

Volume 2

# Draft Comprehensive Plan and Draft Environmental Impact Statement

an integrated  
GMA and SEPA Document  
2000-2020

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# City of Spokane

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Chapter 16  
***PROPOSED ACTION, SUMMARY  
AND REVIEW OF THE ALTERNATIVES***



"We can't become what we need to be  
by remaining what we are."

Oprah Winfrey



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## 16.1 ENVIRONMENTAL PROJECT DESCRIPTION AND SUMMARY

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This chapter of the City of Spokane Integrated Comprehensive Plan/EIS contains the EIS portion of the document, including the environmental summary. It presents environmental information about adverse impacts and mitigation measures associated with the Comprehensive Plan land use alternatives and policies. This draft environmental document has been prepared in compliance with the requirements of the State Environmental Policy Act (RCW 43.21C) and implementing regulations (WAC 197-11).

### Integrated Plan/EIS

As described further below, this document is an integrated plan/SEPA document pursuant to the SEPA rules (WAC 197-11-210 et seq). The city, along with Spokane County, has been implementing early, integrated planning and environmental review since 1995.

Integration is intended to make consideration of environmental issues an early and integral part of development of plan policies, alternatives, and implementation before commitments are made to a specific course of action. This chapter follows the format and content of integrated plan/EIS documents requirements as specified in WAC 197-11-230, 197-11-235 (4).

### Proposed Action

The action proposed by the City of Spokane is adoption of a new comprehensive plan to conform to the requirements of the Growth Management Act. The action addressed in this Draft EIS consists of three related elements:

1. Adoption of policies in the Comprehensive Plan organized in specific elements or chapters.
2. Adoption of a generalized land use map showing the location of various land uses.
3. Adoption of initial development regulations to implement the Comprehensive Plan (initial development regulations will be available at the release of the Final Comprehensive Plan/EIS).

The Draft Plan/EIS evaluates three alternatives in addition to No Action: Current Patterns, Mixed-Use Centers and Corridors, and Central City. Each alternative would distribute future growth somewhat differently throughout the city and its UGA, but all would accomplish the objective of complying with the GMA. None of the alternatives is proposed, preferred, or recommended at this time.

The Draft Plan/EIS will be used by the city's Plan Commission and interested citizens to help refine alternatives and to select a preferred alternative.

The city's action, adoption of a new Comprehensive Plan, will not involve direct changes to the use of land; it will provide a policy and regulatory framework within which future growth will occur. Actions to implement the plan, including adoption of a zoning map, development regulations, incentives, and financing programs, will occur concurrent with adoption of the plan.

## Growth Management Act Requirements

### Planning Goals, Plan Elements, and Countywide Planning Policies

The Growth Management Act (GMA), enacted in 1990, contains a comprehensive framework for managing growth and coordinating land use with infrastructure. The GMA's general planning goals include the following: directing growth to urban areas, reducing sprawl, providing efficient transportation systems, promoting a range of residential densities and housing types and encouraging affordable housing, promoting economic development throughout the state, protecting private property rights, ensuring timely and fair processing of applications, maintaining and enhancing resource-based industries, encouraging retention of open space and habitat areas, protecting the environment, involving citizens in the planning process,



ensuring that public facilities are provided at adequate levels concurrent with planned development, and preserving lands with historic and archaeological significance.

Local comprehensive plans must contain specific elements or chapters addressing land use, housing, capital facilities, utilities, rural lands (counties only), and transportation. Optional elements being addressed by the city include economic development, urban design and historic preservation, the natural environment, social health, neighborhoods, parks, recreation, and open space, and leadership, governance, and citizenship. Sub-area or neighborhood plans are also authorized and must be consistent with the GMA's general goals.

### **Urban Growth Areas**

Counties are given the responsibility of designating "urban growth areas" (UGAs) in their Comprehensive Plans. These are areas already characterized by or adjacent to areas characterized by urban growth and within which future urban growth will be encouraged. Services and facilities must be currently available or planned to be available. All cities must be within an urban growth area. Unincorporated lands contained within urban growth areas must be urban in character or adjacent to such lands. A region's designated urban growth areas must be large enough and planned housing densities high enough to accommodate the next 20 years of population growth forecast by the state. Lands outside the UGA are to be maintained and used for rural activities or for long-term commercial natural resource activities (agriculture, forestry, or mineral extraction).

Adoption of a UGA is a two-step process. An "interim urban growth area" (IUGA) must be adopted initially, prior to completion of local comprehensive plans. A "final urban growth area" is established in conjunction with adoption of a county's comprehensive plan. Cities may propose UGAs outside their corporate boundaries; these UGAs must satisfy Growth Management Act requirements regarding population forecasts, land use character, land supply and demand, and availability of public services and capital facilities. Intergovernmental consensus and agreements are used to establish the urban growth area boundaries; a dispute resolution process is also authorized.

The Spokane County Board of County Commissioners designated interim urban growth areas (IUGAs) and adopted interim development regulations in April 1997. Population allocations for those IUGAs were revised in May 1999; the boundaries of the IUGAs were not changed, however.

In December 1999, Spokane County notified all cities and towns that it was considering adoption of a revised Comprehensive Plan and a Final Urban Growth Area. It requested that any jurisdiction wishing to change its interim urban growth boundaries notify the county and provide supporting data. The City of Spokane submitted a request for an expanded UGA along with the requested information in January 2000. As of this writing, the regional Steering Committee, which makes recommendations regarding UGAs and other GMA matters, has not made a recommendation concerning the city's expanded UGA. The city has used the proposed, expanded UGA boundary as the basis for its comprehensive plan alternatives.

### **Capital Facilities, Utilities, and Transportation**

Local comprehensive plans must include an inventory of existing capital facilities and utilities and an estimate of future needs based on the 20-year growth projection. This includes a consideration of the balance between estimated costs and revenues to support needed services and facilities at adopted levels of service. Comprehensive plans must contain a provision to reassess planned land use if anticipated funding falls short of estimated needs and other financial or level of service solutions fail to remedy the problem.

Capital facility and transportation planning requirements include an inventory of existing facilities, adoption of level of service standards, an assessment of need, an evaluation of revenues likely to be available to meet needs, a six-year financing plan, a requirement that improvements be provided or assured "concurrent" with development or that development be denied, and a policy to reassess the land use element if projected funding falls short of needs.

## **Plan Implementation**

Implementation refers to measures, programs, and systems that make the Comprehensive Plan work. The Growth Management Act requires that jurisdictions adopt development regulations, such as zoning, that are consistent with and carry out the Comprehensive Plan's policies and objectives. Similarly, the plan's capital facilities and transportation elements, adopted levels of service, functional plans (such as for parks), and annual capital budgeting process will help ensure that services and facilities are coordinated with growth. In addition, growth and change will need to be monitored to ensure that targets and expectations are being achieved.

The City of Spokane is taking a phased approach to implementation. An initial development regulation package with the essential tools necessary to implement the Comprehensive Plan will be adopted concurrent with the plan itself. A detailed work program will be developed to identify the timing and responsibilities for additional implementing tools.

## **Environmental Review Process**

### **Phased Environmental Review**

The City of Spokane is conducting phased review of its GMA-mandated actions (WAC 197-11-060(5), 197-11-228 (2)(b)). Phasing of environmental review helps decision-makers and the public to concentrate on environmental issues that are clearly defined and ready for decision, while deferring others where additional information is needed to bring them into sharper focus. Phased environmental review generally progresses from decisions that are very broad and general in scope, such as an urban growth area or a Comprehensive Plan, to those that are narrower in scale, such as neighborhood plans. Each step builds on and adds to prior information without duplicating what has gone before.

### **SEPA/GMA Integration**

In 1995, Spokane County, the City of Spokane, and other cities and towns in the region received a grant from the Department of Community, Trade, and Economic Development (CTED) that was intended to: (1) initiate environmental review of its GMA decisions at the earliest steps in the planning process, (2) more fully integrate the planning process with SEPA compliance, and (3) support development of a Geographic Information System (GIS) to enable informed planning decisions. The process was based on new SEPA provisions (WAC 197-11-210) designed to better integrate SEPA review with GMA planning. Integration uses SEPA processes and documents to help develop alternatives and proposals that are responsive to environmental conditions.

The integration project resulted in several issue papers that contained programmatic environmental information and guidance for the cities' and county's planning activities. Among others, these included an issue paper for the City of Spokane (Land Use, Critical Area, and Capital Facilities, 1997) that identified a menu of potential mitigation measures and implementation programs to address future growth-related impacts. These documents were prepared consistent with the SEPA rules provisions for preliminary planning and environmental analyses (WAC 197-11-232 through 235).

This document is an integrated plan/SEPA document pursuant to the SEPA rules (WAC 197-11-210 et seq). Integration is intended to make consideration of environmental issues an early and integral part of development of plan policies, alternatives, and implementation before commitments are made to a specific course of action. The format and content of integrated plan/EIS documents requirements are specified in WAC 197-11-230, 197-11-235 (4).

## **Draft Comprehensive Plan/EIS Alternatives**

The Draft Comprehensive Plan/EIS alternatives do not reflect a radical departure from existing land use patterns. Two of the alternatives, Mixed-Use Centers and Corridors and Central City, focus a portion of the

future population growth in identified areas. The No Action and Current Patterns alternatives more evenly disperse future growth throughout the proposed urban growth area.

Major factors considered in the alternatives include the following:

- ◆ Population Growth: All alternatives plan to accommodate a population increase of approximately 68,800 people by 2020. This target reflects a change, adopted by the Board of County Commissioners in 1999, that reallocated approximately 10,000 in population from the Joint Planning Areas to unincorporated urban growth areas.
- ◆ Land Use: The range of alternatives embody a similar overall land use pattern and mix of land uses. The table below shows each major land use and the percentage of land area it occupies relative to the UGA as a whole. The range among the alternatives is relatively small.

TABLE 1 LAND USE AND PLANNING AREA PERCENTAGES	
Land Use	Percentage of Planning Area
Residential	56-57%
Industrial	30-31%
Open Space	9%
Institutional	1.7-2%
Retail	0.4-1%
Office	0.3-0.8%
Mixed-Use	0-1.3%

Under any scenario, housing would remain the dominant land use in the city

- ◆ Housing Mix and Density: The balance between single-family and multifamily housing would vary with each alternative. Based on GIS data, single-family housing would range from 75 percent of the total, approximately the same as present, to 59 percent. Multifamily housing, including mixed-use development, would correspondingly range from a low of 25 percent, approximately the same as at present, to 41 percent of the total.

Average gross densities for new development in the Current Patterns, Mixed-Use Centers and Corridors, and Central City alternatives would generally range from just over 4 du/acre for single-family to 12 du/acre for multifamily. Average net densities for new development, pending the results of refined land quantity analysis, could be higher. Densities would be significantly higher in identified centers and downtown. Net densities for No Action could be 8 to 15 du/acre citywide.

- ◆ Downtown: Under all alternatives, downtown Spokane would remain the economic and cultural center for the region but has a more significant role under the two focused growth alternatives.
- ◆ Employment: All alternatives plan for approximately the same number of new jobs (27,712) by the year 2020.
- ◆ Urban Growth Area: The No Action alternative generally assumes continuation of the existing Interim Urban Growth Area for the city that was adopted in 1996, consisting of 50,897 acres. This includes lands within the city's existing boundary (36,598 acres) plus unincorporated joint planning areas (14,299 acres). This is the smallest UGA of the alternatives.

All other alternatives assume a larger UGA, adding 13,611 acres to the IUGA boundary for the two focused growth alternatives, and 14,852 acres to the IUGA boundary for the Current Patterns alternative. The city's request for an expanded UGA boundary will be considered by the Regional Steering Committee of Elected Officials and the Spokane County Board of Commissioners.

- ◆ Capital Facilities Program: Levels of service for public facilities and city services would be adopted under any of the alternatives. A six-year capital improvement program would also be adopted. The city would not extend services or facilities outside the designated UGA.

## **No Action**

No Action assumes continuation of the Interim Urban Growth Area adopted in 1996. It encompasses 50,897 acres (36,598 within the city and 14,299 acres in joint planning areas). As described previously, the city is proposing to expand its UGA, and the other Plan/DEIS land use alternatives are based on larger UGAs. No Action provides a basis for comparing impacts associated with these larger UGAs.

The mix of land uses and the overall land use pattern would generally be the same as Current Patterns, described below. However, residential densities would have to increase significantly to accommodate the 20-year population target (68,800) within this smaller area. Based on preliminary land quantity analysis, the net average density of new housing would be in the range of 8 to 15 du/acre.

## **Current Patterns**

The city's Urban Growth Area would consist of 65,749 acres. This is the largest of the UGAs examined, approximately 1,241 acres larger than Mixed-Use Centers and Corridors and Central City and 14,852 larger than No Action. Additional areas included in this alternative's UGA are: East Hillyard (61 acres), Fairwood/Farwell (5,567 acres), Gleneden (1,881 acres), Kaiser Industrial (2,927 acres), Linwood (1,997 acres), McKay Manufacturing Home Park (17 acres), Moran/Glenrose Extension (19 acres), Morgan Acres (747 acres), the Murfield Annexation (46 acres), Park West (492 acres), Riverside State Park (492 acres), Seven Mile (723 acres), Shawnee Canyon (17 acres), South Five Mile (1,240 acres), and West Plains Addition 1 (6 acres). The new areas would add additional capacity for residential development (8110 acres), industrial growth (5,277 acres), and open space (492 acres).

The Current Patterns alternative is comparable to No Action except for the expanded UGA. It assumes only those changes in planning policy required by GMA. Current land uses and land use patterns would continue over the next 20 years. Development would continue to move outward from the periphery of the city, Commercial and office uses would follow the same pattern, including development at arterial intersections and in strips along major transportation corridors.

New housing would consist of 75 percent single-family and 25 percent multifamily, which is approximately the same as current development patterns. Gross housing densities for new development would average 4 du/acre for single-family and 12 du/acre for multifamily. Average net densities would be higher, depending on refinement of the city's land quantity analysis. It is assumed that new housing in downtown will be limited.

Major transportation improvements assumed for Current Patterns include the North Spokane Limited Access Corridor but not the Monroe/Lincoln-Post/Wall one-way couplet. A high capacity transportation corridor between downtown and Liberty Lake would not be constructed within the planning horizon.

## **Mixed-Use Centers and Corridors**

The UGA for Mixed-Use Centers and Corridors is 64,508 acres, which is smaller than Current Patterns but larger than the IUGA. The UGA would be expanded pursuant to the process described previously.

This alternative would focus a portion of the projected growth at higher densities in planned, mixed-use activity centers of different scales (Neighborhood, District, and Employment), and along existing transportation corridors. The centers, which would be designated on the Comprehensive Plan land use map, would include a mix of land uses, including high density residential, commercial, industrial, public and institutional, and open space; the uses and proportions of uses would vary by center. Downtown Spokane would remain the economic and cultural center of the region with an emphasis on new housing choices and services.

Housing would be approximately 59 percent single-family and 41 percent multifamily; this represents a significant increase in multifamily housing compared to Current Patterns. Relatively little change would occur in existing single-family neighborhoods. Outside centers, the average gross density of new development would be 4.2 du/acre for single-family and 12 du/acre for multifamily. Net densities could be higher, depending on the results of the city's refined land quantity analysis.

Higher density housing would be focused within or adjacent to centers to promote walking and transit. Gross housing densities in designated centers would average 15 to 32 in neighborhood centers, and 15 to 44 du/acre in district and employment centers. Medium density housing around centers (approximately 22 du/acre) would create a transition to lower density residential neighborhoods. Building heights would be limited to be consistent with the scale of the surrounding neighborhood. The centers would be designed to promote pedestrian movement.

The following centers and corridors would be designated on the Comprehensive Plan Land Use Map; additional centers could be designated in the future through a neighborhood planning process.

#### **Neighborhood Centers**

Would be located at Indian Trail and Barnes, 9th and Perry, Grand Blvd/12th to 14th, Garland District, Latah Creek, Camelot area, Broadway and Maple area, and Hamilton and Mission. Each would contain services and facilities to meet needs of the surrounding neighborhood. Each would be 15 to 25 square blocks in area.

#### **District Centers**

Would be located at Shadle – Alberta and Wellesley, Lincoln Heights – 29th and Regal, Fairgrounds, 57th and Regal, and Manito Center – 29th and Grand. These would serve the needs of a larger area and would contain a broader array of services. Each would be 30 to 50 blocks in area.

#### **Employment Centers**

Would be designated: Hillyard – Market and Wabash, East Sprague – Sprague and Napa, North Foothills, and Maxwell and Elm. Each would be 30 to 50 blocks in area.

#### **Mixed-Use Corridor**

Would also be designated along Monroe, between downtown and Garland. Development mix and densities would be comparable to district and or employment centers.

Increased levels of transit service would occur. The Mixed-Use Centers and Corridors alternative assumes development of the North Spokane Limited Access Corridor but not the Monroe/Lincoln-Post/Wall one-way couplet, and high capacity transportation corridor between downtown and Liberty Lake. Light rail or express buses would be planned to travel through several mixed-use centers

#### **Central City**

The UGA for the Central City alternative would be 64,508 acres, the same as for Mixed-Use Centers and Corridors. The UGA would be expanded pursuant to the process described previously. Downtown Spokane would remain the economic and cultural center of the region. The downtown is generally defined as Boone Avenue on the north, I-90 to the south, Division Street on the east, and Maple Street/Riverside Avenue/Monroe Street on the west.

Relatively more growth (new development and redevelopment) would be focused in and around downtown (including the West Central/Summit and South/Southwest neighborhoods) at higher densities. Compact, higher density mixed-use development would occur downtown, following pedestrian-oriented design principles. In general, there would be a greater focus on design of buildings and the streetscape.

Some concentrations of higher intensity growth would also occur along major transportation corridors. The land use patterns of areas outside the central city will remain largely the same. Slightly fewer housing units would be developed compared to Mixed-Use Centers and Corridors. Housing would be 64 percent single-



family and 36 percent multifamily. Approximately 3,800 new multifamily units would be developed downtown at a density of 145 du/acre. Gross densities for new development outside downtown and central city sub-areas would be 4.2 for single-family and 12 du/acre for multifamily housing; average net densities would be higher.

Increased levels of transit service and pedestrian and bicycle facilities would be planned. A pedestrian/bicycle system would be constructed to link downtown, adjacent neighborhoods, and the Spokane River. Planned improvements include high capacity transportation between downtown and Liberty Lake employing light rail or express bus. The North Spokane limited access corridor and one-way couplet system are not included.

## **Environmental Summary**

This subsection consists of a summary of the information contained in the Draft EIS. It is intended to be only a selective summary of major conclusions and key differences among the land use alternatives. The interested reader should consult the narrative discussion for more complete information.

Table 2, on the following page, summarizes environmental impacts. This is followed by a summary of mitigation measures and unavoidable adverse impacts.

TABLE 2 SUMMARY OF IMPACTS			
	Current Patterns and No Action	Mixed-Use Centers and Corridors	Central City
<b>Natural Environment</b>			
<b>Alternative Descriptions</b>	<p>Any land use alternative will result in significant changes to the natural environment from the construction of housing and infrastructure, storm water runoff and human disturbance associated with future growth. The majority of land within the city's UGA will be cleared and used for urban development. Environmental resources subject to risk of direct and indirect impacts include numerous species of plants, animals, and fisheries (including threatened, endangered, and priority species and their habitat), water resources, wetlands, and air quality.</p> <p>The more dispersed land use pattern for Current Patterns would extend impacts over a relatively larger area. The high densities and geographic concentration associated with No Action would threaten all natural environmental resources in the urban area.</p>	<p>Impacts generally similar to Current Patterns and No Action.</p> <p>Focusing more growth in centers and corridors would help conserve existing resources to some degree. Open space and defined habitat corridors are protected.</p>	<p>Impacts similar to Centers and Corridors.</p> <p>Greater potential impacts to Spokane River riparian corridor in downtown sub-area due to more intensive development.</p>
<b>Air</b>	<p>All alternatives would cause impacts to air quality from construction activities, wood burning, and especially automobile traffic. Based on regional modeling, traffic-related air quality impacts similar for all alternatives. Impacts are related more to regional transportation improvements than incremental changes to land use pattern. Current Patterns and No Action would generate highest amounts of CO annually.</p>	<p>Somewhat lower annual CO generation compared to Current Patterns and No Action.</p>	<p>Lowest annual CO generation.</p>
<b>Ground Water</b>	<p>All alternatives involve potential impacts to the Spokane Valley-Rathdrum Prairie Aquifer and ground water quality from increased impervious surfaces, reduced recharge, and the use, storage, and transport of chemicals and contaminants.</p>	<p>Impacts generally similar to No Action and Current Patterns.</p>	<p>Impacts generally the same as No Action and Current Patterns.</p>

<b>Runoff/ Erosion/ Floods</b>	<p>Increased runoff volumes could cause localized flooding.</p> <p>Clearing and grading associated with construction can cause erosion, particularly in areas of steep slopes or geologic hazards.</p>	<p>Impacts generally the same as No Action and Current Patterns.</p> <p>Impacts similar for all alternatives.</p>	<p>Impacts generally the same as No Action and Current Patterns.</p> <p>Impacts similar for all alternatives.</p>
<b>Energy</b>	<p>All alternatives will consume energy. Auto-dominated alternatives and greater amounts of single-family housing in Current Patterns and No Action will generally consume more energy for transportation and space heating.</p>	<p>Potential for reduced energy consumption from focusing growth in mixed-use centers, greater amounts of multi-family housing, reduced vehicle miles traveled and implementation of high capacity transit system.</p>	<p>Generally similar to Centers and Corridors.</p>
<b>Land Use</b>			
	<p>Most vacant and underdeveloped land consumed for urban uses to accommodate growth. Overall land use pattern relatively unchanged. Residential land uses will remain the dominant land use type, followed by industrial. Land use conflicts could occur between land uses of different type or intensity. Average densities similar to existing (6 du/acre net) for Current Patterns. For No Action, average net densities would need to be significantly higher (8 to 15 du/acre) to accommodate growth within smaller UGA.</p> <p>For Current Patterns, growth and land use change would be dispersed throughout the city and UGA, generally following the existing pattern. The larger UGA would spread urbanization over a larger area. No Action would also follow a dispersed pattern, but densities would be higher throughout the smaller UGA.</p>	<p>Growth and change focused in designated mixed-use, pedestrian oriented centers of different scale, and in transportation corridors. Relatively less change in other areas of the city; some densities reduced to help guide growth to centers. Smaller urbanized area relative to Current Patterns, larger than No Action.</p>	<p>Generally similar to Centers and Corridors. Greater emphasis on reinforcing downtown Spokane as regional center.</p>
<b>Population</b>			
	<p>All alternatives would accommodate a planned population increase of 68,800. Based on preliminary land quantity analysis, all alternatives contain sufficient vacant and redevelopable land to accommodate population</p>	<p>All alternatives would accommodate a planned population increase of 68,800. Based on preliminary land quantity analysis, all alternatives contain sufficient developable land to accommodate population</p>	<p>All alternatives would accommodate a planned population increase of 68,800. Based on preliminary land quantity analysis, all alternatives contain sufficient developable land to accommodate population</p>

	target. Population growth dispersed throughout the city and UGA.	target. Population growth more focused in designated centers/corridors; relatively little growth in existing single-family neighborhoods.	target. Population growth more focused in downtown sub-area; relatively little change in existing single-family neighborhoods.
<b>Housing</b>			
	<p>For No Action and Current Patterns, existing housing mix would continue – 75 percent single-family and 25 percent multifamily.</p> <p>Higher average net densities for No Action (8 to 15 du/acre) relative to other alternatives.</p>	<p>Greater amounts of multifamily housing (41 percent) relative to other alternatives. Greater opportunities for affordable housing.</p> <p>Average gross densities 4 du/acre for single family, 12 du/acre for multifamily. Net density of new development approximately 6 du/acre. Higher density focused in centers and corridors.</p>	<p>Approximately 36 percent multifamily housing.</p> <p>Average gross densities 4 du/acre for single-family, 12 du/acre for multifamily. Net density of new development approximately 6 du/acre. Higher density focused in centers and corridors.</p>
<b>Economic Development</b>			
	<p>Planned increase in jobs by 2020, approximately 27,712 for all alternatives.</p> <p>Potential excess of industrial land (390 acres) based on initial testing of various land capacity reduction formulas.</p> <p>Potential deficit of commercial land (230 acres) based on initial testing of various land capacity reduction formulas.</p>	<p>Planned increase in jobs by 2020, approximately 27,712 for all alternatives.</p> <p>Similar to Current Patterns.</p>	<p>Planned increase in jobs by 2020, approximately 27,712 for all alternatives.</p> <p>Similar to Current Patterns.</p>
<b>Historic Resources</b>			
	For any of the alternatives, increased growth and urbanization would create market pressure for conversion of historic resources. A more dispersed growth pattern, as in Current Patterns, would subject unidentified resources to greater risks of disturbance.	Impacts similar to Current Patterns. More intensive growth adjacent to the Spokane River could threaten archaeological resources.	Impacts similar to Current Patterns. More intensive growth adjacent to the Spokane River could threaten archaeological resources.
<b>Transportation</b>			
	All alternatives show relatively similar increases in traffic growth (higher vehicle miles traveled, longer travel time and reduced travel speeds) based on assumptions of SRTC regional model and city's growth targets. From a regional perspective (including growth alternatives for unincorporated areas), future improvements and high	Focusing growth in designated higher density mixed-use, transit-friendly nodes would make non-motorized travel more feasible. Assumed transit system would reduce automobile travel.	Similar to Centers and Corridors.

	<p>capacity transit will have more impact than incremental changes in land use pattern.</p> <p>No Action and Current Patterns would likely generate incrementally greater automobile traffic because they are auto-dependent and do not include transit.</p>		
<b>Public Services</b>			
	<p>Under any alternative, population growth will generate additional demand for fire and EMS service, police protection, schools, solid waste, and parks. This will involve a need for increased personnel, equipment, facilities, and programs. In general, a smaller UGA, higher densities and more compact development pattern (Centers and Corridors and Central City alternatives) could result in some service efficiencies, such as reduced response time. Growth in the JPAs and proposed UGA additions would reduce service demands and revenues to special districts or county departments, upon annexation or sooner pursuant to interlocal agreement.</p>	General impacts similar for all alternatives	General impacts similar for all alternatives.
<b>Fire</b>	<p>Under all three alternatives, additional calls for service will create needs for fire personnel, facilities, and equipment.</p> <p>Based on the city's six-year capital program and proposed LOS, facility needs for all alternatives would cost \$20.201 million by 2006. Current Patterns 20-year needs for new, relocated, or replaced fire stations, equipment and apparatus would cost \$17.2 million by 2020.</p>	<p>Facility needs would cost \$20.201 million by 2006. \$15.1 million for new, relocated, or replaced fire stations, equipment, and apparatus by 2020.</p>	<p>Facility needs would cost \$20.201 million by 2006. \$15.1 million for new relocated, or replaced fire stations, equipment, and apparatus by 2020.</p>
<b>Police</b>	<p>142 additional officers and 62 civilian employees (\$17.7 million operating costs) needed by 2020. Additional equipment (\$4.8 million) and facilities (\$17.9 million) needed.</p>	<p>104 additional officers and 46 civilian employees (\$4.9 million operating costs) needed by 2020. Additional equipment (\$3.5 million) and facilities (\$13.1 million) needed.</p>	<p>96 additional officers and 41 civilian employees (\$10.8 million in operating costs) needed by 2020. Additional equipment (\$3.3 million) and facilities (\$12.1 million) needed.</p>
<b>Schools</b>	Additional school facilities will	Additional school facilities will	Additional school facilities will



	be required under any land use alternative. Costs similar or slightly lower for Current Patterns and No Action.	be required under any land use alternative. Costs similar or slightly higher for Centers and Corridors and Central City.	be required under any land use alternative. Costs similar or slightly higher for Centers and Corridors and Central City.
<b>Solid Waste</b>	Impacts similar for all alternatives based on per capita estimates of waste generation.	Impacts similar for all alternatives based on per capita estimates of waste generation.	Impacts similar for all alternatives based on per capita estimates of waste generation.
<b>Parks</b>	Additional park land, facilities, programs and maintenance required under any land use alternative. LOS standard of 5.28 acres per 1,000 people established to estimate costs. Additional 363 acres needed by 2020.	Additional park land, facilities, programs, and maintenance required under any land use alternative. LOS standard of 5.28 acres per 1,000 people established to estimate costs. Additional 363 acres needed by 2020.	Additional park land, facilities, programs, and maintenance required under any land use alternative. LOS standard of 5.28 acres per 1,000 people established to estimate costs. Additional 363 acres needed by 2020.
<b>Utilities</b>			
<b>Water</b>	<p>Growth associated with any land use alternative will generate additional needs for water.</p> <p>The alternatives would vary primarily based on the mix of single-family and multifamily housing (single-family uses about twice as much water per day as multifamily). Current Patterns would generate the greatest demand due to the largest UGA and greatest amount of single-family housing. No Action could generate the lowest demand due to the most compact UGA and the highest net densities.</p> <p>In unincorporated UGAs, water service would transition from special districts to the city upon annexation or sooner, based on interlocal agreements. Affected districts would experience lower water demand and reduced revenues.</p>	Impacts lower than Current Patterns due to highest proportion of multifamily housing (41 percent) and smaller UGA.	Impacts similar to Centers and Corridors.
<b>Sanitary Sewer</b>	All alternatives would generate similar impacts based on assumed use of 100 gpd per capita; demand is not sensitive to density. Population growth would generate 6.9 mgd of wastewater by 2020. Cumulative demand (city and county) could exceed design	All alternatives would generate similar impacts based on assumed use of 100 gpd per capita; demand is not sensitive to density. Population growth would generate 6.9 mgd of wastewater by 2020. Cumulative demand (city and county) could exceed design capacity of SAWTP, requiring	All alternatives would generate similar impacts based on assumed use of 100 gpd per capita; demand is not sensitive to density. Population growth would generate 6.9 mgd of wastewater by 2020. Cumulative demand (city and county) could exceed design capacity of SAWTP, requiring

	<p>capacity of SAWTP, requiring upgrading or an additional facility.</p> <p>More dispersed land use patterns, such as Current Patterns, would involve greater costs for extending pipes. Higher densities and smaller service area for No Action would involve lower infrastructure costs.</p>	<p>upgrading or an additional facility. Focusing a portion of future growth at higher density in centers could result in lower infrastructure costs.</p>	<p>upgrading or an additional facility. Focusing a portion of future growth in the downtown at higher density could result in lower costs for infrastructure.</p>

## **Summary of Mitigation Measures**

Natural Environment: Comprehensive Plan policies and programmatic actions would, if implemented and enforced, mitigate impacts to the natural environment.

### **Plants and Animals**

The Native Species Quality section of the Comprehensive Plan includes policies to protect and enhance native plant and animal species for future generations, identify and protect existing habitats and habitat networks, and designate and protect geographic areas that contain existing priority habitat and species and wetland areas. Native plant and animal species could be further protected through adoption and implementation of the draft Spokane Fish and Wildlife Habitat Conservation Area Ordinance. The ordinance requires that habitat management plans be prepared for proposed land uses or activities located in fish and wildlife habitat conservation areas. The city would require that plans address potential impacts to threatened and endangered species and identify protection or mitigation measures for avoiding habitat disturbance.

### **Air Quality**

Draft policies would replace wood stoves with cleaner heating sources, emphasize environmentally sound public facilities planning, the development of a solid waste management system that promotes recycling and packaging reduction, development of transit options to reduce emissions, and the mitigation of air quality impacts through the use of native vegetation.

### **Water**

Water quality policies focus on further study of the Spokane Valley-Rathdrum Prairie Aquifer, storm water management techniques to protect ground and surface water, regional watershed planning and reporting, mining and hazardous waste management restrictions, and the protection of natural drainages and well heads. Water quantity policies address water conservation programming, landscaping requirements, and the extension of the city sewer service. Shorelines policies seek to balance biological protection and improvement issues and public access needs. Aquatic habitats and recreational opportunities would be protected through policies aimed at watershed planning for the Spokane River and Latah Creek, the implementation of 'zero-pollution' industrial waste management policies, and the continuation of efforts to reduce the rate of impervious surface expansion.

### **Earth**

Landform protection policies include programs for mapping, acquiring or transferring development rights, imposing development restrictions on slopes greater than 30 percent, and managing geologically hazardous areas according to the administrative DSA regulations in the city's Municipal Code.

Land Use: The goals, objectives, and policies of the Comprehensive Plan are intended to mitigate potential adverse land use impacts of future growth within the city. The plan seeks to achieve a balance between multiple needs, including maintaining growth consistent with infrastructure capacity, reducing patterns of sprawl within the UGA, enhancing neighborhood structure, and preserving important open space and resources.

As part of plan implementation, major development controls, including the zoning code, subdivision ordinance, and resource protection ordinances would be reviewed and updated as necessary to ensure that regulations reflect state policies, achieve consistency between the land use plan and regulations and ensure fairness for property owners.

Population: Draft Comprehensive Plan goals and policies are intended to mitigate the potential adverse housing impacts of increased growth in the City of Spokane. Proposed goals and policies encourage new

development to occur in ways that are compatible with the overall character of existing neighborhoods and to phase new development with the provision of services and facilities.

The city will continue to refine its land quantity calculations to verify that sufficient land is available to accommodate population targets and housing needs. Population and housing targets or target densities and land use designations could be refined prior to the release of the Final Comprehensive Plan/EIS. Land supply and demand should be monitored.

## **Housing**

The proposed comprehensive plan goals and policies are intended to maintain an adequate supply and promote development of a variety of housing options for all economic groups, coordinate county housing programs with other jurisdictions in the region, reduce regulatory barriers and allow greater flexibility in regulations and permitting processes, assist low and moderate-income households in obtaining affordable housing, permit special-needs housing, and promote equal access to housing for all persons.

## **Economic Development**

The city's proposed UGA provides capacity to accommodate a substantial portion of forecast new jobs, roughly 45 percent of the 20-year county-wide forecast. The city should coordinate with the county, other jurisdictions, the EDC, and other groups to ensure that employment targets are reasonable.

The city will refine its land quantity analysis methodology. Updated analysis will be used to confirm and adjust any excess or deficit for particular types of jobs. After adoption of the Comprehensive Plan, the city should monitor land supply and employment data annually.

## **Historic Resources**

Draft Comprehensive Plan policies are intended to identify and protect important cultural resources. Implementation strategies include design guidelines and design review, economic incentives, and development regulations that protect historic character.

## **Transportation**

In addition to plan goals and policies and planned improvements, the city is testing the effects and costs of different land use alternatives, level of service standards, and approaches to managing concurrency. These programs will help it manage growth and to assure that adequate transportation facilities are in place concurrent with new development, as required by the GMA.

The Draft Comprehensive Plan proposes a two-tier LOS/CMS program. To meet broad planning and capital facilities programming needs, the first tier is a Planning LOS/CMS program based on travel times along principal arterials and key minor and collector routes. This is the basis for evaluating the comprehensive plan land use alternatives. The second tier will be used for reviewing individual development projects. The LOS/CMS program for individual development projects still needs to be defined in terms of when and how it will be applied. Other key features of the draft program include different standards for different areas of the city; and allowing more congestion when significant levels of alternative travel modes, such as transit are available.

## **Public Services**

Draft Comprehensive Plan policies would help address the needs for public services, including fire suppression and EMS, police, schools, solid waste, and parks. These policies include the adoption of level of service standards and the pursuit of all practical and equitable means to fund needed capital facilities.

The city should execute interlocal agreements with county departments or special districts providing services to the JPAs and proposed new UGAs. As required by IUGA interim development regulations, it should document levels of service and cost sharing/reimbursement prior to annexation of these areas by the city.

Phasing of growth (geographically or temporally) could help to coordinate further growth with existing or planned service capacity. Locating facilities like schools in conjunction with planned growth nodes could reduce transportation costs.

Imposition of fees permitted by the Growth Management Act would help ensure adequate financing for facilities to serve new growth and development.

## **Utilities**

### **Water Service**

The Draft Comprehensive Plan incorporates goals consistent with the Countywide Planning Policies that seek to coordinate water system planning to promote efficient service, protect natural resources, conserve water and ensure orderly and efficient development. Adherence to these goals and policies will help mitigate the impact of increased water demand as the community grows.

To ensure an orderly transition of service to joint planning areas and proposed UGAs, the city, Spokane County, and special districts will need to establish interlocal agreements to establish how and when to finance improvements and to support adopted level of service and planned land use. Compact development and infill development would be promoted to fully utilize the capacity of existing facilities. The cost and resources used by consuming more land to extend new water systems into undeveloped areas would be weighed against goals and policies for the preservation of neighborhood character, and protection of the aquifer resource and environmental quality.

### **Sewer Service**

Draft Comprehensive Plan policies are intended to ensure that the city provides adequate utility service in compliance with the GMA and CWPPs. This includes defining a level of service for sewer service and providing adequate levels of funding, providing services concurrent with new development, and phasing services (geographically or temporally) based on availability of services. The city will also assess impact fees to help share the costs of new public facilities. Funding shortfalls would trigger a reassessment of the Comprehensive Plan's land use element and adopted levels of service. Sewer service would be prohibited outside the UGA.

The city and county should coordinate within the JPAs to reduce groundwater inflow and infiltration into damaged pipes to reduce flows and allow for increased treatment plant capacity.

Interlocal agreements for joint planning areas and other areas included within the proposed UGA should be developed to address future infrastructure needs, level of service, and the transition of services.

## **Summary of Unavoidable Adverse Impacts**

Natural Environment: Increased growth, clearing, grading, construction, human activity, traffic, and the expansion of public facilities under any of the land use alternatives will result in incremental impacts to the city's natural environment and resources.

### **Land Use**

Future growth within the city under any land use alternative will result in increased development and urbanization. Land will be committed to urban uses for the foreseeable future. Some conflicts between uses are unavoidable.

### **Population and Housing**

Future population growth will generate additional demand for housing and will place greater demands on existing facilities and infrastructure. Land developed for residential uses would generally be unavailable for other uses.



## **Economic Development**

Continued economic growth, in conjunction with population growth, will result in some land use conflicts, consumption of land and other resources, and increased demands for public services and capital facilities.

## **Historic and Cultural Resources**

Future growth and development will increase pressure for redevelopment of historic sites and buildings. Development activities could disturb archaeological resources.

## **Transportation**

Traffic will increase as a result of growth. The extent of impacts will depend on the nature and magnitude of regional and local transportation improvements.

## **Public Services**

Increased growth will generate additional demands for fire and EMS service, police protection, schools, solid waste, and parks. Additional land, facilities, equipment, programs, and personnel will be required to accommodate planned growth.

## **Utilities**

Additional water will be consumed for potable water and wastewater treatment. Existing facilities and infrastructure will need to be expanded.

## **Affected Environment, Significant Impacts, and Mitigation Measures**

This section of the integrated Draft EIS documents the analysis of significant environmental impacts and mitigation measures required by SEPA. Background information about each element of the environment (e.g., plants and animals, land use, housing, public services, and utilities) is contained in a separate chapter of Volume 2 of the integrated plan and constitutes the description of the “affected environment.”

## 16.2 NATURAL ENVIRONMENT

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### Significant Impacts of the Alternatives

The City of Spokane Comprehensive Plan would not, in itself, have direct impacts on the natural environment. It would, however, provide a framework for planning future growth and managing natural resources in the City of Spokane and its urban growth area.

Growth associated with any of the land use alternatives would result in alteration of or impacts to the natural environment. Construction of infrastructure, housing, economic development, and ongoing land use activities associated with the accommodation of growth will directly and indirectly affect plants and animals, air quality, ground and surface water quality and quantity, soils and topography, and the demand for energy resources. Unless protected, natural resources and particularly those that are lesser in abundance and/or sensitive to the intensification of human land uses, would be subject to adverse impacts. Some impacts are unavoidable.

Conversely, the protection of critical areas reduces the development potential of affected lands. The efficient use of unconstrained land (areas that do not include sensitive resources) would reduce pressure for development of constrained lands and prevent unnecessary impacts to the natural environment. Concentration of development in compact areas would help to minimize the scope of adverse environmental impacts.

### Plants and Animals

Land development generally results in the removal of native plants and fragments or eliminates habitat for wildlife species populations. The destruction or degradation of riparian vegetation, wetlands, prairie/steppe and shrub/steppe, and other habitat can cause the loss or displacement of individual animal species and reduce the overall biodiversity of the area. Increased impervious surfaces within a basin can cause an increase in peak runoff, flooding, siltation of streams, and a reduction in required seasonal base flows. Impacts on water quality and quantity (described in the Water section below) can adversely affect fish and other aquatic species.

Under all of the land use alternatives, the majority of land within the city will be developed for urban uses. Undeveloped land would be cleared and/or developed and existing wildlife habitat would be lost or disturbed. Existing habitat types in the city that could be affected by development include: freshwater wetlands, fresh deep water, instream, riparian, and riverine, cliffs/bluffs, old growth/mature forests, snags and logs, aspen stands, urban open space, prairie/steppe, and shrub/steppe.

The following analysis relies on existing state, county, and city species and habitat information. It is likely that some plant and animal resources have not been identified and would be at risk of alteration. The implementation of development regulations and sensitive areas regulations would be expected to help identify and protect these resources.

### Plants

All of the land use alternatives, would allow for new single-family and continued institutional land uses along the east side of the Spokane River in Planning Sub-Areas A and C (For sub-area locations, see Map ASR 1, "Urban Growth Study Areas with IUGA" in Volume 1, Chapter 3), affecting some areas that are currently identified as urban natural open space by the Washington Department of Fish and Wildlife (See Map NE 8, "Priority Habitats and Species," Volume 2, Chapter 23, Natural Environment) The alternatives would allow for higher intensity residential, commercial, and industrial development along the Spokane River in Planning Sub-Areas E and F (in comparison to existing conditions); this development could replace areas that are now identified as urban natural open space by the state.. The Current Patterns, Central City, and No Action alternatives would allow higher density development in this corridor. Additional single-family residential development along the Little Spokane River in the Fairwood/Farwell area could affect

existing wetlands and native vegetation in the riparian corridor. Prairie/steppe habitat in the Thorpe Road/West Plains area near the airport could be affected by industrial development under all of the alternatives. Refer to the Priority Habitats and Species Map, Map NE 8. The No Action alternative, while affecting a smaller area, would involve significantly higher densities dispersed throughout the city. More vegetation could be altered.

The Current Patterns, Mixed-Use Centers and Corridors, and Central City alternatives would allow development within proposed additions to the city's UGA (approximately 13,611 to 14,852 acres), thus potentially causing impacts to natural vegetation over a broader geographic area<sup>1</sup>. Under these alternatives, light industrial development in the Park West area (west of the Thorpe Road/West Plains area) could affect prairie/steppe and wetland habitat. Additional open space northwest of the Fairwood/Farwell area along the Little Spokane River could also be reduced by residential development under the alternatives.

Potential wetlands impacts include direct and indirect impacts from filling, sedimentation, clearing or degradation of vegetation, disturbance of wildlife by human activity, degradation of water quality, and alteration of hydrology. These potential impacts can affect the important biological, hydrological, water quality, and other functions and values of wetlands. Most wetlands in and adjacent to Spokane are located in the suburban areas in the southern portions of the city and in the southwest planning areas (See Map NE 3, "Wetlands" in Volume 2, Chapter 23, Natural Environment). All of the alternatives permit growth in areas that could adversely affect wetland vegetation and habitat (as described above).

### **Rare, Threatened, and Endangered Plant Species**

Information on rare, threatened, or endangered plant species within the city and proposed additions to the city's UGA were not available at the time of publishing this draft. Protected plant species and sensitive ecosystems will be discussed in the Final EIS, based on Washington Department of Natural Resources data.

### **Animals**

The following priority species occur (or have the potential to occur) in or near the city's proposed UGA and could be affected by development allowed under all of the land use alternatives (Refer to Map NE 8). Priority species are listed according to Washington Department of Fish and Wildlife Habitat definitions; some state priority species are also protected under the federal Endangered Species Act (see discussion below).

#### **Amphibians**

- Columbian Spotted Frog
- Northern Leopard Frog

#### **Birds**

- Peregrine Falcon
- Bald Eagle
- Merlin
- Vaux's Swift
- Pileated Woodpecker
- Black-Backed Woodpecker
- Lewis' Woodpecker
- White-Headed Woodpecker
- Harlequin Duck
- Cavity-Nesting Ducks
- Waterfowl Concentrations

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<sup>1</sup> The Current Patterns alternative would include approximately 1,24 more acres within the area proposed for addition to the city's UGA, as compared to the Central City and Centers and Corridors alternatives. This additional acreage would make up the South Five Mile area.

**Mammals**

White-Tailed Deer

Townsend's Big-Eared Bat

**Fish**

Rainbow Trout

Bull Trout

Westslope Cutthroat Trout

Under all of the alternatives, development density along the east side of the Spokane River in Planning Sub-Area A (See Map ASR 1, Volume 1, Chapter 3) could affect white tailed deer habitat. Land designated for single-family development within the Fairwood/Farwell area along the Little Spokane River could also potentially affect white tailed deer habitat. Additional institutional development at the far west end of Wellesley Avenue near the Spokane River could affect an osprey nesting area. High intensity residential, commercial, and industrial development along the Spokane River in Planning Sub-Areas E and F could generally degrade aquatic habitat beyond existing conditions. Two peregrine falcon nesting areas, east of Monroe Street on the Spokane River and on Latah Creek at the Interstate 90 crossing, could be further affected by urban growth. The Central City alternative would allow the highest density of development in the Spokane River corridor and, therefore, allow the greatest potential impacts to inner-city riparian habitat. Increases in impervious surface area and urban storm water runoff volumes from development in and adjacent to the city could have negative affects on aquatic species and habitat. Wetland species in the rural areas (in the southern portions of the city and in the southwest planning areas) could be affected by light industrial, residential, and commercial development.

The Current Patterns, Mixed Use Centers and Corridors, and Central City alternatives propose additions to the city's UGA, thus potentially causing impacts to wildlife and their habitat over a broader geographic area. Under these alternatives, land designated for single-family development within the Moran/Glenrose and Murfield areas could potentially affect white tailed deer habitat. Rattlesnake, great blue heron, potential aquatic habitat, and additional white tailed deer habitat northwest of the Fairwood/Farwell area along the Little Spokane River could also be affected by residential development under these three alternatives. These alternatives would allow for industrial development within prairie/steppe and shrub/steppe habitat in the Park West area. Development in this area could disturb breeding habitat and seasonal ranges and reduce wildlife density and species diversity. Steppe habitat is limited in availability, is highly vulnerable to alteration, and provides habitat to unique and dependent species. It should be noted that some of these areas are designated for future urban growth (urban reserve) in Spokane County Draft Comprehensive Plan alternatives.

The No Action alternative would not involve growth or habitat alteration in these areas. However, the high densities throughout the city associated with No Action would cause greater potential alteration of habitat within the city and its urban growth area.

**Threatened and Endangered Animal Species**

Some of the animal species located within or adjacent to the City of Spokane and its urban growth areas are protected by the state and/or federal governments. Peregrine falcons, identified on the Spokane River and Latah Creek, are listed as endangered under the federal Endangered Species Act. Bull trout, within its entire range in Washington, are listed as threatened under the act. The great blue heron and rattlesnake populations, utilizing habitat adjacent to the Little Spokane River, are considered 'candidate species,' species being reviewed for possible classification as threatened or endangered under the act. Ospreys located along the Spokane and Little Spokane rivers are classified as a 'monitored species,' a native wildlife species of special interest because they were formerly endangered or threatened, require habitat of limited availability, and/or are indicators of environmental quality.

As discussed above, these species could be adversely affected by urban development within or adjacent to their habitat.

## **Air Quality**

Air quality impacts would primarily be associated with construction activities, residential wood burning, and vehicle traffic. Dust from excavation and grading and use of construction equipment would contribute to ambient concentrations of suspended particulate matter and short-term odors on a localized basis. Truck traffic associated with development (construction equipment and material hauling) generates emissions and can cause traffic delays that can further increase emissions. Levels of construction activity would generally be the same under any of the land use alternatives. However, the locally impacted area would differ according to the location of construction activity. No Action would disperse higher density development throughout the city and cause some degradation in air quality where construction occurs. Under the Current Patterns alternative, impacts would primarily be focused around the perimeter of the city. Under the Central City and Mixed-Use Centers and Corridors alternatives, air quality impacts would be expected to occur in the areas designated for higher density development: the downtown area and the identified centers, respectively. Urban development under the Current Patterns, Mixed-Use Centers and Corridors, and Central City alternatives would all likely reduce the level of air quality within the proposed addition to the city's UGA, as construction activity in these areas increases.

Wood-burning appliances (wood stoves, fireplace/inserts) can cause elevated concentrations of air pollutants during periods of poor dispersion. Residential development, therefore, represents a potentially significant source of carbon monoxide, respirable particulate matter and a range of toxic air contaminants. The use of lower emission fuels can reduce the level of impact attributed to new development. The Spokane County Air Pollution Control Authority (SCAPCA) often bans the use of wood burning in times of poor air quality. Emission levels from heating appliances would not be likely to differ significantly between the alternatives; each alternative would accommodate the same population and housing density. The greatest impacts would be expected to occur where density is greatest and ultimately depend on the type of heating fuel utilized.

Automobile emissions are one of the greatest contributors to declining air quality. Emissions associated with motor vehicles include hydrocarbons, carbon monoxide, and nitrogen oxides. These emissions would tend to increase along with population growth, vehicle miles traveled and traffic congestion. All alternatives would involve transportation improvements and development of varying types, including highway construction. The Mixed-Use Centers and Corridors and Central City alternatives would, however, designate land along Sprague Avenue for a high-capacity transportation corridor between the downtown area and Liberty Lake. The corridor would encourage pedestrian and bicycle-oriented development. A portion of the corridor would also be intended for light rail or other transit services, likely helping to reduce the number of individual vehicles on the road and reduce some air quality impacts. Opportunities for mass transit improvements in the designated mixed use corridor along Monroe Street would be considered under the Mixed Use Centers and Corridors Alternative as well.

The Spokane Regional Transportation Council prepared an analysis of regional air quality for a number of land use and transportation alternatives (SRTC, 1999). Air quality was modeled in conjunction with the 1999 update of the Metropolitan Transportation Plan to show conformity with the State Implementation Program<sup>2</sup>. The analysis, which looks at cumulative impacts of the city's and county's land use alternatives, is hereby incorporated by reference.

The analysis indicates that air quality differences are more dependent on the type and level of future regional transportation improvements than on the city's or county's land use pattern alone. By the year 2020, assuming the existing regional road network, annual CO emissions are estimated at 144,887 kg for

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<sup>2</sup> The State Implementation Program applies state air quality standards under RCW 70.94.037 of the Washington Clean Air Act (Chapter 70.94 RCW) and the federal Clean Air Act (42 U.S.C. 7401) as amended.

Current Patterns, 144,562 kg for Mixed-Use Centers and Corridors, and 143,383 for the Central City alternative. No Action was not modeled but is likely to be similar to Current Patterns.

Transportation demand management techniques were shown to be effective in reducing CO concentrations. The most significant reductions, however, resulted from implementation of SRTC's "full build" scenario, which includes the North Spokane Corridor, the South Valley Corridor Light Rail, continued widening of I-90 to the east, and a frontage road to SR-195. The full build scenario would reduce annual CO emissions to 118,984 kg.

## **Water Resources**

### **Surface Water**

Population growth and development can increase the amount of stormwater runoff, cause sedimentation, and carry pollutants from roads and construction areas to surface water bodies and wetlands. Runoff from developed areas typically contains elevated levels of contaminants, including suspended solids, fecal coliform bacteria (an indicator of contamination from sewage and/or domestic animal waste), nutrients (nitrogen and phosphorus, which can cause excessive algal growth and general decline of the quality of receiving waters), heavy metals (lead, copper, and zinc) and toxic organics, such as petroleum hydrocarbons. Sedimentation in surface waters reduces light penetration and can cumulatively have a negative effect on fish habitat, the organisms living on the lake bottom, and the flora and fauna of the watershed. Industrial, commercial and residential activities involving the storage, handling or use of pesticides, herbicides, fertilizers, and toxic substances can result in spills or emissions that degrade surface water quality.

All of the growth alternatives would accommodate the same population and housing demands and consequently increase the overall amount of urban land uses within and adjacent to the city. The alternatives designate some of the shoreline and riparian areas of the Spokane River, Little Spokane River, Latah Creek, and wetland areas for urban land uses (primarily wetlands in and adjacent to the Thorpe Road/West Plains area). No Action would involve high densities and intensive development and redevelopment. More concentrated development would also concentrate impervious surface and use of substances that could affect water quality. The Current Patterns, Mixed Use Centers and Corridors and Central City alternatives would likely allow greater impacts to wetlands in the Park West area and to the Little Spokane River corridor where it runs northwest of the Fairwood/Farwell area. The relative concentration of growth under the Central City and Mixed-Use Centers and Corridors alternatives could reduce impervious surface coverage somewhat. With less impervious surface area, overall water quality and quantity impacts could be reduced.

The transportation corridors designated in the Mixed-Use Centers and Corridors and Central City alternatives, including transit, pedestrian and bicycle improvements, could help to control water quality impacts in the long-term by reducing the number of individual vehicles on roadways. The reduction in per capita vehicle miles would conceivably reduce the levels of heavy metals and toxic chemicals in storm water runoff from roadways.

### **Groundwater**

Structures and impervious surfaces associated with urban development can reduce infiltration and recharge of aquifers. Land use activities involving the use or storage of pesticides, herbicides, or toxic substances create the potential for spills and emissions that can contaminate groundwater, particularly where soil conditions provide high and/or rapid infiltration.

Approximately half of the City of Spokane (generally the area north of Interstate 90) lies over a sole source aquifer, the Spokane Valley–Rathdrum Prairie Aquifer (See Map NE 1, "Spokane – Rathdrum Aquifer," in Volume 2, Chapter 23, Natural Environment). There are eight municipal wells within the city; the city has identified a special protection zone, 1-year protection zone, 5-year protection zone, and 10-year protection

zone for each of the wells (See Map NE 7, “Well Head Protection Zones,” in Volume 2, Chapter 23, Natural Environment).

The Spokane County Comprehensive Plan (March 2000) identifies a majority of the city and areas designated for urban growth as highly or moderately susceptible to potential groundwater contamination. All four of the land use alternatives would include an increase in residential, commercial and industrial land uses that could involve the storage, emission, or application of substances that adversely impact groundwater. Areas in which such activities are concentrated present greater localized risks of spills and contamination. All of the alternatives designate the areas immediately surrounding five of the wellheads and related special protection zones for commercial or industrial development. The exception is the wellhead in the vicinity of Interstate 90 and Freya Street to the south of I-90. This wellhead area is designated for residential development. The Current Patterns, Mixed-Use Centers and Corridors, and Central City alternatives all include industrial land uses within the proposed addition to the city’s UGA. These land uses could potentially cause greater impacts to the aquifer.

### **Frequently Flooded Areas**

Areas most likely to experience additional flooding caused by increased runoff volumes would be those located in or near floodplains downstream of new development or existing flood-prone areas. The location and extent of flooding impacts would also depend on the geographic distribution of growth, the type of development, management practices used during construction, and specific mitigation requirements for individual development projects. Map NE 5, “Flood Hazard Areas,” in Volume 2, Chapter 23, Natural Environment, shows the location of rivers and their 100-year floodplains. Some are located within the boundaries of the city and areas designated for urban growth. The type and magnitude of urban development is generally the same under the various land use alternatives; there would not be a significant difference in development-related flooding impacts.

### **Earth**

The most significant earth-related impacts are associated with erosion during and after construction. Clearing and grading for development can result in erosion of exposed soils and sedimentation in downstream water bodies with consequent adverse impacts to water quality and habitat. Erosion is likely to occur when development occurs on steep slopes, in areas where soil types are particularly prone to erosive activity, and in areas of hazardous geology. Steep slopes and erodible soils in and around the City of Spokane are generally located along riparian corridors and in the northwest and southern portions of the city (See Map NE 6, “Slope Classifications,” in Volume 2, Chapter 23, Natural Environment). Identified hazardous geological areas, including alluvial soils, mass wasting deposits, and latak formation areas, are shown in Map NE 10, “Hazardous Geology,” in Volume 2, Chapter 23, Natural Environment).

Development in hazardous areas would increase the potential for property damage and public safety impacts associated with landslides. Areas having steep slopes, erodible soils, and mass wasting deposits in the northern portion of the city, primarily the area bounded by Highway 395 and SR 291 and in the vicinity of the Little Spokane River, are designated for residential development, to some extent, under all of the land use alternatives. All alternatives would also include residential and commercial development on mass wasting deposits to the south of Interstate 90 in Planning Sub-Area I. These areas already include some urban development. Hazardous areas along the Spokane River and Latak Creek are designated as open space and protected from potential impacts under all alternatives. Project-level restrictions on development in identified hazard areas would reduce the potential for impacts during and after construction.

### **Energy**

As population and economic growth occurs, energy needs would increase for home consumption, industrial and commercial uses, and transportation. Under all of the land use alternatives, energy demand for residential, commercial, and industrial consumption would likely be similar. However, transportation-

related energy consumption would differ among the alternatives. The Mixed-Use Centers and Corridors and Central City alternatives would encourage the concentration of housing development near major activity centers and transit routes would encourage pedestrian and bicycle friendly development. This development focus could reduce the number of per capita vehicle trips and/or miles traveled within the city. The Current Patterns and No Action alternatives would not concentrate growth or result in a reduction in vehicle use.

## **Mitigation Measures**

The Draft Comprehensive Plan contains numerous policies and programmatic actions that would, if implemented and enforced, mitigate impacts to the natural environment. Other than the policies described below for specific elements of the natural environment, the city would implement overall policies to monitor the quality of life in Spokane, conduct environmental education programs, preserve natural aesthetics, incorporate natural elements into the design of new development, and to maintain and enhance the urban forest. Impacts and costs to the natural environment would be accounted for when evaluating economic growth, and employment opportunities that enhance the environment would be promoted. These policies would be implemented under all of the land use alternatives in conjunction with implementing regulations.

## **Plants and Animals**

The Native Species Quality section of the Comprehensive Plan includes policies to protect and enhance native plant and animal species for future generations. The policies emphasize the provision of incentives and recognition to those who are using native plants in landscaping. The policies also seek to identify and protect existing habitats and habitat networks. The plan designates geographic areas that contain existing priority habitat and species and wetland areas. These areas would be protected and managed by the policies defined above and through implementation of the administrative development sensitive areas (DSA) regulations in the Spokane Municipal Code (See discussion of wetlands regulations in the Water section).

The Native Species Quality policies could diminish the overall magnitude of impacts on plants and animals in some areas under the Current Patterns, Mixed-Use Centers and Corridors, and Central City alternatives. However, prairie/steppe, wetland and riparian areas, and white tailed deer habitat within the proposed addition to the city's UGA would still likely be affected under these alternatives. The No Action alternative would contain growth within the adopted IUGA and would include protection policies or measures to protect habitat. The implementation of administrative DSA regulations under the city's Municipal Code during review of permit applications would provide for a greater level of habitat protection.

Native plant and animal species could be further protected through adoption and implementation of the draft Spokane Fish and Wildlife Habitat Conservation Area Ordinance. The ordinance requires that habitat management plans be prepared for proposed land uses or activities located in fish and wildlife habitat conservation areas. The city would require that plans address potential impacts to threatened and endangered species and identify protection or mitigation measures for avoiding habitat disturbance.

Additional mitigation measures that could be considered include the following:

- ◆ Fish and wildlife habitat conservation areas could be shown on land use maps to indicate areas where development would be restricted.
- ◆ Performance standards and buffers defined in the draft Fish and Wildlife Habitat Conservation Area Ordinance could be applied through the development permitting process rather than through habitat conservation plans, to ensure that minimum protection measures are met.
- ◆ Enforcement provisions for implementation of the draft Fish and Wildlife Habitat Conservation Area Ordinance could be defined to ensure compliance with performance standards and approved habitat conservation plans.



- ◆ The city should ensure that current and proposed critical areas regulations comply with federal rules protecting threatened and endangered species through periodic review and modification of policies and regulations.

## **Air**

Air quality policies within the Comprehensive Plan promote measures and activities that ensure cleaner air for the health of children and future generations. Policies focus on the replacement of wood stoves with cleaner heating sources, environmentally sound public facilities planning, the development of a solid waste management system that promotes recycling and packaging reduction, development of transit options to reduce emissions, and the mitigation of air quality impacts through the use of native vegetation.

These policies address the main sources of emissions and dust and would help to reduce the potential for air quality impacts under all of the land use alternatives. The concentration of growth, as proposed under the Central City and Mixed-Use Centers and Corridors alternatives, would work to reduce automobile emissions to a greater extent because of transit opportunities.

## **Water**

Water-related goals in the Comprehensive Plan address water quality (particularly the quality of water supply sources), sustainable water quantity, and shoreline and aquatic habitat protection. Water quality policies focus on further study of the Spokane Valley-Rathdrum Prairie Aquifer, stormwater management techniques to protect ground and surface water, regional watershed planning and reporting, mining and hazardous waste management restrictions, and the protection of natural drainages and well heads. Water quantity policies address water conservation programming, landscaping requirements, and the extension of the city sewer service. Shorelines policies seek to balance biological protection and improvement issues and public access needs. The policies provide for land acquisition and preservation, designation of public facilities, and the restriction of shoreline development and agricultural practices. Aquatic habitats and recreational opportunities are protected through policies aimed at watershed planning for the Spokane River and Latah Creek, the implementation of 'zero-pollution' industrial waste management policies, and the continuation of efforts to reduce the rate of impervious surface expansion.

Under all of the land use alternatives, surface water, groundwater, frequently flooded areas, and wetlands would be negatively affected by growth. The policies included in the Comprehensive Plan, if implemented effectively, would help to reduce the potential for impacts. The concentration of development density and provision of mass transit services, as defined under the Central City and Mixed-Use Centers and Corridors alternatives, could reduce the total amount of impervious area and provide additional environmental benefits in combination with the proposed policies. The designation of wellhead protection areas and the implementation of management policies under the city's wellhead protection program could prevent impacts to the aquifer. The city and county conducted a joint monitoring program under the Spokane Aquifer Water Quality Management Plan (1979) to gauge the status of and manage groundwater quality.

Management of city shorelines according to the Shoreline Master Program (1982) could help to control impacts to riparian areas, water quality, and aquatic habitats. The city enforces floodplain protection measures through its Flood Damage Prevention Ordinance (1980) and the Uniform Building Code. Additional wetland protection measures are implemented through the Spokane Wetlands Protection Program (1992) and Ordinance (Spokane Municipal Code, Section 11.19.3010). The program was developed pursuant to the critical areas mandates under the Growth Management Act. Riparian/riverine and wetland areas could be further protected through adoption and implementation of the draft Spokane Fish and Wildlife Habitat Conservation Area Ordinance.

## **Earth**

The city's Comprehensive Plan intends to 'preserve natural landforms that identify and typify the region'. Landform protection policies include programs for mapping, acquiring or transferring development rights,

imposing development restrictions on slopes greater than 30 percent, and managing geologically hazardous areas according to the administrative DSA regulations in the city's Municipal Code.

Construction and development under all of the land use alternatives would be likely to cause impacts to steep slopes and geologically hazardous areas and cause erosion, particularly in the areas designated as hazardous. Landform policies and the implementation of development sensitive areas regulations in the city's Zoning Code could potentially mitigate impacts.

Additional mitigation measures that could be considered include implementation of the draft proposed Geo-Hazard regulations and restriction of development from steep slopes and geologically hazardous areas completely to prevent potential impacts to public safety and property damage. Hazardous areas could be acquired as open space.

## **Energy**

Energy Conservation policies promote the conservation of energy in the location and design of residential, service, and work places. Policies aim to reduce the daily quantity and distance of private automobile trips by encouraging higher density housing development near major activity centers and along transit routes. In addition, residential development techniques that support lower energy consumption are encouraged.

Growth under the Mixed-Use Centers and Corridors and Central City alternatives would likely cause the least energy impacts, as provisions for concentrating development and mass transit would be implemented.

## **Unavoidable Adverse Impacts**

Increased growth, construction, human activity, traffic, and the expansion of public facilities under any of the land use alternatives would result in incremental impacts to the natural environment and resources.

Adverse impacts to the city's natural environment would be unavoidable to some extent. The concentration of density would reduce overall impacts to plants and animals, air quality, water quality, and earth-related resources. The implementation of potential mitigation measures, as defined above, would help to prevent adverse impacts to the natural environment.

## 16.3 LAND AND SHORELINE USE

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### Land Use Patterns and Zoning

#### Impacts of the Alternatives

The proposal would not, in itself, directly affect land use. The Comprehensive Plan and Land Use Map will, however, provide a basic framework that will guide future planning, growth, and the use of land in the City of Spokane over the next twenty years. It will also result in subsequent actions by the city, such as implementing new development regulations and infrastructure investments, and private parties to implement the Comprehensive Plan. Indirectly, therefore, the Comprehensive Plan could have significant effects on the city's mix of land uses and land use patterns.

The alternatives share many similarities. Under all of the alternatives, much of the currently undeveloped and underdeveloped land within the Spokane urban area would be developed over the next twenty years. In all cases, the overall land use pattern would remain relatively unchanged. Residential development would remain the dominant land use in the city, followed by industrial development. As discussed in the Population and Housing section of this Draft EIS, all of the alternatives would accommodate the same target population, approximately 68,800 persons.

The primary difference between the alternatives is in how population is distributed spatially. In the No Action alternative, population is disbursed throughout the Interim Urban Growth Area (IUGA) in a continuation of existing patterns of development, although at significantly higher densities. The pattern of development would be similar under the Current Patterns alternative, except that the total Urban Growth Area (UGA) is significantly expanded to approximately 65,749 acres compared to approximately 50,897 acres under No Action. The larger planning area under Current Patterns would result in a lower overall residential density. In general, both of these two alternatives are characterized by dispersed residential growth throughout the IUGA with no specific areas of focus or concentration.

In contrast, the remaining alternatives attempt to focus growth and development into specified areas. Under the Mixed-Use Centers and Corridors alternative, new population growth would be concentrated in neighborhood centers, district centers, along corridors, and in employment centers. Under the Central City alternative, new residential development would be focused in and near the downtown area, with residential densities as high as 145 units per acre in the downtown. Outside of these focused growth areas, existing residential development would largely remain the same, but densities in some undeveloped areas may be reduced to encourage development within the designated mixed-use centers and corridors and central city area.

Future development regulations will indirectly affect land use by establishing requirements for the location, density, bulk, scale, use, and design of development sites and structures. Other city decisions guided by the plan, such as the development of recreation, utility, and transportation facilities, will also affect land use by making it easier or less costly for individuals to develop land at certain locations.

Future development projects permitted or encouraged under the new comprehensive plan could directly or indirectly affect adjacent land uses. These impacts could be short-term or long-term in nature. General land use impacts that could be associated with future development include increased noise, light, and glare, impacts to the natural environment, changes in views or aesthetic character, loss of archaeological or cultural resources, and increased pressure to develop or redevelop vacant or underutilized parcels for compatible uses. These potential impacts and mitigating measures are discussed in general terms within individual sections of this Draft EIS. Future development projects having potentially significant adverse environmental impacts would be subject to project-level environmental review under the provisions of SEPA and city requirements.

## **Urban Growth Area (UGA)**

Each of the alternatives is associated with a specific proposed UGA. The No Action Alternative assumes continuation of the Interim UGA adopted in 1997. It encompasses 50,897 acres (36,598 within the city and 14,299 acres in joint planning areas), which is 13,611 acres smaller than the Mixed Use Centers and Corridors and Central City alternatives, and 14,852 acres smaller than the Current Patterns alternative. The UGA assumed under this alternative is consistent with the designated Interim UGA adopted by the Spokane County Board of County Commissioners in April 1997.

The Current Patterns alternative would provide for the largest UGA, with 65,749 acres. This is approximately 14,852 acres larger than the No Action alternative. The majority of this expanded area encompasses areas to the north and west of the city (See Map LU 1, “Current Patterns Land Use Alternative”). The difference between the UGA proposed under Current Patterns and the remaining alternatives is the inclusion of the 1,240-acre South Five Mile area (located in the northwest corner of the city) in Current Patterns but not in the remaining alternatives (See Map LU 2, “Centers and Corridors Land Use Alternative,” and Map LU 3, “Central City Land Use Alternative”). Because this proposed UGA is not consistent with the Interim UGA designated by Spokane County, the city has submitted a request for a revised UGA. To date, no action has been taken on this proposal.

The Mixed-Use Centers and Corridors and Central City alternatives propose the same size UGA. The total UGA under these alternatives would be approximately 64,508 acres. As noted above, this UGA is larger than the Interim UGA designated by Spokane County in 1997. The city’s request for an expanded UGA boundary has been transmitted to the Regional Steering Committee and Spokane County for consideration.

## **Land Use Compatibility**

Under any of the alternatives, future development is likely to be of higher intensity than what currently exists. As land becomes more intensively used, land use conflicts between adjacent existing and future land uses could occur. Proximity impacts could occur as a result of disparate type, intensity, and character of land uses. For example, less intensive uses, such as low-density single-family development, could experience impacts from more intensive adjacent uses, such as commercial development, due to additional traffic, general activity, noise, odor, light, and glare and visual qualities.

Land use conflicts could also be experienced when relatively intensive uses are developed in close proximity to each other within a confined area. For example, neighborhood intensive commercial uses could experience conflicts associated with circulation routes and parking areas.

## **Future Land Use Map**

A Future Land Use Map has been prepared for the four alternatives (See Maps LU 1, 2, and 3). The land use pattern for the No Action Alternative is the same as the Current Patterns alternative, except that the total land area within the city’s No Action UGA encompasses 50,897 acres, and densities are higher. The land use pattern for each of the action alternatives is summarized in Table 3.

Under any of the alternatives, single-family residential uses would remain the dominant land use in the UGA, comprising 48 to 53 percent of the total land area in the UGA. The second largest land use under any of the alternatives is industrial, comprising approximately 30 percent of total land area.

<b>TABLE 3 FUTURE LAND USE SUMMARY (ACRES OF LAND)</b>			
	<b>Current Patterns</b>	<b>Centers and Corridors*</b>	<b>Central City</b>
<b>Residential Total</b>	<b>36,940</b>	<b>36,690</b>	<b>36,520</b>
Single-Family, Residential 4 - 10	31,990	34,700	34,320
Multifamily, Residential 15+, Residential 15 - 30	3,560	1,670	1,725
Two-Family, Residential 10 - 20	1,400	320	470
<b>Retail Total</b>	<b>730</b>	<b>245</b>	<b>445</b>
Neighborhood Business	235	60	70
Community Business	500	0	195
Neighborhood Center	0	180	180
<b>Office Total</b>	<b>170</b>	<b>525</b>	<b>335</b>
<b>Mixed-Use Total</b>	<b>840</b>	<b>0</b>	<b>685</b>
High Density Residential/Office	500	0	0
Medium Density Residential/Office	335	0	0
Small Commercial/Residential	0	0	285
Large Commercial/Industrial	0	0	400
<b>Industrial Total</b>	<b>20,300</b>	<b>19,760</b>	<b>19,260</b>
Light Industrial	11,970	11,915	11,915
Heavy Industrial	4,520	4,490	4,330
General Commercial	3,815	3,350	3,015
<b>Open Space Total</b>	<b>5,660</b>	<b>5,680</b>	<b>5,680</b>
Conservation Open Space	2,710	2,705	2,705
Active Open Space	2,535	2,555	2,555
Potential Open Space	420	420	420
<b>Institutional Total</b>	<b>1,100</b>	<b>1,100</b>	<b>1,100</b>
<b>Downtown Total</b>	<b>0</b>	<b>515</b>	<b>480</b>
<b>Total</b>	<b>65,750</b>	<b>64,510</b>	<b>64,510</b>

Source: City of Spokane, 2000. Totals may not add due to rounding.

\*The Centers and Corridors alternative includes areas designated as district centers, employment centers and activity corridors that will include acreage from the residential, retail, and office categories.

## Alternatives

### No Action

Under this alternative, the type and nature of recent growth would continue over the next twenty years and would reinforce the city's existing land use character. The spatial form of development would be much as it is today. Residential densities may need to be significantly increased to accommodate projected population within the existing UGA. Infill and redevelopment would occur throughout the city.

The majority of housing growth would be single-family in type and would be dispersed throughout the city. Most existing planning policies and land use regulations would be retained and used to guide development. They will be updated, as necessary, to comply with GMA. The result of the implementation of this alternative is a continuation of existing patterns. Policies, regulations, or incentives would not be enacted to encourage a more compact urban form, use of transit or mix of housing, employment, or shopping.

## Current Patterns

The overall land use pattern supported by the Current Patterns alternative would be similar to No Action but with a larger geographic area and lower overall residential densities.

This alternative is based upon the past growth and development practices in the city. It assumes that most of the existing planning policies and land use regulations will be retained and used to guide development. The minimal necessary changes would occur to assure compliance with the GMA. The result of the implementation of this alternative is a continuation of existing patterns. Policies, regulations, or incentives would not be enacted to encourage a more compact urban form, use of transit, or mix of housing, employment, or shopping.

## Mixed-Use Centers and Corridors

This alternative concentrates a portion of the future growth in mixed-use neighborhood centers, district centers, employment centers, and activity corridors. These are listed below and identified in Map LU 2, “Centers and Corridors Land Use Alternative.”

- ◆ **Neighborhood Centers:** Indian Trail and Barnes, Ninth and Perry, Grand Boulevard and 12th – 14th, Garland District, Latah Creek, Camelot area, Broadway, and Maple area, and Hamilton and Mission.
- ◆ **District Centers:** Shadle – Alberta and Wellesley; Lincoln Heights – 25th and Regal; Fairgrounds; 57th and Regal; and Manito Center – 29th and Grand.
- ◆ **Employment Centers:** Hillyard – Market and Wabash; East Sprague – Sprague and Napa; North Foothills; and Maxwell and Elm.
- ◆ **Mixed-Use Corridors:** Monroe, between downtown and Garland.

A key component of each of these focused growth areas is higher density housing centered around or above service and retail facilities. The purpose is to enable residents within a one-half mile radius of the center or corridor to walk or bicycle for their daily needs. Higher density housing is also intended to provide economic support for the businesses and allow for more efficient transit service along the corridor and between mixed-use centers and downtown Spokane.

Land use designations that attempt to focus growth could result in a more compact urban form. New policies, regulations, and incentives would be needed to allow mixed-use in designated centers and corridors and to assure that these areas are designed to be compatible with surrounding lower density residential areas.

Outside the focused growth areas, some locations have land use plan map designations that are different from the designations under No Action and Current Patterns. For example, some areas that are designated medium density residential would be designated low-density residential under this alternative. Some multifamily areas have been reduced in size to correspond with the boundaries of existing multifamily development.

## Central City

The Central City alternative involves the most concentrated and intensively developed city center. Relative to the other alternatives, there will be more high-rise residential structures in the downtown area. In general, the Central City alternative would look, feel, and function like an intensive urban downtown.

The Central City would be reinforced as the regional center for retail, office, entertainment, government, education, and health care. A mixed land use pattern within the downtown core and selected areas close to the core. Downtown Spokane and five other sub-areas (South/Southeast, East/Riverpoint, Northeast/Logan, North Central, and West Central/Summit) within the Central city would, to different degrees, experience land use changes. Those areas toward the edge of the Central City, such as Browne’s Addition, Peaceful Valley, and the Cliff Park neighborhood would not change greatly.

Housing would be added to the downtown area and some portions of other sub-areas. Other areas within the Central City would have relatively small increases in housing.

A key feature of the Central City alternative is that the entire Central City would feature a variety of viable transportation options. To achieve these options, special attention would be devoted to creating a physical environment that appeals to pedestrians, bicyclists, and transit riders. Parking requirements would be reduced and land devoted to existing parking lots would be minimized.

There would be a greater potential for Central City land uses to spill over into or affect adjacent neighborhood areas; the potential for land use conflicts at the fringes of the downtown would be significantly greater than the other alternatives. However, the sub-areas closest to the downtown would not be as intensively developed as the core, reducing potential impacts to adjacent neighborhoods.

## **Mitigation Measures**

The goals, objectives, and policies of the Comprehensive Plan are intended to mitigate potential adverse land use impacts of future growth within the city. The plan seeks to achieve a balance between multiple needs, including maintaining growth consistent with infrastructure capacity, reducing patterns of sprawl within the UGA, enhancing neighborhood structure, and preserving important open space and resources.

Changes to the comprehensive plan land use map would implement new land use designations under any of the alternatives. Changes could include land use designations, densities and intensities, and designation of the Urban Growth Area.

Under the Mixed-Use Centers and Corridors and Central City alternatives, the use of focused growth areas could reduce the extent of potential land use conflicts in existing single-family neighborhoods. However, within the more intensively developed and mixed-use areas, the potential for land use conflict is increased. As the comprehensive plan is further refined and as implementing regulations are developed, they should reflect and seek to resolve issues of potential incompatibility between adjacent uses and adjacent districts through development of design standards and guidelines, buffering requirements, and/or transitional uses and standards.

As part of plan implementation, major development controls, including the zoning code, subdivision ordinance, and resource protection ordinances, should be reviewed to ensure that these regulations reflect state policies, achieve consistency between the land use plan and regulations, and ensure fairness for property owners.

## **Unavoidable Adverse Impacts**

Future growth within the City of Spokane under any of the land use alternatives will result in increased development and urbanization.

## 16.4 RELATIONSHIP TO PLANS AND POLICIES: CONSISTENCY ANALYSIS

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The following discussion identifies the relative consistency of the city's Draft Comprehensive Plan with the goals and major provisions of the Growth Management Act (GMA) and the Countywide Planning Policies (CWPPs). It builds on an earlier SEPA/GMA program issue paper (Land Use, Capital Facilities, and Critical Areas) that was prepared for the city in 1997.

This analysis is intended to provide a baseline assessment of how the land use alternatives and policies, as currently constituted, implement the major goals of growth management. The Draft Comprehensive Plan will be refined over the coming months as a result of discussions with local citizens, planners, and elected officials as new information becomes available and in response to environmental issues identified in the Draft EIS.

Each chapter of the Draft Comprehensive Plan contains a summary relevant to the Growth Management Act requirements and Countywide Planning Policies. Those policies are not repeated here.

### Urban Land Use and Urban Growth Areas

**Discussion:** Urban Growth/Reducing Sprawl - Urban Growth Area, Land Use Pattern, and Densities. (GMA Goal 1 and Goal 2, Urban Growth Area Requirements (RCW 36.70A.110), definition of urban growth, CWPPs Policy Topic 1).

**UGA Boundaries: Land Capacity and Densities.** The Draft Plan/DEIS alternatives would focus projected growth within a defined UGA. All alternatives are based on the OFM 20-year countywide population forecast and allocations to individual jurisdictions determined by the Steering Committee of Elected Officials.

The city's population allocation represents approximately 44 percent of the 20-year countywide growth forecast. In general, concentration of population within a UGA under any of the alternatives would focus future growth within a relatively concentrated area at urban densities. This is consistent with the GMA's mandate to reduce sprawl. Spokane County would be responsible for ensuring that sprawl is reduced in unincorporated areas outside the designated UGA.

The No Action alternative would be based on and would continue the Interim UGA boundary designated in 1996; this UGA comprises 50,897 acres of land, including 14,299 acres in unincorporated "joint planning areas" (JPAs). Based on updated calculations of vacant land, the gross average density for new development necessary to accommodate the city's population target of 68,800 within this area would need to be approximately six dwelling units per acre. The overall pattern of development would reflect a continuation of historical trends in terms of the type and location of development.

The above estimate of gross density does not account for various factors that are typically used in land quantity analysis. The land quantity methodology adopted by the Steering Committee and followed by the city applies a number of deductions and market factors to arrive at an estimate of net developable land that is available for growth over the 20-year planning period. It typically accounts for land that will be used by roads and other infrastructure, that is constrained by critical areas, that will not be available for development because of market factors, and some additional quantity of land that is recommended to provide a margin of safety so that land supply is not constrained. Applying such factors to the gross amount of vacant land for No Action alternative could effectively reduce the available supply by 30 to 80 percent, depending on whether the approach is more or less conservative. Depending on which factors are applied and at what levels, average net densities of new development for No Action may need to be in the range of 8 to 15 dwelling units per acre to accommodate the population target within the smaller UGA associated with this alternative. This would represent a substantial increase in density relative to current levels. Extensive



infilling and redevelopment would occur throughout the city's urban growth area. These densities would result in extensive changes to existing neighborhood character throughout the city.

The other Plan/EIS alternatives are based on an expanded city UGA. The city is proposing to add 13,611 acres of land to the UGA in the focused growth alternatives (Mixed-Use Centers and Corridors and Central City alternatives) and 14,852 acres of land to the UGA in the Current Patterns alternative. Under the three action alternatives, land would be added contiguous to the city's existing boundary on the north, south and west to provide additional growth capacity. Based on preliminary calculations, these areas are of sufficient size to accommodate the city's population target. Gross densities of new development for the Mixed-Use Centers and Corridors and Central City alternatives would average approximately 4.3 dwelling units per acre. Applying the same factors noted above, net densities could range from 6 dwelling units per acre to 10 dwelling units per acre.

The GMA defines "urban development" as development that makes intensive use of the land for structures and impervious surfaces, but the act does not reference a specific density as being urban nor does it establish a minimum threshold. Several Central Puget Sound Growth Management Hearings Board decisions, however, seem to specify 4 du/acre as a minimum that it would consider to be urban in nature and not sprawl. Planned average (gross) densities within any of the city's alternatives meet this threshold and would likely be considered urban by most people. Net densities will be higher. Proposed densities would, therefore, be consistent with GMA policy.

This preliminary discussion is provided primarily to underscore that land capacity is an important factor that is considered in making local decisions to implement the GMA's policies. As of the publication date of this document, the city is still working on its updated land quantity analysis. The densities identified above may be revised or land use alternatives refined in the future in response to this information.

**UGA Land Use Character.** The GMA definition of "urban growth" includes land that currently has urban growth on it or land located in relationship to an area with urban growth on it so that it is appropriate for urban growth. Existing or planned public services and facilities must also be adequate to serve the UGA based on the GMA and CWPPs. Designated UGAs should first include lands that are currently urban and are served by existing or new services and facilities, followed by currently non-urban lands with planned services and facilities.

The unincorporated Joint Planning Areas, which were designated in the IUGA, have previously been evaluated in an environmental impact statement (Spokane County, 1995) and determined to be appropriate for future urban development. The additional lands proposed for inclusion in the city's UGA are contiguous to the city and to existing urban development. Based on information in the Draft Comprehensive Plan (Volume 2) and the conclusions of the Draft EIS, the city would be able to provide services to the proposed additions to its UGA.

Some new areas proposed by the city for inclusion in its UGA are proposed as Rural in some of the Spokane County Draft Comprehensive Plan land use scenarios, as Urban Reserve (rural in the interim, but intended to be included within the UGA when needed for future growth), or are within the county's proposed UGA. This conflict in draft land use designations or in jurisdiction (i.e., whether an area is within the city's or the county's UGA) will need to be resolved by the jurisdictions prior to adoption of the Final UGA in the county's comprehensive plan. The GMA recognizes that the UGA designation is a regional issue and that it should be cooperative but that disputes may arise and need to be resolved. The city and the county have initiated a process that will consider the proposed additions to its UGA.

Portions of the proposed additions to the city's UGA are developed or urban in character (e.g., area adjacent to Highway 395 and SR 2), and some already receive city services. Portions of the new area, however, are primarily undeveloped and currently rural or suburban in character (e.g., the western portion of the West Plains). By including these areas within the city's UGA, the alternatives would lead to the conversion of

these lands to urban development over time. In addition, portions of some of these areas are characterized by critical areas. Refer to the discussion in the natural environment section of the Draft Plan/EIS.

Areas that are designated as Urban Reserve in a county land use alternative and within the city's UGA in a city alternative generally reflect consistent judgments about ultimate land use. These areas will become urban over time. Inclusion within the city's UGA means that urbanization would occur over the next 20 years; designation as Urban Reserve means that they would become urbanized after 2020 or earlier if a jurisdiction needs the land for urban growth. These lands are, in general, urban in character or located in such relationship to lands that are urban in character that their inclusion in a UGA would be appropriate based on GMA definitions.

Under any land use alternative, the city's Draft Comprehensive Plan policies would require that all development be served by adequate public service facilities. This is consistent with GMA and CWPP requirements. Areas within the proposed UGA are either currently served by city services or are planned to be served by the city.

Land use character would be different for the varying UGAs and land use patterns. No Action would result in substantial increases in the density of new development and significant changes in neighborhood character throughout the city. Current Patterns would disperse change throughout the city but at more moderate densities. The focused growth alternatives – Mixed-Use Centers and Corridors and Central City – would tend to focus most change within identified centers, along major transportation corridors, and/or within the downtown. Density increases would generally be more incremental. Relatively little change would occur in existing neighborhoods outside the focus areas.

**Land Use Pattern.** The alternatives take different approaches to the pattern and location of future residential, commercial, and industrial growth. While the total amount of growth (as measured by population and job increases) would be approximately the same under any alternative, development would be relatively more dispersed in Current Patterns or more concentrated and focused into mixed-use activity centers and corridors and/or the downtown area for the Mixed-Use Centers and Corridors alternative and the Central City alternative, respectively. No Action would be the most concentrated by virtue of the smaller UGA and the higher densities required to fit projected growth within this area. The land use pattern, however, would be similar to Current Patterns.

The Mixed-Use Centers and Corridors alternative would focus future residential and commercial growth at higher than average densities into designated mixed-use centers of different scales, and along major transportation corridors. The Central City alternative would focus higher density growth into the downtown and adjacent sub-areas. Plan policies and regulations would establish minimum densities for residential development under these alternatives. Focusing growth in Mixed-Use centers and corridors and/or the central city would also help maintain the character of existing single-family neighborhoods. For each type of center, Draft Comprehensive Plan policies would establish general size ranges, location/spacing criteria, and general design guidelines. Policies encourage design that results in a pedestrian and transit orientation, compatible land uses and creation of an aesthetically pleasing and functional urban area. Neighborhood plans could designate additional centers. Center and corridor designation would also be coordinated with the location of transit centers, assuming implementation of a regional high capacity transit system. These policies are consistent with the direction of GMA and CWPPs.

## **Transportation**

**Discussion:** Transportation Element (GMA Goal 3, Comprehensive Plan elements (RCW 36.70A070(6), CWPPs Policy Topic 5).

The Draft Transportation element is generally consistent with the requirements of the GMA and CWPPs. The plan contains the information required by the GMA. Background information for the Comprehensive Plan (Volume 2, Section 18.2), and analysis in the Draft EIS (Transportation section) include land use assumptions used to estimate travel, an inventory of transportation facilities, identification of improvement

needs, proposed level of service standards, and travel forecasts for 20 years. A preliminary estimate of financing capability is included in Volume 2 of the Transportation element of the Comprehensive Plan. It shows a project cost and funding balance in the capital facilities program and six-year financing plan. The Capital Facilities element of the plan includes a concurrency requirement, phasing, and a requirement to reevaluate land use and/or levels of service if financing falls short of needs. These provisions are not explicitly made applicable to transportation, however, and should be incorporated into the Transportation element to ensure compliance with GMA requirements. The Draft Plan includes a TDM program.

As required by the CWPPs, the city has been coordinating with SRTC and the Regional Transportation Plan to identify land use alternatives that include high capacity transportation corridors. The Mixed-Use Centers and Corridors alternative would designate mixed-use centers coordinated with transit. Land use, especially housing and economic development, would be coordinated with transportation. The No Action and Current Patterns alternatives do not designate centers or corridors and do not specifically coordinate land use and housing with transportation; they would not comply with these policies. The draft plan addresses all aspects of the transportation system except rail. Environmental considerations are addressed in Draft Plan policies. The transportation element uses the level of service standard (using corridor travel time) approved by the Steering Committee for purposes of regional planning and coordination. The plan also uses levels of service standards, based on the Highway Capacity Manual, to measure the functioning of corridors for long-term planning purposes, and to measure concurrency for individual development projects based on intersection delay. A report prepared for the city by the Transpo Group identifies alternative levels of service standards and a concurrency management system (January 1999). When adopted, the concurrency management system would implement the GMA requirement that development proposals be denied if adopted levels of service are not satisfied.

## Housing

**Discussion:** Housing Element (GMA Goal 4, CWWP Policy Topic 4).

Consistent with GMA requirements, the Housing element goals and policies are intended to encourage the availability of affordable housing to all economic segments of the population, promote a variety of residential densities and housing types, and encourage the preservation of the existing housing stock. The GMA-required components of a housing element are included in the plan. Following the direction of the CWPPs, policies are designed to remove regulatory barriers to affordable housing, to allow flexibility but assure compatibility in design of infill and high density proposals, and to encourage provision of housing for all income groups.

The city is planning to accommodate approximately 68,800 new people over the next 20 years. This will require between approximately 35,000 and 38,000 new housing units, depending on the type and mix of housing provided. The proportion of multifamily housing included in the land use alternatives ranges from 25 percent in Current Patterns and No Action alternatives, to 36 percent in the Central City alternative, to 41 percent in the Mixed-Use Centers and Corridors alternative. Multifamily housing would be more concentrated in the Central City and Mixed-Use Centers and Corridors alternatives and more dispersed for the Current Patterns and No Action alternatives. In general, land use alternatives with greater proportions of higher density and multifamily housing would provide greater opportunities to provide affordable housing. Mixed-Use Centers and Corridors would provide the greatest opportunities relative to the other alternatives, followed by Central City. Current Patterns would perpetuate the existing mix and density of housing in the city. No Action, due to its smaller UGA, would require that current average densities increase significantly throughout the city. This could create greater opportunities for affordable housing but could also lead to greater land use conflicts. The gap between housing affordability and income is a national, as well as regional, problem, that land use policies alone cannot solve.

Based on the city's initial analysis, all of the alternatives would provide sufficient land to accommodate projected population and housing.

## Economic Development

**Discussion:** Economic Development Element (GMA Goal 5, CWPP Policy Topic 8).

The Draft Plan's goals are consistent with the general direction contained in the GMA and the CWPP. The preliminary draft plan contains policies encouraging an adequate supply of land for economic development activities. These include: ensuring opportunities for locating a variety of safe, clean and attractive industries that support a variety of employment types, encouraging revitalization of older commercial and industrial districts, maintaining an inventory of historic buildings that could be redeveloped, and identifying areas for economic growth that mix employment, shopping, and residential activities. Implementation strategies include maintaining an atlas of available sites, preparing a market analysis of infill sites, helping to aggregate small parcels, obtaining surplus public land, and obtaining strategic capital improvements or financial assistance.

The GMA does not explicitly address the issue of how to size UGAs to reflect employment needs or to address commercial/industrial land capacity. The methodology for estimating commercial and industrial land needs established by the Steering Committee does not establish specific ratios or projections to estimate need; it merely lists a number of factors that should be considered when calculating demand. Most GMA jurisdictions have used an approach similar to that suggested in the UGA discussion above. In general, demand is calculated based on the number of projected jobs of different types (industrial, office, retail) and the building and land needs to accommodate these new jobs. Supply is calculated by reducing gross land supply to reflect the presence of critical areas (15 percent is a typical deduction), needs for roads and other public facilities (commonly 15 to 20 percent), and a safety factor (usually 25 percent, although some jurisdictions have used a larger factor). The resulting net amount is what is available to accommodate forecast jobs. These factors were used in the calculations below to provide a preliminary estimate of the adequacy of industrial and commercial land supply among the land use alternatives. Note that the following estimates do not account for redevelopment potential. The city intends to review and refine its land quantity methodology as the Draft Comprehensive Plan alternatives undergo public review.

Job forecasts project an additional 8,601 industrial jobs in the city by 2020. This implies a need for 1,720 acres of industrial land (assuming demand of .20 acres per industrial job). Based on City of Spokane GIS data, the draft alternatives designate 3,881 to 3,897 acres of vacant industrial land. Reducing this gross vacant supply to account for critical areas, roads, and a safety factor, the net developable supply would be approximately 2,103 acres. Compared to the projected demand (1,720 acres), this indicates an excess supply of approximately 383 to 390 acres.

An additional 19,111 jobs are forecast over the next 20 years in commercial categories. This implies a need for 573 acres of land (assuming .03 acre per employee). Based on city GIS data, the draft alternatives include 486 acres (Centers and Corridors and Central City) to 631 acres (Current Patterns) of vacant land for commercial and office uses. Reducing this gross supply to account for critical areas, roads, and a safety factor, the net developable supply would be 263 acres (Mixed-Use Centers and Corridors and Central City) to 342 acres (Current Patterns). This reflects a deficit of 231 to 310 acres, depending on the alternative.

Each of the action alternatives has comparable amounts of land and similar locations designated for commercial and industrial development. Several of the designated sites (e.g., the Thorpe Road/West Plains JPA) are large in area and would provide potential for development of new business parks. The Mixed-Use Centers and Corridors alternative would also designate a number of mixed-use employment centers. Location of residential and commercial uses in proximity to one another could achieve a more compact development form, higher densities, and more pedestrian activity, and could encourage greater use of public transit.

## Parks, Recreation, and Open Space

**Discussion:** Parks, Recreation, and Open Space (GMA Goal 9, RCW 36.70A.110(2, RCW 36.70A,160 CWPP Policy Topic 4).

The Draft Comprehensive Plan's Parks, Recreation, and Open Space element is intended to guide acquisition, operation, enhancement, and protection of a diverse system of parks, boulevards, parkways, urban forests, golf courses, and recreational, cultural, historical, and open space areas for the enjoyment and enrichment of residents.

The land use alternatives designate 5,661 to 5,681 acres for open space. These areas comprise almost 10 percent of the total planning area. They would provide passive and active open space for recreation, as well as separation and buffering between neighborhoods and different land uses. This is consistent with policies in the GMA and CWPPs. There would not be significant differences among the alternatives in terms of the amount of open space. For the Mixed-Use Centers and Corridors alternative, open space would be better integrated into the design of neighborhoods and centers. Park demand would also be relatively more concentrated, reflecting concentrations of population and jobs within the centers. In contrast, demand for Current Patterns and No Action would be more dispersed.

The Public Services discussion in the Draft EIS and the fiscal impact analysis identify potential levels of service for parks and open space and their associated costs. A six-year capital improvement plan has been prepared to identify amounts and sources of funding for park acquisition and maintenance. The GMA permits imposition of impact fees for parks; the city is investigating this approach to funding.

## **Natural Environment**

**Discussion:** Natural Environment Policies (GMA Goal 10, RCW 36.70A.060 and 170, CWWP Policy Topic 3).

The Draft Comprehensive Plan natural environment element contains policies for water quality, sustainable water quantity, shorelines, surface water, clean air, native species protection, natural land form, agricultural lands, sustainable economy, urban forest, park and plaza links, design with natural elements, natural aesthetics, quality of life, education, and energy conservation. The overall objective of the plan is to ensure that the city is a responsible steward of the environment. Other elements of the Comprehensive Plan (such as land use and economic development) also incorporate consideration of environmental factors. These goals and policies are generally consistent with the intent of the GMA and the CWPPs. Draft Plan policies would apply to any land use alternative and would provide comparable levels of protection. The city is currently considering a draft critical areas ordinance to comply with the requirements of the GMA.

In general, more dispersed land use patterns, such as Current Patterns or No Action, tend to spread impacts out over a greater area and place more natural resources at risk. Focusing growth in centers and corridors, on the other hand, would tend to focus impacts in those areas. However, implementation of critical area regulations ultimately will determine how any land use alternative would impact or protect important environmental resources.

**Water Quality/Quantity Policies.** The Draft Plan's goals are to protect the Spokane Valley-Rathdrum Prairie Aquifer and other water sources and to ensure that aquifers and water sources are not depleted below sustainable or recharge levels.

The Draft Plan's goals and policies are consistent with the general goal of the GMA and requirements of the CWPP to protect aquifer recharge areas and water quality and quantity. Any land use alternative could generate impacts to aquifer recharge and ground water quality and quantity. The city's proposed UGAs correspond to the location of historical growth in the city and Spokane County and has an established pattern of urban growth. They also correspond to the aquifer area defined as highly susceptible to contamination. Limiting growth in the aquifer recharge area would require extensive development in rural areas, which would result in sprawl. It would not be feasible, therefore, to limit development in the aquifer area and still meet the mandates of GMA.

**Shorelines.** The goal for shorelines is to protect the natural condition of shorelines while providing access that does not adversely impact habitat. Most of the plan's policies will be implemented through

Shoreline Master Program designations, regulations, and permitting. Some areas within the floodplain of the Spokane River are located within the city's UGA. Shoreline Master Program regulations would also address flooding issues.

**Surface Water.** The plan's goal is to maintain clean rivers that support native fish and aquatic life and support human recreation. Policies include developing of a watershed plan for the Spokane River and Latah Creek, developing industrial parks that contribute "zero pollution" through recycling of wastes, and reducing the rate of impervious surface expansion.

**Clean Air.** Policies to achieve the plan's goal of working for cleaner air include replacing all non-complying wood stoves, pursuing land use alternatives that promote non-motorized and transit modes, developing downtown Spokane to reduce the need for automobile use, exploring alternatives to diesel powered buses, encouraging businesses to provide incentives to employees who use alternative transportation, creating barrier-free walking and bicycling environments, not building major public or private facilities that degrade the region's air quality, measuring the public benefits of proposals that adversely impact the region's air quality, basing solid waste programs on reduction, reuse and recycling, and protecting native vegetation that benefits local air quality from destruction.

In general, transportation facilities and patterns, particularly transit and non-motorized systems, would tend to have a greater effect on air quality over time than the city's land use pattern alone. The Mixed-Use Centers and Corridors alternative and the Central City alternative, as well, would focus growth in high density mixed-use centers. This would provide greater support for light rail or other high capacity public transit, as well as for pedestrian and bicycling modes. Increased use of transit and reduced dependence on the automobile would lead to reduced air quality impacts over time, compared to a relatively more dispersed land use pattern and more auto-dependent transportation system.

**Native Species Quality.** The Draft Plan's overall goal is to protect and enhance diverse and healthy native species. Proposed open space areas and shoreline policies also address potential wildlife impacts. Impacts of the plan alternatives on wildlife habitat are addressed in the Natural Environment section of the Draft Plan/EIS. Plan policies are focused on identifying and mitigating the effects of growth on habitat. Much of the city's habitat has previously been altered by urban development. Undeveloped lands within the Joint Planning Areas, which are proposed additions to the city's UGA, or adjacent to these lands contain steppe habitat and valuable habitat for whitetail deer and for priority species. These habitats and would be protected by plan policies and regulations. Implementation programs for the Comprehensive Plan will include review, revision, and/or adoption of regulations to protect critical areas as required by the GMA and review of individual development proposals. Some impacts to habitat as a result of urban development is unavoidable. Most of the region's significant fish and wildlife habitat and species would be located outside designated UGAs.

**Natural Land Form.** The plan's overall goal is to preserve natural land forms that help identify the region. Plan policies address several topics required by GMA critical area provisions, including geologic hazard areas, wetlands, and wildlife habitat. The city will continue to map the locations of natural land form resources and will develop regulatory programs, as required by the GMA, to protect them.

**Agricultural Lands.** The plan's goal is to preserve land and provide opportunities for farming. Policies include designating appropriate areas as agricultural lands of local importance, considering agricultural use when assessing the value of property, and requiring that agricultural activities be conducted in a manner compatible with adjacent land uses.

Protecting agricultural lands is consistent with the GMA's goals for resource lands. The city's program would not designate agricultural lands within the city as "agricultural lands of long-term commercial significance, however, and they would not be subject to additional GMA requirements for such lands. Agricultural land will be designated under Agricultural Land of Local Importance as defined by the GMA.

**Sustainable Economy, Natural Environment and Employment, and Measuring Economic Growth.** The goals of these related policy topics are to enhance the natural environment to support a sustainable economy, to create (through incentives) employment that enhances the natural environment, and to measure economic growth in a way that includes all impacts and costs to the natural environment. These are consistent with the GMA and CWPP goals and policies of balancing economic growth with environmental protection.

**Nature Space.** The goal of these policies is to identify, designate, and acquire a network of nature space and connecting corridors throughout the city that supports native habitat and natural land forms. This goal and supporting policies are consistent with the goals of the GMA and CWPPs.

**Urban Forest.** The plan's goal is to maintain and enhance the urban forest by planting street trees, using incentives and acquisition to protect forested areas, including the urban forest in the city's GIS system, and requiring replacement for any trees removed from public right-of-way.

**Park and Plaza Links, Design with Natural Elements, and Natural Aesthetics.** The park and plaza links policies are intended to create a citywide network of paved trails, designated sidewalks, and pathways that link regional trails, natural areas, parks, historic sites, schools, and urban centers. They would function as part of the city's non-motorized transportation system as well as part of the open space system. Natural elements, such as water, vegetation, wildlife, and land forms, would be incorporated in the design of new or revitalized plazas. Natural aesthetics policies are intended to help identify, map and retain natural views and historic or sacred areas or sites of local and regional significance. The city would develop standards that protect and enhance these features, and they would be linked with the trail and path system. In general, these goals and policies would promote environmental quality, protection of habitat, and urban aesthetics.

**Quality of Life.** The city would develop an annual report on social, environmental, and economic indicators as a means to assess the city's progress in meeting its Comprehensive Plan goals.

**Energy Conservation.** Plan policies would promote energy conservation in the location and design of new development, including residential types that reduce energy consumption, such as attached single-family and multifamily units, solar orientation, and earth sheltering (NE 19).

## **Public Facilities and Services**

**Discussion:** Capital Facilities and Services Element (GMA Goal 12, RCW 36.70A.070(3)-(4), CWPP Policy Topic 3).

**Goals and Policies.** Major goals of the Draft Capital Facilities element include providing and maintaining public facilities and utility service, ensuring that public facilities and services necessary to support development are adequate to serve development at the time development is available for occupancy and use without decreasing current service levels below locally established minimum standards, promoting contiguous, orderly development and provision of urban services through regional coordination of land use and public facilities and utilities, providing services efficiently to meet current and future demand, and minimizing environmental impacts through careful siting of facilities and utilities.

Draft policies require adopting levels of service standards for fire, police, sewer, water, and solid waste and pursuing all practical and equitable means to fund capital facilities. The Draft Plan also contains a level of service for parks, as required by the CWPPs. Concurrency is defined as adequate facilities that are present at the time of occupancy or included in a six-year capital improvement plan. The city will develop and maintain a concurrency management system for all capital facilities. A phasing schedule will be developed and implemented to coordinate planned service levels and capital improvements identified in a six-year plan with anticipated land use and development trends. Impact fees will be imposed to pay a proportionate share of the cost of public facilities. If probable funding falls short of meeting needs, the city will reassess the land use element and levels of service to ensure that facilities are coordinated and concurrent.

Draft Plan policies address coordination with other service providers. The city will enter into interlocal agreements with special purpose districts within the city's UGA to address provision of services and facilities. The agreements will address fiscal impacts, revenue sharing, and levels of service. The city will also work with adjacent jurisdictions to ensure that public and private utilities are coordinated.

Policies call for concentrating development into compact areas in the Mixed-Use Centers and Corridors and Central City alternatives in order to facilitate efficient provision of services. Environmental impacts would be mitigated by prohibiting on-site wastewater disposal, encouraging water conservation, implementing a storm water management plan to protect water quality, protecting ground water resources, promoting solid waste recycling, considering EMF in siting electric utility facilities, using existing telecommunications facilities before constructing new, stand-alone towers, and regulating development consistent with fire protection standards.

The Draft Plan is generally consistent with GMA and CWPP requirements. The city is an urban area that provides a full range of public services and facilities. Services can be provided efficiently to serve future growth. Plan policies would also achieve concurrency by requiring that adequate public facilities and services necessary to support development are present at the time of occupancy or within a six-year period identified in a capital improvement program. If funding falls short, the land use plan and/or levels of service would be reassessed. An inventory of existing facilities has been prepared and future needs have been estimated (See Volume 2).

Consistent with the GMA and the CWPPs, Draft Plan policies also call for phasing growth in coordination with the adequacy and extension of services and facilities. The proposed UGA includes some areas to which services and facilities will be extended in the future.

It should be noted that levels of service standards and six-year funding programs are being developed and evaluated through this environmental document and ongoing study, testing, and discussion. The capital facilities program will continue to be refined prior to release of the final comprehensive plan/EIS. This is consistent with the nature of an integrated plan/EIS and with iterative development of a GMA plan. Early analysis and discussion will be used to help refine the capital facilities program and the land use alternatives.



## 16.5 POPULATION AND HOUSING

### Impacts of the Alternatives

#### Population

The City of Spokane's population allocation is approximately 68,800 additional people over the next twenty years. Each of the proposed comprehensive plan alternatives, including the No Action alternative, would accommodate this increase in population, which would be consistent with the applicable population target for the city. Housing mix and densities would vary under each alternative, with higher densities occurring under the No Action Alternative due to a more constrained UGA. The analysis in the Draft EIS is based on preliminary land quantity analysis and vacant land estimates. This data will be refined as the Comprehensive Plan alternatives are refined.

#### Housing

The Comprehensive Plan alternatives could accommodate a range of approximately 35,097 (Central City alternative) to 38,090 (No Action and Current Patterns alternatives) new housing units within the city and its proposed UGA (see Table 4). (Calculations assume an average household size of 2.5 for single-family, 1.6 for multifamily units, and 1.2 for downtown multifamily units). This represents an approximate 37 to 38 percent increase in the current housing stock. The number of housing units permitted by land use designations under each alternative would be sufficient to accommodate the city's 2020 population target. Housing mix and average densities would reflect the size of the proposed UGA and the pattern of each alternative.

TABLE 4 ADDITIONAL HOUSING UNITS BY ALTERNATIVE (2020)			
Alternative	Single-Family	Multifamily	Total
No Action	Same as Current Patterns	Same as Current Patterns	Same as Current Patterns
Current Patterns	28,551	9,539	38,090
Centers and Corridors	21,549	14,942	36,491
Central City	22,613	12,484	35,097

Future population and employment growth under any of the proposed land use alternatives would result in increased demand for housing to serve a broad range of household incomes and needs. Land would be consumed to provide housing for new residents (see Table 5). Average densities would be higher than current levels in selected areas of the proposed UGA.

TABLE 5 NEW HOUSING UNITS BY PLANNING AREA (2020)				
Alternative	City	JPs	New UGA Areas	Total
<b>Current Pattern</b>	19,441 (51%)	10,655 (28%)	7,993 (21%)	38,090
Single-Family	12,821	8,405	7,325	28,551
Multifamily	6,620	2,251	668	9,539
<b>Centers and Corridors</b>	23,777 (65%)	7,612 (21%)	5,102 (14%)	36,491
Single-Family	10,525	6,199	4,825	21,549
Multifamily	13,252	1,413	277	14,942
<b>Central City</b>	22,374 (56%)	7,609 (22%)	5,114 (15%)	35,097
Single-Family	11,571	6,202	4,840	22,613
Multifamily	10,803	1,407	274	12,484

Currently, the average gross residential density for the City of Spokane is approximately six dwelling units per acre. Average gross densities for new development under the proposed alternatives would generally range from just over 4 dwelling units per acre for single-family to 12 dwelling units per acre for multifamily development. Under the Current Patterns alternative, development would continue to develop at the edge of the city, with higher density housing occurring in areas adjacent to the downtown area and moving to lower density housing toward the periphery of the city. New housing development in the downtown area would be limited. Under the Mixed-Use Centers and Corridors alternative, higher density housing would be focused immediately adjacent to centers; gross housing densities in designated centers would average 15 to 32 dwelling units per acre in neighborhood centers and 15 to 44 dwelling units per acre in district and employment centers.

Limited infill and redevelopment would occur in existing neighborhoods. Density in existing neighborhoods would remain the same. Under the Central City alternative, a portion of new growth would be focused in and around downtown Spokane at higher densities. Compact, higher density, mixed-use development would occur downtown, with some concentrations of higher intensity growth occurring along major transportation corridors as well. Approximately 4000 new multifamily units would be developed downtown. Downtown densities would range from 20 to 290 du/acre. With the exception of infill, single-family neighborhoods in the remainder of the UGA would experience relatively little change. Average net densities for new development under the No Action alternative could be in the range 8 to 15 dwelling units per acre. Please refer to the discussion of land capacity methodology in the Land Use Consistency Analysis.

Overall, housing in the City of Spokane, including JPAs and new UGA areas, would still be predominantly single-family in character (see Table 6). Multifamily housing would comprise approximately 25 percent of the total new dwelling units under the Current Patterns alternative, roughly 41 percent under the Mixed-Use Centers and Corridors alternative and about 36 percent under the Central City alternative.

TABLE 6 HOUSING MIX BY ALTERNATIVE				
Housing Type	Existing (1998)	Current Patterns	Centers and Corridors	Central City
Single-Family	75%	75%	59%	64%
Multifamily	25%	25%	41%	36%

Higher densities and more multifamily housing would create greater opportunities for constructing affordable housing, as well as conserving land, promoting public transit use and reducing the cost of infrastructure. Higher densities (both single and multifamily) can create opportunities for lower-cost housing. Density alone, however, does not necessarily equate to housing affordability. Numerous other factors, including land cost, adequacy and need for infrastructure, and availability of housing alternatives, would also influence housing affordability and availability.

The ability of the private market to adequately meet housing needs depends upon a number of factors, including the supply of developable land, availability of land zoned for planned housing types and densities, existence of incentives, subsidies, tax credits, or other financial programs for the provision of low-income units, preservation of the existing stock of affordable housing, the cost of complying with development regulations, and the cost of providing infrastructure. Many, but not all, of these factors are controlled or influenced by local government land use and housing programs. Other important factors include the lending practices of financial institutions and programs of federal housing agencies.

Lack of sufficient land for residential development, whether real or perceived, places upward pressure on land and housing prices. Similarly, designating an urban growth boundary and limiting the supply of land for housing tends to increase the price of available land and the cost of existing housing. Increased

redevelopment pressure within urban areas due in part to increased land values could result in conversion of below market rate units to market rate rents, demolition of older housing, and/or construction of higher-cost housing.

## **Mitigation Measures**

### **Population**

Draft Comprehensive Plan goals and policies are intended to mitigate the potential adverse housing impacts of increased growth in the City of Spokane. Proposed goals and policies encourage new development to occur in ways that are compatible with the overall character of existing neighborhoods and to phase new development with the provision of services and facilities.

The city would continue to refine its land quantity calculations to verify that sufficient land is available to accommodate population targets and housing needs. Population and housing targets or target densities and land use designations could be refined prior to the release of the Final Comprehensive Plan/EIS.

### **Housing**

The proposed comprehensive plan goals and policies are intended to maintain an adequate supply and to promote development of a variety of housing options for all economic groups, to coordinate county housing programs with other jurisdictions in the region, to reduce regulatory barriers and allow greater flexibility in regulations and permitting processes, to assist low and moderate-income households to obtain affordable housing, to permit special-needs housing, and to promote equal access to housing for all persons.

The UGAs proposed under each alternative contain sufficient land to accommodate projected housing needs based on the city's preliminary land quantity analysis. This analysis will be refined to confirm that land supply is adequate. The land use pattern and relatively higher densities promoted by each alternative are intended to use land more efficiently and increase opportunities for housing.

Anticipated regulatory modifications to achieve these goals include establishing clear housing standards, facilitating rehabilitation, removing excessive requirements that reduce housing opportunities or increase costs, and providing exemptions or reductions in impact fees and/or permit fees for low-income housing. New development regulations will be proposed to implement the Comprehensive Plan's policies and land use designations.

The city's methodology for calculating the land supply needed in the UGA to accommodate forecast growth does not currently include a safety factor. Including such a cushion could help mitigate potential impacts of designating a UGA and limiting land supply. The city should monitor land and housing supply and demand annually, along with other indicators, to ensure that sufficient land is available to meet housing targets.

### **Unavoidable Adverse Impacts**

Future development and population growth within the City of Spokane would place greater demands on existing facilities and infrastructure and generate additional demand for housing. Land developed for residential uses would generally be unavailable for other uses.

## 16.6 ECONOMIC DEVELOPMENT AND EMPLOYMENT

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### Impacts of the Alternatives

A wide variety of factors will affect economic development and employment in the City of Spokane over the next 20 years. These include national and regional economic conditions, local job attraction and retention programs, education programs and the quality of the local work force, tax programs, quality of life considerations, a variety of issues related to land use, environmental protection and infrastructure, and the overall climate for business, which is influenced by, among other things, local regulations and permit procedures. The Comprehensive Plan will provide an important framework for future economic development, most directly through the amount and location of land designated for commercial and industrial uses, provision of adequate infrastructure, and creation of a regulatory environment that supports economic growth.

While economic development is a GMA planning tool, the statute does not contain any specific requirement, approach, or methodology for including a particular amount of employment land within UGAs. In general, UGAs are sized based on 20-year population forecasts. This Draft Comprehensive Plan follows the methodologies and direction contained in the Countywide Planning Policies, as well as approaches applied in other jurisdictions.

The City of Spokane's Draft Comprehensive Plan contains updated land use information and employment data. At this time, jurisdictions in the Spokane region have not formally agreed how to allocate total forecast employment growth. One cannot determine, therefore, how much industrial employment growth should be planned for in the city. Similarly, it is not possible to determine at this time whether land supply is in proportion to likely demand. The city's land quantity analysis is still being refined to estimate commercial and industrial land demand. Several methodologies are being tested.

The city anticipates an increase of 27,712 jobs (25 percent) by 2020. Projected employment increases over the 1998 to 2020 period include 27 percent for lodging, 6 percent for services/office, and 25 percent each for manufacturing, retail trade, financial/insurance/real estate, and medical/education. (Note that job forecasts were estimated based on the Current Patterns alternative. Forecasts would likely be similar or the same for the other alternatives).

Job forecasts indicate an additional 8,601 industrial jobs in the UGA by 2020. This implies a need for 1,720 acres of industrial land (assuming demand of .20 acres per industrial job). Based on city of Spokane GIS data, the draft alternatives designate 3,881 to 3,897 acres of vacant industrial land. Reducing this gross vacant supply to account for critical areas, roads, and a safety factor, the net available supply would be approximately 2,103 acres. Compared to the projected demand (1,720 acres), this indicates a potential excess supply of approximately 383 to 390 acres. Other factors may reduce this theoretical excess. Please refer to the discussion of methodology in the Land Use Consistency Analysis section of this Draft EIS.

An additional 19,111 jobs are forecast over the next 20 years in commercial categories. This implies a need for 573 acres of land (assuming .03 acres per employee). Based on city GIS data, the draft alternatives include 486 acres (Mixed-Use Centers and Corridors and Central City Alternatives) to 631 acres (for Current Patterns Alternative) of vacant land for commercial and office uses. Reducing this gross supply to account for potential critical areas, roads, and a safety factor, the net developable supply would be 263 acres (Centers and Corridors and Central City Alternatives) to 342 acres (Current Patterns Alternative). This reflects a deficit of 231 to 310 acres, depending upon the alternative.

Each of the land use alternatives designate similar amounts of land for commercial and industrial development in similar locations. Several of the designated sites (e.g., the Thorpe Road/West Plains JPA) are large in area and would provide potential for development of business parks. The Mixed-Use Centers and Corridors Alternative would also designate a number of mixed-use centers. Location of residential and

commercial uses proximate to one another could achieve a more compact development form, higher densities, more pedestrian activity, and greater use of public transit.

Land designated for commercial and industrial uses would be cleared and developed intensively with impervious surfaces. Adjacent land characterized by less intensive uses (such as residential neighborhoods) could experience conflicts or impacts related to building size, activity patterns, traffic, noise, emissions, and vibration.

## **Mitigation Measures**

As noted above, the region has not agreed upon any specific allocations of future employment growth to individual jurisdictions. The City of Spokane's proposed UGA appears to provide capacity to accommodate a substantial portion of forecast jobs, roughly 45 percent of the 20-year countywide new jobs. After adoption of the Comprehensive Plan, the City of Spokane will monitor land supply and employment data annually.

Consistent with Draft Comprehensive Plan policies, the City of Spokane would ensure that an adequate supply of serviced industrial land is available. Short-term land availability is important for businesses making location decisions. Such decisions are often time critical as well as price sensitive. Therefore, the timing of providing services to industrial land (based on sewer priority areas and phasing priorities), as well as the overall amount of vacant, serviced land within the UGA, JPAs, and new UGA areas, should be monitored carefully to ensure that the potential for job creation is not constrained. The city's Capital Improvement Program could also be focused on providing sewer and water service to unserved areas to expand the usable inventory (i.e., Kaiser area).

There is a potential deficit of designated commercial land (231 to 310 acres) under the draft alternatives. The shortfall will be verified as the city's land quantity methodology is refined. Any shortfall could be addressed through a number of approaches. First, the city could identify and designate additional commercial land on the Comprehensive Plan Land Use Map so that the estimated 20-year supply exceeds the 20-year demand by a safety factor. Second, the shortfall could be addressed incrementally in successive amendments or updates to the Comprehensive Plan. The city and/or property owners could initiate these amendments. The annual monitoring program could indicate a greater or lesser need for commercial land based on actual experience. In addition, an alternative to the adopted GMA Steering Committee methodology for calculating commercial land demand could be identified and further tested. For example, commercial land needs could be estimated based on forecast retail jobs, as in the discussion above, rather than a population-based formula, as recommended in the CWPPs.

The Draft Comprehensive Plan also recognizes that the local regulatory environment is an important aspect of an overall economic development program. Plan policies would attempt to create a positive environment through timely permit processing, clear regulations, and the use of incentives and flexibility.

## **Unavoidable Adverse Impacts**

Under any alternative, continued economic growth in the City of Spokane in conjunction with population growth will result in some land use conflicts, consumption of land and other resources, and increased demands for public services and capital facilities.

## 16.7 HISTORIC RESOURCES

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### Significant Impacts of the Alternatives

The City of Spokane Comprehensive Plan would not, in itself, have direct impacts on cultural and historic resources. It would, however, provide a framework for planning future growth and managing resources in the City of Spokane and its urban growth area.

Archaeological sites tend to be located in the vicinity of areas characterized by waterways and river valleys, such as the Spokane River basin. Historic sites and buildings located in areas proposed for urban growth, where most future development is designated to occur, are generally subject to market pressure to be demolished and/or converted to other economic uses. Unidentified archeological sites and historic and cultural resources can unknowingly be disturbed by future development.

Historical areas and districts have been surveyed and designated within the city limits and portions of the urban growth areas (See Map DP 1, “Surveyed Historical Areas,” and Map DP 2, “Historical Districts,” in Volume 2, Chapter 22, Urban Design and Historic Preservation). Under all of the alternatives, historical districts and resources would be subject to redevelopment or conversion pressures as development in the urban growth areas occurs. Under the two focused growth alternatives, the West Central, Historic Cannons Addition, Emerson-Garfield, Peaceful Valley, Fort George Wright, and Hillyard historic districts could be affected by development pressure. In general, risks to resources in the city’s urban growth area would be more dispersed where development occurs at lower densities. The Current Patterns alternative would allow development and potential impacts to historic resources over the greatest geographical area.

### Mitigation Measures

The city’s Comprehensive Plan is intended to help identify and protect important cultural resources. Urban Design and Historic Preservation goals and policies seek to identify and preserve historic resources, including buildings, sites, and districts. Policies also address urban form and function, subdivision design, street character, and countywide policies that address the compatibility of land uses, affordable housing, and design standards for architectural and functional compatibility.

The city’s Urban Design and Historic Preservation policies are designed to:

- ◆ Enhance and improve Spokane’s visual identity and community pride while striving to maintain its visual diversity.
- ◆ Enhance the livability of Spokane by preserving its historic character and building a legacy of quality public and private development.
- ◆ Use design to improve how development relates to and functions within its surrounding environment.
- ◆ Preserve and protect Spokane’s significant historic structures, neighborhoods, and sites.
- ◆ Create a vital, livable downtown by maintaining it as the region’s economic and cultural center and preserving and reinforcing its historic and distinctly urban character.
- ◆ Preserve, improve, and support the qualities of individual neighborhood areas.
- ◆ Make neighborhoods attractive, safe places by encouraging residents to express their design and development values through local and neighborhood planning efforts.

Under all of the alternatives, these goals and related policies would be implemented through design review, economic incentives for historic preservation and building rehabilitation, and zoning and development regulations to protect the character of historic areas. Design guidelines, applicable to the entire city, sub-areas, and individual neighborhoods, would be implemented by the Design Review Committee and integrated into development permitting processes. The Landmarks Commission would be given a greater role in development and preservation decision-making, and a public education campaign would be conducted to promote the city’s Historic Preservation Plan.

Two policies in the plan are specific to the Mixed-Use Centers and Corridors alternative:

- ◆ Require redevelopment areas and new development to provide town squares, plazas, and “pocket parks,” and encourage these spaces to be used as the focus of commercial and civic buildings; and
- ◆ Restrict intense land uses that are oriented to motorists and large commercial buildings to major arterials and reduce their number in residential areas.

The focusing of intense land uses under this alternative would likely help to reduce impacts to historical resources.

### **Unavoidable Adverse Impacts**

Future growth and development within the City of Spokane would unavoidably increase pressure for the redevelopment of historic sites and buildings. Development activities could disturb or destroy previously undiscovered archaeological and historic artifacts.

## 16.8 TRANSPORTATION: IMPACTS OF THE ALTERNATIVES

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The land use alternatives were compared in terms of various travel models. Some of the comparisons were based on the outputs and analyses of the Spokane Regional Transportation Council's (SRTC) travel demand model. These include trip generation and broad transportation performance measures. The SRTC model also was used to evaluate the relative capacity deficiencies of each alternative based on the preliminary level of service standards, which are discussed in a separate document (Transpo, 1999). The City of Spokane provided information regarding the relative deficiencies related to the proposed roadway system design standards. These include street designs, such as number of lanes, sidewalks, and bicycle facilities.

More qualitative analyses are provided below related to the ability of each land use alternative to support pedestrian, bicycle, and transit modes.

### Model Assumptions

The Spokane Regional Transportation Council (SRTC) prepared travel forecasts for the city. SRTC developed travel demand models for the following scenarios: 1998 Existing, 2020 Current Patterns, 2020 Centers and Corridors, and 2020 Central City. A qualitative comparison of the No Action alternative was also developed.

The SRTC model analysis for the three 2020 action alternatives are all based on transportation system assumptions for completion of the Metropolitan Transportation Plan's (MTP) "financially constrained network. The financially constrained network assumes that projects with some existing funding commitments will be completed within the next six to ten years. It also includes some projects that would likely be completed within the 20-year horizon. This is believed to be the most realistic scenario, based on current funding for the region's transportation system. The financially constrained network includes four projects listed as the City of Spokane's responsibility. These include:

- Ray Street Crossover (37th to Freya): Construct new arterial
- Post Street Bridge Replacement: Construct Lincoln Street Bridge
- Five-Mile Road (Austin to Lincoln): Increase capacity
- Hatch Road (57th to SR-195): Reconstruct to arterial standards

The Post Street Bridge replacement project is located just north of the downtown core. Although it is part of the MTP financially constrained network and was included in the regional model for the Draft EIS alternatives, it was recently reconsidered by the City Council and has been dropped from the regional plan. The model will be updated in the future to reflect this decision; SRTC is currently studying options for capacity enhancements in the corridor. The Ray Street, Five-Mile Road, and Hatch Road projects are all located near the existing city limits and are still active on the city's plan.

Other improvements included in the MTP financially constrained network are WSDOT projects to develop a new North-South Corridor between Hawthorne to SR-395, north of the city (to be constructed in phases) and realignment of Trent (SR-290) between downtown Spokane and Hamilton.

It should be noted that SRTC's model assumptions do not completely match the definitions of the Draft Comprehensive Plan land use alternatives. For example, both the Mixed-Use Centers and Corridors and the Central City alternative assume completion of a high capacity transportation corridor between downtown and Liberty Lake. In addition, light rail or express buses would serve several of the mixed-use centers. However, SRTC's modeling, at this point, does not include the high capacity transit or other transit enhancements to support individual land use plans. Since the travel forecasts do not assume the additional high capacity transit or express bus service, the model results likely overestimate the total vehicle trip generation, broad transportation performance measures, and capacities deficiencies. Under the Central City alternative, the North Spokane limited access corridor would not be developed. Since the



SRTC travel model assumed completion of this facility, the model results may underestimate actual levels of traffic congestion of parallel north-south corridors.

In addition, SRTC's model assumed the same UGA for all alternatives, as a way to make the alternatives more comparable. It does not, therefore, reflect the larger UGA associated with the Current Patterns alternative. Population assumptions also varied among the alternatives and likely tend to underestimate traffic generation for Current Patterns. No Action, which involves a smaller UGA, was not modeled.

Nevertheless, the model runs prepared for the Draft EIS represent the best information available at this time and provide a reasonable basis for comparing the alternatives. Transportation data will be updated in the future, as needed, to reflect refinement of the land use alternatives.

## **Trip Generation**

The SRTC model is based on geographic areas called Transportation Analysis Zones (TAZs). Land use data and projections for each TAZ are used to estimate trip generation for use in the model. The SRTC model is based on PM peak hour traffic and, therefore, the number of PM peak hour trips generated (inbound and outbound) is estimated for each zone.

The TAZs were aggregated to match best the city's planning areas and proposed Urban Growth Area sub-area boundaries, but they are not always a perfect match. For purposes of the DEIS analysis, TAZs with 50 percent or more of their area within a sub-area were allocated to that sub-area for all alternatives.

Some of the UGA sub-areas are not included in all of the city's land use alternatives. However, in order to provide a consistent comparison, the same TAZ conversions were used for all of the alternatives.

The SRTC trip generation data was summarized by subarea for the 1998 existing and three action alternatives. Table 7 shows the total trip generation summarized by sub-area for each alternative.

<b>TABLE 7 TRIP GENERATION BY SUB-AREA</b>				
Sub-Area <sup>1</sup>	Existing Year 1998	2020 Current Patterns	2020 Focused Growth	
			Centers and Corridors	Central City
<b>City</b>				
A	5,860	14,970	13,800	15,280
B	13,510	18,850	18,870	18,870
C	39,230	53,790	56,190	54,620
D	38,020	50,240	52,020	50,280
E	18,750	28,000	29,090	30,480
F	41,800	65,970	68,830	68,280
G	5,950	18,660	14,530	14,540
H	19,120	25,330	25,720	25,260
I	16,170	21,970	22,390	21,780
<b>City Planning Subtotal</b>	<b>198,410</b>	<b>297,780</b>	<b>301,440</b>	<b>299,390</b>
<b>UGA</b>				
2: Seven Mile	710	1,700	1,580	1,580
7: Linwood	8,720	12,020	12,090	12,090
8: Fairwood/Farwell	3,230	5,370	5,450	5,460
9: Gleneden	12,670	20,620	20,730	20,750
10: Kaiser Industrial	3,100	4,560	4,610	4,610
11: Mogan Acres	1,140	1,620	1,780	1,770
14: Upriver	34,920	57,090	59,940	59,940
15: Yardley	3,130	4,430	6,870	6,860
16: Park Road	310	1,040	960	960
21,21A,21B: Glenrose Rd./Murfield Annexation	6,240	9,660	9,670	9,680
23: Moran/Glenrose	5,870	9,210	8,500	8,520
23A: Moran/Glenrose	430	1,260	1,140	1,140
27: Thorpe Road/West Plains/Park West	10,860	22,560	17,530	17,520
27A: Thorpe Road/West Plains/Park West	8,060	13,400	13,490	13,490
<b>UGA Subtotal</b>	<b>99,390</b>	<b>164,540</b>	<b>164,340</b>	<b>164,370</b>
<b>TOTAL</b>	<b>297,800</b>	<b>462,320</b>	<b>465,780</b>	<b>463,760</b>

<sup>1</sup> Data is based on SRTC Transportation Analysis Zones (TAZs) and do not exactly match city sub-area boundaries.

The increase in trips between 1998 and 2020 is between 55 percent and 57 percent, depending on the land use alternative. The difference in trip generation is less than 2 percent between the highest and lowest trip generation. This difference is not significant from the perspective of regional or citywide modeling. It also should be noted that the methodology employed in the SRTC model equalized the UGAs for all alternatives. This likely underestimates traffic generation for Current Patterns since it has the largest UGA and may explain why it shows lower trip generation relative to the other alternatives. The modeling results should, therefore, be viewed as showing approximately the same trip generation results for all alternatives. It does, however, indicate relative differences in traffic for geographic sub-areas among land use alternatives.

While the SRTC model data indicates that Current Patterns would generate the least amount of traffic growth among the alternatives, there is a less than one percent difference compared to the other alternatives; this is probably not statistically significant. Much of the growth in traffic will occur in the outlying sub-areas. The highest volume of growth will occur in the southwest part of the city (Sub-Area

G and Thorpe Road/West Plains/Park West UGA). The Park Road UGA will have the highest percentage of growth, more than tripling the number of trips generated in 1998. However, this is a small sub-area and has a relatively small increase in trips compared to some of the larger sub-areas. Travel patterns will typically be longer in duration and will include many trips from the outlying areas traveling to and from the city center. This is due to residential areas being located in the outlying areas away from the places of employment in the city center.

### **Mixed-Use Centers and Corridors**

While the Centers and Corridors alternative shows the highest total trip generation among the alternatives, the potential effect of a high capacity transit system is not reflected in the data and the numerical difference from Current Patterns is not significant. This alternative also has the highest growth in traffic within the existing city limits. The majority of the increase in trips occurs in designated centers and corridors where growth is encouraged. Compared to Current Patterns, growth in traffic in outlying areas does not increase as much and the growth in traffic generation in the southwest part of the city and UGA is significantly lower. A slightly higher growth in trip generation is expected in the Upriver UGA located just east of the city limits.

### **Central City**

The Central City alternative has the most trips within the downtown (Sub-Area E) based on assumed growth and development patterns and redevelopment in the CBD. This alternative is approximately one-half percent lower than the Centers and Corridors; this difference is not statistically significant. Compared to the other alternatives, sub-areas A (northwest part of the city) and E (the downtown) have the highest level of growth. Trip generation for this alternative in the other sub-areas is quite similar to that estimated for the Centers and Corridors alternative. The effects of high capacity transit was not modeled.

### **No Action**

This alternative was not modeled by SRTC, so quantitative trip generation data is not available. It is expected that the overall PM peak hour trip generation would be very similar to the Current Patterns alternative. However, the same amount of growth would occur within a smaller geographic area (the city and its Joint Planning Areas). This would result in a less dispersed travel pattern compared to the Current Patterns alternative but without the concentration provided in Mixed-Use Centers and Corridors or Central City.

### **Travel Performance Measures**

Travel performance measures were evaluated to provide a macro comparison of the transportation operations of the alternatives. Vehicle Miles Traveled (VMT) and Vehicle Hours Traveled (VHT) were evaluated for the three 2020 action alternatives and the 1998 baseline using the SRTC travel demand model outputs. VMT and VHT for the various scenarios were developed for all network links within the city's proposed UGA. Freeway links were identified separately from surface (arterials and local access) streets to provide a comparison of the impacts on these different roadway types. Links in each network alternative were geocoded based on location and facility type. The same links were included for each alternative in order to provide a consistent comparison.

The VMT was calculated by multiplying the length of each network link by the number of PM peak hour vehicles traversing the link. The results for all links were then summed to provide the system-wide VMT for each of the alternatives. VHT was similarly calculated by multiplying the travel time on each link by the number of vehicles. The calculated VHT includes travel time on the link and delays at the intersections consistent with the SRTC modeling process. The resulting average travel speed was calculated by dividing the total VMT by the total VHT for each alternative.

Table 8 summarizes the VMT, VHT, and average travel speed results for each land use alternative within the UGA study area. The VMT and VHT presented in Table 8 are based on the direct output of the SRTC TModel2 results. As part of the MTP, the SRTC estimates regional VMT and VHT using a different process related to the regional air quality analysis.

<b>TABLE 8 TRAVEL PERFORMANCE MEASURES- PM PEAK HOUR</b>					
Assigned Link Time (includes node delay)				2020 Focused Growth	
		Existing Year 1998	2020 Current Patterns	Centers and Corridors	Central City
VMT (miles)	Surface	271,330	444,520	443,430	437,570
	Freeway	144,150	200,510	195,320	197,420
	<b>Total</b>	<b>415,480</b>	<b>645,030</b>	<b>638,750</b>	<b>634,990</b>
VHT (hours)	Surface	9,930	16,600	16,620	16,360
	Freeway	3,130	5,040	4,890	4,960
	<b>Total</b>	<b>13,060</b>	<b>21,640</b>	<b>21,510</b>	<b>21,320</b>
Speed (Average mph)	Surface	27.3	26.8	26.7	26.7
	Freeway	46.1	39.8	39.9	39.8
	<b>Total System</b>	<b>31.8</b>	<b>29.8</b>	<b>29.7</b>	<b>29.8</b>

Similar to the projected increases in trip generation, total vehicle miles traveled within the city and its proposed UGA increased by 53 to 55 percent. Vehicle hours traveled increased at a higher rate than VMT, ranging from 63 to 66 percent depending on the alternative. This indicates that traffic conditions in the city will be more congested compared to the 1998 base year. The added capacity projects in the MTP would offset much of the delays, resulting in only slight decreases in average travel speeds. Overall, the differences in VMT, VHT, and travel speeds between the land use alternatives are relatively minor. This results in forecast travel speeds that are identical for all three action alternatives. As noted previously, assumptions in the SRTC model do not completely match assumptions of the city's land use alternatives and tend to blur distinctions. Quantitative distinctions based on the model are likely not significant.

### Current Patterns

The Current Patterns alternative has the highest VMT of the three action alternatives, increasing by 55 percent over the existing VMT. (See prior note regarding the study area modeled for Current Patterns). The forecast VHT was also the highest for this alternative and was a 66 percent increase over the existing VMT. The surface streets have a larger increase in both percentage and volume of traffic compared to the freeways. However, speeds on the surface street remain essentially unchanged from 1998 conditions, while speeds on the freeways decrease from 46 to 40 mph. The relatively higher VMT and VHT under this alternative reflect a dispersed land use pattern and increases in growth and traffic generation in more outlying areas, resulting in longer trips in terms of trip distance and travel time.

### Mixed-Use Centers and Corridors

The Centers and Corridors alternative has the lowest VMT on freeways and the highest VHT for surface streets. Development and growth will be focused in designated mixed-use centers and corridors. This will result in more traffic growth on arterials connecting the neighborhood and community centers. This will also result in delays on the surface streets unless additional improvements are made. Much of the increased travel time under this alternative is due to delays at intersections, which may require widening. This alternative will result in more trips taken on surface streets than Current Patterns, but the average travel distances will be less.

## Central City

The Central City alternative has the lowest growth in total VMT and total VHT of the three 2020 action land use alternatives. The development of the city center in this alternative will include a mix of uses and provide residential, office, and shopping in close proximity, thereby reducing travel distances and time. There is approximately a 1.5 percent overall reduction in VMT and VHT from Current Patterns. This reduction primarily occurs on the surface streets compared to the Current Patterns alternative.

## No Action Alternative

Overall, it is estimated that VMT and VHT for this option would be similar to, but slightly less than, the Current Patterns alternative. Growth would be less spread out due to a smaller UGA, which would reduce the total VMT relative to Current Patterns but would be more dispersed than the two Focused Growth alternatives. VHT also would be reduced compared to the Current Patterns alternative since trips would be slightly shorter.

## Application of Road Design Standards to Land Use Alternatives

The city evaluated the existing arterial and shared pathway network to identify capital needs for the three action land use alternatives. The area classifications are applied to each alternative based on the specific land use patterns, densities, and other plan objectives. The intent is to ensure that the transportation system for each alternative provides effective and efficient travel for private vehicles, public transit, pedestrians, and bicycles.

The program is separated into several types of projects as follows:

- ◆ **Boulevard/Parkway Improvements:** Providing special emphasis on selected streets with higher street tree standards and other aesthetic treatments, as well as providing bicycle facilities and sidewalks to provide a multimodal facility.
- ◆ **Capacity Improvements:** Widening or intersection improvements along a corridor required to maintain the Level of Service standards.
- ◆ **Construct Sidewalks:** Retrofit sidewalks and complete missing sidewalk links on those streets where other improvements are not required. This project will complete sidewalks on both sides of all arterial streets.
- ◆ **New Routes:** Construct new arterial streets where no street currently exists.
- ◆ **New Shared Pathway:** Construct new shared pathways to complete the bicycle network.
- ◆ **Reconstruct to Urban Standard:** Reconstruct rural design roads into urban streets with high type pavement, curbs, and sidewalks.
- ◆ **Widen to Meet Standards:** Widening to provide adequate street width to meet lane and bicycle lane width standards.

Table 9 summarizes the capital costs for transportation system improvements for the three land use alternatives. The summary includes the costs associated with improvements to alleviate deficiencies per proposed level of service standard and road design standard.

<b>TABLE 9 TRANSPORTATION CAPITAL IMPROVEMENT NEEDS</b>			
<b>Project Type</b>	<b>Estimated Costs- \$1000s</b>		
	<b>Current Patterns</b>	<b>Centers and Corridors</b>	<b>Central City</b>
Boulevard/Parkway Improvements	\$42,380	\$70,580	\$57,880
Capacity Improvements	\$41,750	\$39,050	\$39,350
Sidewalk Construction	\$14,168	\$15,124	\$15,205
New Route	\$84,810	\$82,666	\$82,666
New Shared Pathway	\$1,494	\$1,494	\$1,494
Reconstruct to Urban Standard	\$157,741	\$152,101	\$152,455
Widen to Meet Standards	\$8,424	\$8,037	\$8,424
<b>Total</b>	<b>\$350,767</b>	<b>\$369,052</b>	<b>\$357,474</b>
Source: City of Spokane, March 2000			

The Current Patterns alternative has the lowest transportation improvement costs. This reflects significantly less use of boulevards and parkways than the other alternatives. The reduction in boulevard and parkway improvements compared to the other alternatives is partially offset with higher costs in capacity improvements, new routes, and reconstruction of roads to urban standards.

The Centers and Corridors alternative results in the highest cost for capital transportation improvements. Costs under this alternative are approximately \$13 million (3.5 percent) higher than Current Patterns and \$7 million (2 percent) higher than the Central City alternative. The primary reason for the higher costs is the extensive application of boulevard/parkway improvements (more than \$35 million).

Transportation improvement costs for the Central City alternative would fall between the other two alternatives, due primarily to reduced boulevard and parkway improvements.

Costs for the No Action alternative could be slightly lower than for Current Patterns. The growth pattern for No Action is more compact than Current Patterns, which would reduce the number of miles of arterials and local streets within the city and UGA. The higher densities within the city may, however, result in a greater need for reconstructing or widening existing roadways to meet standards or addition of more parkways and boulevards. These additional improvements could offset any savings associated with the smaller city UGA.

## Transit

A detailed analysis of potential transit use under each alternative was not conducted. The effects of transit are described generally below.

### Current Patterns

Current Patterns would likely maintain transit routing patterns similar to existing conditions. Routes may need to be extended to the more outlying areas where much of the future growth is forecast to occur. Much of the growth in the outlying areas would be relatively spread out. This would result in a need for park-and-ride facilities and long-haul express bus service. Express bussing will provide an alternative to SOV commuting for longer trips. This alternative would mainly be an auto-dominant system; light rail or high capacity transit is not assumed.

### Centers and Corridors

Transit for the Centers and Corridors alternative would focus on travel between designated mixed-use centers and along corridors. Transit stations would be located at each of the designated centers to act as hubs to transfer from center to center. This alternative does assume a light rail system that links the

Liberty Lake area with downtown Spokane and passes through several mixed-use centers. Street designs would need to incorporate transit shelters or other facilities to support the service strategy.

### **Central City**

The Central City alternative would have a large transportation/transit hub in the downtown area, which would serve as a central transfer point. Most routes would likely provide service between downtown and outlying neighborhoods. Many alternative transit modes could be built including light rail, express bus, and local circulators. These could link the downtown with the adjacent areas. Regional transit hubs and/or park-and-ride lots would likely be used in the more outlying areas to increase the efficiency of transit service. Transit shelters also will be needed to support the service strategy.

### **Non-Motorized Travel**

Facilities designed exclusively for non-motorized travel modes include the 39-mile Centennial Trail, which parallels the Spokane River from Nine Mile to the Idaho border. Currently, the trail has an incomplete section between downtown Spokane and the T. J. Meenach Bridge. The Friends of the Centennial Trail indicate that a proposal to build a bridge may be entertained in the future.

The SRTC has prepared a Regional Pedestrian/Bikeway Plan for Spokane County. The plan focuses on the urbanized Spokane area and connections to Millwood, Cheney, Medical Lake, and Idaho. The plan identifies recommended key bicycle corridors, which consist of the Centennial Trail, exclusive bicycle paths, bicycle lanes, shared bikeways, and shared roadways.

Each alternative will have different needs for non-motorized transportation. The general scope of these differences are described below. Refer to Table 9 for the estimated costs to improve roadways and the non-motorized transportation system.

### **Current Patterns**

This alternative will maintain existing pedestrian and bicycle facilities and will fill in gaps in the existing system. Under this alternative, there will be a need to focus some non-motorized transportation improvements within the downtown core and other existing commercial and higher density residential areas. Much of the non-motorized travel will be longer trips since many areas would not have a mix of land uses. A number of existing streets will need to be reconstructed or widened to improve safety for non-motorized travel.

### **Centers and Corridors**

Designated centers will be pedestrian-oriented with open spaces, trails, and convenient ways to get from place to place within each center. There will be bicycle routes within each center as well as between nearby centers. Boulevards and parkways will connect the various centers and corridors. Pedestrian and bicycle facilities also need to support access to the proposed light rail system and transit stops.

### **Central City**

The Central City core would be very pedestrian-oriented, favoring pedestrians over vehicles. Access to a variety of modes of transportation will be within walking distance. It would be very convenient to live in this area without owning a vehicle. Non-motorized access to transit service will be especially important within the downtown area and along major transit corridors.

## **Mitigation Measures**

### **Level of Service Standards**

As part of its comprehensive planning efforts, the City of Spokane is defining a transportation Level of Service Standard/Concurrency Management System (LOS/CMS) to help manage growth and to assure

that adequate transportation facilities are in place concurrent with new development. This program is, along with policies in the Transportation element and planned capital improvements, mitigation for potential impacts associated with growth. The program will be refined as the Draft Comprehensive plan is discussed and evaluated by interested citizens, agencies, and public officials. This iterative approach to policy development and mitigation is part of the city's approach to integrating SEPA with its comprehensive planning process. Different approaches to land use, levels of service, and capital improvements are being tested through this process.

The City of Spokane needs two levels of LOS standards and CMS: (1) A tool to assist in its long-range planning efforts and (2) to evaluate the adequacy of the transportation system to support specific development proposals. Key issues and decision items include the following.

- ◆ **The Draft Comprehensive Plan proposes a two-tier LOS/CMS program.** To meet broad planning and capital facilities programming needs, the first tier is a Planning LOS/CMS program based on travel times along principal arterials and key minor and collector routes. This is the basis for evaluating the comprehensive plan land use alternatives. The second tier will be used for reviewing individual development projects. The LOS/CMS program for individual development projects still needs to be defined in terms of when and how it will be applied.
- ◆ **The proposed LOS/CMS program establishes different standards for different areas of the city.** To be effective in managing and directing growth, the level of service standards have been defined based on the land use strategy. Where growth is encouraged, lower levels of service would be allowed.
- ◆ **The LOS standard allows more congestion when significant levels of alternative travel modes, such as transit, are available.** To encourage transit-oriented land uses, the proposed Planning LOS/CMS program allows more congestion in corridors that are served by significant levels of transit service.
- ◆ **The LOS/CMS program should support regional air quality standards.** Although not specific to the LOS/CMS program, meeting air quality standards is a short and long-term planning and implementation issue for the region.
- ◆ **Implementation of the LOS/CMS program will require sufficient resources.** Since major planning decisions, transportation funding allocation, and approval/denial of development projects will be influenced by the LOS/CMS program, adequate funding and resources will need to be provided to implement the system.

## Overview of Preliminary Planning LOS/CMS Program

The following provides an overview of the interface with the regional planning model, identifies the facilities to be tested, discusses how the LOS standard would be set, and describes an approach for implementing the program.

### Regional Model Interface

The regional Metropolitan Transportation Plan (MTP) financially constrained network is the basis for developing the City of Spokane's LOS/CMS program. The MTP's financially constrained network includes all projects that have some existing funding commitments to be completed within six to ten years. It also includes other long-range projects that will likely be completed within 20 years. This is believed to be the most realistic scenario, based on current funding for the region's transportation system.

### Identifying Corridors

Criteria were considered in defining which facilities would be included in the LOS/CMS program. These criteria included functional class, travel patterns, limited access facilities, jurisdiction, and the SRTC model structure. For consistency, the same arterials were used for all three land use alternatives. They



were defined using the following criteria: Functional Classification, Location, Central Business District, and State Facilities.

### **Defining LOS/CMS Routes**

Prior to identifying specific LOS standards the arterial routes were defined as route segments and aggregate arterial segments. This process allows the LOS/CMS evaluation to consider the effects of growth within a specific area, as well as the impacts on longer trips.

### **Setting the LOS Standard**

The LOS/CMS standard is set in two parts. The first part establishes a base LOS standard that reflects the overall LOS/CMS concept for a particular land use plan. In corridors where growth is encouraged, longer travel times (slower speeds) would be allowed. It would be required that higher travel speeds be maintained for longer trips between areas where growth is less desirable. The base LOS standard for each route segment is then adjusted based on availability significant levels of transit service or non-motorized travel. Under the preliminary LOS/CMS program approach, the base LOS standard would be adjusted to reflect the availability of significant, efficient transit service.

### **Implementation Approach**

The LOS/CMS program concept has been developed based on the 2020 SRTC regional travel demand model. Prior to actual implementation, the model needs to be refined to reflect actual travel times. A program for when the planning level test would be conducted also needs to be formalized.

A preliminary analysis of how the draft level of service standards would affect corridors and how they would help mitigate traffic impacts is contained in Transpo's study of level of service alternatives (Transpo, 1999).

## 16.9 PUBLIC SERVICES

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### Fire Suppression and Emergency Medical Services

#### Impacts of the Alternatives

Under any alternative, growth will generate additional demand for fire suppression and Emergency Medical Services (EMS). This will entail a need for fire suppression and EMS personnel, equipment, and facilities. In general, a smaller UGA, higher densities, and more compact development patterns could result in some efficiencies in response times. Alternatives that focus growth in centers or downtown could be relatively more efficient to serve. However, the level of calls received from a specific area generally increase with higher densities, an older population, and lower poverty levels. The levels of street congestion and type of fire (high-rise fires are more problematical than single-family house fires, for instance) can influence response times. Population growth will drive most fire suppression and EMS costs, and growth is constant among the alternatives.

The fire department currently has mutual assistance agreements with surrounding fire districts, which provide service to unincorporated areas.<sup>3</sup> Under all alternatives, there will be a decrease in service requirements for these Fire Districts as the city assumes service provision to areas in the unincorporated UGA. This will occur upon annexation of the areas or sooner, pursuant to an interlocal service agreement between the city and the Fire Districts. The property tax base for the fire districts will be reduced correspondingly.

#### Projected Capital Needs

The Spokane Fire Department currently has 143,222 feet in space, including 14 stations, a dispatch center, training area, shop, and burn building. In anticipation of future growth under all growth alternatives, the Fire Department's six-year capital program contains funding for the following facilities:

- ◆ Combined Readiness Center
- ◆ Fire station and pumper in the Qualchan area
- ◆ Maintenance Facility Expansion
- ◆ Combined Communications Center Relocation
- ◆ Fire Station 18 Relocation
- ◆ Major Repairs to Existing Facilities

In addition to the facilities, the City of Spokane Fire Department Six-Year Funding Program also addresses the need for new or replacement fire apparatus and equipment for new and existing facilities. According to the Spokane Fire Department, the proposed facilities, apparatus, and equipment are estimated to cost a total of \$20.201 million by 2006.

EMS capital costs are also included in the Six-Year Plan. The city currently has five Advanced Life Support (ALS) vehicles, which are on a five-year replacement schedule. Replacement of two of the current Advanced Life Support (ALS) units will require \$200,000 in expenditures in 2001 and 2002. Another \$100,000 is dedicated for replacement of another ALS vehicle in 2006. For any of the three growth alternatives, the six-year need for ALS units is six units. To achieve the additional ALS unit, the fire department would redesignate a current Basic Life Support (BLS) unit (a pumper) as an ALS unit.

Under all three growth alternatives, 2006 to 2020 needs for fire stations include new fire stations and pumpers in the West Plains area and Glenrose or Moran Prairie area if annexations occur. In addition, annexation of the eastern portion of the urban growth area may require the relocation of Stations 8 and 14. Replacement of Stations 4 and 7 is also possible. Additional apparatus required for all three alternatives includes two new pumpers and a ladder that would be housed in existing stations. The Current Patterns

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<sup>3</sup> Joint Planning Areas and Proposed Additions to the city's UGA are located in Fire Districts 1, 3, 6, 8, 9, and 10.

alternative may require an additional station and pumper in the Five-Mile area if annexation occurs in that area.

Twenty-year estimated costs for fire stations, equipment, and apparatus, including \$2.1 million for the Qualchan fire station and pumper included in the six-year program, are \$15.1 million for the Mixed-use Centers and Corridors and Central City Alternatives, and \$17.2 million for the Current Patterns Alternative.

Twenty-year needs for EMS include three additional ALS units for all three alternatives in addition to the redesignated unit included in the six-year program. It is anticipated that at least one of these new ALS units would be achieved by adding one additional “medic” unit, while the others may be achieved by staffing an existing Basic Life Support (BLS) unit (a pumper) with additional personnel trained as paramedics. The cost for the additional “medic” unit is estimated at \$100,000.

Personnel costs for fire fighters average \$920,000 per year (salary and benefits) for a three-person company and \$1.2 million per year (salary and benefits) for a four-person company. The cost to add an additional “medic” unit for EMS purposes is approximately \$580,000 for personnel. Placing paramedics on an existing BLS unit redesignated as an ALS unit would require an estimated \$284,000.

### **Mitigation Measures**

Draft Comprehensive Plan policies would help address the needs for fire suppression and EMS services. These policies include the adoption of level of service standards and the pursuit of all practical and equitable means to fund capital facilities.

The city would regulate development in a manner that is conducive to fire regulation. Commercial and residential subdivisions and development and planned unit development would include the provision for road access adequate for residents, fire department, or district ingress/egress and water supply for fire protection.

The city would promote compact development throughout the urban area to facilitate the economical and efficient provision of fire suppression and EMS services.

The city and fire districts should execute an interlocal agreement for providing service to JPAs and proposed additions to the city UGA. As required by IUGA interim development regulations, it should document levels of service and cost sharing/reimbursement prior to annexation of these areas by the city.

### **Unavoidable Adverse Impacts**

Future population growth will increase the demand for fire suppression and emergency medical services from the City of Spokane Fire Department. Resources will have to be expended to meet these demands.

## **Police Services**

### **Impacts of the Alternatives**

The City of Spokane estimates that the operating cost per officer, including civilian support, is approximately \$125,893, based on current costs. This number excludes capital facility improvement cost. Equipment cost per officer, including uniforms, equipment, vehicles, and installations, is approximately \$34,040.

Office space is at capacity today at the existing level of service (LOS) of 125.53 square feet per employee. Because the Public Safety Building is full, the Police Department has expanded to neighboring buildings. There are no additional facilities in the area near the Public Safety Building that could serve for expansion. Monroe Court currently has only 2,258 square feet available for expansion unless the Prosecutors’ Office moves back to its original headquarters. There have been discussions

about acquiring Monroe Court in order to have the ability to utilize additional space currently occupied by other tenants in the future. This is but one of several options under consideration.

Currently, the Evergreen Warehouse and the Property Warehouse are also at capacity; however, there is no immediate need to seek additional space for these facilities.

Under any alternative, growth will generate additional demand for police services. This will entail a need for additional law enforcement personnel, equipment and facilities. In general, a smaller UGA, higher densities and more compact development patterns could result in some efficiencies in response times. Alternatives that focus growth in centers or downtown could be relatively more efficient to serve. However, population growth will drive most police service costs, and growth is constant among the alternatives.

The Spokane Police Department currently has a mutual assistance agreement with the Spokane County Sheriff's Office, which provides service to unincorporated areas. Under all alternatives, there will be a decrease in service requirements for the Sheriff's Department as the city assumes service provision to areas in the unincorporated UGA. This will occur upon annexation of the areas or sooner, pursuant to an interlocal service agreement between the city and county.

#### **Current Patterns and No Action Alternatives**

The City of Spokane Police Department estimates it will need approximately 1.5 officers per 1,000 population under the Current Patterns alternative. This scenario would include 142 additional officers by the year 2020 to serve the City of Spokane and the other portions of the proposed Urban Growth Area. Correspondingly, an additional 62 full-time civilian employees would be necessary. Total operating costs would reach \$7.6 million by 2005 and \$17.7 million by 2020. Total equipment costs would reach \$2.3 million by 2005 and \$4.8 million by 2020.

Based on the current ratio of 125.53 square feet per employee, an additional 34,898 square feet would be needed by 2020 under the Current Patterns alternative. These additional costs would equal approximately \$8.4 million by 2005 and \$17.9 million by 2020.

#### **No Action Alternative**

The No Action alternative would have the same impacts as Current Patterns; however, there may be greater efficiency due to the higher densities and smaller UGA. Such efficiency could lead to a decrease in police service costs and enhanced response time.

#### **Mixed-Use Centers and Corridors Alternative**

The City of Spokane Police Department estimates it will need approximately 1.4 officers per 1,000 population under the Mixed-Use Centers and Corridors alternative. This scenario would require 104 additional officers by the year 2020 to serve the City of Spokane and the other portions of the Urban Growth Area. Correspondingly an additional 46 full-time civilian employees would be needed. Total operating costs would equal \$4.9 million by 2005 and \$13million by 2020. Total equipment costs would reach \$1.5 million by 2005 and \$3.5 million by 2020.

Based on the current ratio of 125.53 square feet per employee, 25,586 square feet would be needed by 2020 under the Centers and Corridors scenario. These additional costs would equal approximately \$5.5 million by 2005 and \$13.1 million by 2020.

#### **Central City Alternative**

The City of Spokane Police Department estimates it will need approximately 1.3 officers per 1,000 population under the Central City alternative. This scenario would require 96 additional officers by the year 2020 to serve the City of Spokane and the other portions of the Urban Growth Area. Correspondingly an additional 41 full-time civilian employees would be needed. Total operating costs would equal \$2.2 million by 2005 and \$10.8 million by 2020. Total equipment costs would reach \$681,000 by 2005 and \$3.3 million by 2020.

Based on the current ratio of 125.53 square feet per employee and additional floor space, 23,706 square feet will be needed by 2020. These additional costs would equal approximately \$2.5 million by 2005 and \$12.1 million by 2020.

### **Mitigation Measures**

Draft Comprehensive Plan policies include measures to ensure adequate police protection to meet the needs of future growth. These policies include the adoption of level of service standards and the pursuit of all practical and equitable means to fund capital facilities.

The city would promote compact development throughout the urban area to facilitate economical and efficient provision of police services.

The city and county should execute an interlocal agreement for providing service to JPAs and proposed additions to the city UGA. As required by IUGA interim development regulations, the agreement should document levels of service and cost sharing and reimbursement prior to annexation of these areas by the city.

### **Unavoidable Adverse Impacts**

Future population growth and development will increase the need for police protection services in the City of Spokane. The city will need to expend resources to meet these needs.

## **Schools**

### **Impacts of the Alternatives**

The vast majority of the City of Spokane lies within Spokane Public School District No. 81. However, the final urban growth boundary and annexations related to it could affect lands within the service areas of other school districts, particularly Mead School District. While this analysis focuses on District 81, projected growth will impact these other districts in ways that need to be addressed once the UGA is identified with greater certainty.

District 81 operates thirty-five elementary schools, six middle schools, and five high schools, in addition to several special schools. The district has a total enrollment of over 32,000 students. This number includes 1,714 students enrolled in special schools. The focus of these alternative schools ranges from programs for troubled youth to professional-technical training. Most of the students at the Skills Center are from the other eight school districts in Spokane County, with non-district enrollment of 388 for 1999.

In addition to the use of portable classrooms, District 81 deals with capacity issues either through bussing students out of schools with deficient capacity or by adjusting the boundaries served by individual schools that are experiencing surplus capacity so that more students can attend a school near their home. Another tactic is to shift locations of special programs based on available space. For example, the Montessori and APPLE programs periodically are relocated to other sites as enrollments rise and fall and capacity shifts accordingly. Also, programs for students with limited English-speaking ability shift according to areas of the city with concentration of this need.

District 81 does not anticipate the generation of excess capacity, as it limits their eligibility for state matching funds to offset the cost of school construction.

### **Projected Facility Needs**

District 81 has projected its facility needs under all growth scenarios. Table 10 provides a summary of these needs.

**Elementary Schools:** District 81 anticipates building anywhere from two to seven new elementary schools over the next twenty years, depending on how and where future growth and development occur and whether or not they decide to switch to a true middle school grade structure. They would

need to renovate or replace ten existing elementary schools if they stay with their current grade structure. If they switch to a true middle school system that includes sixth grade, they would only need to renovate or replace six existing elementary schools.

<b>TABLE 10 PROJECTED DISTRICT 81 FACILITY NEEDS</b>		
<b>Scenario</b>	<b>Current Patterns and No Action</b>	<b>Mixed-Use Centers and Corridors/ Central City</b>
<b>Scenario 1: K-6, 7-8, 9-12</b>	Rogers High School Renovation/Upgrade.* 10 existing elementary schools: renovate/replace with new construction. 4 existing middle schools: renovate/replace with new construction. Selected high schools: additions.* 3-5 new elementary schools: new construction/new sites.	Rogers High School: Renovation/Upgrade.* 10 existing elementary schools: renovate/replace with new construction. 4 existing middle schools: renovate/replace with new construction. Selected high schools: additions.* 4-7 new elementary schools: new construction/new sites.
<b>Estimated Total Cost</b>	<b>\$189-\$215 million</b>	<b>\$195-\$215 million</b>
<b>Scenario 1: K-5, 6-8, 9-12</b>	Rogers High School: Renovation/Upgrade.* 6 existing elementary schools: renovate/replace with new construction. Selected high schools: additions.* 2 new elementary schools: new construction/new sites 3 new middle schools: new construction/new sites	Rogers High School: Renovation/Upgrade.* 6 existing elementary schools: renovate/replace with new construction. Selected high schools: additions.* 4 new elementary schools: new construction/new sites 4 new middle schools: new construction/new sites
<b>Estimated Total</b>	<b>\$140 million</b>	<b>\$169 million</b>

**Middle Schools:** There is no anticipated need for additional middle schools over the next twenty years unless the district changes to a true middle school system. If middle schools continue to include only grades seven and eight, the district anticipates the renovation or replacement of four existing middle schools. However, if these schools were to include grade six as well as grades seven and eight, the district would need to construct two and possibly four more middle schools, depending on how and where future growth and development occur.

**High Schools:** Regardless of the trend in the city's growth and development patterns over the next twenty years, District 81 anticipates the renovation and upgrade of Rogers High School, possibly the renovation or replacement of one other high school, and additions to expand capacity at Ferris, North Central, Rogers, and Shadle Park High Schools.

## **Mitigation Measures**

Draft Comprehensive Plan policies promote compact development throughout the urban area. Such development would facilitate economical and efficient provision of transportation services to district schools. Phasing of growth (geographically or temporally) could further help to coordinate growth with existing or planned school capacity.

Plan policies encourage advance cooperative planning to identify sites for needed schools. The Centers and Corridors alternative encourages locating schools centrally within their service area or close to designated mixed-use centers. This would make walking to school more feasible and help reduce transportation impacts. Potential impacts on nearby schools, such as traffic and noise, would also be considered when making land use decisions.

Under the Growth Management Act, the district may impose impact fees on development activity in order to ensure adequate financing for facilities to serve new growth and development.

## **Unavoidable Adverse Impacts**

As new development occurs and the number of families with school-aged children increases, the demand for school services, and facilities will increase. Land developed or set aside for school facilities would be generally unavailable for other uses.

## **Solid Waste**

### **Impacts of the Alternatives**

The Spokane County Solid Waste Management Plan estimates that its service area will generate approximately 5.69 pounds of solid waste (excluding diverted ferrous material) per capita per day until 2020.<sup>4</sup> Based on this estimate, population growth will generate approximately 641 thousand tons of solid waste over the next twenty years. The City of Spokane estimates that this will require an average of 700 stops per truck per day for the next twenty years.

A review of the city's existing facilities indicates that its current capacity should be able to meet this increased demand. The City of Spokane's Waste-to-Energy Plant can process approximately 800 tons of solid waste per day, expandable to 1,200 tons per day, and the Northside Sanitary Landfill has a capacity of 500 tons per day. The Rabanco Regional Landfill has a total 100 year capacity of 5 million tons. The city also has two transfer stations and plans to build a maintenance facility by 2004.

The land use alternatives would not produce significantly different effects on solid waste generation, collection, or disposal.

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<sup>4</sup> The average solid waste disposal rate for 1992 to 1995 was 4.12 pounds per capita per day. For the purposes of this analysis, the more conservative estimate of 5.69 generated pounds per capita per day is used.

## **Mitigation Measures**

Draft Comprehensive Plan policies include measures to ensure adequate solid waste management services to meet the needs of future growth. This includes the adoption of level of service standards and the pursuit of all practical and equitable means to fund capital facilities. The city would promote compact development throughout the urban area to facilitate economical and efficient provision of solid waste management services. The city would promote efforts at waste reduction and recycling.

## **Unavoidable Adverse Impacts**

Increased quantities of solid wastes would be produced as a result of future development. Additional wastes will require increased handling capacity on the part of refuse collectors, as well as increased costs at the landfill. Additional landfill and incinerator capacity would be consumed.

## **Parks**

### **Impacts of the Alternatives**

Under any alternative, growth will generate additional demand for parks and recreation. This demand will require the acquisition, development, and maintenance of additional park land and facilities and provision of additional parks programs. Alternatives that focus growth in centers or downtown could generate greater demand and a more intensive use of existing parks in and near those development nodes. In contrast, more dispersed growth under the Current Patterns and No Action alternatives would require a more dispersed park system to serve the land use pattern.

The City of Spokane Department of Parks and Recreation currently has 1,164 acres of available park lands, excluding conservation areas, parkways and trails. The Draft Comprehensive Plan proposes a Level of Service (LOS) of 5.28 acres of parklands per 1,000 population; this would apply to any of the land use alternatives. The proposed LOS includes neighborhood parks, major parks and mini parks. Additional standards are established for conservation lands (6.81 acres/1,000), parkways (1.41 acres/1,000), and trails (.17 miles/1,000). The total LOS would be 13.50 acres per 1,000. For purposes of comparison, National Recreation and Parks Association (NRPA) standards range from 11.25 acres per 1,000 people to 20.5 acres per 1,000 people.

Based on the city's population forecast and using the 5.28 acres per 1,000 LOS to identify future needs, the city will need an estimated 363 additional acres of park land by 2020. Total park land needed to achieve its proposed LOS is estimated at 1,250 acres by 2005 and 1,527 acres by 2020. The draft Six-Year Capital Facilities Plan for parks indicates the city will need to fund acquisition of an additional 87 acres in 2005 to meet its proposed LOS.

The city's Six Year Plan includes \$1.6 million to correct this deficiency by 2005 with the acquisition of 87 additional acres, leaving a fiscal deficit of \$481,000. Based on land acquisition costs for the Six Year Plan, it is projected that it will take a total of \$28 million in order to reach the LOS of 1,527 acres by 2020.

## **Mitigation Measures**

Draft Comprehensive Plan policies include measures to ensure adequate park service to meet the needs of future growth. These policies include the adoption of level of service standards and the pursuit of all practical and equitable means to fund capital facilities. A phasing schedule for the provision of services within the Urban Growth Area would coincide with capital improvement programs and coordinate planned service levels with anticipated land use and development trends.

Under the Growth Management Act, the city may impose impact fees on development activity in order to ensure financing for adequate facilities is available to serve new growth and development.



### **Unavoidable Adverse Impacts**

Future population growth will place increased demands on existing parks and recreational facilities and will contribute to the demand for additional parks and recreational programs. Additional revenues for development improvements, and operation and maintenance would be needed. Future development within the city will result in a net loss of open space.

## 16.10 UTILITIES

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### Water Service

#### Impacts of the Alternatives

The Spokane Valley-Rathdrum Prairie Aquifer is the sole source of water supply for the City of Spokane and much of Spokane County's population. According to the Water Quality-Water Quantity Report (July 1996), current water demand from this aquifer is nearly half of the most conservative estimate of ground water availability in that system; installed pumping capacity exceeds the supply based on this estimate of safe yield. The safe yield is the amount of water that can be withdrawn without exceeding the inflow from recharge areas, precipitation, and infiltration. For the Spokane Valley-Rathdrum Prairie Aquifer, this safe yield range is a low of 442.8 MGD and a high of 823 MGD. The total pump capacity tapping into this aquifer is currently at 624.6 MGD. The Spokane Valley-Rathdrum Prairie Aquifer is not an unlimited supply. Although it may be able to meet the water demand needs for the next 20 years, beyond this period, it may be stressed if water conservation measures are not employed. Legal disputes concerning water rights may also affect the supplies of some purveyors.

Each of the land use alternatives would accommodate approximately the same increase in population over the next 20 years. The main variable between the alternatives for total water demand is the land use pattern and residential density. A more efficient use of available land will result in less water demand as the city population grows. Higher density residential areas and concentrated employment centers would use less water than a more dispersed, spread out pattern of development. This would also support a key goal of the GMA, which is to encourage development in urban areas where adequate public facilities and services exist or can be provided in an efficient manner, and can, thereby, reduce the inappropriate conversion of undeveloped land into sprawling low density development.

Single-family residential homes use about 800 gallons per day, while multifamily homes use approximately 400 gallons per day. This difference is partly attributed to a smaller household size for multifamily units compared to single-family units. Another factor contributing to a higher water demand for single-family homes is irrigation of yards. The expanded UGA proposed in all of the alternatives except No Action includes large areas for single-family residential development.

Employment centers that are developed at a higher urban intensity (multistory) would use less water per employee than lower intensity centers. The higher intensity employment centers typically have less landscaping and consume less water for processing/manufacturing activities than the lower intensity suburban type business and industrial parks. Therefore, concentrated employment centers for office, retail, and industrial uses would result in less water demand.

Spokane County has established Joint Planning Areas (JPAs) that are contiguous to the city limits. These areas are designated in order to promote orderly and coordinated planning and transition of services. Most of these JPAs are currently served by the city or within the city's future water service area. These JPAs are included within the city's proposed UGA for all alternatives. Development within the JPAs would continue to be served by the city for water regardless of which alternative is selected.

#### No Action Alternative

This alternative would present the least impact in terms of water demand and cost since the IUGA includes less area than the city's proposed UGA under any of the three growth alternatives. The area available for urban development is more concentrated, thus forcing higher density within the current city limits and the joint planning areas (JPAs). Typical residential density could be 6 dwelling units per gross acre and 8 to 15 du per net acre; net density could vary depending in the city's refined land quantity methodology. This alternative would likely result in higher multifamily units and smaller lot sizes for new single-family units.

Within the UGA, water demand could be less than the other alternatives since the same population would be accommodated in a more compact area at higher density. However, the city would still be providing water to the JPAs.

### **Current Patterns Alternative**

The Current Patterns alternative includes 14,852 more acres than the No Action alternative, and is 1,241 acres larger than the Mixed-Use Centers and Corridors and Central City alternatives. This alternative includes the South Five-Mile area. New growth areas include 8,110 acres for residential development, and 5,227 acres for industrial use, with the balance of the new area in open space. Typical gross residential density (before accounting for land quantity deductions) would be 4 units per acre for single-family units and 12 units per acre for multifamily units. New housing would consist of approximately 75 percent single-family and 25 percent multifamily. With population growth being the same for all alternatives, the more dispersed and less intense pattern of development would result in a higher demand for water on a per unit basis.

The short-term costs to maintain levels of service are similar to the other alternatives, but the long-term costs (2006-2020) are approximately \$14 to \$16 million more than Central City and Mixed-Use Centers and Corridors, respectively. The long-term costs to maintain the level of service for this alternative are projected to be \$81.4 million.

The proposed UGA extends into areas north of the city limits that are currently served by other water districts. Whitworth Water District serves portions of Linwood, Fairwood/Farwell, and all of Gleneden. Spokane County Water District # 3 serves portions of Linwood and Fairwood/Farwell, and North Spokane Irrigation District #8 serves Morgan Acres. The Kaiser area does not have an assigned water purveyor and is not within a future water service area. The city will need to coordinate with and enter into interlocal agreements with the affected Water Districts. The South Five-Mile area and most other areas proposed in this alternative's UGA are within the city's future water service area.

### **Mixed-Use Centers and Corridors Alternative**

The Mixed-Use Centers and Corridors Alternative includes the same proposed UGA as Current Patterns except that it does not include the South Five-Mile Area (1,241 acres). A portion of the future growth would be focused in various mixed-use centers and along transportation corridors. Gross residential density for new housing would be 4.2 units per acre for single-family and 12 units per acre for multifamily. However, densities may be higher in the mixed-use centers and corridor areas. (In general, net densities would be higher to reflect the results of the city's land quantity methodology). Approximately 59 percent of the new housing would be single-family and 41 percent would be multifamily. This alternative would be more efficient assuming that multifamily development occurs at the projected rate. This alternative still provides a very large area for single-family residential growth in the urban growth areas that could demand more water if developed at lower density than planned.

The short-term costs to maintain level of service are similar to the other alternatives. The long-term costs (2006 to 2020) are \$65.2 million, comparable to the Central City Alternative costs of \$67.4 million.

The proposed UGA extends into areas north of the city limits that are currently served by other water districts. Whitworth Water District serves portions of Linwood, Fairwood/Farwell, and all of Gleneden. Spokane County Water District # 3 serve portions of Linwood and Fairwood/Farwell, and North Spokane Irrigation District #8 serves Morgan Acres. The Kaiser area does not have an assigned water purveyor and is not within a future water service area. The city will need to coordinate with, and enter into interlocal agreements with the affected water districts.

## Central City Alternative

The Central City Alternative includes the same proposed UGA as the Mixed-Use Centers and Corridors alternative. The proposed UGA extends into areas north of the city limits that are currently served by other water districts the same as the Current Patterns and Centers and Corridors alternatives. Whitworth Water District serves portions of Linwood, Fairwood/Farwell, and all of Gleneden. Spokane County Water District # 3 serve portions of Linwood, and Fairwood/Farwell, and North Spokane Irrigation District #8 serves Morgan Acres. The Kaiser area does not have an assigned water purveyor and is not within a future water service area. The city will need to coordinate with and enter into interlocal agreements with the affected Water Districts.

Gross residential density and housing mix would be similar to the Centers and Corridors Alternative. Approximately 64 percent of the new housing would be single-family and 36 percent would be multifamily. The main difference would be the focus of more intense redevelopment and development in and near the downtown area. This would result in more compact, higher density mixed-use development in the central city area while still providing large areas for single-family residential growth in the urban growth area. Similar to Mixed-Use Centers and Corridors, this alternative has a large area for single-family residential growth that could result in lower density than planned and more water demand, unless minimum lot sizes are implemented as proposed in the Draft Plan.

Residential water use within the City of Spokane currently accounts for about two thirds of the total water consumed while non-residential customers account for about one-third. The following table illustrates the approximate difference in water demand for residential growth for each alternative. Estimated water demand is based on 800 gallons per household per day for single-family households and 400 gallons per household per day for multifamily households. This table does not include future commercial or industrial development. Demand for the No Action alternative has not been modeled at this time but would likely be lower than the other alternatives.

TABLE 11 ESTIMATED 2020 NEW RESIDENTIAL WATER DEMAND FOR EACH ALTERNATIVE			
New Residential Units 2020	Current Patterns Alternative	Centers and Corridors Alternative	Central City Alternative
Single-Family Units	28,551	21,549	22,613
Water Demand (gpd)*	22,840,800	17,239,200	18,090,400
Multifamily Units	9,539	14,942	12,484
Water Demand (gpd)*	3,815,600	5,967,800	4,993,600
Total Water Demand (gpd)	26,656,400	23,216,000	23,084,000

\*Estimated water demand is based on 800 gallons per household per day for single-family units and 400 gallons per household per day for multifamily units.

Source: City of Spokane, 2000; Ramm Associates, 2000.

Additional water demand will result from growth of commercial and industrial land use. These uses are somewhat difficult to project but have historically accounted for about one-third of the total water demand. All alternatives except No Action include 5,227 acres of additional industrial land. These industrial areas include the Kaiser Mead area and Park West (west of the Spokane International Airport) within the proposed UGA.

## Mitigation Measures

The Countywide Planning Policies require capital facilities and utilities to address the siting of public capital facilities, coordination of joint planning areas, promotion of contiguous and orderly development,

and provision of urban services. Goals consistent with the CWWPs have been incorporated into the Draft Comprehensive Plan and seek to coordinate water system planning to promote efficient service, protect natural resources, conserve water, and ensure orderly and efficient development. Adherence to these goals and policies will help mitigate the impact of increased water demand as the community grows.

To ensure an orderly transition of service, the city and Spokane County will need to establish interlocal agreements in the joint planning areas to establish how and when to finance improvements, to support adopted level of service, and planned land use. The city will also need to establish interlocal agreements with several water districts that currently provide water service to areas included in the proposed UGA boundary.

Compact development and infill development would be promoted in order to utilize the capacity of existing facilities fully. The cost and resources used by consuming more land to extend new water systems into undeveloped areas would be weighed against goals and policies for the preservation of neighborhood character and protection of the aquifer resource and environmental quality. The plan and implementing regulations would establish minimum density and lot sizes for the single-family residential areas to ensure efficiency and reduce lawn size.

### **Unavoidable Adverse Impacts**

The demand for water resources and improvement to delivery systems will increase under all of the above alternatives. Increased water demand is unavoidable, but the impact can be lessened with proper planning and coordination for more efficient land use patterns.

## **Sanitary Sewer**

### **Impacts of the Alternatives**

Each of the land use alternatives would accommodate the same increase in population and employment. All of the alternatives would present a comparable impact on the amount of wastewater generated from new residential and other types of development. In some areas of the proposed UGA, an exchange would occur, in effect, between the city and county for existing and projected wastewater flow. Based on 100 gpd per capita, the total population allocation for the city would generate about 6.9 MGD of wastewater. Additional industrial areas could generate another 1 MGD of wastewater.

Since population density does not result in a significant difference in the amount of wastewater generated, the main variable for the alternatives would be associated with the extent of collection and conveyance system necessary to serve growth associated with each alternative. All alternatives would require construction of additional sewer collection systems and the cost to provide this will be relative to the intensity and density of development that occurs.

The City of Spokane's Advanced Wastewater Treatment Plant (SAWTP) provides treatment for the city, Airway Heights, Fairchild Air Force Base, and much of the metropolitan area of Spokane County. The capacity of the Waste Water Treatment Plant is currently 44 million gallons per day (MGD). The GMA 2020 growth projections and resulting additional capacity needs for the city and county well exceed the design capacity of 44 MGD. The SAWTP will require significant and expensive upgrading or an additional treatment plant will need to be built to provide additional capacity. The city's total allocation for wastewater is 34 MGD; it is currently using about 27 MGD and only about 7 MGD remains for continuing the Septic Tank Elimination Program and the Combined Sewer Overflow Reduction Program and for accommodating future growth. Spokane County is currently using about 5.3 MGD and has about 4.7 MGD of capacity remaining from their contracted 10 MGD to utilize for Septic Tank Elimination/Aquifer Protection and future growth. The county has estimated its wastewater flow to reach 10 MGD by the year 2007 and a total of 14.5 MGD by the year 2020.

Spokane County's adopted Interim Urban Growth Area includes Joint Planning Areas that are contiguous to the city limits. These areas are designated in order to promote orderly and coordinated planning and transition of services. Most of these JPAs are currently served by the city or within the city's future sewer service area. These JPAs are included within the city's proposed UGA for all alternatives. Development within the JPAs would continue to be served by the city's SAWTP for sewer regardless of which alternative is selected.

The city's proposed UGA for all alternatives except No Action, includes areas that are served or planned for service by Spokane County. The county's Comprehensive Wastewater Management Plan shows planned sewers within the 6 and 15-year programs to include most of the Linwood, Fairwood/Farwell, and Gleneden areas. The Morgan Acres area is identified for a 20-year program and the Kaiser/northeast area is not currently served or within the county's planning program.

### **No Action Alternative**

With waste/water generation being close to the same under each alternative, this alternative would present the least impact in terms of cost to provide infrastructure since the IUGA includes less area than the proposed UGAs for the other alternatives. The IUGA is approximately 13,611 acres smaller than the proposed UGA for the Mixed-Use Centers and Corridors and Central City alternatives and approximately 14,852 acres smaller than the proposed UGA for Current Patterns. The area available for urban development is more concentrated, thus forcing higher density within the current city limits and the joint planning areas (JPAs). This alternative would likely result in more multifamily units and a more compact smaller lot size for new single-family units. However, the city would still be providing sewer to the JPAs in the south, east, and west areas adjacent to the city. The total area available for residential growth within the city and the JPAs is 6,310 acres, which is much less than the other alternatives and, therefore, would require less infrastructure to serve future growth.

### **Current Patterns Alternative**

The Current Patterns proposed UGA is the largest of the alternatives, with 65,749 acres. New growth areas in the proposed UGA include 8,110 acres for residential use and 5,227 acres for industrial development. The South Five-Mile area is included in this UGA. Typical residential density would be slightly lower than the other alternatives. With population growth being the same for all alternatives, the more dispersed and less intense pattern of development would result in a higher cost for sewer infrastructure. The total estimated cost is \$302.1 million for improvements to accommodate the future growth under this alternative, not including upgrades to the regional wastewater treatment plant. Total estimated wastewater flow from new growth and areas included in the proposed UGA would be approximately 7.48 MGD. Of that total, approximately 4.13 MGD of wastewater from existing areas north of Spokane are provided sewer by the county and are included in the proposed UGA. These areas and the 4.13 MGD of wastewater would be transferred to the city and deducted from the county's total allocation of capacity. Commercial and industrial growth would generate an additional 1 MGD.

### **Mixed-Use Centers and Corridors Alternative**

This alternative would be more efficient assuming that multifamily development occurs at the projected rate. This alternative still provides a large area for single-family residential growth in the urban growth areas that could demand more sewer infrastructure if it is developed at a lower density than what is planned. The proposed UGA extends into areas north of the city limits that are currently served by Spokane County for sewer.

The total estimated cost is \$277.4 million for improvements to accommodate the growth under this alternative, not including upgrades to the regional wastewater treatment plant. Total estimated wastewater flow from new growth and areas included in the proposed UGA would be approximately 7 MGD. Of that total, approximately 4.13 MGD of wastewater from existing areas

north of Spokane are provided sewer by the county and are included in the proposed UGA. These areas and the 4.13 MGD of wastewater would be transferred to the city and deducted from the county's total allocation of capacity. Commercial and industrial growth would generate an additional 1 MGD.

### **Central City Alternative**

The Central City Alternative includes the same proposed UGA as the Centers and Corridors Alternative. The proposed UGA extends into areas north of the city limits that are currently served by Spokane County for sewer, the same as the Current Patterns and Centers and Corridors alternatives. The total estimated cost and wastewater generation from growth with this alternative would be almost the same as the Centers and Corridors Alternative.

### **Mitigation Measures**

Draft Comprehensive Plan policies are intended to ensure that the city provides adequate utility service in compliance with the GMA and CWPPs. This includes defining a level of service for sewer service and providing adequate levels of funding, providing services concurrent with new development, and phasing services (geographically or temporally) based on availability of services. The city will also assess impact fees to help share the costs of new public facilities. Funding shortfalls would trigger a reassessment of the Comprehensive Plan's land use element and adopted levels of service.

The city would continue an aggressive program of combined sewer overflow (CSO) to separate storm and sanitary sewer to reduce flows and allow increased treatment plant capacity.

The city and county should coordinate within the JPAs to reduce groundwater inflow and infiltration into damaged pipes to reduce flows and allow for increased treatment plant capacity.

Protection of the Spokane Valley-Rathdrum Prairie Aquifer by the elimination of septic tanks and sewage lagoons should continue to be given the highest priority for existing sewage treatment plant capacity and expenditure of funding for sewer system improvements.

Long-term coordination (beyond the Six-Year Capital Improvement Plan) for regional sewage treatment facilities should begin immediately to ensure that future demand for wastewater treatment can be met and is consistent with planned development.

Sewer service would be phased to first accommodate infill and compact and concentrated development. Sewer service would be prohibited outside the UGA.

Interlocal agreements for joint planning areas and other areas included within the proposed UGA should be developed to address future infrastructure needs, level of service, and the transition of services.

The Countywide Planning Policies require capital facilities and utilities to address the siting of public capital facilities, coordination of joint planning areas, promotion of contiguous and orderly development and provision of urban services. These goals, which seek to coordinate water system planning to promote efficient service, protect natural resources, and ensure orderly and efficient development have been incorporated into the Draft Comprehensive Plan and will help mitigate the impact of increased water demand as the community grows.

### **Unavoidable Adverse Impacts**

Population and employment growth anticipated for each of the alternatives will increase demands placed on the regional wastewater collection and treatment facilities.

FISCAL ANALYSIS  
FOR THE  
DRAFT COMPREHENSIVE PLAN

CITY OF SPOKANE, WASHINGTON  
PLANNING SERVICES DEPARTMENT

AUGUST 2000



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## **Attachments**

- Appendix A. Detailed Description of Fiscal Analysis Model
- Appendix B. Data Tables and Spreadsheets for Fiscal Analysis Model

# 1. INTRODUCTION AND SUMMARY

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## Summary

Fiscal impact analysis is a planning tool that can help estimate the incremental public expenditures and revenues resulting to a city from future growth. Expenditures refer to the public costs of operating and maintaining city services and facilities, such as police and fire service, parks, road maintenance, and general governmental services (e.g., planning, finance), required to support planned growth. Revenues include funds that accrue primarily to the city's general fund from taxes (e.g., property taxes, sales taxes, business licenses, utility taxes), fees/permits, and intergovernmental revenues generated by growth. The balance between costs or expenditures and revenues indicates whether a certain type, amount, or mix of development will be more likely to generate a fiscal surplus or deficit to the city. The focus is on identifying the relative differences among alternatives, not the exact costs or revenues from any individual alternative. This information can be used, along with information about environmental and social impacts, to help identify trade-offs and assist in the choice of a preferred course of action.

Fiscal analysis is usually based on information drawn from a city's annual budget, historical patterns of costs and revenues, and plans or estimates of future conditions. Different methods and assumptions can be used to project these costs/expenditures and revenues into the future. In some cases, the analysis relies on average costs per person to estimate future municipal costs. This approach provides a reasonable estimate, but it may not reflect efficiencies that come from serving a larger population. Efficiencies may also come from large investments in capital facilities that may be triggered by an increment of population. In other situations, fiscal analysis employs case studies of different types of development or infrastructure to identify costs. In general, choices of assumptions used in the analysis are conservative.

The fiscal analysis for the Draft Comprehensive Plan is based on the different types, amounts, and patterns of future development included in three draft land use alternatives: Current Patterns, Centers and Corridors, and Central City. It provides a limited test or "snapshot" of the relative costs and revenues that could result from implementation of the Comprehensive Plan over a 20-year period. The fiscal analysis only examines public costs and revenues accruing to the City of Spokane; private costs and fiscal effects to other jurisdictions are not evaluated.

The Current Patterns Alternative (Alternative 1) produced a net fiscal deficit (annual revenues less than annual expenditures.). This was the result when all three types of planning areas were combined-the existing city plan sub-areas, the joint planning areas, and the designated areas for addition to the IUGA. The Centers and Corridors and Central City Alternatives both produced small annual net fiscal surpluses. The alternative that emphasized a pattern of future growth concentrated in the central city (Alternative 3) produced a slightly larger net fiscal surplus. The "one time during construction" revenues to the city were roughly the same amount for each alternative spread over the twenty-year planning horizon.

When the existing planning sub-areas in the city and the joint planning areas (JPA) were combined, the Central City Alternative (Alternative 3) produced a net fiscal surplus, as did the Centers and Corridors Alternative (Alternative 2), the latter surplus was smaller. The Current Patterns Alternative (Alternative 1) produced a net fiscal deficit. The areas that are proposed as additions to the IUGA, taken as a group, produced a net fiscal surplus with the Centers and Corridors Alternative and net fiscal deficits with the two other alternatives. These results are sensitive to changes in the underlying assumptions for the three alternatives but the results would most likely not change unless the relative magnitudes of incremental growth for the alternatives changed relative to each other.

These conclusions are preliminary and will be refined as the city continues to refine its Comprehensive Plan.

## Purpose of Analysis

The fiscal analysis of the three land use alternatives being considered in the Draft Comprehensive Plan is an “experiment” that analyzes which of the three alternatives will most likely provide better fiscal performance for the City of Spokane. The fiscal comparison uses many simplifying assumptions to focus on the three land use alternatives being considered. It is possible that the three projections of different patterns of residential and non-residential growth will have different impacts on the city’s general fund. The locations, amounts, and types of housing units and levels and patterns of economic activity associated with an alternative can influence both taxes and other revenue sources, as well as the level and patterns of expenditures for city services.

This report’s measure of the potential differential impact of the city’s growth is the net fiscal return that will result with each alternative. Net fiscal return is a comparison of the estimates of tax and other revenues generated and the levels of city general fund expenditures. The city’s general fund is the focus of the fiscal analysis. A financial model is used to estimate potential costs and revenues. Most capital costs are excluded (See Draft Comprehensive Plan/EIS, Volume 2, Capital Facilities and Utilities). Cost and revenue impacts to other governmental entities (e.g. county, schools, and special purpose districts) are not part of the analysis. The model is a set of assumptions, data, and relationships that were formulated specifically for this analysis for the City of Spokane.

These estimates of the financial future are based on many assumptions, especially those related to the amount and location of future growth. Other assumptions relate to translating the Comprehensive Plan’s alternative patterns of growth into economic and real estate values, which drive many taxes. State laws, local policies, and regulations also influence revenue estimates. City budget policies will affect general fund expenditures and influence the fiscal balance. The fiscal analysis is sensitive to these and similar assumptions and influences. The current and existing city budgets and input from city departments were used to estimate projected expenditures.

The primary objective of the analysis is to provide a fiscal comparison of the alternatives.

The information from the fiscal analysis is useful for other reasons including:

- ◆ Fiscal surpluses make it easier to fund capital facilities in the city and
- ◆ may reduce the need to borrow for capital facilities.
- ◆ Different mixes or patterns of residential and/or commercial/industrial land use may provide different net fiscal returns to the city.
- ◆ Different densities of development may have different fiscal implications.
- ◆ Current levels of services could be revisited to affect the fiscal surplus/deficit.

A key use of the fiscal analysis is to assist the community in making informed decisions about the alternatives that are being considered in the City of Spokane’s Draft Comprehensive Plan. Along with information from the environmental impact analysis, the fiscal performance of each alternative can help the City of Spokane choose how to grow in the future.

The fiscal analysis of the City of Spokane’s Draft Comprehensive Plan is presented in three sections. The first section is an introduction and summary of results. The second section describes the methods and assumptions used in the fiscal analysis in detail. This second section along with the first introduction and summary section will be of interest to those who are as concerned with how the analysis was done as much as the results. The third section, which is intended to be an appendix, is composed of two parts: a detailed line-by-line description of the fiscal analysis model and the tables that show the detailed numerical results and intermediate steps.

## **Interpretation and Use of Results**

The fiscal analysis is based on local and generally accepted economic and real estate value assumptions. These assumptions are a way to simplify a complex reality that includes a local web of real estate and economic activity, a large number of persons/household behaviors, a background of national and regional economic trends, a past history of public-private actions, and a myriad of state, federal, and local regulations and laws.

The time horizon for the Comprehensive Plan and, therefore, the fiscal analysis is twenty years. Much will change over twenty years. The current city budget, which is the source for many of the assumptions in the fiscal analysis, is itself the product of many assumptions and policy decisions limited by state laws, policies, and administrative directives. Over time many of these parameters may change. Some city departments also provided input related to patterns and levels of city services. The reality of the various economic, real estate, and other assumptions will also change over time.

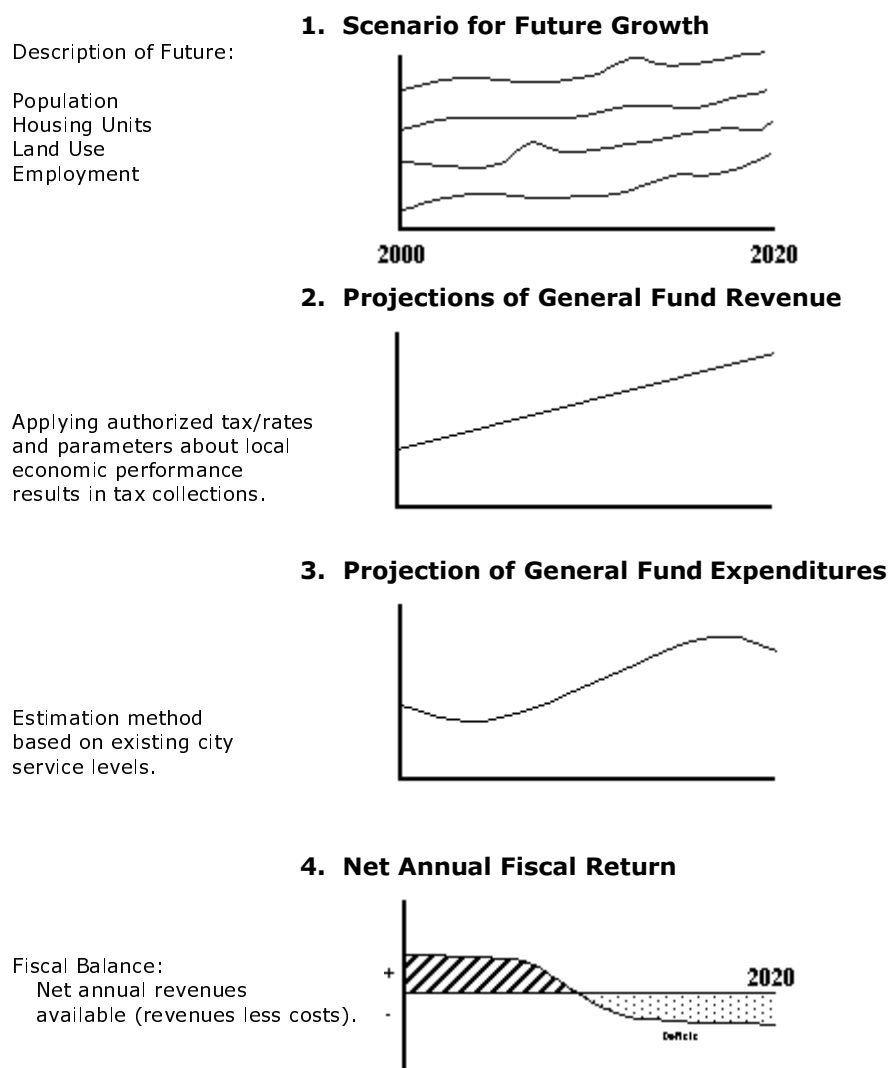
In the face of these many variables and the time period of the analysis, the most useful interpretation of the fiscal analysis results serves as a test than can add information for the community's choice of a land use alternative. There is no specific proposal for annexation or change of city policy being considered at this time with this fiscal analysis. The details or general financial policies of the city and its budget are not being evaluated or tested. The current budgetary and revenue policies of the city are assumed to carry forward over the timeframe of this fiscal analysis.

The results should not be considered as predictions of specific amounts or budget projections. This fiscal analysis does not provide a specific estimate for budget planning. The results are "order of magnitude" estimates given the many assumptions about complex trends and conditions at a distant point in time. It is not appropriate to use the analysis to make inferences about city policies other than the Comprehensive Plan alternatives, such as specific annexations or other specific revenue, budget, or borrowing decisions. Application of the results to policy discussions other than the choice of an alternative land use pattern to guide future city planning would be severely limited and not appropriate.

The fiscal analysis methodology is incremental. It does not take into account the budget/revenues associated with the amount and pattern of development that already exists in the city. Some indirect local municipal service costs/expenditures may not change with more growth. It does not estimate the current tax base and revenue that would be associated with lands that could be annexed to the city in the Joint Planning Area and other areas that may be designated as future additions to the city. The fiscal analysis is general and not specific for each sub-area. Many simplifications were made so that the focus would remain on the Comprehensive Plan alternatives being considered. For example, the fiscal analysis uses an average price of a single-family home to estimate certain taxes. The average single-family home price in any given sub-area could vary considerably. The fiscal analysis of the plan alternatives is very limited for making specific annexation decisions.

TABLE 1 SUMMARY OF THE CITY OF SPOKANE'S COMPREHENSIVE PLAN ALTERNATIVES*			
	Current Patterns	Centers and Corridors	Central City
Population	85,191	75,062	73,760
Employment**	23,522	23,546	23,546
Single-Family Residential Units	28,334	21,378	22,433
Multifamily Residential Units	9,098	14,011	12,049
Hotel Rooms	1,253	1,253	1,253
Commercial/Industrial Square Feet (1,000s)	12,720	12,725	12,725
<p>*These amounts are increments of new growth for 2000-2020.</p> <p>**Includes private employment in hotel, office, industrial, and retail space only. Employment in medical, school, agricultural, mining, and forestry activities are not included.</p> <p>Source: Dwelling units and employment from City Planning staff: single-family is 2.5 persons per unit, downtown multifamily is 1.2 persons per unit, and other multifamily is 1.6 persons per unit.</p>			

**Figure 1 Fiscal Analysis Model**



The estimation<sup>1</sup> of a fiscal surplus (or deficit) is not an assurance that one or the other will actually occur. What the fiscal model tests is the likelihood that one alternative will have a better or worse fiscal performance. The model's results are very sensitive to the assumptions. Over time, the actual values of real estate and economic activity could produce results at variance with the estimates. The market forces for a community ultimately and profoundly influence the amount and patterns of revenues. In addition, the decisions of the legislature (and occasionally the courts) also influence the revenue and/or expenditure side of the general fund's performance. The city has the most control over the expenditure side of the general fund through its budget process. The political climate that translates community needs into public costs is a complex and changing process.

## **Land Use Alternatives**

Table 1 summarizes the principal quantitative assumptions in the city's projections for the Draft Comprehensive Plan alternatives. The population growth for the alternatives varies based on the amount and mix of housing units. Employment growth, representing future economic activity in the community, is projected. Alternatives range within 1 percent of the high and low. The primary difference among alternative scenarios is the split between types of residential units. The Current Patterns Alternative envisions approximately 25 percent multifamily units. The Centers and Corridors Alternative plans approximately 40 percent multifamily units, while the Central City Alternative includes 35 percent multifamily units.

The population assumptions used in the fiscal analysis are somewhat different from those used in the Draft Comprehensive Plan and Draft Environmental Impact Statement. The city is continuing to refine its projections as the Comprehensive Plan evolves. Despite these discrepancies, the analysis presents a useful comparison of order of magnitude differences in costs and revenues. An updated set of numbers will be used to evaluate a preferred alternative in the Final EIS. Changes in the magnitude, location, and/or relative patterns of projected future growth could influence the results of the fiscal returns analysis and could change the fiscal performance among alternatives could change.

## **Fiscal Analysis Model**

The fiscal analysis model is an adaptation of many financial models used in public and private sector decision-making situations. The model is composed of four sectors, which are represented graphically in Figure 1, "Fiscal Analysis Model."

### **1. Scenario for Future Growth**

The projected alternative land use scenarios are described as in Table ,1 "Summary of the City of Spokane's Comprehensive Plan Alternatives." This part of the model also includes a set of economic and real estate assumptions. The model includes future growth assumptions for the three categories of sub-areas that the city's draft plan contemplates: the existing city, unincorporated joint planning areas designated by Spokane County in the Interim Urban Growth Area (IUGA), and areas that are proposed to be added to the city's urban growth area.

Changes in these factors will result in different net fiscal returns to the city (provided in the fourth part of the model).

### **2. Projections of General Fund Revenue**

The model estimates revenues that would be associated with each alternative in two ways: tax and other revenues that only accrue once during the construction phase of new development and tax and other revenues that would occur annually in some stabilized or "typical" year after the

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<sup>1</sup> A city in Washington State is not allowed to run a deficit. In reality, taxes would be raised or expenditure levels lowered.

comprehensive plan's growth scenarios have occurred. Growth is assumed to occur evenly over the 20-year period. The timing of annexing additional areas into the city would affect the net fiscal returns.

Many of the "assumptions" in the revenue analysis are fiscal rules that cities in this state are required to use. Tax rates and tax bases, as well as the methods for collection, are a product of statutory and constitutional mandate. Cities do have some choice of fiscal instruments (primarily, the type of taxes, some tax rate levels, and other revenue sources). Spokane's choices are as reflected in its 2000 budget. The tax rates and revenue devices currently in use are assumed.

<b>TABLE 2. REVENUES AND EXPENDITURES (ONE-TIME) DURING CONSTRUCTION PERIOD (1999-2019) (\$1,000S)</b>			
	<b>Current Patterns</b>	<b>Centers and Corridors</b>	<b>Central City</b>
<b>Revenues</b>			
Sales Taxes	\$23,303	\$21,038	\$21,076
Development Fees	\$36,353	\$39,495	\$38,336
<b>Total Revenues</b>	<b>\$59,656</b>	<b>\$60,533</b>	<b>\$59,412</b>
<b>Real Estate Excise Tax Fund</b>	\$11,175	\$9,735	\$9,777
*Real Estate Tax Revenue goes directly into the Real Estate Excise Tax Fund where it is used for capital expenditures.			

### 3. Projection of General Fund Expenditures

New households and businesses generate the need for the city government to provide public services. This section of the fiscal model estimates expenditures needed to provide these services. The fiscal analysis focuses on the general fund budget only. Assumptions are based on information obtained from city departments as well as current city budget and financial policies. The Capital Facilities and Utilities elements of the DEIS (Draft Environmental Impact Statement) provide a more detailed discussion of how the city intends to meet the projected needs of its citizens for the next twenty years. A continuation of current levels of city services is assumed. Some service levels may actually vary among the three alternatives based on information from departments and that information is contained in relevant sections of the DEIS.

### 4. Net Annual Fiscal Return

The fourth part of the model calculates the results. The sum of all revenue estimates and expenditures/costs of service estimates are combined to generate a net fiscal return to the city's general fund for each of the three alternatives. The results also include revenues to the city from new construction (occurring only once), some special funds that are of interest, and increased debt capacity. A result of more revenues exceeding costs/expenditures indicates that the alternative is likely to produce a fiscal surplus. An excess of public service expenditures over revenues would signal a potential deficit.



<b>TABLE 3 ANNUAL REVENUES AND EXPENDITURES AT 2020 * (\$1,000S)</b>			
	<b>Current Patterns</b>	<b>Centers and Corridors</b>	<b>Central City</b>
<b>Revenues</b>			
Sales Taxes	\$8,564	\$8,547	\$8,547
Property Taxes	\$15,976	\$13,916	\$13,976
Utility Taxes	\$13,130	\$12,121	\$12,021
Intergovernmental Revenue	\$1,447	\$1,276	\$1,251
Park User Fee	\$1,022	\$901	\$885
Admissions Tax Revenue	\$426	\$375	\$369
Business Tax and Licenses	\$729	\$729	\$729
Miscellaneous Revenue	\$14,041	\$12,874	\$12,843
<b>Total</b>	<b>\$55,335</b>	<b>\$50,739</b>	<b>\$50,615</b>
<b>Expenditures</b>			
Police Services	\$15,586	\$11,200	\$10,192
Criminal Justice	\$2,647	\$1,904	\$1,733
Fire Suppression and EMS	\$12,452	\$10,799	\$11,210
Park and Recreation Fund	\$4,482	\$4,110	\$4,099
Library Fund	\$3,874	\$3,552	\$3,543
Street Fund	\$3,874	\$3,552	\$3,543
General Government Expenditures	\$17,885	\$14,514	\$14,488
<b>Total</b>	<b>\$60,780</b>	<b>\$49,630</b>	<b>\$48,809</b>
<b>Revenues</b>	<b>\$55,335</b>	<b>\$50,739</b>	<b>\$50,621</b>
<b>Expenditures</b>	<b>\$60,780</b>	<b>\$49,630</b>	<b>\$48,809</b>
<b>Surplus/(Deficit)</b>	<b>\$(5,444)</b>	<b>\$1,110</b>	<b>\$1,806</b>
<b>Special Funds</b>			
Hotel/Motel Fund	\$595	\$595	\$595
Parks and Recreation Fund**	\$5,505	\$5,011	\$4,985
Street Fund***	\$8,406	\$7,707	\$7,688
<b>Increase in Debt Capacity</b>	<b>\$100,582</b>	<b>\$87,614</b>	<b>\$87,997</b>
<p>*This is the amount that would accrue to the city's General Fund and select special funds during a typical stabilized year after the growth forecast in the Comprehensive Plan has occurred.</p> <p>**The Parks and Recreation Fund is primarily composed of the General Fund contribution and user fees. The estimated total for the Parks and Recreation Fund under each alternative is the sum of the anticipated user fees and General Fund contribution for that alternative.</p> <p>***The Street Fund is composed of the General Fund contribution and miscellaneous revenues, such as excise taxes, penalties/interest, and service charges. These miscellaneous revenues are equal to approximately 1.17 percent of the value of the General Fund contribution. The estimated total for the Street Fund is the sum of the General Fund contribution and the estimate for miscellaneous revenues.</p>			

<b>TABLE 4 SUMMARY OF NET FISCAL RETURNS BY AREA AND ALTERNATIVE (\$1,000)</b>						
	<b>Cumulative (One-Time) During Construction Period</b>			<b>Stabilized Year (Annual) * at Buildout</b>		
	<b>Current Patterns</b>	<b>Centers and Corridors</b>	<b>Central City</b>	<b>Current Patterns</b>	<b>Centers and Corridors</b>	<b>Central City</b>
<b>Revenue</b>						
City of Spokane	\$34,636	\$43,079	\$40,743	\$34,481	\$35,715	\$35,571
Joint Planning Areas	\$14,711	\$10,757	\$10,751	\$11,546	\$8,632	\$8,632
Proposed Additions to the IUGA	\$10,309	\$6,697	\$7,918	\$9,310	\$6,393	\$6,412
<b>Total Revenue</b>	<b>\$59,656</b>	<b>\$60,533</b>	<b>\$59,412</b>	<b>\$55,337</b>	<b>\$50,740</b>	<b>\$50,615</b>
<b>Expenditures</b>						
City of Spokane	N/A	N/A	N/A	\$39,645	\$35,814	\$33,292
Joint Planning Areas	N/A	N/A	N/A	\$11,728	\$7,771	\$7,955
Proposed Additions to the IUGA	N/A	N/A	N/A	\$9,407	\$6,045	\$7,561
<b>Total Expenditures</b>	<b>N/A</b>	<b>N/A</b>	<b>N/A</b>	<b>\$60,780</b>	<b>\$49,630</b>	<b>\$48,809</b>
<b>Revenue</b>	<b>\$59,656</b>	<b>\$60,533</b>	<b>\$59,412</b>	<b>\$55,337</b>	<b>\$50,740</b>	<b>\$50,615</b>
<b>Expenditures</b>	<b>N/A</b>	<b>N/A</b>	<b>N/A</b>	<b>\$60,780</b>	<b>\$49,630</b>	<b>\$48,809</b>
<b>Surplus/(Deficit)</b>	<b>\$59,656</b>	<b>\$60,533</b>	<b>\$59,412</b>	<b>(\$5,433)</b>	<b>\$1,110</b>	<b>\$1,806</b>
*This is the amount that would accrue to the city's General Fund and select special funds during a typical stabilized year after the growth forecast in the Comprehensive Plan has occurred. Shaded cells in table indicate revenues in excess of expenditures (costs) for area, i.e. a net fiscal deficit.						

The fiscal analysis simplifies the role of time in the comparison of the three planning alternatives. The unfolding of the planning assumptions for land use for each alternative could be very different. In order to focus on a comparison of the ability of each scenario to produce a net fiscal surplus (or deficit), it was assumed that growth would occur evenly over the 20-year planning horizon. The alternatives that are more different from the local trends of the recent past may take longer to evolve (i.e., more growth could occur later during the next twenty years). A typical pattern for communities over a long period of time, such as twenty years, is that slow growth occurs initially followed by accelerated growth, then a gradually decelerating growth pattern. Obviously patterns will vary among communities and within the same community over time. [Two other sets of significant influence affect the patterns of each community: available market opportunities and the community's own economic development policies.]

The alternative planning scenarios for the Draft Spokane Comprehensive Plan, as described by the 20-year land use assumptions, are not dramatically different. It is not surprising that the fiscal comparison is also not dramatically different. It is conceivable that as time passes the fiscal differences would diverge from each other much more. In the time period 2021 to 2040, the small differences could become much more pronounced. Fiscal performance differences reflected in these results could diverge or be exaggerated.

## Fiscal Model Results

The results of the fiscal analysis are summarized in Tables 2 “Revenues and Expenditures (One-Time) During Construction Period (1999-2019) (1000s),” Table 3 “Annual Revenues and Expenditures at 2020,” and Table 4 “Summary of Net Fiscal Returns By Area And Alternative.” These tables report the results of the financial model that was used to compare the fiscal productivity of the proposed alternatives. The model is a complex set of relationships that incorporates many assumptions about future community, growth, economic activity, and the requirements by state and local laws, regulations, and policies.

The results of the fiscal analysis are reported for two time periods. The first time period contains the revenue from activities that are taxed or that generate revenues from taxes and development fees during the construction process. These are referred to as “one time revenues.” The second time dimension for the fiscal results is for a typical “stabilized year,” which is any typical year after all of the new incremental growth has occurred. These “stabilized year” estimates are the typical annual flows of net revenue that would accrue each year. The typical “stabilized year” occurs after the Comprehensive Plan has been implemented and planning targets are achieved.

In general, the results show only incremental differences between the alternatives. This is due to the similarities in assumptions regarding population growth, housing units, and employment. The model is less sensitive to distinctions that are based on differences in the land use pattern. The reader should focus on the relative relationship between revenues and costs, not the specific amounts as noted in the report. There are some differences between the population, housing, and employment assumptions used in the fiscal analysis and those used in the Draft Comprehensive Plan/EIS. These do not change the overall relationship between the alternatives, however.

Table 2, “Revenues and Expenditures (One-Time) During Construction Period (1999-2019) (1000s),” reports the estimated revenues that would accrue to the city over a 20-year period due to one-time fees or taxes from new construction. The construction-related revenue that is estimated to accrue with the development pattern of the Centers and Corridors Alternative is the greatest. The difference between the highest and lowest real estate excise revenue over 20 years is 14 to 15 percent.

The table also reports the estimate of the real estate excise tax that is associated with these alternatives. Real estate excise taxes are imposed whenever a property is sold. In actuality, a specific new residential or commercial/industrial parcel could turn over several times during the 20-year period with this tax collected each time. What is portrayed and estimated is the initial sale of developed property to a new end user.

The Current Patterns Alternative is most revenue-productive when considering the special funds. These special funds are separate from the city’s General Fund and are used for specific purposes. No estimates were made for expenditures that could be generated during the construction process. In reality there could be expenditures associated with new construction. However, assuming that growth is equally spread over the 20-year time horizon of the plan, staffing and other expenditures would be stabilized and associated with the actual growth that occurs and does not respond to each addition of new construction.

The results of the fiscal analysis for a typical stabilized year are reported in Table 3, “Annual Revenues and Expenditures at 2020.” This table combines the estimates for revenues and expenditures of city general funds to provide a level of service that is consistent with current city policies and service delivery levels with each alternative. [Comparing the net fiscal flows indicates that the alternative with the most probability to fund city services and generate a small amount of funds to help finance capital facilities is the Central City Alternative.] This alternative produces a small net fiscal surplus, annual revenues greater than estimated annual expenditures for city services. The Centers and Corridors Alternative also

produces a small annual net fiscal surplus, while the Current Patterns Alternative produces an annual net fiscal deficit.

Table 4 “Summary of Net Fiscal Returns By Area And Alternative,” presents the results in a format that distinguishes between the three types of urban growth areas being considered in the comprehensive plan: existing city planning sub-areas, joint planning areas, and proposed additions to the IUGA. It is important to reiterate here that the fiscal analysis considers only the impacts of new increments of growth envisioned in the plan. The fiscal analysis does not include net fiscal flows from the existing tax base and public service needs that currently exist for each portion of the IUGA.

When considered by the type of sub-area, the existing city planning sub-areas taken together provide a net fiscal surplus for only the Central City Alternative. The Joint Planning Areas (JPA), taken together, result in a fiscal surplus under the Centers and Corridors and the Central City Alternatives. If the existing planning areas within the City of Spokane and the Joint Planning Areas are combined, the result is a fiscal deficit for Alternative, (Current Patterns). The Central City and Centers and Corridors Alternatives produce fiscal surpluses. The comprehensive plan alternative that emphasizes future growth in the Central City Alternative would produce the larger net fiscal surplus compared to the Centers and Corridors Alternative. The areas being considered as “Additions to the IUGA” do not produce a fiscal surplus by themselves except in the Centers and Corridors Alternative.

These results are sensitive to changes in the underlying development assumptions for the three alternatives but probably would not change unless the relative land use assumptions for the three alternatives changed relative to each other

## 2. DESCRIPTION OF THE FISCAL MODEL

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This section provides a detailed description of the assumptions used in the fiscal model.

### A. Description of Plan Alternatives

#### Plan Projections

**Development Schedule.** The development schedule was based on 2020 projections developed by the City of Spokane. The development schedule describes growth in residential units (single-family and multifamily), hotel/motel rooms, and employees by industry. Employee estimates were converted to square feet of building space using typical real estate employee to floor area ratios (FAR). The development schedule assumes evenly distributed growth over the forecast period.

**City of Spokane.** “City of Spokane” refers to the incorporated areas within the Interim Urban Growth Area adopted in 1996.

**Joint Planning Areas (JPA).** “Joint Planning Areas” are unincorporated areas included within the Interim Urban Growth Area (IUGA), adopted in 1996. Analysis assumes these areas will be annexed by 2020 but does not specify timing.

**Proposed Additions to the City’s Urban Growth Area.** “Proposed Additions to the city’s IUGA” are unincorporated areas located outside of the Interim Growth Area Boundary, which the city is proposing to include in its IUGA. The analysis assumes these areas will be annexed by 2020.

**Residential Units.** City staff provided estimates of gross numbers of new single-family and multifamily residential units that could be accommodated within the city under the Draft Comprehensive Plan alternatives. These gross numbers will be refined in the future to reflect land capacity deductions. These residential units were used to estimate the population associated with each plan alternative. As noted previously, these estimates do not exactly match assumptions evaluated in the Draft EIS.

**Population.** The city’s current population is 189,200. The city projects additional population growth of 68,800 by 2020 for all three Comprehensive Plan alternatives. As noted previously, the population estimates used in the fiscal analysis do not precisely match assumptions in the Draft EIS. The city is continuing to refine its projections as the Comprehensive Plan evolves. Despite these discrepancies, the analysis presents a useful comparison of order of magnitude differences in costs and revenues. An updated set of numbers will be used to evaluate a preferred alternative in the Final EIS. Huckell/Weinman Associates projects additional population growth of 85,191 under the Current Patterns alternative, 75,062 under Centers and Corridors, and 73,760 under Central City.

**Employment.** The City of Spokane provided 2020 employment projections for the following industries: agriculture, forestry, mining, industrial, wholesale, manufacturing, retail, services, office, finance, insurance, real estate, medical, and schools. These industries were grouped into three categories, industrial, office, and retail for the purpose of estimating the amount of building space, real estate values, and economic activity that is the basis for taxation. Employee estimates were used to calculate the amount of new incremental building space that would generate tax and other revenue.

Industrial space includes the manufacturing and wholesale industries. Office space includes services, finance, insurance, and real estate. Retail space includes only the retail industry. These three categories are standard real estate types for which data is collected.

Due to the typical nonprofit nature of schools and some medical offices, these groups are unlikely to provide a significant revenue source to the city and have not been included in the fiscal analysis. Likewise, the small employment numbers for agriculture, forestry, and mining make it difficult to determine their revenue impact without additional study. The real estate and economic activity estimates for these industries have also been excluded from the fiscal analysis.

## B. Development Assumptions

The single and multifamily unit and employment projections of the plan alternatives were used to calculate tax base estimates.

**Single-Family Units.** Projections for single-family unit growth under all three alternatives were provided by the City of Spokane.

**Multifamily Units.** Projections for multifamily unit growth under all three alternatives were provided by the City of Spokane.

**Hotel/Motel Development.** The assessed value of a hotel room in the City of Spokane, a JPA, or a Proposed Addition to the city's IUGA is assumed to be \$45,000. Construction costs are assumed to be \$33,750 per room in all three locations.

**Square Feet Per Employee.** Employment estimates for industrial, retail, and office-related economic activity were used as a basis for projecting growth in new building square footage. The following square feet per employee ratios were assumed: 800 square feet per industrial employee, 350 square feet per office employee, and 500 square feet per retail employee. A ratio of one hotel room per employee was used.

**Floor-Area Ratio (FAR).** For the purpose of determining land allocated to economic activity, floor-area ratios (FARs)\* were assumed for the projected employment categories. FAR, refers to the ratio of the total floor area of a building to the total area of a site. An FAR of .2 was used for retail, .25 for office, and .35 for industrial space estimates.

## C. Construction Costs and Assessed Value

Residential and non-residential building values include three components for estimating taxes (sales, property, and real estate excise). These three components are include:

**"Hard" Costs for Building.** "Hard" costs of construction that are related to labor and materials. Sales tax rates for construction are only applied to this amount/portion or of the total project cost.

**"Soft" Costs for Building.** "Soft" costs are those costs related to the development of real estate, excluding labor and materials. Examples of such costs would include sales taxes, legal fees, permit fees and design contracts.

**Land Value.** Land value, or assessed value, is the dollar value of a property as assigned by a public tax assessor for the purpose of taxation.

**Single-Family Unit.** Assumptions were made regarding the assessed value and construction costs of projected single-family units. The assessed value of a "typical" single-family unit in the

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\* Floor area ratio (FAR) is the ratio of total building square feet to the size of the land parcel in square feet.

City of Spokane is assumed to be \$90,000, excluding land value. Land value is excluded because the value of the land is already included as a part of the city's current assessed value. The assessed value of a single-family unit located in either a JPA or a Proposed Addition to the city's IUGA is assumed to be \$120,000, including land value. The \$120,000 value of a single-family residential unit is the average value of a home sold in the Spokane market area in 1999. Land value is included because the value of the land is not currently part of the city's assessed value. Construction costs for single-family units are assumed to be \$60,000, regardless of location.

**Multifamily Units.** Assumptions have been made regarding the assessed value and construction costs for multifamily units. The assessed value of a multifamily unit in the City of Spokane is assumed to be \$40,000, excluding land value. Land value is excluded because the value of the land is already included as a part of the city's current assessed value. The assessed value of a multifamily unit located in either a JPA or a Proposed Addition to the city's IUGA is assumed to be \$45,000, including land value. Land value is included because the value of the land is not currently part of the city's assessed value. Construction costs for multifamily units are assumed to be \$30,000 regardless of location.

**Industrial Activity.** "Industrial" economic activity refers to the projected growth in employment and real estate value associated with industrial space. The assessed value of industrial real estate growth in the City of Spokane is assumed to be \$78.03 per square foot, excluding land value. Land value is excluded because the land value is already included as a part of the city's current assessed value. The assessed value of industrial real estate growth in either a JPA or a Proposed Addition to the city's IUGA is assumed to be \$85 per square foot, including land value. Land value is included because the industrial land value is not currently part of the city's assessed value. Construction costs for growth in industrial space are assumed to be \$58.65 per square foot regardless of location.

**Retail Activity.** "Retail" economic activity refers to the projected growth in the amount, value, and employment associated with retail space. The assessed value of retail space growth in the City of Spokane is assumed to be \$70 per square foot, excluding land value. Land value is excluded because the land is already part of the city's current assessed value. The assessed value of retail real estate growth in either a JPA or a Proposed Addition to the city's IUGA is assumed to be \$100 per square foot, including land value. Land value is included because the retail land value is not currently part of the city's assessed value. Construction costs for growth in retail space are assumed to be \$55 per square foot, regardless of location.

**Office Activity.** "Office" real estate values and economic activity refers to the projected growth in service, finance, insurance, and real estate industries accommodated in office space. The assessed value of office space growth in the City of Spokane is assumed to be \$83.64 per square foot, excluding land value. Land value is excluded because the land value is already included as a part of the city's current assessed value. The assessed value of office and estate growth in either a JPA or a Proposed Addition to the city's IUGA is assumed to be \$120 per square foot, including land value. Land value is included because the office land value is not currently part of the city's assessed value. Construction costs for growth in office space are assumed to be \$62.89 per square foot, regardless of location.

## **D. One-Time Construction Period Revenue**

During the construction period, taxes on the value of construction contracts and materials for new buildings and development permit and inspection fees are collected only one time during the construction period.

## **Sales Tax Revenues**

**Sales Tax Rate.** The current City of Spokane Sales Tax rate is .84 cents per \$1 in taxable sales.

**Sales Tax on Construction Contract.** The construction tax revenue was calculated by applying the Sales Tax rate of .84 cents per \$1 in taxable sales to the value of the construction costs, including “hard” costs.

**Permit Fees.** These fees apply to building, mechanical, plumbing, and electrical permits, and permit processing and plan review.

## **Building Permit Fee**

**Residential.** This fee is based on the total number of permits expected to be issued to single-family and multifamily residential structures. Multifamily structures are assumed to contain an average of 25 units each.

**Commercial/Industrial.** This fee is based on the total number of permits expected to be issued to commercial/industrial structures. Hotel/Motels are assumed to contain 100 rooms in the downtown area and 50 rooms in the Joint Planning Areas and Proposed Additions to the city’s IUGA. Retail space is assumed to be built at 50,000 square feet per building. Industrial and office space are assumed to be built at 25,000 square feet per building.

**Fee Schedule.** The fee schedule used in the analysis is derived from the 1997 Uniform Building Code. The City of Spokane bases its permit fees on this fee schedule. The Building Permit Fee is based on the value of construction per structure and can vary.

**Total Building Permit Fee.** The total Building Permit Fee is the estimated sum of all the building permit fees applied to anticipated construction in one year.

## **Plan Review Fee**

**Total Plan Review Fee.** According to the UBC 1997 Fee Schedule, the Plan Review Fee is 65 percent of the Building Permit Fee and does not apply to single-family residences. The total Plan Review Fee is 65 percent of the multifamily and commercial portion of the total Building Permit Fee.

## **Mechanical, Plumbing, and Electrical Fee**

**Total Mechanical, Plumbing, and Electrical Fee.** The analysis assumes that each structure will require one permit for mechanical work, one permit for plumbing, and one permit for electrical work. The final fee can vary depending on the type of work done. For the purposes of analysis, the minimum fee of \$35 per permit is assumed.

## **Processing Fee**

**Total Processing Fee.** Per the City of Spokane’s permitting procedures, there is a \$25 processing fee for each building permit. The total Processing Fee is calculated by multiplying \$25 and the total number of building permits issued.

## **Total Fee Revenue**

**Total Development Fee Revenue.** The total development fee revenue is the sum of the total Building Permit Fee, the total Plan Review Fee, the total Mechanical, Plumbing, and Electrical Fee, and the total Processing Fee.



**Total One-Time Construction Period Revenue.** Total one-time construction revenue is equal to the sum of the total construction sales tax revenues and the total permit fee revenues.

**Real Estate Excise Tax (REET) Fund.** Certain special revenues go to earmarked funds that are used for specific purposes. Under Washington State Law, the city is allowed to impose an excise tax on each sale of real property at the rate of one-quarter of one-percent of selling price. The revenue generated must be used for financing capital projects, as specified in the capital facilities plan. Because it is difficult to determine how many times a parcel of real property will sell over a 20-year period, this analysis conservatively estimates REET as a one-time sale.

## **E. Estimated Annual Revenue**

**Annual Estimates of City Revenues.** This section contains estimates of the annual revenues that would accrue to the General Fund and select special funds for a stabilized annual typical year after growth projections are obtained.

### **Sales Tax Revenues**

**Taxable Sales Revenue.** Taxable Sales revenue will result from retail, industrial, and office economic activity estimates. Taxable retail sales revenue was assumed to be \$218.26 per square foot, corresponding to the estimate for U.S. Community Shopping Centers in Dollars and Cents of Shopping Centers, 1998. Taxable industrial-related and office-related sales activity were assumed to be \$8,577 per employee and taxable office sales were assumed to be \$9,980 per employee. These estimates were derived by using Spokane County wage and salaried employment information from the Washington Employment Security Department, 1998, and sales revenue information from the Washington State Department of Revenue's Quarterly Business Review (1998).

**Annual Total Sales Tax Revenue.** The Annual Tax Revenue estimates were calculated by applying the Sales Tax rate of .84 cents per \$1 to the total taxable sales revenue.

### **Real and Personal Property Tax Revenue**

**Increase in Assessed Value of Real Property.** [From the Real Property Tax Base, Real property, or real estate, includes land, improvements attached to the land (buildings, etc.), and improvements to the land (utility systems, driveways, bulkheads, etc.).] To determine the value of real property, assessed values were assumed for single-family units, multifamily units, hotel/motel rooms, and industrial, retail, and office space (see Economic and Real Estate Assumptions).

**Increase in Assessed Value in Personal Property.** From the Personal Property Tax Base, taxable personal property refers to property such as equipment and furniture that is owned or used by a business. Based on Spokane County property tax data in the Washington Department of Revenue's Tax Statistics 1998, the analysis assumes that the assessed value of personal property is approximately 5 percent of the total assessed value of real property.

**Regular Levy Property Tax Rate.** The current Regular Property Tax Levy rate of \$3.4036 per \$1,000 of Assessed Value based on the 2000 City of Spokane Budget and Performance Report was used to estimate property taxes.

**Total Property Tax Revenue.** Total Property Tax revenue was calculated by applying the Regular Levy rate of \$3.4036 per \$1,000 of assessed value to the total real and personal property tax base.

## Utility Tax Revenue

**Total Utility Payments.** The City of Spokane levies a utility tax on business and household utility payments. It was assumed that a single-family unit would incur \$2,400 in utility costs per year and that a multifamily unit would pay \$1,800 in costs per year. It also was assumed that industrial activities pay \$2 per square foot per year in utility bills, office activities pay \$4 per square foot per year and that retail activities pay \$3 per square foot per year, in utility bills. These amounts are typical utility bills. Actual utility payments will vary widely by economic use and household.

**Utility Tax Rate.** Based on the weighted average tax rate for 1999 private and city utility tax collections reflected in the City of Spokane's budget, an 11 percent tax rate was assumed. This reflects an approximate average of rates on city-owned utilities, 17 percent, and privately-owned utilities, 6 percent, with exceptions and credits for franchise fees.

**Total Utility Tax Revenue.** Total Utility Tax revenue was calculated by applying the weighted utility tax rate of 11 percent to the total utility payments.

## Intergovernmental Revenue

**Per Capita Intergovernmental Revenue.** Intergovernmental revenue was calculated to be \$17 per capita per year. Intergovernmental revenue consists of the Motor Vehicle Excise Tax, State Liquor Board profits, and the Liquor Excise Tax. This category also includes federal and state grants, state entitlements, and charges to Spokane County for its joint use share of police programs. The shared revenues are collected by the state and distributed to the City of Spokane on a per capita basis. The per capita share was derived from information in the 2000 City of Spokane Budget and Performance Report.

The per capita intergovernmental amount is multiplied by population projections for 2010 and 2020. Population growth was assumed to be evenly distributed over the forecast period. As noted previously, population estimates may be changed based on refinement of the city's land use data and land quantity analysis.

**Total Intergovernmental Revenue.** Total Intergovernmental revenue was calculated by multiplying the per capita dollar amount of intergovernmental revenues by the estimated increase in population.

## Admissions Tax Revenue

**Admissions Tax Revenue.** Current Admissions Tax revenue collection was calculated to be \$5 per capita per year. The City of Spokane levies an admission tax of 5 percent on every person paying an admission charge to theaters, sports arenas, amusement parks, and other places of amusement. Golf course admissions are taxed at 2 percent of the admission charge, golf driving range activities are taxed at 4 percent, and skating rinks and swimming pools are taxed at 3 percent. The per capita amount used to estimate this revenue source was derived from information in the 2000 City of Spokane Budget and Performance Report.

**Total Admissions Tax Revenue.** It was calculated by multiplying the per capita dollar amount of total Admissions Tax revenue by the estimated increase in population.

## Business Tax and Licenses

**Average Business Tax and Licenses.** Business licenses and permits are issued to businesses and occupations operating within Spokane City limits. Based on information provided by the City of Spokane, an average of \$31 was used in the analysis.

The projected number of employees from 2000 to 2020 was multiplied by the number of employees by the average Business Tax and License rate per employee. There is a base fee of \$60 per license in addition to a fee per employee based on a sliding scale.

## Park User Fee Revenue

**Per Capita Park User Fee Revenue.** Park User Fee revenue was calculated to be \$12 per capita per year. The City of Spokane Parks and Recreation Department collects user fees related to cultural and recreational activities. While this revenue source does not go directly into the General Fund, it will be affected by proposed population growth under the three alternatives. This fee's revenue is used to fund the activities of the Parks and Recreation Department. The per capita Park User Fee revenue was derived by dividing the total cultural and recreation fees by the total city population. These estimates were obtained from information in the 2000 City of Spokane Budget and Performance Report.

**Estimated Increase in Population.** This number was generated from population projections provided by the City of Spokane for 2020. For the purposes of analysis, it is assumed that the population growth will be evenly distributed over the forecast period. This estimate is represented in thousands of persons.

**Total Park User Fee Revenue.** It was calculated by multiplying the total Park User Fee revenue with the estimated increase in population.

**Miscellaneous Revenues.** Miscellaneous revenues equal approximately 34 percent of the total revenues from Sales Tax, Property Tax, Utility Tax, Admissions Tax, Intergovernmental revenues, Business Taxes and Licenses, and Park User Fees. It includes gambling excise taxes, license and permit fees, service charges, fines and forfeits, and other miscellaneous revenues.

**Total Tax Revenue.** Total annual revenue is the sum of the total Sales Tax revenue, total Property Tax revenue, total Utility Tax revenue, total State Shared revenue, total Admissions Tax revenue, total Park User Fee revenue, total Business Tax and Licenses, and total General Revenues. Special funds revenues are listed separately.

## F. Estimated Expenditures

**Annual Estimates of City Expenditures.** This section contains estimates of the annual expenditures that would accrue to the General Fund and select special funds for a stabilized annual typical year after growth projections are obtained.

### Police

**Officers Per 1,000 Residents.** The City of Spokane Police Department provided estimates of additional officers needed by 2020. These estimates vary according to the area and density of development in each alternative.

Estimates of additional officers needed for 2020 are summarized in the following table:

<b>TABLE 5 2020 ADDITIONAL OFFICER ESTIMATES</b>				
<b>Comprehensive Plan Alternative</b>	<b>City</b>	<b>JPA</b>	<b>Proposed Additions</b>	<b>Total</b>
<b>Current Patterns</b>	112	17	10	139
<b>Centers and Corridors</b>	85	8	7	100
<b>Central City</b>	73	9	9	91
Source: City of Spokane Police Department				

**Cost Per Officer.** The cost per officer, including civilian support and training, was calculated as \$112,000. This amount was determined by dividing the number of officers by the total police expenditures reported in the 2000 City of Spokane Budget and Performance Report. Vehicle, uniform, and personal equipment costs are included separately in the capital budget.

**Total Police Expenditure.** This estimate was calculated by multiplying the cost per officer by the number of additional officers needed.

**Criminal Justice.** Criminal justice expenditures include costs for Legal/Prosecutor, Municipal Court, Probation Services, and the Public Defender. Based upon information in the 2000 City of Spokane Budget and Performance Report, criminal justice was calculated as approximately 17 percent of total police department costs.

Future criminal justice expenditures were projected as 17 percent of the total estimated expenditures for additional officers.

### **Fire Suppression and Emergency Medical Services (EMS)**

**Service Calls per 1,000 Population.** The City of Spokane Fire Department provided the number of fire suppression and EMS service calls answered in 1999 (Historic Incident Response Statistics, Including 10 Year Average). This number was applied to the 1999 population estimate of 189,200 for the City of Spokane, resulting in an estimate of 112 service calls per 1,000 population.

**Uniformed Personnel per Service Call.** Based upon 1999 service call (Staffing Assignments, Fire, CCC, and EMS Funds - Adopted Budgets 1994 through 2000) and employee numbers provided by the City of Spokane Fire Department, uniformed personnel per service call was calculated to be .02 firefighters.

**Additional Uniformed Personnel.** Additional uniformed personnel were calculated by multiplying the estimated increase in service calls by the number of uniformed personnel per service call.

**Costs Per Uniformed Personnel.** Costs per uniformed personnel were determined to be \$86,000. This number was calculated by dividing the number of uniformed personnel by total Fire Department costs in the 2000 City of Spokane Budget and Performance Report. These costs include operations, support services, administration, and activities of the Fire Suppression Bureau, the Combined Communications Center, and EMS.

**Total Estimated Fire and EMS Expenditures.** Total estimated fire and EMS expenditures are calculated by multiplying the costs per uniformed personnel with the estimate of additional uniformed personnel needed.

**Parks and Recreation Fund.** The Parks and Recreation Fund is a special revenue account for expenditures legally restricted to parks and recreation. By City Charter, 8.1 percent of the General Fund is allocated to this fund. The total Parks and Recreation Fund expenditure is calculated as 8.1 percent of the total annual revenue. This estimate is represented in thousands of dollars.

**Street Fund.** The Street Fund is a special revenue account for expenditures legally restricted to street maintenance. The Street Fund receives approximately 7 percent of General Fund revenue, based on current city policy. Total Street Fund expenditure is calculated as 7 percent of the total annual revenue.

**Library Fund.** The Library Fund is a special revenue account for expenditures legally restricted to library expenditures. The Library Fund receives approximately 7 percent of General Fund revenue, based on current city policy. The total Library Fund expenditure is calculated as 7 percent of the total annual revenue.

**General Government Expenditures.** Currently, General Government Expenditures are approximately 40 percent of the sum of police, criminal justice, fire suppression and EMS, Parks and Recreation Fund, Street Fund, and Library Fund expenditures. It includes such city government expenditures as mayor, city council, management and budget, community and economic development, and neighborhood services.

**Total Estimated Expenditures.** Total Estimated Expenditures are the sum of the total police, criminal justice, fire suppression and EMS, and general government expenditures. It also includes revenue transfers to the Parks and Recreation Fund, the Street Fund, and the Library Fund.

## **G. Special Funds**

**Hotel/Motel Fund.** The city receives revenue from the Hotel/Motel Tax levied on room rental revenue for lodgings facilities, including: hotels, rooming houses, tourist courts, motels, trailer parks, and other transient accommodations in the city. This revenue source is ear-marked for specific tourism and visitor facility uses. The tax rate is 2 percent of the selling price or charge made for the lodging.

**Parks and Recreation Fund.** The Parks and Recreation Fund is a special revenue account for expenditures legally restricted to parks and recreation. By City Charter, 8.1 percent of the General Fund is allocated to this fund. The rest of the fund's revenue is from user fees from cultural and recreational activities. As a result, the estimated total for the Parks and Recreation Fund under each alternative is the sum of the anticipated user fees and General Fund contribution for that alternative.

**Street Fund.** The Street Fund is composed of the General Fund contribution and miscellaneous expenditures such as excise taxes, penalties/interest, and service charges. These miscellaneous expenditures are equal to approximately 1.17 of the value of the General Fund contribution. The estimated total for the Street Fund is the sum of the General Fund contribution and the estimate for miscellaneous expenditures.

## **H. Net Fiscal Return**

Net Fiscal Return is calculated by subtracting the Total Estimated Annual Expenditures from the Total Annual Revenue estimates for a typical stabilized year. An estimated fiscal surplus occurs if estimated annual revenues are greater than the estimated annual expenditures. An estimated fiscal deficit occurs if estimated annual revenues are less than the estimated amount expenditures to serve the projected population and economic activity. A fiscal surplus/deficit was calculated for each of the Comprehensive Plan alternatives.

## **I. Increase in Debt Capacity**

Debt capacity is the total amount of money a local government is able to borrow. Debt capacity is measured as 2.25 percent of total assessed value for each general government, parks and open space, and utility purposes. The analysis applies this percentage to the total increase in assessed value in order to determine the Increase in Debt Capacity.

APPENDICES  
FOR THE  
FISCAL ANALYSIS  
FOR THE  
DRAFT COMPREHENSIVE PLAN

CITY OF SPOKANE, WASHINGTON  
PLANNING SERVICES DEPARTMENT

August 2000

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## APPENDIX A DETAILED DESCRIPTION OF THE FISCAL ANALYSIS MODEL

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The following text provides a detailed description of the assumptions used in the financial analysis. The assumptions are listed in the order of the lines of dates and calculations for the tables in Appendix B.

### I. Description of Plan Alternatives

The following section is a summary of the alternatives for the City of Spokane's Comprehensive Plan. It includes assumptions for residential and commercial space growth, construction costs, and assessed values.

#### *Line Item Notes for Table I-a: Description of Plan Alternatives*

##### A. Description of Alternatives

###### 1. Housing Units

**a. Single-Family Units.** The City of Spokane provided estimates of the total number of new single-family residential units expected in the City of Spokane, the Joint Planning Areas, and the Proposed Additions to the city's Interim Urban Growth Boundary by 2020. These estimates vary between the alternatives.

**b. Multifamily Units.** The City of Spokane provided estimates of the total number of new multifamily residential units expected in the City of Spokane, the Joint Planning Areas, and the Proposed Additions to the city's Interim Urban Growth Boundary by 2020. These estimates vary between the alternatives.

**c. Total Units.** Total units are the sum of single-family units and multifamily units expected in the City of Spokane, the Joint Planning Areas, and the Proposed Additions to the city's Interim Urban Growth Boundary by 2020. These estimates vary between the alternatives.

**2. Population.** The city's current population is 189,200. The city projects additional population growth of 68,800 by 2020 for all three Comprehensive Plan alternatives. As noted previously, the population estimates used in the fiscal analysis do not precisely match assumptions in the Draft EIS. Huckell/Weinman Associates projects additional population growth of 85,191 under the Current Patterns alternative, 75,062 under Centers and Corridors, and 73,760 under Central City.

**a. Single-Family.** The total population for single-family households was calculated by multiplying 2.5 per single-family residential unit. This ratio was provided by the City of Spokane Planning Department.

**b. Multifamily– Downtown.** The City of Spokane estimates that the Current Patterns Alternative will contain 500 downtown multifamily units, the Centers and Corridors Alternative will contain 2000, and the Central City Alternative will contain 4,000 downtown multifamily units.

For each alternative, the total population for multifamily households within downtown Spokane was calculated by multiplying 1.2 persons per downtown multifamily residential unit. This ratio was provided by the City of Spokane Planning Department.

**c. Multifamily– Other.** The total population for multifamily households outside downtown Spokane was calculated by multiplying 1.6 per multifamily residential unit. This ratio was provided by the City of Spokane Planning Department.

**3. Employees.** The City of Spokane provided 2020 employment projections for the following industries: agriculture, forestry, mining, industrial, wholesale, manufacturing, retail, services, office, finance, insurance, real estate, medical, and schools. These industries were grouped into three categories, industrial, office, and retail, for the purpose of estimating the amount of building space, real estate values, and economic activity that is the basis for taxation. These three categories are standard real estate types for which data is collected.

Due to the typical nonprofit nature of schools and some medical offices, these groups are unlikely to provide a significant revenue source to the city and have not been included in the fiscal analysis. Likewise, the small employment numbers for agriculture, forestry, and mining make it difficult to determine their revenue impact without additional study. The real estate and economic activity estimates for these industries have also been excluded from the fiscal analysis.

**a. Industrial.** “Industrial” employees are employees included in the manufacturing and wholesale industries.

**b. Retail.** “Retail” employees include only employees in the retail industry.

**c. Office.** “Office” employees include employees in the services, finance, insurance, and real estate industries.

**d. Hotel/Motel.** The City of Spokane provided estimates of hotel/motel room growth by 2020 for each alternative. Based on general hotel/motel employment trends, one employee per hotel/motel room was assumed.

**e. Total Employees.** Total Employees is the sum of industrial, retail, office, and hotel/motel employees for each of the three alternatives.

### ***Line Item Notes for Table I-b: Development Assumptions***

**B. Development Assumptions.** The Development Schedule was based on 2020 projections developed by the City of Spokane. The development schedule describes growth in residential units (single-family and multifamily), hotel/motel rooms, and employees by industry. Employee estimates were converted to square feet of building space using typical real estate employee to floor area ratios (FAR). The Development Schedule assumes evenly distributed growth over the forecast period, based on city staff analysis of land use patterns and projections.

**1. City of Spokane.** City of Spokane refers to the incorporated areas within the Interim Urban Growth Area adopted in 1996.

**a. Single-Family Residential.** The City of Spokane provided estimates of the total number of new single-family residential units expected in the city by 2020. These estimates vary between the alternatives.

**b. Multifamily Residential.** The City of Spokane provided estimates of the total number of new multifamily residential units expected in the city in 2020. These estimates vary between the alternatives.

**c. Hotel/Motel.** The City of Spokane provided estimates of the total number of new hotel/motel rooms expected in the city in 2020. These estimates vary between the alternatives.

**d. Industrial Space.** The City of Spokane provided estimates of the total number of new manufacturing and wholesale employees expected in the city in 2020. These estimates were converted to square feet using the ratio of 800 square feet per employee. The resulting square feet vary between alternatives depending on the number of employees projected for each alternative and are represented in thousands.

**e. Retail Space.** The City of Spokane provided estimates of the total number of new retail employees expected in the city in 2020. These estimates were converted to square feet using the ratio of 500 square feet per employee. The resulting square feet vary between alternatives and are represented in thousands.

**f. Office Space.** The City of Spokane provided estimates of the total number of new service, office, fire, insurance, and real estate service employees expected in the city in 2020. These estimates were converted to square feet using the ratio of 350 square feet per employee. The resulting square feet vary between alternatives and are represented in thousands.

**2. Joint Planning Areas.** “Joint Planning Areas” are unincorporated areas included within the Interim Urban Growth Area, adopted in 1996. These areas would be annexed to the city during the time horizon of the plan.

**a. Single-Family Residential.** The City of Spokane provided estimates of the total number of new single-family residential units expected in Joint Planning Areas by 2020. These estimates vary between the alternatives.

**b. Multifamily Residential.** The City of Spokane provided estimates of the total number of new multifamily residential units expected in Joint Planning Areas in 2020. These estimates vary between the alternatives.

**c. Hotel/Motel.** The City of Spokane provided estimates of the total number of new hotel/motel rooms expected in Joint Planning Areas in 2020. These estimates vary between the alternatives.

**d. Industrial Space.** The City of Spokane provided estimates of the total number of new manufacturing and wholesale employees expected in Joint Planning Areas in 2020. These estimates were converted to square feet using the ratio of 800 square feet per employee. The resulting square feet vary between alternatives and are represented in thousands.

**e. Retail Space.** The City of Spokane provided estimates of the total number of new retail employees expected in Joint Planning Areas in 2020. These estimates were converted to square feet using the ratio of 500 square feet per employee. The resulting square feet vary between alternatives and are represented in thousands.

**f. Office Space.** The City of Spokane provided estimates of the total number of new service, office, finance, insurance, and real estate employees expected in Joint Planning Areas in 2020. These estimates were converted to square feet using the ratio of 350 square feet per employee. The resulting square feet vary between alternatives and are represented in thousands.

**3. Proposed Additions to the City’s IUGA.** “Proposed Additions to the City’s IUGA” are unincorporated areas located outside of the Interim Growth Boundary, adopted in 1996.

**a. Single-Family Residential.** The City of Spokane provided estimates of the total number of new single-family residential units expected in Proposed Additions to the city’s IUGA by 2020. These estimates vary between the alternatives.

**b. Multifamily Residential.** The City of Spokane provided estimates of the total number of new multifamily residential units expected in Proposed Additions to the city’s IUGA in 2020. These estimates vary between the alternatives.

**c. Hotel/Motel.** The City of Spokane provided estimates of the total number of new hotel/motel rooms expected in Proposed Additions to the city’s IUGA in 2020. These

estimates vary between the alternatives.

**d. Industrial Space.** The City of Spokane provided estimates of the total number of new manufacturing and wholesale employees expected in Proposed Additions to the city's IUGA in 2020. These estimates were converted to square feet using the ratio of 800 square feet per employee. The resulting square feet vary between alternatives and are represented in thousands.

**e. Retail.** The City of Spokane provided estimates of the total number of new retail employees expected in the Proposed Additions to the city's IUGA in 2020. These estimates were converted to square feet using the ratio of 500 square feet per employee. The resulting square feet vary between alternatives and are represented in thousands.

**f. Office Space.** The City of Spokane provided estimates of the total number of new service, office, finance, insurance, and real estate employees expected in Proposed Additions to the city's IUGA in 2020. These estimates were converted to square feet using the ratio of 350 square feet per employee. The resulting square feet vary between alternatives and are represented in thousands.

#### **4. Total Development for The Alternative**

**a. Single-Family Residential.** Total single-family residential development is the sum of development estimates in the City of Spokane, Joint Planning Areas, and Proposed Additions to the city's IUGA.

**b. Multifamily Residential.** Total multifamily residential development is the sum of development estimates in the City of Spokane, Joint Planning Areas, and Proposed Additions to the city's IUGA.

**c. Hotel/Motel.** Total hotel/motel development is the sum of development estimates in the City of Spokane, Joint Planning Areas, and Proposed Additions to the city's IUGA.

**d. Industrial Space.** Total industrial space growth is the sum of growth estimates in the City of Spokane, Joint Planning Areas, and Proposed Additions to the city's IUGA. The resulting square feet vary between alternatives and are represented in thousands.

**e. Retail Space.** Total wholesale trade space growth is the sum of growth estimates in the City of Spokane, Joint Planning Areas, and Proposed Additions to the city's IUGA. The resulting square feet vary between alternatives and are represented in thousands.

**f. Office Space.** Total office space growth is the sum of growth estimates in the City of Spokane, Joint Planning Areas, and Proposed Additions to the city's IUGA. The resulting square feet vary between alternatives and are represented in thousands.

#### ***Line Item Notes for Table I-c: Construction Costs by Type of Land Use***

**C. Construction Costs by Type of Land Use.** Construction costs are the "hard" costs of construction that are related to labor and materials. Sales tax rates for construction are only applied to this amount/portion of the total project cost. Construction costs are assumed to be the same regardless of location.

<b>TABLE 1 CONSTRUCTION COSTS BY TYPE OF LAND USE</b>					
<b>Single-Family Unit</b>	<b>Multifamily Unit</b>	<b>Hotel/Motel</b>	<b>Industrial Space</b>	<b>Retail Space</b>	<b>Office Space</b>
\$60,000 per unit	\$30,000 per unit	\$33,750 per room	\$58.65 per sq. ft.	\$55 per sq. ft.	\$62.89 per sq. ft.

## **1. City of Spokane**

**a. Single-Family Residential.** Construction costs for single-family units are assumed to be \$60,000, regardless of location.

**b. Multifamily Residential.** Construction costs for multifamily units are assumed to be \$30,000, regardless of location.

**c. Hotel/Motel.** Construction costs for hotel/motel rooms are assumed to be \$33,750, regardless of location.

**d. Industrial Space.** Construction costs for growth in industrial space is \$58.65 per square foot, regardless of location.

**e. Retail.** Construction costs for growth in retail space is \$55 per square foot, regardless of location.

**f. Office Space.** Construction costs for growth in service, office, finance, insurance, and real estate space is \$62.89 per square foot, regardless of location.

## **2. Joint Planning Areas**

**a. Single-Family Residential.** Construction costs for single-family units are assumed to be \$60,000, regardless of location.

**b. Multifamily Residential.** Construction costs for multifamily units are assumed to be \$30,000, regardless of location.

**c. Hotel/Motel.** Construction costs for hotel/motel rooms are assumed to be \$33,750, regardless of location.

**d. Industrial Space.** Construction costs for growth in industrial space is \$58.65 per square foot, regardless of location.

**e. Retail.** Construction costs for growth in retail space is \$55 per square foot, regardless of location.

**f. Office Space.** Construction costs for growth in service, office, finance, insurance, and real estate space is \$62.89 per square foot, regardless of location.

## **3. Proposed Additions to the City's IUGA**

**a. Single-Family Residential.** Construction costs for single-family units are assumed to be \$60,000, regardless of location.

**b. Multifamily Residential.** Construction costs for multifamily units are assumed to be \$30,000, regardless of location.

**c. Hotel/Motel.** Construction costs for hotel/motel rooms are assumed to be \$33,750, regardless of location.

**d. Industrial Space.** Construction costs for growth in industrial space is \$58.65 per square foot, regardless of location.

**e. Retail.** Construction costs for growth in retail space is \$55 per square foot, regardless of location.

**f. Office Space.** Construction costs for growth in service, office, finance, insurance, and real estate space is \$62.89 per square foot, regardless of location.

**4. Total Construction Cost.** Total construction cost is the sum of the construction costs for single-family residential, multifamily residential, manufacturing, wholesale, retail, service and office, and finance, insurance, and real estate development. The construction cost is represented

in thousands of dollars.

**Line Item Notes for Table I-d: Assessed Value by Type of Land Use**

**D. Assessed Value by Type of Land Use.** The assessed value of residential real estate was based on the market values of typical single and multifamily units in the Spokane market area. For a single-family unit, that market value was assumed to be \$120,000 per unit. For a multifamily unit, the market value was assumed to be \$45,000 per unit. Because the land associated with each unit already exists within the current city boundaries, the portion of the market value/price associated with land was not included in calculations for assessed value. The land value portion was included in the calculation of assessed value for areas not currently part of the city, (i.e. the joint planning areas and the proposed additions to the city's Urban Growth Area).

TABLE 2 ASSESSED VALUE BY TYPE OF LAND USE		
Land Use	Market Value	Market Value Without Land
Single-Family Unit	\$120,000 per unit	\$90,000 per unit
Multifamily Unit	\$45,000 per unit	\$40,000 per unit
Industrial Space	\$85 per square foot	\$78.03 per square foot
Retail Space	\$100 per square foot	\$70 per square foot
Office Space	\$120 per square foot	\$83.64 per square foot
Hotel/Motel	\$45,000 per room	\$45,000 per room

**1. City of Spokane**

**a. Single-Family Residential.** The assessed value of a single-family unit in the City of Spokane is assumed to be \$90,000, excluding land value. Land value is excluded because the value of the land is already included as a part of the city's current assessed value. The assessed value of a single-family unit located in either a JPA or a Proposed Addition to the city's IUGA is assumed to be \$120,000, including land value. The \$120,000 value of a single-family residential unit is the average value of a home sold in the market area in 1999. Land value is included because the value of the land is not currently part of the city's assessed value.

**b. Multifamily Residential.** Assumptions have been made regarding the assessed value and construction costs for multifamily units. The assessed value of a multifamily unit in the City of Spokane is assumed to be \$40,000, excluding land value. Land value is excluded because the value of the land is already included as a part of the city's current assessed value. The assessed value of a multifamily unit located in either a JPA or a Proposed Addition to the city's IUGA is assumed to be \$45,000, including land value. Land value is included because the value of the land is not currently part of the city's assessed value.

**c. Hotel/Motel.** The assessed value of a hotel room is assumed to be \$45,000, not including land.

**d. Industrial Space.** The assessed value of industrial land use growth in the City of Spokane is assumed to be \$78.03 per square foot, excluding land value. Land value is excluded because the land value is already included as a part of the city's current assessed value. The assessed value of manufacturing growth in either a JPA or a Proposed Addition to the city's IUGA is assumed to be \$85 per square foot, including land value. Land value is included because the manufacturing land value is not currently part of the city's assessed value.

**e. Retail.** The assessed value of retail land use growth in the City of Spokane is assumed to be \$70 per square foot, excluding land value. Land value is excluded because the land is already part of the city's current assessed value. The assessed value of retail growth in either a JPA or a Proposed Addition to the city's IUGA is assumed to be \$100 per square foot, including land value. Land value is included because the retail land value is not currently part of the city's assessed value.

**f. Office Space.** The assessed value of service and office land use growth in the City of Spokane is assumed to be \$83.64 per square foot, excluding land value. Land value is excluded because the land value is already included as a part of the city's current assessed value. The assessed value of service and office space growth in either a JPA or a Proposed Addition to the city's IUGA is assumed to be \$120 per square foot, including land value. Land value is included because the service and office land value is not currently part of the city's assessed value.

**g. Total Increase in Assessed Value.** Total increase in assessed value is the sum of the total increase of assessed value for single-family residential, multifamily residential, manufacturing, wholesale trade, retail, services, office, finance, insurance, and real estate development.

## **2. Joint Planning Areas**

**a. Single-Family Residential.** The assessed value of a single-family unit in the City of Spokane is assumed to be \$90,000, excluding land value. Land value is excluded because the value of the land is already included as a part of the city's current assessed value. The assessed value of a single family unit located in either a JPA or a Proposed Addition to the city's IUGA is assumed to be \$120,000, including land value. The \$120,000 value of a single-family residential unit is the average value of a home sold in the market area in 1999. Land value is included because the value of the land is not currently part of the city's assessed value.

**b. Multifamily Residential.** Assumptions have been made regarding the assessed value and construction costs for multifamily units. The assessed value of a multifamily unit in the City of Spokane is assumed to be \$40,000, excluding land value. Land value is excluded because the value of the land is already included as a part of the city's current assessed value. The assessed value of a multifamily unit located in either a JPA or a Proposed Addition to the city's IUGA is assumed to be \$45,000, including land value. Land value is included because the value of the land is not currently part of the city's assessed value.

**c. Hotel/Motel.** The assessed value of a hotel room is assumed to be \$45,000, not including land.

**d. Industrial Space.** The assessed value of industrial land use growth in the City of Spokane is assumed to be \$78.03 per square foot, excluding land value. Land value is excluded because the land value is already included as a part of the city's current assessed value. The assessed value of manufacturing growth in either a JPA or a Proposed Addition to the city's IUGA is assumed to be \$85 per square foot, including land value. Land value is included because the manufacturing land value is not currently part of the city's assessed value.

**e. Retail.** The assessed value of retail land use growth in the City of Spokane is assumed to be \$70 per square foot, excluding land value. Land value is excluded because the land is already part of the city's current assessed value. The assessed value of retail growth in either a JPA or a Proposed Addition to the city's IUGA is assumed to be \$100

per square foot, including land value. Land value is included because the retail land value is not currently part of the city's assessed value.

**f. Office Space.** The assessed value of service and office land use growth in the City of Spokane is assumed to be \$83.64 per square foot, excluding land value. Land value is excluded because the land value is already included as a part of the city's current assessed value. The assessed value of service and office space growth in either a JPA or a Proposed Addition to the city's IUGA is assumed to be \$120 per square foot, including land value. Land value is included because the service and office land value is not currently part of the city's assessed value.

**g. Total Increase in Assessed Value.** Total increase in assessed value is the sum of the total increase of assessed value for single-family residential, multifamily residential, manufacturing, wholesale trade, retail, services, office, finance, insurance, and real estate development.

### **3. Proposed Additions to the City's IUGA**

**a. Single-Family Residential.** The assessed value of a single-family unit in the City of Spokane is assumed to be \$90,000, excluding land value. Land value is excluded because the value of the land is already included as a part of the city's current assessed value. The assessed value of a single-family unit located in either a JPA or a Proposed Addition to the city's IUGA is assumed to be \$120,000, including land value. The \$120,000 value of a single-family residential unit is the average value of a home sold in the market area in 1999. Land value is included because the value of the land is not currently part of the city's assessed value.

**b. Multifamily Residential.** Assumptions have been made regarding the assessed value and construction costs for multifamily units. The assessed value of a multifamily unit in the City of Spokane is assumed to be \$40,000, excluding land value. Land value is excluded because the value of the land is already included as a part of the city's current assessed value. The assessed value of a multifamily unit located in either a JPA or a Proposed Addition to the city's IUGA is assumed to be \$45,000, including land value. Land value is included because the value of the land is not currently part of the city's assessed value.

**c. Hotel/Motel.** The assessed value of a hotel room is assumed to be \$45,000, not including land.

**d. Industrial Space.** The assessed value of industrial land use growth in the City of Spokane is assumed to be \$78.03 per square foot, excluding land value. Land value is excluded because the land value is already included as a part of the city's current assessed value. The assessed value of manufacturing growth in either a JPA or a Proposed Addition to the city's IUGA is assumed to be \$85 per square foot, including land value. Land value is included because the manufacturing land value is not currently part of the city's assessed value.

**e. Retail.** The assessed value of retail land use growth in the City of Spokane is assumed to be \$70 per square foot, excluding land value. Land value is excluded because the land is already part of the city's current assessed value. The assessed value of retail growth in either a JPA or a Proposed Addition to the city's IUGA is assumed to be \$100 per square foot, including land value. Land value is included because the retail land value is not currently part of the city's assessed value.

**f. Office Space.** The assessed value of service and office land use growth in the City of Spokane is assumed to be \$83.64 per square foot, excluding land value. Land value is



excluded because the land value is already included as a part of the city's current assessed value. The assessed value of service and office space growth in either a JPA or a Proposed Addition to the city's IUGA is assumed to be \$120 per square foot, including land value. Land value is included because the service and office land value is not currently part of the city's assessed value.

**g. Total Increase in Assessed Value.** Total increase in assessed value is the sum of the total increase of assessed value for single-family residential, multifamily residential, manufacturing, wholesale trade, retail, services, office, finance, insurance, and real estate development.

## ***Line Item Notes for Tables II-1a. through II-1c: One-Time Construction Period Revenue***

### **II-1. One-Time Construction Period Revenue**

#### **A. Sales Tax Revenues**

##### **1. Construction**

**a. Total Construction Cost.** Total construction cost is the sum of the construction costs for single-family residential, multifamily residential, manufacturing, wholesale, retail, office, and finance, insurance, and real estate development.

**b. Sales Tax Rate.** The City of Spokane Sales Tax rate is .84 cents per \$1 in taxable sales. This rate is the current rate in the 2000 City of Spokane Budget and Performance Report.

**c. Construction Tax Revenue.** Construction Tax revenue was calculated by applying the Sales Tax rate of .84 cents per \$1 in taxable sales to the construction costs, including "hard" and "soft" costs. This estimate is represented in thousands of dollars.

**B. Permit Fee Revenues.** Development fees apply to building, mechanical, plumbing, and electrical permits. They include processing and plan review fees.

##### **1. Building Permits**

**a. Residential Permits.** This is the total number of permits expected to be issued to single-family and multifamily residential structures. Multifamily structures are assumed to contain 25 units each.

**b. Commercial/Industrial Permits.** This is the total number of permits expected to be issued to Commercial/Industrial structures. Hotel/Motels are assumed to contain 100 rooms in the downtown area and 50 rooms in the Joint Planning Areas and Proposed Additions to the city's IUGA. Retail space is assumed to be 50,000 square feet per building. Industrial and office space is assumed to be 25,000 square feet per building.

**c. Total Number of Building Permits.** The total number of building permits is the sum of residential and commercial/industrial building permits.

##### **2. Total Building Permit Fees**

**a. Single-Family Residential.** Per City of Spokane fee schedules, the Building Permit Fee for single-family residential units is based on construction value. The fee is calculated as \$459.95 for the first \$50,000 in construction value and \$4.95 for each additional \$1,000. The total amount is multiplied by the total number of building permits for single-family residential units.

**b. Multifamily Residential.** Per City of Spokane fee schedules, the Building Permit Fee for multifamily residential buildings is based on construction value. The fee

is calculated as \$2,247 for the first \$500,000 in construction value and \$3.30 for each additional \$1,000. This amount is multiplied by the total number of building permits for multifamily residential structures.

**c. Downtown Hotel.** Per City of Spokane fee schedules, the Building Permit Fee for downtown hotels located in the City of Spokane is based on construction value. The fee is calculated as \$3,897 for the first \$1 million in construction value and \$2.20 for each additional \$1,000. This amount is multiplied by the total number of building permits for downtown hotels.

**d. Regular Hotel.** Per City of Spokane fee schedules, the Building Permit Fee for hotels located in Joint Planning Areas and Proposed Additions to the IUGA is based on construction value. The fee is calculated as \$3,897 for the first \$1 million in construction value and \$2.20 for each additional \$1,000. This amount is multiplied by the total number of building permits for hotels located in Joint Planning Areas and Proposed Additions to the IUGA.

**e. Industrial.** “Industrial” refers to the manufacturing and wholesale industries. Per City of Spokane fee schedules, the Building Permit Fee for industrial buildings is based on construction value. The fee is calculated as \$3,897 for the first \$1 million in construction value and \$2.20 for each additional \$1,000. This amount is multiplied by the total number of building permits for industrial buildings.

**f. Office.** “Office” refers to the service, office, finance, insurance, and real estate industries. Per City of Spokane fee schedules, the Building Permit Fee office buildings is based on construction value. The fee is calculated as \$3,897 for the first \$1 million in construction value and \$2.20 for each additional \$1,000. This amount is multiplied by the total number of building permits for office buildings.

**g. Retail.** Per City of Spokane fee schedules, the Building Permit Fee for retail buildings is based on construction value. The fee is calculated as \$3,897 for the first \$1 million in construction value and \$2.20 for each additional \$1,000. This amount is multiplied by the total number of retail building permits.

**h. Total Building Permit Fee.** The total Building Permit Fee is the sum of building permit fees for single-family residential, multifamily residential, office, industrial, and retail buildings. The total amount is represented in thousands of dollars.

### **3. Plan Review Fee**

**Total Plan Review Fee.** According to the UBC 1997 Fee Schedule, the Plan Review Fee is 65 percent of the Building Permit Fee and does not apply to single-family residences. The total Plan Review Fee is 65 percent of the multifamily and commercial portion of the total Building Permit Fee. This estimated fee is represented in thousands of dollars.

### **4. Mechanical, Plumbing, and Electrical Fee**

**a. Number of Permits.** The analysis assumes that each structure will require one permit for mechanical work, one permit for plumbing, and one permit for electrical work. The total number of mechanical, plumbing, and electrical permits is calculated by multiplying three and the number of structures being constructed.

**b. Minimum Fee.** Mechanical, Plumbing, and Electrical Fees can vary depending on the type of work done. For the purposes of analysis, the minimum fee of \$35 per permit is assumed.

**c. Total Mechanical, Plumbing, and Electrical Fee.** The total Mechanical,

Plumbing, and Electrical Fee is calculated by multiplying the minimum fee of \$35 by the total number of mechanical, plumbing, and electrical permits. This estimated fee is represented in thousands of dollars.

## **5. Processing Fee**

**a. Processing Fee Per Permit.** Per the City of Spokane's permitting procedures, there is a \$25 processing fee for each building permit.

**b. Total Processing Fee.** The total Processing Fee is calculated by multiplying \$25 by the total number of building permits issued. This estimated fee is represented in thousands of dollars.

## **6. Total Fee Revenue**

**a. Total Building Permit Fee.** The total Building Permit Fee is the sum of building permit fees for single-family residential, multifamily residential, office, industrial, and retail buildings. This estimated fee is represented in thousands of dollars.

**b. Total Plan Review Fee.** According to the UBC 1997 Fee Schedule, the Plan Review Fee is 65 percent of the Building Permit Fee and does not apply to single-family residences. The total Plan Review Fee is 65 percent of the multifamily and commercial portion of the total Building Permit Fee. This estimated fee is represented in thousands of dollars.

**c. Total Mechanical, Plumbing, and Electrical Fee.** The total Mechanical, Plumbing, and Electrical Fee is calculated by multiplying the minimum fee of \$35 by the total number of mechanical, plumbing, and electrical permits. This number is represented in thousands.

**d. Total Processing Fee.** The total Processing Fee is calculated by multiplying \$25 by the total number of building permits issued. This number is represented in thousands.

**e. Total Permit Fee Revenue.** The total Development Fee revenue is the sum of the total Building Permit Fee, the total Plan Review Fee, the total Mechanical, Plumbing, and Electrical Fee, and the total Processing Fee. This estimated fee is represented in thousands of dollars.

**C. Total One-Time Construction Period Revenue.** The total one-time construction period revenue is the sum of the total construction-related Sales Tax revenue and the total Permit Fee revenue.

**D. Real Estate Excise Tax (REET).** Under Washington State Law, the city is allowed to impose an excise tax on each sale of real property at the rate of one-quarter of one-percent of the selling price. The revenue generated must be used for financing capital projects as specified in the capital facilities plan. Because it is difficult to determine how many times a parcel of real property will sell over a 20-year period, this analysis conservatively estimates REET as a one-time sale.

## ***Line Item Notes for Tables II-2a. through II-2f: Estimated Annual Municipal Revenue***

### **II-2. Estimated Annual Revenues**

#### **A. Sales Tax Revenues (\$1,000s)**

##### **1. Annual Sales Tax Revenue**

**a. Retail.** Taxable retail sales revenue is assumed to be \$219.81 per square foot, corresponding to the estimate for U.S. Community Shopping Centers in Dollars and Cents, 2000. Retail sales estimates are represented in thousands of dollars.

**b. Office.** “Office” refers to the service, office, finance, insurance, and real estate industries. Taxable office sales were assumed to be \$9,980 per employee. These estimates were derived by using Spokane County wage and salaried employment information from the Washington Employment Security Department, 1998, and sales revenue information from the Washington State Department of Revenue’s Quarterly Business Review, (1998). Office sales estimates are represented in thousands of dollars.

**c. Industrial.** “Industrial” refers to the manufacturing and wholesale industries. Taxable industrial sales were assumed to be \$8,577 per employee. These estimates were derived by using Spokane County wage and salaried employment information from the Washington Employment Security Department, 1998, and sales revenue information from the Washington State Department of Revenue’s Quarterly Business Review, (1998). Office sales estimates are represented in thousands of dollars.

**d. Total Annual Sales Tax Revenue.** Total annuals Sales Tax revenue is the sum of sales tax revenue resulting from retail, office, and industrial activity.

**e. Annual Sales Tax Revenue.** Annual Sales Tax revenue was calculated by applying the Sales Tax rate of .84 cents per \$1 to the sum of annual retail, office, and industrial sales. This estimate is represented in thousands of dollars.

## **B. Real and Personal Property Tax Revenue**

### **1. Real Property Tax Revenue**

**a. Increase in Assessed Value.** Real property, or real estate, includes land, improvements attached to the land (buildings, etc.), and improvements to the land (utility systems, driveways, bulkheads, etc.). To determine the value of real property, assessed values were assumed for single-family units, multifamily units, hotel/motel rooms, and industrial, retail and office space (see Economic and Real Estate Assumptions). This estimate of assessed value for property tax collection is reported in thousands of dollars.

### **2. Personal Property Tax Revenue**

**a. Increase in Assessed Value.** Taxable personal property refers to property such as equipment and furniture that is owned or used by a business. Based on Spokane County property tax data in the Washington Department of Revenue’s Tax Statistics 1998, the analysis assumes that the assessed value of personal property is approximately 5 percent of the total assessed value of real property. This estimate of personal property is reported in thousands of dollars.

### **3. Total Property Tax**

**a. Total Real and Personal Tax Revenue.** The total real and personal tax base is the sum of the real property tax base and the personal property tax base. This estimate is represented in thousands of dollars.

**b. Regular Property Tax Levy Rate.** The Regular Levy rate of \$3.4036 per \$1,000 of assessed value is the current rate in the 2000 City of Spokane Budget and Performance Report.

**c. Total Property Tax Revenue.** Total Property Tax revenue was calculated by applying the Regular Levy rate of \$3.4036 per \$1,000 of assessed value to the total real and personal tax base. This estimate of Property Tax revenue is represented in thousands of dollars.

## **C. Utility Tax Revenue**

### **1. Utility Payments by Type of Land Use**

**a. Single-Family Residential.** Single-family residential units are assumed to incur \$2,400 in utility costs per year.

**b. Multifamily Residential Units.** Multifamily residential units are assumed to incur \$1,800 in utility costs per year.

**c. Retail.** Retail activities are assumed to incur \$3 per square foot in utility costs per year.

**d. Office.** “Office” includes services, office, finance, insurance, and real estate activities. These activities are assumed to incur \$4 per square foot in utility costs per year.

**e. Industrial.** “Industrial” includes manufacturing and wholesale activities. These activities are assumed to incur \$2 per square foot in utility costs per year.

**2. Utility Tax Rate.** Based on the weighted average tax rate for 1999 private and city utility tax collections, an 11 percent tax rate was assumed.

**3. Total Utility Tax Revenue.** Total Utility Tax revenue was calculated by applying the weighted utility tax rate of 11 percent to the total utility revenue. This amount is represented in thousands of dollars.

#### **D. Intergovernmental Revenue**

**1. Per Capita Intergovernmental Revenue.** Intergovernmental revenue was calculated to be \$17 per capita per year. Intergovernmental revenue consists of the Motor Vehicle Excise Tax, State Liquor Board profits, and the Liquor Excise Tax. This category also includes charges to Spokane County for its joint use share of police programs. The State Shared Revenues are distributed to the City of Spokane on a per capita basis. The per capita share was derived from information in the 2000 City of Spokane Budget and Performance Report.

**2. Estimated Increase in Population.** The estimated increase in population was generated from population projections provided by the City of Spokane for 2020. For the purposes of analysis, it is assumed that the population growth will be evenly distributed over the forecast period. This population estimate is represented in thousands of persons.

**3. Total Intergovernmental Revenue.** Total Intergovernmental revenue was calculated by multiplying the per capita dollar amount of Intergovernmental revenues by the estimated increase in population. This estimate is represented in thousands of dollars.

#### **E. Park User Fee Revenue**

**1. Per Capita Park User Fee Revenue.** Park User Fee revenue was calculated to be \$12 per capita per year. The City of Spokane Parks and Recreation Department collects user fees related to cultural and recreational activities. While this revenue source does not go directly into the General Fund, it will be affected by proposed population growth under the three alternatives. The per capita Park User Fee Revenue was derived from the division of the total cultural and recreation fees by the total city population. These numbers were obtained from the 2000 City of Spokane Budget and Performance Report.

**2. Estimated Increase in Population.** The estimated increase in population was generated from population projections provided by the City of Spokane for 2020. For the purposes of analysis, it is assumed that the population growth will be evenly distributed over the forecast period. This population estimate is represented in thousands of persons.

**3. Total Park User Fee Revenue.** The total Park User Fee revenue was calculated by multiplying the per capita Park User Fee revenue by the estimated increase in population.

## **F. Admissions Tax Revenue**

**1. Per Capita Admissions Revenue.** Admissions Tax revenue was calculated to be \$5 per capita per year. The City of Spokane levies an admission tax of 5 percent on every person paying an admission charge to theaters, sports arenas, amusement parks, and other places of amusement. Golf course admissions are taxed at 2 percent of the admission charge, golf driving range activities are taxed at 4 percent, and skating rinks and swimming pools are taxed at 3 percent. The share was derived from information in the 2000 City of Spokane Budget and Performance Report.

**2. Estimated Increase in Population.** The estimated increase in population was generated from population projections provided by the City of Spokane for 2020. For the purposes of analysis, it is assumed that the population growth will be evenly distributed over the forecast period. This population estimate is represented in thousands of persons.

**3. Total Admissions Tax Revenue.** Total Admissions Tax revenue was calculated by multiplying the per capita dollar amount of total Admissions Tax revenue by the estimated increase in population. This total tax revenue is represented in thousand of dollars.

## **G. Business Tax and Licenses**

**1. Number of Employees.** The number of employees was provided by the City of Spokane. The estimates vary between the alternatives.

**2. Average Tax Per Employee.** Business licenses and permits are issued to businesses and occupations operating within Spokane City limits. Based on information provided by the City of Spokane, an average tax of \$31 per employee was used in the analysis. The city charges a base fee of \$60 for a license, in addition to a fee per employee based on a sliding scale.

**3. Total Business Tax and Licenses.** Total Business Tax and License revenue was calculated by multiplying the number of employees by the average Business Tax and License per employee.

**H. Miscellaneous Revenues.** General Revenue refers to gambling excise taxes, license and permit fees, service charges, fines and forfeits, and other miscellaneous revenue.

**1. Total Primary Revenue.** For the purposes of analysis, total Primary Revenue refers to the total revenue from Sales Tax, Property Tax, Utility Tax, Intergovernmental, Park User Fee, Admissions Tax, and Business Tax and License.

**2. Percentage of Total Primary Revenue.** General Revenues equal approximately 34 percent of the total revenues from Sales Tax, Property Tax, Utility Tax, Admissions Tax, Intergovernmental revenues, Business Taxes and Licenses, and Park User Fees.

**3. Total Miscellaneous Revenue.** The total General Revenue was calculated by multiplying the total Primary Revenue by 34 percent.

## **I. Total Tax Revenue**

**1. Total Annual Sales Tax Revenue.** The annual Sales Tax revenue was calculated by applying the Sales Tax rate of .84 cents per \$1 to the sum of annual Retail, Office, and Industrial Sales. This annual revenue is represented in thousands of dollars.

**2. Total Property Tax Revenue.** Total Property Tax revenue was calculated by applying the Regular Levy rate of \$3.4036 per \$1,000 of assessed value to the total real and personal tax base. This estimate is represented in thousands of dollars.

**3. Total Utility Tax Revenue.** Total Utility Tax revenue was calculated by applying the

weighted utility tax rate of 11 percent to the total utility revenue. This amount is represented in thousands of dollars.

**4. Total Intergovernmental Revenue.** Total Intergovernmental revenue was calculated by multiplying the per capita dollar amount of Intergovernmental revenue by the estimated increase in population. This amount is represented in thousands of dollars.

**5. Total Park User Fee Revenue.** Total Park User Fee revenue was calculated by multiplying the per capita Park User Fee Revenue by the estimated increase in population

**6. Total Admissions Tax Revenue.** Total Admissions Tax revenue was calculated by multiplying the per capita dollar amount of total Admissions Tax revenue by the estimated increase in population. This amount is represented in thousands of dollars.

**7. Total Business Tax and License.** Total Business Tax and Licenses was calculated by multiplying the number of employees by the average Business Tax and License per employee.

**8. Total General Revenue.** The total General Revenue was calculated by multiplying the total Primary Revenue by 34 percent.

**9. Total Estimated Annual Revenue.** Total revenue is the sum of the total Sales Tax revenue, total Property Tax revenue, total Utility Tax revenue, total Intergovernmental revenue, total Admissions Tax revenue, total Park User Fee revenue, total Business Tax and Licenses, and total General Revenue.

### ***Line Item Notes for Tables III-a through III-f: Estimated Annual Municipal Revenue***

## **III. Estimated Expenditures**

### **A. Police**

#### **1. Additional Officers Needed**

**a. Estimated Increase in Population.** Population projections were provided by the City of Spokane for 2020. It is assumed that the population growth will be evenly distributed over the forecast period. This population estimate is represented in thousands of persons.

**b. Number of Additional Officers Needed.** The City of Spokane Police Department provided estimates of additional officers needed for 2020. These estimates vary according to the area and the density of development in each alternative. This information is summarized in the following table.

<b>TABLE 3 2020 ADDITIONAL OFFICER ESTIMATES</b>				
<b>Comprehensive Plan Alternative</b>	<b>City</b>	<b>JPA</b>	<b>Proposed Additions</b>	<b>Total</b>
Current Patterns	112	17	10	139
Centers and Corridors	85	8	7	100
Central City	73	9	9	91
<b>Source: City of Spokane Police Department</b>				

#### **2. Cost Per Officer**

**a. Number of Additional Officers Needed.** See above table.

**b. Cost Per Officer.** The cost per officer, including civilian support and training, was calculated as \$112,000. This amount was determined by dividing the number of

officers by the total police expenditures reported in the 2000 City of Spokane Budget and Performance Report. Vehicle, uniform, and personal equipment costs are included separately in the capital budget. This number is represented in thousands.

**c. Total Police Expenditures.** Total police expenditures was calculated by multiplying the cost per officer by the number of additional officers needed. This estimate is represented in thousands of dollars.

## **B. Criminal Justice**

**1. Percentage of Police Expenditure.** Criminal justice expenditures include costs for Legal/Prosecutor, Municipal Court, Probation Services, and the Public Defender. Based upon information in the 2000 City of Spokane Budget and Performance Report, criminal justice was calculated as approximately 17 percent of total police department expenditures in 2000.

**2. Total Police Expenditures.** Total police expenditures was calculated by multiplying the cost per officer by the number of additional officers needed.

**3. Total Criminal Justice Expenditure.** Total criminal justice expenditures was calculated as 17 percent of the total police expenditures. This estimate is represented in thousands of dollars.

## **C. Fire Suppression and Emergency Medical Services (EMS)**

### **1. Estimated Increase in Service Calls**

**a. Service Calls Per 1,000 Population (1999).** The City of Spokane Fire Department provided the number of fire suppression and EMS service calls answered in 1999 (Historic Incident Response Statistics, Including 10 Year Average). This number was applied to the 1999 population estimate of 189,200 for the City of Spokane, resulting in an estimate of 112 service calls per 1,000 population.

**b. Estimated Increase in Population.** This estimate was generated from population projections provided by the City of Spokane for 2020. It is assumed that the population growth will be evenly distributed over the forecast period. This population estimate is represented in thousands of persons.

**c. Estimated Increase in Service Calls.** The estimated increase in service calls is calculated by applying the service calls per 1,000 population to the estimated increase in population.

### **2. Additional Uniformed Personnel**

**a. Estimated Increase in Service Calls.** The estimated increase in service calls is calculated by applying the service calls per 1,000 population to the estimated increase in population.

**b. Uniformed Personnel Per Service Call.** Based upon 1999 service call (Staffing Assignments, Fire, CCC, and EMS Funds - Adopted Budgets 1994 through 2000) and employee numbers provided by the City of Spokane Fire Department, uniformed personnel per service call was calculated to be .02 firefighters.

**c. Additional Uniformed Personnel.** Additional uniformed personnel were calculated by multiplying the estimated increase in service calls by the number of uniformed personnel per service call.

### **3. Costs for Uniformed Personnel**

**a. Costs Per Uniformed Personnel.** Costs per uniformed personnel were determined to be \$86,000. This number was calculated by dividing the number of



uniformed personnel by total Fire Department costs in the 2000 City of Spokane Budget and Performance Report. These costs include operations, support services, administration, and activities of the Fire Suppression Bureau, the Combined Communications Center, and EMS.

**b. Additional Uniformed Personnel.** Additional uniformed personnel were determined by multiplying the estimated increase in service calls by the number of uniformed personnel per service call.

**c. Total Fire Suppression and EMS Expenditures.** Total Fire Suppression and EMS Expenditures were calculated by multiplying the number of additional uniformed personnel by the costs per uniformed personnel. This estimate is represented in thousands of dollars.

#### **D. Parks and Recreation Fund**

**1. Percentage of General Fund.** The Parks and Recreation Fund is a special revenue account for expenditures legally restricted to parks and recreation. By City Charter, 8.1 percent of the General Fund is allocated to this fund. The rest of the fund's revenue is from user fees for cultural and recreational activities.

**2. Total Parks and Recreation Fund Cost.** The total Parks and Recreation Fund expenditure is calculated as 8.1 percent of the total annual revenue. This estimate is represented in thousands of dollars.

#### **E. Street Fund**

**1. Percentage of General Fund.** The Street Fund is a special revenue account for expenditures legally restricted to street maintenance. The Street Fund receives approximately 7 percent of General Fund revenue, based on current city policy.

**2. Total Street Fund Cost.** Total Street Fund expenditure is calculated as 7 percent of the Total Annual Revenue.

#### **F. Library Fund**

**1. Percentage of General Fund.** The Library Fund is a special revenue account for expenditures legally restricted to library expenditures. The Library Fund receives approximately 7 percent of General Fund revenue, based on current city policy.

**2. Total Library Fund Cost.** The total Library Fund expenditure is calculated as 7 percent of the total annual revenue.

#### **G. General Government Expenditures**

**1. Total of Primary Government Expenditures.** Primary Government Expenditures are the total expenditures for police, criminal justice, fire suppression and EMS, Park and Recreation Fund, Street Fund, and Library Fund.

**2. Percentage of Primary Government Expenditures.** Based on information in the 2000 City of Spokane Budget and Performance Report, General Government Expenditures are approximately 40 percent of Primary Government Expenditures.

**3. Total General Government Expenditures.** Total General Government Expenditures are calculated as 40 percent of anticipated Primary Government Expenditures.

#### **H. Summary of Costs**

**1. Police Expenditures.** This estimate was calculated by multiplying the cost per officer

by the number of additional officers needed.

**2. Criminal Justice Expenditures.** Total criminal justice expenditure was calculated as 17 percent of the total police expenditure.

**3. EMS and Fire Protection Expenditures** Total EMS and fire suppression expenditure is the number of additional uniformed personnel multiplied by the costs per uniformed personnel.

**4. Park and Recreation Fund Expenditures.** The total Parks and Recreation Fund expenditure is calculated as 8.1 percent of the total annual revenue.

**5. Street Fund Expenditures.** The total Street Fund expenditure is calculated as 7 percent of the total annual revenue.

**6. Library Fund Expenditures.** The total Library Fund expenditure is calculated as 7 percent of the total annual revenue.

**7. General Government Expenditures.** Total General Government expenditures are calculated as 40 percent of anticipated Primary Government expenditures.

**8. Total Expenditures.** Total expenditures are the sum of Police, Criminal Justice, Fire Suppression and EMS, Park and Recreation Fund, Street Fund, Library Fund, and General Government expenditures.

### ***Line Item Notes for Tables IV-a through IV-c: Net Fiscal Surplus and Special Funds***

## **IV. Net Fiscal Surplus and Special Funds**

### **A. Summary of Revenues and Expenditures**

**1. Revenues.** Total revenue is the sum of the total Sales Tax revenue, total Property Tax revenue, total Utility Tax revenue, total Intergovernmental Revenue, total Admissions Tax revenue, total Park User Fee revenue, total Business Tax and Licenses, and total General Revenue.

**2. Expenditures.** Total expenditures are the sum of Police, Criminal Justice, Fire Suppression and EMS, Park and Recreation Fund, Street Fund, Library Fund, and General Government expenditures.

**3. Net Fiscal Surplus.** Net fiscal surplus is calculated by subtracting total expenditures from total revenue.

### **B. Special Funds**

**1. Hotel/Motel Fund.** The city receives revenue from the Hotel/Motel Tax levied on room rental revenue for lodgings facilities, including: hotels, rooming houses, tourist courts, motels, trailer camps, and other transient accommodations in the city. This revenue source is ear-marked for specific tourism and visitor facility uses. The tax rate is 2 percent of the selling price or charge made for the lodging.

**2. Parks and Recreation Fund.** The Parks and Recreation Fund is a special revenue account for expenditures legally restricted to parks and recreation. By City Charter, 8.1 percent of the General Fund is allocated to this fund. The rest of the fund's revenue is from user fees from cultural and recreational activities. As a result, the estimated total for the Parks and Recreation Fund under each alternative is the sum of the anticipated user fees and General Fund contribution for that alternative.

**3. Street Fund.** The Street Fund is composed of the General Fund contribution and

miscellaneous expenditures such as excise taxes, penalties/interest, and service charges. These miscellaneous expenditures are equal to approximately 1.17 of the value of the General Fund contribution. The estimated total for the Street Fund is the sum of the General Fund contribution and the estimate for miscellaneous expenditures.

**C. Increase in Debt Capacity.** Debt capacity is the total amount of money a local government is able to borrow. Debt capacity is measured as 2.25 percent of total assessed value for general government, parks and open space, and utility purposes. The analysis applies this percentage to the total increase in assessed value in order to determine the Increase in Debt Capacity.

## APPENDIX B DATA TABLES AND SPREADSHEETS FOR FISCAL ANALYSIS MODEL

TABLE I-A DESCRIPTION OF PLAN ALTERNATIVES									
	Alternative 1 (Current Patterns)			Alternative 2 (Centers and Corridors)			Alternative 3 (Central City)		
	City of Spokane	JPA	Proposed Additions to the UGA	City of Spokane	JPA	Proposed Additions to the UGA	City of Spokane	JPA	Proposed Additions to the UGA
<b>Housing Units</b>									
a. Single-Family Units	12,604	8,405	7,325	10,354	6,199	4,825	11,391	6,202	4,840
b. Multifamily Units	6,179	2,251	668	12,330	1,413	268	10,368	1,407	274
c. Total Units	18,783	10,656	7,993	22,684	7,612	5,093	21,759	7,609	5,114
<b>Population</b>									
a. SF	31,510	21,013	18,313	25,885	15,498	12,063	28,478	15,505	12,100
b. MF- Downtown	600	N/A	N/A	2,400	N/A	N/A	4,800	N/A	N/A
c. MF- Other	9,086	3,602	1,069	16,528	2,261	429	10,189	2,251	438
d. Total Population	41,196	24,614	19,381	44,813	17,758	12,491	43,466	17,756	12,538
<b>Employees</b>									
a. Industrial	6,246	1,315	687	6,156	1,433	659	6,156	1,433	659
b. Retail	7,536	183	376	7,563	167	341	7,563	167	341
c. Office	5,537	91	298	5,618	77	279	5,618	77	279
d. Hotel/ Motel	996	168	89	996	168	89	996	168	89
e. Total Employees	20,315	1,757	1,450	20,333	1,845	1,368	20,333	1,845	1,368

<b>TABLE I-B DEVELOPMENT ASSUMPTIONS</b>			
	<b>Alternative 1 (Current Patterns)</b>	<b>Alternative 2 (Centers and Corridors)</b>	<b>Alternative 3 (Central City)</b>
<b>City of Spokane</b>			
a. Single-Family Residential (unit #s)	12,604	10,354	11,391
b. Multifamily Residential (unit #s)	6,179	12,330	10,368
c. Hotel/Motel (room #s)	996	996	996
d. Industrial Space- 800 sq. ft per employee (1,000s)	4,997	4,925	4,925
e. Retail Space- 500 sq. ft. per employee (1,000s)	3,768	3,782	3,782
f. Office Space- 350 square feet per employee (1,000s)	1,938	1,966	1,966
<b>Joint Planning Areas</b>			
a. Single-Family Residential (unit #s)	8,405	6,199	6,202
b. Multifamily Residential (room #s)	2,251	1,413	1,407
c. Hotel/Motel (room #s)	168	168	168
d. Industrial Space- 800 sq. ft per employee (1,000s)	1,052	1,146	1,146
e. Retail Space- 500 sq. ft. per employee (1,000s)	92	84	84
f. Office Space- 350 square feet per employee (1,000s)	32	27	27
<b>Proposed Additions to the UGA</b>			
a. Single-Family Residential (unit #s)	7,325	4,825	4,840
b. Multifamily Residential (unit #s)	668	268	274
c. Hotel/Motel (room #s)	89	89	89
d. Industrial Space- 800 sq. ft per employee (1,000s)	550	527	527
e. Retail Space- 500 sq. ft. per employee (1,000s)	188	171	171
f. Office Space- 350 square feet per employee (1,000s)	104	98	98
<b>Total Development Per Alternative</b>			
a. Single-Family Residential	28,334	21,378	22,433
b. Multifamily Residential	9,098	14,011	12,049
c. Hotel/Motel	1,253	1,253	1,253
d. Industrial Space	6,598	6,598	6,598
e. Retail Space	4,048	4,036	4,036
f. Office Space	2,074	2,091	2,091

<b>TABLE I-C CONSTRUCTION COSTS BY TYPE OF LAND USE (\$1,000S)</b>			
	<b>Alternative 1 (Current Patterns)</b>	<b>Alternative 2 (Centers and Corridors)</b>	<b>Alternative 3 (Central City)</b>
<b>City of Spokane</b>			
a. Single-Family Residential (\$60,000 per unit)	\$756,240	\$621,240	\$683,460
b. Multifamily Residential (\$30,000 per unit)	\$185,370	\$369,900	\$311,040
c. Hotel/Motel (\$48,750 per room)	\$48,555	\$48,555	\$48,555
d. Industrial Space (\$58.65 per square foot)	\$293,062	\$288,840	\$288,840
e. Retail Space (\$55 per square foot)	\$207,240	\$207,983	\$207,983
f. Office Space (\$62.89 per square foot)	\$121,878	\$123,661	\$123,661
<b>Total Construction Costs (\$1,000s)</b>	<b>\$1,612,345</b>	<b>\$1,660,178</b>	<b>\$1,663,538</b>
<b>Joint Planning Areas</b>			
a. Single-Family Residential (\$60,000 per unit)	\$504,300	\$371,940	\$372,120
b. Multifamily Residential (\$30,000 per unit)	\$67,530	\$42,390	\$42,210
c. Hotel/Motel (\$48,750 per room)	\$8,190	\$8,190	\$8,190
d. Industrial Space (\$58.65 per square foot)	\$61,700	\$67,236	\$67,236
e. Retail Space (\$55 per square foot)	\$5,033	\$4,593	\$4,593
f. Office Space (\$62.89 per square foot)	\$2,003	\$1,695	\$1,695
<b>Total Construction Costs (\$1,000s)</b>	<b>\$648,755</b>	<b>\$496,044</b>	<b>\$496,044</b>
<b>Proposed Additions to the UGA</b>			
a. Single-Family Residential (\$60,000 per unit)	\$439,500	\$289,500	\$290,400
b. Multifamily Residential (\$30,000 per unit)	\$20,040	\$8,040	\$8,220
c. Hotel/Motel (\$48,750 per room)	\$4,339	\$4,339	\$4,339
d. Industrial Space (\$58.65 per square foot)	\$32,234	\$30,920	\$30,920
e. Retail Space (\$55 per square foot)	\$10,340	\$9,378	\$9,378
f. Office Space (\$62.89 per square foot)	\$6,559	\$6,141	\$6,141
<b>Total Construction Costs (\$1,000s)</b>	<b>\$513,012</b>	<b>\$348,318</b>	<b>\$349,398</b>
<b>Total Construction Costs Per Alternative</b>			
a. Single-Family Residential (\$60,000 per unit)	\$1,700,040	\$1,282,680	\$1,345,980
b. Multifamily Residential (\$30,000 per unit)	\$272,940	\$420,330	\$361,470
c. Hotel/Motel (\$48,750 per room)	\$61,084	\$61,084	\$61,084
d. Industrial Space (\$58.65 per square foot)	\$386,996	\$386,996	\$386,996
e. Retail Space (\$55 per square foot)	\$222,613	\$221,953	\$221,953
f. Office Space (\$62.89 per square foot)	\$130,440	\$131,497	\$131,497
<b>Total Construction Costs (\$1,000s)</b>	<b>\$2,774,113</b>	<b>\$2,504,539</b>	<b>\$2,508,979</b>

TABLE I-D ASSESSED VALUE BY TYPE OF LAND USE (\$1,000S)			
	Alternative 1 (Current Patterns/ No Action)	Alternative 2 (Centers and Corridors)	Alternative 3 (Central City)
<b>City of Spokane</b>			
a. Single-Family Residential (\$90,000 per unit)	\$1,134,360	\$931,860	\$1,025,190
b. Multifamily Residential (\$40,000 per unit)	\$247,160	\$493,200	\$414,720
c. Hotel/Motel (\$65,000 per room)	\$64,740	\$64,740	\$64,740
d. Industrial Space (\$78.03 per square foot)	\$389,900	\$384,282	\$384,282
e. Retail Space (\$70 per square foot)	\$263,760	\$264,705	\$264,705
f. Office Space (\$83.64 per square foot)	\$162,090	\$164,461	\$164,461
g. Total Increase in Assessed Value (\$1,000s)	\$2,262,010	\$2,303,248	\$2,318,098
<b>Joint Planning Areas</b>			
a. Single-Family Residential (\$120,000 per unit)	\$1,008,600	\$743,880	\$744,240
b. Multifamily Residential (\$45,000 per unit)	\$101,295	\$63,585	\$63,315
c. Hotel/Motel (\$65,000 per room)	\$10,920	\$10,920	\$10,920
d. Industrial Space (\$85 per square foot)	\$89,420	\$97,444	\$97,444
e. Retail Space (\$100 per square foot)	\$9,150	\$8,350	\$8,350
f. Office Space (\$62.89 per square foot)	\$2,003	\$1,695	\$1,695
g. Total Increase in Assessed Value (\$1,000s)	\$1,221,388	\$925,874	\$925,964
<b>Proposed Additions to the UGA</b>			
a. Single-Family Residential (\$120,000 per unit)	\$879,000	\$579,000	\$580,800
b. Multifamily Residential (\$45,000 per unit)	\$30,060	\$12,060	\$12,330
c. Hotel/Motel (\$65,000 per room)	\$5,785	\$5,785	\$5,785
d. Industrial Space (\$85 per square foot)	\$46,716	\$44,812	\$44,812
e. Retail Space (\$100 per square foot)	\$18,800	\$17,050	\$17,050
f. Office Space (\$62.89 per square foot)	\$6,559	\$6,141	\$6,141
g. Total Increase in Assessed Value (\$1,000s)	\$986,920	\$664,848	\$666,918
<b>Total Assessed Value Per Alternative</b>			
a. Single-Family Residential	\$3,021,960	\$2,254,740	\$2,350,230
b. Multifamily Residential	\$378,515	\$568,845	\$490,365
c. Hotel/Motel	\$81,445	\$81,445	\$81,445
d. Industrial Space	\$526,036	\$526,538	\$526,538
e. Retail Space	\$291,710	\$290,105	\$290,105
f. Office Space	\$170,653	\$172,297	\$172,297
g. Total Increase in Assessed Value (\$1,000s)	\$4,470,319	\$3,893,971	\$3,910,981

<b>TABLE II-1A ONE-TIME CONSTRUCTION PERIOD REVENUE (CITY OF SPOKANE)</b>			
	<b>Alternative 1 (Current Patterns)</b>	<b>Alternative 2 (Centers and Corridors)</b>	<b>Alternative 3 (Central City)</b>
<b>Sales Tax (\$1,000s)</b>			
<b>1. Construction Costs (\$1,000s)</b>			
a. Total Construction Cost	\$1,612,345	\$1,660,178	\$1,663,538
b. Sales Tax Rate (2000)	0.0084	0.0084	0.0084
c. Construction Tax Revenue	\$13,544	\$13,945	\$13,974
<b>Permit Fee Revenues</b>			
<b>1. Building Permits</b>			
a. Residential Permits (SF and MF)	12,851	10,847	11,806
b. Commercial Permits	363	361	361
c. Total Number of Building Permits	13,214	11,208	12,167
<b>2. Total Building Permit Fee (\$1,000s)</b>			
a. Single-Family	\$6,421	\$5,275	\$5,803
b. Multifamily	\$5,759	\$11,492	\$9,663
c. Downtown Hotel	\$124	\$124	\$124
d. Regular Hotel	\$0	\$0	\$0
e. Industrial	\$984	\$970	\$970
f. Retail	\$584	\$586	\$586
g. Office	\$400	\$406	\$406
h. Total Building Permit Fee (\$1,000s)	\$14,271	\$18,852	\$17,551
<b>3. Plan Review Fee</b>			
Total Plan Review Fee (\$1,000s)	\$5,103	\$8,825	\$7,636
<b>4. Mechanical, Plumbing, and Electrical Fee</b>			
a. Number of Permits (3 x building permits)	39,642	33,625	36,501
b. Minimum Fee	\$35	\$35	\$35
c. Total Mechanical, Plumbing, and Electrical Fee (\$1,000s)	\$1,387	\$1,177	\$1,278
<b>5. Processing Fees</b>			
a. Processing Fee Per Permit	\$25	\$25	\$25
b. Total Processing Fee (\$1,000s)	\$330	\$280	\$304
<b>6. Total Fee Revenue</b>			
a. Total Building Permit Fee (\$1,000s)	\$14,271	\$18,852	\$17,551
b. Total Plan Review Fee (\$1,000s)	\$5,103	\$8,825	\$7,636
c. Total Mechanical, Plumbing, and Electrical Fee (\$1,000s)	\$1,387	\$1,177	\$1,278
d. Total Processing Fee (\$1,000s)	\$330	\$280	\$304
e. Total Permit Fee Revenues (\$1,000s)	\$21,092	\$29,134	\$26,769
<b>Total One-Time Construction Period Revenue</b>	<b>\$34,636</b>	<b>\$43,079</b>	<b>\$40,743</b>
<b>Real Estate Excise Tax (.0025 x Total Assessed Value)</b>	<b>\$5,655</b>	<b>\$5,758</b>	<b>\$5,795</b>



<b>TABLE II-1B ONE-TIME CONSTRUCTION PERIOD REVENUE (JOINT PLANNING AREAS)</b>			
	<b>Alternative 1 (Current Patterns)</b>	<b>Alternative 2 (Centers and Corridors)</b>	<b>Alternative 3 (Central City)</b>
<b>Sales Tax (\$1,000s)</b>			
<b>1. Construction Costs (\$1,000s)</b>			
a. Total Construction Cost	\$648,755	\$496,044	\$496,044
b. Sales Tax Rate (2000)	0.0084	0.0084	0.0084
c. Construction Tax Revenue	\$5,450	\$4,167	\$4,167
<b>Permit Fee Revenues</b>			
<b>1. Building Permits</b>			
a. Residential Permits (SF and MF)	8,495	6,256	6,258
b. Commercial Permits	49	52	52
c. Total Number of Building Permits	8,544	6,307	6,310
<b>2. Total Building Permit Fee (\$1,000s)</b>			
a. Single-Family	\$4,282	\$3,158	\$3,160
b. Multifamily	\$2,098	\$1,317	\$1,311
c. Downtown Hotel	\$0	\$1	\$2
d. Regular Hotel	\$21	\$21	\$21
e. Industrial	\$207	\$226	\$226
f. Retail	\$14	\$13	\$13
g. Office	\$7	\$6	\$6
h. Total Building Permit Fee (\$1,000s)	\$6,629	\$4,741	\$4,738
<b>3. Plan Review Fee</b>			
Total Plan Review Fee (\$1,000s)	\$1,525	\$1,029	\$1,026
<b>4. Mechanical, Plumbing, and Electrical Fee</b>			
a. Number of Permits (3 x Number of Building Permits)	25,631	18,922	18,931
b. Minimum Fee	\$35	\$35	\$35
c. Total Mechanical, Plumbing, and Electrical Fee (\$1,000s)	\$897	\$662	\$663
<b>5. Processing Fees</b>			
a. Processing Fee Per Permit	\$25	\$25	\$25
b. Total Processing Fee (\$1,000s)	\$214	\$158	\$158
<b>6. Total Fee Revenue</b>			
a. Total Building Permit Fee (\$1,000s)	\$6,629	\$4,741	\$4,738
b. Total Plan Review Fee (\$1,000s)	\$1,525	\$1,029	\$1,026
c. Total Mechanical, Plumbing, and Electrical Fee (\$1,000s)	\$897	\$662	\$663
d. Total Processing Fee (\$1,000s)	\$210	\$158	\$158
e. Total Permit Fee Revenues (\$1,000s)	\$9,262	\$6,590	\$6,584
<b>Total One-Time Construction Period Revenue</b>	<b>\$14,711</b>	<b>\$10,757</b>	<b>\$10,751</b>
<b>Real Estate Excise Tax (.0025 x Total Assessed Value)</b>	<b>\$3,053</b>	<b>\$2,315</b>	<b>\$2,315</b>

**TABLE II-1C ONE-TIME CONSTRUCTION PERIOD REVENUE  
(PROPOSED ADDITIONS TO THE CITY'S UGA)**

	<b>Alternative 1 (Current Patterns)</b>	<b>Alternative 2 (Centers and Corridors)</b>	<b>Alternative 3 (Central City)</b>
<b>Sales Tax (\$1,000s)</b>			
<b>1. Construction Costs (\$1,000s)</b>			
a. Total Construction Cost	\$513,012	\$348,321	\$349,398
b. Sales Tax Rate (2000)	0.0084	0.0084	0.0084
c. Construction Tax Revenue	\$4,309	\$2,926	\$2,935
<b>Permit Fee Revenues</b>			
<b>1. Building Permits</b>			
a. Residential Permits (SF and MF)	7,352	4,836	4,851
b. Commercial Permits	32	30	30
c. Total Number of Building Permits	7,383	4,866	4,881
<b>2. Total Building Permit Fee (\$1,000s)</b>			
a. Single-Family	\$3,732	\$2,458	\$2,466
b. Multifamily	\$623	\$250	\$255
c. Downtown Hotel	\$0	\$1	\$2
d. Regular Hotel	\$11	\$11	\$11
e. Industrial	\$108	\$104	\$104
f. Retail	\$29	\$26	\$26
g. Office	\$22	\$20	\$20
h. Total Building Permit Fee (\$1,000s)	\$4,524	\$2,870	\$2,885
<b>3. Plan Review Fee</b>			
Total Plan Review Fee (\$1,000s)	\$515	\$268	\$272
<b>4. Mechanical, Plumbing, and Electrical Fee</b>			
a. Number of Permits (3 x Number of Building Permits)	22,150	14,598	14,643
b. Minimum Fee	\$35	\$35	\$35
c. Total Mechanical, Plumbing, and Electrical Fee (\$1,000s)	\$775	\$511	\$513
<b>5. Processing Fees</b>			
a. Processing Fee Per Permit	\$25	\$25	\$25
b. Total Processing Fee (\$1,000s)	\$185	\$122	\$1,313
<b>6. Total Fee Revenue</b>			
a. Total Building Permit Fee (\$1,000s)	\$4,524	\$2,870	\$2,885
b. Total Plan Review Fee (\$1,000s)	\$515	\$268	\$272
c. Total Mechanical, Plumbing, and Electrical Fee (\$1,000s)	\$775	\$511	\$513
d. Total Processing Fee (\$1,000s)	\$185	\$122	\$1,313
e. Total Permit Fee Revenues (\$1,000s)	\$5,999	\$3,771	\$4,983
<b>Total One-Time Construction Period Revenue</b>	<b>\$10,309</b>	<b>\$6,697</b>	<b>\$7,918</b>
<b>Real Estate Excise Tax (.0025 x Total Assessed Value)</b>	<b>\$2,467</b>	<b>\$1,662</b>	<b>\$1,667</b>

<b>TABLE II-2A ESTIMATED ANNUAL REVENUE (CITY OF SPOKANE)</b>			
	<b>Alternative 1 (Current Patterns)</b>	<b>Alternative 2 (Centers and Corridors)</b>	<b>Alternative 3 (Central City)</b>
<b>Sales Tax (\$1,000s)</b>			
<b>1. Annual Sales Tax Revenue</b>			
a. Retail	\$828,244	\$831,212	\$831,212
b. Office	\$55,259	\$56,068	\$56,068
c. Industrial	\$53,572	\$52,800	\$52,800
d. Total Annual Sales Revenue	\$937,075	\$940,079	\$940,079
e. Total Annual Sales Tax Revenue (.0084 sales tax)	\$7,871	\$7,897	\$7,897
<b>Real and Personal Property Tax</b>			
<b>1. Real Property Tax Base</b>			
a. Increase in Assessed Value (\$1,000s)	\$2,262,010	\$2,303,248	\$2,318,098
<b>2. Personal Property Tax Base</b>			
a. Increase in Assessed Value (\$1,000s)	\$113,101	\$115,162	\$115,905
<b>3. Total Real and Personal Taxes</b>			
a. Total Real and Personal Tax Base	\$2,375,111	\$2,418,411	\$2,434,003
b. Regular Property Tax Levy Rate	\$3.4036	\$3.4036	\$3.4036
c. Total Property Tax Revenues	\$8,084	\$8,231	\$8,284
<b>Utility Tax Revenue</b>			
<b>1. Utility Tax Payments by Type of Land Use (\$1,000s)</b>			
a. Single-Family (2,400 per unit)	\$30,250	\$24,850	\$27,338
b. Multifamily (\$1,800 per unit)	\$11,122	\$22,194	\$18,662
c. Retail (\$3 per square foot)	\$11,304	\$11,345	\$11,345
d. Office (\$4 per square foot)	\$7,752	\$7,865	\$7,865
e. Industrial (\$2 per square foot)	\$9,994	\$9,850	\$9,850
<b>2. Utility Tax Rate</b>	<b>0.11</b>	<b>0.11</b>	<b>0.11</b>
<b>3. Total Utility Tax Revenue</b>	<b>\$7,746</b>	<b>\$8,371</b>	<b>\$8,257</b>
<b>Intergovernmental Revenue</b>			
<b>1. Per Capita Intergovernmental Revenue</b>	<b>\$17</b>	<b>\$17</b>	<b>\$17</b>
<b>2. Estimated Increase in Population</b>	<b>41,196</b>	<b>44,813</b>	<b>43,466</b>
<b>3. Total Intergovernmental Revenue (\$1,000s of dollars)</b>	<b>\$700</b>	<b>\$762</b>	<b>\$739</b>
<b>Park User Fee Revenue</b>			
<b>1. Per Capita Park User Fee Revenue</b>	<b>\$12</b>	<b>\$12</b>	<b>\$12</b>
<b>2. Estimated Increase in Population</b>	<b>41,196</b>	<b>44,813</b>	<b>43,466</b>
<b>3. Total Park User Fee Revenue (\$1,000s)</b>	<b>\$494</b>	<b>\$538</b>	<b>\$522</b>

<b>TABLE II-2B ESTIMATED ANNUAL REVENUE (CITY OF SPOKANE)</b>			
	<b>Alternative 1 (Current Patterns)</b>	<b>Alternative 2 (Centers and Corridors)</b>	<b>Alternative 3 (Central City)</b>
<b>Admissions Tax Revenue</b>			
1. Per Capita Admissions Revenue (2000)	\$5	\$5	\$5
2. Estimated Increase in Population	41,196	44,813	43,466
3. Total Admissions Tax Revenue (1,000s)	\$206	\$224	\$217
<b>Business Tax and Licenses</b>			
1. Number of Employees (Office, Retail, Industrial, Hotel)	20,315	20,333	20,333
2. Average Tax Per Employee	\$31	\$31	\$31
3. Total Business Tax and Licenses (\$1,000s)	\$630	\$630	\$630
<b>Miscellaneous Revenue</b>			
1. Total Primary Revenue	\$25,732	\$26,653	\$26,546
2. Percentage of Total Primary Revenue	0.34	0.34	0.34
3. Total Miscellaneous Revenue (\$1,000s)	\$8,749	\$9,062	\$9,026
<b>Total Revenue</b>			
1. Total Annual Sales Tax Revenue (\$1,000s)	\$7,871	\$7,897	\$7,897
2. Total Property Tax Revenue (\$1,000s)	\$8,084	\$8,231	\$8,284
3. Total Utility Tax Revenue (\$1,000s)	\$7,746	\$8,371	\$8,257
4. Total Intergovernmental Revenue (\$1,000s)	\$700	\$762	\$739
5. Total Park User Fee Revenue (\$1,000s)	\$494	\$538	\$522
6. Total Admissions Tax Revenue (\$1,000s)	\$206	\$224	\$217
7. Total Business Tax and Licenses (\$1,000s)	\$630	\$630	\$630
8. Total Miscellaneous Revenue (\$1,000s)	\$8,749	\$9,062	\$9,026
9. Total Estimated Annual Revenue (\$1,000s)	\$34,481	\$35,715	\$35,571

<b>TABLE II-2C ESTIMATED ANNUAL REVENUE (JOINT PLANNING AREAS)</b>			
	<b>Alternative 1 (Current Patterns)</b>	<b>Alternative 2 (Centers and Corridors)</b>	<b>Alternative 3 (Central City)</b>
<b>Sales Tax (\$1,000s)</b>			
<b>1. Annual Sales Tax Revenue</b>			
a. Retail	\$20,113	\$18,354	\$18,354
b. Office	\$908	\$768	\$768
c. Industrial	\$11,279	\$12,291	\$12,291
d. Total Annual Sales Revenue	\$32,300	\$31,413	\$31,413
e. Total Annual Sales Tax Revenue	\$271	\$264	\$264
<b>Real and Personal Property Tax</b>			
<b>1. Real Property Tax Base</b>			
a. Increase in Assessed Value (\$1,000s)	\$1,221,388	\$925,874	\$925,964
<b>2. Personal Property Tax Base</b>			
a. Increase in Assessed Value (\$1,000s)	\$61,069	\$46,294	\$46,298
<b>3. Total Real and Personal Taxes</b>			
a. Total Real and Personal Tax Base	\$1,282,457	\$972,168	\$972,262
b. Regular Property Tax Levy Rate	\$3.4036	\$3.4036	\$3.4036
c. Total Property Tax Revenues	\$4,365	\$3,309	\$3,309
<b>Utility Tax Revenue</b>			
<b>1. Utility Tax Payments by Type of Land Use (\$1,000s)</b>			
a. Single-Family (2,400 per unit)	\$20,172	\$14,878	\$14,885
b. Multifamily (\$1,800 per unit)	\$5,402	\$2,543	\$2,533
c. Retail (\$3 per square foot)	\$275	\$251	\$251
d. Office (\$4 per square foot)	\$127	\$108	\$108
e. Industrial (\$2 per square foot)	\$2,104	\$2,293	\$2,293
<b>2. Utility Tax Rate</b>	<b>0.11</b>	<b>0.11</b>	<b>0.11</b>
<b>3. Total Utility Tax Revenue (\$1,000s)</b>	<b>\$3,089</b>	<b>\$2,208</b>	<b>\$2,208</b>
<b>Intergovernmental Revenue</b>			
<b>1. Per Capita Intergovernmental Revenue</b>	<b>\$17</b>	<b>\$17</b>	<b>\$17</b>
<b>2. Estimated Increase in Population</b>	<b>24,614</b>	<b>17,758</b>	<b>17,756</b>
<b>3. Total Intergovernmental Revenue (\$1,000s of dollars)</b>	<b>\$418</b>	<b>\$302</b>	<b>\$302</b>
<b>Park User Fee Revenue</b>			
<b>1. Per Capita Park User Fee Revenue</b>	<b>\$12</b>	<b>\$12</b>	<b>\$12</b>
<b>2. Estimated Increase in Population</b>	<b>24,614</b>	<b>17,758</b>	<b>17,756</b>
<b>3. Total Park User Fee Revenue (\$1,000s)</b>	<b>\$295</b>	<b>\$213</b>	<b>\$213</b>

<b>TABLE II-2D ESTIMATED ANNUAL REVENUE (JOINT PLANNING AREAS)</b>			
	<b>Alternative 1 (Current Patterns)</b>	<b>Alternative 2 (Centers and Corridors)</b>	<b>Alternative 3 (Central City)</b>
<b>Admissions Tax Revenue</b>			
<b>1. Per Capita Admissions Revenue (2000)</b>	<b>\$5</b>	<b>\$5</b>	<b>\$5</b>
<b>2. Estimated Increase in Population</b>	<b>24,614</b>	<b>17,758</b>	<b>17,756</b>
<b>3. Total Admissions Tax Revenue (1,000s)</b>	<b>\$123</b>	<b>\$89</b>	<b>\$89</b>
<b>Business Tax and Licenses</b>			
<b>1. Number of Employees (Office, Retail, Industrial, Hotel)</b>	<b>1,757</b>	<b>1,845</b>	<b>1,845</b>
<b>2. Average Tax Per Employee</b>	<b>\$31</b>	<b>\$31</b>	<b>\$31</b>
<b>3. Total Business Tax and Licenses (\$1,000s)</b>	<b>\$54</b>	<b>\$57</b>	<b>\$57</b>
<b>Miscellaneous Revenue</b>			
<b>1. Total Primary Revenue</b>	<b>\$8,616</b>	<b>\$6,442</b>	<b>\$6,442</b>
<b>2. Percentage of Total Primary Revenue</b>	<b>0.34</b>	<b>0.34</b>	<b>0.34</b>
<b>3. Total Miscellaneous Revenue (\$1,000s)</b>	<b>\$2,930</b>	<b>\$2,190</b>	<b>\$2,190</b>
<b>Total Revenue</b>			
<b>1. Total Annual Sales Tax Revenue (\$1,000s)</b>	<b>\$271</b>	<b>\$264</b>	<b>\$264</b>
<b>2. Total Property Tax Revenue (\$1,000s)</b>	<b>\$4,365</b>	<b>\$3,309</b>	<b>\$3,309</b>
<b>3. Total Utility Tax Revenue (\$1,000s)</b>	<b>\$3,089</b>	<b>\$2,208</b>	<b>\$2,208</b>
<b>4. Total Intergovernmental Revenue (\$1,000s)</b>	<b>\$418</b>	<b>\$302</b>	<b>\$302</b>
<b>5. Total Park User Fee Revenue(\$1,000s)</b>	<b>\$295</b>	<b>\$213</b>	<b>\$213</b>
<b>6. Total Admissions Tax Revenue (\$1,000s)</b>	<b>\$123</b>	<b>\$89</b>	<b>\$89</b>
<b>7. Total Business Tax and Licenses (\$1,000s)</b>	<b>\$54</b>	<b>\$57</b>	<b>\$57</b>
<b>8. Total Miscellaneous Revenue (\$1,000s)</b>	<b>\$2,930</b>	<b>\$2,190</b>	<b>\$2,190</b>
<b>9. Total Estimated Annual Revenue (\$1,000s)</b>	<b>\$11,546</b>	<b>\$8,632</b>	<b>\$8,632</b>

**TABLE II-2E ESTIMATED ANNUAL REVENUE (PROPOSED ADDITIONS TO THE CITY'S UGA)**

	<b>Alternative 1 (Current Patterns)</b>	<b>Alternative 2 (Centers and Corridors)</b>	<b>Alternative 3 (Central City)</b>
<b>Sales Tax (\$1,000s)</b>			
<b>1. Annual Sales Tax Revenue</b>			
a. Retail	\$41,324	\$37,478	\$37,478
b. Office	\$2,974	\$2,784	\$2,784
c. Industrial	\$5,892	\$5,652	\$5,652
d. Total Annual Sales Revenue	\$50,191	\$45,914	\$45,914
e. Total Annual Sales Tax Revenue	\$422	\$386	\$386
<b>Real and Personal Property Tax</b>			
<b>1. Real Property Tax Base</b>			
a. Increase in Assessed Value (\$1,000s)	\$986,920	\$664,848	\$666,918
<b>2. Personal Property Tax Base</b>			
a. Increase in Assessed Value (\$1,000s)	\$49,346	\$33,242	\$33,346
<b>3. Total Real and Personal Taxes</b>			
a. Total Real and Personal Tax Base	\$1,036,266	\$698,091	\$700,264
b. Regular Property Tax Levy Rate	\$3.4036	\$3.4036	\$3.4036
c. Total Property Tax Revenues	\$3,527	\$2,376	\$2,383
<b>Utility Tax Revenue</b>			
<b>1. Utility Tax Payments by Type of Land Use (\$1,000s)</b>			
a. Single-Family (2,400 per unit)	\$17,580	\$11,580	\$11,616
b. Multifamily (\$1,800 per unit)	\$1,202	\$482	\$493
c. Retail (\$3 per square foot)	\$564	\$512	\$512
d. Office (\$4 per square foot)	\$417	\$391	\$391
e. Industrial (\$2 per square foot)	\$1,099	\$1,054	\$1,054
<b>2. Utility Tax Rate</b>	<b>0.11</b>	<b>0.11</b>	<b>0.11</b>
<b>3. Total Utility Tax Revenue (\$1,000s)</b>	<b>\$2,295</b>	<b>\$1,542</b>	<b>\$1,547</b>
<b>Intergovernmental Revenue</b>			
<b>1. Per Capita Intergovernmental Revenue</b>	<b>\$17</b>	<b>\$17</b>	<b>\$17</b>
<b>2. Estimated Increase in Population</b>	<b>19,381</b>	<b>12,491</b>	<b>12,538</b>
<b>3. Total Intergovernmental Revenue (\$1,000s of dollars)</b>	<b>\$329</b>	<b>\$212</b>	<b>\$213</b>
<b>Park User Fee Revenue</b>			
<b>1. Per Capita Park User Fee Revenue</b>	<b>\$12</b>	<b>\$12</b>	<b>\$12</b>
<b>2. Estimated Increase in Population</b>	<b>19,381</b>	<b>12,491</b>	<b>12,538</b>
<b>3. Total Park User Fee Revenue (\$1,000s)</b>	<b>\$233</b>	<b>\$150</b>	<b>\$150</b>

<b>TABLE II-2F ESTIMATED ANNUAL REVENUE (PROPOSED ADDITIONS TO THE CITY'S UGA)</b>			
	<b>Alternative 1 (Current Patterns)</b>	<b>Alternative 2 (Centers and Corridors)</b>	<b>Alternative 3 (Central City)</b>
<b>Admissions Tax Revenue</b>			
<b>1. Per Capita Admissions Revenue (2000)</b>	<b>\$5</b>	<b>\$5</b>	<b>\$5</b>
<b>2. Estimated Increase in Population</b>	<b>19,381</b>	<b>12,491</b>	<b>12,538</b>
<b>3. Total Admissions Tax Revenue (1,000s)</b>	<b>\$97</b>	<b>\$62</b>	<b>\$63</b>
<b>Business Tax and Licenses</b>			
<b>1. Number of Employees</b>	<b>1,450</b>	<b>1,368</b>	<b>1,368</b>
<b>2. Average Tax Per Employee</b>	<b>\$31</b>	<b>\$31</b>	<b>\$31</b>
<b>3. Total Business Tax and Licenses (\$1,000s)</b>	<b>\$45</b>	<b>\$42</b>	<b>\$42</b>
<b>Miscellaneous Revenue</b>			
<b>1. Total Primary Revenue</b>	<b>\$6,947</b>	<b>\$4,771</b>	<b>\$4,785</b>
<b>2. Percentage of Total Primary Revenue</b>	<b>0.34</b>	<b>0.34</b>	<b>0.34</b>
<b>3. Total Miscellaneous Revenue (\$1,000s)</b>	<b>\$2,362</b>	<b>\$1,622</b>	<b>\$1,627</b>
<b>Total Revenue</b>			
<b>1. Total Annual Sales Tax Revenue (\$1,000s)</b>	<b>\$422</b>	<b>\$386</b>	<b>\$386</b>
<b>2. Total Property Tax Revenue(\$1,000s)</b>	<b>\$3,527</b>	<b>\$2,376</b>	<b>\$2,383</b>
<b>3. Total Utility Tax Revenue (\$1,000s)</b>	<b>\$2,295</b>	<b>\$1,542</b>	<b>\$1,547</b>
<b>4. Total Intergovernmental Revenue (\$1,000s)</b>	<b>\$329</b>	<b>\$212</b>	<b>\$213</b>
<b>5. Total Park User Fee Revenue (\$1,000s)</b>	<b>\$233</b>	<b>\$150</b>	<b>\$150</b>
<b>6. Total Admissions Tax Revenue (\$1,000s)</b>	<b>\$97</b>	<b>\$62</b>	<b>\$63</b>
<b>7. Total Business Tax and Licenses (\$1,000s)</b>	<b>\$45</b>	<b>\$42</b>	<b>\$42</b>
<b>8. Total Miscellaneous Revenue (\$1,000s)</b>	<b>\$2,362</b>	<b>\$1,622</b>	<b>\$1,627</b>
<b>9. Total Estimated Annual Revenue (\$1,000s)</b>	<b>\$9,310</b>	<b>\$6,393</b>	<b>\$6,412</b>



<b>TABLE III-A ESTIMATED ANNUAL EXPENDITURES (CITY OF SPOKANE)</b>			
	<b>Alternative 1 (Current Patterns)</b>	<b>Alternative 2 (Centers and Corridors)</b>	<b>Alternative 3 (Central City)</b>
<b>ESTIMATED MUNICIPAL EXPENDITURES</b>			
<b>Police Services</b>			
<b>1. Additional Officers Needed</b>			
a. Estimated Increase in Population	41,196	44,813	43,466
b. Number of Additional Officers Needed	112	85	73
<b>2. Cost Per Officer</b>			
a. Number of Additional Officers Needed	112	85	73
b. Cost Per Officer (\$1,000s)	\$112	\$112	\$112
c. Total Police Service Expenditures (\$1,000s)	\$12,544	\$9,520	\$8,176
<b>Criminal Justice (1,000s)</b>			
<b>1. Percentage of Police Expenditures</b>	<b>0.17</b>	<b>0.17</b>	<b>0.17</b>
<b>2. Total Police Service Expenditures</b>	<b>\$12,544</b>	<b>\$9,520</b>	<b>\$8,176</b>
<b>3. Total Criminal Justice Expenditures (\$1,000s)</b>	<b>\$2,132</b>	<b>\$1,618</b>	<b>\$1,390</b>
<b>Fire Suppression and EMS Services</b>			
<b>1. Estimated Increase in Service Calls</b>			
a. Service Calls Per 1,000 Population (1999)	112	112	112
b. Estimated Increase in Population	41,196	44,813	43,466
c. Estimated Increase in Service Calls	4,614	5,019	4,868
<b>2. Additional Uniformed Personnel</b>			
a. Estimated Increase in Service Calls	4,614	5,019	4,868
b. Uniformed Personnel Per Service Call	0.015	0.015	0.015
c. Additional Uniformed Personnel	69	75	73
<b>3. Cost for Uniformed Personnel</b>			
a. Costs Per Uniformed Personnel (\$1,000s)	\$87	\$87	\$87
b. Additional Uniformed Personnel	69	75	73
c. Total Additional Fire Suppression and EMS Expenditures (\$1,000s)	\$6,021	\$6,550	\$6,353
<b>Parks and Recreation Fund</b>			
<b>1. Percentage of General Fund</b>	<b>0.081</b>	<b>0.081</b>	<b>0.081</b>
<b>2. Total Parks and Recreation Fund Expenditures (\$1,000s of Dollars)</b>	<b>\$2,793</b>	<b>\$2,893</b>	<b>\$2,881</b>

<b>TABLE III-B ESTIMATED ANNUAL EXPENDITURES (CITY OF SPOKANE)</b>			
<b>Street Fund (\$1,000s)</b>			
1. Percentage of General Fund	0.07	0.07	0.07
2. Total Street Fund Expenditures (\$1,000s)	\$2,414	\$2,500	\$2,490
<b>Library Fund (\$1,000s)</b>			
1. Percentage of General Fund	0.07	0.07	0.07
2. Total Library Fund Expenditures (\$1,000s)	\$2,414	\$2,500	\$2,490
<b>General Expenditures (\$1,000s)</b>			
1. Total Police, Criminal Justice, Fire Suppression and EMS, Park and Recreation Fund, Street Fund, and Library Fund Expenditures	\$28,318	\$25,581	\$23,780
2. Percentage of Above Government Expenditures	0.40	0.40	0.40
3. Total General Expenditures (\$1,000s)	\$11,327	\$10,233	\$9,512
<b>Summary of Expenditures</b>			
1. Police Service Expenditures (\$1,000s)	\$12,544	\$9,520	\$8,176
2. Criminal Justice (\$1,000s)	\$2,132	\$1,618	\$1,390
3. EMS and Fire Protection Expenditures(\$1,000s)	\$6,021	\$6,550	\$6,353
4. Park and Recreation Fund Expenditures (\$1,000s)	\$2,793	\$2,893	\$2,881
5. Street Fund Expenditures (\$1,000s)	\$2,414	\$2,500	\$2,490
6. Library Fund Expenditures (\$1,000s)	\$2,414	\$2,500	\$2,490
7. General Expenditures (\$1,000s)	\$11,327	\$10,233	\$9,512
8. Total Expenditures (\$1,000s)	\$39,645	\$35,814	\$33,292

<b>TABLE III-C ESTIMATED ANNUAL EXPENDITURES (JOINT PLANNING AREAS)</b>			
	<b>Alternative 1 (Current Patterns)</b>	<b>Alternative 2 (Centers and Corridors)</b>	<b>Alternative 3 (Central City)</b>
<b>ESTIMATED MUNICIPAL EXPENDITURES</b>			
<b>Police Services</b>			
<b>1. Additional Officers Needed</b>			
a. Estimated Increase in Population	24,614	17,758	17,756
b. Number of Additional Officers Needed	17	8	9
<b>2. Cost Per Officer</b>			
a. Number of Additional Officers Needed	17	8	9
b. Cost Per Officer (\$1,000s)	\$112	\$112	\$112
c. Total Police Service Expenditures (\$1,000s)	\$1,904	\$896	\$1,008
<b>Criminal Justice (1,000s)</b>			
<b>1. Percentage of Police Expenditures</b>	<b>0.17</b>	<b>0.17</b>	<b>0.17</b>
<b>2. Total Police Service Expenditures</b>	<b>\$1,904</b>	<b>\$896</b>	<b>\$1,008</b>
<b>3. Total Criminal Justice Expenditures (\$1,000s)</b>	<b>\$324</b>	<b>\$152</b>	<b>\$171</b>
<b>Fire Suppression and EMS Services</b>			
<b>1. Estimated Increase in Service Calls</b>			
a. Service Calls Per 1,000 Population (1999)	112	112	112
b. Estimated Increase in Population	24,614	17,758	17,756
c. Estimated Increase in Service Calls	2,757	1,989	1,989
<b>2. Additional Uniformed Personnel</b>			
a. Estimated Increase in Service Calls	2,757	1,989	1,989
b. Uniformed Personnel Per Service Call	0.015	0.015	0.015
c. Additional Uniformed Personnel	41	30	30
<b>3. Cost for Uniformed Personnel</b>			
a. Costs Per Uniformed Personnel (\$1,000s)	\$87	\$87	\$87
b. Additional Uniformed Personnel	41	30	30
c. Total Additional Fire Suppression and EMS Expenditures (\$1,000s)	\$3,598	\$2,596	\$2,595
<b>Parks and Recreation Fund</b>			
<b>1. Percentage of General Fund</b>	<b>0.081</b>	<b>0.081</b>	<b>0.081</b>
<b>2. Total Parks and Recreation Fund Expenditures (\$1,000s of Dollars)</b>	<b>\$935</b>	<b>\$699</b>	<b>\$699</b>

<b>TABLE III-D ESTIMATED ANNUAL EXPENDITURES (JOINT PLANNING AREAS)</b>			
	<b>Alternative 1 (Current Patterns)</b>	<b>Alternative 2 (Centers and Corridors)</b>	<b>Alternative 3 (Central City)</b>
<b>Street Fund (\$1,000s)</b>			
1. Percentage of General Fund	0.07	0.07	0.07
2. Total Street Fund Expenditures (\$1,000s)	\$808	\$604	\$604
<b>Library Fund (\$1,000s)</b>			
1. Percentage of General Fund	0.07	0.07	0.07
2. Total Library Fund Expenditures (\$1,000s)	\$808	\$604	\$604
<b>General Expenditures (\$1,000s)</b>			
1. Total Primary Government Expenditures (Police, Criminal Justice, Fire Suppression and EMS, Park and Recreation Fund, Street Fund, and Library Fund Expenditures)	\$8,377	\$5,552	\$5,682
2. Percentage of Primary Government Expenditures	0.40	0.40	0.40
3. Total General Expenditures (\$1,000s)	\$3,351	\$2,220	\$2,273
<b>Summary of Expenditures</b>			
1. Police Service Expenditures (\$1,000s)	\$1,904	\$896	\$1,008
2. Criminal Justice (\$1,000s)	\$324	\$152	\$171
3. EMS and Fire Protection Expenditures (\$1,000s)	\$3,598	\$2,596	\$2,595
4. Park and Recreation Fund Expenditures (\$1,000s)	\$935	\$699	\$699
5. Street Fund Expenditures (\$1,000s)	\$808	\$604	\$604
6. Library Fund Expenditures (\$1,000s)	\$808	\$604	\$604
7. General Expenditures (\$1,000s)	\$3,351	\$2,220	\$2,273
8. Total Expenditures (\$1,000s)	\$11,728	\$7,771	\$7,955

<b>TABLE III-E ESTIMATED ANNUAL EXPENDITURES (PROPOSED ADDITIONS TO THE CITY'S UGA)</b>			
	<b>Alternative 1 (Current Patterns)</b>	<b>Alternative 2 (Centers and Corridors)</b>	<b>Alternative 3 (Central City)</b>
<b>ESTIMATED MUNICIPAL EXPENDITURES</b>			
<b>Police Services</b>			
<b>1. Additional Officers Needed</b>			
a. Estimated Increase in Population	19,381	12,491	12,538
b. Number of Additional Officers Needed	10	7	9
<b>2. Cost Per Officer</b>			
a. Number of Additional Officers Needed	10	7.0	9
b. Cost Per Officer (\$1,000s)	\$112	\$112	\$112
c. Total Police Service Expenditures (\$1,000s)	\$1,120	\$784	\$1,008
<b>Criminal Justice (1,000s)</b>			
<b>1. Percentage of Police Expenditures</b>	<b>0.17</b>	<b>0.17</b>	<b>0.17</b>
<b>2. Total Police Service Expenditures</b>	<b>\$1,120</b>	<b>\$784</b>	<b>\$1,008</b>
<b>3. Total Criminal Justice Expenditures (\$1,000s)</b>	<b>\$190</b>	<b>\$133</b>	<b>\$171</b>
<b>Fire Suppression and EMS Services</b>			
<b>1. Estimated Increase in Service Calls</b>			
a. Service Calls Per 1,000 Population (1999)	112	112	112
b. Estimated Increase in Population	19,381	12,491	12,538
c. Estimated Increase in Service Calls	2,171	1,399	1,404
<b>2. Additional Uniformed Personnel</b>			
a. Estimated Increase in Service Calls	2,171	1,399	1,404
b. Uniformed Personnel Per Service Call	0.015	0.015	0.015
c. Additional Uniformed Personnel	33	21	21
<b>3. Cost for Uniformed Personnel</b>			
a. Costs Per Uniformed Personnel (\$1,000s)	\$87	\$87	\$87
b. Additional Uniformed Personnel	33	21	21
c. Total Additional Fire Suppression and EMS Expenditures (\$1,000s)	\$2,833	\$1,653	\$2,262
<b>Parks and Recreation Fund</b>			
<b>1. Percentage of General Fund</b>	<b>0.081</b>	<b>0.081</b>	<b>0.081</b>
<b>2. Total Parks and Recreation Fund Expenditures (\$1,000s of Dollars)</b>	<b>\$754</b>	<b>\$518</b>	<b>\$519</b>

<b>TABLE III-F ESTIMATED ANNUAL EXPENDITURES (PROPOSED ADDITIONS TO THE CITY'S UGA)</b>			
	<b>Alternative 1 (Current Patterns)</b>	<b>Alternative 2 (Centers and Corridors)</b>	<b>Alternative 3 (Central City)</b>
<b>Street Fund (\$1,000s)</b>			
1. Percentage of General Fund	0.07	0.07	0.07
2. Total Street Fund Expenditures (\$1,000s)	\$652	\$448	\$449
<b>Library Fund (\$1,000s)</b>			
1. Percentage of General Fund	0.07	0.07	0.07
2. Total Library Fund Expenditures (\$1,000s)	\$652	\$448	\$449
<b>General Expenditures (\$1,000s)</b>			
1. Total Primary Government Expenditures (Police, Criminal Justice, Fire Suppression and EMS, Park and Recreation Fund, Street Fund, and Library Fund Expenditures)	\$6,201	\$3,983	\$4,858
2. Percentage of Primary Government Expenditures	0.40	0.40	0.40
3. Total General Expenditures (\$1,000s)	\$3,207	\$2,062	\$2,703
<b>Summary of Expenditures</b>			
1. Police Service Expenditures (\$1,000s)	\$1,120	\$784	\$1,008
2. Criminal Justice (\$1,000s)	\$190	\$133	\$171
3. EMS and Fire Protection Expenditures (\$1,000s)	\$2,833	\$1,653	\$2,262
4. Park and Recreation Fund Expenditures (\$1,000s)	\$754	\$518	\$519
5. Street Fund Expenditures (\$1,000s)	\$652	\$448	\$449
6. Library Fund Expenditures (\$1,000s)	\$652	\$448	\$449
7. General Expenditures (\$1,000s)	\$3,207	\$2,062	\$2,703
8. Total Expenditures (\$1,000s)	\$9,407	\$6,045	\$7,561

<b>TABLE IV-A NET FISCAL SURPLUS AND SPECIAL FUNDS (CITY OF SPOKANE)</b>			
	<b>Alternative 1 (Current Patterns)</b>	<b>Alternative 2 (Centers and Corridors)</b>	<b>Alternative 3 (Central City)</b>
<b>Summary of Expenditures and Revenues</b>			
1. Revenues (\$1,000s)	\$34,481	\$35,715	\$35,571
2. Expenditures (\$1,000s)	\$39,645	\$35,814	\$33,292
3. Net Fiscal Surplus (\$1,000s)	-\$5,164	-\$99	\$2,279
<b>Special Funds</b>			
1. Hotel/Motel Fund (\$65 per room per day x 2%)	\$473	\$473	\$473
2. Parks and Recreation Fund (User Fees + General Fund Contribution)	\$3,287	\$3,431	\$3,403
3. Street Fund (General Fund Contribution + (1.17 x General Fund contribution))	\$5,238	\$5,425	\$5,403
4. Increase in Debt Capacity (2.25% of Assessed Value)	\$50,895	\$51,823	\$52,157

**TABLE IV-B NET FISCAL SURPLUS AND SPECIAL FUNDS  
(JOINT PLANNING AREAS)**

	Alternative 1 (Current Patterns)	Alternative 2 (Centers and Corridors)	Alternative 3 (Central City)
<b>Summary of Expenditures and Revenues</b>			
<b>1. Revenues (\$1,000s)</b>	<b>\$11,546</b>	<b>\$8,632</b>	<b>\$8,632</b>
<b>2. Expenditures (\$1,000s)</b>	<b>\$11,728</b>	<b>\$7,771</b>	<b>\$7,955</b>
<b>3. Net Fiscal Surplus (\$1,000s)</b>	<b>-\$182</b>	<b>\$861</b>	<b>\$677</b>
<b>Special Funds</b>			
<b>1. Hotel/Motel Fund (\$65 per room per day x 2%)</b>	<b>\$80</b>	<b>\$80</b>	<b>\$80</b>
<b>2. Parks and Recreation Fund (User Fees + General Fund Contribution)</b>	<b>\$1,231</b>	<b>\$912</b>	<b>\$912</b>
<b>3. Street Fund (General Fund Contribution + (1.17 x General Fund contribution))</b>	<b>\$1,754</b>	<b>\$1,311</b>	<b>\$1,311</b>
<b>4. Increase in Debt Capacity (2.25% of Assessed Value)</b>	<b>\$27,481</b>	<b>\$20,832</b>	<b>\$20,834</b>

**TABLE IV-C NET FISCAL SURPLUS AND SPECIAL FUNDS(PROPOSED ADDITIONS TO THE CITY'S UGA)**

	Alternative 1 (Current Patterns)	Alternative 2 (Centers and Corridors)	Alternative 3 (Central City)
<b>Summary of Expenditures and Revenues</b>			
<b>1. Revenues(\$1,000s)</b>	<b>\$9,310</b>	<b>\$6,393</b>	<b>\$6,412</b>
<b>2. Expenditures (\$1,000s)</b>	<b>\$9,407</b>	<b>\$6,045</b>	<b>\$7,561</b>
<b>3. Net Fiscal Surplus (\$1,000s)</b>	<b>-\$98</b>	<b>\$348</b>	<b>-\$1,149</b>
<b>Special Funds</b>			
<b>1. Hotel/Motel Fund (\$65 per room per day x 2%)</b>	<b>\$42</b>	<b>\$42</b>	<b>\$42</b>
<b>2. Parks and Recreation Fund (User Fees + General Fund Contribution)</b>	<b>\$987</b>	<b>\$668</b>	<b>\$670</b>
<b>3. Street Fund (General Fund Contribution + (1.17 x General Fund contribution))</b>	<b>\$1,414</b>	<b>\$971</b>	<b>\$974</b>
<b>4. Increase in Debt Capacity (2.25% of Assessed Value)</b>	<b>\$22,206</b>	<b>\$14,959</b>	<b>\$15,006</b>

## 16.12 MARKET ANALYSIS

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### Introduction

The Leland Consulting Group: Real Estate Economists, Development Advisors and Project Managers was retained in August of 1998 to assist the City of Spokane's Planning Services with Spokane's new Comprehensive Plan. The purpose of the Leland Consulting Group's research is to understand better the market and economic reality of the focused growth alternatives. The "Focused Growth, Centers and Corridors Alternative" concentrates future growth in mixed-use districts, neighborhood centers, employment centers, and along mixed-use transportation corridors. The "Focused Growth, Central City Alternative" focuses growth downtown and in areas adjacent to the downtown. Once a preferred growth alternative is selected, the plan's intent is that future development can take place in an environment that is economically sustainable and representative of community interests.

As part of this assignment, the Leland Consulting Group reviewed various local and national market research documents to understand better the opportunities and constraints affecting future development in Spokane. The analysis of this information has been supplemented with recommendations regarding techniques for evaluating real estate market conditions and various strategies for implementing one or more of the focused growth concepts. Finally, the City of Spokane's role in the planning process is discussed with recommendations about how the city can proactively promote new development.

### Methodology

This summary report provides information and analysis concerning the local population served by the proposed focused growth alternatives, information regarding the local real estate market, and the ability of the market to sustain new development in the form of public-private joint developments.

The demographic analysis described in this report was developed using official U.S. Census data, information from Claritas, Inc., which is a national demographic and consumer database service commonly used by the real estate industry, and various findings from existing reports.

The real estate market analysis was developed with the assistance of national and local industry publications, input from important stakeholder interviews,<sup>5</sup> and the Leland Consulting Group's extensive experience with similar assignments. Information concerning the characteristics of a successful center was derived from case studies of other Northwest communities,<sup>6</sup> national publications, and the Leland Consulting Group's successful work experiences with communities throughout the United States, especially in the Northwest.

### Report Context

The populations of the City of Spokane and Spokane County are growing steadily. As the largest metropolitan area between Seattle and Minneapolis, Spokane has received national attention as an "up-and-coming" city because of its quality of life, business opportunities, proximity to interstate transportation, and excellent recreational venues. Yet, as in all growing communities, with steady growth comes challenges. Recognizing this, the State of Washington, through the Growth Management Act (GMA), has mandated that local governments plan accordingly for growth. The responsibility to fulfill the requirements of the GMA falls jointly on local governments, committed citizens, and conscientious developers who must manage not only today's growth but the expected growth of the coming decades.

Throughout this process, there has been a great deal of communication and interaction between City of Spokane staff, Leland Consulting Group consultants, and real estate development industry leaders. This

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<sup>5</sup> See Focused Growth Alternatives: Summary of Stakeholder Interviews. Leland Consulting Group, March 1999.

<sup>6</sup> See Focused Growth Alternatives: Mixed-Use Case Studies. Leland Consulting Group, March 1999.



continual interchange of ideas and ideals is essential to refining and implementing forthcoming Spokane Comprehensive Plan policy changes.

## Resources

In preparing this report, the Leland Consulting Group reviewed the following studies:

- ◆ Market Fact Book: A Statistical Map of the Spokane Metro Area. Journal of Business, 1999.
- ◆ Downtown Spokane Economic Analysis. Keyser Marston Associates, July 1998.
- ◆ The Real Estate Report. Real Estate Research Committee, Fall 1998.
- ◆ Charting the Future: The Plan for a New Downtown (Draft). MIG, Inc., February 1999.
- ◆ Non-Buyer/Prospect Survey: Neotraditional Communities. Market Perspectives, January 1994.
- ◆ Building Traditional Neighborhoods: What Do Homebuyers Want? Community Planning and Research, 1994.

## Market Analysis Summary

### Demographic Trends

The City of Spokane, especially the downtown central business district, plays a pivotal role in the Spokane County/Inland Northwest regional economy. Spokane is the largest city in the region, and it is the primary activity center for hundreds of miles.

In addition to being the traditional center for manufacturing, government services, and health care, Spokane is home to a growing number of high-tech firms and service-related businesses. Spokane is surrounded by a wealth of recreation amenities including ski areas, numerous golf courses, camping, fishing, and recreational lakes and rivers. These natural amenities, combined with economic opportunity, have consistently attracted both visitors and new residents to the area, a relatively new phenomenon known as “amenity migration.”

While the demographic characteristics of residents living in the local and regional economy dictate the types of goods and services that are in demand, they also affect a shift in demand for specific real estate products. The following discussion profiles the general population changes that have occurred since 1990 and the makeup of residents living in the Spokane area.

### Population Trends

Spokane is the largest city in Spokane County. As a result of the recent influx of new residents during the 1990s, approximately 187,000 residents now live within the city limits, just over 45 percent of countywide residents. This population has increased by over 10,000 people since 1990. However, population growth has been greater in Spokane County, driven primarily by a steady net immigration of new residents, liberal development requirements, and a good supply of inexpensive land. Table 12 presents a summary of population growth in the city and region.

TABLE 12 POPULATION GROWTH (1990-2004)					
Geographic Area	1990 Census	1999 Estimate	2004 Forecast	Percentage Change	
				1990-99	1999-04
City of Spokane	177,196	187,290	190,623	5.7%	1.8%
Spokane County	361,364	412,358	431,016	14.1%	4.5%
Washington State	4,866,692	5,749,374	6,132,888	18.1%	6.7%

Source: Claritas, Inc.; Leland Consulting Group.

## Household Growth Trends

As of 1999, almost 81,545 households were located within the Spokane City limits, an increase of over 6,398 households since 1990. As shown in Table 13, over the next five years, the number of households in the city is expected to increase to more than 84,000, or an average gain of 516 households per year. Spokane County is expected to increase to over 175,144 households, or an average of 1,924 new households per year.<sup>7</sup>

TABLE 13 HOUSEHOLD TRENDS (1990-2004)					
Households					
Geographic Area	1990 Census	1999 Estimate	2004 Forecast	Percentage Change	
				1990-99	1999-04
City of Spokane	75,147	81,545	84,128	5.7%	1.8%
Spokane County	141,619	165,523	175,144	16.9%	5.8%
Washington State	1,872,431	2,244,486	2,412,242	17.5%	7.5%

Source: Claritas, Inc.; Leland Consulting Group.

## Household Composition

A comparative analysis of population and household growth suggests that smaller households are not only present in Spokane but are becoming more prominent in the county as well. As presented in Table 14, the current household size within the Spokane city limits is estimated to be 2.23 persons per household. This is projected to decline to 2.20 persons per household by 2004, compared to 2.39 persons per household in Spokane County.

TABLE 14 PERSONS PER HOUSEHOLD (1990-2004)			
Geographic Area	1990 Census	1999 Estimate	2004 Forecast
City of Spokane	2.29	2.23	2.20
Spokane County	2.47	2.42	2.39
Washington State	2.53	2.51	2.49

Source: Claritas, Inc.; Leland Consulting Group.

## Age Profile

Spokane County has a higher than usual concentration of older residents in comparison to most metropolitan areas. According to the Journal of Business' Market Fact Book: A Statistical Map of the Spokane Metro Area, by 2005, the number of people between the ages of 45 and 64 will total over 110,000. Additionally, there will be an estimated 52,800 residents over the age of 65. These two groups represent a significant 36 percent of all county residents.

The household age composition of a market area has a direct effect on housing demand and consumer spending.<sup>8</sup> Households headed by individuals age 15 to 24 tend to spend most of their income on basic needs. The households are also generally renters who have little savings and few assets. In most communities, householders age 25 to 34 typically represent first time homebuyers.

Households aged 35 to 44 usually have accumulated enough savings and equity to purchase a traditional home and have a higher than average amount of discretionary income. Households headed by a person age 45 to 54 are frequently profiled as empty nesters with the highest proportion of discretionary income.

<sup>7</sup> "Site Facts" CACI, 1999.

<sup>8</sup> National Association of Realtors, "Generational Needs will Alter Market" 1998.

Many of these individuals have accumulated enough savings and equity to afford a second home and travel frequently.

Households headed by a person age 55 and older are classified as seniors; individuals who tend to have fixed incomes and no mortgage. By age 65, most householders have chosen where they want to retire. More and more people, especially women, are living to be 85 years or older. This is fueling a growth market for various seniors housing products, including congregate and assisted living facilities.

### Household Income

Despite markedly lower household income levels among City of Spokane residents, householders living in Spokane County are becoming more affluent. In 1990, only 17.1 percent of county households had annual incomes greater than \$50,000. By 1999, the percentage of households with annual incomes greater than \$50,000 increased to 34.7 percent. Table 15 provides information on median household incomes for the City of Spokane, Spokane County, and Washington State.

TABLE 15 MEDIAN HOUSEHOLD INCOME (1989-2004)					
Income	1989 Census	1999 Estimate	% Change 1989-1999	2004 Projection	% Change 1999-2004
City of Spokane	\$22,237	\$30,911	39.0%	\$33,789	9.3%
Spokane County	\$25,827	\$36,015	39.4%	\$40,482	12.4%
Washington State	\$31,209	\$44,060	41.2%	\$50,849	15.4%

Source: Claritas, Inc.; Leland Consulting Group.

Table 16 shows that average household incomes in the City of Spokane are concentrated in the below \$25,000 income category, a figure far below comparable regional households. In 1999, an estimated 41.7 percent of households had a household income of less than \$25,000, compared to 34.7 percent in Spokane County. The combination of a high proportion of older residents and low income households (households with incomes below \$25,000) suggests a number of the householders living in Spokane are singles, seniors, or entry-level workers. Income is expressed in current 1998 dollars.

TABLE 16 CITY OF SPOKANE HOUSEHOLDS BY INCOME (1990-2004)			
Household Income	1990 Census	1999 Estimate	2004 Projection
< \$15,000	34.2%	24.0%	20.4%
\$15,000-\$24,999	21.1%	17.7%	17.6%
\$25,000-\$34,999	16.4%	13.9%	13.2%
\$35,000-\$49,999	15.1%	16.9%	15.7%
\$50,000-\$74,999	8.7%	16.0%	16.6%
\$75,000-\$99,999	2.4%	6.0%	7.9%
\$100,000-\$149,000	1.4%	3.6%	3.9%
\$150,000+	0.7%	2.2%	3.7%

Source: Claritas, Inc.; Leland Consulting Group.

### Housing Market

After experiencing some of the highest levels of residential construction permits in over three decades in the early and mid-1990s, the Spokane County home building market began to level off in 1997. Through September 1998, 2,004 permits were issued for 1,205 single-family units and 839 multifamily units. Of

these permits, 761 were in apartments with five or more units. This compares with over 3,100 total units in 1993.

Notable facts regarding the Spokane metropolitan area single-family housing market include:<sup>9</sup>

- ◆ Home sales peaked in 1994 with 5,185 transactions.
- ◆ Over 3,600 homes were sold through the third quarter of 1998.
- ◆ The average selling price of a single-family home in 1998 was \$116,665 and the median price was \$105,000. This is up from \$109,057 and \$95,000, respectively, in 1994.
- ◆ The majority of homes sold in 1998 (19.55 percent) were in the \$110,000 to \$125,000 range.
- ◆ Spokane's median single-family housing price compares with Boise, Idaho, Nashville, Tennessee, and Tri Cities, Washington.
- ◆ As of September 30, 1998, there were almost 2,300 unsold (resale) homes on the market with an average listing price of \$123,409. In addition, there were 188 new homes on the market with an average listing price of \$166,343.

In late 1998, Spokane's multifamily market was experiencing a low overall vacancy rate (6.86 percent) and relatively low average rents (e.g., \$492 for a two-bedroom, one-bath unit). Rents decreased after a period of higher vacancies in mid-1998.

### **Kootenai County, Idaho**

The Spokane metropolitan area housing market faces growing competition from Northern Idaho's Kootenai County (estimated 1997 population: 100,800). Since 1990, there has been a dramatic increase in housing starts in this region (i.e., 585 total dwelling permits in 1989; 1,888 permits in 1993; leveling off to 1,171 in 1997). The average price of a home in Kootenai County through the third quarter of 1998 was \$120,582. A two-bedroom, one bath apartment in Coeur d'Alene averaged \$634 per month in September 1998 (6.21 percent vacancy rate). Spokane housing prices must remain competitive with Kootenai County to avert a homebuyer exodus in the coming decades.

## **The National Market for Mixed-Use Products**

### **Demographics**

Reliable information concerning the national market for urban-style, mixed-use development has been established through several extensive surveys of neotraditional housing projects and successful transit-oriented developments. Buyer profiles for these distinctive types of development are closely related to buyers purchasing or renting, multifamily apartments, condominiums, or townhouses in central city areas and along urban, multimodal transportation corridors. General characteristics found in "active homebuyers" inspecting neotraditional developments include:<sup>10</sup>

- ◆ Sixty percent are female. The remaining 40 percent are almost evenly divided between males and couples.
- ◆ Baby boomers (age 36 to 45) make up the largest age tier (37 percent).
- ◆ More than three-quarters of the active homebuyers are married, and 59 percent are childless households.
- ◆ Forty-four percent have an annual income of \$51,000 to \$90,000. Households earning \$91,000 or more comprised 16 percent of residents (1993 income levels).
- ◆ Seventy-two percent have a high rate of home ownership; a quarter are "highly experienced" homeowners (having owned three or more homes).
- ◆ Forty-six percent grew up in city environments.

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<sup>9</sup> The Real Estate Report. Real Estate Research Committee, Fall 1998.

<sup>10</sup> Building Traditional Neighborhoods: What Do Homebuyers Want? Community Planning and Research, 1994.

- ◆ By a more than 3 to 1 margin, people feel that a “good neighborhood” is more important than a “good house.”

Additional general comments from homebuyers included:

- ◆ The neotraditional concept is more popular with the fastest growing demographic groups: childless households and singles.
- ◆ Locational features (e.g., proximity to the downtown area, river, and views), community features, architectural features, and landscaping features were all noted as positive aspects.
- ◆ Higher than normal densities, locational features (e.g., proximity to declining downtowns and high crime areas), lack of shopping and services, and home product issues (e.g., design, price, and construction quality) were listed as negative features.

Studies of people living in successful transit-based housing in the San Francisco Bay Area found the demographic characteristics to be “very similar to those living in apartments and higher-density housing elsewhere.”<sup>11</sup> Generally, these households are fairly small and are either at the beginning or the later stages of their life cycles. The predominant resident groups include:

- ◆ Single people
- ◆ Young couples without children
- ◆ Empty nesters
- ◆ Retirees

Researchers found that these groups tend to own fewer automobiles than other households and have workplaces located on or near transit lines. More residents were classified as having higher paying managerial or professional occupations as opposed to jobs in sales, services, and other occupations, including manufacturing, labor, and crafts. Neighborhood amenities were also mentioned as an important factor in the decision to live in transit-based housing.

### **Trends in Urban Development**

A number of cities around the country are beginning to see a resurgence of employment and housing growth in the central city. Reasons for this vary by city, yet there are clear trends. Many households, especially singles, childless couples, and empty nesters, are growing weary of long, slow automobile commutes and “cookie-cutter” suburban shopping centers lacking a “sense of place.” Revived central cities offer easy access to workplaces, restaurants, “main street” shopping, evening entertainment, and, most of all, opportunities to interact with a wide diversity of people.

Employers are beginning to seek urban settings to attract younger workers who desire “downtown” lifestyles and cultural amenities. Older office buildings are being renovated with the latest in communication technology and workspace interior design to stimulate creativity and improve efficiency. Ground floor retail spaces in office and residential buildings are being leased by coffee shops, furniture stores, video stores, and other tenants as total consumer buying power increases.

Large western cities such as Denver, Colorado, Salt Lake City, Utah, Sacramento, California, Portland, Oregon, and Boise, Idaho are planning for or experiencing new development in their downtown cores and along transit lines. Granted, the perimeter areas of these cities are also growing, but there is a concerted effort to provide a range of housing opportunities for an increasingly diverse population.

### **The Spokane Market for Mixed-Use Products**

Based on local demographics, relatively weak real estate values, and opinions expressed in the stakeholder interviews, it is the Leland Consulting Group’s opinion that it may be difficult for the short-term market to support the type of development illustrated in the focused growth alternatives. However, based on the experiences of similar cities, public incentives for development are proven to incrementally

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<sup>11</sup> Transit Villages in the 21<sup>st</sup> Century. Cervero and Bernick. 1997. McGraw Hill. P. 150

help stimulate the market for more intensive development. For Spokane, this will not be easy. Accelerating the natural tendencies of future real estate development cycles will take significant public-private partnerships and require strong community support to succeed.

While it is unrealistic to assume that public investment will take place on a wholesale basis, if the public sector is willing to step forward to take control of or purchase the most critical available sites in downtown Spokane and key neighborhoods, better opportunities to control the overall future development pattern exist. Successful public-private projects will then become the catalyst for future market driven development.

## **Housing Development**

The focused growth alternatives provide adequate opportunities for additional housing. The existing housing market is relatively strong; however, prices are slowly increasing. This indicates that housing demand will continue to be positive as long as the regional economy remains stable. Some areas will likely see a range of new housing development on suitable opportunity sites. Unfortunately, growing demand normally means higher prices at the expense of affordable, senior, and special needs housing. In the short-term, the most likely type of new development in Spokane will be infill residential on vacant sites. Concurrently, increasing the housing base on vacant neighborhood sites will provide additional consumer spending power to support existing and new business in centers and along corridors. Additional housing, especially along corridors and at transit nodes, can also help support public transit.

As in other areas of the Spokane metropolitan region, as the demand for convenient, reasonably priced housing increases, underdeveloped areas and public transit nodes are likely to see new development activity. Whether it will approach the scale desired is difficult to predict in a highly competitive regional market with many competing locales. Public investment—subsidized parking structures, tax credits, an aggressive streetscape program, and changes in traffic circulation—will help encourage development and accelerate the natural propensity of the real estate cycle to seek a supply and demand equilibrium. However, the city will have less control of the type and scope of this development if it is left entirely to the free market.

## **Parking Issues**

Parking availability is a major consideration when weighing the market viability for new development, especially in the downtown core. Retail stores, restaurants, and entertainment uses in centers and along corridors will rely on convenient and sufficient parking for a portion of their customers; downtown offices require parking for employees, customers, and deliveries, and people expect at least one off-street parking space when they purchase a new home or condominium. While some of the demand for residential and office parking can be negated by shared parking, transportation demand management programs, car pooling, and alternative modes of transportation, most households still prefer to own at least one automobile that requires space whether it is at home or elsewhere. Lenders recognize this and often put stipulations on providing parking for new development. Dealing with parking needs creatively without restricting development is crucial to future development in Spokane.

## **Retail**

Once the market is ready, it is likely that people living downtown, in centers, and along corridors will forgo time-consuming automobile trips to other shopping districts to make their necessity (day-to-day) purchases. There is also an opportunity for certain types of new businesses to capture a share of “pass-by traffic” on corridors during the afternoon commute hours. While it will be difficult in the short-term to capture a significant share of the retail market that shops in larger stores in community and regional shopping centers and “big box” stores, there is a range of potential future retail uses in focused growth areas:

- ◆ Retail stores offering local-serving items (coffee shops, bakeries, small gifts, and greeting cards).

- ◆ Service businesses (cleaners, appliance repair, computer repair, pet grooming).
- ◆ Restaurants that develop a citywide clientele in addition to neighborhood patrons.
- ◆ Destination specialty stores (art galleries, rare used books, and used records and tapes).
- ◆ Conveniences (one-stop necessity shopping, small restaurants, and personal services).

In the next century, revitalized centers and corridors will become more than just a place through which people drive. Based on the experiences of successful main streets around the country, selected areas of Spokane can be expected to undergo a renaissance to become a place for people to shop, socialize with family and friends, and enjoy leisure time closer to their homes.

## **What Makes a Successful Center?**

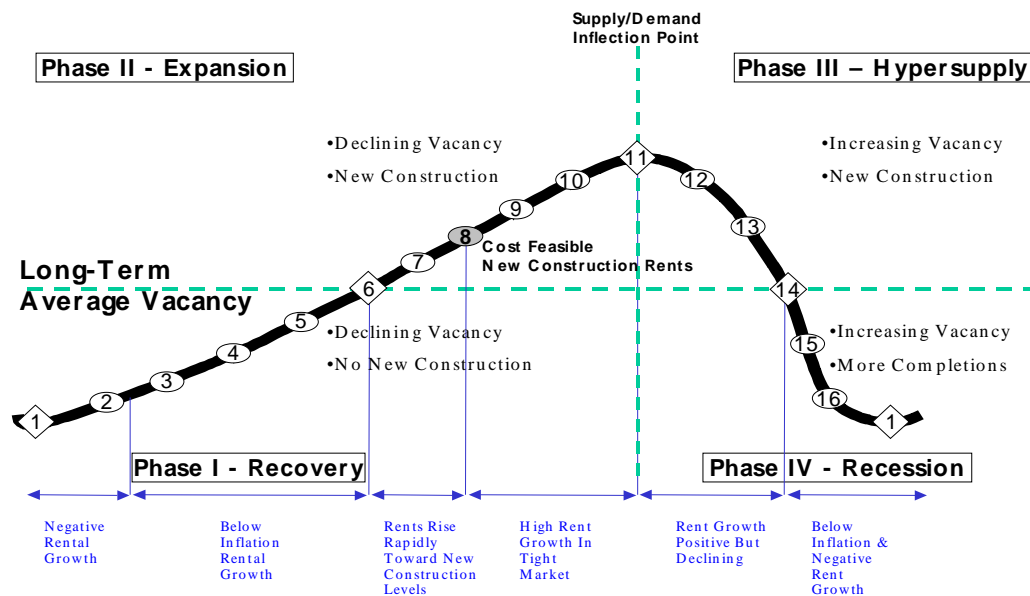
### **Understanding Real Estate Market Conditions**

Real estate development is relatively straightforward. Markets are people. Real estate and the activities within real estate respond to people's needs and desires for a specific quality of life in a defined environment. In a real estate context, development projects respond to the needs and desires of people in the form of housing, places to work, places to shop, places to learn, and places for recreation. The market is smart; it knows what it likes and does not like and with the exception of where subsidy or poverty is involved, developers know the market can and will reject a real estate product that is not responsive to those needs and desires.

### **Real Estate Market Behavior**

Real estate markets are cyclical due to the lagged relationship between supply and demand for physical space. The market cycle can be divided into four phases: recovery, expansion, hypersupply, and recession. Research has discerned that long-term equilibrium is different for each market and each property type. Equilibrium is a key factor in determining growth rates for new development and redevelopment and the levels at which development performs, two of the key factors that affect real estate investment returns. Market cycle research is used to produce more accurate estimates of future market vacancy and rental rate growth in order that developers and investors can make informed strategic decisions.

Many investors and developers will pursue new opportunities in property types that are in the expansion phase because this is where the greatest opportunity for short-term income return occurs. Others will pursue "bargain basement" deals in the recession phase with the expectation that returns will be long term. When a market enters the hypersupply phase, investors and developers generally hurry to complete projects in an effort to capitalize on remaining surplus demand or wait for the market to reach recovery again. The recovery phase occurs when investors and developers identify, plan, and position themselves for opportunities. Figure 3.1 illustrates the real estate cycles within which investors make strategic investment decisions.



**Figure 1 Model of the Real Estate Market Cycle**  
Source: Legg Mason Wood Walker Incorporated; Leland Consulting Group.

### Spokane Real Estate Characteristics

The characteristics of each major property type differ on a regional and local level. Spokane lies within the broader Spokane County market and functions as a submarket that competes with the other established commercial and residential areas. As a submarket, the relative health, size, depth, and perception of markets within the county will have a significant impact on real estate investments.

For example, the downtown submarket for products, such as office space, may be affected by the regional shifts in real estate demand resulting from relocation or purchase and closure. Office tenancy can change dramatically and the vacancy rates increase based on a management location or sale decision. Acquisition of a local company or the decision to consolidate operations or use existing space will result in higher office vacancy as these facilities are vacated. Downtown Spokane is the region's largest office submarket and due to the nature and range of the space available is normally less vulnerable to the wholesale relocation of a large tenant.

In the case of retail demand, downtown Spokane acts as a submarket, competing against a variety of real estate, most of which is located along corridors and in the various malls. Downtown Spokane offers a particular real estate product with unique amenities, such as the historical setting, the river, and restaurants, which are absent from competitive submarket offerings, mainly in malls and strip centers.

Analyzing the downtown area in the context of real estate trends within the local and regional markets for office, retail, and housing is important for developing future recommendations. However, conducting market research and analysis is only part of the equation.

### Market Factors in Promoting Growth Concept Alternatives

Implementing one or more of the focused growth alternatives will require diligence on the part of the city. Unless the city is willing to entice developers out of their "comfort zones" and into new products, policy and zoning change may fail and push the market further from the city.

With this in mind, the city should carefully consider the geographic subareas it chooses to assign new zoning or overlay programs. It would be better to designate fewer centers and corridors in the short term than to overwhelm the community with aggressive upzoning. This could invite a community backlash that has the potential to scuttle the entire plan.



Specific areas that are good candidates for more intensified development have the following characteristics:

- ◆ Neighborhood demographics that indicate a higher percentage of singles, childless couples, and active seniors.
- ◆ Household incomes that are at least 20 percent higher than the current Spokane median household income.
- ◆ Good public transit access to either downtown jobs or significant employment centers.
- ◆ Neighborhood shopping should be interesting, relatively close, and preferably within walking distance.
- ◆ Existing development must be attractive and have a measure of architectural integrity.
- ◆ Parcels slated for mixed-use development should be on busy streets, have good visibility for “pass-by” traffic, and ample room for customer and residential parking.

The city and community should work closely with developers during the concept and design phase of the project. This will alleviate potential conflicts that can easily be overlooked during busy project start-up phases. Once a project is underway, every effort should be made by the city to publicize the project and monitor its progress.

## **Market Strategies as Urban Planning Tools**

### **Market Study vs. Market Strategy**

Market studies should be integrated with market strategies. A market study has a limited “shelf life.” Supply and demand are constantly in flux and local market conditions can change considerably in a year's time, particularly if the development community is aggressive in responding to market opportunities. Hence, market research is necessary to establish the likely pattern of development opportunity. A market analysis is particularly appropriate for a project that is ready to go and, therefore, must be based on response to an identified opportunity in the marketplace that is currently under served or poorly served.

In contrast, a market strategy examines the means to enhance the opportunity to develop a particular product. A market strategy is a longer-term approach and proactive process and does not merely respond to unmet demand resulting from inadequate supply. Market (and implementation) strategies involve shaping conditions to create and respond to opportunities. Such efforts will be largely the responsibility of the City of Spokane and will include removing physical and regulatory barriers, cleaning up blight, reducing crime, constructing infrastructure, providing education about the process and new concepts, providing incentives, and constantly updating supportive policies.

### **Successful Plans**

Through successes in implementing plans, cooperating with the Urban Land Institute, and working with planners and developers, the Leland Consulting Group has developed and refined an implementation strategy. These primarily have been transportation and growth management projects involving revitalization of inner city neighborhoods and downtown areas. The strategy provides a framework for broad participation and encourages and supports actions that are consistent with the vision and objectives of the community.

### **Implementation**

A great plan is neither necessary nor sufficient for successful implementation. Yet, a great plan makes implementation easier and produces a better end result. Three fundamental elements of a great plan include many stakeholders, multiple projects, and development standards. This is followed by a discussion of five key components that should be in place for an implementation program to succeed. Implementation inevitably faces barriers; an analysis of what these include and how to overcome them is presented within the analysis.

### Three Elements of a Great Plan

A great plan is a vision powerful enough to carry the community into a future in which its specific elements are achieved. It boldly goes beyond patching current problems. It is also realistic, firmly grounded in both the market conditions and social mores of the community. It creates a coherent sense of place, generating a climate of community support and the commitment from stakeholders to see it through. A great plan includes many stakeholders and multiple projects, and it relies on development standards.

#### 1. Many Stakeholders

A great plan must have a broad base of stakeholders. A stakeholder is anyone or an organization with an interest in the plan's outcome. This includes as wide as possible a group of individuals, companies, and public and private organizations, as well as government bodies at all levels. Ideally, a great plan is able to gain the investment of stakeholders who desire successful implementation of the plan and will seek to play an active role in achieving such implementation. The challenge of achieving this investment will be discussed in greater detail in key components of implementation.

#### 2. Multiple Projects

A great plan brings together many activities and ventures, providing both coordination and synergy. The definition of what constitutes a project is rather broad. It includes buildings but other elements as well. For example, regulatory policy and code revisions and organizations or programs that affect the community may all be considered projects

There are several reasons for working on multiple projects. Each plan project brings with it a constituency. In becoming a part of the plan, a project can broaden its initial constituency by adapting to the needs and concerns of others, creating a win-win situation. Another key reason for multiple projects is that success breeds success. Investors, developers, and lenders seek out environments with market opportunity and areas with prospects for success. Multiple projects moving forward simultaneously ensure a steady stream of success stories, even if a few projects slow or fail. The actual number is not as important as having a range of projects that continue to keep the area moving forward, ensuring that the plan is not dependent on or vulnerable to any specific project, especially a large one.

#### 3. Development Standards

A great plan must provide clear and consistent guidelines and directions for ongoing public and private investment. Plans are inherently forward looking and will more likely succeed if they are dynamic and flexible. Development standards provide an essential set of tools to guide implementation.

Planners have traditionally relied on prescriptive standards of quantifiable elements, such as densities and height, to guide implementation. However, emphasis on the prescribed standards often meant the purpose of the standard was ignored; form banished substance. To correct this, a broader, more flexible approach is emerging: development standards. These involve performance guidelines, explicit statements of purpose and goal. This greater flexibility requires a higher level of discretion and judgment, but the results are more successful implementation.

### Five Key Components of Successful Implementation

Once a great plan is formulated, successful implementation includes several key components. A great plan needs committed, ongoing leadership and organization, as well as a communications program that tells what is occurring and being accomplished. Success is much more likely when there are supportive government structures and policies. Because things are continually changing, implementation benefits from an ongoing review process.

## **1. Committed, Ongoing Leadership**

The plan will have many advocates, those who want to see at least their component projects implemented. Those who work toward implementation are the leaders. Both are necessary, but committed individuals, determined to see the plan through, are critical. They may be drawn from government, business, or the community at large.

Although the plan benefits from the opportunities, having multiple projects provides for grassroots leadership and self-help involvement; successful urban development is very dependent on overall leadership. A small group must coordinate the many component projects and the communication program. This is a matter not just of individual effort but institutional structure that requires organization to support implementation.

## **2. Organization**

Organizations, as well as individuals, provide leadership, and an individual leader inevitably benefits from a good organization. The role of the umbrella organization is all the more important when the plan is multifaceted. Organization also provides the long-term continuity that helps implementation succeed.

Experience strongly suggests the umbrella organization is more effective when it is largely independent of politicians and bureaucrats, even sincerely committed ones. The organization must go beyond city hall to embrace a wide range of business and citizen leadership. Examples of this include public-private partnerships that are generally structured as a 501c (3) nonprofit development organization. Management districts with independent boards are another possibility. In addition, both the public and private sectors should designate institutional structures to act as “keepers of the vision.”

## **3. Communications**

With multiple projects moving forward simultaneously, there is a steady stream of news to report to stakeholders, residents, the development community, lenders, and other sources who help with implementation, as well as the media. Communication provides a means to advertise success and involve a wider audience and more stakeholders.

## **4. Supportive Government**

Government is an essential partner, albeit one often misunderstood by the private sector. There simply are some things only the government can do. It is thus important for governments to define what is needed and what they can do better or more appropriately than others. In the end, they must also follow through with their chosen actions.

In planning, addressing problems and confusion caused by conflicting boundaries, codes, and policies is a key task. Further, public investments are not always clearly linked to implementation efforts and, consequently, may not be creating the kind of impetus needed to encourage private investment.

A prerequisite component of a great plan is, then, to assemble the existing policies and ordinances affecting the plan area in order to identify potential sources of conflict and confusion. Thus assembled, they can be integrated into a single, coherent set of policies and guidelines. The point is to resolve conflicts and confusion, which does not always mean wholesale rewriting or abandonment of existing rules.

## **5. Ongoing Review**

Because conditions change, the plan and its implementation strategy will benefit from establishment of a formal, ongoing review process. An ongoing review process will evaluate policies and perceptions of them. It is meant to allow people a chance to adapt to the means and specifics of the plan so that they remain consistent with the purposes. An ongoing review process is not meant to change the plan but to allow for adjustments. Such a review is best carried out under the umbrella organization.

## **Barriers to Successful Implementation**

Adverse stakeholders and limited resources are among the barriers that must be overcome to implement a plan. Current land uses that provide little in the way of a point of reference for the future vision can constrain a plan. This barrier is an important one to work with partners to overcome since there would be no need for a plan if current land use regulations were sufficient.

### **Adverse Stakeholders**

Plans can create stakeholders who may experience a loss via the outcome of the plan. Such a stakeholder may seek to thwart implementation even after a plan has been approved and survived judicial review. Adverse stakeholders also may promote a very narrow interest, often one with broad ramifications that negatively affect others. It is important to keep such opponents and special interests involved through communications, invitations to meetings and events, and other aspects of the process. At best, they will rethink their position and become supporters and any claims of being denied participation can be discredited.

### **Limited Resources**

Many great plans suffer from lack of resources for implementation. The advantage of multiple projects comes in that they can set a pace of implementation that can be achieved based on the availability of resources.

Financial resources can be leveraged toward successful implementation and the achievement of other goals. In general, investment must increase the tax base and promote employment. These incremental revenues can be decreased as investment in public projects, and these projects can leverage private investment toward more private projects.

## **Implementation/Conclusion**

The implementation process can only succeed when it fulfills the following:

- ◆ Builds goodwill
- ◆ Emphasizes public participation
- ◆ Presents a clear agenda
- ◆ Makes positive strides
- ◆ Creates an environment increasingly attractive for development

The critical components of success include:

- ◆ A great plan
- ◆ Committed, ongoing leadership
- ◆ Organization
- ◆ A communications program
- ◆ Supportive government structure and policies
- ◆ An ongoing review process

A great plan involves:

- ◆ Many stakeholders
- ◆ Multiple projects
- ◆ The use of development standards

Successful implementation also means removing barriers to development. This approach provides pride in participation and creates an attractive community for residents and businesses. With multiple projects underway, there can be many interim successes to broadcast. This increases prospects for further successes because investors, developers, and lenders seek out environments with market opportunity.

## **The Local Building Industry: Capability and Willingness**

As a major component of this analysis, the Leland Consulting Group conducted confidential one-on-one interviews with 16 individuals involved in the design, development, financing, and regulatory approval of new housing, retail spaces, and offices. The interviews helped to identify some of the opportunities and obstacles for more dense, pedestrian-oriented development along major corridors and in the downtown core. While the individuals interviewed expressed a wide range of opinions, notable themes came to light about short and long-term development potential and the future direction of City of Spokane involvement with growth management.

The interviews began with a discussion of the city's focused growth planning alternatives, their implications for the new Spokane Comprehensive Plan, and a review of the important aspects of implementing policies to encourage mixed-use development. Important discussion topics included:

- ◆ Market conditions and the economy
- ◆ Growth management and focused growth plans
- ◆ Development products and mixed-use development
- ◆ Infrastructure
- ◆ Consumer trends
- ◆ Change: Resistance and acceptance
- ◆ Barriers: Real and perceived

Results from the interviews provide the city with a candid assessment of their efforts by a knowledgeable and influential group of Spokane citizens. For the most part, the confidential interviews produced a lot of direct comments. Unlike other similar interview processes that the Leland Consulting Group has conducted in other communities, the Spokane interviews, by comparison, were distinctly more negative. All things considered, the interviews did not offer solutions to problems; however, they did provide insight that may offer some solutions to the challenges facing the City of Spokane and, specifically, Planning Services.<sup>12</sup>

Interestingly, with one possible exception, none of the interviewees directly acknowledged that the urban growth alternatives are in response to state-mandated growth management and that the city has no choice about whether to respond or not. The choice lies in how to respond to the growth management mandate from the Washington legislature. In broad terms, a majority of the interviewees either support the downtown proposal or consider it the lesser of two evils.

Although the concept of the Central City Alternative is preferred over the concept of the Centers and Corridors Alternative, there is a good deal of skepticism about whether or not it (downtown) can be achieved. Expressed concerns surround beliefs that the market is not ready, land prices are much too high, the public needs to provide more parking, and more incentives than amenities are necessary to get downtown revitalization underway.

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<sup>12</sup> See Focused Growth Alternatives: Summary of Stakeholder Interviews. Leland Consulting Group, July 1999.

Similar but stronger concerns were expressed about the Centers and Corridors Alternative. There is a general disbelief that the market is ready to move into higher density products. Further, there is considerable concern about the economics of the Centers and Corridors Alternative in as much as buildings would have to be removed from parcels in order for infill to occur and therein lies the economic difficulty—the land cost will be too high to support redevelopment.

There is a strong desire to keep things the way they are with continued growth out to the edge of the city and beyond. Some of the interviewees understand the implications of the continual sprawl, but most either do not understand it or think that the philosophy of less government involvement outweighs the probable negative impacts that will inevitably result from uncontrolled sprawl.

Many from the real estate industry state or imply that a solution is being forced on them that they do not believe will be successful, that the market is not ready for, that the industry is not ready to produce, or that the economics will support. There is some validity in each of these concerns. Nonetheless, the City of Spokane has a legal responsibility to move growth management forward and that means that certain new directions are necessary.

The considerable resources of the “development delivery system,” properly harnessed with the capabilities of city government, could produce some positive results through an educational and joint decision making effort. The effort should be more than just advisory; to have real teeth, the delivery system needs to have an active role in the strategy. From the interviews, it is clear that some will not capitulate or give in to change that is necessary and most likely inevitable. This being the case, it is unlikely the development community will implement the new policies without significant public incentives. On the other hand, there were a number of members of the greater development community who understood the need for growth management and expressed a willingness to be part of a joint solution with the government.

## **The City of Spokane’s Role**

Once the new Spokane Comprehensive Plan is adopted, there are a number of strategies the city can take to encourage its implementation. While general strategies were discussed in “Market Strategies as an Implementation Tool,” there are specific steps the city can take to encourage and accelerate implementation, some of which include:

- ◆ Provide market analysis information for specific sites or neighborhoods to prospective developers.
- ◆ Provide a selection of “preferred” plans to developers for specific sites.
- ◆ Hire a development coordinator to work directly with prospective developers and involved city departments.
- ◆ Promote opportunities for mixed-use development in a national development industry publication, such as *Urban Land*.
- ◆ Monitor development community feedback continually for ways to improve the process and expedite desired development.

The success or failure of the new comprehensive plan will depend on the willingness of the city to enter into effective public-private partnerships. The success of these partnerships depends on the positive actions of both parties. The following is a synopsis of these actions:

**TABLE 17 PUBLIC-PRIVATE PARTNERSHIPS: WHAT THE PRIVATE SECTOR PARTNER MUST SEE**

Political Will	<ul style="list-style-type: none"> <li>◆ A stable council or development board</li> <li>◆ Community support</li> <li>◆ Business/community alignment</li> <li>◆ Favorable (or at least neutral) press</li> </ul>
Financial Means	<ul style="list-style-type: none"> <li>◆ Sales tax</li> <li>◆ Bond capacity</li> <li>◆ Land control</li> </ul>
Eminent Domain Authority or Pre-existing Land Assemblage	
A Clear Plan and Vision	<ul style="list-style-type: none"> <li>◆ Quality consultants</li> <li>◆ Usually a strong housing element</li> <li>◆ Market, financial and related analysis</li> </ul>

**TABLE 18 PUBLIC-PRIVATE PARTNERSHIPS: WHAT THE CITY OF SPOKANE SHOULD LOOK FOR**

Developers who have done Public-Private Partnerships	<ul style="list-style-type: none"> <li>◆ <i>Developers who know public scrutiny and are not going to back away from it</i></li> <li>◆ <i>Developers who understand the microscope the project will be under because it is of a public nature</i></li> <li>◆ <i>Developers who have recent experience in the type of project anticipated</i></li> <li>◆ <i>Developer references are critical</i></li> </ul>
Developers who are Financially Secure	<ul style="list-style-type: none"> <li>◆ <i>Equity (or equity source) is in place</i></li> <li>◆ <i>Have recently brought debt sources as well</i></li> </ul>
Developers who care about quality	<ul style="list-style-type: none"> <li>◆ <i>Projects remain in the public eye</i></li> <li>◆ <i>Public funds demand longevity</i></li> <li>◆ <i>You can never explain away "cheap" design</i></li> </ul>
Developer who are in it for the long haul	<ul style="list-style-type: none"> <li>◆ <i>Most projects are as (or more) dependent on long term operations as they are on initial design, financing and leasing</i></li> </ul>

**TABLE 19 PUBLIC-PRIVATE PARTNERSHIPS: PROCESS**

Research	<ul style="list-style-type: none"> <li>◆ <i>Communication / talk to others</i></li> <li>◆ <i>Hire the best consultants (financial, planning, market research)</i></li> </ul>
Plan	<ul style="list-style-type: none"> <li>◆ <i>Do the market studies and demographics</i></li> <li>◆ <i>Financing plan</i></li> </ul>
Do Request for Qualifications (RFQs)...only rarely RFPs	<ul style="list-style-type: none"> <li>◆ <i>RFPs promise the public too much</i></li> <li>◆ <i>RFPs make the community feel not involved</i></li> </ul>
Remember it is a long haul	<ul style="list-style-type: none"> <li>◆ <i>Usually 24 to 36 months minimum to first project and years to the "synergistic" effect that is usually the goal</i></li> </ul>
It is most important to create and sell the vision.	

## Conclusion

The purpose of this project was to assist the City of Spokane with its quest to effectively and creatively manage long-term growth. While a new comprehensive plan with specific policies and zoning changes is a start, the real task is to find the most palatable methods to implement the vision.

In this report, we presented a number of ideas and strategies for moving growth concept alternatives from ideas to reality. This will be a challenge in Spokane because old ways are not easy to change and there is deeply rooted skepticism on the part of the Spokane development community.

Ultimately, it is up to the City of Spokane to convince the public and the development community that the proposed changes will make Spokane a better place in the long run. We think the city is on the right track, but our investigation has shown that it is a slippery uphill track that requires careful navigation. The elected body, the Spokane City Council, will have to lead this effort if it is to be successful.



## 16.13 SOCIAL IMPACT ANALYSIS

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### **Evaluation of the Three Alternatives by Social Service Providers**

In the fall of 1998, service providers were asked to evaluate the three growth alternatives. Based on their understanding of the issues in their field, each department head tried to imagine the potential implications of implementing each alternative. Their responses are listed here by department and describe possible impacts to their programs and clients.

### **How might the segregated land use pattern of the “Current Patterns Continued” scenario affect your programs and services?**

#### **Arts Department**

Sprawl and travel time make it harder for the arts audience to reach the services provided by existing entities; inadequate public transit makes it challenging for youth and seniors to reach programming that is focused in the central core of the city.

Need for arts programming in the outlying neighborhoods will grow with the sprawl.

Potential for arts organizations in the downtown core to fail because of a “dead” downtown and not enough retail traffic and accessibility to events; we need to provide incentives for businesses to lower rents and fill vacant spaces to create traffic in downtown.

Arts can provide additional neighborhood character and services when the funding is available to provide such services; with this scenario, new sources of revenue need to be created to produce programming for neighborhoods.

A continued need for mixed-use neighborhoods, which allows for studios and arts based businesses in homes.

#### **Community, Senior, and Youth Center Directors**

Low-income people, youth, and seniors tend to be more dependent on public transit than a personal automobile for transportation. It's very cumbersome for these people to travel here and there in the city by bus to access service providers who are scattered and at a distance both from each other and from where the people live. It is not cost-effective to try to provide services to people who increasingly live farther and farther from the service provider's facilities. In the end, this is also a quality of life issue as the people spend a disproportionate amount of their day in travel.

Sprawling housing and commercial development that spills outside of the city leaves behind reduced revenue sources to sustain the older city core areas. The remaining decline spreads like a cancer. The result is more people who need social services but less funding to deliver those services.

#### **Community Development**

Declining city tax revenue would not adversely impact CD's ability to provide services, insofar as they rely mainly on state and federal funding.

#### **Entertainment**

The farther people live from downtown, the more difficult it is for them to access downtown cultural and sports programs. It would be necessary either to provide better transit service or more parking.

#### **Historic Preservation Office**

Historic preservation is most effective in a scenario where there is a high economic demand to re-use existing buildings, and the “Current Patterns Continued Scenario” presents the least demand for the re-use

of buildings, and of the three scenarios, this pattern will have the most negative effect on historic preservation.

Additionally, this option is the most detrimental to retaining Spokane's unique character. The substructure of Spokane was based on a system of neighborhoods with a focus on the downtown core. The Current Patterns scenario promotes the continued erosion of our unique community character and destroys neighborhoods by encouraging new construction in sprawling suburbs.

The Current Patterns scenario infers increased new construction, and historic preservation is more prevalent if there is an incentive or pressure to reuse and rehabilitate. Additionally, historic preservation in Spokane often occurs in vacant buildings, and this option tolerates vacancy in older commercial areas.

The Current Patterns scenario puts the least emphasis on downtown Spokane, where the majority of the historic commercial buildings are located. The greater the focus is on downtown, the more likely it is that downtown buildings will be in demand, have a higher value, and be more likely to be targets for renovation.

### **Archaeological Resources**

The Current Patterns scenario has a potentially negative effect on archaeological resources, which are threatened when sites are excavated for new construction, and there are significant archaeological resources present in the selected growth areas.

### **Human Services Department**

The current pattern does not allow adequate space for the development of childcare and adult care facilities, health care clinics, and neighborhood after-school childcare and activity programs for youth. Since the senior population is the fastest growing population, there is a need for space to be identified in each neighborhood for adult day care and adult family homes. This plan does not encourage the clustering of health and human services programs, which would improve access to programs.

Transportation under the present scenario does not adequately address the transportation need. With the state's implementation of Welfare to Work and the increased number of seniors, more of our population is dependent on public transportation. Public transportation needs to connect residential neighborhoods with the arterial bus routes. Present routes are not accessible for all citizens who are dependent on public transportation or would use it if it were accessible.

### **Youth Department**

The current patterns of growth typically are unfriendly to young people growing up in our community. They complain bitterly that public transportation doesn't reach the areas they need to reach. They are all anxious to get a drivers license so that they may use a car, which only adds to congestion and traffic safety problems. Although there are many activities and programs geared to younger children, teen activities are fewer and less relevant to the interests of this age group. At a time when youth need a chance to explore who they are and how they relate to their peers and adults other than their parents, they are often relegated to sharing space with young children and being supervised by their own parents. Youth see little in the way of entertainment and cultural experiences that appeal to a diverse youth population. They may also be caught in the middle of jurisdictional differences, being required to pay large fees for a library card to use a facility just down the street. City residents attend county schools and visa versa because school districts do not conform to local government boundaries. Many students do not really know if they are city or county residents, nor do they understand the relevance.

For younger children, our lack of ability to keep up with the need for neighborhood parks and the school district's movement toward fewer but larger schools has created a problem. Children are forced to cross busy arterials, walk farther distances, or to be bussed to areas far from home. This puts children's safety in jeopardy and also disintegrates their sense of community. In addition, kids who are struggling academically are more likely to get overlooked or are more difficult to help in the larger school settings.

Fewer schools also means fewer gymnasiums, fewer baseball fields, and fewer playgrounds. School facilities are already booked solid with both youth and adult activities. Space for community meetings and programs is at a premium.

All in all, the current growth scenario does not adequately meet the needs of children and youth. To continue to handle growth in the current manner would actually be a disservice to the youth population. These issues must be addressed.

### **Neighborhood Services**

Neighborhoods without a focal point around which to convene tend to experience a weakened sense of identity and low levels of participation in their neighborhood council.

## **How might the mixed-use areas of the “Focused Growth, Centers and Corridors” scenario affect your programs and services?**

### **Arts Department**

Focused areas makes it easier for arts groups to have a focused number of areas for targeted outreach and programming.

Potential for a couple of “arts district” or multi-use arts business areas to develop—perhaps in the Market Street area of Hillyard, the Garland business district, or the area of the South Hill near Lincoln Heights shopping center or the soon-to-be constructed South Hill Senior Center.

Mixed-use downtown good for growth of arts-related businesses and increased participation in the arts.

This scenario might increase accessibility of some services for youth and seniors in targeted areas.

### **Community, Senior, and Youth Center Directors**

Provision of services near where people work and live would be much more efficient and cost-effective. There is potential for more efficient use of both space and staff as operations share facilities.

### **Community Development**

Increased interaction between neighbors improves neighborhood cohesiveness, which supports CD’s goal to build healthy communities and increase community pride. The neighborhood center approach would fit well with the structure of CDBG steering committees.

### **Entertainment**

While there could be some opportunity for public events delivered at a neighborhood level, downtown would likely remain the main seat of major cultural and sports programs. Improved transit service is needed to link centers with each other and downtown.

### **Historic Preservation Office**

The “Focused Growth, Centers/Corridors Scenario” is the most compatible with historic preservation because it directs growth in the way Spokane developed historically. Spokane developed as a mix of higher density housing with neighborhood retail, with efficient public transportation connecting the centers.

Spokane’s historic neighborhoods already fit the pedestrian-oriented neighborhoods, which are planned in this option. This option also reinforces the importance of Spokane’s existing extensive neighborhood park system, much of which is historic.

The “no increase in strip commercial development” policy under this scenario would encourage the rehab of older commercial structures. The emphasis on downtown as the regional economic and cultural center would encourage the rehabilitation of historically significant downtown commercial buildings.

The policy that “any other road facility that would impact centers or detour public investment in centers will be discouraged” helps Spokane retain its individual character. Historically, in neighborhood commercial areas such as Garland, Millwood, and Hillyard, development occurred in harmony with historic neighborhoods. This option would reinforce the uniqueness of neighborhoods by discouraging major arterials that often destroy the character of historic neighborhoods.

### **Human Services Department**

This is a case of trade-offs. This scenario would better meet the needs of those who use health and human services programs by clustering these programs together in neighborhood centers near where people live. The flip side is this decentralized approach might have slightly higher administrative and program costs. However, this might be balanced out by reduced criminal justice costs and increased safety since trouble-makers would be occupied through local recreation and other programs such as family support activities and counseling. The center locations would be particularly safe due to the surveillance inherent in the round-the-clock activity typical of an area where businesses and residences are mixed together.

This scenario also implies improved accessibility to programs through better public transit service, more ADA-compliant facilities, economic affordability, and a better use of time as less time is spent in travel.

The type of human services programs that are best situated in neighborhood centers are child and adult care facilities, senior centers, family support and treatment programs, and recreation and club room facilities. In this scenario, certain human services programs could be located in the central city core, which are better located away from neighborhoods for the sake of anonymity (e.g., domestic violence and substance abuse treatment programs). More efficient and effective service delivery could be accomplished through co-location with and collaboration between service providers.

### **Neighborhood Services**

Centers and corridors would provide the physical focal point required for a sense of place. The potential for increased social interaction could strengthen the social fabric to the extent that residents would be more actively involved with their neighborhood councils.

### **Youth Department**

This scenario by far seems to be the most youth-friendly approach. It allows for the locally accessible services and sense of community required by children and families. It is also more likely to ensure public safety and lead to the transportation solutions we so desperately need. Developing centers along the transportation corridors would allow greater mobility for youth in their school functions, recreation and social activities, and employment. At the same time, it reduces traffic on smaller neighborhood streets, thus contributing to pedestrian and bicyclists’ safety. The mixed-use nature of these areas can lead to increased youth and business interactions, resulting in greater opportunities for youth employment, business mentorships, school/business partnerships and youth job shadowing. The centers also might help spur better daycare options for working parents. In this scenario, youth would have more accessibility to neighborhood-based activities in their own centers as well as to special activities located in other centers. The city center could develop special citywide events and services that would attract youth from all of the other centers, residential areas, and corridor locations. Potentially, “park and ride” activity would grow under this scenario because students living outside the centers and corridors could leave their cars (or parents could drop them off) at key locations to access public transportation. The benefits would be that they have assured mobility without the costs and hassles of parking on city streets at meters and in garages. Teens would have less need to own cars, and parents would save money on insurance and gas expenses. The city, in turn, could keep auto traffic from creating greater wear and tear on the streets.

This scenario appears to provide a way to accommodate more people living in urban areas without losing the connections that ensure public safety and social support systems necessary for a healthy community.

It also creates a synergy in the designated center areas that will lead to greater efficiency and effectiveness in the expenditure of tax dollars.

## **How might concentrating population growth in and around the downtown area in the “Focused Growth: Central City” scenario affect your programs and services?**

### **Arts Department**

Focused areas makes it easier for arts groups to focus outreach and programming

Arts business and arts organizations are already in this area. Tighter growth in one area will make it more likely that projects like the Davenport Arts District will succeed.

Arts often thrive in this type of scenario and in many cities the artists and arts groups have been the leaders for re-development projects.

Long-range disadvantage is that if property values increase too dramatically, the arts organizations and businesses will move from the center to other neighborhoods.

### **Community, Senior, and Youth Center Directors**

This approach would likely improve the ability of community centers near downtown (Peaceful Valley Community Center, Mid-City Senior Center, and West Central Community Center) to provide services, assuming the city’s resources are concentrated within the Central City area.

Conversely, perhaps it would mean there would be fewer resources available to serve people who lived elsewhere within the city. Less attention paid to the rest of the city might mean the rest of the city would slide into further decline, increasing the need for social services.

### **Community Development**

State and federal funds would continue to be spent on projects in low-income neighborhoods but without the broader guidance and links to revitalization inherent in the Centers/Corridors alternative.

### **Entertainment**

Major cultural and sports programs would continue to be located downtown. An increased residential component downtown would support expansion of these programs. Improved public transportation options would make it easy for other residents to come downtown, as well.

### **Historic Preservation Office**

The “Focused Growth, Central City Scenario” has the same preservation impact in the downtown area as the Centers/Corridors Scenario, however, this option may have a detrimental effect on the mixed commercial/residential historic neighborhoods outside the city center, such as Hillyard, Garland, and Millwood. A focus on the city center may leave the outlying historic neighborhoods more vulnerable to demolition for new development.

### **Human Services Department**

Most Human Services activities, such as child and adult care, after school programs, parent support services, and senior and family recreation facilities, need to be accessible to the residents. While concentration of services in the central core might be the most cost-effective approach, it would not get some of the services out to the people where they need them, even if the community improved public transportation. Without designated focal points for affordable housing, co-location of services, and good cross-town bus service, access to services would remain difficult for some people. Under this scenario, people who lived in areas of the city outside the central core would continue to be underserved.

## **Neighborhood Services**

Neighborhoods that lack a focal point around which to convene may continue to experience a weakened sense of identity and low levels of participation in their neighborhood councils.

## **Youth Department**

The Central City approach has some appealing qualities. It would provide tremendous vitality to the downtown area, a special place where youth come for entertainment, shopping, and cultural opportunities. It has the potential to develop a strong economic hub and an improved tax base for the city. Increasing housing appropriate for children and families would also require the amenities appropriate for families. Most likely, an elementary school would need to be added to the downtown area to accommodate younger children. It is also unlikely that the current junior highs could absorb the additional students attracted by urban growth. Transportation would need to adjust for short hops between specific youth-oriented services or loops, which make it easy for kids to get from school to after-school programs, libraries, doctors/dentists, or home. Green space, street trees, pathways, and bicycle paths would become even more important. Areas of the central city would have to afford the same sense of safety and community that is often found in other neighborhoods.

At the same time, with all of our resources targeted to the central city, special citywide services, activities, and cultural events would attract large numbers of people into a small area, creating congestion and public safety issues. This actually could be at odds with the concept of providing a healthy environment for raising children in the central core.

Since not everyone will choose to or be able to move to the central city, this raises the question of what level of services will be maintained in the existing neighborhoods. Will these smaller streets, parks, and public facilities deteriorate with the majority of resources directed to the central city? With services moved farther away from youth living in the farther reaches of the city and in the county, there is concern that those youth will no longer have the same access. Again, this would be a detriment to both youth and community.

## **How do you think these scenarios might affect your clients?**

### **Community, Senior, and Youth Center Directors**

**Current Patterns:** The current urban form is often antithetical to community pride. Adding more and wider arterials would further erode property values and consequently, the condition of homes along those arterials. The design of retail buildings is often inconsistent with the visual character of the surrounding neighborhood. Low-income people typically have little choice in where they live, being guided mostly by where they can find low rents. The resulting unspoken policy is one of relegating low-income people to not only depressed but also depressing living environments. This, in turn, limits their chances for improved lives.

**Centers/Corridors:** The needs of low-income people would be served through the increased intensity and density, which would support improved public transit service. Also, a broader range of housing choices could then allow those in need of social services and/or dependent on public transit to live near these amenities.

**Centers/Corridors:** Focused centers with mixed-use buildings that provide both housing and retail/office space would improve people's sense of community through increased opportunities for social interaction. Recognition of one's neighbors and residential activity that continues after stores close would contribute to improved safety.

**Central City:** Low-income people might be less able than some to move downtown in order to be near the services they require.

### **Historic Preservation Office**

A cautionary note on the affects on historic preservation: My assumptions are that option two and three encourage rehabilitation and that the Preservation Office and its programs continue to have a strong influence in the community. If this is not the case, options two and three, because they concentrate development within the central city where the majority of historic resources are located, could have the greatest negative impact on historic and archaeological resources.

### **Human Services Department**

Accessibility is a major issue in Human Services, especially if the individual is low income. In most cases, health and human services and recreation programs located at a neighborhood level are more accessible and have higher utilization. Some space in facilities located in lower-income neighborhoods may need to be offered at subsidized rental rates for programs that serve predominately low-income people, (e.g., child care, adult care). Under the Centers/Corridors scenario, the designated employment centers might offer a unique environment where employers could provide space for in-house but privately operated child and adult care businesses.

### **Neighborhood Services**

Any change will require Neighborhood Councils to spend an increased amount of time on issues related to the city's Comprehensive Plan and their own Neighborhood Specific Plan.

## **What other suggestions would you make to help shape the scenarios or mitigate potential impacts?**

### **Community, Senior, and Youth Center Directors**

Focused centers need to be located near where low income people live: Need to designate a Center near the East Central Community Center (south of I-90, west of Thor/Freya before the hill: 5th & Stone?). (The freeway and topography create barriers between these people and the centers shown now at Sprague/Napa and 9th/Perry.)

Under Focused Growth, services need to be distributed evenly all over the city. Centers/Corridors should show the downtown core area as another center, also. Likewise, Central City wouldn't work if it would draw resources away from areas of service need in the rest of the city.

People's jobs change so often anymore; it may be impractical to expect people would always plan to live near where they work - can't move every time we change jobs.

The key is to provide the proper incentives for reinvestment in low-income areas together with the critical mass of people necessary to create a market and support for the range of services that might be available in a focused center. Public and private enterprises that benefit from incentive packages should be expected to remain committed to the center after the incentive's benefits fade out.

### **Historic Preservation Office**

In any of the three alternatives, continuing to create a rehab-friendly environment would benefit historic preservation and would help mitigate potential impacts to historic structures.

Additionally, because historic preservation is a city/county function, close cooperation with the county in the choice of their options would aid historic preservation efforts.

### **Human Services Department**

Transportation is very important, not only on the arterials but in the neighborhoods. Families who need to use public transportation to get to work and get children to childcare need accessible transportation within a short walking distance. The elderly and disabled also need the same.

## **Neighborhood Services**

Any increase in population density or shift in population would place an increased demand on Neighborhood Services staff resources in order to address these changes in population patterns.

## **Other Comments on Proposed Growth Management Scenarios**

### **Arts Department**

Arts organizations tend not to be focused in a particular neighborhood but serve the entire community. Most arts organizations and arts businesses are housed in the downtown area. It is unlikely that neighborhood arts programs will be developed in all neighborhoods because of the cost and complexity. This was discussed in the Community Cultural Plan and is a desired outcome. However, the resource limitations of the community make it challenging.

### **Youth Department**

Research shows that youth are more likely to thrive when they establish a sense of belonging and have the social support of adults who have one-on-one relationships with them. This requires facilities and programs that are easily accessible as well as affordable for lower-income families, generally translating into a neighborhood-based approach. It also means that younger children should be able to walk or ride bicycles along paths, which are designed to maintain the maximum level of safety while automobile traffic should be limited or discouraged. This allows children to move about freely within their own neighborhood and participate in meaningful growth experiences, regardless of whether both parents work or not. Parks, libraries, schools, and recreational/social programs should surround the young people they serve.

As children become adolescents, they become more mobile and self-sufficient. Their activities may also require them to travel greater distances. They participate in sports events, competitions, and performances that encompass multiple schools or groups. At the same time, their sense of community grows beyond the neighborhood and their own families. Adolescents are experiencing a period of social growth and development, which drives them to make new friends from other parts of the community and to seek opportunities to socialize with peers away from their families. Therefore, transportation becomes a major logistical issue for this age group. They may use the public transportation system or rely on parent drivers to a greater degree. In later adolescence, they are able to drive themselves but may not have access to a car, so ride-sharing with friends as well as parents is common. School buses and transit buses can also fill part of the need. However, parents' willingness to allow their students to use these modes of transportation relies greatly on their perception of safety. Crime and safety are often concerns when bus stops are located in areas that experience frequent crime or are not well-lighted and when the environment on the bus allows harassment or theft to occur. Bicycles are still used by some, but perceptions of traffic hazards may curb parent support when bicycle paths are not present. This age group is more likely to travel major arterials since high schools and public facilities are generally located in high traffic areas. It is the population of youth from lower-income families that is most likely to ride buses or bicycles because the automobiles are less accessible and parents often have less work schedule flexibility to provide rides. If services are clustered so that youth may participate in multiple activities in a nearby location, they will be more motivated to travel to these key locations. However, without these incentives, young people will remain close to home just to hang out or watch TV. They will lose out on the social growth experiences and structured activities so necessary for their healthy development. They can become isolated and depressed. This situation increases the likelihood that youth will engage in substance abuse, promiscuous activities, or delinquency and violence. Their sense of belonging will be lost. This is not in the best interest of youth or the community.



## **Entertainment Facilities**

Spokane's entertainment facilities, namely the Opera House, Arena, Convention Center, and Ag Trade Center, serve the community by hosting a wide variety of events and performances within.

Future success of these public facilities, no matter which growth plan scenario is chosen, will depend upon an excellent public transportation system – that is, one that will deliver fans and patrons to and from events and performances at the times people want and need to travel. Convenient public transportation schedules from convenient locations, throughout the community, coinciding with event schedules, is an absolute necessity. Such does not currently exist.

Without an excellent public transportation system, reliance on the automobile will continue, and additional adjacent parking may be required.

[Does not address the implications of Central City: increase in downtown entertainment, housing and transportation facilities and functions.]

## **General Services Department**

Does not see any additional impact one way or another.

[Did not address implications for increased vigilance in Code Enforcement.]

## **Finance Department**

All three scenarios involve additional resource and infrastructure needs. These resource needs will come from taxes, grants, other revenues, or by the issuance of general obligation bonds, or revenue bonds if it involves additional needs for water, sewer, etc.

The department does not intend to address the scenarios individually but is aware that resources will need to be identified for any end result of a chosen scenario.

[Did not take into account that under Current Patterns:

The city's tax revenue would likely continue to decrease, along with the bonding capacity and ability to attract/qualify for matching funds and grants as a result of loss of both businesses and people.

Cost differential of continually extending infrastructure under Current Patterns, as opposed to maintaining and enhancing existing infrastructure under Focused Growth.]

## **Management and Budget Department**

The department will provide an analysis of the funding situation for current capital facilities programs (CIPs) that will help to identify what portion of the city's revenue that's available for discretionary spending is already committed to something else and what portion might be applied to the cost of growth-related facilities. This, in turn, would help to evaluate the cost versus revenue implications of the three growth Alternatives, and help the City Council make the hard choices about which projects to fund so adequate revenue is still available to accomplish the Preferred Alternative. In the future, the city needs to list projects by priority and date of implementation, and use those goals to prioritize allocation of funds.

## **Community and Economic Development Department**

As most of Community Development's funding comes from federal sources, implementation of their programs is less reliant on the city's budget and the Comprehensive Plan's implications for that budget than most of the other city departments.

However, either of the Focused Growth scenarios would complement and support their main goal that is to improve people's quality of life and create more cohesive, healthier communities with a sense of identity and pride. In particular, the Centers and Corridors Alternative would fit well with the neighborhood-based structure of their CDBG neighborhood steering committees.

### **Communications Department**

The policies under the Communications goal in the Social Health chapter of the Horizons' draft goals and policies document coincide nicely with the city's existing Communications Plan. In general, city communications programs do not tend to be place-specific. The methods used could be as easily applied under one alternative as another.

# Current Patterns Land Use Alternative

Map LU 1

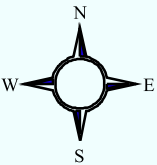
## Legend

- Conservation Open Space
- Potential Open Space
- Active Open Space
- Single Family Residential
- Two Family Residential
- Medium Density Residential
- High Density Residential
- High Density Residential/Office
- Office
- Neighborhood Business
- General Commercial
- Medium Density Residential/Office
- Central Business District
- Light Industrial
- Heavy Industrial
- Institutional
- Industrial Reserve
- Residential Reserve

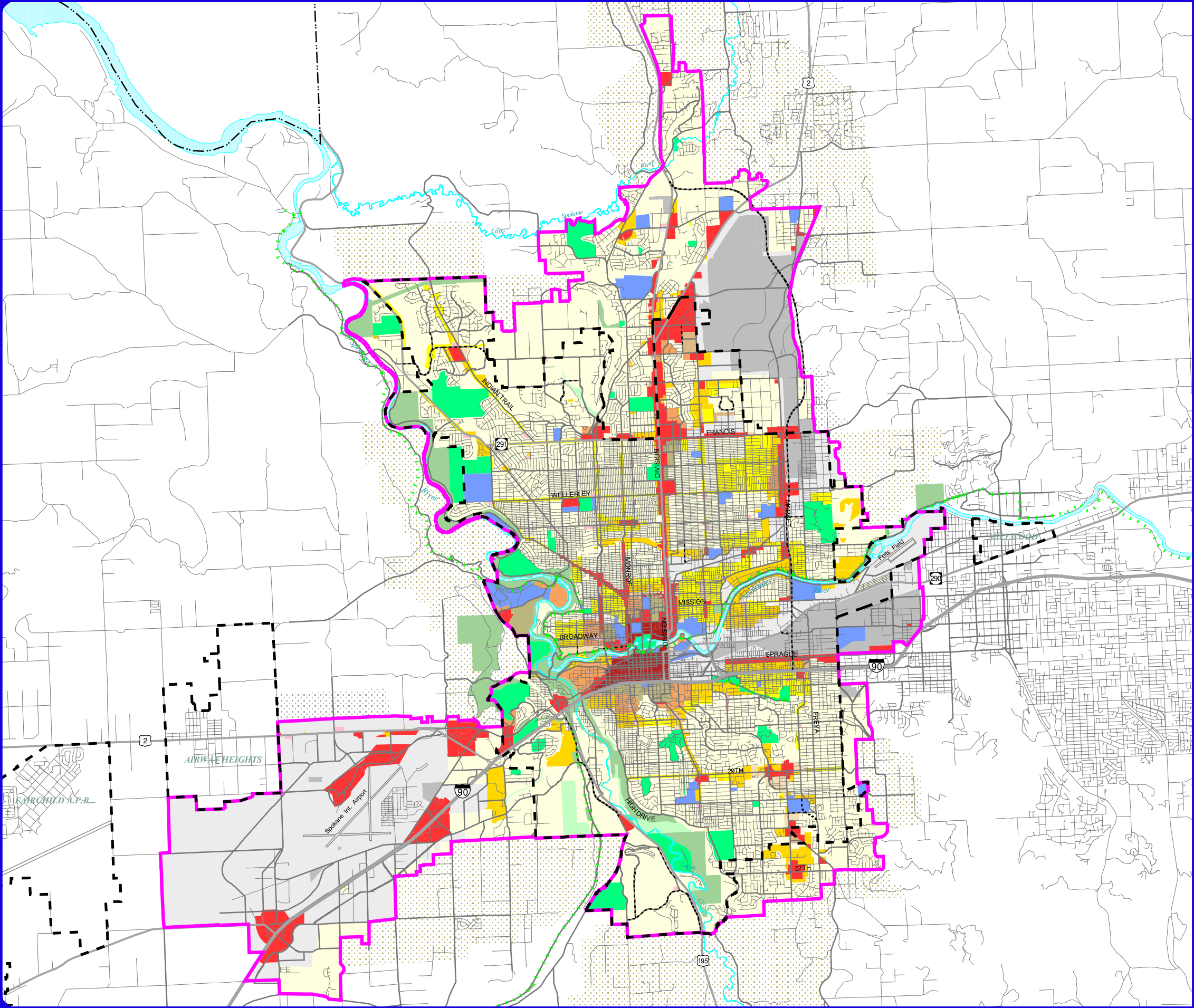
- Draft Urban Growth Area
- City Limits
- County Boundary
- Arterials
- Proposed Arterials/Freeway
- Interstate Highway
- Trails
- Rivers

1 0 1 2 Miles

Source: GIS  
Date: 04/24/2000



**THIS IS NOT A LEGAL DOCUMENT:**  
The information shown on this map is compiled from various sources and is subject to constant revision. Information shown on this map should not be used to determine the location of facilities in relationship to property lines, section lines, streets, etc.



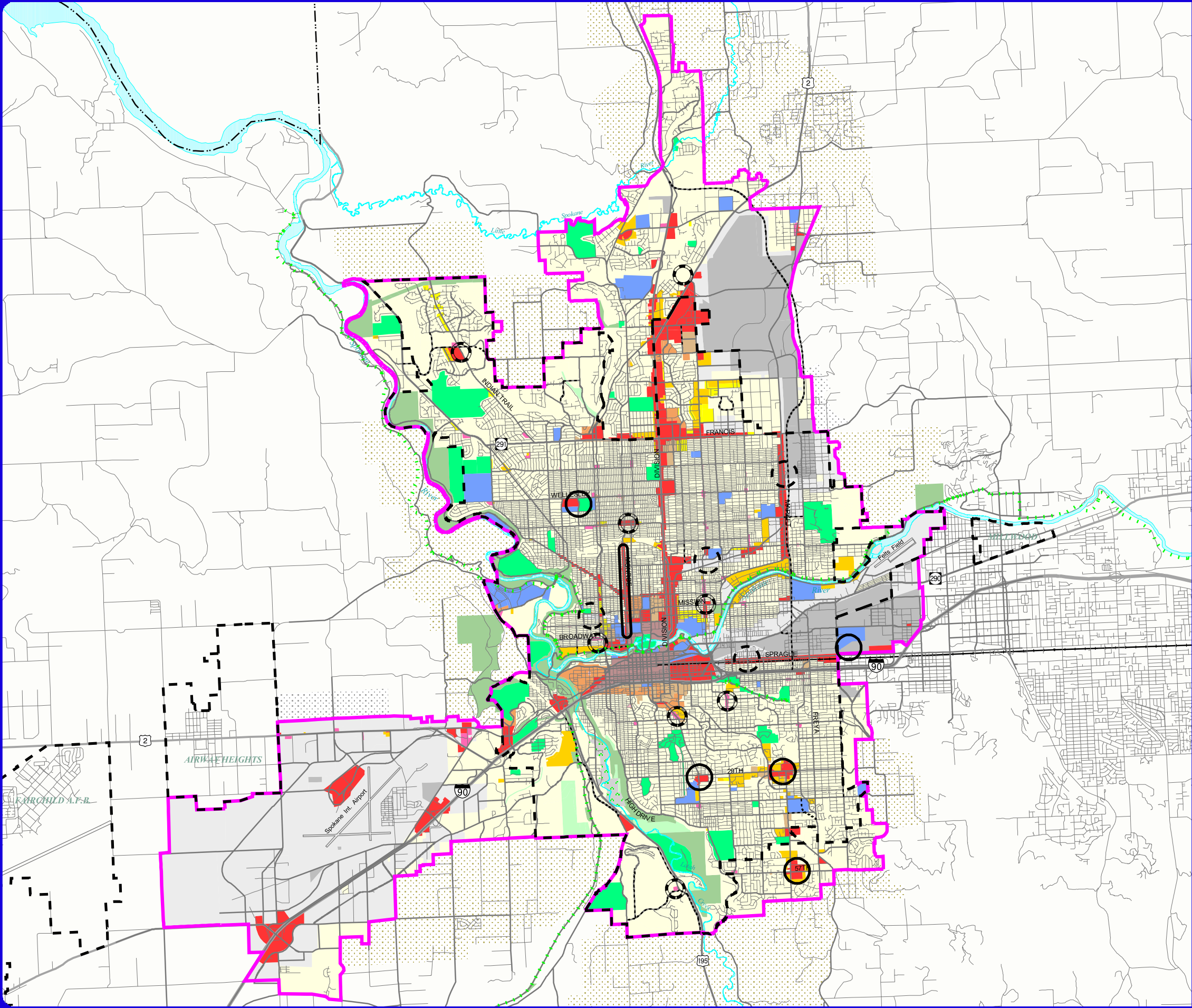


# Centers and Corridors Land Use Alternative

Map LU 2

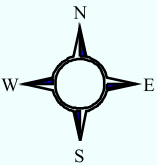
## Legend

- |                         |                          |
|-------------------------|--------------------------|
| Agriculture             | Neighborhood Retail      |
| Conservation Open Space | Neighborhood Mini Center |
| Potential Open Space    | General Commercial       |
| Active Open Space       | Downtown                 |
| Residential 4-10        | Light Industrial         |
| Residential 10-20       | Heavy Industrial         |
| Residential 15-30       | Institutional            |
| Residential 15+         | Industrial Reserve       |
| Office                  | Residential Reserve      |
- 
- |                             |                            |
|-----------------------------|----------------------------|
| Neighborhood Center         | Arterials                  |
| Employment Center           | Proposed Arterials/Freeway |
| District Center or Corridor | Interstate Highway         |
| Draft Urban Growth Area     | Trails                     |
| City Limits                 | Proposed Light Rail        |
| County Boundary             | Rivers                     |



1 0 1 2 Miles

Source: GIS  
Date: 04/24/2000



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# Central City Land Use Alternative

Map LU 3

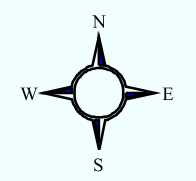
## Legend

- Agriculture
- Conservation Open Space
- Potential Open Space
- Active Open Space
- Residential 4-10
- Residential 10-20
- Residential 15-30
- Residential 15+
- Office
- Neighborhood Retail
- Neighborhood Mini Center
- Community Business District
- General Commercial
- Downtown
- Mixed Use: Small Commercial/Residential
- Mixed Use: Large Commercial/Residential
- Ligh Industrial
- Heavy Industrial
- Institutional
- Industrial Reserve
- Residential Reserve

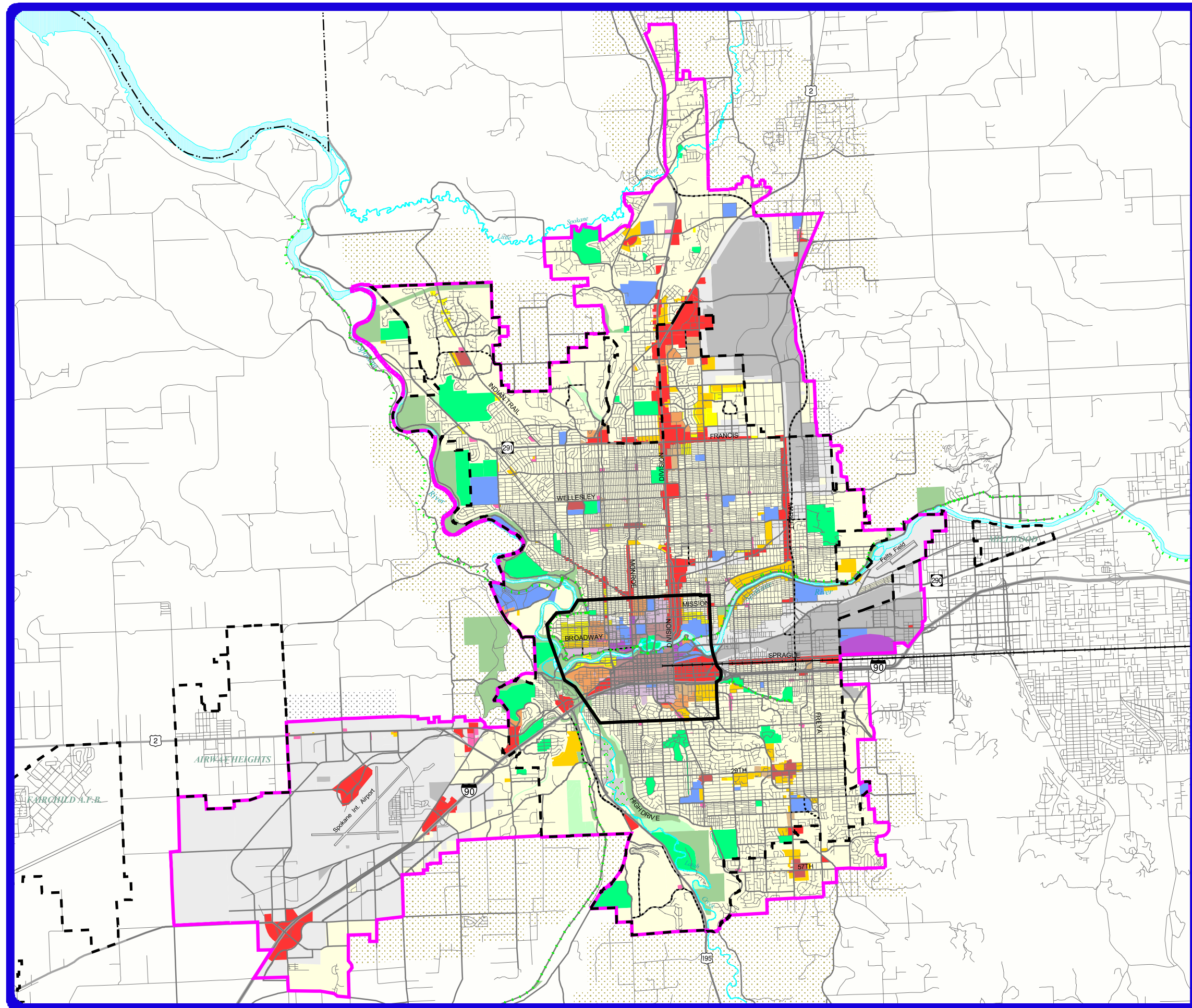
- Central City Boundary
- Draft Urban Growth Area
- City Limits
- County Boundary
- Arterials
- Proposed Arterials/Freeway
- Interstate Highway
- Trails
- Proposed Light Rail
- Rivers



Source: GIS  
Date: 04/24/2000



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## Chapter 17

# Land Use



"The future is purchased by the present."  
Samuel Johnson



## CHAPTER CONTENTS

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## **17.1 FINAL URBAN GROWTH AREA AND ANNEXATION**

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A major focus of the Growth Management Act (GMA) and the Countywide Planning Policies (CWPPs) involves planning for the Urban Growth Area (UGA). UGAs are one of the primary tools used to meet the goals of the GMA. As a part of the comprehensive plan, the city must propose a UGA. The Spokane County Board of County Commissioners has the final responsibility for designating UGAs. Urban growth is defined as “. . . growth that makes intensive use of land for buildings, structures, and other impermeable surfaces to such a degree as to be incompatible with the primary use of such land for the production of food, other agricultural products or fiber, or the extraction of mineral resources” [RCW 36.70A.030(14)].

All land within the existing city limits must be within the city’s UGA. Land outside the city is included in the UGA when it is needed in order to accommodate the 20-year growth projection assigned to the city. To be included in the UGA, territory located outside of the city must be characterized by urban growth or be adjacent to territory already characterized by urban growth. The city must be able to provide urban governmental services at the minimum level of service specified by the Spokane County Growth Management Steering Committee for these areas. UGAs must also include greenbelts and other open space and provide for the protection of sensitive environmental and wildlife habitat areas.

### **Growth Within the UGA**

The GMA prescribes a hierarchy for growth within the UGA. Urban growth should be located first in areas already characterized by urban growth that have existing public facility and service capacities to serve such development. Second, it should be located in areas already characterized by urban growth that will be served by a combination of both existing public facilities and services and any additional needed public facilities and services that are provided by either public or private sources. Third, growth should occur in the remaining portions of the urban growth areas.

### **UGA Revisions**

The Countywide Planning Policies call for the revision of UGA boundaries at least once every five years. The first review is to occur five years following the Board of County Commissioners’ adoption of the final UGA boundary in the county’s comprehensive plan. The County Commissioners will initiate a review process approximately one year before the five-year anniversary date. This process involves a re-evaluation of the population allocation, land quantity analysis, and urban service delivery. The Steering Committee of Elected Officials may request the Board of County Commissioners initiate a review of the UGA boundaries before the scheduled time if sufficient circumstances dictate an earlier adjustment.

### **Joint Planning Within the UGA**

The GMA requires the establishment of policies for joint city and county planning within UGAs. Citizens are encouraged to participate in this planning process. The Steering Committee of Elected Officials is responsible to ensure joint planning, specifying standards for UGAs and making recommendations regarding UGAs to the Board of County Commissioners. CWPPs require the city to enter into agreements with special purpose districts within its UGA to address the provision of urban governmental services and public facilities.

### **Urban Reserve Areas**

As a part of the joint planning effort, the CWPPs advocate a 40-year planning horizon to address eventual expansion of UGAs beyond the 20-year boundary required by the GMA. The purpose of the longer planning horizon is to ensure the ability to expand urban governmental services and to avoid the creation of land use barriers to expansion of the UGA boundary. To accomplish this, densities and land use patterns

should be established that do not preclude later subdivision to urban densities within the Urban Reserve Areas. A minimum lot area of 20 acres or larger should be implemented in the Urban Reserve Areas.

## **Promotion of Contiguous and Orderly Development and Provision of Urban Services**

The comprehensive plan is to include policies that address how to promote efficiency in the use of land and the provision of urban governmental services and public facilities. CWPPs require the city to identify intermediate growth areas (six to ten-year increments) within its UGA or establish policies that direct growth consistent with land use and capital facility plans.

## **Annexation of UGAs**

Decisions of the Growth Management Hearings Boards are helpful in interpreting the intent of the GMA. As an example, the Western Washington Growth Management Hearings Board concluded that cities are the primary providers of urban services and that urban growth areas should become part of existing cities or become new cities. The following is a key excerpt from that decision:

“Assignment of unincorporated areas to an UGA is premised on the assumption that the areas will be served in the future with urban level of services either through annexation or incorporation and that cities are, in general, the primary providers of urban governmental services. The Central Puget Sound Growth Management Hearings Board has held that a long-term purpose of countywide planning policies is the transference of governance of areas of urban growth to municipalities. With the GMA’s strong preference for urban areas being served by and incorporated into municipalities, it is inappropriate to establish a non-municipal UGA in such close proximity to a municipal UGA with no plan for transference of governance” (Abenroth v. Skagit County, WWGMHB No. 97-2-0060c, Final Decision and Order, January 23, 1998).

## 17.2 DESCRIPTION OF LAND USE DESIGNATIONS

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### Current Patterns Alternative

The “Current Patterns Alternative” is based upon the past growth and development practices that have been used in the city. It assumes that most of the existing planning policies and land use regulations will be retained and used to guide development. The result of the implementation of this alternative is a continuation of the patterns that are seen today into the future. Policies, regulations, or incentives would not be enacted to encourage a more compact urban form, use of transit, or mix of housing, employment, and shopping.

The land use designations and their general characteristics are as follows:

**Heavy Industrial:** The Heavy Industrial designation accommodates heavier industrial uses at locations where there will be no interaction with residential uses.

**Light Industrial:** This designation is intended for those lighter industrial uses that produce little noise, odor, and smoke. Limited residential use is also allowed.

**General Commercial:** The General Commercial designation provides a variety of commercial uses including retail, wholesale and office establishments. These areas are usually existing business locations and may contain higher intensity uses that are not typically found in neighborhood business areas. Businesses are frequently large in scale and involve outdoor sales, storage, and warehousing. This designation is typically located at the intersection of principal arterial streets, in strips along principal arterial streets, or in areas of where there are large clusters of commercial development. In locations where this designation is near residential areas, zoning categories should be implemented that limit the range of uses that may have detrimental impacts on the residential area.

**Central Business District:** The Central Business District provides a variety of goods, services, cultural, governmental, hospitality, and other business uses in the city center to serve the entire metropolitan area.

**Neighborhood Business:** The Neighborhood Business designation, usually located at the intersection of arterial streets, includes uses such as a convenience store with gasoline pumps, professional office buildings, sit-down restaurants, a shopping center with grocery store, or a freestanding large grocery or other retail store. Residential use is restricted. Areas designated Neighborhood Business should be no larger than five acres and typically have no more than 100,000 square feet of gross leasable area. They should not extend more than 600 feet along a street.

**Office:** The Office designation allows freestanding small office sites and larger sites with two or more buildings. It is generally located at arterial intersections, along arterial streets, or adjacent to retail areas as a buffer to residential areas. Uses may include restaurants, florists, limited retail, and drive-thru banks.

**Institutional:** The Institutional designation includes uses such as middle and high schools, colleges, universities, and large governmental facilities. The Institution designation on the Land Use Plan map is a general boundary. It is intended to show where institutional uses are located without defining specific boundaries of institutional development.

**High Density Residential/Office:** This designation allows offices use and multifamily residences at densities up to 43 units per acre. Sit-down restaurants are allowed in higher intensity areas; drive-thru uses are also permitted.

**Medium Density Residential/Office:** Medium Density Residential/Office allows office uses and multifamily residences at densities up to 21 units per acre and up to 2.5 stories in height. Sit-down restaurants are allowed in higher intensity areas.

**High Density Residential:** High Density Residential allows high density apartment developments up to 43 units per acre and medical office uses.

**Medium Density Residential:** The Medium Density Residential designation is often used as a transitional land use designation between arterial streets or commercial activities and single-family residential areas; small apartments on individual lots and large apartment projects on freestanding sites are allowed. Multifamily residences are allowed at a density up to 21 units per acre.

**Two-Family Residential:** Two-Family Residential allows duplexes and single-family residences on individual lots with a minimum of 6,000 square feet. This designation is often used as a transitional land use designation between arterial streets, medium density residential, or commercial designations and low-density residential areas.

**Single-Family Residential:** Single-Family Residential is the most restrictive and widespread land use classification. The predominant type of land use is single-family units on individual lots of a wide range of sizes. The minimum lot area is 7,200 square feet and the allowed density is 6 or fewer units per acre. Supporting uses, such as schools, churches, parks, and libraries, are also found in this classification.

**Conservation Open Space:** The Conservation Open Space land use category includes areas that are publicly owned, not developed, and expected to remain in a natural state. The purpose of this category is to protect areas with high scenic value, environmentally sensitive conditions, historic or cultural values, priority animal habitats, and/or passive recreational features. It is expected that improvements would be limited to those supporting preservation or some passive recreation activities, like soft trails and wildlife viewpoints.

**Potential Open Space:** The Potential Open Space land use category identifies areas that are expected to be publicly owned, not developed, and expected to remain in a natural state. The purpose and types of improvements in this category are the same as the Conservation Open Space category.

**Active Open Space:** This category includes major publicly or privately owned open space areas, such as golf courses, major parks and open space areas, and cemeteries. These areas usually have facilities for active and passive recreation and include paved and unpaved roads, parking lots, hard surface trails, and buildings and facilities that support activities occurring in the open space area.

## **Focused Growth, Mixed-Use Centers and Corridors Alternative**

The “Focused Growth, Mixed-Use Centers and Corridors Alternative” concentrates future growth in mixed-use district centers, employment centers, neighborhood centers, and activity corridors. A key component of each of these focused growth areas is higher density housing centered around or above service and retail facilities. The purpose is to enable residents within a half mile radius of the center or corridor to walk or bicycle for their daily needs. Higher density housing also provides economic support for the businesses and allows for more efficient transit service along the corridor and between mixed-use centers and downtown Spokane.

Focusing growth results in a more compact urban form with less land being used at the fringe of the city. It provides city residents with more housing and transportation choices. New policies, regulations, and incentives would be adopted to allow mixed-use in designated centers and corridors and to assure that these areas are designed to be compatible with surrounding lower density residential areas.

Outside designated centers and corridors, the policies and regulations affecting new development reflect many of the ideals of the focused growth concept. Included among these changes are different building setbacks, building size and height limits, and allowance of residential use in areas where it was previously limited.

As provided in the Focused Growth, Mixed-Use Centers and Corridors Alternative Goals and Policies (See Volume 1, Section 4.4), this alternative encourages development of the city in a cohesive pattern of

neighborhoods, districts, and corridors. Several areas that appear to have the greatest potential to be developed as mixed-use centers or corridors have been designated on the Land Use Plan map (See Volume 1, Section 4.5).

Outside the focused growth areas, many locations have Land Use Plan map designations that are different from the designations of the Current Patterns Alternative. For example, some areas that are designated medium density residential in the Current Patterns Alternative are designated low density residential in the Focused Growth Alternative. This is an example of how the Focused Growth Alternative attempts to encourage this higher density development in the focused growth areas. As a result of this approach, some multifamily areas have been reduced in size to correspond with the boundaries established by the existing multifamily residential use. Policy LU 6.14 is included as part of this alternative to mitigate the impact of this approach. The objective is to avoid the creation of a significant number of non-conforming sites that have existing uses that do not conform to future adopted zoning regulations.

The land use designations and their general characteristics are as follows:

**Neighborhood Center:** The neighborhood center contains the most intensive activity area of the neighborhood. In addition to businesses that cater to neighborhood residents, activities such as a day care center, church, or school may be found in the center. Size and composition of the center vary depending upon location, access, neighborhood character, local desires, and market opportunities. Important elements to be included in the center are a civic green, square or park, and a transit stop. Buildings fronting on the square or green should be at least two or three-stories in height with housing located above ground floor retail and office uses. Building height is stepped-down and density of housing is lower as distance from the center increases. The circulation system is designed to facilitate pedestrian access between residential areas and key neighborhood components.

**District Center:** District centers are similar to neighborhood centers except they are larger in scale and contain more intensive residential and commercial activities. Size and composition of the center vary depending upon location, access, neighborhood character, local desires, and market opportunities. District centers are usually located at the intersection of principal arterial streets or major transit hubs. To enhance the pedestrian environment, plazas, green space, or a civic green serve as an integral element of the district center. Higher density housing is found both within and surrounding the district center to help support business and transit. A circulation system, which facilitates pedestrian access between residential areas and the district center is provided. Centers and downtown Spokane are linked by frequent transit service, walkways, and bikeways.

**Employment Center:** Employment centers have the same mix of uses and general character features as neighborhood and district centers but also have a strong employment component. The employment component is expected to be largely non-service related jobs incorporated into the center or on land immediately adjacent to the center. Employment centers vary in size from thirty to fifty square blocks plus associated employment areas. The average residential density in the employment center is 44 dwelling units per acre. Surrounding the center are medium density transition areas at 22 dwelling units per acre.

**Activity Corridor:** The corridor concept focuses growth along transportation corridors, such as a major transit line. It is intended to allow improved transit service to daily activities. Housing and employment densities are increased along the corridor to support frequent transit service and business. Usually, corridors are no more than two blocks in depth along either side of the corridor. Safe, attractive transit stops and pedestrian and bicycle ways are provided. A variety of housing styles—apartments, condominiums, rowhouses, and houses on smaller lots—are located in close proximity to the corridor. Important elements include multistory buildings fronting on wide sidewalks with street trees, attractive landscaping, benches, and frequent transit stops. A full range of services are provided including grocery stores serving several neighborhoods, theaters, restaurants, drycleaners, hardware stores, and specialty shops.

**Regional Center (Downtown):** Downtown Spokane is a thriving neighborhood with a diversity of activities and a mix of uses. A variety of goods and services would be available. The range of activities include cultural, governmental, hospitality, and residential uses. It serves as the primary economic and cultural center of the region. Emphasis is on providing new housing choices and neighborhood services for downtown residents, in addition to enhancing economic, cultural, and social opportunities for the city and region.

**Heavy Industrial:** This designation is intended to accommodate heavier industrial uses at locations where there is no interaction with residential uses.

**Light Industrial:** This designation is intended for those lighter industrial uses, which produce little noise, odor, or smoke.

**General Commercial:** The General Commercial designation includes a wide range of commercial uses. Everything from freestanding business sites or grouped businesses (shopping centers) to heavy commercial uses allowing outdoor sales and warehousing are allowed in this designation. Commercial designated land is usually located at the intersection of or in strips along principal arterial streets. In locations where this designation is near residential areas, zoning categories should be implemented that limit the range of uses that may have detrimental impacts on the residential area. Under this alternative, existing commercial strips are contained at their current boundaries with no further extension along arterial streets allowed.

**Neighborhood Retail:** The Neighborhood Retail designation recognizes the existence of small neighborhood-serving businesses in locations that are not larger than two acres and that lie outside designated focused growth settings. These locations are usually found along arterial streets, typically at the intersection of two arterials. In neighborhoods that are not served by a focused growth center, existing neighborhood businesses provide nearby residents access to goods and services.

To encourage the creation of mixed-use environments that attract growth in centers, no new neighborhood retail locations should be designated. Further, business expansion at existing locations should be contained within the boundaries occupied by the existing use. Business infill within these boundaries is also allowed. Businesses that are neighborhood-serving and pedestrian-oriented are encouraged in neighborhood retail locations. Buildings should be oriented to the street and provide convenient and easily identifiable sidewalk entries to encourage pedestrian access. Parking lots should not dominate the frontage and should be located behind or on the side of buildings whenever possible. Drive-thru facilities, including gas stations and similar auto-oriented uses tend to provide services to people who live outside the surrounding neighborhood and should not be allowed. Low-density residential uses should be permitted in these areas. Residences may be in the form of single-family homes on individual lots or second-floor apartments above business establishments.

**Neighborhood Mini-Center:** This designation allows the same uses as Neighborhood Retail. Residential use is required at a density of 15 to 30 units per acre.

The Neighborhood Mini-Center designation recognizes the existence of small neighborhood-serving businesses in locations that are two to five acres in size that lie outside specified focused growth settings. Similar to neighborhood retail, the neighborhood mini-center designation consists of small, freestanding businesses usually sited at the intersection of or along arterial streets. Another characteristic of this designation is the greatly restricted potential for redevelopment of the surrounding area to support a full neighborhood center. Consequently, the mini-center designation limits mixed-use development to the boundaries of the existing business uses and contiguous undeveloped property.

These locations are encouraged to become small, mixed-use centers with residential use as the primary component. Residential use adds market demand for neighborhood business and enables enhanced transit service to these locations. The density of residential use should be 15 to 30 units per acre in these areas.

All development sites should demonstrate capability to realize this residential use at the time that development of new or expanded commercial use is proposed. The remaining available site area determines the amount of allowed commercial development. Shared-use parking arrangements are encouraged to increase the development intensity of the site for both residential and commercial uses.

This designation should allow the same uses as the neighborhood retail designation. No new drive-thru facilities, including gas stations and similar auto-oriented uses, should be allowed. Buildings should be oriented to the street to encourage walking by providing easy pedestrian connections. Parking lots should not dominate the frontage and should be located behind or on the side of buildings whenever possible.

**Office:** The Office designation is usually freestanding small office sites and larger sites with two or more buildings located along arterial streets or intersections or as a buffer adjacent to residential areas. Sit-down restaurants and drive-thru or drive-in uses are not allowed. Sites developed with office use are designated office. No expansion of office development is allowed beyond area already developed.

**Institutional:** The Institutional designation includes uses such as middle and high schools, colleges, universities, and large governmental facilities. The institution designation on the Land Use Plan map is a general boundary. It is intended to show where institutional uses are located without defining specific boundaries of institutional development.

**Residential 15+:** This category replaces the High Density Residential designation. The minimum density is 15 units per acre. Medical office uses are not allowed.

**Residential 15-30:** This category replaces the Medium Density Residential designation. Allowed density is a minimum of 15 units and a maximum of 30 units per acre.

**Residential 10-20:** This category replaces the Two-Family Residential designation. The allowed density is a minimum of 10 and a maximum of 20 units per acre. Allowed structure types are single-family residences or two-family residences on individual lots or attached (zero-lot line) single-family residences.

**Residential 4-10:** This category replaces the Single-Family Residential designation. The allowed density is a minimum of four units and a maximum of ten units per acre. Allowed structure types are single-family residences, attached (zero-lot line) single-family residences, or two-family residences in appropriate areas.

**Agriculture:** The Agriculture designation reserves lands suited to long-term agricultural production primarily for agricultural use. This designation is applied to areas that have historically been farmed, contain highly productive agricultural soils, and have large enough parcel sizes for productive farming. These areas have been determined to be highly productive farm lands based on National Resource Conservation Service designations of prime agricultural soils. These areas are expected to remain agriculture for at least the next twenty years. Uses planned for agricultural areas include: farming, green house farming, a single-family residence and caretakers' quarters associated with the agricultural activity, and sales of agricultural products.

**Conservation Open Space:** The Conservation Open Space land use category includes areas that are publicly owned, are not developed, and are expected to remain in a natural state. The purpose of this category is to protect areas with high scenic value, environmentally sensitive conditions, historic or cultural values, priority animal habitat, and/or passive recreational features. It is expected that improvements would be limited to those supporting preservation or some passive recreation activities, like soft trails and wildlife viewpoints.

**Potential Open Space:** The Potential Open Space land use category identifies areas that are expected to be publicly owned, are not developed, and are expected to remain in a natural state. The purpose and types of improvements in this category are the same as the Conservation Open Space category.

**Active Open Space:** This category includes major publicly or privately owned open space areas, such as golf courses, major parks and open space areas, and cemeteries. These areas usually have facilities for

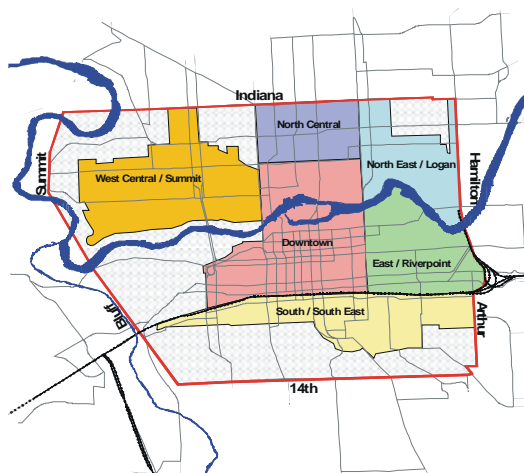
active and passive recreation and include paved and unpaved roads, parking lots, hard surface trails, and buildings and facilities that support activities occurring in the open space area.

## Focused Growth, Central City Alternative

The “Focused Growth, Central City Alternative” focuses growth downtown and in some, but not all, areas adjacent to downtown Spokane. As shown on the following map, the Central City area is bordered on the north by Indiana Avenue, on the south by 14<sup>th</sup> Avenue, on the east by Hamilton and Arthur Streets, and on the west by Summit Boulevard and the western bluff of the South Hill.

In this alternative, the entire Central City develops as an area where people can select from a variety of transportation and housing alternatives while accessing a revitalized urban center. Due to its range of viable transportation choices, mix of land uses, and people-friendly physical environment, it will be feasible to live in the Central City without owning an automobile.

The Central City would be reinforced as the regional center for retail, offices, entertainment, government, education, and health care. Land uses within the Central City would vary, just as they do today, ranging from educational uses at Riverpoint to government near the County Courthouse to medical uses on the lower South Hill to a wide variety of uses downtown. The land uses of some areas would change significantly, while the land uses of other areas would not. Those areas toward the edge of the Central City, such as Browne’s Addition, Peaceful Valley, and the Cliff Park neighborhood, would not change greatly. Downtown Spokane and five other sub-areas within the Central City, however, would, to different



degrees, experience land use changes. These six sub-areas are: Downtown, South/Southeast, East/Riverpoint, Northeast/Logan, North Central, and West Central/Summit. Housing would be added to the downtown area and some portions of other sub-areas. Other areas within the Central City would have relatively small increases in housing. The major characteristics of the sub-areas as they are today and changes expected in the future are summarized in the Table LU 1, “Central City Changes.”

A key feature of the Central City alternative is that the entire Central City would feature a variety of viable transportation options. To achieve these options, special attention would be devoted to creating a physical environment that appeals to pedestrians, bicyclists, and transit riders. In the Central City alternative, streetscapes and buildings are pedestrian-friendly. Buildings are usually constructed close to the sidewalk, and transit service is frequent. Light rail connects the Central City with outlying areas. Parking requirements are reduced, surface parking lots are discouraged, and land devoted to existing parking lots offers opportunity for new development. Vacant land is developed; underutilized structures are renovated or replaced. Shopping and services to meet the needs of residents are added.

The Central City would be developed as a desirable place to live, work, shop, attend school, access a wide variety of services, and have fun. New policies, regulations, and incentives would encourage the compact, mixed-use, higher density urban center that is friendly to pedestrians, bicyclists, and transit users.

## Central City Sub-Areas

The following table summarizes some of the key characteristics of the six sub-areas within the Central City. These are the sub-areas within the Central City which would, to different degrees, experience land use changes. Table LU 1 “Central City Changes,” summarizes the sub-areas’ current characteristics and the expected changes that will occur under the Central City alternative.



TABLE LU 1 CENTRAL CITY CHANGES	
Downtown now...	Changes in the future...
<ul style="list-style-type: none"> <li>Current uses include offices, retail, entertainment, hotels, restaurants, and some housing; it is a regional hub and source of community identity and pride.</li> </ul>	<ul style="list-style-type: none"> <li>Develops the strongest urban form of the Central City and region.</li> </ul>
<ul style="list-style-type: none"> <li>Landmark features include the city's tallest buildings, many historic structures, and Riverfront Park.</li> </ul>	<ul style="list-style-type: none"> <li>Significant amounts of new housing added.</li> </ul>
	<ul style="list-style-type: none"> <li>Additional stores and services to meet the needs of downtown residents added.</li> </ul>
South/Southeast now...	Changes in the future...
<ul style="list-style-type: none"> <li>Current uses include medical centers, institutional uses, parking lots, and low, mid, and high rise apartments.</li> </ul>	<ul style="list-style-type: none"> <li>Is reinforced as one of the most urban portions of the city, though not as urban as downtown.</li> </ul>
<ul style="list-style-type: none"> <li>Landmark features include the medical centers, Lewis and Clark High School, Pioneer and Cowley Parks, Glover Mansion, and several churches.</li> </ul>	<ul style="list-style-type: none"> <li>Significant amounts of high density housing are added.</li> </ul>
	<ul style="list-style-type: none"> <li>Small retail and service uses are added; a mix of uses on one site is desired.</li> </ul>
	<ul style="list-style-type: none"> <li>With few exceptions, building height is limited to 4 stories or 40 feet.</li> </ul>
East/Riverpoint now...	Changes in the future...
<ul style="list-style-type: none"> <li>Current uses include higher education and residential uses north of Trent and light industry and small offices south of Trent.</li> </ul>	<ul style="list-style-type: none"> <li>Some infill, though the area's character (higher ed/residential and light industry/small offices) continues largely as it is today.</li> </ul>
<ul style="list-style-type: none"> <li>Landmark features include the Schade Brewery building and Centennial Trail.</li> </ul>	<ul style="list-style-type: none"> <li>Little additional housing is added.</li> </ul>
	<ul style="list-style-type: none"> <li>Strong transportation links, including the Centennial Trail and light rail, connect the area to surrounding areas.</li> </ul>
Northeast/Logan now...	Changes in the future...
<ul style="list-style-type: none"> <li>Current uses include Gonzaga University, primarily single-family houses north of Gonzaga, and housing, offices, and light industry southwest of Gonzaga.</li> </ul>	<ul style="list-style-type: none"> <li>Gonzaga University remains an important educational use and presence.</li> </ul>
<ul style="list-style-type: none"> <li>Landmark features include Gonzaga's campus and the Mission Avenue Historic District.</li> </ul>	<ul style="list-style-type: none"> <li>Small amounts of additional housing are added.</li> </ul>
	<ul style="list-style-type: none"> <li>An enhanced pedestrian environment and more frequent transit provides greater links to downtown.</li> </ul>
North Central now...	Changes in the future...
<ul style="list-style-type: none"> <li>Current uses include a mix of housing types in residential areas and a mix of office, commercial, light industry, and vacant land.</li> </ul>	<ul style="list-style-type: none"> <li>Opportunity for higher density housing in much of the area.</li> </ul>
<ul style="list-style-type: none"> <li>Landmark features include North Central High School, Rockpoint Office Development, and the City of Spokane Fleet Maintenance.</li> </ul>	<ul style="list-style-type: none"> <li>Opportunity for low rise office development and mixed-uses in selected areas.</li> </ul>
West Central/Summit now...	Changes in the future...
<ul style="list-style-type: none"> <li>Current uses include government, offices, and a variety of housing, commercial, and vacant land.</li> </ul>	<ul style="list-style-type: none"> <li>After downtown, this sub-area features the greatest opportunity for more housing, mainly on the Summit property.</li> </ul>
<ul style="list-style-type: none"> <li>Landmark features include the Spokane County government complex, STA, Monroe Street commercial corridor, and the Summit Properties' vacant land.</li> </ul>	<ul style="list-style-type: none"> <li>New housing is in a variety of housing types, depending on the area: high and medium density, as well as single-family.</li> </ul>

## Central City Land Use Plan Designations

In March of 1999, the Spokane City Council adopted the Plan for a New Downtown. The Downtown Planning Area is bounded by Boone Avenue to the north, Interstate 90 to the south, Division Street to the east, and Maple Street/Monroe Street to the west. Within this area, the Plan for a New Downtown functions as one of the comprehensive planning components that guide the future of downtown Spokane. This plan is augmented by the goals and policies of this draft Comprehensive Plan.

The Focused Growth, Central City Alternative Land Use Plan map designations are similar to the Focused Growth, Mixed-Use Centers and Corridors Alternative. The primary difference is the way the Land Use Plan map focuses future growth. Rather than concentrating growth in mixed-use centers and corridors, the Focused Growth, Central City Alternative encourages growth in downtown Spokane and in areas adjacent to the downtown area.

The land use designations and their general characteristics for the areas outside the Downtown Planning Area are as follows:

**Heavy Industrial:** This designation is intended to accommodate heavier industrial uses at locations where there is no interaction with residential uses.

**Light Industrial:** This designation is intended for those lighter industrial uses, which produce little noise, odor, or smoke. No residential or commercial use is allowed.

**General Commercial:** The General Commercial designation includes a wide range of commercial uses. The typical land use includes freestanding business sites and larger grouped businesses (shopping centers). Heavy commercial uses allowing outdoor sales and warehousing are also allowed in this designation. Commercial designated land is usually located at the intersection of or in strips along principal arterial streets. In locations where this designation is near residential areas, zoning categories should be implemented which limit the range of uses that may have detrimental impacts on the residential area. Under this alternative, existing commercial strips are contained at their current boundaries with no further extension along arterial streets allowed.

**Community Business District:** Community business districts may be developed as a shopping center or a cluster of freestanding, independent business units. These districts allow a greater variety of retail, service, and office uses than the Neighborhood Retail or Neighborhood Mini-Center designations. They are usually located at the intersection of principal arterial streets and may be designated in areas of existing commercial development or on vacant land. The typical size of a community business district should be no larger than thirty acres with not more than approximately 300,000 square feet of gross leasable area. They should not extend more than 1,400 feet along a street. The location and quantity of land in a community business district should be commensurate with the needs of the present and potential population within the district trade area, usually an area of approximately one and one half miles surrounding the center.

Community business districts should be a vital part of the area of the city in which they are located and should be attractive to pedestrians. In established commercial areas, more intensive development is encouraged. In established and new community business districts, new auto-oriented development that interferes with pedestrian circulation should be avoided. To encourage walking and transit use, easy pedestrian connections between buildings and the street should be provided. Buildings should be oriented to the street and drive-thru lanes should be located behind buildings. Parking lots should not dominate the frontage and should be located behind or on the side of buildings whenever possible.

**Neighborhood Retail:** The neighborhood retail designation recognizes the existence of small neighborhood-serving businesses in locations that are not larger than two acres and that lie outside of designated focused growth settings. These locations are usually found along arterial streets, typically at the

intersection of two arterials. In neighborhoods that are not served by a focused growth center, existing neighborhood businesses provide nearby residents access to goods and services.

To encourage the creation of mixed-use environments that attract growth in centers, no new neighborhood retail locations should be designated. Further, business expansion at existing locations should be contained within the boundaries occupied by the existing use. Business infill within these boundaries is also allowed.

Businesses that are neighborhood-serving and pedestrian-oriented are encouraged in neighborhood retail locations. Buildings should be oriented to the street and provide convenient and easily identifiable sidewalk entries to encourage pedestrian access. Parking lots should not dominate the frontage and should be located behind or on the side of buildings whenever possible. Drive-thru facilities, including gas stations and similar auto-oriented uses tend to provide services to people who live outside the surrounding neighborhood and should not be allowed. Low-density residential uses should be permitted in these areas. Residences may be in the form of single-family homes on individual lots or second-floor apartments above business establishments.

**Neighborhood Mini-Center:** This designation allows the same uses as Neighborhood Retail. Residential use is required at a density of 15 to 30 units per acre.

The neighborhood mini-center designation recognizes the existence of small neighborhood-serving businesses in locations that are two to five acres in size that lie outside specified focused growth settings. Similar to neighborhood retail, the neighborhood mini-center designation consists of small, freestanding businesses usually sited at the intersection of or along arterial streets. Another characteristic of this designation is the greatly restricted potential for redevelopment of the surrounding area to support a full neighborhood center. Consequently, the mini-center designation limits mixed-use development to the boundaries of the existing business uses and contiguous undeveloped property.

These locations are encouraged to become small, mixed-use centers with residential use as the primary component. Residential use adds market demand for neighborhood business and enables enhanced transit service to these locations. The density of residential use should be 15 to 30 units per acre in these areas. All development sites should demonstrate capability to realize this residential use at the time that development of new or expanded commercial use is proposed. The remaining available site area determines the amount of allowed commercial development. Shared-use parking arrangements are encouraged to increase the development intensity of the site for both residential and commercial uses.

This designation should allow the same uses as the neighborhood retail designation. No new drive-thru facilities, including gas stations and similar auto-oriented uses, should be allowed. Buildings should be oriented to the street to encourage walking by providing easy pedestrian connections. Parking lots should not dominate the frontage and should be located behind or on the side of buildings whenever possible.

**Office:** The Office designation is usually freestanding small office sites and larger sites with two or more buildings located along arterial streets or intersections or as a buffer adjacent to residential areas. Sit-down restaurants and drive-thru or drive-in uses are not allowed. Sites developed with office use are designated as office. No expansion of office development is allowed beyond area already developed.

**Institutional:** The Institutional designation includes uses such as middle and high schools, colleges, universities, and large governmental facilities. The institution designation on the Land Use Plan map is a general boundary. It is intended to show where institutional uses are located without defining specific boundaries of institutional development.

**Residential 15+:** This category replaces the High Density Residential designation. The minimum density is 15 units per acre. Medical office uses are not allowed.

**Residential 15-30:** This category replaces the Medium Density Residential designation. Allowed density is a minimum of 15 units and a maximum of 30 units per acre.

**Residential 10-20:** This category replaces the Two-Family Residential designation. The allowed density is a minimum of 10 and a maximum of 20 units per acre. Allowed structure types are single-family residences or two-family residences on individual lots or attached (zero-lot line) single-family residences.

**Residential 4-10:** This category replaces the Single-Family Residential designation. The allowed density is a minimum of four units and a maximum of ten units per acre. Allowed structure types are single-family residences, attached (zero-lot line) single-family residences, or two-family residences in appropriate areas.

**Agriculture:** The Agriculture designation reserves lands suited to long-term agricultural production primarily for agricultural use. This designation is applied to areas that have historically been farmed, contain highly productive agricultural soils, and have large enough parcel sizes for productive farming. These areas have been determined to be highly productive farm lands based on National Resource Conservation Service designations of prime agricultural soils. These areas are expected to remain agriculture for at least the next twenty years. Uses planned for agricultural areas include: farming, green house farming, a single-family residence and caretakers' quarters associated with the agricultural activity, and sales of agricultural products.

**Conservation Open Space:** The Conservation Open Space land use category includes areas that are publicly owned, are not developed, and are expected to remain in a natural state. The purpose of this category is to protect areas with high scenic value, environmentally sensitive conditions, historic or cultural values, priority animal habitat, and/or passive recreational features. It is expected that improvements would be limited to those supporting preservation or some passive recreation activities, like soft trails and wildlife viewpoints.

**Potential Open Space:** The Potential Open Space land use category identifies areas that are expected to be publicly owned, are not developed, and are expected to remain in a natural state. The purpose and types of improvements in this category are the same as the Conservation Open Space category.

**Active Open Space:** This category includes major publicly or privately owned open space areas, such as golf courses, major parks and open space areas, and cemeteries. These areas usually have facilities for active and passive recreation and include paved and unpaved roads, parking lots, hard surface trails, and buildings and facilities that support activities occurring in the open space area.

**Mixed Use: Small Commercial/Residential:** This designation allows a mix of office, small retail-service, and residential use in close proximity to downtown Spokane. The minimum residential density is 15 units per acre. The size of retail and service uses is limited so that they primarily serve nearby residents and office workers.

**Mixed Use: Large Commercial/Residential:** This designation, also located in close proximity to downtown Spokane, allows a mix of office, retail, and residential use. It is the more intensive of the two mixed-use categories, allowing larger retail and service uses that serve several neighborhoods. The minimum residential density is 15 units per acre, and there are no maximum floor area limits in this category.

## 17.3 POPULATION PROJECTIONS

### Population Densities

Two significant factors that influence the density of population are the size of residential lots and the distribution of multifamily residences. In areas where there are smaller lots and a large number of multifamily residences, the population density is higher than areas where there are mostly large lots and few multifamily residences. In Spokane, the pattern of development includes smaller lots and concentrations of multifamily residences in neighborhoods near downtown. These neighborhoods include Browne's Addition, Peaceful Valley, the lower South Hill, and parts of the West Central neighborhood. Generally, as distance from the downtown area increases, the density of population decreases. For example, the number of housing units per acre is higher in most of the area located south of Francis Avenue and north of 29<sup>th</sup> Avenue than it is on the north side of Francis and on the south side of 29<sup>th</sup>. The lowest population densities are found in the Indian Trail and Five Mile Prairie neighborhoods on the north side and in the Latah Valley and Moran Prairie neighborhoods on the south side of the city. Outside the downtown area, there are several city locations that have large concentrations of multifamily residences. This type of development is usually located in areas isolated from single-family residential areas and is often located next to major commercial areas and principal arterial streets.

### Future Population Growth

Detailed demographic information is provided in Volume 2, Chapter 20, Housing, including population trends and projections, household size, and income data. Tables H 1, 2, and 3 from Volume 1, Chapter 7, Housing, are repeated in this section to provide background information for determining projected land needs to accommodate future population growth. These tables provide information regarding historical population, population forecast, and population allocation.

### Historical Population

Table H 1, "Historical Population (1980-1999)," demonstrates the population growth between 1980 and 1999 within the City of Spokane and Spokane County. Table H 1 also includes the 1990 city study area population that the City of Spokane is evaluating for possible inclusion within the final urban growth boundary.

TABLE H 1 HISTORICAL POPULATION (1980-1999)			
Year	County	City	City Study Area
1980	341,834	171,300	N/A
1985	354,300	175,100	N/A
1990	361,333	177,165	203,382
1995	401,200	188,800	N/A
1999	414,500	189,200	220,471

### Population Forecast

The Washington State Office of Financial Management (OFM) has provided high, medium, and low population forecasts for Spokane County from 1995 to 2020. Over the next decade (2000 to 2010), population growth in the county is expected to be almost evenly split between an increase of the native population and in-migration. The population allocation adopted by the Board of County Commissioners in Resolution 97-0321 is based on a 2015 population projection of 527,689. This projection is 3.28 percent higher than the OFM medium projection for the year 2015. In order to provide for a 20-year planning

period, the 2015 population allocation was projected to 2020 based on the procedure recommended by the Regional Steering Committee of Elected Officials. Based on OFM estimates, Spokane County has made adjustments to account for growth that occurred between 1995 and 1998 to derive a 1999 to 2020 population allocation. Between 1999 and 2020, Spokane County has chosen to plan for a population increase of 151,432 residents, as illustrated in Figure H 1, “Population Trend and Forecast for Spokane County (1980-2020)” of the Volume 1 Housing chapter.

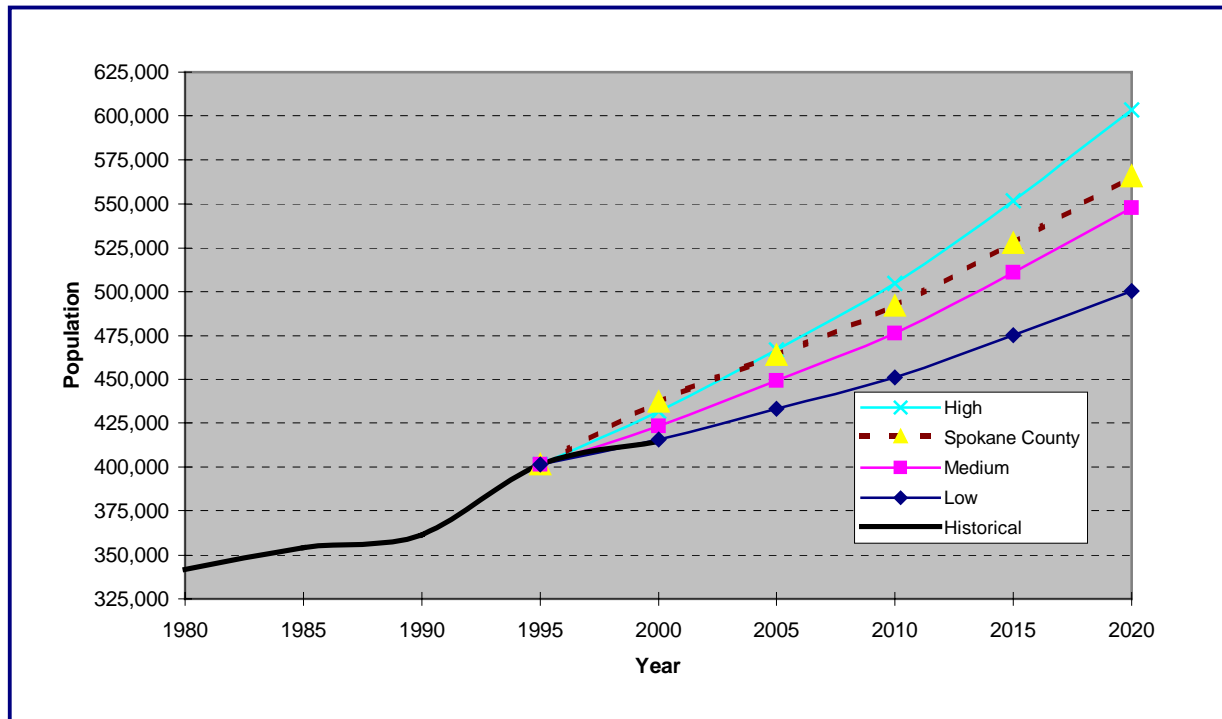


Figure H 1 Population Trend and Forecast for Spokane County (1980-2020)

### Accommodated Population

The City of Spokane is planning for 45 percent (68,800 people) of the total 1999 to 2020 population growth projected for Spokane County. This assumes a final population allocation as depicted in Table H 2, “Population Allocation.” This is based on the population allocations to specific joint planning areas that are being studied for inclusion within the City of Spokane’s comprehensive plan alternatives. The “Rural” allocation reflects assumptions made by the Spokane Regional Transportation Council that recommend revised urban and rural allocations to more closely reflect rural growth trends that are occurring and the amount of vested capacity outside of the Interim Urban Growth Area Boundary.

TABLE H 2 POPULATION ALLOCATION		
Jurisdiction	1999-2020 Allocation	Percent of Total
City of Spokane	68,800	45
Spokane Valley - JPA	39,148	26
Rural	30,000	20
Other Cities	13,484	9
<b>Total</b>	<b>151,432</b>	

## 17.4 PROJECTED LAND NEEDS

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A report on the amount of land necessary to support the 1999 to 2020 population allocation will be completed as a part of the final draft Comprehensive Plan. This land quantity report will be used to document the city's final urban growth area (UGA) boundary proposal to the Spokane County Board of County Commissioners. Each of the three comprehensive plan alternatives has different land use and density assumptions that result in a different amount of land necessary to support the population allocation. The land use categories and their general characteristics are described in Section 4.5, Description of Land Use Designations.

The Countywide Planning Policies provide guidelines for the inclusion of industrial land in the UGA. According to these policies, each jurisdiction may provide any land for industrial growth that meets land suitability criteria and can be served by required urban governmental services

Land suitability criteria include:

- ◆ Currently industrial use
- ◆ At least five usable acres
- ◆ Demonstration of land use compatibility

Required urban governmental services include:

- ◆ A public water supply
- ◆ Wastewater treatment
- ◆ Fire protection
- ◆ Police
- ◆ Access to transportation facilities, including all weather roads

Absence of defined "critical environment (wetlands, habitat, steep slopes, etc.) or an ability to mitigate environmental constraints for industrial use.

Information on projected needs for commercial and industrial land has been developed using two different methodologies. The first methodology, adapted from a State of Washington Department of Community, Trade and Economic Development (DCTED) guidebook, analyzes both commercial and industrial land needs. The second methodology, adopted by the Spokane County GMA Steering Committee, analyzes only commercial land demand.

### DCTED Methodology

The methodology utilized for this analysis was obtained from the DCTED guidebook titled Preparing the Heart of Your Comprehensive Plan: A Land Use Element Guide published in April of 1993. Land area requirements were calculated based upon required space needs for employees as demonstrated by current land use patterns. Current and projected employment data for the comprehensive plan study area were obtained from the Spokane Regional Transportation Council. The data is broken down by land use type. It is the same data utilized in developing the land use element for the Current Patterns Alternative, which is the most land consumptive of the three comprehensive plan alternatives. Land use categories were classified as either commercial or industrial. The same methodology is used for estimating both commercial and industrial land needs.

TABLE LU 2 STUDY AREA EMPLOYMENT			
Study Area Employment by Land Use Type	1998 Employees	2020 Employees	Land Use Category
Hotel/Motel	4,559	5,790	Commercial
Agriculture, Forestry, Mining, Industrial, Manufacturing, and Wholesale	35,000	43,601	Industrial
Retail Trade	32,920	41,014	Commercial
Services and Offices	15,657	19,511	Commercial
Finance, Insurance, and Real Estate	8,407	10,478	Commercial
Medical	15,731	19,592	Commercial

The following is a summary of the methodology:

1. Determine the average amount of land (in acres) per employee in each sector by dividing the amount of land currently in use by the total number of current employees in that sector.
2. The projected total number of employees for the year 2020 is located in Table LU 2, "Study Area Employment." This number is multiplied by the amount of space required for each employee to obtain the total projected industrial land demand.
3. The amount of land currently in use is then subtracted from the projected demand to generate the additional amount of land required for development. A market supply factor of 25 percent is added to compensate for the fact that not all land can be expected to come on the market over the 20-year planning period.
4. The resulting number, plus the total amount of land already in use, is subtracted from currently zoned land to determine how much, if any, new land is required to meet the expected demand.

TABLE LU 3 INDUSTRIAL LAND REQUIREMENT			
Industrial Land		Surplus	Deficit
Total Amount of Industrial Land In Use	7,033 acres		
Number of Industrial Employees	35,000		
Amount of Industrial Space per Employee	0.20 acres		
Projected Number of Industrial Employees	43,601		
Total Projected Industrial Land Demand	8,761 acres		
New Industrial Development	1,728 acres		
25% Market Factor	432 acres		
Total Amount of Industrial Land Needed	9,193 acres		
Total Amount of Existing Industrial Zoned Land	10,745 acres		
Total Amount of Surplus Industrial Zoned Land		+1,552 acres	



TABLE LU 4 COMMERCIAL LAND REQUIREMENT			
Commercial Land		Surplus	Deficit
Total Amount of Commercial Land In Use	1,961 acres		
Number of Commercial Employees	77,274		
Amount of Commercial Space per Employee	0.03 acres		
Projected Number of Commercial Employees	96,385		
Total Projected Commercial Land Demand	2,446 acres		
New Commercial Development	485 acres		
25% Market Factor	121 acres		
Total Amount of Commercial Land Needed	2,567 acres		
Total Amount of Existing Commercial Zoned Land	2,379 acres		
Total Amount of Deficit of Commercial Zoned Land			-188 acres

## Steering Committee Methodology

The land demand allocation and ratio development methodology adopted by the Spokane County GMA Steering Committee were utilized to formulate an alternative analysis for commercial land demand.

### Definitions

**Population Allocation (PA):** The official population allocated to each jurisdiction by the Spokane County GMA Steering Committee.

**Current Population (CP):** The Office of Financial Management's final estimate of population in each jurisdiction.

**Growth Factor (GF):** The factor by which a jurisdiction will grow in population over a twenty year time period (population allocation divided by the current population).

**Commercial Acres in Use (CA):** The amount of land actually being used for commercial purposes within a jurisdiction.

**Commercial Acres of Demand (CAD):** The amount of land needed over the next twenty years for commercial purposes.

**Land Utilization Factor (LUF):** The purpose of the land utilization factor is to balance jurisdictional flexibility with a minimum standard in determining commercial growth. One element of the LUF may be a percentage determined by the Steering Committee that mandates jurisdictions to use their land more efficiently for commercial uses (For example, reduce site area by 10 percent due to lower requirements for surface parking). Jurisdictions may add other variables in the LUF that can raise or lower the factor to reflect local options and desires in commercial growth.

**Adjusted Commercial Acres of Demand (ACAD):** The result of multiplying the amount of land needed over the next twenty years by a land utilization factor that will result in a growth pattern anticipated by each jurisdiction.

**Market Factor (MF):** A land market supply factor used by each jurisdiction as a cushion in determining how much land will be needed over the next twenty years. The commercial land formula uses 25 percent or a 1.25 factor.

**Total Commercial Acres of Demand (TCAD):** The amount of land, adjusted for utilization and market factors, that a jurisdiction anticipates will be needed for twenty years of commercial growth.

**Commercial Acres Zoned (CAZ):** The number of acres zoned for commercial use by a jurisdiction.

TABLE LU 6 COMMERCIAL ACREAGE NEEDED	
Population Allocation	257,100
Current Population	188,300
PA/CP=GF	1.37
Commercial Acres in Use	1,961
GF X CA=CAD	2686.57
Land Utilization Factor	0.90
CAD X LUF=ACAD	2417.91
Market Factor	1.25
ACAD X MF=TCAD	3022.39
Commercial Acres Zoned	2,379
TCAD - CAZ = Commercial Acreage Needed	643.99

Based on the above methodologies and tables, there is a projected surplus in the amount of industrial land and a projected deficit in the amount of commercial land. The projected deficit in the amount of commercial land is larger using the steering committee methodology than it is using the DCTED methodology. The surplus and deficit numbers are not excessive and are reasonable for planning purposes because the comprehensive plan is based on a 20-year planning period. Over time, it is possible that the amount of land needed for commercial and industrial development will change. It is likely that there will be more intensive use of land resulting in a lesser amount of land needed for these commercial and industrial uses in the future. Another factor that makes these numbers reasonable is that the formula for determining the amount of commercial land does not consider the significant amounts of available vacant and underutilized commercial building space, as well as the potential for multistory construction on existing zoned sites.

## Chapter 18

# Transportation



"A journey of a thousand miles  
begins with a single step."  
Chinese Proverb



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## 18.1 MAJOR TRANSPORTATION PLANNING ISSUES

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### Introduction

The introduction to Volume 1 of the transportation element includes a discussion of the key transportation themes citizens were vocal about that greatly influenced the content of the plan. These transportation themes are:

- ◆ Citizens want viable transportation choices.
- ◆ Transportation has a key relationship to community quality of life.
- ◆ Transportation and land use are closely connected.
- ◆ The true costs of driving are complex and high.
- ◆ Design is important to transportation.

In addition to these key themes, there are several major transportation planning issues that influenced the transportation element. While the themes above were the product of citizen comment during development of the plan, these major transportation planning issues are derived from statewide transportation planning mandates or are inherent in transportation planning. These major transportation issues are:

- ◆ Intergovernmental Coordination
- ◆ Level of Service
- ◆ Concurrency
- ◆ Finance of the Transportation System
- ◆ Transportation Demand Management
- ◆ Economic Development
- ◆ Urban Form and the Transportation System

### Intergovernmental Coordination

The Growth Management Act (GMA) encourages a variety of efficient transportation systems in order to reduce sprawl while improving the efficient movement of people, goods, and services. Therefore, close coordination is necessary between transportation and land use planning.

The GMA, as well as other state and federal legislation, requires transportation planning to be conducted on a regional basis. The Countywide Planning Policies (CWPPs) require that regional transportation planning in Spokane County be carried out by the Spokane Regional Transportation Council (SRTC). SRTC is required to coordinate with all county jurisdictions to ensure that comprehensive plans are compatible and consistent with the regional transportation system.

As an example of a regional transportation issue requiring intergovernmental coordination, the CWPPs recognize the need to preserve corridors capable of providing for high capacity transportation, such as commuter lanes, rail lines, or dedicated busways. Comprehensive plans must accommodate development along these corridors that would support such public transportation services.

To elaborate on intergovernmental coordination, descriptions follow of SRTC, the Regional Transportation Plan (RTP), the Transportation Improvement Program and Annual Element, and the Six-Year Comprehensive Street Program.

### Spokane Regional Transportation Council (SRTC)

The Spokane Regional Transportation Council (SRTC) is the Metropolitan Planning Organization (MPO) for Spokane County and the Regional Transportation Planning Organization (RTPO) for Spokane and Whitman Counties. The SRTC Board, the governing body of the SRTC, consists of nine members and holds monthly meetings, which are open to the public. The primary functions of SRTC are to:

- ◆ As the federally-recognized MPO and state-recognized RTPO, develop regional plans and policies for transportation.
- ◆ Provide transportation data and analysis to support local and regional decision-making.
- ◆ Provide air quality analysis.
- ◆ Build community consensus on regional transportation issues through citizen involvement.
- ◆ Build intergovernmental consensus on regional plans, policies and issues, and advocate local implementation.
- ◆ Provide planning and technical services for supporting agencies.

The focus of SRTC is to develop, adopt, and implement a Regional Transportation Plan that addresses the collective transportation needs of the region (Whitman and Spokane Counties). As the Regional Transportation Planning Organization (RTPO), SRTC brings together land use and transportation issues in order to identify existing and future areas of development, their impacts on transportation and the environment, and the financial requirements to implement the Regional Transportation Plan.

### **Regional Transportation Plan (RTP)**

The focus of every Transportation Planning Organization is to develop, adopt, and implement a Regional Transportation Plan (RTP) that addresses the collective transportation needs of the region it is designed to serve. For SRTC, this includes Spokane and Whitman Counties. The RTP brings together land use and transportation issues in order to identify existing and future areas of development, the impacts of development on transportation, the impacts development and transportation have on the environment, and the financial requirements to implement the plan. Spokane's original transportation plan was adopted in 1972 with major updates generally occurring every three years.

Essentially, the Regional Transportation Plan (RTP) describes the direction Spokane is heading. It addresses existing and future transportation problems. The plan provides a blueprint of the projects expected to be undertaken, their costs, and financing. The RTP, which is developed by SRTC and is a product of their regional transportation planning process, provides an opportunity to participate in shaping Spokane's overall transportation system investments. The RTP is required to be updated every three years. SRTC was given an extension on the 1997 RTP, as comprehensive plans were still pending from the City of Spokane and Spokane County. An addendum to the 1994 RTP was filed by SRTC in 1998. SRTC adopted the Metropolitan Transportation Plan (MTP) replaces the RTP in November of 1999.

### **Transportation Improvement Program and Annual Element**

In order for projects that have been identified through the transportation planning process to become reality, they must be prioritized and programmed with other worthwhile transportation projects in the Transportation Improvement Program (TIP). This document identifies specific programs or projects that individual jurisdictions or agencies propose to undertake during the upcoming six years. In order for those projects to receive federal and sometimes state money, they must fulfill the goals and policies of the regional transportation planning process and RTP. Once in the TIP, those projects that receive priority are selected for the Annual Element (AE), which becomes part of the overall statewide program that is submitted to the Federal Highway Administration, Urban Mass Transportation Administration, or state funding programs.

### **Six-Year Comprehensive Street Program**

Every year, the City of Spokane updates and revises its Six-Year Comprehensive Street Program. This program provides input to the regional transportation coordination process and serves to prioritize and program projects on a local level. Compliance of the street program with the City of Spokane's Transportation Element is also reviewed at this time.

## Level of Service

Levels of service (LOS) set a standard for the operating characteristics of the transportation system. Levels of service are used to quantify and evaluate operating conditions, such as traffic congestion. The Growth Management Act requires level of service standards for all arterials and transit routes and also requires that the standards be coordinated regionally.

### Regional and Local Transportation LOS

The Countywide Planning Policies require that level of service standards be adopted that are in accordance with the regional minimum level of service standards set by the steering committee. The City of Spokane is required to use its adopted level of service to evaluate long-term planning, development review, and financing of improvements. The Steering Committee approved the use of corridor travel time for establishing a minimum level of service for the regional transportation system. The Spokane Regional Transportation Council is in the process of determining annual average corridor travel time for the established congestion management system corridors.

The regional level of service provides only for a portion of the transportation system. The City of Spokane uses level of services measures as defined in the Highway Capacity Manual (HCM), published by the Transportation Research Board. Level of service by HCM methodology is expressed in a letter rating system, using “A” (the best) for the least amount of congestion to letter rating “F” (the worst) for the most amount of congestion. Table TR 1 provides some general ideas of the different HCM levels of service and their performance measures.

TABLE TR 1 HIGHWAY CAPACITY MANUAL LEVEL OF SERVICE MEASURES	
Level of Service	Type of Traffic Flow/Congestion
A	Low volumes, high speeds, and no delays. Freedom to select desired speeds and to maneuver within the traffic stream is extremely high.
B	Zone of stable flow. Drivers still have reasonable freedom to select their speed.
C	Still in the zone of stable flow, but speeds and maneuverability are more closely controlled by the higher volumes. The selection of speed is now affected by the presence of others and maneuvering within the traffic stream requires vigilance on the part of the driver.
D	Approaches unstable flow. Speed and freedom to maneuver are severely restricted. Small increases in traffic flow will generally cause operational problems at this level.
E	Represents operating conditions at or near the capacity of the highway. Low speeds. Freedom to maneuver within the traffic stream is extremely difficult. Any incident can be expected to produce a serious breakdown with extensive queuing.
F	Describes forced flow operation at very low speeds where volumes are above theoretical capacity. Operations are characterized by stop-and-go traffic. Vehicles may progress at reasonable speeds for several hundred feet or more, then be required to stop in a cyclic fashion. Long delays.
Source: “A Transportation Element Guidebook,” Washington State Dept. of Community Development, June 1993.	

Levels of service are typically measured during the a.m. and p.m. peak hour but may also be measured at other hours, such as the average Saturday afternoon hour.

The City of Spokane’s preliminary LOS program is summarized in section 18.4, “Transportation LOS—Executive Summary.” A few key points are made here about the city’s LOS standard for transportation.

Level of Service will be measured both on a planning level and on individual projects. The planning level study will be conducted on the final comprehensive plan and on each annual update of the comprehensive plan and will cover the entire street network. The comprehensive plan and its updates must meet the concurrency test. Individual project level of service will be determined for each development project



subject to SEPA review. The SEPA process will identify the scope of the LOS measurement to include only those intersections that may be impacted by the development project.

The level of service standard for signalized intersections not on the regional network and those intersections on congestion management corridors (except for those intersections that are the intersection of two or more corridors) is “D.” Signalized intersections within areas where growth is desired, such as the Special Downtown Environment or Focus Growth Area classifications, may operate at one level of service lower. Areas with significant levels of alternative transportation modes, such as transit, may also have one lower level of service. Those areas where growth would have one level higher LOS. This standard applies both at a planning and individual project level.

Acceptable level of service at the intersection of the two or more congestion management corridors is met at the planning level if the regional level of service standard is met for each corridor. Individual development projects must either maintain a level of service of “D” or not cause an increase of more than 20 seconds of average delay if the existing level of service is “D” or lower for these intersections.

### **LOS for Public Transit and Street Cleaning**

In May of 1996, the Steering Committee of Elected Officials also addressed level of service standards for public transit and street cleaning. Level of service for transit is to be adopted by the Spokane Transit Authority Board of Directors. The City of Spokane is required to have policies consistent with the adopted level of service within the Public Transit Benefit Area. For street cleaning, the City of Spokane is required to have a street cleaning plan within the non-attainment area for air quality. The plan must be coordinated with the Spokane County Air Pollution Control Authority (SCAPCA).

The Spokane County GMA Steering Committee specified a minimum level of service for street cleaning for jurisdictions located within the non-attainment area for air quality. The City of Spokane is located inside the non-attainment area; other urban areas include the Town of Millwood and the Spokane County IUGA. The City of Spokane has complied with this requirement by developing and using a street cleaning plan, which has been coordinated with the Spokane County Air Pollution Control Authority.

The City of Spokane’s street cleaning plan addresses the following issues:

- ◆ Winter maintenance routes are prioritized, with those routes where average daily traffic (ADT) exceeds 15,000 trips per day receiving highest priority.
- ◆ Sanding is minimized in amount used and used primarily on hills, sharp curves, controlled intersections, and railroad crossings.
- ◆ Only clean, hard sand is used to minimize dust.
- ◆ Chemical de-icers are used instead of sand on the high priority routes ( > than 15,000 ADT), except in case of emergency.
- ◆ Street cleaning is prioritized and begins as early as possible in spring. Winter cleaning is done on priority routes, weather permitting.

### **Concurrency**

The GMA requires transportation facilities to be concurrent with development. This means that transportation facilities must be in place and in use within six years of the impact of development (RCW 36.70A.070.6). The Transportation Improvement Program (TIP) identifies specific projects that are needed to mitigate impacts to the transportation system due to existing system deficiencies and expected future growth. Concurrency is met at the planning level if the existing transportation network and the TIP meet level of service standards.

The City of Spokane’s Six-Year Comprehensive Street Program implements the TIP. Concurrency is met for individual development projects if the existing network plus funded projects in the Six-Year Comprehensive

Street Program and project mitigation measures meet level of service standards. Section 5.4 includes a summary about a proposal for a concurrency management system for the city to use in the future.

## **Finance of Transportation System**

The Growth Management Act requires that the transportation capital improvement program be financially feasible. Sources of revenue must be identified that are available to implement the transportation capital improvement program and maintain the adopted level of service standards. Existing revenue sources available to fund transportation improvements include the State Arterial Street Fund, Real Estate Excise Tax, Surface Transportation Funds, Public Works Trust Fund, and Transportation Improvement Account. Possible additional revenue sources include General Obligation Bonds (requires voter approval), Councilmanic Bonds (requires source to pay back), local option gas tax (requires voter approval), and transportation impact fees.

The City of Spokane's 20-year capital program is estimated to cost approximately \$350 to \$370 million. Either expected revenues must approximately match the capital program or new revenue sources have to be identified. Section 18.5 details the city's "Transportation Capital Facilities Program," while Section 18.6 lists the "Individual 20-Year Transportation CIP Projects."

## **Six-Year Comprehensive Street Program**

Each year the City of Spokane prepares a Six-Year Comprehensive Street Program. The basic purpose of the program is to identify public street needs and develop future street projects to address the needs. These projects are presented in this program in the form of preliminary estimates or budgets, schedules, and financial plans. In the past, the major source of projects has been the City of Spokane's Arterial Street Plan, which prior to development of the city's new comprehensive plan developed under GMA defined the long-range plan or direction of the City of Spokane's street system. In the future, the city's new comprehensive plan and its subsequent updates will provide the source of projects.

The six-year program, in compliance with state law, is adopted by the City Council prior to July 1st of each year. The project financial plan represents the commitment, or anticipated commitment, of money by year from the various funding sources available for street purposes.

Six-Year Comprehensive Street Program projects are coordinated with the Six-Year Sewer and Water Programs and the Washington State Department of Transportation (WSDOT) to maximize cost effectiveness and minimize disruption of traffic.

## **Transportation Demand Management**

Many solutions to traffic congestion involve increasing the system capacity. In some cases, however, capacity shortfalls can be relieved by reducing demand. Since capacity shortfalls generally occur only during the peak morning and evening commute hours, management strategies that focus on reducing trips during peak periods are particularly effective. Strategies already in place include car/van pool programs, variable work hours, telecommuting, incentives for transit use, bicycling, and walking. If utilization of these and other transportation demand strategies can be expanded, transportation system demand can be reduced and capacity can essentially be increased. Effective demand management measures can reduce the need for transportation improvements and can have the added benefit of reducing air pollution.

## **Economic Development**

Spokane originally grew as a transportation center for the Inland Empire. Changes in the regional, national, and global economic system have had a major impact on Spokane's industries and commerce.

Spokane's industries now compete on a global scale. The region's transportation system must provide for efficient movement of goods and freight both within the region and externally.

## **Urban Form and the Transportation System**

Urban form and the transportation system are closely interrelated. The urban form exists only because the transportation system allows the organization of services into cities. The urban form has been primarily determined by the transportation system throughout history. For example, the urban form for Chicago at the end of the nineteenth century was determined primarily by the railroad system that dominated the transportation system. Chicago at that time consisted of a densely developed core with urban development strung out in clusters along the radial railroads serving the core. Los Angeles, on the other hand, was developed under the primary influence of the automobile and is more uniform in density without a strongly developed core like Chicago.

The transportation characteristics of each transportation mode must be considered in planning for its role in the urban fabric. Alternative transportation modes, such as walking and bicycling, are slow in speed and highly weather dependent. Services and employment must be located close to residents if these transportation modes are to be used by many people. All types of services must also be distributed more uniformly throughout the region. The density of development is relatively high where these modes dominate.

Transit also depends on high density development or clusters of high density development. Services, employment, and residential areas may be separated in a transit-dependent urban form. The density of development is significantly lower between transit stops in a transit-dependent form. Transit-dependent urban forms generally rely on walking, bicycling, and other alternative modes in order to provide a complete transportation system.

Auto-dependent urban forms generally are more uniform in density with segregation of activity into industrial, commercial, and residential districts. Auto-dependent urban forms may provide for a high overall urban density while not having any district with very dense characteristics.

## 18.2 EXISTING AND PROPOSED TRANSPORTATION SYSTEMS

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### Introduction

This section provides an overview of Spokane's existing and proposed transportation systems. It includes inventories of existing conditions as well as plans for the future for:

- ◆ Pedestrian and Bicycle Systems
- ◆ Transit System
- ◆ The City's Street Network
- ◆ Rail
- ◆ Air Facilities and Services

The following articulates two general points about these inventories of Spokane's transportation systems:

### Existing Versus Proposed Transportation Systems

First, this plan establishes a new priority for considering the transportation needs of people and making transportation decisions. Policy TR 1.1 establishes that it will be city policy to put pedestrians first, then to consider the needs of those who use transit and non-motorized transportation modes, and finally to consider the needs of automobile users. The city's current transportation system does not reflect this priority and direction. Spokane's existing transportation system reflects Spokane's existing auto-dependent nature. Indeed, it is partly because of the existing nature of Spokane's built environment that Spokane is auto-dependent and lacking viable transportation options and, as a consequence, that citizens established this new direction. Following this new direction with its clear transportation priorities, however, will lead to new transportation systems that reflect the city's new transportation goals. Establishing these new transportation systems for Spokane will take time. It will take careful and steady implementation of the plan, as expressed in its goals, policies, and implementation methods (such as the new street standards). But with consistent implementation of the plan on a case by case basis, the community's built environment will change and with it, the opportunity for Spokane to achieve its desired future.

### A Broad, Comprehensive Review

Second, this review of Spokane's existing conditions and transportation inventories is a broad review. It includes citywide or regional-scale transportation systems, not smaller-scale transportation features. For example, the street system inventory focuses on the arterial system, not neighborhood access streets. Similarly, the pedestrian system inventory focuses on the sidewalk system along arterials and major pedestrian trails, not smaller-scale features such as staircases or local routes to neighborhood schools. Such smaller-scale transportation features, while crucial to the vitality of neighborhoods and the entire community, are beyond the scope of this citywide comprehensive plan and instead will be planned for in later, more detailed planning stages. These later planning stages may include subject-specific plans (such as a detailed bicycle plan or pedestrian plan) and geographic-specific plans (such as neighborhood or special district plans). The goals and policies of the transportation element of the comprehensive plan provide a general direction or framework for creating these later plans.

### Pedestrian and Bicycle Systems

#### The History of Planning for Pedestrians and Bicycles in Spokane

In 1993 SRTC prepared the Spokane Regional Pedestrian/Bikeway Plan for Spokane County (generally referred to as "the Bike/Ped Plan"). The City of Spokane City Council adopted the plan on March 11, 1996. The purpose of the plan was to provide an updated comprehensive bicycle and pedestrian

transportation plan that was built on previous plans. The plan focused on the urbanized Spokane area and connections to Millwood, Cheney, Medical Lake, and Idaho. The plan identified recommended key bicycle/pedestrian corridors that consisted of the Centennial Trail, exclusive bicycle paths, bicycle lanes, shared bikeways, and shared roadways.

The SRTC Bike/Ped Plan superseded earlier plans developed by the city to address bicycle use, the last of which was “The Bikeways Plan” adopted by the City Council in 1988. The first bikeways plan developed in Spokane, called the “Bike Routes Plan,” was adopted in 1976.

Since 1992 the City of Spokane has had a Bicycle Advisory Board, which was established by ordinance of the City Council. It was established “to provide advice and direction to the City Council and all departments and offices of the city on matters relating to bicycling and to raise public awareness of bicycling issues.” The board is staffed by a bicycle coordinator. The position is filled by a staff member of the Planning Services department as an additional responsibility added to his full-time duties. As such, only a small percent of one staff member’s time is spent on bicycle planning. No city staff person, however, is dedicated specifically to planning for pedestrians, even part-time. Thus, while the SRTC plan adopted by the city included sections related to pedestrians, in reality it was used infrequently by the city for planning for pedestrians and instead was used more for bicycle planning. Generally, planning for pedestrians in Spokane has been inadequate. One of the most significant features of this transportation element is that it features a major redirection of the city’s view of transportation planning, making planning for pedestrians a priority. As a small step toward that direction, this plan includes the first map ever included in a city plan that is devoted strictly to depicting pedestrian facilities, Map TR 1, “Proposed Regional Pedestrian Network.”

While the SRTC Bike/Ped Plan is superseded by the city’s new comprehensive plan, its Bicycle Plan map was used in large part to develop the city’s “Proposed Regional Bikeway Network” map (Map TR 2). In addition, the SRTC Bike/Ped Plan contains extensive background information that is not included in this general comprehensive plan for bicyclists and pedestrians. It remains a valuable reference tool for bicycle and pedestrian planning. With new transportation priorities and the multi-modal direction of the new comprehensive plan, it is expected that in the near future, the city will undertake additional planning for non-motorized travel to more specifically address the needs of bicyclists and pedestrians. This additional planning effort will be greatly assisted by the implementation of policy TR 2.3, “Bicycle Coordinator,” which states that it will be city policy to provide a full-time pedestrian/bicycle coordinator on its staff.

### **Shared Bicycle and Pedestrian Facilities**

Spokane features three major transportation pathways or trails that are shared by pedestrians and bicyclists. These are the Ben Burr, Fish Lake, and Centennial trails. The Ben Burr and Fish Lake trails are both owned and maintained by the Spokane Parks and Recreation Department. The Centennial Trail is developed by the Washington State Parks and Recreation Commission, maintained by the Spokane Parks and Recreation Department in the city and the Spokane County Parks and Recreation Department in the county, and funded by the Friends of Centennial Trail. These three facilities serve both a recreational and transportation function for pedestrians and bicyclists. A potential fourth major shared use facility is the North Spokane Corridor (north-south freeway), which plans to include a major pedestrian/bicycle trail. These shared use facilities are described below and depicted on the pedestrian and bikeway maps (Maps TR 1 and TR 2). They also appear as “trails” on Map CFU 5, “Parks,” in Chapter 19, Capital Facilities and Utilities, which indicates how these trails serve recreational as well as transportation purposes.

#### **Ben Burr Trail**

The one-mile Ben Burr Trail connects Liberty and Underhill Parks in East Central Spokane. It follows the path of an old railway line. The trail features a pedestrian/bicycle bridge spanning Altamont Street, which was a project financed through federal Community Development funds.

Future expansion may include a link into Underhill Park to the south and a link to the Centennial Trail to the north.

### **Fish Lake Trail**

The Spokane Parks and Recreation Department has acquired a railroad right-of-way between the City of Spokane and Fish Lake. Construction has begun to convert the right-of-way to a 12-foot-wide asphalt bicycle/pedestrian trail which would ultimately connect the Centennial Trail to the existing Fish Lake and Columbia Plateau trails. Three and a-half miles of this proposed trail have been constructed, from the intersection of Scribner Road north towards Spokane. The proposed trail begins at the southeast corner of Government Way and Sunset Highway and ends at the existing trailhead at Fish Lake.

### **Centennial Trail**

Facilities designated exclusively for non-motorized travel modes include the 39-mile Centennial Trail, which parallels the Spokane River from Nine Mile to the Idaho border. The trail continues in Idaho through Post Falls and Coeur d'Alene. Currently, the trail has an incomplete section between downtown Spokane and the T. J. Meenach Bridge. The Friends of the Centennial Trail indicate that design is complete and fundraising is underway for a new bridge to span the Spokane River at the abandoned High Bridge piers.

The Spokane River Centennial Trail Master Plan published in 1986 identified a continuous trail alignment from the Idaho state line to the Spokane House, with extensions upstream to Wolf Creek on Lake Coeur d'Alene and downstream to Fort Spokane on Lake Roosevelt. In 1995, a master plan update of the Centennial Trail was completed identifying missing segments, revisiting completed segments needing improvement, and outlining trail priorities and initiatives for the future. The primary recommendations of the master plan update were to building missing links and convert on-road (Class II) bike routes to separated (Class I) shared-use pathways. A key missing link was identified between Riverfront Park in downtown Spokane and Riverside Park.

To address this missing link, a Bridge Alternatives Study was conducted in December of 1997. The study identified potential alignments for locating a bridge over the Spokane River and completing a missing segment of the Centennial Trail from Riverfront Park in downtown Spokane to Riverside State Park. The alignment selected from this study utilizes the abandoned High Bridge piers in the Spokane River. The connection from the proposed bridge to Riverside State Park will follow the existing bike route along Riverside Drive and Government Way, with connection at the Military Cemetery trailhead on Government Way. From the proposed bridge west, the trail will be constructed as a shared-use pathway following Ohio Avenue. The proposed trail alignment map shown on the following page illustrates the proposed trail alignment based on the Spokane River Centennial Trail, Bridge Alternatives Study.

### **North Spokane Corridor Pedestrian/Bicycle Trail**

The Washington State Department of Transportation is currently designing a major pedestrian/bicycle trail that will be built in conjunction with the North Spokane Corridor (NSC). The project will eventually provide a pedestrian/bicycle route the full length of the corridor, extending from I-90 east of downtown to US 395 at Wandermere, approximately 10 miles north. The 12-foot paved pedestrian/bicycle trail will be a separate, but adjacent, designated route for commuters and recreational users. There will be trailheads along the route as well as access from the planned park-and-ride lots. It will also connect with the Centennial Trail. The pedestrian/bicycle trail will be constructed in usable segments in conjunction with the North Spokane Corridor.

## The Pedestrian System

As noted previously, one of the most significant features of this transportation element is its focus on making walking a viable transportation option in Spokane—to make it as easy to walk within the city as it is to drive. The primary means within the city of providing for pedestrian access is the city’s sidewalk system. The sidewalk system is supplemented by other pedestrian facilities, such as the shared facilities described earlier and the city staircases that both link neighborhoods and provide access within neighborhoods. Examples include the staircases that link Peaceful Valley and Browne’s Addition and the staircase at 19th and Perry.

Map TR 1 (“Proposed Regional Pedestrian Network”) indicates those pedestrian facilities that are the subject of this plan: sidewalks along arterials and the four main shared-use pathways described above (three existing and one proposed). Policy TR 2.7, “Safe Sidewalks,” states that the city should “provide for safe pedestrian circulation within the city; in most cases, this should be in the form of sidewalks with a separated curb and sidewalk.” The planning level of this plan focuses on sidewalks along arterials, with the 20-year transportation capital facilities program providing cost estimates for establishing sidewalks along both sides of all city arterials.

A separated curb and sidewalk is a key feature of sidewalk design. As stated in policy TR 2.7, it is the preferred sidewalk design. Due to the many crucial benefits a separation between the curb and sidewalk provides, this plan uses a new term for the physical separation: “pedestrian buffer strip” (PBS). The PBS term replaces the terms “planting strip” and “parking strip” used in earlier plans. The discussion section of TR 2.7 describes the value of a pedestrian buffer strip, its purpose and function, and notes they can be landscaped with a variety of treatments. Policy TR 7.4 “Pedestrian Buffer Strips” elaborates on this important point regarding PBS design, stating “develop pedestrian buffer strips in a way that is appropriate to the surrounding area and desired outcomes.”

Volume 1 of the plan includes background as to the importance of providing well-designed sidewalks to enable safe pedestrian travel within the city. An important point is that walking is not only a transportation mode but part of the dynamic of city living that contributes to healthy urban places. The following excerpt discusses how pedestrian activity and the design of pedestrian facilities has changed over time in Spokane in order to provide a context for viewing Spokane’s desired pedestrian future.

### Spokane: For Pedestrians, Past as Prologue?

*As a "settlement," the community's informal roads and paths accommodated all modes of travel -- the connections were designed for commerce and little else. They were, however, places of great personal interaction. As we became a "city," formality of streets accompanied the growing need to establish physical order—sidewalks surfaced as part of orderliness. With the City Beautiful movement that helped transform early Spokane, city fathers insisted on street trees and planting strips. The city's maturity also fostered "social order" and sidewalks became a venue to experience this emerging social culture. Other examples of the street setting fostering socialization include large front porches and inviting front yard landscapes. With post-war suburbanization and the push for home ownership, Spokane's street environment changes to embrace the automobile, and the human and cultural experience followed the new design. Infrastructure was not always complete in new subdivisions—many lacked sidewalks altogether. Where sidewalks were developed, they most often lacked the traditional planting strip, and in effect became large curbs, rather than places for people to safely walk. Increasing reliance on the car made sidewalks, front porches, street trees, and formal front yards of little consequence. In Spokane's post-war era, local development economies and*

*subdivision design placed a low priority on pedestrians. The result, like with many cities across the country, is a built environment that is designed more for cars than people.*

Spokane's history has set the stage for its future. This plan establishes a redirection for pedestrian planning by making it a priority. This is done not out of a sense of a nostalgia for days gone by but as part of Spokane's comprehensive effort to create its desired future

## **The Bicycle System**

State law identifies bicycles as vehicles, with both the privileges, responsibilities, and regulations that accompany that status. A fundamental concept of this plan and the previous SRTC Bike/Ped Plan is that since bicycles are vehicles to be used for transportation as well as recreation, bicycles are allowed on all streets except for those on which they are specifically prohibited. Thus, the city's street system is essentially the bikeway system. A bikeway is any type of facility designed to accommodate bicycles, such as a path, lane, or shared roadway.

The term "bicycle route" is often used interchangeably with "bikeway" to mean the same thing (generally the "bikeway" definition).

Bikeway is, however, the appropriate general term for streets that are open to bicycle travel.

The term "bicycle route" should be used to indicate a marked or signed route that is intended to provide a route for cyclists to use. There are several areas where the city has marked or signed bicycle routes, generally along streets that have been developed with bicycle lanes. Frequently these bicycle routes have been developed in order to enable bicyclists to avoid fixed obstacles to bicycling. An example is the Addison Street bicycle route, which provides a north/south route parallel to Division Street since Division north of North Foothills Drive is closed to cyclists. Ideally, the term bicycle route should be used only in the context of those streets that are marked or signed as "bike routes."



Since virtually all streets are bikeways, it is important to note that a signed bicycle route is a suggested route. Bicyclists are not required to use bicycle routes where they are available nor are they the only streets on which cyclists are allowed.



Map TR 2 indicates the “Proposed Regional Bikeway Network.” Bikeway system terminology is specified in the following table, TR 2, “Bicycle Terms.”

TABLE TR 2 BICYCLE TERMS	
General Bicycle Terms	
<b>Bicycle Path</b>	A bikeway physically separated from motorized traffic by an open space or barrier. Bicycle paths are entirely separated from the roadway but may be within the roadway right-of-way or within an independent right-of-way.
<b>Bicycle Route</b>	A marked or signed route that is intended to provide a route for bicyclists. Marked or signed bicycle routes occur generally along streets that have been developed with bicycle lanes and have frequently been developed to enable bicyclists to avoid fixed obstacles to bicycling.
<b>Bikeway</b>	Any road or path that in some manner is specifically designated as being open to bicycle travel, regardless of whether such facilities are designated for the exclusive use of bicyclists or are to be shared with other vehicles.
Bicycle Terms on Map TR 2	
The following terms found on Map TR 2 are listed in order of access provided to bicyclists from most to least.	
<b>Shared-Use Pathway</b>	A separated pathway for shared-use by bicycles and other users, such as walkers, joggers, people with baby carriages, skaters, and others who are likely to use such pathways.
<b>Bicycle Lane</b>	A portion of a roadway that has been designated by striping, signing, and pavement markings for the preferential or exclusive use of bicycles.
<b>Paved Shoulder</b>	A paved portion of a roadway which has been designated by striping for use as a break-down area for motor vehicles and for bicycle use outside the travel way. Typical of high speed highways within the urban area as well as rural road design.
<b>Shared-Use Lane</b>	Wide curb lane that accommodates both bicycles and motor vehicles in the same lane.
<b>Residential Bikeway</b>	A residential street used as connection between other bikeway facilities. This designation requires no special design accommodation for bicycles.
<b>No Bikeway Requirement</b>	There is no specific requirement to provide additional street width to accommodate bicycles. Bicycles are permitted to utilize the street as any other legal vehicle.
<b>Bicycles Prohibited</b>	Bicycles are prohibited from using the street.

## Transit System

Public transit service within the City of Spokane is provided by the Spokane Transit Authority (STA). STA’s service area covers all of the City of Spokane and more. STA’s 370.8 square mile service area is centered around the City of Spokane and extends east to the Liberty Lake area, west to Medical Lake and the Fairchild Air Force Base, and southwest to Cheney. STA buses operate on 36 fixed routes between 5:00 am and 11:00 pm on weekdays, with 30-minute headways during the peak hours on most routes. Service levels are reduced on weekends and holidays. STA’s transit routes are changed fairly frequently, so it is best to consult the latest version of the transit routes that are produced by STA.

In addition to fixed-route service, STA provides paratransit service for the elderly and disabled population. Qualified individuals can schedule door-to-door service to and from any location within the STA service area.

A ride sharing program is provided through STA Ridershare. Ridershare provides passenger vans for van pools formed by residents who have origins and destinations within the STA service area. A computerized ride match program is provided to facilitate car pooling. Ridershare also coordinates employer-sponsored car pool and transit pass programs.

The STA is developing Service Planning Guidelines. The guidelines, when adopted by the STA Board, will provide policy guidance for future evaluation of the STA system and decision-making with regard to service allocation. A policy that is currently being considered is a Service Allocation Policy. It is based on an evaluation of three service strategies: coverage, productivity, and equity. The three strategies are highlighted in Table TR 3, “Three Transit Service Strategies.”

TABLE TR 3 THREE TRANSIT SERVICE STRATEGIES	
<b>Coverage</b>	The coverage strategy is designed to provide equal access to the same level of transit service for all. The main problem associated with this strategy is that in low population density areas, ridership will usually be low. This translates into low revenues when compared to operating costs. Since service is not concentrated in higher density areas where ridership will be highest, benefits of air pollution reduction and reduced traffic congestion will not be fully realized.
<b>Productivity</b>	The productivity strategy is designed to maximize ridership per hour of operation. The productivity strategy allocated service to carry as many people as possible, thereby maximizing revenues compared to cost of operations. The productivity strategy also does the most to reduce traffic congestion and air pollution. The disadvantage with a pure productivity strategy is that outlying, low population density areas would receive much less or no transit service in comparison to high density areas.
<b>Equity</b>	The equity strategy is a combination of the coverage and productivity strategies. Under this strategy, service is allocated in proportion to population, employment density, or other activity. Under the equity strategy, service is provided with an emphasis on productivity by providing more transit service to densely populated areas. Minimum coverage, however, is still provided to all areas.

In sum, the strategies can be viewed as follows:

- ◆ **Coverage Strategy:** Service shall be allocated uniformly across all developed areas.
- ◆ **Productivity Strategy:** Service shall be allocated according to how heavily it is used.
- ◆ **Equity Strategy:** Service shall be allocated proportionally to population and other activity.

The spectrum of strategies runs from a pure coverage strategy on one end to a pure productivity strategy on another end, with the equity strategy in between the two extremes.

STA’s draft Service Planning Guidelines recommend that the service allocation standard be as follows:

- ◆ 70 percent of service shall be deployed according to the Equity Strategy.
- ◆ 20 percent of service shall be deployed wherever and whenever it is most productive.
- ◆ 10 percent of service shall be deployed regardless of productivity or equity in order to meet special needs of the community.

## Light Rail

A light rail line from downtown Spokane to Liberty Lake has been in the planning stages for several years and could be operational in as little as five years. This light rail project is the result of a Major Investment Study undertaken by the Spokane Regional Council; the name of the study document is the South Valley Corridor Major Investment Study, High Capacity Transportation Options, Task 1, Summary Report, updated February 1998.

The purpose of the study was to look at future transportation options to address the challenges of maintaining mobility in the growing Spokane region. The study included an analysis of a variety of alternatives, including high occupancy vehicle lanes, an express busway, and light rail transit.

Light rail transit (LRT) involves the use of a transit vehicle on a fixed rail or track. The light rail draws its power from overhead wire, allowing automatic grade crossings and operations in mixed traffic flow, as well as operations on an exclusive right-of-way. Spokane’s proposed 16-mile light rail system would run between downtown Spokane and Liberty Lake with a total of 16 stops. LRT and supporting feeder bus

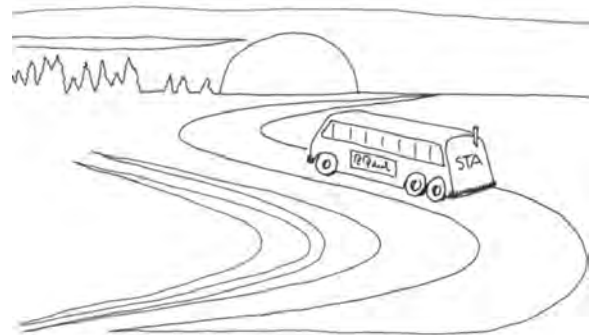
operations would be coordinated to minimize transfer times. Existing bus routes would be modified, as necessary, to intersect the LRT alignment and support efficient transfers. The light rail system would encourage private development around stations because it would provide a permanent, long-term transportation investment through the corridor. Three of the stops, the Fairgrounds, University City, and Liberty Lake, have the potential to become major activity nodes. Pedestrian and bicycle mobility and safety would also improve with the development of light rail. Mobility options for all citizens, including transit dependent, would improve.

Spokane's prospective light rail system was estimated in 1993 as costing approximately \$300 million. The system is estimated to be cheaper than light rail systems in other cities because the area the system would run through is a relatively narrow area, with no spur lines anticipated. In addition, much of the right-of-way is already in public ownership, therefore the need for property acquisition would be limited. One-third of that would need to be funded locally, with the remaining two-thirds needing to come from state and local sources. Maintenance and operation of the facility would most likely be by the Spokane Transit Authority and paid for through user fees and government subsidies.

In 1999, the Spokane Regional Transportation Council (SRTC) received approval for \$1,000,000 in High Capacity Transit (HCT) account funds from the Washington State Legislature. These funds matched \$3,000,000 in Federal Transit Administration (FTA) funds appropriated by Congress for federal fiscal years 1999 and 2000. In turn, STA has matched these federal and state funds, allowing the light rail project to move forward into engineering and design. With the passage of Initiative 695 in February 2000 and the subsequent loss of the Motor Vehicle Excise Tax, the decision was made to delay entry into engineering and design until after the 2000 legislative session to better determine the continued availability of HCT account funds at the state level.

As of April 14, 2000 the Washington State Legislature has yet to approve a supplemental budget addressing the impact of I-695. This has resulted in continued delay in starting the engineering and design work. Pending the outcome of a supplemental budget, STA has still approved in their 2000 budget funding to match the federal FTA funding. Additional funding is also expected from Congress as part of the 2001 appropriation bill.

The location of the proposed light rail system is identified on the two land use maps, which depict the growth alternatives that are associated with the light rail project. Map LU 2, "Centers and Corridors Land Use Alternative," and Map LU 3, "Central City Land Use Alternative," are included in Volume 1, Chapter 4, Land Use.



## The City's Street Network

The city's street network has tremendous impacts on the overall city as well as its neighborhoods. For example, citizens' concerns regarding the impacts of transportation on neighborhoods and the need for viable transportation choices were often related to the design and development of the street network. Concerns about the city's street network are nothing new. The City of Spokane's 1986 Arterial Street Plan states:

"The impacts of arterial traffic on residential neighborhoods has been a concern of the city and neighborhood residents for many years. Increased population growth and development in the City of Spokane and Spokane County without commensurate improvements to the arterial system has resulted in increased congestion on arterial streets and an "overspill" of traffic into residential neighborhoods. Increased traffic flowing through neighborhoods detracts from normal daily activities necessary to maintain a stable, cohesive living environment. Increased traffic causes increased noise, pollution, and hazards to pedestrians."

The City of Spokane's 1986 Arterial Street Plan stated that some street network concerns of that time reached all the way back to the city's 1966 Arterial Street Plan. Some of these are the same issues citizens raised in the late 1990s, such as these statements from the 1986 plan:

"An arterial street tree planting program has not been established and arterial improvements during the last 20 years have not included street tree plantings with a standards landscape design."

"Sidewalks adjacent to arterial streets are inadequate in many areas of the city. Integrated curbs and sidewalks are the rule rather than the exception..."

"Traffic continues to infiltrate through residential neighborhoods."

"Transit, car pools, van pools, and programs such as flex time and staggered work hours have had only minimal effects in reducing peak-hour traffic volumes."

Due to the importance of the city's street network, this section examines four elements of the network: classification, function, components, and street standards.

### Street Network Classification

The City of Spokane's street network consists of the arterial system and local access streets. Arterial streets are designed to serve two primary functions: provide mobility and provide access to land. Arterials are streets that collect and route traffic to and from the traffic generators as well as provide some access to adjacent land. The single function of local access streets, on the other hand, is to provide access to adjacent land. Local access streets provide access to land in lieu of mobility.

The street network may also be described as having two components: the regional arterial network and the neighborhood street network. The regional arterial networks are those arterial streets whose primary function is to provide mobility for traffic through the metropolitan area, between the area and external terminations, and between the various neighborhoods of the city. The planning of the regional arterial system must be on a regional scope. The neighborhood street network consists of those arterial streets and local access streets whose primary function is to provide access to adjacent land and to collect local traffic and connect it to the regional arterial system. Planning for the neighborhood street network is completed on the neighborhood level.

Table TR 4 summarizes these key points about arterials and local access streets.

TABLE TR 4 KEY POINTS ABOUT ARTERIALS AND LOCAL ACCESS STREETS			
Street Type	Primary Function	Street Network Component	Planning Scope
Arterial Streets	Provide Mobility	Regional Arterial Network	Regional Level
Local Access Streets	Provide Access	Neighborhood Street Network	Neighborhood Level

### Arterial Classification

Arterial streets are classified into categories according to the function they are intended to perform. Arterial classification is based on the degree to which the arterial is to provide either mobility or access to land. For example, some arterials should be designed and constructed for the primary purpose of moving traffic with little or no access to adjacent land. The primary purpose of other arterials is to provide more access to adjacent land with less mobility as a result.

The City of Spokane's previous Arterial Street Plan, adopted in 1986, classified arterials into four functional classifications: Controlled Access High-Capacity Facilities, Principal Arterials, Minor Arterials, and Neighborhood Collector Arterials. The city's street network included a fifth functional classification, Local Access Streets, which are not arterials. In addition, a "parkway" classification was established. The parkway classification could be applied to any of the arterial classifications.

This functional classification system has essentially been retained in this plan, with only a few changes. The most significant change has been the addition of the "boulevard" designation that, like the parkway designation, can be applied to any of the arterial classifications. Another change has been the group of classifications into either the regional arterial network or the neighborhood street network. The relationship between the functional classification system and the regional arterial network and neighborhood street network is identified in Table TR 5, "Relationship Between Functional Classification and Street Network."

TABLE TR 5 RELATIONSHIP BETWEEN FUNCTIONAL CLASSIFICATION AND STREET NETWORK	
Functional Classification	Street Network
Controlled Access High-Capacity Facilities	Regional Arterial Network
Principal Arterials	Regional Arterial Network
Minor Arterials	Regional Arterial Network
Neighborhood Collector Arterials	Neighborhood Street Network
Local Access Streets	Neighborhood Street Network

The final change to the functional classification system has been to revise slightly and rename the types of collector arterials and local access streets. The specific names of all of the City of Spokane's street types are listed in Table TR 6, "Street Network Classification." The street types are grouped under their network type and are defined in the following section, "Street Network Function."

TABLE 6 STREET NETWORK CLASSIFICATION	
Regional Arterial Network	<ul style="list-style-type: none"> <li>◆ Controlled Access High Capacity Facilities</li> <li>◆ Principal Arterials</li> <li>◆ Minor Arterials</li> </ul>
Neighborhood Street Network	<ul style="list-style-type: none"> <li>◆ Collector Arterials—Residential</li> <li>◆ Collector Arterials—Commercial/Industrial</li> <li>◆ Local Access Streets—Low Density Residential (&lt;10 du/acre)</li> <li>◆ Local Access Streets—Medium/High Density Residential (&gt;10 du/acre)</li> <li>◆ Local Access Streets—Commercial/Industrial</li> </ul>
Other Classifications	<ul style="list-style-type: none"> <li>◆ Parkway Designation</li> <li>◆ Boulevard Designation</li> </ul>

## Street Network Function

The following describes how each of the arterial classifications and residential access streets is intended to function, what components are needed to allow them to function in the prescribed manner, and what planning and traffic features are associated with each classification.

### Regional Arterial Network

#### Controlled Access High-Capacity Facilities

This classification includes both freeways and expressways. The basic difference between a freeway and an expressway is the degree of access allowed and the provision or lack of grade separated intersections.

Controlled access high-capacity facilities are intended to permit relatively unimpeded high-speed traffic flow through the city and between its most prominent traffic generators. They should be located so they do not bisect communities, neighborhoods, or any other homogeneous area and should be designed with a buffer between residential areas.

Traffic is separated by a median strip, which serves to control turning traffic and provide space for sign installation and landscaping. Access is fully controlled on freeways and partially controlled on expressways. Freeway intersections are generally grade-separated, while expressways have at-grade intersections with traffic lights. Access to adjacent property is provided by frontage roads, which also provide for bicycle travel and sidewalks for pedestrians. Bicycle travel, parking, and pedestrian facilities on controlled access arterials should be prohibited. Lanes may be designated for the exclusive use of transit, van pools, and car pools.

Travel lanes and shoulders should each be 12 feet in width. The median strip should be a minimum of 15 feet in width. Landscaping is used to control erosion, improve aesthetics, and provide a buffer to adjacent land uses.

#### Principal Arterials

Principal arterials are designed to permit relatively unimpeded traffic flow between major traffic generators, such as downtown, major shopping centers, and major employment districts. They are four to six-lane, moderately fast facilities. These arterials are the framework street system for the city and should be located on community and neighborhood boundaries. Principal arterials should not bisect homogeneous areas, such as residential neighborhoods, shopping centers, or parks. Access

to principal arterials should be partially controlled by restricting access to adjacent residential property and consolidating access to commercial property.

Frontage roads can also be used to provide access to adjacent property. Access from intersecting residential streets should be limited to right turns. Channelization, or a fifth lane, should be provided to control left turns, to provide space for snow storage, and to provide protection for vehicles and pedestrians. Pedestrian crosswalks should be provided at signalized, at-grade intersections. At other locations where heavy pedestrian cross is desirable, grade-separated crossings should be used. Twelve-foot travel lanes should be used to accommodate moderately fast speeds and to provide adequate width during winter driving conditions.

Landscaping should be provided in planting strips to improve the aesthetics of the arterials. Sidewalks should be separated from the curb by planting strips to promote pedestrian safety by providing a separation between vehicles and pedestrians. On-street parking and bicycles should be prohibited. Where principal arterials are used as transit routes, bus pullout bays should be installed.

### **Minor Arterials**

Minor arterials are designed to provide less mobility than principal arterials and greater access to adjacent properties. They should be moderate speed facilities that collect and distribute traffic from principal arterials to collector arterials and residential access streets. They should be located on community and neighborhood boundaries and should not bisect residential neighborhoods. Minor arterials may function as two-lane facilities with on-street parking or as four-lane facilities with parking removed. Channelization and traffic signals should be provided at major intersections. Stop signs should be installed at intersecting residential access streets. Travel lanes should be 12 feet wide to provide for an eventual four-lane moderate speed facility and to provide for bicycle lanes when serving as a two-lane facility. Twelve-foot lanes provide additional space for plowed snow. Where possible, access to commercial and industrial land uses should be provided off minor, rather than principal arterials. A pedestrian buffer strip to provide increased pedestrian safety and space for plowed snow and landscaping should separate sidewalks.

## **Neighborhood Street Network**

### **Collector Arterials**

Collector arterials are relatively low-speed, two-lane facilities designed to provide greater access to adjacent property rather than providing mobility. They should primarily serve individual neighborhoods, distributing traffic from neighborhood traffic generators, such as elementary schools and neighborhood stores, to minor and principal arterials. On-street parking is desirable. If used as a bikeway, the parking lane should be 12 feet in width. Sidewalks along collector arterials are the major means by which school children reach elementary schools located within the neighborhoods to bus routes located on minor and principal arterials at the neighborhood boundaries. Pedestrian buffer strips make the neighborhood a more attractive place to live, provide a buffer between the street and children playing along the sidewalk, and provide storage for plowed snow.

### **Local Access Street**

The primary function of local access streets is to provide access to adjacent property. They should be designed and located to provide convenient access to fronting lots and to discourage continuous or unobstructed flows of traffic through the area. Street alignment and traffic control measures should encourage a slow, safe speed. Parking lanes, separated sidewalks, and street plantings are features that help make the neighborhood a more desirable place to live.

## Other Classifications

### Parkway Designation

Parkway is a designation used to identify arterials that, because of their geographical location, provide recreational and/or scenic opportunities unique to that particular arterial. Arterials designated as parkways may function as a principal, minor, or neighborhood collector arterials but require special design and construction treatment, such as landscaped medians, bikeways, viewpoints, basalt retaining walls, log guard rails, or theme lighting. Neighborhood and community boundaries are desirable locations for parkways. Generally, traffic signals will be used to control crossing and turning movements at major intersections. Pedestrian crosswalks will be at-grade and parking is prohibited. Street planting may be installed in the parking strip, median, or both. Viewpoint turnouts with off-street parking are desirable at significant view locations. Access may be restricted in certain areas. Minimum arterial standards will be determined by the underlying arterial functional classification.

### Boulevard Designation

Boulevard designation is applied to streets that are enhanced with special aesthetic qualities yet also serve as primary transportation routes between key locations, such as neighborhood or business centers, centers of civic activity, and community landmarks. Landscaping and pedestrian accommodations provide an aesthetically pleasing environment for both motorized and non-motorized users. Boulevards are intended to be multimodal with transit, bicycle, and pedestrian facilities.

## City Street Network Maps

Map TR 3 indicates the City of Spokane's "Proposed Arterial Network." The street network depicted on the map consists of the following arterial classifications:

- ◆ Neighborhood Collector
- ◆ Minor
- ◆ Principal
- ◆ Principal—Controlled Access High Capacity
- ◆ Principal—State Route

The designation of these arterials is the same for all three growth alternatives, so these arterials are shown on one map. One difference between the three alternatives that is shown on this map is the amount of land the alternatives require to accommodate the city's projected future population. This difference is shown in the hatch-marked area, labeled "Land Area Difference Between Alternatives." This is the Five-Mile Prairie area, which is included in the Current Patterns alternative but not included in either of the two focused growth alternatives.

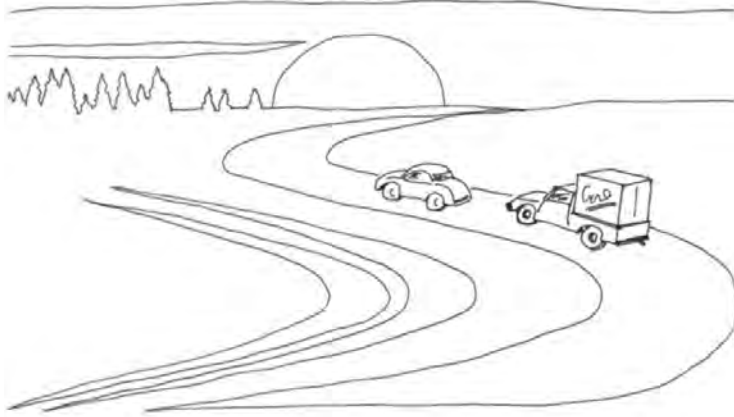
It is important to note, however, that while how these arterials are designated does not vary between the three growth alternatives, how they would be developed does vary between the three alternatives. As the "Proposed Street Standards" section describes (See "Area Classifications" in 18.3), a single set of universal street standards that would apply universally throughout the city has not been developed for arterials.

Within the city, instead, four different types of environments are identified, each of which features slightly different street standards. These environments are the Special Downtown Environment, Focused Growth Area, Urbanized Area, and Non-Urbanized Area classifications. The designation of these areas differs between the three alternatives. For example, the Current Patterns alternative features no Focused Growth Area. Thus, while an arterial is identified as being in the same area for all three alternatives, its physical



character, such as street width, will depend on whether the area it is located in develops as a focused growth area, such as a neighborhood center, or whether it develops under current patterns area conditions.

In sum, the character of an arterial may vary between alternatives depending on where it is located and under which growth alternative it is considered, even though its designation on the map is the same.



Maps TR 4, 5, and 6 show the four different area classifications for the Current Patterns, Centers and Corridors, and Central City alternatives, respectively. These maps also depict the two final arterial classifications: boulevards and parkways.

The designation of boulevards varies between alternatives since they serve an important transportation linking function. As a result, the two focused growth alternatives show a more extensive boulevard system than the current

patterns alternative since part of the focused growth concept includes linking nodes of activity, particularly with multimodal transportation. Parkway are also included on these three maps since they are similar to boulevards.

## Street Network Components

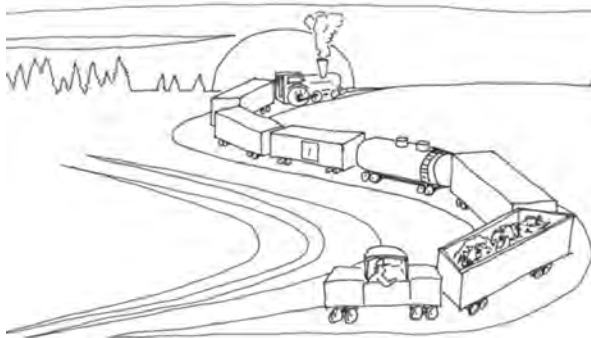
Travel and parking lanes, medians, curbs, parking strips, and sidewalks are all components of the City of Spokane's street network. They are described in the following table:

TABLE TR 7 STREET NETWORK COMPONENTS	
<b>Auxiliary Travel Lanes</b>	Auxiliary travel lanes are travel lanes dedicated for a special purpose. Examples include dedicated turn lanes, deceleration lanes, and transit lanes. Lane width requirements vary with the anticipated speed and function of the arterial. For moderate and high-speed facilities, 11 and 12-foot lanes are common. For low speed arterials, ten foot lanes are adequate.
<b>Curbs</b>	Curbs are used to control drainage, discourage vehicles from leaving the pavement, protect pedestrians, and promote orderly roadside development.
<b>Medians</b>	Medians are used on moderate and high speed arterials to control left turning movements, reduce headlight glare, provide space for drainage and snow storage, turn and speed-change lanes, pedestrian and vehicle protection, and future expansion. Medians with channelization increase peak hour vehicular flow and provide increased safety. Median widths are generally 15 or 16 feet.
<b>Parking Lanes</b>	On-street parking is desirable on streets designed primarily to provide access to adjacent property. Seven-foot parking lanes are adequate for residential access streets and eight-foot parking lanes for collector arterials. On-street parking on minor arterials with low traffic volumes is acceptable. However, minor arterials may be designed with four travel lanes with the outside lane used for parking until such time as traffic congestion requires an additional lane. The lane used for parking on a minor arterial is usually 11 or 12 feet wide. Twelve-foot parking lanes should be required on all arterials intended to serve as bikeways.
<b>Pedestrian Buffer Strips</b>	Pedestrian buffer strips (PBS) are landscaped sections adjacent to travel or parking lanes. In the past, the terms "planting strip" or "parking strip" have been used as names for this space. This plan adopts the term pedestrian buffer strip, which more accurately reflects its importance. A PBS improves safety by separating vehicles and pedestrians, provides space for drainage and snow storage, improves air quality through oxygenation and absorption of carbon dioxide, can provide shade from the sun and barriers against wind, and contributes to the general aesthetics of the city. Properly landscaped streets contribute greatly to the beauty and health of the city. Pedestrian buffer strips that are landscaped with soft surfaces should be a minimum of five to six feet, the minimum area needed to effectively support street trees. Pedestrian buffer strips that feature hard surfaces should be a minimum of three to four feet.
<b>Sidewalks</b>	Sidewalks provide the primary means by which pedestrians move about the city. Sidewalks can be adjacent to the curb and parking or travel lane (referred to as "integral curbs and sidewalks"), or they can be separated from the curb by a pedestrian buffer strip. Separated sidewalks are preferred for several reasons. First, they help reduce pedestrian accidents by providing a separation between pedestrians and vehicles. Second, sidewalks separated from the curb provide a smoother walking surface because they are less affected by curb cuts and driveways. Third, separated sidewalks are less affected by snow storage and traffic sign placement. Sidewalks should be a minimum of five feet in width; they should be wider in areas where pedestrian traffic is heavy.
<b>Travel Lanes</b>	Travel lanes are the part of the street used for the movement of traffic. Lane width requirements vary with the anticipated speed and function of the arterial. For moderate and high-speed facilities, 11 and 12-foot lanes are common. Twelve-foot lanes are preferred because they provide for additional safety. The effective width of the street is reduced during the winter due to ice and snow. For low speed arterials, nine foot lanes are adequate. Accident studies show that on moderate and high speed facilities, accidents increase uniformly with lane widths below 11 feet.

## Rail

Passenger rail service is provided by Amtrak's Empire Builder route, which provides service between Seattle, Portland, and Chicago. The Amtrak station is located on West First Avenue in downtown Spokane.

Freight rail service is provided by the Burlington Northern Santa Fe Railroad (BNSF) and the Union Pacific Railroad (UP). BNSF operates 60 trains per day through the Spokane area. BNSF traffic is generally oriented east/west between Seattle, Tacoma, and Portland and destinations in the midwest, south, and southeast. UP operates four trains per day through Spokane with traffic generally oriented north/south, to and from Canada. UP also operates two local trains. One local train provides service between Spokane and Plummer, Idaho, while the other local train operates within the immediate Spokane area. Map TR 7, "Regional Freight and Goods, Airports, and Railroads" shows the location of railroad lines, as well as regional freight and good routes and airports.



## Air Facilities and Services

Felts Field is located within the City of Spokane; Spokane International Airport is located outside the current 1999 city limits but is within the City of Spokane's Final Urban Growth Area Study Areas. Spokane International Airport and Felts Field are owned jointly by the City of Spokane and Spokane County. Both airports are operated by the Spokane Airport Board, which is appointed by the Spokane City Council and the Board of Spokane County Commissioners. The Spokane Airport Board operates pursuant to RCW 14.08. Map TR 7 shows the location of Spokane International Airport and Felts Field.

Spokane International Airport serves commercial airlines, general aviation, and military flights. The airport's primary focus is commercial airline operations. During the 1990s, the Airport Board approved over \$100 million in capital improvements, including rehabilitation of both runways, new entrance roads for Spokane International and the Airport Business Park, expanded surface parking, and the addition of Ground Transportation Center at the end of the Terminal Building. Funding for projects was generated from user fees, not appropriated tax dollars. Though jointly owned by the city and county, Spokane International Airport is self-sufficient from revenues generated from user fees, leases, and concession agreements. Table TR 8 identifies use of the airport from 1995 to 1999.

TABLE TR 8 USE OF SPOKANE INTERNATIONAL AIRPORT					
	1995	1996	1997	1998	1999
Number of Commercial Flights	88,179	83,982	70,551	67,624	71,173
Number of Passengers (on commercial flights)	2,988,575	3,258,762	3,043,238	2,949,833	3,041,626
General Aviation Operations	28,808	27,959	32,883	36,674	41,114
Military Flight Operations	2,093	1,190	2,349	4,485	3,102

Felts Field serves general aviation traffic. Table TR 9 identifies its use from 1995 to 1999.

TABLE TR 9 USE OF FELTS FIELD					
	1995	1996	1997	1998	1999
Number of flight operations	67,637	62,162	66,670	72,241	75,844

The Spokane International Airport Master Plan (updated in 1993) and the Felts Field Airport Master Plan (updated in 1994) were both adopted by the Spokane Airport Board to guide development of these facilities. Felts Field is one of the oldest officially designated airports in the nation, formally recognized by the United States Department of Commerce in 1926. The site in the Spokane Valley, which was originally acquired by the city to protect its underground water supply, was used for aviation purposes as early as 1913 when it was known as Parkwater Field. Felts Field was used for the area's first commercial flights beginning in 1920 and was the site of the region's first National Guard air unit as well as early air races. Eventually, the site became too small for the increased air activity and land was purchased west of Spokane for a new air facility, which was known as Sunset Airport. Construction began in 1940, the same year it was renamed Geiger Field.



Commercial air traffic then moved from Felts Field to Geiger in 1946; in 1949, the National Guard unit relocated and in 1960, Geiger was renamed Spokane International Airport. Portions of Felts Field were placed on the National Register of Historic Places in 1991 when a Felts Field Historic District was established.

Specific plans have been developed for both airports by airport staff and has been adopted by the Airport Board. The Spokane International Airport Master Plan was last updated in 1993. The Felts Field Airport Master Plan was last updated in 1994.

## 18.3 PROPOSED STREET STANDARDS

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This section describes the physical street standards to be used for street improvement projects. These standards will be used for new streets, for reconstruction of rural roads into urban streets as urbanization occurs, primarily for deficiencies related to capacity, safety, and land widths, and for other street construction projects that involve major redesign of the street itself. Transportation preservation projects (projects involving the resurfacing, rehabilitation, or reconstruction of the street pavement, sidewalks, or bridges) are exempt from these standards.

The street standards are to guide street design and to describe the desired street environment. The street standards provide for streets that meet functional, safety, and aesthetic requirements. They also meet or exceed the minimum requirements of the state so that street projects are eligible for state and federal grants.

The 1986 Arterial Street Plan contained proscriptive standards for each street classification. These standards assumed that sufficient street right-of-way existed for all desired elements and were based solely on the functional classification. Little guidance was given on how to match the design elements to the actual needs or conditions of particular locations.

This plan develops guidelines to match street standards to needs and to allow street design to foster a sense of place consistent with the unique characteristics of the surrounding area. A significant new addition is flexible guidelines for design projects for existing streets and narrow right-of-ways.

### Implementing the Standards

The process for how these proposed street standards will be implemented, including how development projects will be reviewed to ensure compliance with the standards, will be determined and specified at a later phase of plan development. The following discussion is intended to identify key issues about implementation and to provide a framework for that later work.

The intent of the city is to use a multidisciplinary city staff team in its process for applying street standards to specific projects. This multidisciplinary staff review team will provide input into the design process, beginning as early as possible in the review process and continuing as needed until construction is completed. While this narrative outlines key issues about the process, the exact review process for any project will depend to some extent on the nature of the project. For example, the review process for projects that meet the street standards outright will be different from projects that involve a deviation from the standards. (For an explanation of the reasoning behind allowing deviations, see policy TR 10.2, “Innovation to Meet Spirit.”) As another example, projects that involve the development of parkways and boulevard street classifications, which include broad design parameters or guidelines rather than specific street standards, will be different from the other street classifications, which are more standardized and prescriptive.

Though the precise review process will vary according to the nature of the project, the following principles will apply to the process:

- ◆ The goal or intent of the project review process will be to use the process as an opportunity to make projects the best possible for the public, as measured by the goals, policies, and regulations of the comprehensive plan.
- ◆ The review team will be multidisciplinary, including city staff from the fields of engineering, traffic engineering, urban design, city planning, and other areas of expertise as needed.
- ◆ The multidisciplinary team’s review of projects will begin as early as possible to provide the optimal opportunity for efficient and effective input into the development process. For example, multidisciplinary input at the scoping stage and development of the six-year CIP is desired.

- ◆ Review will take place at the administrative level whenever possible. Administrative review is expected where projects clearly conform to the design standards and meet the high end of the standard ranges. Exceptions to this administrative level review, when review is taken to the city's Design Review Committee, will include when deviations from standards are sought or when the standards are so broad that such review is needed for effective evaluation, as with the parkway and boulevard street classifications. The exact measures used to clearly define these situations will be developed at a later planning stage.

Another important consideration pertaining to implementing the street standards should be noted. This plan provides for the city to include a full-time pedestrian/bicycle coordinator on its staff to ensure that projects are developed to meet the needs of pedestrians, bicyclists, and other non-motorized transportation users and to help achieve the goals of this plan (Policy TR 2.3, Pedestrian/Bicycle Coordinator). Having staff expertise and time available in this crucial area of transportation planning is a necessary tool for the city to use to achieve its goals and create its desired future.

## General Considerations

The proposed City of Spokane street standards, hereafter referred to as "Standards", are intended to apply to all newly constructed public and private streets. As required by the city, these Standards would also apply to the reconstruction of arterials as outlined in the current capital improvement program. They would also be required, at the discretion of the city, as land development-related improvements for the following situations:

1. A development that is anticipated to impact the level of service or safety of an existing arterial would be responsible for arterial improvements in accordance with the Standards. The extent of responsibility toward improvement would be based upon an assessment of development impacts directed by the City of Spokane.
2. A proposed development abutting an existing arterial would be responsible for frontage improvements in accordance with the Standards. The extent of responsibility toward the frontage improvement would be based upon an assessment of development impacts directed by the City of Spokane.
3. Any proposed development that contains internal arterials would construct them to meet the Standards, or improve the existing internal arterials to meet the Standards.

The Standards are not intended to apply to the resurfacing, restoration, or rehabilitation of existing arterials. Any deviation, variance, or dispute to the Standards may be presented to the city in writing based upon sound engineering principles that maintain safety, function, appearance, and maintainability as priorities.

## Pedestrian Standards

The city's transportation policies state that pedestrians should come first in priority and the transportation system should always provide for pedestrians. The following standards are intended to implement those policies:

### Single-Family and Duplex Dwelling Units

- ◆ Each building, except small auxiliary buildings, shall have an all-weather walkway connecting the building to the public right of way.

### Multifamily and Commercial Buildings

- ◆ Each building, except small auxiliary buildings, shall have an accessible walkway to the public right of way.

- ◆ Large developments shall have additional walkways connecting to the public right of way, one for each 600 feet of street frontage.
- ◆ Developments that front two or more streets shall connect a walkway to each street that has more than 200 feet of street frontage.
- ◆ Planned unit developments shall provide walkway connections to adjacent planned unit developments that share at least 400 feet of frontage.

### Public Streets

- ◆ Streets shall provide sidewalks on both sides except as noted in this section.
- ◆ High capacity limited access facilities shall provide a pathway rather than sidewalks.
- ◆ Streets adjacent to railroads, airports and high capacity limited access facilities may provide one sidewalk, provided that it can be demonstrated that the omitted sidewalk does not complete a missing link in the sidewalk system.
- ◆ Streets in areas of severe topography may provide sidewalk on one side only, provided that no lots access the omitted side and that it can be demonstrated that the omitted sidewalk does not complete a missing link in the sidewalk system.

### Public Pathways

- ◆ Public pathways shall be provided every 600 feet between streets that are approximately parallel and not more than 400 feet apart.
- ◆ A public pathway shall be provided at end of every cul-de-sac street connecting the street end to another public street or public pathway system.

### Arterial Classifications

There are seven proposed arterial classifications. The principal, minor, commercial/industrial collector, and residential collector classifications constitute the majority of city arterials and are more clearly defined by the Standards. These classifications, when referenced in coordination with the area classifications, can be used to reference the Standards for any arterial within the City of Spokane. The boulevard and parkway classifications are more discretionary because they represent more specialized applications to community and pedestrian-friendly arterials. Local access arterials are also less clearly defined because they are intended to meet the more specific needs of residential and industrial developments. A brief description of the arterial classifications is as follows:

- ◆ **Principal Arterial.** A principal arterial permits relatively unimpeded traffic flow between major areas of the city at moderately high speeds. The arterial is typically divided and has limited or controlled access to fronting properties. Intersections are typically at-grade and channelized with pedestrian accommodations. Intersecting streets are stop sign controlled. Parking lanes are typically prohibited, but bus pullouts are available at key locations.
- ◆ **Minor Arterial.** A minor arterial collects and distributes traffic between higher classified arterials and major traffic generators. Major traffic generators would include areas such as community business centers, shopping centers, and areas with multiple residential developments. Minor arterials are designed for moderate speeds. Major intersections are typically signalized. Stop signs are used on street approaches to minor arterials. Bicycle lanes and parking lanes may be located on minor arterials. Minor arterials are restricted to two-lanes within neighborhood centers.
- ◆ **Commercial/Industrial Collector Arterial.** Commercial/industrial collector arterials collect and distribute traffic between higher classification streets, business centers, and commercial centers. These arterials are designed for moderate speeds. Traffic control should be used to facilitate the collection and distribution of traffic to higher classified arterials yet discourage the

cut-through of traffic between arterials. Parking lanes and bicycle lanes are acceptable. Stop signs are used on street approaches to commercial/industrial collector streets.

- ◆ **Residential Collector Arterial.** Residential collector arterials collect and distribute traffic between higher classification streets and residential access streets and directly to traffic destinations. Arterials are design for low to moderate speeds. They are designed for low to moderate speeds. Traffic control should be used to promote safety and discourage cut-through traffic between neighborhoods. Parking lanes and bicycle lanes are acceptable. Stop signs are used on street approaches to residential collector streets.
- ◆ **Boulevard.** A boulevard is a transportation facility that is enhanced with aesthetic quality, yet serves as a primary route between key locations of the city such as centers of civic activity, community landmarks, and neighborhoods. Landscaping and sufficient pedestrian accommodations provide an aesthetically pleasing environment for motorized and non-motorized users. This facility is intended to be multimodal with transit, bicycle, and pedestrian facilities.
- ◆ **Parkway.** A parkway is a facility that is constructed along or within areas of scenic beauty such as conservation lands, rivers, golf courses, and city parks. These arterials are intended to support low volumes and speeds so that the natural environment may be maintained. Parkways may periodically have pull-off areas for locations that have particular interest. This facility includes pedestrian and bicycle facilities.
- ◆ **Local Access Street.** Local access streets are intended to provide access to adjacent properties. Daily volumes are variable and the design of the arterials may vary to meet the needs of the project so long as they stay within the general design framework outlined by the city. There are three sub-classifications within the local access street classification. They are:

**Low Density Residential Access Streets:** Serve areas of ten dwelling units/acre or less.

**Medium/High Density Residential Access Streets:** Serve areas of ten dwelling units/acre or more.

**Commercial/Industrial Access Streets:** Serve non-residential developments.

## Area Classifications

In addition to the arterial classifications for street standards, the city has also developed four area classifications for street standards. Three growth alternatives are being proposed to guide the growth of the city under the Growth Management Act (GMA). These alternatives are the Current Patterns, Centers and Corridors, and Central City Alternatives. Four area classifications were developed within the context of the growth alternatives. These classifications characterize the growth alternatives by different types of areas within the city and can be used, along with the arterial classifications, to reference the street standards.

These four area classifications are as follows: Special Downtown Environment, Focused Growth Areas, Urbanized Areas, and Non-Urbanized Areas. These four areas classifications recognize the distinctions that exist between different areas within the city. They allow different sets of street standards to be applied to different areas and thus allow street design to foster a distinct sense of place that is consistent with the area. Again, these area classifications, in addition to the arterial classifications, can be used to reference the standards for any arterial within the city. A brief description of the proposed area classifications follows. The areas are depicted on Maps TR 4, 5, and 6, for a narrative description of these maps, see “City Street Network Maps” in section 18.2.

- ◆ **Special Downtown Environment.** This classification focuses on the characteristics of arterials in the central business district. This area is generally defined from Monroe and Cedar



Streets (west) to Division Street (east) and from Riverside Avenue and Boone Avenue (north) to I-90 (south). This area classification is the same for all three growth alternatives and is outlined on Maps TR 4, 5, and 6 as the “Downtown Boundary.”

- ◆ **Focused Growth Area.** This classification defines the characteristics of arterials in the mixed-use district centers, neighborhood centers, employment centers located on some of the major transportation corridors, and the central city. The focused growth areas vary between the two growth alternatives and are marked on Maps TR 5 and 6 with the different types of “center” boundaries.
- ◆ **Urbanized Area.** This classification defines the arterial characteristics of streetways that connect between the central business district and focused growth areas. The classification accounts for most of the City of Spokane. These areas are shown on Maps TR 4, 5, and 6 as the non-hatchmarked portions of the “Draft Urban Growth Area.”
- ◆ **Non-Urbanized Area.** This classification includes the characteristics of arterials located in areas that are not as urbanized as the three other area classifications. The Non-Urbanized areas, which are located within the city’s Urban Growth Area (UGA), are parts of the UGA that are not heavily built-up (essentially, that currently have a more rural character than urban character). These non-urbanized areas offer greater opportunities for designing arterials to optimal standards, as opposed to the more urbanized areas where the design of arterials is more constrained by the already-built urban environment. These areas are shown on maps TR 4, 5, and 6 as the hatchmarked areas that are labeled “Non-Urbanized Area.”

## Arterial Standards

The arterial Standards should be used as a planning guide for the development or redevelopment of city arterials. The Standards should not be used to supercede the recommendations or directions of the City of Spokane engineering staff.

Tables TR 1 through 8, outline the proposed arterial Standards for the City of Spokane. These standards have been developed through close coordination with the engineering and planning departments of the city. The Standards are presented in two separate tabular layouts, each presenting the same information to facilitate comparative review depending on individual perspectives. Tables TR 1 through 4 present the Standards arrayed by area classifications—Special Downtown Environment, Focused Growth, Urbanized, and Non-Urbanized. Tables TR 5 through 8 present the same information arrayed by arterial classifications—principal, minor, commercial/industrial collector, and residential collector. Information presented on these Standards include the descriptions and/or requirements for the planning data, such as traffic volumes, number of lanes, lane widths, medians, sidewalks, 208 treatment/drainage, bicycle lanes, on-street parking, building set-backs, posted speed limits, and access spacing. Detailed design information is not provided with these planning standards.

The boulevard, parkway, and local access arterial classifications were not listed on the tables due to the distinctiveness of the classification and the potential for modifications. A few general criteria have been included, however, to provide guidelines for preliminary planning purposes.

Note that while boulevard and parkway concepts and general characteristics have been identified, how they are applied is highly dependant upon the specific site for the boulevard or parkway. Thus, their characteristics are not specified in tables. Instead, their general characteristics are described more conceptually to be applied depending to the site. Figures TR 10 and 11 provide examples of how these concepts can be applied. The general criteria for boulevards, parkways, and local access streets are as follows:

## **Boulevard General Planning Criteria**

- ◆ General design criteria should be comparable to that of a principal or minor arterial classification.
- ◆ Sidewalks should be separated on both sides with a landscaped pedestrian buffer.
- ◆ Street plans should be consistent with Standards pertaining to principal and minor arterials.
- ◆ Medians should be landscaped as right-of-way width permits.
- ◆ Landscaping with shade trees should be located on both sides of the arterial and should conform with the Standards as they pertain to principal and minor arterials.
- ◆ Bikeways should be incorporated into the plan and are required if the boulevard is along designated bikeway.

## **Parkway General Planning Criteria**

- ◆ A maximum of two travel lanes is part of the criteria.
- ◆ General design criteria should be comparable to the collector arterial classifications.
- ◆ Parking is required either as an on-street parking lane, as pullouts, or within viewpoints.
- ◆ Landscaping with shade trees should be located on both sides of the arterial except in areas where conflicting with existing vegetation.
- ◆ A separated pedestrian pathway should be located on the scenic side of the street.
- ◆ Bikeways should be incorporated into the plan and are required if the parkway is along designated bikeway.
- ◆ Curb adjacent to the scenic side may be omitted and drainage ditches provided.

## **Local Access Street Planning Criteria**

- ◆ Access is provided to adjacent properties through at-grade arterials.
- ◆ Alignments are designed to encourage slow, safe speeds.
- ◆ Traffic control measures are provided as warranted to provide adequate sight distance and safety.
- ◆ Pedestrian buffer strips area used to provide a safe environment for pedestrians as well as to enhance the environment of the development aesthetically.
- ◆ The use of soft landscaping is encouraged.
- ◆ Minimum low density residential street width is 32-feet from curb-to-curb.
- ◆ Widths of medium/high density and commercial/industrial access streets may vary to suit need of the project.
- ◆ Design of local access streets are subject to city approval.

## **Local Access Street Standards**

The local access street standards should be used a planning guide for the development of local access streets. The Standards should not be used to supercede the recommendations or directions of the City of Spokane engineering staff.

Table TR 9A, “Proposed Local Access Street Standards,” outlines the proposed local access street standards. The standards identify different standards for three types of adjacent land use: Low-density residential, medium/high density residential, and commercial/industrial.

The narrow street standard is intended to be used only in low-density areas when the street pattern conforms to new urbanism principles and on streets that are connecting on each end. Emergency access is assured by providing two access directions to each property; the low-density character reduces on-street parking demand in comparison to other areas.

TABLE TR 10 PROPOSED LOCAL ACCESS STREET STANDARDS			
	Low-Density Residential	Medium/High Density Residential	Commercial Industrial
Directions of Travel	Two-way	Two-way	Two-way
Curb to Curb Width	36'	36'	36'
Narrow Street* Requirement Width	Optional 32'	No	No
Sidewalks Requirement	Both Sides	Both Sides	Both Sides
Pedestrian Buffer Minimum	5-6'	5-6'	5-6'
Hard Surface Minimum	NA	NA	3
Walkway Strip Minimum	5'	5'	5'
208 Treatment Adjacent Minimum	Optional 10'***	Optional 10'***	Optional 10'***
Bikeways Requirement	See Bike Plan	See Bike Plan	See Bike Plan
On-Street Parking	Yes	Yes	Yes
Parking Bay Requirement Minimum Width	Non-Residential Use 4'	Non-Residential Use 4'	No
Building Set-Back Minimum	20'	20'	0'
Maximum	20'	20'	20'
Design Speed	20 mph	20 mph	25 mph
Access Spacing Maximum Width	20'	30'	40'
Spacing	80	80'	80'
Number of Driveways	1	2	2
*Allowed only with new urbanism street pattern and not allowed for cul-de-sac streets.			
**Pedestrian buffer strip may be included in 10' requirement.			

TABLE TR 11 PROPOSED STREET STANDARDS BY AREA CLASSIFICATION— SPECIAL DOWNTOWN ENVIRONMENT				
	Arterial Classification			
	Principal Arterial	Minor Arterial	Collector Arterial (Commercial/Industrial)	Collector Arterial (Residential)
<i>Traffic Volumes</i>				
Recommended Minimum	26,000	9,500	-	-
Recommended Maximum	40,000	19,500	7,000	5,000
<i>Number of Lanes</i>				
Two-Directions	3-5	3-5	2-4	2
One-Direction	3	3	1-2	1
<i>Lane Widths</i>				
Interior	10'	10'	10'	-
Exterior	12'	12'	12'	12'
Single Lane, No Parking	16'	16'	16'	16'
<i>Medians and Left-Turn Lanes</i>				
Requirement	Optional	Optional	Optional	Optional
Minimum Width	2'	2'	2'	2'
Min. W/Pedestrian Refuge	8'	8'	8'	8'
Maximum Width	15'	15'	15'	15'
<i>Sidewalks</i>				
Requirement	Both Sides*	Both Sides*	Both Sides*	Both Sides*
Pedestrian Buffer Strip: Minimum	-	-	-	-
Hard Surface Buffer: Minimum	4'	4'	4'	4'
Walkway Strip: Minimum	8'	8'	8'	8'
<i>208 Treatment/Drainage</i>				
Adjacent Drainage Swale Minimum Width	No**	No**	No**	No**
<i>Bike Lanes (one direction)</i>				
Requirement	See Bike Plan	See Bike Plan	See Bike Plan	See Bike Plan
<i>On-Street Parking</i>				
Requirement	Yes	Yes	Yes	Yes
Width	8'	8'	8'	8'
<i>Building Set-Back</i>				
Minimum Width	0	0	0	0
Maximum Width	12'	12'	12'	12'
<i>Posted Speed</i>				
Minimum	25 mph	20 mph	20 mph	20 mph
Maximum	30 mph	30 mph	30 mph	30 mph
<i>Access Spacing</i>				
Maximum Width	30'	30'	30'	24'
Spacing	125'	125'	100'	80'
Number of Driveways	2	2	2	1
*Required on both sides in all cases with exceptions to be coordinated with the City of Spokane.				
**Proximity of storm sewer may limit option. Issue to be coordinated with the City of Spokane.				

**TABLE TR 12 PROPOSED STREET STANDARDS BY AREA CLASSIFICATION—  
FOCUSED GROWTH AREA**

	Arterial Classification			
	Principal Arterial	Minor Arterial	Collector Arterial (Commercial and Industrial)	Collector Arterial (Residential)
<i>Traffic Volumes</i>				
Recommended Minimum	20,000	8,000	-	-
Recommended Maximum	40,000	15,000	7,000	5,000
<i>Number of Lanes</i>				
Two-Directions	3-5	3-5	2-4	2
One-Direction	3-4	3	1-2	1
<i>Lane Widths</i>				
Interior	10'	10'	10'	-
Exterior	12'	12'	12'	12'
Single Lane, No Parking	16'	16'	16'	16'
<i>Medians and Left-Turn Lanes</i>				
Requirement	Optional	Optional	Optional	Optional
Minimum Width	2'	2'	2'	2'
Min. W/Pedestrian Refuge	8'	8'	8'	8'
Maximum Width	15'	15'	15'	15'
<i>Sidewalks</i>				
Requirement	Both Sides*	Both Sides*	Both Sides*	Both Sides*
Pedestrian Buffer Strip: Minimum	-	-	-	-
Hard Surface Buffer: Minimum	3'	3'	3'	3'
Walkway Strip: Minimum	7'	7'	7'	7'
<i>208 Treatment/Drainage</i>				
Adjacent Drainage Swale Minimum Width	No**	No**	No**	No**
	-	-	-	-
<i>Bike Lanes (one direction)</i>				
Requirement	See Bike Plan	See Bike Plan	See Bike Plan	See Bike Plan
<i>On-Street Parking</i>				
Requirement	Yes	Yes	Yes	Yes
Width	8'	8'	8'	8'
<i>Building Set-back</i>				
Minimum Width	0	0	0	0
Maximum Width	20'	20'	20'	20'
<i>Posted Speed</i>				
Minimum	25 mph	20 mph	20 mph	20 mph
Maximum	30 mph	30 mph	30 mph	30 mph
<i>Access Spacing</i>				
Maximum Width	30'	30'	30'	24'
Spacing	125'	125'	100'	80'
Number of Driveways	2	2	2	1
*Required on both sides in all cases with exceptions to be coordinated with the City of Spokane.				
**Proximity of storm sewer may limit option. Issue to be coordinated with the City of Spokane.				

TABLE TR 13 PROPOSED STREET STANDARDS BY AREA CLASSIFICATION— URBANIZED AREA				
	Arterial Classification			
	Principal Arterial	Minor Arterial	Collector Arterial (Commercial and Industrial)	Collector Arterial (Residential)
<i>Traffic Volumes</i>				
Recommended Minimum	15,000	8,000	-	-
Recommended Maximum	40,000	15,000	7,000	5,000
<i>Number of Lanes</i>				
Two-Directions	3-7	2-5	2-4	2
One-Direction	3	2-3	1-2	1
<i>Lane Widths</i>				
Interior	11'	11'	10'	-
Exterior	12'	12'	12'	12'
Single Lane, No Parking	16'	16'	16'	16'
<i>Medians and Left-Turn Lanes</i>				
Requirement	Optional	Optional	Optional	Optional
Minimum Width	2'	2'	2'	2'
Min. w/Pedestrian Refuge	8'	8'	8'	8'
Maximum Width	15'	15'	15'	15'
<i>Sidewalks</i>				
Requirement	Both Sides*	Both Sides*	Both Sides*	Both Sides*
Pedestrian Buffer Strip:	5-6'	5-6'	5-6'	5-6'
Minimum				
Hard Surface Buffer:	3'	3'	3'	3'
Minimum				
Walkway Strip: Minimum	5'	5'	5'	5'
<i>208 Treatment/Drainage</i>				
Adjacent Drainage Swale	Optional**	Optional**	Optional**	Optional**
Minimum Width	10'***	10'***	10'***	10'***
<i>Bike Lanes (one direction)</i>				
Requirement	See Bike Plan	See Bike Plan	See Bike Plan	See Bike Plan
<i>On-Street Parking</i>				
Requirement	No	Optional	Desired	Yes
Width	8'	8'	8'	8'
<i>Building Set-Back</i>				
Minimum Width	0	0	0	0
Maximum Width	20'	20'	20'	20'
<i>Posted Speed</i>				
Minimum	30 mph	25 mph	20 mph	20 mph
Maximum	45 mph	40 mph	30 mph	30 mph
<i>Access Spacing</i>				
Maximum Width	40'	40'	30'	24'
Spacing	125'	125'	100'	80'
Number of Driveways	2	2	2	1
*Required on both sides in all cases with exceptions to be coordinated with the City of Spokane.				
**Proximity of storm sewer may limit option. Issue to be coordinated with the City of Spokane.				
***Pedestrian buffer strip can be included in 10' requirement.				

TABLE TR 14 PROPOSED STREET STANDARDS BY AREA CLASSIFICATION— NON-URBANIZED AREA				
	Arterial Classification			
	Principal Arterial	Minor Arterial	Collector Arterial (Commercial and Industrial)	Collector Arterial (Residential)
<i>Traffic Volumes</i>				
Recommended Minimum	5,000	8,000	-	-
Recommended Maximum	35,000	15,000	7,000	5,000
<i>Number of Lanes</i>				
Two-Directions	3-7	2-5	2-4	2
One-Direction	3	2-3	1-2	1
<i>Lane Widths</i>				
Interior	11'	11'	10'	-
Exterior	12'	12'	12'	12'
Single Lane, No Parking	16'	16'	16'	16'
<i>Medians and Left-Turn Lanes</i>				
Requirement	Optional	Optional	Optional	Optional
Minimum Width	2'	2'	2'	2'
Min. w/Pedestrian Refuge	8'	8'	8'	8'
Maximum Width	15'	15'	15'	15'
<i>Sidewalks</i>				
Requirement	Both Sides*	Both Sides*	Both Sides*	Both Sides*
Pedestrian Buffer Strip:	5-6'	5-6'	5-6'	5-6'
Minimum				
Hard Surface Buffer:	3'	3'	3'	3'
Minimum				
Walkway Strip: Minimum	5'	5'	5'	5'
<i>208 Treatment/Drainage</i>				
Adjacent Drainage Swale	Optional**	Optional**	Optional**	Optional**
Minimum Width	10'***	10'***	10'***	10'***
<i>Bike Lanes (one direction)</i>				
Requirement	Yes	Yes	Yes	Shared Bikeway
<i>On-Street Parking</i>				
Requirement	No	Optional	Desired	Yes
Width	8'	8'	8'	8'
<i>Building Set-Back</i>				
Minimum Width	0	0	0	0
Maximum Width	20'	20'	20'	20'
<i>Posted Speed</i>				
Minimum	30 mph	25 mph	20 mph	20 mph
Maximum	50 mph	40 mph	30 mph	30 mph
<i>Access Spacing</i>				
Maximum Width	40'	40'	30'	24'
Spacing	125'	125'	100'	80'
Number of Driveways	2	2	2	1
*Required on both sides in all cases with exceptions to be coordinated with the City of Spokane.				
**Proximity of storm sewer may limit option. Issue to be coordinated with the City of Spokane.				
***Pedestrian buffer strip can be included in 10' requirement.				

TABLE TR 15 PROPOSED STREET STANDARDS BY ARTERIAL CLASSIFICATION—PRINCIPAL ARTERIAL				
	Area Classification			
	Special Downtown Environment	Focused Growth Areas	Urban Areas	Non-Urbanized Areas
<i>Traffic Volumes</i>				
Recommended Minimum	26,000	20,000	15,000	5,000
Recommended Maximum	40,000	40,000	40,000	35,000
<i>Number of Lanes</i>				
Two-Directions	3-5	3-5	3-7	3-7
One-Direction	3	3-4	3	3
<i>Lane Widths</i>				
Interior	10'	10'	11'	11'
Exterior	12'	12'	12'	12'
Single Lane, No Parking	16'	16'	16'	16'
<i>Medians and Left-Turn Lanes</i>				
Requirement	Optional	Optional	Optional	Optional
Minimum Width	2'	2'	2'	2'
Min. w/Pedestrian Refuge	8'	8'	8'	8'
Maximum Width	15'	15'	15'	15'
<i>Sidewalks</i>				
Requirement	Both Sides*	Both Sides*	Both Sides*	Both Sides*
Pedestrian Buffer Strip:	-	-	5-6'	5-6'
Minimum				
Hard Surface Buffer:	4'	3'	3'	3'
Minimum				
Walkway Strip: Minimum	8'	7'	5'	5'
<i>208 Treatment/Drainage</i>				
Adjacent Drainage Swale	No	No	Optional**	Optional**
Minimum Width	-	-	10'***	10'***
<i>Bike Lanes (one dir.)</i>				
Requirement	See Bike Plan	See Bike Plan	See Bike Plan	Yes
<i>On-Street Parking</i>				
Requirement	Yes	Yes	No	No
Width	8'	8'	8'	8'
<i>Building Set-Back</i>				
Minimum Width	0	0	0	0
Maximum Width	12'	20'	20'	20'
<i>Posted Speed</i>				
Minimum	25 mph	25 mph	30 mph	30 mph
Maximum	30 mph	30 mph	45 mph	50 mph
<i>Access Spacing</i>				
Maximum Width	30'	30'	40'	40'
Spacing	125'	125'	125'	125'
Number of Driveways	2	2	2	2
*Required on both sides in all cases with exceptions to be coordinated with the City of Spokane.				
**Proximity of storm sewer may limit option. Issue to be coordinated with the City of Spokane.				
***Pedestrian buffer strip can be included in 10' requirement.				



TABLE TR 16 PROPOSED STREET STANDARDS BY ARTERIAL CLASSIFICATION—MINOR ARTERIAL				
	Area Classification			
	Special Downtown Environment	Focused Growth Areas	Urban Areas	Non-Urbanized Areas
<i>Traffic Volumes</i>				
Recommended Minimum	9,500	8,000	8,000	8,000
Recommended Maximum	19,500	15,000	15,000	15,000
<i>Number of Lanes</i>				
Two-Directions	3-5	3-5	2-5	2-5
One-Direction	3	3	2-3	2-3
<i>Lane Widths</i>				
Interior	10'	10'	11'	11'
Exterior	12'	12'	12'	12'
Single Lane, No Parking	16'	16'	16'	16'
<i>Medians and Left-Turn Lanes</i>				
Requirement	Optional	Optional	Optional	Optional
Minimum Width	2'	2'	2'	2'
Min. W/Pedestrian Refuge	8'	8'	8'	8'
Maximum Width	15'	15'	15'	15'
<i>Sidewalks</i>				
Requirement	Both Sides*	Both Sides*	Both Sides*	Both Sides*
Pedestrian Buffer Strip:	-	-	5-6'	5-6'
Minimum				
Hard Buffer Surface:	4'	3'	3'	3'
Minimum				
Walkway Strip: Minimum	8'	7'	5'	5'
<i>208 Treatment/Drainage</i>				
Adjacent Drainage Swale	No	No	Optional**	Optional**
Minimum Width	-	-	10'***	10'***
<i>Bike Lanes (one direction)</i>				
Requirement	See Bike Plan	See Bike Plan	See Bike Plan	Yes
<i>On-Street Parking</i>				
Requirement	Yes	Yes	Optional	Optional
Width	8'	8'	8'	8'
<i>Building Set-Back</i>				
Minimum Width	0	0	0	0
Maximum Width	12'	20'	20'	20'
<i>Posted Speed</i>				
Minimum	20 mph	20 mph	25 mph	25 mph
Maximum	30 mph	30 mph	40 mph	40 mph
<i>Access Spacing</i>				
Maximum Width	30'	30'	40'	40'
Spacing	125'	125'	125'	125'
Number of Driveways	2	2	2	2
*Required on both sides in all cases with exceptions to be coordinated with the City of Spokane.				
**Proximity of storm sewer may limit option. Issue to be coordinated with the City of Spokane.				
***Pedestrian buffer strips can be included in 10' requirement.				

TABLE TR 17 PROPOSED STREET STANDARDS BY ARTERIAL CLASSIFICATION—COMMERCIAL/INDUSTRIAL COLLECTOR				
	Area Classification			
	Special Downtown Environment	Focused Growth Areas	Urban Areas	Non-Urbanized Areas
<i>Traffic Volumes</i>				
Recommended Minimum	-	-	-	-
Recommended Maximum	7,000	7,000	7,000	7,000
<i>Number of Lanes</i>				
Two-Directions	2-4	2-4	2-4	2-4
One-Direction	1-2	1-2	1-2	1-2
<i>Lane Widths</i>				
Interior	10'	10'	10'	10'
Exterior	12'	12'	12'	12'
Single Lane, No Parking	16'	16'	16'	16'
<i>Medians and Left-Turn Lanes</i>				
Requirement	Optional	Optional	Optional	Optional
Minimum Width	2'	2'	2'	2'
Min. w/Pedestrian Refuge	8'	8'	8'	8'
Maximum Width	15'	15'	15'	15'
<i>Sidewalks</i>				
Requirement	Both Sides*	Both Sides*	Both Sides*	Both Sides*
Pedestrian Buffer Strip:				
Minimum	-	-	5-6'	5-6'
Hard Surface Buffer:				
Minimum	4'	3'	3'	3'
Walkway Strip: Minimum	8'	7'	5'	5'
<i>208 Treatment/Drainage</i>				
Adjacent Drainage Swale	No	No	Optional**	Optional**
Minimum Width	-	-	10'***	10'***
<i>Bike Lanes (one direction)</i>				
Requirement	See Bike Plan	See Bike Plan	See Bike Plan	Yes
<i>On-Street Parking</i>				
Requirement	Yes	Yes	Desired	Desired
Width	8'	8'	8'	8'
<i>Building Set-back</i>				
Minimum Width	0	0	0	0
Maximum Width	12'	20'	20'	20'
<i>Posted Speed</i>				
Minimum	20 mph	20 mph	20 mph	20 mph
Maximum	30 mph	30 mph	30 mph	30 mph
<i>Access Spacing</i>				
Maximum Width	30'	30'	30'	30'
Spacing	100'	100'	100'	100'
Number of Driveways	2	2	2	2
*Required on both sides in all cases with exceptions to be coordinated with the City of Spokane.				
**Proximity of storm sewer may limit option. Issue to be coordinated with the City of Spokane.				
***Pedestrian buffer strips can be included in 10' requirement.				

**TABLE TR 18 PROPOSED STREET STANDARDS BY ARTERIAL CLASSIFICATION—RESIDENTIAL COLLECTOR**

	Area Classification			
	Special Downtown Environment	Focused Growth Areas	Urban Areas	Non-Urbanized Areas
<i>Traffic Volumes</i>				
Recommended Minimum	-	-	-	-
Recommended Maximum	5,000	5,000	5,000	5,000
<i>Number of Lanes</i>				
Two-Directions	2	2	2	2
One-Direction	1	1	1	1
<i>Lane Widths</i>				
Interior	-	-	-	-
Exterior	12'	12'	12'	12'
Single Lane, No Parking	16'	16'	16'	16'
<i>Medians and Left-Turn Lanes</i>				
Requirement	Optional	Optional	Optional	Optional
Minimum Width	2'	2'	2'	2'
Min. w/Pedestrian Refuge	8'	8'	8'	8'
Maximum Width	15'	15'	15'	15'
<i>Sidewalks</i>				
Requirement	Both Sides*	Both Sides*	Both Sides*	Both Sides*
Pedestrian Buffer Strip:				
Minimum	-	-	5-6'	5-6'
Hard Surface Buffer:				
Minimum	4'	3'	3'	3'
Walkway Strip: Minimum	8'	7'	5'	5'
<i>208 Treatment/Drainage</i>				
Adjacent Drainage Swale	No	No	Optional**	Optional**
Minimum Width	-	-	10'***	10'***
<i>Bike Lanes (one direction)</i>				
Requirement	See Bike Plan	See Bike Plan	See Bike Plan	Shared Bikeway
<i>On-Street Parking</i>				
Requirement	Yes	Yes	Yes	Yes
Width	8'	8'	8'	8'
<i>Building Set-Back</i>				
Minimum Width	0	0	0	0
Maximum Width	12'	20'	20'	20'
<i>Posted Speed</i>				
Minimum	20 mph	20 mph	20 mph	20 mph
Maximum	30 mph	30 mph	30 mph	30 mph
<i>Access Spacing</i>				
Maximum Width	24'	24'	24'	24'
Spacing	80'	80'	80'	80'
Number of Driveways	1	1	1	1
*Required on both sides in all cases with exceptions to be coordinated with the City of Spokane.				
**Proximity of storm sewer may limit option. Issue to be coordinated with the City of Spokane.				
***Pedestrian buffer strips can be included in 10' requirement.				

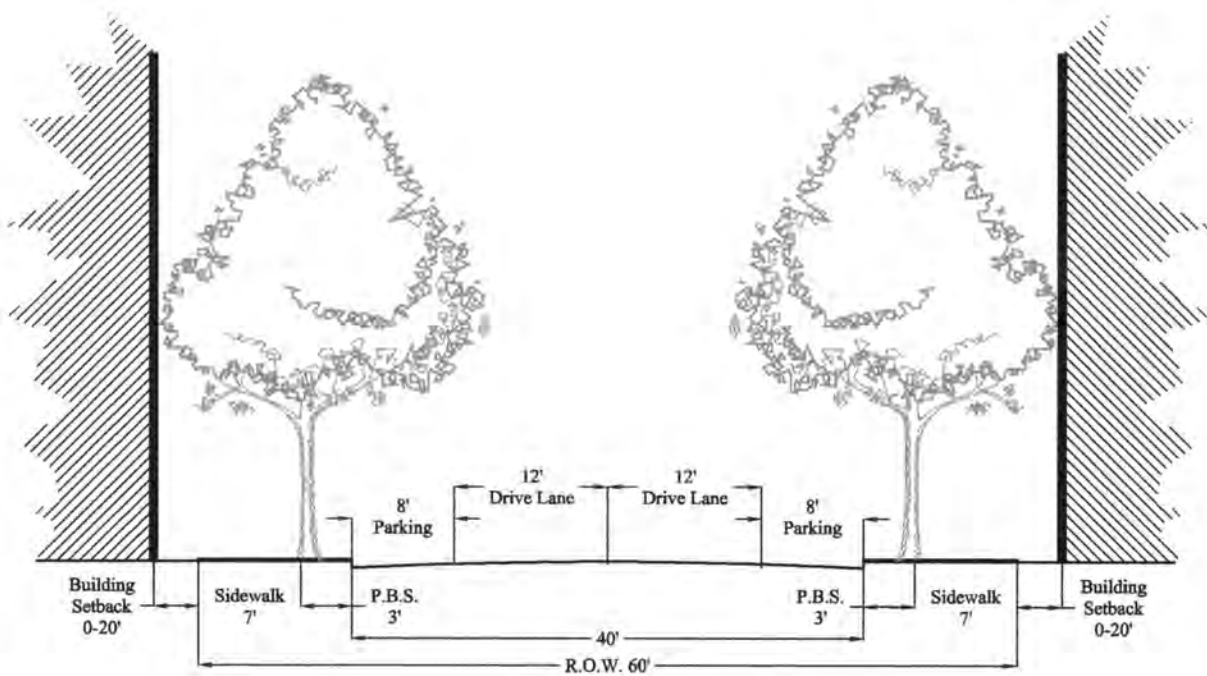


Figure 1a Collector Arterial: Two-Lane, Two-Way  
Focused Growth Areas

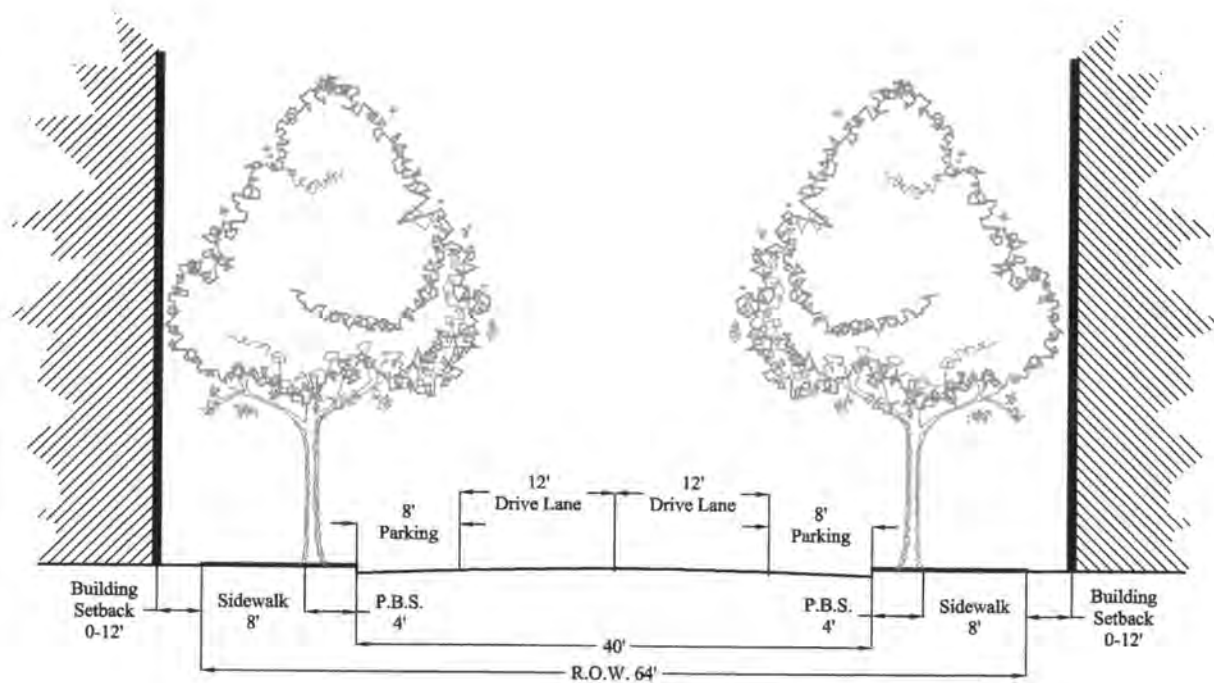
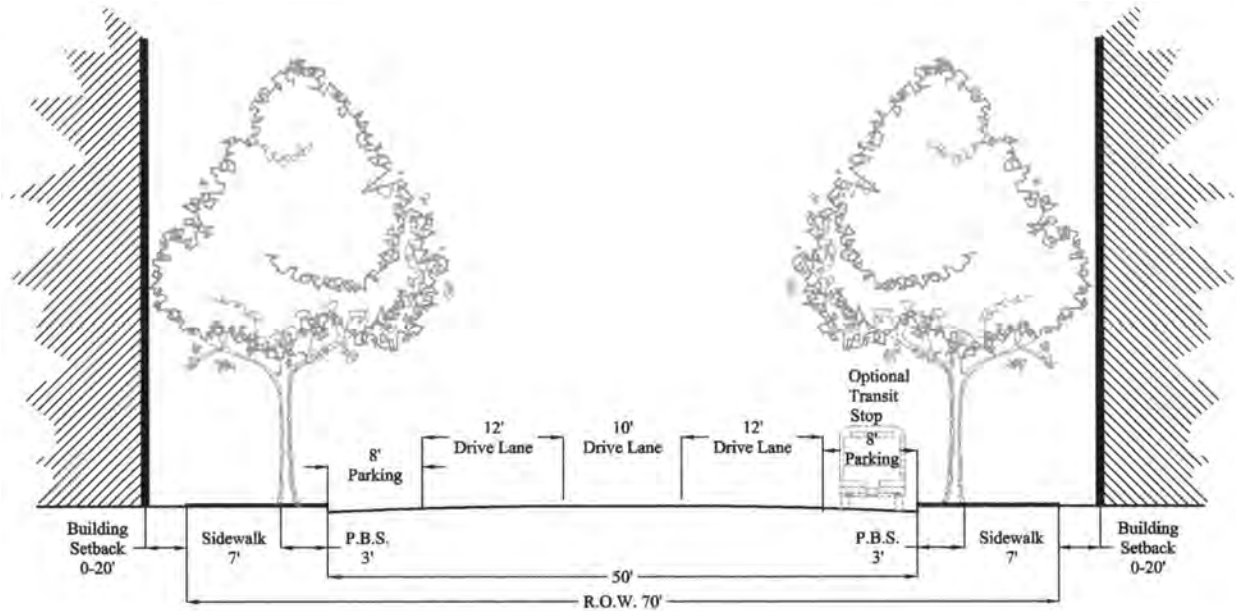
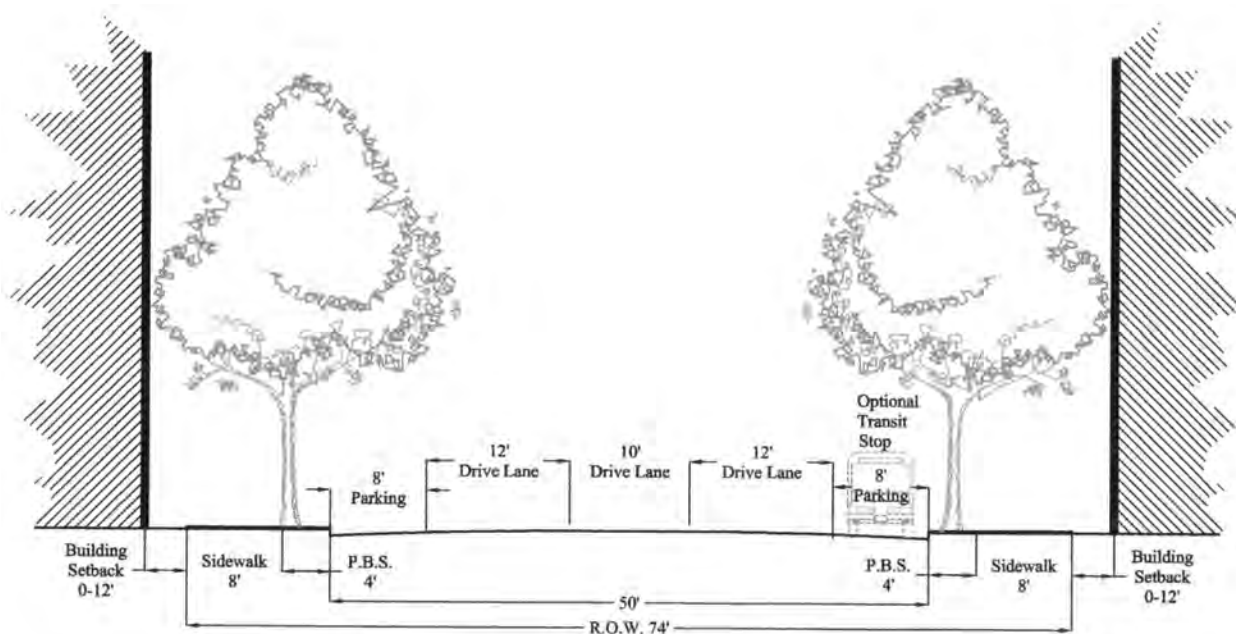


Figure 1b Collector Arterial: Two-Lane, Two-Way  
Special Downtown Environment



**Figure 2a Principal Arterial: Three-Lane, One-Way  
Focused Growth Areas**



**Figure 2b Principal Arterial: Three-Lane, One-Way  
Special Downtown Environment**

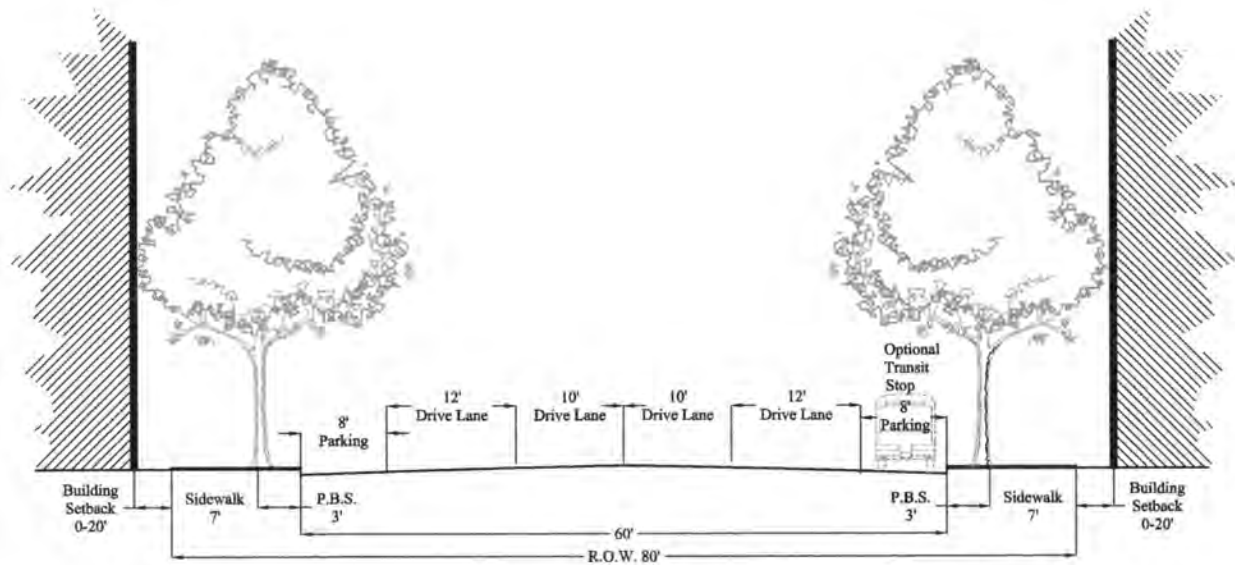


Figure 3a Principal or Minor Arterial: Four-Lane, Two-Way Focused Growth Areas

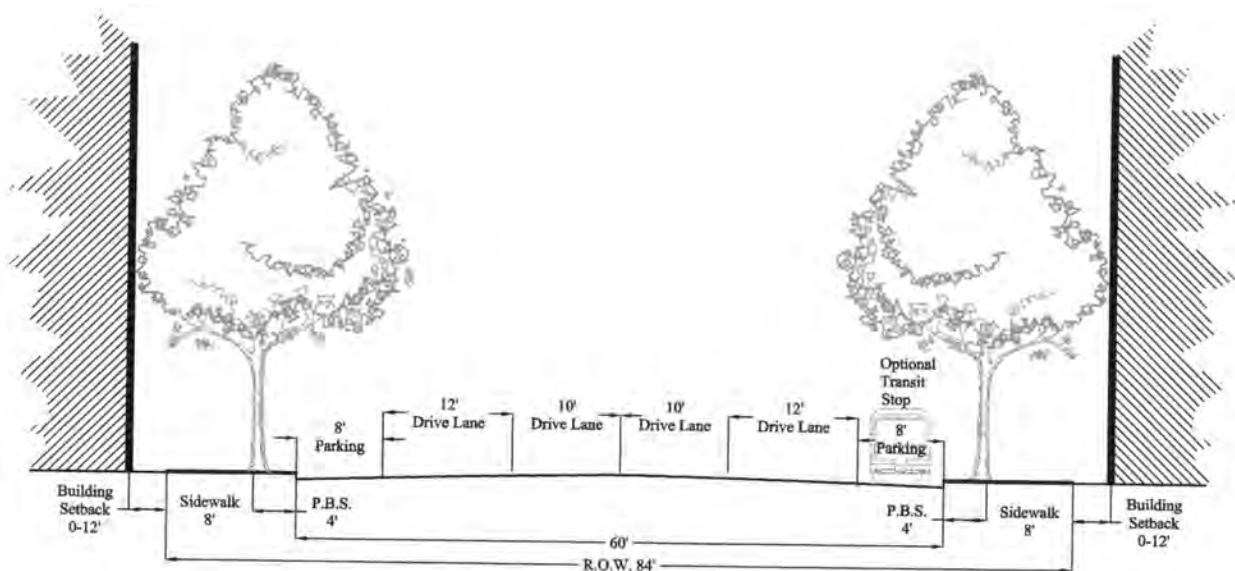


Figure 3b Principal or Minor Arterial: Four-Lane, Two-Way Special Downtown Environment

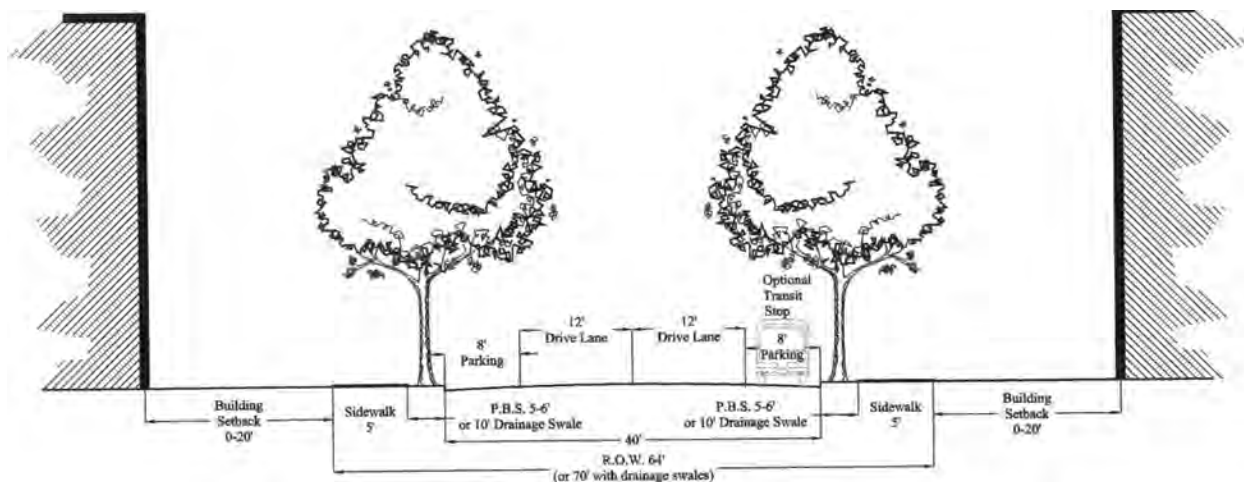


Figure 4 Collector Arterial: Residential or Commercial, Two-Lane Urbanized and Non-Urbanized Areas

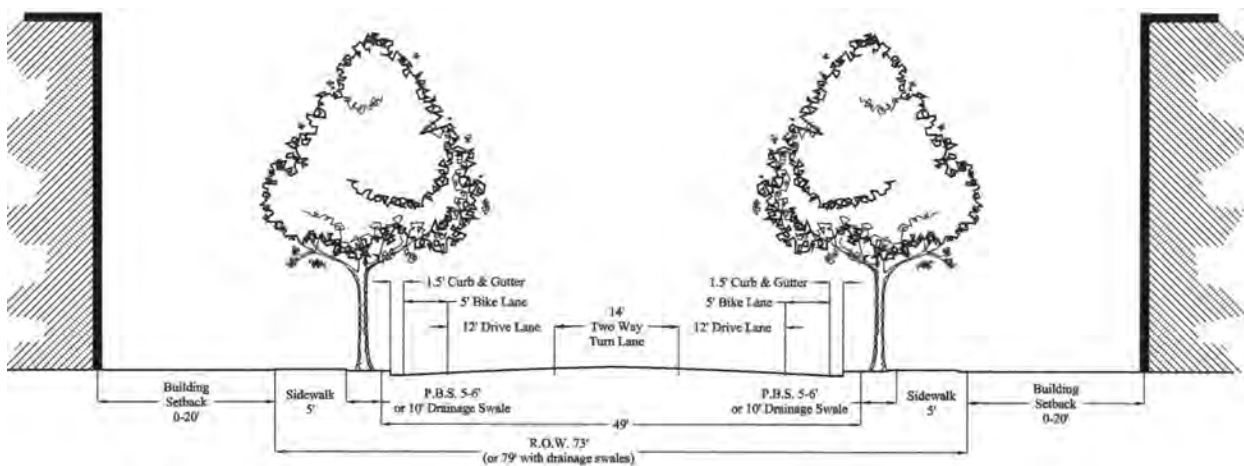


Figure 5 Principal or Minor Arterial: Three-Lane with Two Bicycle Lanes Urbanized and Non-Urbanized Areas

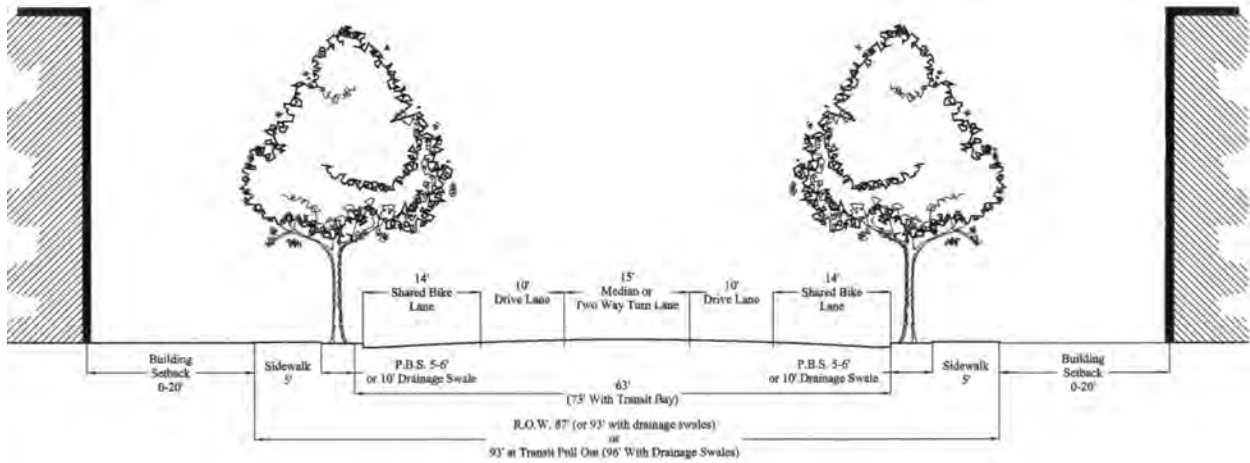


Figure 6a Principal Arterial: Five-Lane  
Urbanized and Non-Urbanized Areas

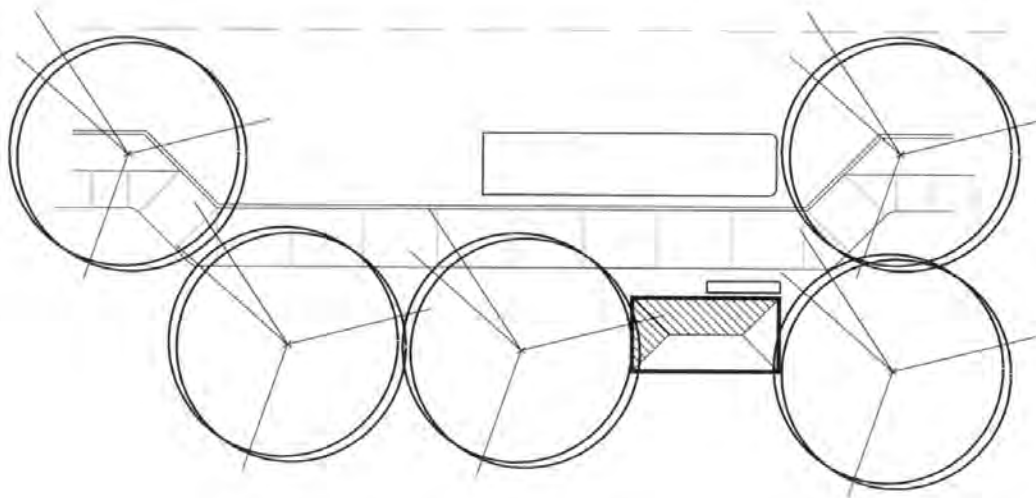


Figure 6b Plan View of Alternative Bus Pull-Out



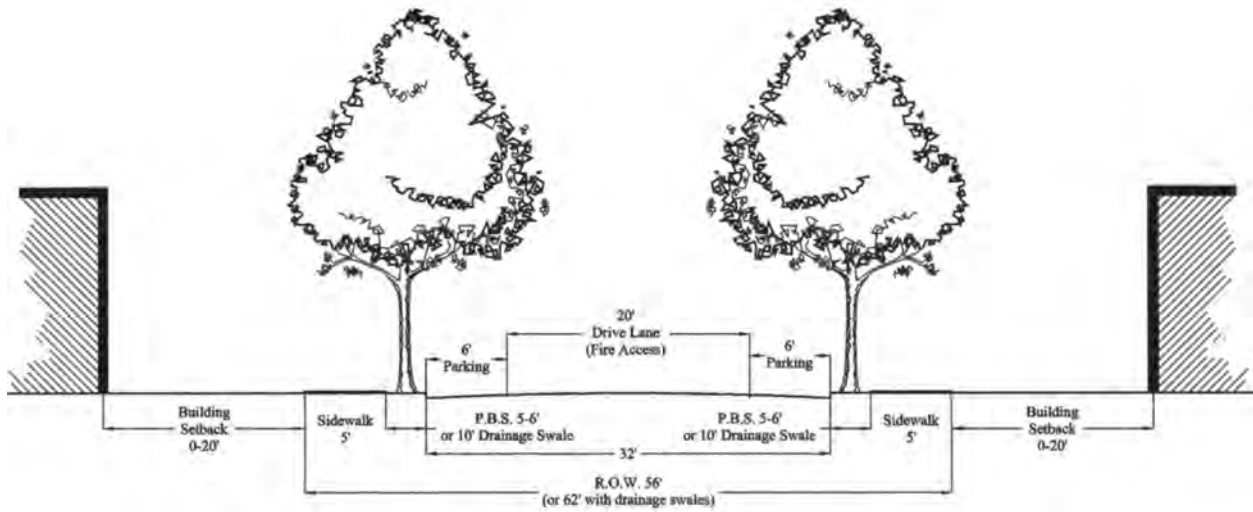


Figure 7 Local Access Street, Low Density Residential (< 10 du/acre): Two-Lane Urbanized and Non-Urbanized Areas

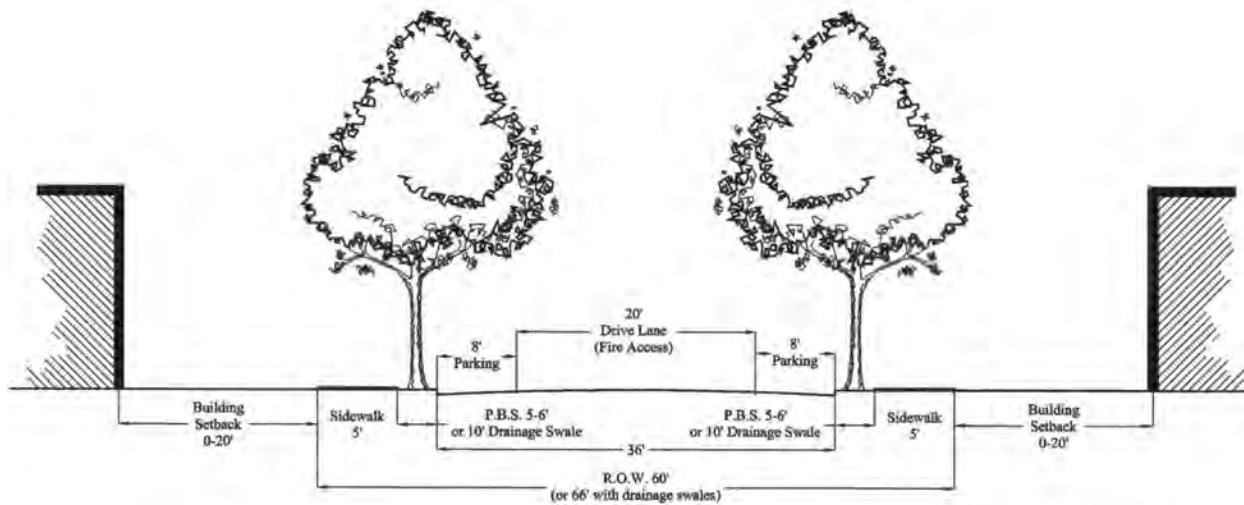


Figure 8 Local Access Street, Medium/High Density Residential (>10 du/acre): Two-Lane All Areas

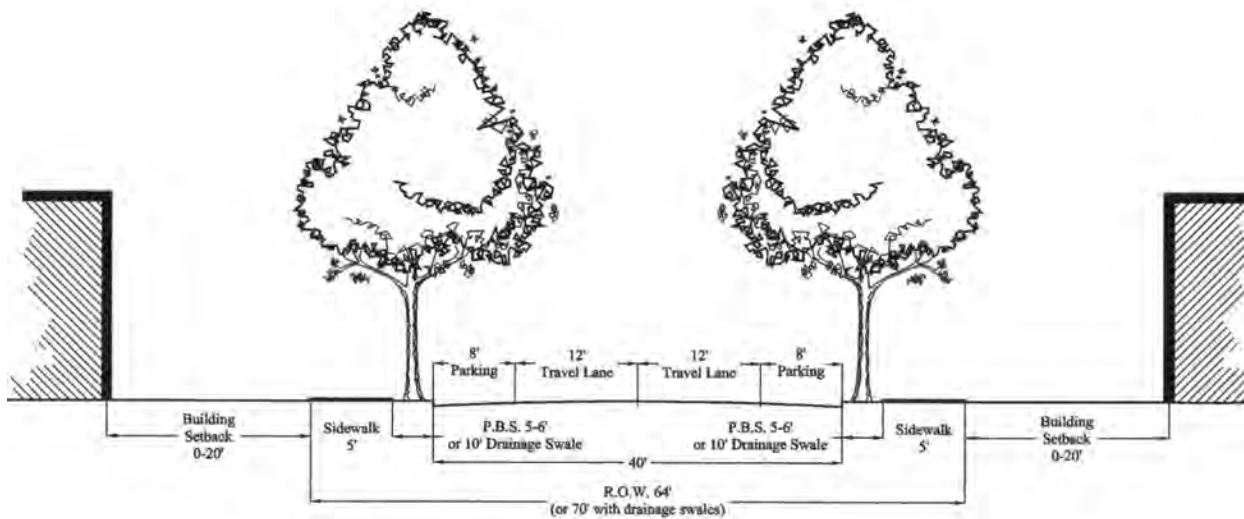
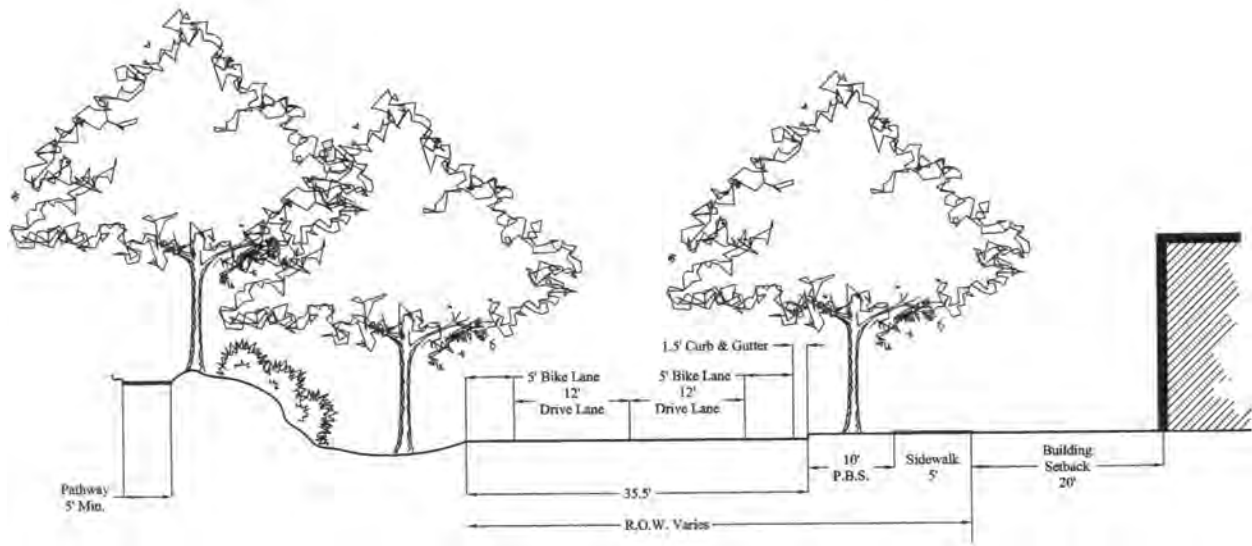
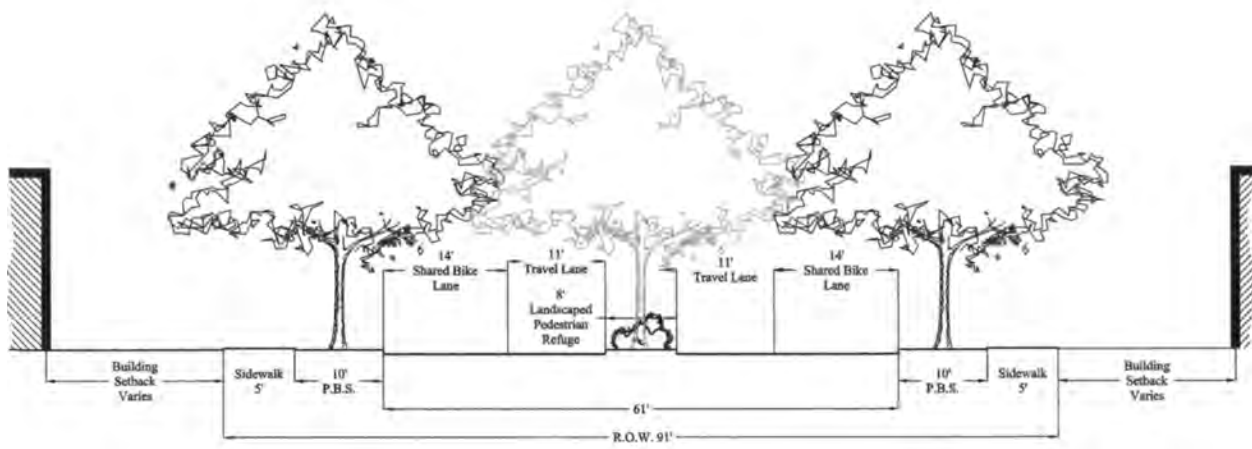


Figure 9 Local Access Street, Commercial/Industrial: Two-Lane All Areas



**Figure 10 Parkway  
All Areas**



**Figure 11 Boulevard  
All Areas**

## **18.4 TRANSPORTATION LOS—EXECUTIVE SUMMARY**

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The following is the executive summary of a report prepared by consultants hired by the City of Spokane, which details the City of Spokane's preliminary program for its transportation Level of Service (LOS) standards and concurrency management system. The full report, which was prepared by The Transpo Group of Kirkland Washington, is titled "City of Spokane Level of Service Standards/Concurrency Management System/Preliminary Program" and is dated April 12, 2000.

A more general description of transportation LOS issues, as well as LOS standards for transit and street cleaning, is found in section 18.1, "Major Transportation Planning Issues."

### **City of Spokane LOS Standards/Concurrency Management System—Preliminary Program: Executive Summary**

As part of its comprehensive planning efforts, the City of Spokane is in the process of defining a transportation Level of Service Standard/Concurrency Management System (LOS/CMS) to help it manage growth and to assure adequate transportation facilities are in place concurrent with new development. The comprehensive plan process is currently evaluating three land use alternatives. The preliminary LOS/CMS program is being used in the evaluation of the three growth alternatives. When adopted as part of the comprehensive plan, the LOS/CMS program will be used by the city to implement its planning objectives and direct transportation funding to support desired growth patterns.

### **Key Issues Addressed by Proposed LOS/CMS Program**

The City of Spokane has two levels of needs for LOS standards and CMS. At one level, the city wants the LOS standard and CMS to serve as a tool to assist in its long-range planning efforts. On a second level, the city needs to establish a LOS standard and implement a CMS for evaluating the adequacy of the transportation system to support actual development proposals. There are many decisions to be made in developing a LOS/CMS that is technically sound and supports the growth objectives of the city. Key items are discussed below:

#### **Two-tier LOS/CMS program is proposed**

To meet broad planning and capital facilities programming needs, the first tier is a Planning LOS/CMS program based on travel times along principal arterials and key minor and collector routes. The second tier is for reviewing individual development projects. The LOS/CMS program for individual development projects still needs to be defined in terms of when and how it is applied. The city needs to define if it is to be applied to building permits, subdivisions, rezones, or other development applications.

#### **Proposed LOS/CMS program establishes different standards for different areas of the city**

To be effective in helping manage and direct growth, the level of service standard must reflect the land use strategy. Where growth is encouraged, lower levels of service are allowed.

#### **LOS standard allows more congestion when significant levels of alternative travel modes, such as transit, are available**

To help promote transit supportive land uses, the proposed Planning LOS/CMS program allows more congestion in corridors that are served by significant levels of transit service.

## **LOS/CMS program should support regional air quality standards**

Although not specific to the LOS/CMS program, meeting air quality standards is a short and long-term planning and implementation issue for the region.

## **Implementation of the LOS/CMS program requires sufficient resources**

Since major planning decisions, transportation funding allocation, and approval and denial of development projects are influenced by the LOS/CMS program, adequate funding and resources must be provided to implement the system.

## **Regional Guidelines for LOS/CMS Program**

The SRTC and its member agencies have defined travel time as the method with which the adequacy of regional facilities will be measured. The SRTC conducts regional concurrency tests annually during the month of August. The annual update takes into consideration the most recent land use data based on building permits, plat applications, and employment information. It also incorporates any changes to the transportation system and proposed changes to local agency transportation plans.

In addition to the requirements for regional facilities, the SRTC guidelines set out the responsibilities for local jurisdictions within the region. The SRTC guidelines do not require a specific process or methodology for setting the LOS standard for local jurisdictions. The guidelines do, however, indicate that local standards should be regionally consistent.

## **Methodology and Application for the Planning LOS Concept**

The Planning Level of Service/Congestion Management System (LOS/CMS) is intended to provide city staff, elected officials, and the public with a tool to assist in developing and evaluating land use and transportation plans. It also would be used as part of the priority programming process for development of the city's Six-Year Transportation Improvement Program (TIP). Its preliminary application to the three land use alternatives will be considered in selecting a preferred land use plan. The preliminary program will need to be refined prior to formal adoption and implementation.

Goals and objectives for the Planning LOS/CMS include the following:

- ◆ The broad planning LOS standard should be used to assess the overall adequacy of the transportation system to serve the needs of and support the land use plan.
- ◆ The LOS standard should be reasonably consistent with and compatible with the adopted standards for the Spokane region.
- ◆ The LOS/CMS program should assist in identifying and programming capital transportation facility improvements and services to provide an adequate transportation system that supports the land use plan.
- ◆ The system should be simple to understand and implement.
- ◆ The program should use available tools for implementation.

## **Overview of Preliminary Planning LOS/CMS Program**

The following provides an overview of the interface with the regional planning model, identification of the facilities to be tested, how the LOS standard would be set, and an approach for implementing the program.

### **Regional Model Interface**

The regional Metropolitan Transportation Plan (MTP) financially constrained network was selected as the basis for developing the City of Spokane's LOS/CMS program. The MTP's financially constrained network includes all projects that have some existing funding commitments to be completed within six to

ten years. It also includes other long-range projects that will likely be completed within 20 years. This is the most realistic scenario based on current funding for the region's transportation system.

### Identifying Corridors

Criteria were considered in defining which facilities would be included in the LOS/CMS program. These criteria included functional class, travel patterns, limited access facilities, jurisdiction, and the SRTC model structure. For consistency, the same arterials were used for all three land use alternatives. They were defined using the following criteria: functional classification, location, central business district, and state facilities.

### Defining LOS/CMS Routes

Prior to identifying specific LOS standards, the arterial routes were defined as route segments and aggregate arterial segments. This process allows the LOS/CMS evaluation to consider the effects of growth within a specific area, as well as the impacts on longer trips.

### Setting the LOS Standard

The LOS/CMS standard is set in two parts. The first part establishes a base LOS standard that reflects the overall LOS/CMS concept for a particular land use plan. Where growth is encouraged under a land use plan, longer travel times (slower speeds) are allowed. Higher travel speeds are required to be maintained for longer trips that connect to an area where growth is less desirable based on the land use plan. The base LOS standard for each route segment is then adjusted based on the availability of significant levels of transit service or non-motorized travel. Under the preliminary LOS/CMS program approach, the base LOS standard is adjusted to reflect the availability of significant, efficient transit service.

### Implementation Approach

The LOS/CMS program concept has been developed based on the 2020 SRTC regional travel demand model. Prior to actual implementation, the model tool needs to be refined to reflect actual travel times. A program for when the planning level test is conducted also needs to be formalized.

### Application to the Comprehensive Plan Land Use Alternatives

The proposed LOS/CMS program was applied to each of the three comprehensive plan land use alternatives:

- ◆ **Current Patterns:** Reflects a condition where the city would apply the same growth practices that have occurred over the past 40 years or so.
- ◆ **Focused Growth, Centers and Corridors:** Concentrates growth in mixed-use district centers, neighborhood centers, employment centers, and along transportation corridors.
- ◆ **Focused Growth, Central City:** Focuses growth in downtown Spokane and in selected areas adjacent to downtown.

Each land use alternative was modeled by SRTC assuming the MTP's 2020 "financially constrained" transportation system improvements are constructed. In addition to evaluating the three land use alternatives on the "financially constrained" network, SRTC modeled the 2020 Current Patterns alternative on the existing or "No Action" network. This network includes no significant capacity improvements. It was evaluated since it provides a baseline condition for comparing alternatives.

### LOS Standards

Assigning of the preliminary LOS standards for the three alternatives took into account the overall objectives of each of the land use plans. The base LOS standard for Current Patterns was established as

LOS D for all route segments. This reflects current policies, which do not attempt to direct growth to any specific areas. It also allows for moderate congestion levels anywhere in the city. Where efficient transit service is available LOS E would be allowed.

The LOS standard for the Focused Growth, Mixed-Use Centers and Corridors alternative varies from LOS C to LOS F. LOS C would be assigned to the outermost route segments where no mixed-use centers or corridors are identified in the proposed land use plan. LOS D was assigned to the route segments that serve travel between the identified centers and corridors. A base LOS D also was assigned to some major east-west routes providing access to the City of Spokane. LOS E was assigned to the route segments serving the centers and corridors, including the central business district. Applying the one-grade lower LOS standard for transit corridors results in some of the route segments serving designated growth areas being allowed to operate at LOS F.

The base LOS standard for the Focused Growth, Central City alternative was set as a series of rings. LOS E is allowed in the ring immediately adjacent to the downtown core. This supports the plan concept for higher densities adjacent to the downtown area. LOS D was established for the route segments from Francis on the north to 29th on the south. Growth in these areas would be able to access the downtown area in a reasonable amount of travel time. Route segments in the outer part of the city and most of the Urban Growth Area (UGA) would have LOS C assigned.

## **2020 LOS Deficiencies**

Application of the LOS/CMS program to the alternatives resulted in some route segments being deficient compared to the preliminary standards. Just because a route segment is deficient does not necessarily mean the entire roadway needs to be improved. Forecast PM peak hour travel speeds may be only slightly below the standard. Therefore, spot intersection improvements or widening a part of a corridor may be sufficient to bring the route segment into compliance with the LOS standard.

As summarized in Table TR 19, a total of 22 of the 58 route segments would not meet the LOS standard for the Current Patterns on No Action scenario. This represents 44.4 miles of arterial routes that would be below the preliminary LOS standard. The adjustment to the LOS standard for transit does not change the number of deficient route segments. Without additional capacity, as defined in the financially constrained network, significant congestion will result. The congestion will be most pronounced on north-south routes.

**TABLE TR 19 2020 PM PEAK HOUR LOS DEFICIENCIES SUMMARY**

Route Segments	Alternative							
	Current Patterns on No Action Network		Current Patterns on Financially Constrained Network		Focused Growth, Centers and Corridors on Financially Constrained Network		Focused Growth, Central City on Financially Constrained Network	
	W/O Transit Adjustment	With Transit Adjustment	W/O Transit Adjustment	With Transit Adjustment	W/O Transit Adjustment	With Transit Adjustment	W/O Transit Adjustment	With Transit Adjustment
<i>Number of Deficient Route Segments</i>								
North-South <sup>1,3</sup>	17 <sup>1</sup>	17 <sup>1</sup>	10 <sup>3</sup>	10 <sup>3</sup>	9 <sup>3</sup>	8 <sup>3</sup>	9 <sup>3</sup>	8 <sup>3</sup>
East-West <sup>2</sup>	5	5	5	2	5	2	5	3
<b>Total Number<sup>4,5</sup></b>	<b>22</b>	<b>22</b>	<b>15</b>	<b>12</b>	<b>14</b>	<b>10</b>	<b>14</b>	<b>11</b>
<i>Deficient Route Segments (Miles)</i>								
North-South	29.4	29.4	13.7	13.7	12.3	10.4	13.2	11.3
East-West	15.0	15.0	19.8	3.5	19.8	3.5	20.4	5.3
<b>Total Miles<sup>4,5</sup></b>	<b>44.4<sup>4</sup></b>	<b>44.4<sup>4</sup></b>	<b>33.5<sup>5</sup></b>	<b>17.2<sup>5</sup></b>	<b>32.1<sup>5</sup></b>	<b>13.9<sup>5</sup></b>	<b>33.6<sup>5</sup></b>	<b>16.6<sup>5</sup></b>
<i>Aggregate Segments</i>								
Number of Deficient <sup>6</sup>	3	3	1	1	1	1	1	1
1. Total number of North-South route segments for the no action network is 38, covering 79.3 miles of roadway. 2. Total number of East-West route segments is 20, covering 68.9 miles of roadway for all alternatives. 3. Total number of North-South route segments for financially constrained network is 39, covering 80.1 miles of roadway. 4. Total number of route segments for no action network is 58, covering 148.2 miles of roadway. 5. Total number of route segments for financially constrained network is 59, covering 149.0 miles of roadway. 6. Total number of Aggregate Segments is 6; mileage is included in the route segment summary.								

Addition of improvements identified in the SRTC's MTP financially constrained network significantly reduces the number and extent of the deficient route segments under the Current Patterns alternative. A total of 17.3 miles of route segments would be deficient under this alternative, with the transit adjustment. This is a significant improvement over the Current Patterns on the No Action Network, which had 44.4 miles of deficient route segments.

The Focused Growth, Mixed-Use Centers and Corridors alternative on the MTP financially constrained system results in a total of 10 route segments falling below the preliminary standard. This assumes the adjustment for transit. These cover 13.9 miles of arterials. With the transit adjustment to the LOS standard, one-half of the north-south corridors between I-90 and Buckeye/North Foothills/Euclid would be below the standard.

After adjustment for transit, the Focused Growth, Central City alternative has two additional route segments that are identified as deficient compared to the Focused Growth, Mixed-Use Centers and Corridors alternative. These are Lincoln between Buckeye and Francis and 57th between Hatch Road and



the Palouse Highway. However, under this alternative, Monroe between Buckeye and the Spokane River would meet the preliminary LOS standard set for this alternative. With the adjustment for transit, this alternative results in 11 route segments being below the preliminary LOS standard. These segments cover 16.6 miles of arterials.

### **Costs for Bringing Alternatives into Compliance**

There are several approaches for bringing the alternatives into compliance. These include the following:

- ◆ Revising the LOS standards is one potential approach; however, this method needs to be discussed in the public forum as part of selecting a preferred land use plan and concurrency standard.
- ◆ Defining intersection and roadway improvements that would add capacity to the deficient corridor. The added capacity provided by the Financially Constrained network was shown to greatly reduce the number of deficiencies for the Current Patterns alternative. The full route segment may not need to be fully improved to meet the standard.
- ◆ Adding capacity to a parallel route to direct forecast traffic away from the deficient route segment.

Table TR 20 summarizes the planning level costs of the potential improvements to bring the three alternatives into compliance. The Current Patterns on the No Action network was not evaluated since the regional MTP is based on the financially constrained network were assumed for all three action alternatives. The two focused growth alternatives gave approximately \$2 to 3 million costs less than the Current Patterns alternative.

Costs of improving WSDOT facilities for the MTP within the city are not included; however, they would be the same for all alternatives.

TABLE TR 20 ORDER OF MAGNITUDE IMPROVEMENT COSTS <sup>1</sup>						
	Current Patterns		Focused Growth, Centers and Corridors		Focused Growth, Central City	
	Number	Cost (\$1000's)	Number	Cost (\$1000's)	Number	Cost (\$1000's)
MTP Financially Constrained Network Improvements <sup>2</sup>	4	0	4	\$49,200	4	\$49,200
Major Intersection Improvements	9	\$2,250	18	\$4,500	18	\$4,500
Roadway Widening	6.2 Miles	\$9,300	3.1 Miles	\$4,650	2.9 Miles	\$4,350
<b>Total</b>		<b>\$60,750</b>		<b>\$58,350</b>		<b>\$58,050</b>
<sup>1.</sup> All alternatives reflect the SRTC MTP financially constrained network. <sup>2.</sup> Cost estimate includes \$38 million for Post Street Bridge replacement, which has been deleted by the city from MTP Financially Constrained Network.						

### Future Refinements

The proposed Planning LOS/CMS program requires refinements prior to implementation for the city's ongoing use. Prior to refining the process, the city must make a determination that the approach and overall concept are consistent with its overall vision. The process is generally consistent with the regional SRTC LOS/CMS program; however, the city's program would apply to a greater number of facilities.

The Planning LOS/CMS program is conceptual at this time. Its application to the land use alternatives evaluation is based solely on 2020 PM peak hour model data provided by SRTC. Prior to implementation, the city, in conjunction with SRTC, should obtain actual travel time data for the corridors and update the regional model calibration.

### LOS/Concurrency Management System Program— Concept for Development Review

This component of the city's LOS/CMS program would be applied to meet the GMA and SRTC requirements that minimum LOS thresholds be maintained with each development. If minimum thresholds cannot be assured within six years, then the development should not be approved at that time.

Key goals and objectives for the development review level of service standard include:

- ◆ Ensure that development can be supported by an adequate transportation system.
- ◆ Ensure a development review program that supports the land use and transportation elements of city's comprehensive plan.
- ◆ Meet the city's responsibility for SEPA review related to levels of service.
- ◆ Apply development review standards consistently.
- ◆ Provide input to the city's transportation facilities planning and programming processes.
- ◆ Ensure a development review LOS standard process that is relatively easy to apply and understand.

### Overview of Conceptual Strategy for Development Review

A conceptual LOS/CMS strategy for a development review process consists of two parts:

- ◆ Evaluate consistency with the city's comprehensive plan and Planning LOS/CMS standards. This step would tie the development review evaluation to the planning.
- ◆ Evaluate intersection LOS/CMS in local vicinity of the project. This includes identifying facilities to be evaluated, setting the standard, and defining improvement strategies for mitigation.

## **Application of Development Review Program to Land Use Alternatives**

The primary issue in applying the project-level LOS standard to the three growth scenarios is the setting of acceptable standards. As with the corridor travel times, lower LOS standards (LOS D, E, or F) could be applied within the designated growth areas for the two focused growth alternatives. A higher standard (e.g., LOS C) could be applied to areas where growth would not be desired under that plan alternative. Under the Current Patterns alternative, differential standards would not likely be applied.

Prior to being a valid tool for evaluating development projects versus a LOS/CMS standard, several items must be addressed. First, detailed administrative procedures must be prepared. Second, the travel model process must be developed to evaluate a six-year horizon, instead of 2020 forecasts. The administrative procedures and travel model process are some of the key issues that need to be developed and/or refined prior to implementing the development review LOS/CMS process.

## 18.5 TRANSPORTATION CAPITAL FACILITIES PROGRAM

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The Transportation Capital Facilities Program identifies transportation capital projects required to serve the urban study area at the planning horizon of 2020 and to fulfill the regional transportation goals. The program consists of the following types of projects:

1. Complete the proposed regional pedestrian, regional bikeway, and arterial street networks.
2. Improve existing streets to meet parkway and boulevard standards, and bikeway and vehicle lane width standards
3. Network capacity improvements to maintain proposed LOS standards.

Local access streets and pathways and recreational trails are not included in the program. Also not included are projects under the state's jurisdiction, such as the North Spokane Corridor project and the Centennial Trail.

The 20-Year Program will be used as a guide in establishing development standards, development mitigations, possible transportation impact fee programs, possible transportation benefit districts, and the Six-Year Comprehensive Street Program.

Development, as it occurs, generally constructs the arterial streets within the boundaries of the development and constructs frontage improvements along adjacent arterials. Development may also be required to construct off-site transportation improvements through the SEPA mitigation process.

Transportation impact fees and transportation benefit districts are mechanisms to fund completion of the 20-Year Capital Program in certain areas. These programs are used to allow distribution of the costs of transportation improvements within an area to all beneficiaries of the improvements.

The Six-Year Comprehensive Street Program is used to coordinate, prioritize, and schedule the city's transportation projects. The 20-Year Capital Program is one of the guiding factors for the Six-Year Street Program. The Six-Year Street Program is updated and adopted annually by City Council.

The program is separated into seven types of projects as follows:

- ◆ **Boulevard/Parkway Improvements:** Provide special emphasis on selected streets with higher street tree standards and other aesthetic treatment as well as providing bicycle facilities and sidewalks to provide a multimodal facility.
- ◆ **Capacity Improvements:** Widening or intersection improvements along a corridor required to maintain the Level of Service standards.
- ◆ **Construct Sidewalks:** Retrofit sidewalks and complete missing sidewalk links on those streets where other improvements are not required. This project will complete sidewalks on both sides of all arterial streets except where typology or existing bridge structures limit sidewalks to one side.
- ◆ **New Routes:** Construct new arterial streets where no street currently exists.
- ◆ **New Shared Use Pathway:** Construct new, shared pathways to complete bicycle and pedestrian network.
- ◆ **Reconstruct to Urban Standard:** Reconstruct rural design roads into urban streets with high type pavement, curbs, and sidewalks.
- ◆ **Widen to Meet Standards:** Widening to provide adequate street width to meet vehicle and bicycle lane width standards.

The estimated cost of the 20-Year Capital Facilities Program for each scenario is shown in Table TR 21. Costs are organized by the seven types of projects described above. A detailed summary of the 20-Year Program is included in Section 18.6, Individual 20-Year Transportation CIP Projects. This section consists of seven tables, one for each project type, which list the individual transportation projects.

TABLE TR 21 20 YEAR TRANSPORTATION CAPITAL FACILITIES PROGRAM			
(Estimated Costs - \$1000s)			
Project Type	Current Patterns	Centers and Corridors	Central City
Boulevard/Parkway Improvements	\$42,380	\$70,580	\$57,880
Capacity Improvements	\$41,750	\$39,050	\$39,350
Sidewalk Construction	\$14,168	\$15,124	\$15,205
New Route	\$84,810	\$82,666	\$82,666
New Shared Pathway	\$1,494	\$1,494	\$1,494
Reconstruct to Meet Urban Standard	\$157,741	\$152,101	\$152,455
Widen to Meet Standards	\$8,424	\$8,037	\$8,424
<b>Totals</b>	<b>\$350,767</b>	<b>\$369,052</b>	<b>\$357,474</b>

The following table summarizes the city's "Transportation Six-Year Financing Plan."

TABLE TR 21 TRANSPORTATION SIX YEAR FINANCING PLAN*							
FUNDING SOURCES**	2001	2002	2003	2004	2005	2006	Totals
SASF	\$881	\$997	\$987	\$657	\$1,529	\$1,240	\$6,291
REET	\$269	\$307	\$800	\$766	\$1,204	\$1,249	\$4,595
STP	\$3,125	\$1,857	\$4,271	\$2,231	\$5,542	\$7,345	\$24,371
STP—BRM	\$1,620	\$1,796	\$0	\$4,063	\$9,956	\$5,690	\$23,125
Loans	\$0	\$0	\$0	\$900	\$479	\$496	\$1,875
TIA	\$1,839	\$2,110	\$0	\$927	\$5,883	\$5,340	\$16,099
Miscellaneous	\$421	\$853	\$59	\$1,342	\$906	\$516	\$4,097
Revenue Totals	\$8,155	\$7,920	\$6,117	\$10,886	\$25,499	\$21,876	\$80,453
PROJECTS***							
Bridge Improvements	\$2,027	\$2,230	\$0	\$5,078	\$12,010	\$7,810	\$29,155
Arterial Safety Improvements	\$1,099	\$479	\$640	\$1,238	\$2,028	\$2,028	\$7,512
Arterial Congestion Improvements	\$3,260	\$3,970	\$5,307	\$1,500	\$3,350	\$2,200	\$19,587
Arterial Growth Improvements	\$1,545	\$1,027	\$0	\$2,856	\$7,897	\$9,623	\$22,948
Project Costs	\$7,931	\$7,706	\$5,947	\$10,672	\$25,285	\$21,661	\$79,202
Surplus or Deficit	\$224	\$214	\$170	\$214	\$164	\$215	
<p>*Dollars Are In 1000's.</p> <p>** Funding Sources are as follows:  SAS: State Arterial Street Fund  REET: Real Estate Excise Tax  STP: Surface Transportation Funds  STP-BRM: Surface Transportation Project—Bridge Replacement Monies  Loans: Are Public Works Trust Fund Loans  TIA: Transportation Improvement Account  Miscellaneous: Is funding from other agencies or private developers</p> <p>***Projects are defined as follows:  Bridge Improvements include the rehabilitation of existing bridges and the construction of new bridges.  Arterial Safety Improvements are projects that provide safety improvements through signalization, lane widening, turn lanes, etc.  Arterial Congestion Improvements are projects that improve the traffic flow.  Arterial Growth Improvements are projects that improve road capacity that addresses the development of growth.</p>							

## Transportation Funding

This section provides an overview of the funding sources listed in Table TR 22, city's "Transportation Six-Year Financing Plan." These funding sources can be viewed as four main types of funding: local, state, federal, and miscellaneous, as follows:

### Local Funding

- State Arterial Street Fund
- Real Estate Excise Tax

### Federal Funding

- Surface Transportation Funds
- Surface Transportation Project—Bridge Replacement Monies

### State Funding

- Public Works Trust Fund
- Transportation Improvement Account

### Miscellaneous

An important note regarding the funding is that not all funds listed in Table TR 22 are guaranteed. Except for the local funding sources (State Arterial Street Fund and Real Estate Excise Tax), none of the funding categories are guaranteed. Federal and state-funded projects are selected on a competitive basis (with state funding competitive either on a statewide or eastern region basis), so their funding is not 100 percent guaranteed. The revenues shown in Table TR 22 are projected revenues, based on historic levels of funding the city has received.

A description of the funding sources follows. A final type of funding is described at the conclusion: Potential Funding Sources. These are funding sources that, though not currently used by the City of Spokane, are potentially available for funding transportation projects.

## Local Funding Sources

### State Arterial Street Fund (SAS)

The city receives this funding through its share of the state gas tax. Cities receive 2.46 cents per gallon of gasoline collected at the pump. These funds are collected by the state and distributed to cities by prorating by population of the cities. (The amount of funds that cities have received from this fund have tended to decrease in recent years as more cities have been formed in the state.) Of the total received, a portion supports the maintenance of city streets. This portion of the fuel tax is called the Street Maintenance Fund. Street maintenance includes street cleaning, leaf pickup, snow plowing, and street repair (potholes, cracks, patching). The remaining funds are used for arterial street improvements. This is called the Arterial Street Fund.

### Real Estate Excise Tax (REET)

The Real Estate Excise Tax is assessed on sales of real estate. There are two separate funding programs; each assesses real estate sales at a rate of 0.0025 of the sale amount. The first REET fund must be used for infrastructure maintenance and operation. A portion of this fund is used to partially fund the city's street lighting program and the remainder of this fund is used for street maintenance activities. The second REET fund must be used for capital infrastructure projects caused by growth. Growth-related transportation capital improvement projects are eligible for this funding.

## **Federal Funding Sources**

### **Surface Transportation Funds (STP)**

Surface Transportation Funds (STP) in general are the federal funds from TEA-21 that go to transportation-related projects. ISTEA (Intermodal Surface Transportation Act) was federal legislation passed in 1991 that authorized significant additional funding for both planning and construction of transportation facilities, as well as new planning requirements for Metropolitan Planning Organizations. In June of 1998, Congress authorized an upgrade of ISTEA called the Transportation Efficiency Act for the 21st Century (TEA-21). It carries forth the same basic tenants of ISTEA. Besides general STP funds, there are particular segments of STP funds, such as Bridge Replacement Monies (described below) and Enhancement Funds, which are for the improvement of pedestrian and bicycle facilities, scenic easements, historic sites, and the preservation of railroad corridors.

### **Surface Transportation Project—Bridge Replacement Monies (STP-BRM)**

Surface Transportation Project—Bridge Replacement Monies (STP-BRM) are the federal TEA-21 funds set aside for bridge replacement. The State Bridge Replacement Advisory Committee prioritizes projects based on rating condition of bridges. The funding policy is 80 percent of first \$10,000,000 and 50 percent thereafter. Local match is 20 percent of first \$10,000,000 and 50 percent thereafter.

## **State Funding Sources**

### **Public Works Trust Fund (PWTF)**

The Public Works Trust Fund (PWTF) is a program featuring low-interest state loans to eligible local governments. It was established by the legislature in 1985 to provide a dependable, long-term source of funds for the repair and construction of local public works systems. The PWTF is designed around a number of new concepts that distinguish it from existing grant programs. These include an emphasis on local effort as well as project needs in the loan application process, the provision of loans rather than grants, and a solid commitment to increasing local capital planning capacity. The PWTF will make low-interest loans for the repair, replacement, rehabilitation, reconstruction, or improvement of eligible public works systems to meet current standards and to adequately serve the needs of existing population. It is not designed to finance growth-related public works project expenditures. Eligible project categories include street and road, bridge, domestic water, storm sewer, and sanitary sewer system projects located in the public right-of-way. Approved Public Works Trust Fund-assisted projects must be completed within 24 months of the date of approval.

### **Transportation Improvement Account (TIA)**

The source of Transportation Improvement Account (TIA) funds is an increase in the gas tax that was approved by the Legislature in 1990 (3.04 cents from the 23 cents per gallon collected at the pumps). The purpose of this funding account was to address community growth-related projects with matching funds from the state. The non-state matching funds would come from developers, other agencies, transit, or private individuals and groups. The TIA is administered by the Transportation Improvement Board, which distributes TIA funds based upon community need and availability of matching funds.



## **Miscellaneous Funding Sources**

The miscellaneous funding category covers funding from other agencies, special grants, and private developers. Other agency funding usually comes from a partnership between the city and the other agency to jointly fund a project that is beneficial to both. The city occasionally receives grants under special programs from either the state or federal government. The city also receives mitigation fees and other private development funding to fund specific projects. None of these revenue sources are guaranteed.

## **Potential Funding Sources**

### **Transportation Impacts Fees**

A Transportation impact fee program may be enacted by the city to fund the transportation capital needs caused by growth within a specific area. The program will establish the impact areas, the capital program related to growth in each area, and the fee and manner of collection for each transportation impact area. Each new building project in each impact area will be charged a fee for the share of the capital program attributed to the new building.

### **Local Option Gas Tax**

A local option gas tax may be added to the fuel tax within Spokane County to fund street needs. This must be enacted on a countywide basis and required a public vote. Voters have twice turned down requests for a local option gas tax.

### **Councilmanic Bonds**

Councilmanic bonds may be passed by the City Council for street needs. Revenues raised by the city would repay the bonds. A revenue source for the bond repayment would have to be identified.

### **General Obligation Bonds**

General obligation bonds may be passed by a public vote. A special assessment would be added to the property tax within the city to repay the bonds. In the past, individual general obligation bonds have both passed and failed.

### **Transportation Benefit District**

A Transportation benefit district may be created and district obligation bonds passed by a public vote within an identified area within the city. A special assessment would be added to the property tax within the district to repay the bonds. The district is also eligible for state funding through the Transportation Improvement Board. The Liberty Lake area has been the only area in the state to successfully pass a transportation benefit district.

## 18.6 INDIVIDUAL 20-YEAR TRANSPORTATION CIP PROJECTS

The following seven tables list the projects within the seven categories summarized above in the 20-Year Transportation CIP.

TABLE TR 23 BOULEVARD/PARKWAY IMPROVEMENTS							
Project	Street	From	To	Current Patterns	Centers/Corridors	Central City	Estimate (1000s)
28	29th Ave. (1)	Grand Blvd.	Regal St.	No	Yes	No	\$3,400
15	Assembly St., Indian Canyon Dr. and Greenwood Rd.	Deska Dr.	Government Way	Yes	Yes	Yes	\$2,600
24	Fourth Ave. and Howard St.	Wash. St.	Buckeye Ave.	No	No	Yes	\$4,100
16	Government Way and Riverside Ave.	Greenwood Rd.	Hemlock St.	Yes	Yes	Yes	\$3,600
26	Grand Blvd. (1)	29th Ave.	14th Ave.	Yes	Yes	Yes	\$2,300
25	Grand Blvd., Eighth Ave. and Washington St.	14th Ave.	Fourth Ave.	No	Yes	Yes	\$1,800
22	Hamilton St. (2)	Mission Ave.	North Foothills Dr.	No	Yes	No	\$1,600
89	Ide Ave. (realigned) and Bridge Ave. (realigned)	Cedar St.	Lincoln St.	Yes	Yes	Yes	\$600
18	Maxwell Ave. and Mission Ave.	Belt St.	Division St.	No	Yes	Yes	\$3,300
23	Mission Ave. (1)	Upriver Dr.	Greene St.	Yes	Yes	Yes	\$2,500
19	Ohio Ave. and Cedar St.	Nettleton St.	Ide Ave. realigned	Yes	Yes	Yes	\$1,300
29	Regal St. (4)	57th Ave.	29th Ave.	No	Yes	No	\$3,700
27	Riverside Ave.	Monroe St.	Division St.	No	Yes	Yes	\$5,200
90	Riverside Ave. and South River Dr.	Division St.	Denver St.	Yes	Yes	Yes	\$24,000
17	Riverside Ave. (3)	Hemlock St.	Maple St.	No	Yes	Yes	\$1,100
98	Upriver Dr. (1)	Mission Ave.	Havana Ave.	Yes	Yes	Yes	\$2,800
99	Upriver Dr. (2)	Havana St.	Buckeye Ave.	Yes	Yes	Yes	\$1,200
61	Upriver Dr. (3)	Buckeye Ave.	City Limits	Yes	Yes	Yes	\$1,480
21	Wellesley Ave.	Belt St.	Market St.	No	Yes	No	\$8,100
			TOTAL BOULEVARD/PARKWAY IMPROVEMENTS				\$74,680

**TABLE TR 24 CAPACITY IMPROVEMENTS\***

Project	Street	From	To	Current Patterns	Centers/ Corridors	Central City	Estimate (\$1000s)
13	57th Ave.	Hatch Rd.	Palouse Hwy.	No	No	Yes	--
5	Ash St. and Maple St.	Second Ave.	Northwest Blvd.	Yes	Yes	Yes	--
1	Ash-Maple Sts and Country Homes Blvd.	Francis Ave.	Division St.	No	Yes	Yes	--
6	Assembly Rd., Garden Springs Rd., Grandview Rd., 16th Ave., Milton St., 14th Ave., Lindeke St. and Government Way	Thorpe Rd.	Sunset Blvd.	Yes	Yes	Yes	--
3	Buckeye Ave.	Post St.	Ruby St.	Yes	Yes	Yes	--
11	Crestline St. (3)	Illinois Ave.	Euclid Ave.	Yes	Yes	Yes	--
9	Division-Ruby Sts.	Trent Ave.	North Foothills Dr.	Yes	No	No	--
12	Freya St., Freya Way, Greene St., Grace Ave. and Market St.	Sprague Ave.	Euclid Ave.	Yes	Yes	Yes	--
10	Hamilton St. (1)	Trent Ave.	North Foothills Dr.	Yes	Yes	Yes	--
8	Lincoln St. and Post St.	Spokane Falls Blvd.	Buckeye Ave.	Yes	No	No	--
7	Monroe St.	Main Ave.	Northwest Blvd.	Yes	Yes	No	--
4	Northwest Blvd.	Belt St.	Monroe St.	Yes	Yes	Yes	--
2	Post-Wall Sts.	Buckeye Ave.	Francis Ave.	Yes	No	Yes	--
610	LOS Improvements - Scenario Total	Current Patterns	Total Estimate	Yes	No	No	\$41,750
611	LOS Improvements - Scenario Total	Centers and Corridors	Total Estimate	No	Yes	No	\$39.050
612	LOS Improvements - Scenario Total	Central City	Total Estimate	No	No	Yes	\$39.350
				TOTAL CAPACITY IMPROVEMENTS			\$120,150
*THIS TABLE DOES NOT SHOW CAPACITY IMPROVEMENT ESTIMATES FOR THE INDIVIDUAL PROJECTS BUT RATHER BY THE TOTAL PER GROWTH SCENARIO.							

TABLE TR 25 COMPLETE SIDEWALKS							
Project	Street	From	To	Current Patterns	Centers/Corridors	Central City	Estimate (\$1000s)
472	17th Ave.	Latawah St.	Upper Terrace	Yes	Yes	Yes	\$8
474	29th Ave.	High Dr.	Lincoln St.	Yes	Yes	Yes	\$31
475	29th Ave.	Perry St.	Southeast Blvd.	Yes	No	Yes	\$68
476	37th Ave.	Bernard St.	Stone St.	Yes	Yes	Yes	\$234
477	37th Ave.	Regal St.	Freya St.	Yes	Yes	Yes	\$66
471	43rd Ave.	Scott St.	Grand Blvd.	Yes	Yes	Yes	\$25
609	44th Ave.	Altamont St.	Regal St.	Yes	Yes	Yes	\$86
478	57th Ave.	Glenrose Rd.	Willamette St.	Yes	Yes	Yes	\$52
479	63rd Ave.	Helena St.	Regal St.	Yes	Yes	Yes	\$166
604	65th Ave.	Regal St.	Freya St.	Yes	Yes	Yes	\$68
480	A St.	Driscoll Blvd.	Rowan Ave.	Yes	Yes	Yes	\$103
481	Addison St. and Standard St.	Lyons Ave.	Lincoln Rd.	Yes	Yes	Yes	\$91
482	Airport Dr.	SIA Terminal	SR 2/Sunset Blvd	Yes	Yes	Yes	\$1,119
483	Alberta St.	Driscoll Blvd.	Francis Ave.	Yes	Yes	Yes	\$92
484	Alberta St., Cochran St. and Driscoll Blvd.	Northwest Blvd.	Driscoll Blvd.	Yes	Yes	Yes	\$137
551	Arthur St.	Third Ave.	Second Ave.	Yes	Yes	Yes	\$10
487	Ash St. and Maple St.	Boone Ave.	Francis Ave.	Yes	Yes	Yes	\$432
510	Assembly St.	Driscoll Blvd.	Francis Ave.	Yes	Yes	Yes	\$16
490	Augusta Ave. and Belt St.	Pettet Dr.	Northwest Blvd.	Yes	Yes	Yes	\$16
491	Belt St.	Garland Ave.	Francis Ave.	Yes	Yes	Yes	\$100
492	Bernard St.	High Dr.	29th Ave.	Yes	Yes	Yes	\$138
570	Broadway St.	Havana St.	Theirman Rd.	Yes	Yes	Yes	\$154
493	Cascade Way	Wall St.	Division St.	Yes	Yes	Yes	\$99
494	Central Ave.	Wall St.	Addison St.	Yes	Yes	Yes	\$111
495	Cincinnati St.	Little Spokane Dr.	Glencrest Dr.	Yes	Yes	Yes	\$193
496	Clarke Ave., Maple St. and Main Ave.	Elm St.	Monroe St.	Yes	Yes	Yes	\$13
603	Congress Ave.	Freya St.	Havana St.	Yes	Yes	Yes	\$33
497	Country Homes Blvd.	Cedar St.	Division St.	Yes	Yes	Yes	\$232
498	Cowley St.	Rockwood Blvd.	Fifth Ave.	Yes	Yes	Yes	\$27
499	Cozza Dr.	Division St.	Nevada St.	Yes	Yes	Yes	\$173
500	Crestline St.	63rd Ave.	57th Ave.	Yes	Yes	Yes	\$90
501	Crestline St.	44th Ave.	37th Ave.	Yes	Yes	Yes	\$116
502	Deska Dr. and Westcliff Dr.	Assembly St.	West Dr.	Yes	Yes	Yes	\$29
504	Division St.	Francis Ave.	Westview Ave.	Yes	Yes	Yes	\$54
505	Division St.	Westview Dr.	Hawthorne Rd.	Yes	Yes	Yes	\$25
506	Division St.	Regina Dr.	Wandemere Dr.	Yes	Yes	Yes	\$339
509	Driscoll Blvd.	Alberta St.	Assembly St.	Yes	Yes	Yes	\$354
511	Eagle Ridge Blvd.	Moran View Ave.	Latah Valley Arterial (Meadow Lane)	Yes	Yes	Yes	\$42
514	Fancher Rd.	Broadway	Sharp Ave.	Yes	Yes	Yes	\$10
515	Fifth Ave., Freeway Ave. South and Fourth Ave.	Maple St.	Lincoln St.	Yes	Yes	Yes	\$97
457	Fort Wright Dr. and Meenach Bridge	Government Way	Pettet Dr.	Yes	Yes	Yes	\$158

**TABLE TR 25 COMPLETE SIDEWALKS—continued page 2**

Project	Street	From	To	Current Patterns	Centers/Corridors	Central City	Estimate (\$1000s)
458	Francis Ave.	Nine Mile Rd.	Indian Trail Rd.	Yes	Yes	Yes	\$173
459	Francis Ave.	Division St.	Market St.	Yes	Yes	Yes	\$126
460	Freya St.	37th Ave.	13th Ave.	Yes	Yes	Yes	\$152
461	Freya St.	Euclid Ave.	Courtland Ave.	Yes	Yes	Yes	\$25
463	Freya St. and Freya Way	Springfield Ave.	Greene St.	Yes	Yes	Yes	\$28
464	G St.	Northwest Blvd.	Wellesley Ave.	Yes	Yes	Yes	\$182
466	Garland Ave.	Northwest Blvd.	Ash St.	Yes	Yes	Yes	\$183
467	Glencrest Dr.	Wandermere Rd.	End of street	Yes	Yes	Yes	\$236
470	Hartson Ave.	Thor St.	Havana St.	Yes	Yes	Yes	\$145
524	Havana St.	Hartson Ave.	Broadway	Yes	Yes	Yes	\$220
526	Helena St.	63rd Ave.	57th Ave.	Yes	Yes	Yes	\$80
527	Helena St.	Sharpsburg St.	Lincoln Rd.	Yes	Yes	Yes	\$30
528	High Dr.	21st Ave.	Grand Blvd.	Yes	Yes	Yes	\$70
529	Holland Ave.	Division St.	Newport Hwy.	Yes	Yes	Yes	\$26
531	Inland Empire Way	27th Ave.	Seventh Ave.	Yes	Yes	Yes	\$194
553	Liberty Park Pl.	Third Ave.	Madelia St.	Yes	Yes	Yes	\$21
533	Lidgerwood St.	Central Ave.	Lyons Ave.	Yes	Yes	Yes	\$89
534	Lowell Ave.	Pamela St.	Indian Trail Rd.	Yes	Yes	Yes	\$37
535	Lucus Dr.	Flight Dr.	Sunset Highway SR 2	Yes	Yes	Yes	\$30
536	Lyons Ave.	Division St.	Lyons Ave.	Yes	Yes	Yes	\$54
613	Lyons Ave. and Bruce Ave	Nevada St.	Pittsburg St.	Yes	Yes	Yes	\$132
518	Mallon Ave.	Monroe St.	Lincoln St.	Yes	Yes	Yes	\$7
485	Maple St.	Francis Ave.	Country Homes Blvd.	Yes	Yes	Yes	\$32
486	Maple St. Bridge	Maple and Walnut (Second)	Ash and Maple (Dean)	Yes	Yes	Yes	\$239
520	Market St.	Francis Ave.	Lincoln Rd.	Yes	Yes	Yes	\$128
519	Market St., Market Pl., Haven St. and Haven Pl.	Garland Ave.	Francis Ave.	Yes	Yes	Yes	\$297
521	Medical Lake Rd. SR 902	Graig Rd.	Geiger Blvd.	Yes	Yes	Yes	\$493
468	Milton St. and 14th Ave.	16th Ave.	Lindeke St.	Yes	Yes	Yes	\$33
523	Mission Ave.	Sharp Ave.	Railroad Ave.	Yes	Yes	Yes	\$49
522	Mission Ave. and Trent Ave.	Havana St.	Mission Ave. and Trent Ave.	Yes	Yes	Yes	\$29
537	Napa St.	Main Ave.	Trent Ave.	Yes	Yes	Yes	\$24
538	Navaho Ave.	Indian Trail Rd.	Seminole Dr.	Yes	Yes	Yes	\$117
469	Nevada St.	Francis Ave.	Holland Ave.	Yes	Yes	Yes	\$178
539	Newport Hwy.	Holland Ave.	Hawthorne Rd.	Yes	Yes	Yes	\$78
540	Newport Hwy.	Hawthorne Rd.	Shady Slope Rd.	Yes	Yes	Yes	\$543
488	Nine Mile Rd.	Assembly St.	Francis Ave.	Yes	Yes	Yes	\$30
541	Nine Mile Rd.	Francis Ave.	City Limits	Yes	Yes	Yes	\$336
542	Nine Mile Rd.	City Limits	Urban Study Boundary	Yes	Yes	Yes	\$590
544	Northwest Blvd.	Alberta St.	Assembly St.	Yes	Yes	Yes	\$108

TABLE TR 25 COMPLETE SIDEWALKS continued page 3							
Project	Street	From	To	Current Patterns	Centers Corridors	Central City	Estimate (\$1000s)
545	Pacific Park Dr.	Forrest Blvd.	Indian Trail Rd.	Yes	Yes	Yes	\$147
546	Pamela St.	Pacific Park Dr.	Barnes Rd.	Yes	Yes	Yes	\$55
547	Perry St.	57th Ave.	City Limits (53rd)	Yes	Yes	Yes	\$54
548	Perry St.	53rd Ave.	Thurston Ave.	Yes	Yes	Yes	\$143
549	Perry St.	Bridgeport Ave.	Wellesley Ave.	Yes	Yes	Yes	\$93
552	Perry St. and Perry Pl.	Mission Ave.	Illinois Ave.	Yes	Yes	Yes	\$64
554	Pettet Dr.	TJ Meenach Dr.	Mission Ave.	Yes	Yes	Yes	\$70
555	Pittsburg St.	Magnolia St.	Sharpsburg Ave.	Yes	Yes	Yes	\$9
52	Pittsburg St. (1)	Francis Ave.	Bruce Ave.	Yes	Yes	Yes	\$66
556	Post St.	Cora Ave.	Gordon Ave.	Yes	Yes	Yes	\$23
557	Queen Ave.	Wall St.	Division St.	Yes	Yes	Yes	\$66
559	Regal St.	57th Ave.	51st Ave. (extended)	Yes	No	Yes	\$13
561	Rockwood Blvd.	Upper Terrace	Southeast Blvd.	Yes	Yes	Yes	\$276
513	Rosamond Blvd. and 13th Ave.	F St.	Government Way	Yes	Yes	Yes	\$128
562	Rowan Ave.	Assembly St.	Wall St.	Yes	Yes	Yes	\$312
563	Rowan Ave.	Division St.	Crestline St.	Yes	Yes	Yes	\$117
465	Rustle St.	Sunset Blvd.	Deska Dr.	Yes	Yes	Yes	\$24
586	Shawnee Ave.	Sundance Dr.	Weiber Dr.	Yes	Yes	Yes	\$224
525	South Riverton Ave. and Ermina Ave.	Sinto Ave.	Greene St.	Yes	Yes	Yes	\$117
567	Southeast Blvd. and 18th Ave.	Rockwood Blvd	Perry St.	Yes	Yes	Yes	\$75
568	Sprague Way (westbound)	Sprague Ave.	Second Ave.	Yes	Yes	Yes	\$52
516	Springfield Ave.	Fiske St.	Freya St.	Yes	Yes	Yes	\$56
569	Springfield Ave. and Broadway	Freya St.	Havana St.	Yes	Yes	Yes	\$98
577	SR 2	Hayford Rd.	Sunset Blvd	No	Yes	Yes	\$1,037
571	Standard St., Colton Pl. and Colton St.	Lincoln Rd.	Magnesium Rd.	Yes	Yes	Yes	\$133
574	Sundance Dr.	Shawnee Ave.	Iroquois Dr.	Yes	Yes	Yes	\$107
576	Sunset Blvd.	Government Way	Lindeke St.	Yes	Yes	Yes	\$15
579	Thurston Ave.	Perry St.	Regal St.	Yes	Yes	Yes	\$248
581	Warn Way	Country Homes Blvd.	Eastmont Way	Yes	Yes	Yes	\$60
582	Waterworks St.	Trent Ave.	Rutter Ave.	Yes	Yes	Yes	\$77
583	Weipert Dr. and Price Ave.	Country Homes Blvd.	Division St.	Yes	Yes	Yes	\$50
584	Wellesley Ave.	Assembly St.	A St.	Yes	Yes	Yes	\$112
585	Woodridge Dr.	Shawnee Ave.	Bedford Ave.	Yes	Yes	Yes	\$136
				TOTAL COMPLETE SIDEWALKS			\$15,205

TABLE TR 26 NEW ROUTE							
Project	Street	From	To	Current Patterns	Centers Corridors	Central City	Estimate (\$1000s)
140	21st Ave.	Hayford Rd.	C Rd. (New)	Yes	Yes	Yes	\$1,100
592	21st Ave. and Scenic Blvd.	Grandview Rd.	City Limits	Yes	Yes	Yes	\$820
591	29th Ave.	Assembly Rd.	City Limits	Yes	Yes	Yes	\$545
590	34th Ave.	Abbott Rd.	Assembly Rd.	Yes	Yes	Yes	\$513
153	44th Ave. (New)	Abbott Rd.	City Limits	Yes	Yes	Yes	\$3,000
128	51st Ave.	Myrtle St.	Glenrose Rd.	Yes	Yes	Yes	\$231
135	A Rd. (New)	C Rd. (New)	Sunset Hwy. SR 2	Yes	Yes	Yes	\$404
190	Aero Rd. (New)	Westbow Rd.	Thomas Mallen Rd.	Yes	Yes	Yes	\$1,200
32	Barnes Rd. (1)	Nine Mile Rd.	City Limits	Yes	Yes	Yes	\$2,200
33	Barnes Rd. (2)	City Limits	Indian Trail Rd.	Yes	Yes	Yes	\$1,500
34	Barnes Rd. / Strong Rd.	Farmdale Rd.	City Limits	Yes	Yes	Yes	\$1,400
131	C Rd. (New)	Medical Lake Rd. SR 902	Spotted Rd.	Yes	Yes	Yes	\$6,000
113	Carnahan Rd. (New alignment)	Glenrose Rd.	Eighth Ave.	Yes	Yes	Yes	\$5,000
42	Cascade Way	Quamish Dr.	Austin Rd.	Yes	Yes	Yes	\$320
165	D Rd. (New; alt Hayford)	Medical Lake Rd. SR 902	Thorpe Rd.	Yes	Yes	Yes	\$2,400
50	Dakota St. and Jay Ave. (Extended)	Holland Ave.	Nevada St.	Yes	Yes	Yes	\$610
162	Eagle Ridge Blvd.	Cedar Rd.	Moran View Ave.	Yes	Yes	Yes	\$900
189	F Rd. (New)	Hayford Rd.	Aero Rd.	Yes	Yes	Yes	\$647
133	Flint Rd. or B Rd. (New)	Airport Dr.	Flint Rd.	Yes	Yes	Yes	\$1,100
191	G Rd. (New)	Aero Rd.	Hallett Rd.	Yes	Yes	Yes	\$474
180	H Rd. (New) and Thorpe Rd.	Hallet Rd.	Grove Rd.	Yes	Yes	Yes	\$9,100
194	Havana St. (2)	37th Ave.	29th Ave.	Yes	Yes	Yes	\$1,100
195	Havana St. (3)	25th Ave.	22nd Ave.	Yes	Yes	Yes	\$1,200
51	Helena St., Weile Ave. and Pittsburg St	Sharpsburg Ave.	Magnolia St.	Yes	Yes	Yes	\$620
172	L Rd. (New) and Westbow Rd.	Hayford Rd.	End of existing Westbow	Yes	Yes	Yes	\$2,750
160	Latah Valley Arterial and MeadowLane Rd.	Hatch Rd.	Qualchan Dr.	Yes	Yes	Yes	\$2,400
154	Latah Valley Arterial, Inland Empire Hwy., Marshal Rd. and 14th Ave.	Cheney-Spokane Rd.	13th Ave.	Yes	Yes	Yes	\$7,100
159	Lincoln Way	Anton Ct.	Eagle Ridge Blvd.	Yes	Yes	Yes	\$1,200
132	Lucas Rd.	C Rd. (New)	Flight Dr.	Yes	Yes	Yes	\$429
178	M Rd. (New)	End of road	Electric Blvd.	Yes	Yes	Yes	\$7,500
589	N Rd. (New)	Thorpe Rd.	Abbott Rd.	Yes	Yes	Yes	\$857
88	Nettleton St.	Ohio Ave.	Bridge Ave.	Yes	Yes	Yes	\$206
63	Northwest Five Mile (New route)	Strong Rd.	North Five Mile Rd.	Yes	No	No	\$1,600
53	Pittsburg St. (1)	Bruce Ave.	Weile Ave.	Yes	Yes	Yes	\$227
43	Quamish Dr and Alberta St.	Five Mile Rd.	Cascade Way	Yes	Yes	Yes	\$433
125	Ray St. Crossover	Freya St.	Ray St.	Yes	Yes	Yes	\$2,400

TABLE TR 26 NEW ROUTE continued page 2							
Project	Street	From	To	Current Patterns	Centers Corridors	Central City	Estimate (\$1000s)
168	Soda Rd. (1)	Urban Study Boundary	Westbow Blvd.	Yes	Yes	Yes	\$1,700
169	Soda Rd. (2)	Geiger Blvd.	Electric Blvd.	Yes	Yes	Yes	\$330
107	Springfield Ave.	Trent Ave.	Ralph St.	Yes	Yes	Yes	\$10,900
58	St. Thomas More Way	Nevada St.	Crestline St.	Yes	Yes	Yes	\$825
39	Sundance Dr.	Barnes Rd.	150' s/o Shawnee Dr.	Yes	Yes	Yes	\$332
593	Trainor Rd.	City Limits - 44th (New)	Thorpe Rd.	Yes	Yes	Yes	\$693
62	West Ridge Five Mile (New route)	Lincoln Rd.	Strong Rd.	Yes	No	No	\$544
				TOTAL NEW ROUTES			\$84,810

TABLE TR 27 NEW SHARED PATHWAY							
Project	Street	From	To	Current Patterns	Centers Corridors	Central City	Estimate (\$1000s)
594	Ben Burr Shared-Use Pathway	South River Dr.	Ray St.	Yes	Yes	Yes	\$595
619	Downtown - SR 90 Pathway	Cedar St.	Jefferson St.	Yes	Yes	Yes	\$65
595	Fish Lake Shared-Use Pathway	End of existing improvements	Government Way and Sunset Blvd.	Yes	Yes	Yes	\$834
614	Millwood Shared-Use Pathway	Greene St.	City Limits	No	No	No	\$912
				TOTAL NEW SHARED PATHWAYS			\$2,406



TABLE TR 28 RECONSTRUCT TO URBAN STANDARD							
Project	Street	From	To	Current Patterns	Centers Corridors	Central City	Estimate (\$1000s)
115	29th Ave. (2)	Havana St.	Urban Study Boundary	Yes	Yes	Yes	\$420
116	37th Ave. (1)	Stone St.	Regal St.	Yes	Yes	Yes	\$616
117	37th Ave. (2)	Freya St.	City Limits	Yes	Yes	Yes	\$1,100
608	44th Ave.	Crestline St.	Altamont St.	Yes	Yes	Yes	\$236
118	49th Ave.	Perry St.	Crestline St.	Yes	Yes	Yes	\$610
181	53rd Ave.	Spotted Rd.	Cheatham Rd.	Yes	Yes	Yes	\$462
127	57th Ave. and Glenrose Rd.	Palouse Hwy.	Urban Study Boundary	Yes	Yes	Yes	\$2,600
188	57th Ave., Hatch Rd. and Scott St.	Perry St.	43rd Ave.	Yes	Yes	Yes	\$1,800
144	Abbott Rd.	44th Ave. (New)	Abbott Rd.	Yes	Yes	Yes	\$404
152	Assembly Rd.	44th Ave. (New)	Garden Springs Rd.	Yes	Yes	Yes	\$1,600
145	Assembly St.	Sunset Blvd.	Deska Dr.	Yes	Yes	Yes	\$1,900
41	Austin Rd.	600' north of Five Mile Rd.	Strong Rd.	Yes	Yes	Yes	\$1,500
607	Boone Ave.	Helena St.	Madelia St.	Yes	Yes	Yes	\$40
615	Bruce Ave.	Pittsburg Ave.	Nevada St.	Yes	Yes	Yes	\$305
112	Carnahan Rd.	Glenrose Rd.	Eighth Ave.	Yes	Yes	Yes	\$1,600
44	Cedar Rd. and Strong Rd.	Country Homes Blvd.	Cedar Rd. and Strong Rd.	Yes	Yes	Yes	\$2,200
158	Cedar Rd. (1)	City Limits	Cheney-Spokane Rd.	Yes	Yes	Yes	\$1,500
45	Cedar Rd. (3)	Strong Rd.	Johannson Rd.	Yes	Yes	Yes	\$552
157	Cheney-Spokane Rd.	City Limits	SR 195	Yes	Yes	Yes	\$2,400
87	Clarke Ave.	Riverside Ave.	Elm St.	Yes	Yes	Yes	\$1,300
130	Craig Rd.	Medical Lake Rd. SR 902	McFarlane Rd.	Yes	Yes	Yes	\$3,000
119	Crestline St. (1)	57th Ave.	53rd Ave.	Yes	Yes	Yes	\$305
120	Crestline St. (2)	53rd Ave.	44th Ave.	Yes	Yes	Yes	\$725
56	Crestline St. (4)	Francis Ave.	Magnesium Rd.	Yes	Yes	Yes	\$2,600
72	Dartford Rd.	Little Spokane Dr.	Wandermere Dr.	Yes	Yes	Yes	\$144
111	Eighth Ave.	Havana St.	Carnahan Rd.	Yes	Yes	Yes	\$807
177	Electric Blvd. and 53rd Ave.	Hayford Rd.	Geiger Blvd.	Yes	Yes	Yes	\$2,900
147	F St.	Sunset Blvd.	Rosamond Ave.	Yes	Yes	Yes	\$116
104	Fancher Way	Trent Ave.	Rutter Ave.	Yes	Yes	Yes	\$512
76	Farwell Rd.	Newport Hwy.	Urban Study Boundary	Yes	Yes	Yes	\$2,400
40	Five Mile Rd.	Austin Rd.	Strong Rd.	Yes	Yes	Yes	\$4,800
134	Flint Rd.	Sunset Hwy. SR 2	Urban Study Boundary	Yes	Yes	Yes	\$231
60	Frederick Ave. (2)	Havana St.	Upriver Dr.	Yes	Yes	Yes	\$1,100
597	Freya St.	49th Ave.	Ray St. Crossover	Yes	Yes	Yes	\$918
598	Freya St.	Courtland Ave.	Francis Ave.	Yes	Yes	Yes	\$3,465
126	Freya St. (1)	65th Ave.	Palouse Hwy.	Yes	Yes	Yes	\$841
85	Freya St. (2)	Francis Ave.	Market St.	Yes	Yes	Yes	\$2,100
588	Garden Springs Rd.	Geiger Blvd.	Lawton Rd.	Yes	Yes	Yes	\$871

**TABLE TR 28 RECONSTRUCT TO URBAN STANDARD continued page 2**

Project	Street	From	To	Current Patterns	Centers Corridors	Central City	Estimate (\$1000s)
186	Garden Springs Rd. (1)	Abbott Rd.	City Limits	Yes	Yes	Yes	\$670
187	Garden Springs Rd. (2)	City Limits	SR 90 off ramp	Yes	Yes	Yes	\$289
142	Geiger Blvd.	Medical Lake Rd. SR 902	Sunset Blvd.	Yes	Yes	Yes	\$8,800
114	Glenrose Rd. and Havana-Yale Rd.	Carnahan Rd.	12th Ave.	Yes	Yes	Yes	\$1,200
148	Grandview Rd. and 16th Ave.	Garden Springs Rd.	Milton St.	Yes	Yes	Yes	\$1,200
137	Grove Rd. (1)	Urban Study Boundary	Geiger Blvd.	Yes	Yes	Yes	\$1,900
138	Grove Rd. (2)	Sunset Hwy. 2	Urban Study Boundary	Yes	Yes	Yes	\$231
182	Hallett Rd.	H Rd. (New)	Spotted Rd.	Yes	Yes	Yes	\$1,800
163	Hatch Rd. (1)	SR 195	57th Ave.	Yes	Yes	Yes	\$1,800
73	Hatch Rd. (2)	Wandemere Dr.	Urban Study Boundary	Yes	Yes	Yes	\$1,500
617	Havana St.	Broadway	Mission Ave.	Yes	Yes	Yes	\$730
193	Havana St. (1)	Glenrose Rd.	37th Ave.	Yes	Yes	Yes	\$1,300
101	Havana St. (4)	Upriver Dr.	Frederick Ave.	Yes	Yes	Yes	\$660
82	Hawthorne Rd.	Nevada St.	Market St.	Yes	Yes	Yes	\$2,700
170	Hayford Rd. (1)	Melville Rd.	Westbow Rd.	Yes	Yes	Yes	\$924
129	Hayford Rd. (2)	Geiger Blvd.	Urban Study Boundary	Yes	Yes	Yes	\$5,800
69	Holland Ave.	Wall St.	Division St.	Yes	Yes	Yes	\$578
36	Indian Trail Rd. (2)	Ridgecrest Dr.	City Limits	Yes	Yes	Yes	\$755
155	Inland Empire Way	SR 195	27th Ave.	Yes	Yes	Yes	\$575
65	Johannsen Rd.	North Five Mile Rd.	Cedar Rd.	Yes	No	No	\$1,100
143	Lawton Rd.	Geiger Blvd.	Abbott Rd.	Yes	Yes	Yes	\$739
605	Lincoln Rd.	End of road	Five Mile Rd.	Yes	Yes	Yes	\$706
55	Lincoln Rd. (1)	Nevada St.	Crestline St.	Yes	Yes	Yes	\$920
84	Lincoln Rd. (2)	Crestline St.	Market St.	Yes	Yes	Yes	\$1,000
71	Little Spokane Dr.	Dartford Rd.	Urban Study Boundary	Yes	Yes	Yes	\$1,900
54	Magnesium Rd. (1)	Nevada St.	Crestline St.	Yes	Yes	Yes	\$1,200
83	Magnesium Rd. (2)	Crestline St.	Market St.	Yes	Yes	Yes	\$716
77	Market St.	Lincoln Rd.	Farwell Rd.	Yes	Yes	Yes	\$7,000
618	Marshal Rd.	City Limits	Latah Valley Arterial	Yes	Yes	Yes	\$1,660
599	McFarlane Rd.	Hayford Rd.	Airport Dr. (eastbound)	Yes	Yes	Yes	\$1,370
171	Medical Lake Rd. and Aero Rd.	Westbow Rd.	Geiger Blvd.	Yes	Yes	Yes	\$606
602	Melville Rd.	Hayford Rd.	Thomas Mallen Rd.	Yes	Yes	Yes	\$1,887
74	Midway Rd.	Hatch Rd.	Urban Study Boundary	Yes	Yes	Yes	\$610
109	Mission Ave. (3)	Railroad Ave.	Urban Study Boundary	Yes	Yes	Yes	\$598
81	Nevada St.	Hawthorne Rd.	Newport Hwy.	Yes	Yes	Yes	\$400
64	North Five Mile Rd. (1)	Strong Rd.	Toni Rae Dr.	Yes	No	No	\$2,700
66	North Five Mile Rd. (2)	Toni Rae Dr.	Waikiki Rd.	Yes	Yes	Yes	\$1,200
124	Palouse Hwy.	Freya St.	City Limits	Yes	Yes	Yes	\$432

**TABLE TR 28 RECONSTRUCT TO URBAN STANDARD continued page 3**

Project	Street	From	To	Current Patterns	Centers Corridors	Central City	Estimate (\$1000s)
596	Palouse Hwy.	City Limits	Regal St.	Yes	Yes	Yes	\$302
123	Palouse Hwy. and Freya St.	61st Ave.	49th Ave.	Yes	Yes	Yes	\$1,300
79	Parksmith Rd.	Hawthorne Rd.	Urban Study Boundary	Yes	Yes	Yes	\$1,300
80	Peone Rd.	Market St.	Urban Study Boundary	Yes	Yes	Yes	\$264
161	Qualchan Dr.	Cheney-Spokane Rd.	Latah Creek Arterial	Yes	Yes	Yes	\$680
103	Ralph St. and Greene St.	Trent Ave.	Sharp Ave.	Yes	Yes	Yes	\$347
121	Regal St. (1)	65th Ave.	57th Ave.	Yes	Yes	Yes	\$813
122	Regal St. (2)	51st Ave.	City Limits	Yes	No	Yes	\$203
196	Regal St. (3)	City Limits	Palouse Hwy.	Yes	No	Yes	\$151
102	Rutter Ave.	Waterworks	City Limits	Yes	Yes	Yes	\$1,700
31	Seven Mile Rd.	Spokane River	Nine Mile Rd.	Yes	Yes	Yes	\$1,000
75	Shady Slope Rd.	Newport Hwy.	Urban Study Boundary	Yes	Yes	Yes	\$340
174	Spotted Rd. (1)	Hallet Rd.	Westbow Blvd.	Yes	Yes	Yes	\$1,400
136	Spotted Rd. (2)	Airport Dr.	Sunset Hwy. SR 2	Yes	Yes	Yes	\$638
600	Strong Rd.	City Limits	Five Mile Rd.	Yes	No	No	\$1,486
37	Strong Rd. (1)	Indian Tr. Rd	City Limits	Yes	Yes	Yes	\$532
38	Strong Rd. (2)	Five Mile Rd.	Cedar Rd.	Yes	Yes	Yes	\$1,700
141	Sunset Blvd. (1)	SR 2	Assembly St.	Yes	Yes	Yes	\$2,300
192	Sunset Blvd. (2)	Assembly St.	F St.	Yes	Yes	Yes	\$1,700
110	Theirman Rd.	Broadway	Mission Ave.	Yes	Yes	Yes	\$647
166	Thomas Mallen Rd. (1)	Melville Rd.	Westbow Blvd.	Yes	Yes	Yes	\$2,400
167	Thomas Mallen Rd. (2)	Geiger Blvd.	Electric Blvd.	Yes	Yes	Yes	\$545
139	Thorpe Rd.	Graig Rd.	Hayford Rd.	Yes	Yes	Yes	\$2,500
151	Thorpe Rd. and 23rd Ave.	SR 195	Inland Empire Way	Yes	Yes	Yes	\$277
149	Thorpe Rd. (1)	Grove Rd.	City Limits	Yes	Yes	Yes	\$745
150	Thorpe Rd. (2)	City Limits	SR 195	Yes	Yes	Yes	\$3,100
105	Trent Ave. (1)	Mission Ave.	Fancher Way	Yes	Yes	Yes	\$2,300
106	Trent Ave. (2)	Fancher Way	Urban Study Boundary	Yes	Yes	Yes	\$1,200
606	Upper Terrace	17th Ave.	Rockwood	Yes	Yes	Yes	\$175
70	Wandermere Rd.	SR 395	Hatch Rd.	Yes	Yes	Yes	\$2,800
616	Wellesley Ave. and Valley Springs Rd.	Market St.	City Limits	Yes	Yes	Yes	\$2,150
146	West Dr. & Rosamond Ave.	Westcliff Pl.	F St.	Yes	Yes	Yes	\$855
179	Westbow Blvd. and Thorpe Rd.	Thomas Mellen Rd.	H Rd. (New)	Yes	Yes	Yes	\$2,400
173	Westbow Rd. and Hallet Rd.	End of existing Westbow Rd.	H Rd. (New)	Yes	Yes	Yes	\$1,000
68	Whitworth Dr.	Wall St.	Division St.	Yes	Yes	Yes	\$1,800
67	Waikiki Dr.	Urban Study Boundary	Mill Rd.	Yes	Yes	Yes	\$2,700
108	Yardley St. and Sharp	Broadway	Fancher Rd.	Yes	Yes	Yes	\$855
				<b>TOTAL RECONSTRUCT TO URBAN STANDARD</b>			<b>\$151,595</b>

TABLE TR 29 WIDEN TO MEET STANDARDS							
Project	Street	From	To	Current Patterns	Centers Corridors	Central City	Estimate (\$1000s)
587	14th Ave.	Cedar St.	Grand Blvd.	Yes	Yes	Yes	\$680
183	Cedar St. and Walnut Pl.	14th Ave.	Tenth Ave.	Yes	Yes	Yes	\$280
47	Country Homes Blvd. (1)	Ash/Maple St.	Cedar Rd.	Yes	Yes	Yes	\$68
48	Country Homes Blvd. (2)	Cedar Rd.	Excell Dr.	Yes	Yes	Yes	\$200
156	Fourth Ave.	McClellan St.	Cowley St.	Yes	Yes	Yes	\$572
59	Frederick Ave. (1)	Freya St.	Havana St.	Yes	Yes	Yes	\$832
185	High Dr.	29th Ave.	Lamonte St.	Yes	Yes	Yes	\$645
35	Indian Trail Rd. (1)	Francis Ave.	Kathleen Ave.	Yes	Yes	Yes	\$345
46	Maple St.	Francis Ave.	Country Homes Blvd.	Yes	Yes	Yes	\$108
93	North Foothills Dr. and Euclid Ave.	Division St.	Market St.	Yes	Yes	Yes	\$1,800
601	Regal St.	Palouse Hwy.	44th Ave.	Yes	No	Yes	\$387
575	Sunset Blvd.	F St.	Government Way	Yes	Yes	Yes	\$1,307
95	Trent Ave.	Pittsburg St.	Regal St.	Yes	Yes	Yes	\$1,200
				TOTAL WIDEN TO MEET STANDARDS			\$7,852
				GRAND TOTAL (OF ALL SEVEN CATEGORIES)			\$490,837

## 18.7 MAPS

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- TR 1 Proposed Regional Pedestrian Network
- TR 2 Proposed Regional Bikeway Network
- TR 3 Proposed Arterial Network
- TR 4 Current Patterns: Proposed Boulevards and Parkways and Area Classification
- TR 5 Focused Growth, Centers and Corridors: Proposed Boulevards and Parkways and Area Classifications
- TR 6 Focused Growth, Central City: Proposed Boulevards and Parkways and Area Classifications
- TR 7 Regional Freight and Goods, Airports, and Railroads
- TR 8 Bikeway Network as Shown in Existing Plans
- TR 9 Changes to Bikeway Network
- TR 10 Arterial Network as Shown in Existing City Plans
- TR 11 Changes to Arterial Network

# Proposed Regional Pedestrian Network

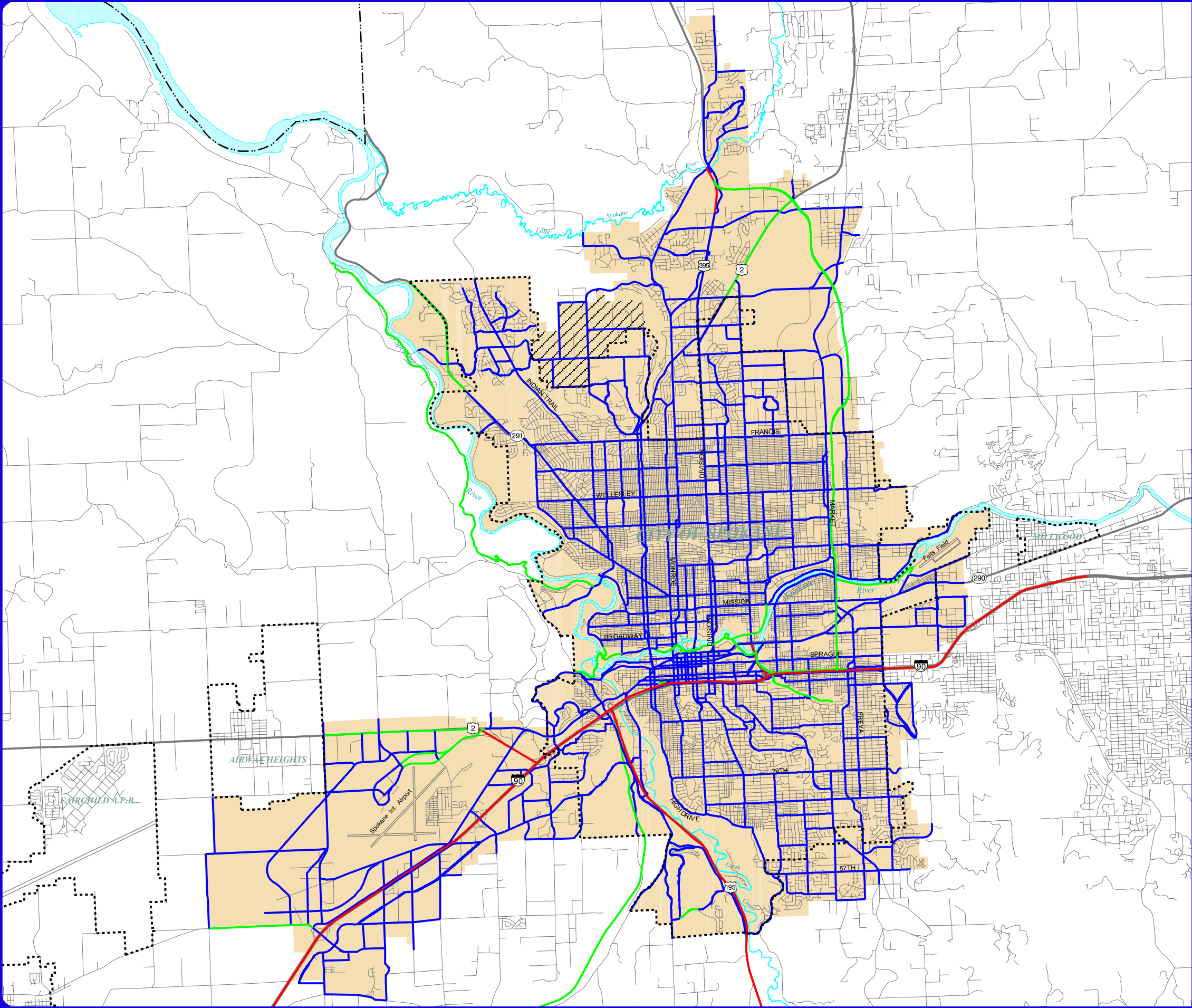
Map TR 1

## Legend

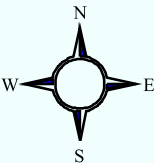
- Shared Use Pathway
- Sidewalk
- Pedestrians Prohibited
- Land Area Difference Between Alternatives
- Draft Urban Growth Area

## Base Information

- |                 |                    |
|-----------------|--------------------|
| City Limits     | Regional Streets   |
| County Boundary | Interstate Highway |
| Highways        | Rivers             |



Source: GIS  
Date: 04/24/2000



**THIS IS NOT A LEGAL DOCUMENT:**  
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# Proposed Regional Bikeway Network

Map TR 2

## Legend

- Shared Use Pathway
- Bicycle Lane
- Paved Shoulder
- Shared Use Lane
- Residential Bikeway
- No Bikeway Requirement
- Bicycles Prohibited
- Land Area Difference Between Alternatives
- Draft Urban Growth Area

## Base Information

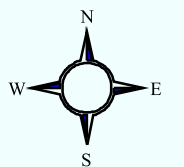
- |                 |                    |
|-----------------|--------------------|
| City Limits     | Regional Streets   |
| County Boundary | Interstate Highway |
| Highways        | Rivers             |

\* Please consult the Boulevards & Parkways maps for additional bicycle facilities.

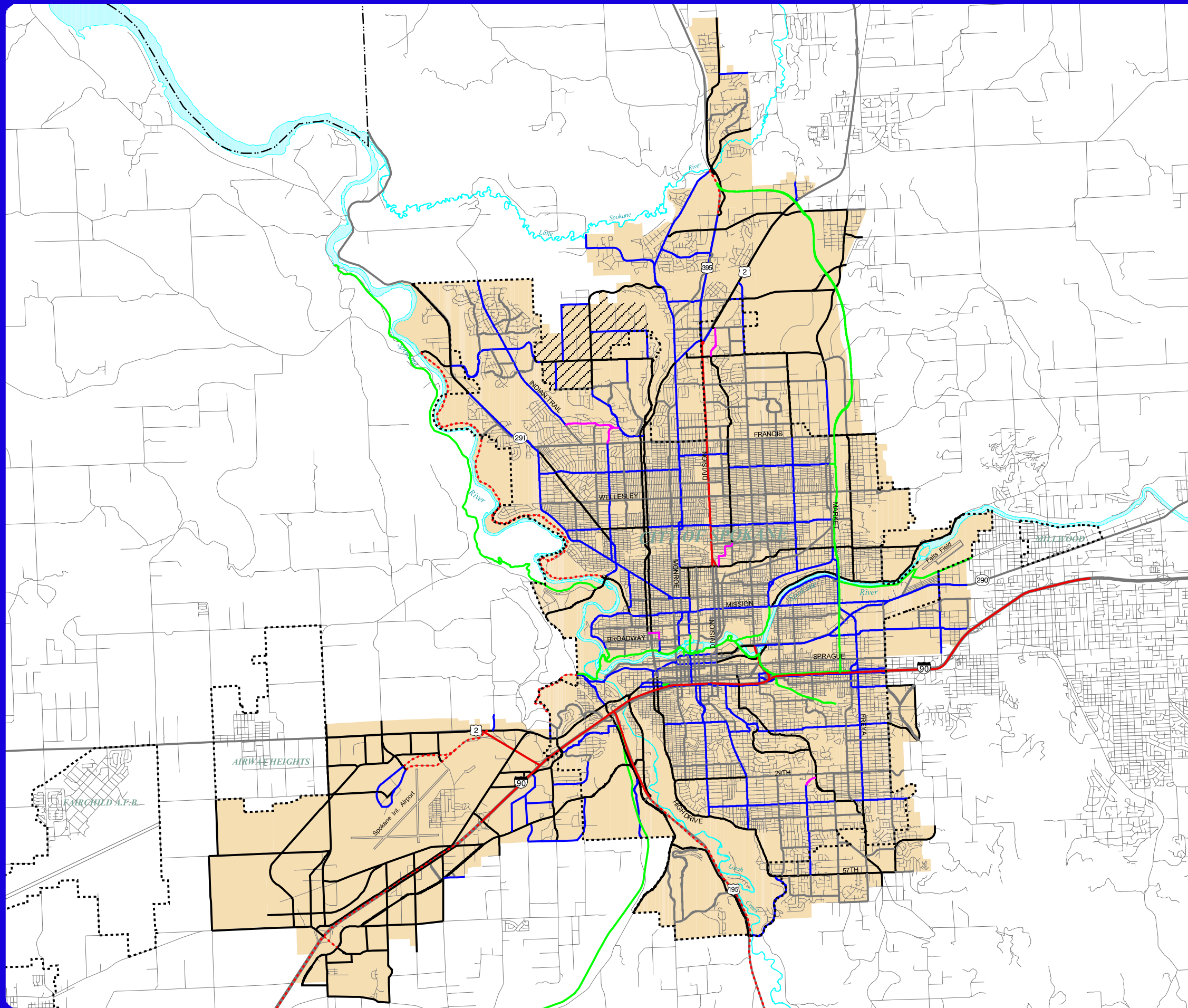
1 0 1 2 Miles

Source: GIS

Date: 04/24/2000



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Proposed Arterial Network

Map TR 3

Legend

Arterial Classifications

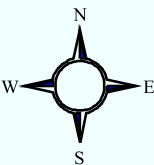
- Neighborhood Collector
- Minor
- Principal
- Principal - Controlled Access High Capacity
- Principal - State Route
- Land Area Difference Between Alternatives
- Draft Urban Growth Area
- Full Movement Interchange
- Partial Movement Interchange

Base Information

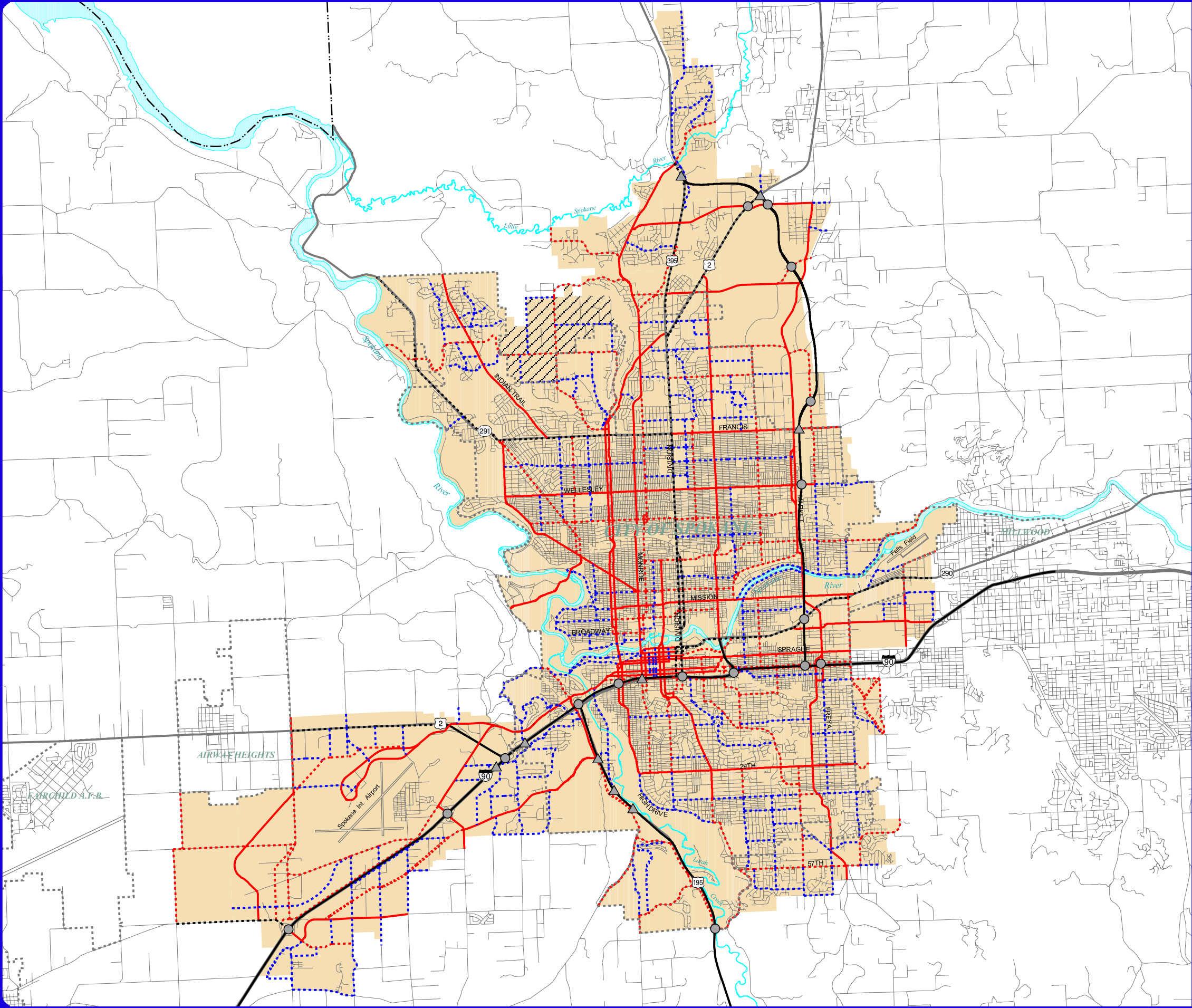
- City Limits
- County Boundary
- Highways
- Regional Streets
- Interstate Highway
- Rivers



Source: GIS  
Date: 04/24/2000



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**Current Patterns:  
Proposed  
Boulevards and Parkways  
and Area Classifications**

Map TR 4

**Legend**

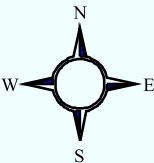
- Boulevards
- Parkways
- Arterials
- Downtown Boundary
- Non-Urbanized Ares
- Draft Urban Growth Area

**Base Information**

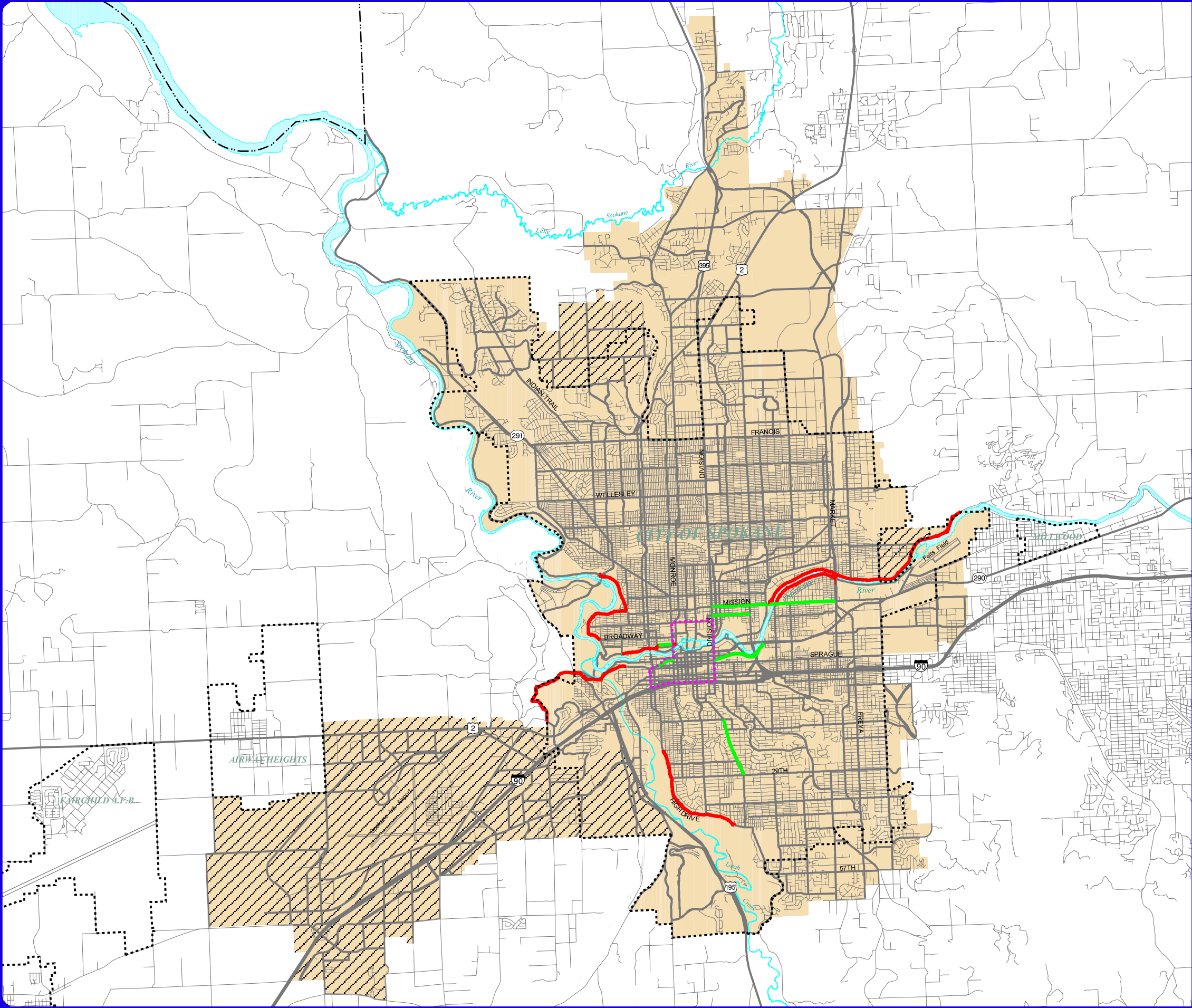
- City Limits
- County Boundary
- Highways
- Regional Streets
- Interstate Highway
- Rivers



Source: GIS  
Date: 04/24/2000



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**Focused Growth,  
Centers & Corridors:  
Proposed  
Boulevards and Parkways  
and Area Classifications**

Map TR 5

**Legend**

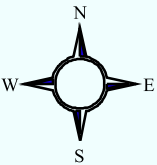
- Boulevards
- Parkways
- Arterials
- Downtown Boundary
- Neighborhood Center
- Employment Center
- District Center or Corridor
- Non-Urbanized Areas
- Draft Urban Growth Area

**Base Information**

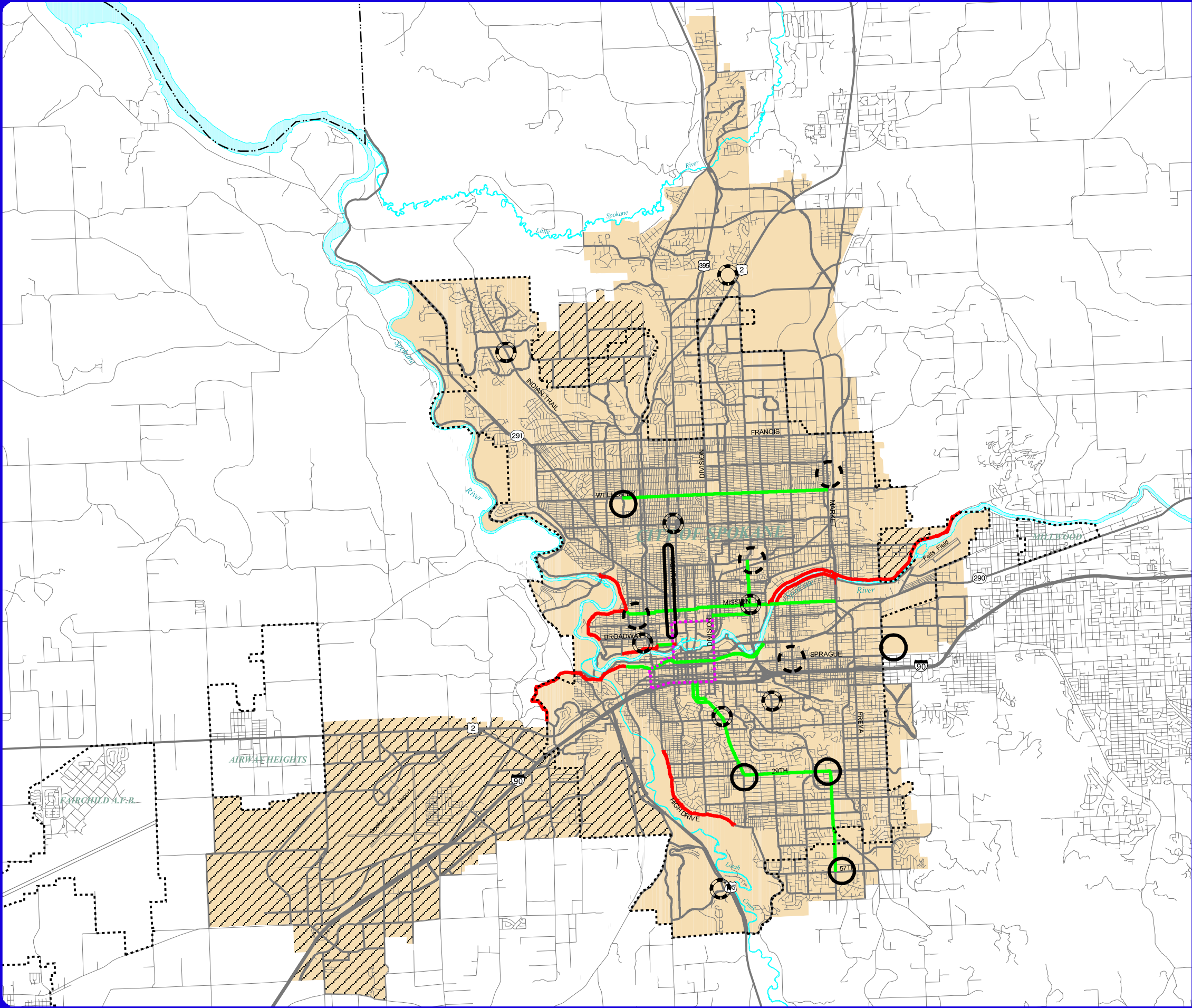
- City Limits
- County Boundary
- Highways
- Regional Streets
- Interstate Highway
- Rivers



Source: GIS  
Date: 04/24/2000



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**Focused Growth,  
Central City:  
Proposed  
Boulevards and Parkways  
and Area Classifications**

Map TR 6

**Legend**

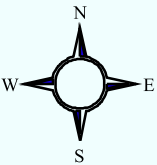
- Boulevards
- Parkways
- Arterials
- Downtown Boundary
- Central City Boundary
- Non-Urbanized Areas
- Draft Urban Growth Area

**Base Information**

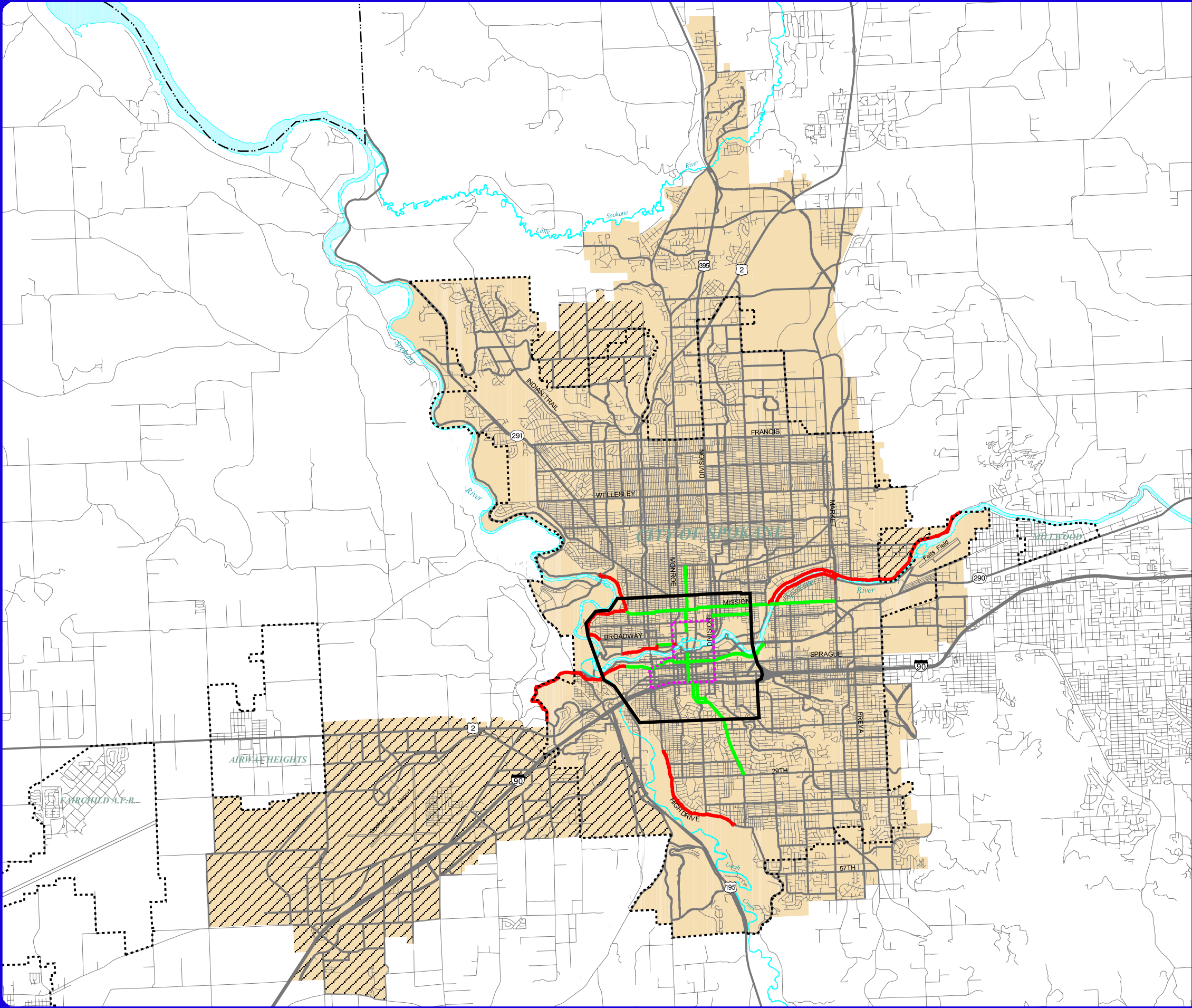
- City Limits
- County Boundary
- Highways
- Regional Streets
- Interstate Highway
- Rivers



Source: GIS  
Date: 04/24/2000



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Regional Freight and Goods, Airports, and Rail Roads

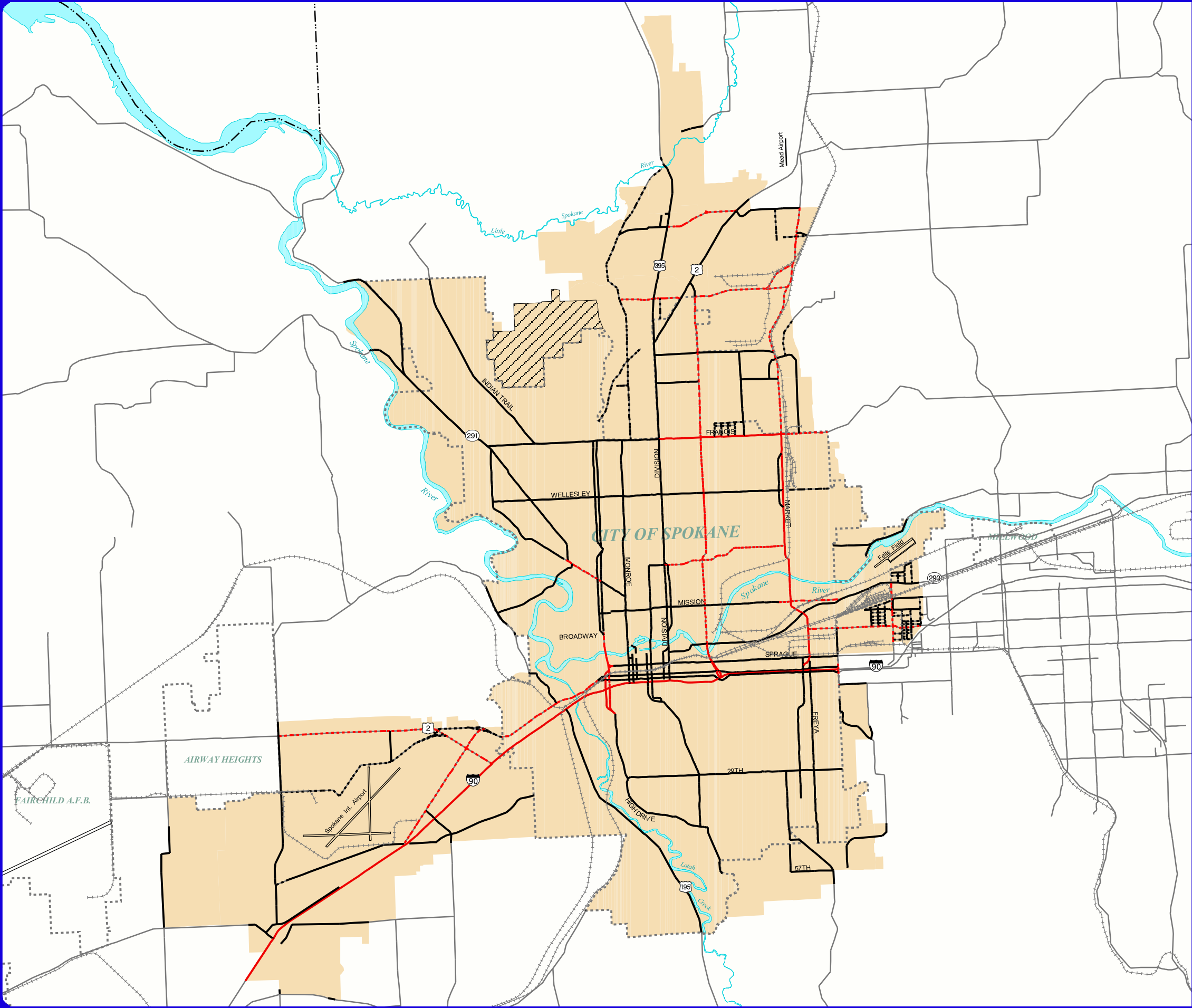
Map TR 7

Legend

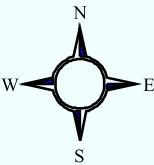
- T-1. Over 10 million gross tons annually
- T-2. 4 to 10 million gross tons annually
- T-3. 300,000 to 4 million gross tons annually
- T-4. 100,00 to 300,000 gross tons annually
- Rail Roads
- Airports
- Regional Arterials

Base Information

- City Limits
- County Boundary
- Shorelines
- Rivers



Source: GIS  
Date: 04/24/2000



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**Bikeway Network  
as Shown in Existing Plans**

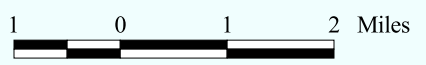
Map TR 8

**Legend**

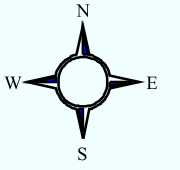
- Shared Use Pathway
- Bicycle Lane
- Paved Shoulder
- Shared Use Lane
- No Bicycle Requirement
- Bicycles Prohibited
- Land Area Difference Between Alternatives
- Draft Urban Growth Area

**Base Information**

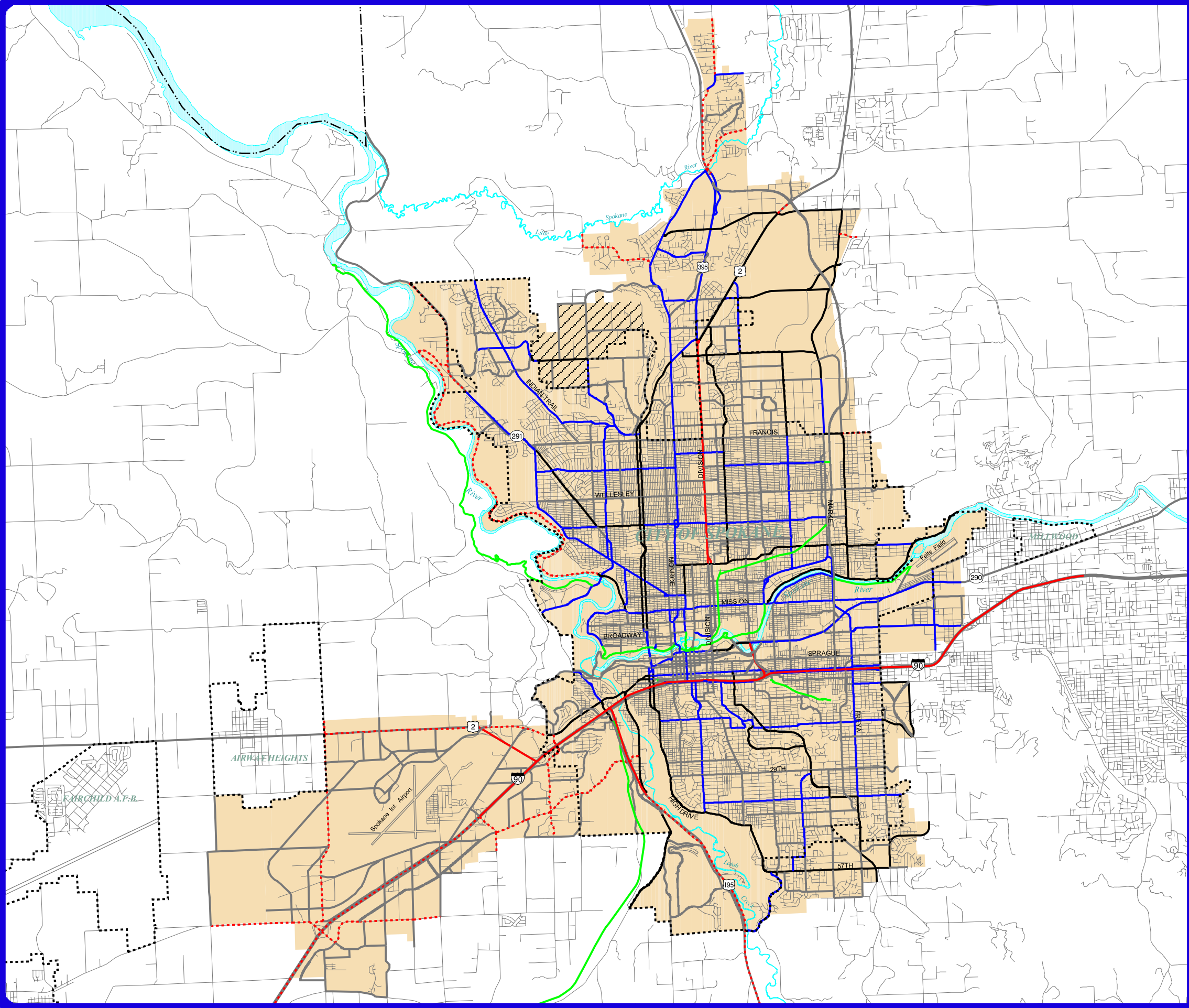
- City Limits
- County Boundary
- Highways
- Regional Streets
- Interstate Highway
- Rivers



Source: GIS  
Date: 04/24/2000



**THIS IS NOT A LEGAL DOCUMENT:**  
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Changes to Bikeway Network  
(the Network as Shown in Existing Plans)

Map TR 9

Legend

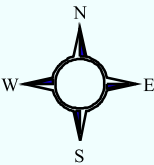
- Add
- Down Class
- Drop
- No Change
- Up Class
- Land Area Difference Between Alternatives
- Draft Urban Growth Area

Base Information

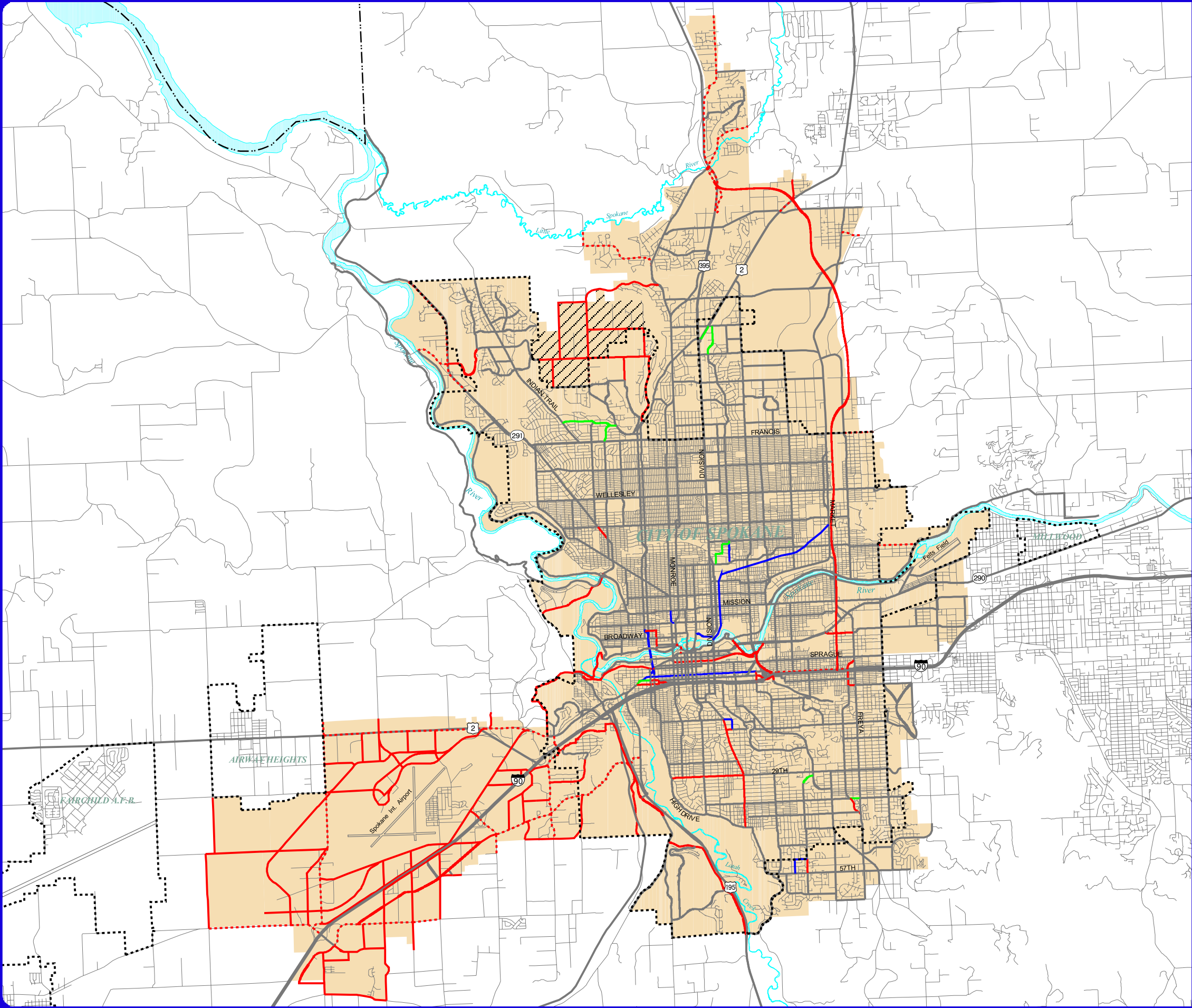
- City Limits
- County Boundary
- Highways
- Regional Streets
- Interstate Highway
- Rivers



Source: GIS  
Date: 04/24/2000



THIS IS NOT A LEGAL DOCUMENT:  
The information shown on this map is compiled from various sources and is subject to constant revision. Information shown on this map should not be used to determine the location of facilities in relationship to property lines, section lines, streets, etc.





# Arterial Network as Shown in Existing City Plans

Map TR 10

## Legend

### Arterial Classifications

- Neighborhood Collector
- Minor
- Principal
- Principal - Controlled Access High Capacity
- Principal - State Route
- Land Area Difference Between Alternatives
- Draft Urban Growth Area
- Full Movement Interchange
- ▲ Partial Movement Interchange

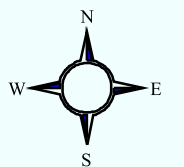
### Base Information

- City Limits
- County Boundary
- Highways
- Regional Streets
- Rivers

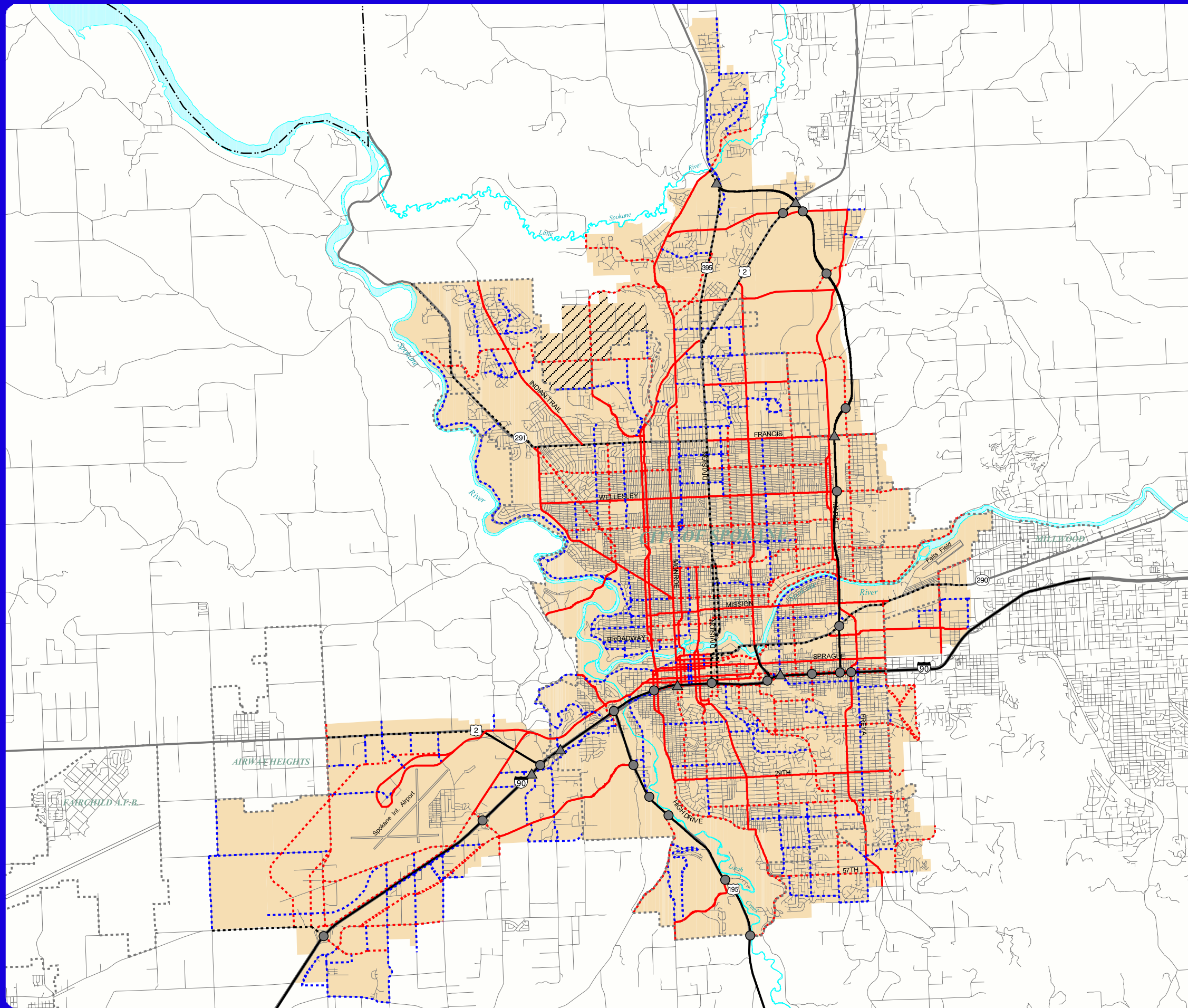
1 0 1 2 Miles

Source: GIS

Date: 04/24/2000



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**Changes to  
Arterial Network**  
(the Network as Shown in Existing Plans)

Map TR 11

**Legend**

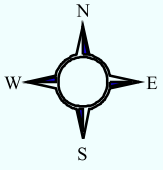
- No Change
- Add
- Drop
- Up Class
- Down Class
- Land Area Difference Between Alternatives
- Draft Urban Growth Area

*Base Information*

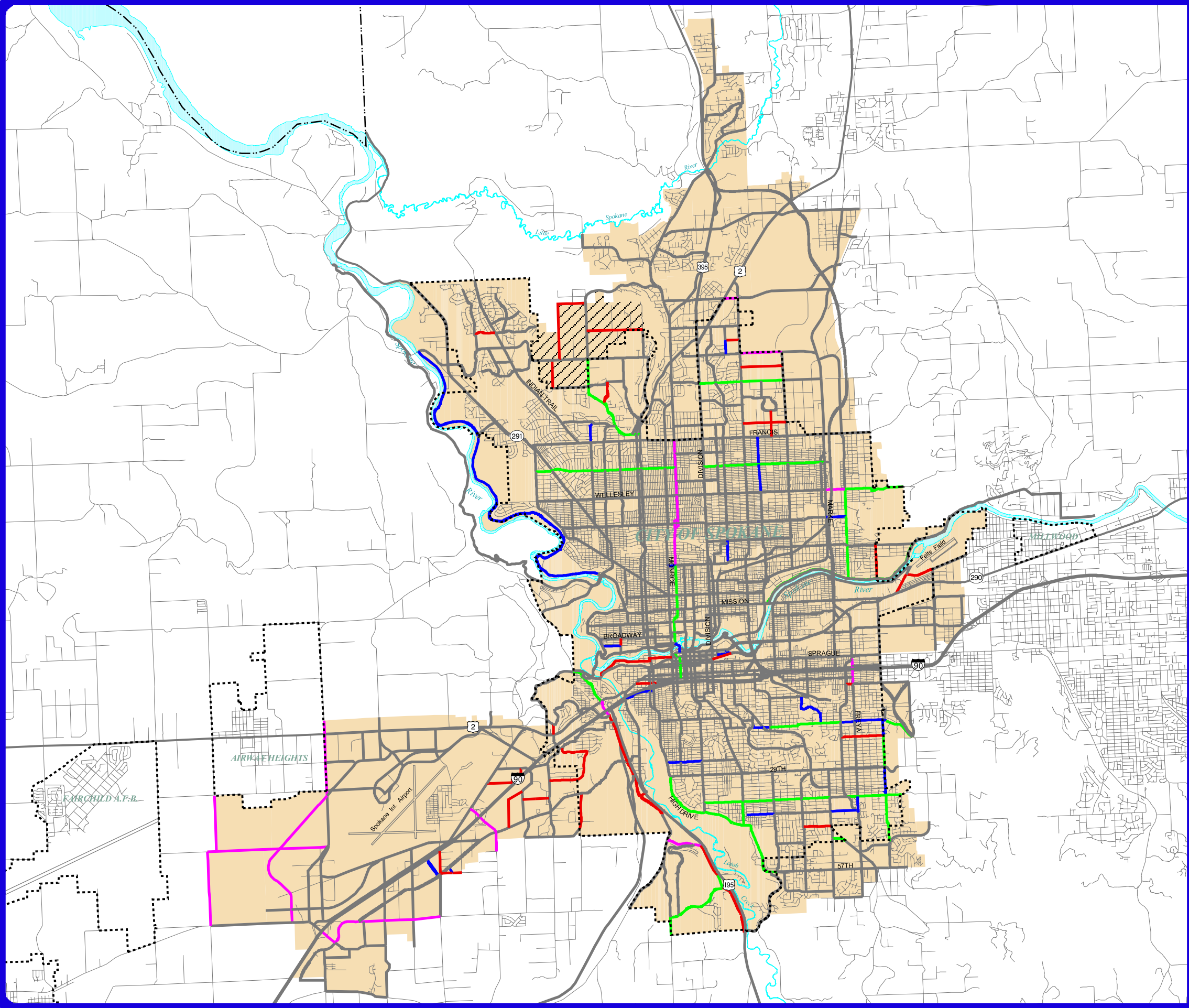
- City Limits
- County Boundary
- Highways
- Regional Streets
- Interstate Highway
- Rivers



Source: GIS  
Date: 04/24/2000



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determine the location of facilities in relationship  
to property lines, section lines, streets, etc.*





## Chapter 19

# Capital Facilities and Utilities



"You cannot depend on your eyes if your imagination is out of focus."

Mark Twain



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## 19.1 CAPITAL FACILITIES PROGRAM (CFP)

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### An Inventory, Analysis, and Six-Year Financing Plan

#### Introduction

As the City of Spokane continues to grow, the comprehensive plan proposes to encourage growth in designated areas as a way to achieve the city's future vision of a community composed of attractive residential, commercial, and industrial neighborhoods that exist in balance with the natural environment. As growth occurs, infrastructure and services must be provided. It is the intent of the Capital Facilities Chapter to ensure adequate provision of capital facilities within these designated areas as well as others within the city's urban growth area. The Capital Facilities Goals and Policies, Volume 1, and this Capital Facilities Program (CFP), Volume 2, complement the Land Use Chapter to ensure that facilities are available and funded for the city's proposed land uses.

The Capital Facilities Chapter consists of:

**Volume 1: Capital Facilities Goals and Policies Plan** is a long-range policy plan containing the city's main guidelines for capital improvements. It contains broad goals and specific policies and 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.

**Volume 2: Capital Facilities Program** 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. It specifically identifies public facilities that will be required in the six years. It 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 (as of the printing of this draft plan, not all service providers have the funds to pay for the needed six-year improvements). The available capacity of public facilities will affect the type, 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 six-year financing plan portion of the CFP is a summary of the city service providers' six-year capital improvement programs (CIPs). The program is, therefore, a mechanism to coordinate the capital improvement needs of the city departments. CIPs and the CFP will be updated annually. The updates will be completed prior to adoption of the city budget in order to incorporate into the budget the capital improvements from the updated CFP.

#### Program Scope

The Capital Facilities Program addresses all areas within the incorporated city limits, as well as areas surrounding the city that have been studied as potential urban growth areas in accordance with the Growth Management Act.

The scope of the City of Spokane's Capital Facilities Program is, in alphabetical order:

- ◆ Fire and Emergency Medical Services
- ◆ Law Enforcement
- ◆ Libraries
- ◆ Parks, Recreation, and Open Space Facilities
- ◆ Sanitary Sewer/Storm Water
- ◆ Schools

- ◆ Solid Waste
- ◆ Water

\*\*The Capital Facilities Program for Transportation is included in Volume 2, Chapter 18, Transportation.

Table CFU 1 lists types, descriptions, and providers of capital facilities specifically addressed by the CFP.

<b>TABLE CFU 1 TYPES AND PROVIDERS OF CAPITAL FACILITIES</b>		
<b>Facility Type</b>	<b>Service Provider</b>	<b>Description</b>
<b>Fire and Emergency Services</b>	City of Spokane Fire Department	Provides facilities that support a full range of fire suppression and emergency medical services as well as prevention and educational activities.
<b>Law Enforcement</b>	City of Spokane Police Department	Provides facilities that support the provision of law enforcement services.
<b>Libraries</b>	Spokane Public Libraries	Provides libraries and meeting rooms for the community, resource materials, and educational activities.
<b>Parks, Recreation, and Open Space</b>	City of Spokane Parks and Recreation Department	Provides facilities for passive and active recreational activities.
<b>Sanitary Sewer/ Storm Water</b>	City of Spokane Sewer Maintenance and Spokane Wastewater Management	Provides facilities for the capture, transmission, and treatment of waterborne waste and storm water run-off.
<b>Schools</b>	Spokane School District #81	Provides elementary and secondary educational facilities.
<b>Solid Waste</b>	City of Spokane Solid Waste Management	Provides facilities for the collection, transport, and disposal of solid waste.
<b>Water</b>	City of Spokane Water and Hydroelectric Services	Provides facilities and system for supply and delivery of potable water from sole source aquifer.

## Explanation of Levels of Service (LOS) Standards

Levels of service measure the amount of public facilities and services that are provided to the community, factors that significantly contribute to the community's quality of life. Service providers establish levels of service to identify future capacities of capital facilities, projected deficiencies, and the necessary improvements to serve new growth while still maintaining service levels that will meet the desires of the community, state standards, and federal requirements.

Levels of service usually are quantifiable measures of the amount of public facilities and services that are provided to the community but also may measure the quality of a public facility. Typically, LOS is expressed as a ratio of facility or service capacity to unit(s) of demand. Examples of LOS measures include the number of police officers per 1,000 people, the number of park acres per 1,000 people, and the number of gallons of water used per day per customer.

The City of Spokane service providers have determined that, in most cases, the current levels of service are adequate. Therefore, the proposed LOS standards established for the comprehensive plan to determine future capital facility capacities, needs, deficiencies, and projected improvement costs are, with the exception of Fire and Emergency Services, based on current service levels.

Table CFU 2, "Capital Facility Level of Service Standards," lists proposed capital facility levels of service.

<b>TABLE CFU 2 CAPITAL FACILITY LEVEL OF SERVICE STANDARDS</b>	
<b>Emergency Medical Services</b>	6 minutes 30 seconds/80 percent of the time for Basic Life Support 8 minutes/80 percent of the time for Advanced Life Support
<b>Fire</b>	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
<b>Law Enforcement</b>	1.5 officers per 1000 residents (Alternative 1) 1.4 officers per 1000 residents (Alternative 2) 1.3 officers per 1000 residents (Alternative 3) or 125.5 sq. ft. per SPD employee
<b>Libraries</b>	3.25 books per person
<b>Parks, Recreation, and Open Space</b>	Neighborhood – 1.17 acres per 1000 persons Community – 1.49 acres per 1000 persons Major – 2.59 acres per 1000 persons
<b>Schools</b>	Elementary – 1 teacher per 26 students Middle and High – 1 teacher per 30 students
<b>Solid Waste</b>	4.33 collections per month per household
<b>Wastewater</b>	100 gallons per day per capita
<b>Water</b>	Minimum water pressure of 45 pounds per square inch
Note: The city is in the process of developing a Stormwater Management Plan. A Stormwater Management LOS will be established after the city adopts the Stormwater Management Plan.	

## 19.2 FIRE AND EMERGENCY MEDICAL SERVICES

The City of Spokane Fire Department serves the City of Spokane with a full range of fire suppression and emergency medical services (EMS), as well as prevention and educational activities. Map CFU 1 shows the location and service areas of the fire stations staffed and maintained by the City of Spokane Fire Department. Also shown are fire stations outside the city limits that are maintained by other fire agencies. All of these agencies have mutual aid agreements with each other to mutually assist in major emergencies. Additional information on fire and EMS services is available in the City of Spokane Planning Services Department.

### EMERGENCY MEDICAL SERVICES (EMS)

The fire department provides Emergency Medical Services (EMS) throughout the city for basic life support (BLS) and advanced life support (ALS). All firefighters in the city's 14 fire stations are Emergency Medical Technicians (EMTs) trained to provide a BLS function. EMTs can perform CPR in order to help a patient breathe. When someone calls 9-1-1 for medical help, the closest fire unit to their area or neighborhood is dispatched to start basic life support treatment. Those fire personnel normally respond on a fire truck because they have multiple responsibilities – fire, rescue, and EMS, and might be called to another type of emergency at a moment's notice. If a patient needs advanced treatment, fire department paramedics who perform ALS, including administering I.V.s and medication, are dispatched to the scene. Paramedics respond on "medic unit" trucks or pumpers. Due to the amount of training and expense necessary to train a person to the paramedic level, the fire department has only six paramedic companies located in 5 of the 14 fire stations. Approximately 40 percent of all EMS calls require a second response by a fire department paramedic unit. A private ambulance company under contract to the City of Spokane currently provides transportation of patients to medical facilities.

### Inventory of Existing Facilities and Apparatus

The City of Spokane Fire Department uses its fire-fighting equipment for dual purposes: to respond to fire emergencies and to all EMS calls. Table CFU 3 lists the "medic" vehicles that are typically funded through the voted EMS Levy. The city has three "medic" units and two reserve units for back-up purposes.

TABLE CFU 3 EXISTING APPARATUS - EMS PARAMEDIC VEHICLES (ALS ONLY)		
	Service Area	Number of Units
<b>Active Units</b>		
Medic 1	See First Response BLS/ALS Map	1
Medic 13	Same	1
Medic 15	Same	1
<b>Reserve Units</b>		
Medic Units	Citywide (Replacement for Units 1, 13, or 15)	2
<b>Total Units</b>		<b>5</b>

### Forecast of Future Needs – EMS

#### Existing Demand

Approximately 78.7 percent of the city's total calls for fire and EMS services in 1999 were for EMS purposes, totaling 16,530. This percentage has been steadily rising since the mid-80s, when 67 percent of the Fire Department's total calls were for EMS purposes. The level of calls for service received from a specific area can be influenced by several factors: population density – the demand for service increases with population; age of the population – the elderly generally generate more calls for service; income – lower poverty levels typically result in the financial inability of residents to afford insurance coverage for medical necessities, resulting in an increase in calls for EMS service.

## Level of Service (LOS)

The level of service for EMS facilities is a function of response time and call volumes. These, in turn, are dependent on the number and location of fire stations, the number of units, and the number of firefighters available.

In 1996, the Growth Management Steering Committee for Spokane County adopted the following regional minimum levels of service for emergency medical services:

1. Urban areas shall be served by a state certified basic life support (BLS) agency.
2. Urban areas should be served by:
  - A. An operating basic life saving (BLS) unit within 2.5 miles.
  - B. An operating advanced life saving (ALS) unit within 6 miles or 10 minutes response time for those jurisdictions with urban areas in excess of 5,000 population.
  - C. BLS and ALS transport service.

Within the City of Spokane, the Fire Department's LOS are as follows:

- ◆ **LOS Goals**
  - 6:30 minutes – 80 percent of the time for BLS
  - 8:00 minutes – 80 percent of the time for ALS
- ◆ **Current LOS by Average Response Time**
  - First unit BLS = Average 5:40 min (76 percent of goal)
  - First unit ALS = Average 6:25 min (81 percent of goal)

As a reference for the impact of time on the outcome of medical emergencies, the American Heart Association recommends a four-minute EMS response time for Basic Life Support (BLS) and an eight-minute response time for Advanced Life Support (ALS) for cardiac arrest patients. When EMS treatment intervention occurs past these times, a cardiac arrest patient's chance of survival decreases significantly.

## Future Demand

The projected population increase within the urban growth area is approximately 16,350 new people by the end of 2005, and an additional 52,395 new people from 2006 through 2019, for a total of 68,745 new people. The City of Spokane Fire Department estimates a 3 percent increase in calls per year between 2000 and the end of 2019.

## Need for Capital Facility Improvements

Table CFU 4, "Twenty-Year Need, Advanced Life Support Units," lists the ALS units required for the next 20 years. The anticipated total need to the year 2020 is nine paramedic vehicles for any one of the three growth alternatives.

TABLE CFU 4 TWENTY-YEAR NEED: ADVANCED LIFE SUPPORT UNITS				
Time Period	Demand (Population)	ALS Units Required at LOS response time of 8 min./80 percent of the time		
Six-Year Need		Current Patterns	Centers and Corridors	Central City
2000 (present count)	220,471*	5*	5*	5*
2000 – 2005 (increase)	16,350	1	1	1
Total as of 2005	236,821	6	6	6
Twenty-Year Need				
2006 thru 2019 (increase)	52,395	3	3	3
Total as of 2019	289,216	9	9	9
Total 2000 thru 2019 (Increase)	68,745	4	4	4



\*2000 population numbers include the city's urban growth area, currently being served by other fire districts. However, the need for ALS units for the year 2000 is based on the area currently being served by the City of Spokane Fire Department. The six and twenty year needs are based on the assumption that the entire urban growth area will be annexed and served by the City of Spokane. However, the timing of annexations is difficult to predict. Assumptions are that annexations will occur over a twenty-year period.

### Proposed Facilities – EMS

The location of the four additional paramedic vehicles required within the next twenty years will depend on the location of additional population and demand for service. New units will be housed in either existing stations or in new stations, depending on demographics. It is anticipated that at least one of these new ALS units will be achieved by adding one (1) additional “medic” unit while the other three may be achieved by staffing an existing BLS unit with additional personnel trained as paramedics.

The cost necessary to add an additional “medic” unit staffed with 2 personnel per shift (2 x 4 shifts = 8) would be as follows: \$80,000 per year for a paramedic officer x 4 (one per shift) + \$65,000 per year for a paramedic firefighter x 4 (one per shift) = \$580,000 for personnel cost and \$100,000 for the cost of the vehicle.

### Six-Year Financing Plan - EMS

#### Six-Year Need

For any of the three alternatives, the six-year need for ALS units through the year 2005 is six units. To achieve an additional ALS unit, the fire department would redesignate a current pumper (BLS unit) as an ALS unit by placing paramedics on the unit. This would require four (4) additional personnel, one per shift as well as having eight personnel train to become paramedics (allowing a staffing of two paramedics per shift). Costs would be \$65,000 per paramedic fire fighter x 4 (one per shift) = \$260,000 per year, plus the cost of certifying an existing fire fighter as a paramedic is \$6,000 x 4 fire fighters (one per shift) = \$24,000.

#### Six-Year Funding and Projects

Table CFU 5 lists six-year funding sources and projects for ALS vehicles. Existing “medic” vehicles are on a five-year replacement schedule, with funds dedicated for 2001, 2002, and 2006 through EMS Levy funding.

TABLE CFU 5 SIX YEAR FUNDING AND PROJECTS – ALS VEHICLES							
Funding Sources	2000	2001	2002	2003	2004	2005	Total
EMS Levy ( 1998)		X	X				\$200,000
EMS Levy ( 2004)							\$100,000
Replacement of Current Units		\$100,000	\$100,000				\$300,000*

Funds of \$100,000 are dedicated for replacement of a unit in 2006.

## FIRE PROTECTION SERVICES

The Washington Survey and Rating Bureau establishes a class of fire protection for an area, which is the basis for the insurance ratings charged by the insurance industry. The city currently has a Class 3 rating (on a scale of 1 to 10, with 1 being the best, thus lowest, insurance rates).

### Inventory of Existing Facilities and Apparatus – Fire Protection

The fire department utilizes fourteen fire stations, all staffed on a full-time basis. Equipment includes fourteen pumpers, four ladders, one boat, one rescue unit, one hazardous materials unit, seven brush units, and one bus. Table CFU 6 lists locations and square footage for each station.

TABLE CFU 6 EXISTING FACILITIES AND APPARATUS – FIRE PROTECTION		
Facility Name	Address	Unit Capacity Size (square feet)
<b>Buildings</b>		
Station 1	44 West Riverside Avenue	31,284
Station 2	1001 East North Foothills Drive	8,110
Station 3	1713 West Indiana Avenue	8,110
Station 4	8 South Adams Street	6,651
Station 7	1901 East First Avenue	6,544
Station 8	1608 North Rebecca Street	8,110
Station 9	1722 South Bernard Street	8,110
Station 11	3214 South Perry Street	8,110
Station 13	1118 West Wellesley Avenue	8,110
Station 14	1807 South Ray Street	8,110
Station 15	2120 East Wellesley	6,724
Station 16	5225 North Assembly	8,110
Station 17	5121 West Lowell Road	8,110
Station 18	37 East Cozza Drive	3,740
Dispatch	508 N Wall	1708
Training	3808 E Nora	3930
Shop	3808 E Nora	9436
Burn Building	3808 E. Nora	3215
<b>Total</b>		<b>(18 Buildings) 143,222</b>
Fire Apparatus	Location	Number of Units
<b>Pumpers</b>		
Front Line Pumper	Station 1	1
Front Line Pumper	Station 2	1
Front Line Pumper	Station 3	1
Front Line Pumper	Station 4	1
Front Line Pumper	Station 7	1
Front Line Pumper	Station 8	1
Front Line Pumper	Station 9	1
Front Line Pumper	Station 11	1
Front Line Pumper	Station 16	1
Front Line Pumper	Station 17	1
Front Line Pumper	Station 18	1
Pumper/Ladder	Station 13	1
Pumper/Ladder	Station 14	1
Pumper/Ladder	Station 15	1
Reserve Pumper	Shop	4
<b>Total Pumpers =</b>		<b>18</b>
<b>Ladders</b>		
Front Line Ladder	Station 1	1
Front Line Ladder	Station 2	1
Front Line Ladder	Station 4	1
Pumper/Ladder	*Stations 13, 14, 15. Listed in pumper/ladder inventory, above.	
Reserve Aerial Ladder	Shop	1
<b>Total Ladders</b>		<b>4</b>
<b>Specialty Vehicles</b>		
Boat	Station 2	1
Rescue	Station 1	1
Hazardous Materials Unit	Station 1	1

Brush Units		7
Bus		7
	Shop	1
<b>Total Specialty Vehicles</b>		<b>11</b>
<b>Total Fire Apparatus</b>		<b>33</b>

\* The fire department has five "medic" vehicles, listed separately in Table CFU 3.

## Forecast of Future Needs – Fire Protection

### Existing Demand

The fire department received 4,673 fire calls in 1999, or 21.3 percent of total emergency service calls received. The level of calls for service received from a specific area can be influenced by several factors: population density – the demand for service increases with population; age of construction of the area – aging structures that have not had ongoing maintenance are prone to a greater potential of various fire causes; income – lower poverty levels restrict the ability to provide maintenance or make repairs to structures.

### Level of Service (LOS)

The level of service for fire protection is a function of response time and call volumes. These, in turn, are dependent on the number and location of fire stations, the number of fire apparatus units, number of firefighters, traffic patterns and vehicle or pedestrian congestion, and type of structure.

Fire stations are located to provide services to areas of the city that have higher population densities. The ability for the fire department to better serve the community was greatly improved in 1989 when the public approved a bond issue that allowed fire stations to be relocated and built to accommodate multiple emergency units. The station design allowed the department to place various types of resources in fire stations based on analysis of prior calls for service. Current station locations allow the fire department, under normal circumstances, to provide an initial response time of five to six minutes to most areas of the city.

In 1996, the Growth Management Steering Committee for Spokane County adopted the following regional minimum levels of service for fire protection and fire code enforcement.

1. Urban areas, for those jurisdictions in excess of 5,000 population shall be served by a fire department/fire district with a (*Washington Survey and Rating Bureau or Insurance Services Office*) Fire Class rate of 6 or better.
2. All jurisdictions, regardless of size, shall ensure that urban areas have adequate fire flow and hydrant distribution in accordance with the edition of the Uniform Fire Code adopted by the jurisdiction.
3. Urban areas, for those jurisdictions in excess of 5,000 population, shall be within 2.5 road miles from an operating fire station that provides service with a "Class A" pumper. Structures constructed in a platted area may be within five (5) road miles from the fire station if equipped with a fire sprinkler system that is rated in accordance with the Uniform Fire Code edition adopted by the jurisdiction at the time the building permit is issued.

Jurisdictions with urban areas shall, at a minimum, provide for the enforcement of the Uniform Fire Code and conduct inspections.

Within the City of Spokane, the Fire Department's LOS are as follows:

#### ♦ **LOS Goals for Structure Fires**

First Engine to Structure Fires = 7:00 minutes (80 percent of the time)

First Ladder to Structure Fires = 8:00 minutes (80 percent of the time)

♦ **Current LOS for Structure Fires by Average Response Time**

First Engine to Structure fires = 5:56 min (81 percent of goal)

First Ladder to Structure fires = 7:01 min (75 percent of goal)

**Future Demand**

Population within the city's urban growth area is projected to increase by 16,350 by the end of year 2005, and by an additional 52,395 between the years 2006 –2019, for a total increase of 68,745. The City of Spokane Fire Department estimates a 3 percent increase per year in calls between 2000 and 2019.

**Need for Capital Facility Improvements**

To maintain the proposed levels of service while accommodating new growth, additional equipment, personnel, and facilities will be needed. In broad terms, a new fire station is justified with a population increase of approximately 7,000 to 10,000 and/or 200 calls for service per year. All three alternatives will require the relocation of one fire station to allow better use of departmental equipment and increase response capability. In addition, relocation and/or improvements to the existing maintenance and communications facilities will be required, along with a new Readiness Center, to be combined with the Police Department and the Army National Guard. A new fire station in the Qualchan area is also needed. All of these improvements are scheduled for the next six years.

Twenty-year needs for all three alternatives include new fire stations in the West Plains and Moran or Glenrose area if those areas are annexed. If annexation occurs in the eastern portion of the growth area, service delivery might be achieved by the possible relocation of city Stations 8 and 14 in concert with the relocation of existing fire stations from Fire District #1 (now serving the area).

Stations 4 and 7 are targeted for replacement within the next 20 years. Because of increased population density within the existing city limits, two additional pumpers and one additional ladder will also be added and would be housed in existing fire stations. Apparatus and equipment may be redistributed based on where the specific increased concentrations of the population occur.

For Current Patterns, it is possible that expansion and annexation in the Five-Mile area will require the addition of a fire station and pumper in that area.

**Proposed Facilities**

**Buildings and Apparatus – All Three Alternatives**

**Within Six Years:**

- a. Fire Station and Pumper in the Qualchan area
- b. Combined Readiness Center
- c. Expansion of Maintenance Facility
- d. Relocate Combined Communications Center
- e. Relocate Fire Station 18

**Six to Twenty Years – All Three Alternatives**

- a. If annexation occurs, new fire station and pumper on the West Plains.
- b. If annexation occurs, new fire station and pumper to the south (either in Glenrose area or Moran Prairie area).
- c. If annexations occur, possible relocation of Stations 8 and 14 to the east.
- d. Replacement of Stations 4 and 7.
- e. Two additional pumpers and one additional ladder.

### Additional Buildings and Apparatus Required for the Current Patterns Alternative Six to Twenty Years

- a. If annexation occurs, new fire station and pumper in the Five-Mile area.

Table CFU 7, “Twenty-Year Need – Fire Stations and Apparatus,” lists the total number of fire stations and apparatus needed for each alternative for the next twenty years. The Current Patterns alternative requires one more fire station and one more pumper than either of the focused growth alternatives.

TABLE CFU 7 TWENTY-YEAR NEED - FIRE STATIONS AND APPARATUS				
Time Period	Demand (Population)	Fire Stations Required at LOS response time of 7:00 min. /80 percent of the time		
<b>Six-Year Need</b>		<b>Current Patterns</b>	<b>Center and Corridors</b>	<b>Central City</b>
2000 (present count)	220,471	14	14	14
2000 - 2005 (increase)	16,350	1	1	1
Total as of 2005	236,821	15	15	15
<b>Twenty-Year Need</b>				
2006 – 2019 (increase)	52,395	3	2	2
Total 2000-2019	68,745	18	17	17
Total through 2019 (increase)	289,216	4	3	3
Time Period	Demand (Population)	New Apparatus Units Required		
<b>Six-Year Need</b>		<b>Current Patterns</b>	<b>Center and Corridors</b>	<b>Central City</b>
2000 (present count)	220,471	33**	33**	33**
2000 - 2005 (increase)	16,350	1 pumper	1 pumper	1 pumper
Total as of 2005	236,821	34	34	34
<b>Twenty-Year Need</b>				
2006 - 2019 (increase)	52,395	5 pumpers	4 pumpers	4 pumpers
		1 ladder	1 ladder	1 ladder
Total 2000 - 2019	68,745	40	39	39
Total through 2019 (increase)	289,216	7	6	6

\* 2000 population numbers include the city's urban growth area, currently being served by other fire districts. However, the need for fire facilities for the year 2000 is based on the present service area of the City of Spokane Fire Department. The six and twenty-year needs are based on the assumption that the entire urban growth area will be annexed and served by the City of Spokane Fire Department. However, the timing of annexations is difficult to predict. Assumptions are that annexations will occur over a twenty-year period.

\*\*Additional paramedic vehicles required for the 20-year period are listed in Table CFU 4.

Table CFU 8, “Twenty Year Cost – Fire Stations and Apparatus,” shows the estimated cost for additional fire stations and apparatus for each alternative. The Current Patterns alternative is somewhat more costly than the two focused growth alternatives. In addition to the stations and apparatus listed below, personnel costs average \$920,000 per year (salary and benefits) for a three-person company and \$ 1.2 million per year (salary and benefits) for a four-person company.

TABLE CFU 8 TWENTY YEAR COST - FIRE STATIONS AND APPARATUS				
Time Period	Description	Fire Stations		
<b>Six-Year Need</b>		<b>Current Patterns</b>	<b>Center and Corridors</b>	<b>Central City</b>
2000				
2000 - 2005	Qualchan Station	\$1.8 M	\$1.8 M	\$1.8 M
	Relocate Station 18	\$1.8 M	\$1.8 M	\$1.8 M

Total as of 2005		\$3.6 M	\$3.6 M	\$3.6 M
<b>Twenty-Year Need</b>				
2006 – 2019	West Plains Station	\$1.8 M	\$1.8 M	\$1.8 M
	Glenrose or Moran Station	\$1.8 M	\$1.8 M	\$1.8 M
	Eastern Area Station	\$1.8 M	\$1.8 M	\$1.8 M
	Replace Station 4	\$1.8 M	\$1.8 M	\$1.8 M
	Replace Station 7	\$1.8 M	\$1.8 M	\$1.8 M
	Five-Mile Station	\$1.8 M	\$0	\$0
Total 2006-2019		\$10.8 M	\$9.0 M	\$9.0 M
Total through 2019 (increase)		\$14.4 M	\$12.6 M	\$12.6 M
<b>Time Period</b>	<b>Description</b>	<b>New Apparatus Units</b>		
<b>Six-Year Need</b>		<b>Current Patterns</b>	<b>Center and Corridors</b>	<b>Central City</b>
2000				
2000 - 2005	Qualchan Pumper	\$ .3 M	\$ .3 M	\$ .3 M
Total as of 2005		\$ .3 M	\$ .3 M	\$ .3 M
<b>Twenty-Year Need</b>				
2006 – 2019	West PlainsPpumper	\$ .3 M	\$ .3 M	\$ .3 M
	Glenrose or Moran Pumper	\$ .3 M	\$ .3 M	\$ .3 M
	2 additional pumpers at .3 M	\$ .6 M	\$ .6 M	\$ .6 M
	1 additional ladder	\$ .7 M	\$ .7 M	\$ .7 M
	Five-Mile Pumper	\$ .3 M	\$0	\$0
Total 2006-2019		\$2.8 M	\$2.5 M	\$2.5 M
Total through 2019		\$17.2 M	\$15.1 M	\$15.1 M

## Six-Year Financing Plan – Fire Protection

### Six-Year Need

See the sections entitled, “Need for Capital Facility Improvements” and “Proposed Facilities.”

### Six-Year Funding and Projects

Table CFU 9, “Six Year Funding and Projects – Fire Protection,” lists six-year projects for fire protection.

<b>TABLE CFU 9 SIX YEAR FIRE FUNDING AND PROJECTS – FIRE PROTECTION</b>							
<b>Funding Sources</b>	<b>2000</b>	<b>2001</b>	<b>2002</b>	<b>2003</b>	<b>2004</b>	<b>2005</b>	<b>Total</b>
General Fund							
Bond Issue 1999 (See details below)	\$9.446 M	\$8.555 M	\$2.200M				\$20.201M
Bond Issue (new)							
Other							
Maintenance Facility Expansion	\$ .150 M	\$ .400 M	\$ .200 M				\$ .750 M
Communications Center	\$ .400 M	\$ .800 M	\$ .300 M				\$1.500 M
New Fire Station-Qualchan		\$ 1.8 M					\$1.8 M
New Equipment	\$ 2.455M	\$ .55 M					\$2.995M

Combined Readiness Center							
/Fieldhouse	\$ .400 M	\$ .800 M	\$ .800 M				\$2.00 M
/Main Building	\$ .400 M	\$ .800 M	\$ .800 M				\$2.00 M
/E.O.C.	\$ .100 M	\$ .300 M	\$ .100 M				\$ .5 M
Relocate Fire Station 18	\$1.215M	\$ .675M					\$1.80 M
Apparatus	\$2.850M	\$1.680M					\$4.530M
Repairs to Existing Stations	\$ 1.476M	\$ .750M					\$ 2.226M
Surplus or Deficit	0	0	0				0

\*See Table CFU 5 for six-year projects for Advanced Life Support vehicles.

## 19.3 LAW ENFORCEMENT

### Inventory of Existing Facilities– Law Enforcement

The Spokane Police Department (SPD) and the Sheriff's Office both reside in the county-owned City-County Public Safety Building (PSB) located on the Spokane County government campus. Both agencies rent additional space in nearby buildings to house expanding programs.

SPD and the Sheriff's Department have occupied the Public Safety Building jointly since 1970. SPD provides all records and property room services for both departments. The Sheriff's Department provides all identification, major crime processing, and evidence processing for both departments. The county, on a straight square foot basis, bills the Spokane Police Department for the space directly occupied. The joint use space such as the Records Division and the Property Room are paid on calculations performed by the County Auditor formulated on 60 percent city expense and 40 percent county expense.

TABLE CFU 10 EXISTING FACILITIES- LAW ENFORCEMENT (EXCLUDING COPS SHOPS)		
Facility Name	Location	Size (Sq. Ft)
Public Safety Building	1100 West Mallon Avenue	53,999
Monroe Court	901 North Monroe	16,799
Police Academy (w/o Range Area)	2302 North Waterworks	13,500
Property Warehouse	1307 West Gardner	10,461
Evergreen Warehouse	108 South State	12,000
Core Office Facilities (Public Safety Building and Monroe Court)	Total Square Feet=	70,798

The SPD and community volunteers have also developed and staffed Community Oriented Policing Services Shops (COPS Shops). The COPS Shops are funded by both private and public funding sources. Because of the varied funding sources and limited capital expense, the COPS Shops are not included in the needs analysis for future capital facilities. Currently, the SPD has 197 vehicles for commissioned officers, 10 motorcycles, 16 vehicles for non-commissioned employees, and 13 new vehicles in reserve status.

### Forecast of Future Needs – Law Enforcement Existing Demand

The Spokane Police Department has an authorized strength of 292 commissioned officers, although vacancies, attrition, and budget constraints cause actual staffing to fall below authorized numbers. The SPD also has 126 full-time civilians, 25 temporary or project employees, and 125 volunteers. All but an insignificant few of the 564 SPD employees work out of 70,798 square feet of combined core facility space (125.5 square feet per SPD employee).

### Level of Service (LOS)

The number of officers per one thousand city residents is a common method used to measure level of police service. It is not a good indicator, however, of the actual demand upon police services because the service population is regionally based. For the purpose of this document, this ratio indicator will be applied to the three growth scenarios since the social, economic, and demographic variables necessary to determine more accurate levels of service indicators are not available.

The actual current LOS (based upon 288 commissioned officers) is 1.3 officers for every one thousand city residents. The projected levels of service for the three scenarios assume that 1.5 officers per thousand persons is adequate. This number is much lower than the Washington average of 1.8 officers per one thousand citizens.



Due to the lack of socioeconomic information, we are unable to determine a more accurate impact of growth upon demands for police services. The following chart indicates that increasing densities mean less travel distances to calls for service, thereby implying the need for fewer officers on a per one-thousand population basis. This is problematic when, in fact, increasing densities (vertical growth) may lead to increasing calls for service, which would actually require more officers per thousand because of the workload.

TABLE CFU 11 LEVEL OF SERVICE- NEEDED LAW ENFORCEMENT OFFICERS							
Year	Number of Officers			Demand Population	Officers per 1000 Residents		
	Current Patterns	Centers and Corridors	Central City		Current Patterns	Centers and Corridors	Central City
2000	288	288	288	220,471	1.3	N/A	N/A
2005	355	332	308	236,821	1.5	1.4	1.3
2020	430	392	382	289,216	1.5	1.4	1.3
Preferred LOS					1.5	1.5	1.5

### Future Demand

The projected population growth within the city and its UGA is for 68,745 new people by the year 2020. At the proposed LOS, the city would need 430 officers for the Current Patterns Alternative, 392 officers for the Centers and Corridors Alternative, and 382 officers for the Central City Alternative.

Current facility space for the SPD is at capacity today. This includes both the Public Safety Building and Monroe Court. There are no additional facilities in the area near the Public Safety building that could serve for expansion. There have been discussions about acquiring Monroe Court in order to have the ability to utilize additional space currently occupied by other tenants in the future. This is but one of several options under consideration. Both the Evergreen Warehouse and the Property Facility are at capacity today. There is an immediate need to seek additional space for these facilities as well.

### Need for Capital Facility Improvements

Table CFU 12 identifies how many additional officers will be needed to meet the projected and assumed adequate level of service. For the Current Patterns Alternative, the city will need 67 new officers by the end of year 2005, 44 for the Centers and Corridors Alternative, and 20 for the Central City Alternative. By the year 2020, the city will need 142 new officers under Current Patterns, 104 under Centers and Corridors, and 94 under Central City.

Because the LOS standard varies amongst the alternatives, the amount of new officers varies as well. This is explained in more detail in the LOS portion of this section.

TABLE CFU 12 NET ADDITIONAL OFFICERS NEEDED				
Time Period	Demand (Population)	Additional Officers Per Alternative		
		Current Patterns	Centers and Corridors	Central City
2000	220,471	0 (status quo)	N/A	N/A
2005	236,821	67	44	20
2020	289,216	142	104	94

In order to determine how much it will cost the city to support the preferred LOS per alternative, a cost per new officer was determined. The city arrived at \$125,893.00 for each new officer needed. This is operating

cost only. It does not address any capital needs. This statistic was based upon the total departmental operating expense to support one officer in 1998.

Multiplying the cost per officer by the number of net new officers equals the additional amount of money needed to support the proposed LOS. The table below presents the results per alternative. The Current Patterns Alternative will cost the city the most amount of money for police services over the next twenty years.

<b>TABLE CFU 13 FUTURE NEED: OPERATING DOLLARS BY OFFICER</b>				
Time Period	Demand (Population)	\$125,893 per Officer (in 1998 dollars)		
Six-Year Need		Current Patterns	Centers and Corridors	Central City
2000	220,471	\$36,257,184	\$36,257,184	\$26,257,184
2000-2005 (increase)	16,350	\$8,434,831	\$5,539,292	\$2,517,860
Total as of 2005	236,821	\$44,692,015	\$41,796,476	\$38,775,044
Twenty-Year Need				
2006 – 2020	52,395	\$9,441,975	\$7,553,580	\$9,316,082
Total 1998 -2020 (increase)	68,745	\$17,876,806	\$13,092,872	\$12,085,728
Total as of 2020	289,216	\$54,133,990	\$49,350,056	\$48,091,126

### Six-Year Financial Plan

The total net additional operating cost to support the preferred LOS per alternative ranges from 2.5 million to 8.4 million as depicted above. Although specific projects have not been determined to support the preferred LOS, average costs have. The funding sources and costs are presented in the following table.

### Six-Year Funding and Projects

Funding Sources for 1998 to 2000 are from the Management and Budget Office. City Funding source projections are from Management and Budget Office. All cost estimates and future grant funding sources for 2001 to 2020 estimated by Police Planning and Research Unit

<b>TABLE CFU 14 SIX-YEAR FUNDING SOURCES AND COST OF CAPITAL PROJECTS (UN-FUNDED BY SEPARATE CAPITAL FACILITIES FUND)</b>								
Funding Sources	2000	2001	2002	2003	2004	2005	2006	Total
Annual Budget	\$32,489,290	\$32,489,290	\$32,814,183	\$33,142,325	\$33,473,748	\$33,808,486	\$34,146,571	\$232,363,893
Bond	0	0	0	0	0	0	0	0
Grants	\$6,186,407	\$6,186,407	\$6,186,407	\$6,371,999	\$6,563,159	\$6,760,054	\$6,962,856	\$45,217,289
Less Cost of Capital Needs	-\$33,300	-\$6,162,500	-\$1,850,000	0	-\$1,988,800	0	0	-\$10,034,600
Operating Balance	\$38,642,397	\$32,513,197	\$37,150,590	\$39,514,324	\$38,048,107	\$40,568,540	\$41,109,427	\$267,546,582

Using a straight-line projection of the funding needed to operate the Spokane Police Department in 2006 (from Table CFU 13, “Future Needs: Operating Dollars by Officer”) and considering the projected funding sources and capital needs (Table CFU 14, “Six-Year Funding Sources and Cost of Capital Projects”), we find that the Spokane Police Department’s deficits are due primarily to capital needs.

TABLE CFU 15 SPD SURPLUS AND DEFICIT (2000 TO 2006)									
<b>Growth Scenarios:</b> <b>(1) = Current Patterns</b> <b>(2) = Mixed-Use Centers and Corridors</b> <b>(3) = Central City</b> <b>* = Unforeseen but known I-695 expenses in 2000</b>									
		2000*	2001	2002	2003	2004	2005	2006	Total
Projected Operating Funds (after capital costs)		\$38,642,397	\$32,513,197	\$37,150,590	\$39,514,3247	\$38,048,107	\$40,568,540	\$41,109,427	\$267,546,582
Projected Operating Needs	1	\$38,199,939	\$39,345,937	\$40,526,315	\$41,742,104	\$42,994,367	\$44,284,198	\$45,612,723	\$292,705,583
	2	\$38,199,939	\$38,856,166	\$39,512,393	\$40,168,620	\$40,824,847	\$41,481,074	\$42,137,301	\$281,180,340
	3	\$38,199,939	\$38,785,372	\$39,370,805	\$39,956,238	\$40,541,671	\$41,127,104	\$41,712,537	\$279,693,666
Surplus/ (Deficit)	1	\$442,458 *-502,000 (\$59,542)	(\$6,832,740)	(\$3,375,725)	(\$2,227,780)	(\$4,946,260)	(\$3,715,658)	(\$4,503,296)	(\$25,159,001)
	2	\$442,458 *-502,000 (\$59,542)	(\$6,342,969)	(\$2,361,803)	(\$654,296)	(\$2,776,740)	(\$912,534)	(\$1,027,874)	(\$13,633,758)
	3	\$442,458 *-502,000 (\$59,542)	(\$6,272,175)	(\$2,220,215)	(\$441,914)	(\$2,493,564)	(\$558,564)	(\$603,110)	(\$12,147,084)

Table CFU 15's funding sources forecasts are from the city's Budget Office. While the Spokane Planning Unit is reluctant to presume continued grant funding, it was considered in order to be consistent with the current mix of funding sources to SPD. A conservative 3 percent annual increase in operating expenses was used to project future costs. Capital needs are those prepared and developed by the SPD budget director. Details have been submitted to the city's Budget Office. Deficits are due to capital needs and increasing costs of doing business offset by marginal increases in funding sources.

## 19.4 LIBRARIES

### Inventory of Existing Facilities

Economies of scale and technological innovations have lead the library system to diverge from the past approach of neighborhood-level service and think more in terms of library districts and electronic delivery. Spokane Public Library currently has six branch libraries in the Indian Trail, Shadle, Main, Manito, Hillyard, and Eastside areas and owns property for a potential seventh branch library in the Nevada-Lidgerwood neighborhood. (See Map CFU 4, "Library Sites and Service Areas." See also, "Spokane Public Library Inventory", attached to the 1997 Strategic Service Plan.)

### Forecast of Future Needs

#### Existing Demand

Currently, the library system offers outreach to retirement homes, preschools, and day cares, provides dial-in service, and operates catalog terminals at most District 81 schools. In addition to resource materials, branch libraries also offer their meeting rooms for use by community groups. Clearly, the public library system plays a crucial role in the social, economic, recreational, educational, and cultural health of the community.

#### Level of Service (LOS)

Spokane Public Library's 1997 Strategic Service Plan was shaped by public input and outlines their future service delivery program. The plan describes eight types of priority service responses.

TABLE CFU 16 STRATEGIC SERVICE PRIORITY RESPONSES
1. "Reference and General Information" helps customers make better decisions, save time and money, and become more self-sufficient.
2. "Popular Materials" contributes to recreational life in the community.
3. "Youth Services" provide a supportive environment in which youth are given opportunities to grow, learn, and build a foundation for success.
4. "Lifelong Learning" materials, programs, and services promote self-improvement and foster self-fulfillment.
5. The "Business Information" program provides services that help customers and businesses succeed in the workplace and/or marketplace and contribute to the financial vitality of the community.
6. The "Government Information" service is designed to promote the free flow of information that is crucial in a democratic society.
7. The "Northwest History" room offers a rich store of local historical documentation that helps link the community to its roots.
8. "Cultural Awareness" programs help customers to understand and appreciate their own cultural heritage, as well as that of other groups.

In addition, their level of service standards are as follows:

TABLE CFU 17 SPOKANE PUBLIC LIBRARY: LEVELS OF SERVICE		
	1996	Recommended
Operating budget per capita	\$33.80	\$35.00
Materials budget per capita	\$4.56	\$5.00
Percent of operating budget for materials	14	15
	.80	.75
Volumes per capita	3.01	3.25
Circulation per capita	10.5	10.5

The library's 1997 Strategic Service Plan stresses flexibility so their programs and level of service standards have room to evolve as consumer needs change in the future.

### Future Demand

Increased service demand resulting from future population growth could be addressed either through construction of new facilities, creative outreach programs and satellite service points, or a combination of both.

### Need for Capital Facility Improvements

All of Spokane Public Library's facilities have been replaced with new buildings since 1991. Given an average life span of a library facility of 20 to 30 years, these facilities should not have to be replaced over the next 20 years. However, depending on how and where future growth and development occur, future population increases could require the expansion of existing facilities (at Indian Trail, for example) or construction of new facilities (perhaps in the Qualchan area).

### Other Plans

Level of service standards are also affected by fluctuating revenue levels. For example, in November of 1999, Washington voters passed Initiative 695. One of the consequences of this action was that the library, which receives operating support from the City of Spokane, was required to cut back on services. Their decision was to reduce off-hour access to the main library downtown. In addition, they shifted branch library operating hours to match those of the downtown library, with the exception that some branch libraries are still open on Saturdays.

### Proposed Facilities

The library board believes facilities should either be in close proximity to population centers or easily accessible by bicycle, bus, or private vehicle. If future development were to continue to consume raw land away from the city center, the library would feel it necessary to build new facilities to serve these new areas. For this reason, the Library Board anticipates there may be a need for two new branches in the next twenty years. Currently, they are actively pursuing the purchase of land in the far northeast area of the city. However, there are no plans to build and operate a library in that area in the next ten years.

Library operations would also be affected by growth patterns. Additional facilities and an expanded geographical area could necessitate the addition of another delivery van to maintain the current daily delivery schedule. Operations (utilities, security, minor contracts, etc.) and personnel costs would also increase.

On the other hand, if future growth and development patterns incorporate new people into the existing urbanized area, the library could serve a growing population at existing facilities.

The cost to build a 75,000 square foot branch library is roughly \$15,000,000 (in 1998 dollars). It would be more cost-effective to increase staffing and collection size and expand hours of operation at existing facilities. In addition, the library could expand their electronic services with terminals at neighborhood grocery stores and C.O.P.S. shops where consumers could order books that would be mailed to their homes.

## **Six-Year Financial Plan**

### **Six-year Funding and Projects**

There are no capital projects planned for the next six years.

## 19.5 PARKS, RECREATION, AND OPEN SPACE FACILITIES

The city provides a system of local parks (neighborhood and community), major parks, and open space. The park system is managed by the Spokane Parks and Recreation Department with policy direction provided by the Spokane Park Board.

The Parks and Recreation Department is in the process of developing a new Parks, Recreation, and Open Spaces Plan. When finished, this plan will offer a much more detailed picture of the park, recreation and open space system and what changes and improvements will be made in the future.

This Capital Facilities Program (CFP) provides summaries of the parks inventory, level of service (LOS), future park needs, proposed projects, and a financing plan for the next six years.

### Inventory of Park Lands

The following inventory lists the type and number of parks and parks and recreation facilities within the city. The Spokane Parks, Recreation, and Open Spaces Plan will have an inventory of each park and facility in the city. For a number of parks and facilities by type, see Table CFU 18, "Parks and Facilities Inventory," and for a general location by park or facility type, see map CFU 5, "Parks."

#### Park Descriptions

##### Neighborhood Mini-Parks

Mini-parks are developed to serve a concentrated or specific group, such as children or senior citizens. Mini-parks have often been developed in areas where land is not readily available for neighborhood parks. Currently, there are eight neighborhood mini-parks in the city.

##### Neighborhood Parks

Neighborhood parks are intended to provide both active and passive recreation for residents enjoying short daily leisure periods but should provide for most intensive use by children, family groups, and senior citizens. These parks are centrally located in neighborhoods with safe walking and bicycle access. At forty parks, there are more neighborhood parks than any other park type in the city.

##### Community Parks

Community parks offer diverse recreational opportunities. These parks may include areas suited for facilities, such as athletic complexes and large swimming pools. Natural areas for walking, viewing, and picnicking are often available in community parks. Water bodies are present in many of these parks. As of this time, the city has eleven Community parks located throughout the community.

TABLE CFU 18 PARKS AND FACILITIES INVENTORY		
Classification	Number	Acres
Arboretum	1	56.65
Art Center	1	0.14
Community Parks	11	328.54
Community/Senior Centers	10	9.98
Conservation Area	14	1501.53
Golf Courses	4	762.89
Major Parks	4	571.46
Neighborhood Mini-Parks	8	6.37
Neighborhood Parks	40	257.32
Parkways	18	311.26
Sports Complexes	3	136.19
Swimming Pools	7	27.65
Trails	3	N/A
	<b>Total Acres</b>	<b>3969.98</b>

## **Major Parks**

A major park is a large expanse of open land designed to provide natural scenery and unique features of citywide and regional interest as well as affording a pleasant environment and open space in which to engage in active and passive recreation. The city has four major parks.

## **Conservation Area**

Open space areas designed to protect environmentally sensitive features, such as steep slopes, unstable soils, and shorelines. These areas are generally maintained in their natural state and help preserve significant views and wildlife habitats and corridors. Currently, there are 1,501.53 acres of conservation land in the city. Many of the conservation areas are located along or near the Spokane River or Latah Creek.

## **Parkway**

Parkways are often associated with arterials that have scenic features or connect parks. They have special landscape treatments such as trees, shrubbery, and grass. Some parkways have trails associated with them. There are eighteen parkways in the city.

## **Trails**

Trails are paved or unpaved surfaces that are ideally separated from streets and are within an open space corridor. Trails are typically used for running, biking, walking, and skating. Although many unmarked, undesignated trails exist, there are three official trails in the city: Ben Burr, Fish Lake, and Centennial.

## **Other Facilities**

The Parks and Recreation Department also owns and manages one arboretum, one art center, ten community/senior centers, four golf courses, three sports complexes, and seven swimming pools.

# **Forecast of Future Park Needs**

## **Level of Service (LOS)**

The city measures LOS by comparing the acres of parks per every thousand residents. Currently, the city is proposing to adopt the existing LOS for each measurable park type (neighborhood mini, neighborhood, community, and major). Although the National Recreation and Parks Association (NRPA) standards are much higher, the city cannot fund a high LOS (see Table CFU 19, “Level of Service and Required Acres”).

The proposed level of service for neighborhood parks is 1.17 acres per one-thousand residents, 1.49 acres for community parks, 2.59 acres for major parks, and .03 acres for neighborhood mini-parks. For projecting future need, the LOS for each park type is totaled to 5.28 parks per thousand residents. The city is about 6 acres below the low NRPA standard of 11.25 acres per thousand residents.

The city does not measure LOS for conservation land, parkways, or trails. These park types are typically purchased and developed on an opportunity basis. The city seeks to purchase and designate conservation land each year. The primary funding source is the Conservation Futures Program, which is administered by Spokane County. Parkway are designated as part of the arterial street plan (see Maps TR 4, 5, and 6 in the Volume 2, Chapter 18, Transportation). The city is currently developing the Fish Lake Trail to the southwest of the city, owns and maintains the Ben Burr Trail, and participates in maintaining the Centennial Trail (See Map CFU 5, “Parks”).



TABLE CFU 19 PARKS LEVEL OF SERVICE AND REQUIRED ACREAGE					
Type	Acres	Existing LOS (Acres/1,000)	NRPA LOS Acres/1,000)		Proposed LOS (Acres/1,000)
			High	Low	
Neighborhood Parks	257.32	1.17	2.00	1.00	1.17
Community Parks	328.54	1.49	8.00	5.00	1.49
Conservation Land	1501.53	6.81	N/A	N/A	6.81
Major Parks	571.46	2.59	10.00	5.00	2.59
Neighborhood Mini-Parks	6.37	.03	.5	.25	.03
Parkways	311.26	1.41	N/A	N/A	1.41
Trails (miles)	36.60	.17/miles/1,000	N/A	N/A	.17 miles/1,000
Subtotal	1,163.69	5.28	20.5	11.25	13.50
Total=	3,976.48	13.50	20.5	11.25	13.50
Existing LOS= Acres per 1,000 people Subtotal does not include conservation land, parkways, or trails.					Does not include trails.

### Future Demand

The city expects to grow by 16,350 people in the city and the UGA over the next six years. By the end of the year 2019, the city and its UGA will have an additional 68,745 people.

### Need for Capital Facility Improvements

In order to maintain the existing LOS as the city grows over the next twenty years, the city will have to develop new parks. Although many of these parks will be in areas of the city with high growth potential, several developed neighborhoods still lack neighborhood parks.

Over the next six years, the city will need to add another 86.73 acres of parks to maintain the existing LOS. By the end of 2019 the city will need to add 363.37 acres of parks to the existing 1,163.69 acres (See Table CFU 20, "Future Need – Parks").

Because the LOS for parks is based on population and all three growth alternatives are accommodating the same population allocation, the need for new parks is the same for all three of the growth alternatives. Once a preferred alternative is chosen, the city will determine more precisely where the new parks are needed. At this time, park needs are not geographically specific.

TABLE CFU 20 FUTURE NEED - PARKS				
Time Period	Population	Acres Required at 5.28 acres per 1,000 Persons	Total Park Acres Available	Net Reserve or Deficiency
1999	220,471	0	1,163.69	0
2005	236,821	1,250.42	1,163.69	-86.73
Total as of 2020	289,216	1,527.06	1,163.69	-363.37
The 5.28 acres per 1,000 persons the total LOS for neighborhood mini, neighborhood, community, and major parks.				

### SIX-YEAR PROJECT AND FINANCING PLAN

Table CFU 21, "Six-Year Park Acreage Needed at Proposed LOS," lists by park classification how many acres are needed in the next six years to maintain the proposed level of service. For neighborhood parks 19.76 acres are needed; 24.32 acres for community parks, 41.90 acres for major parks, and .75 acres for neighborhood mini-parks area also needed.

TABLE CFU 21 SIX-YEAR PARK ACREAGE NEEDED AT PROPOSED LOS				
Park Type	LOS: Acres per 1,000 Population	Existing Acres	Total Acres Required	New Acres Needed
Neighborhood Parks	1.17	257.32	277.08	19.76
Community Parks	1.49	328.54	352.87	24.32
Major Parks	2.59	571.46	613.36	41.90
Neighborhood Parks	.03	6.37	7.11	.75
<b>Total</b>	<b>5.28</b>	<b>1163.69</b>	<b>1250.42</b>	<b>86.73</b>

### Capacity Balance

The following table identifies what acreages and projects are necessary over the next six years to provide the required amount of park capacity at the proposed LOS standard. The city will need to develop at least 86.73 acres to meet the LOS standard. As explained in the future needs section above, the new park capacity is based on the next six years of population growth.

TABLE CFU 22 SIX-YEAR CAPACITY BALANCE SHEET- PARKS			
Time Period	Acres Required at 5.28 Acres per 1,000 Persons	Total Park Acres Available	Net Reserve or Deficiency
<b>1999</b>	0	1,163.69	0
<b>1999-2005 (new)</b>	86.73	0	-86.73
<b>Total as of 2005</b>	1,250.42	1,163.69	-86.73
<b>Projects</b>		<b>Acres</b>	
North Bank Land Acquisition		5.66	
Neighborhood Parks		13.86	
Community Parks		24.36	
Major Parks		42.38	
Neighborhood Mini-Parks		.47	
<b>Total as of 2005</b>		<b>86.73</b>	

### Six-Year Funding and Projects

The following table identifies that the city has about 1.13 million dollars identified over the next six years to fund the necessary park improvements. The two sources of funding are a general obligation bond passed by the citizens of Spokane and state and federal grants.

There are five major project areas listed in the table below. These are the projects needed to meet the LOS standard. The cost of these projects totals over 1.61 million.

Subtracting the six-year project costs from the available funding shows that there is a shortfall of just under a half of a million dollars. To meet the requirements of the GMA and a fiscally constrained CFP, this shortfall must be overcome.

To make the six-year funding and needed projects balance, the city has several options to consider. One option would be to search for other reliable funding sources. Another option would be to lower the level of service. It is doubtful that citizens would support a decreased LOS, since this plan is only proposing a LOS that is equal to the park service being provided today. A final option may be to reconsider how much growth the city will receive over the next six years.

This unbalance in the six-year funding and projects will be resolved prior to the release of the Final Comprehensive Plan/EIS.

<b>TABLE CFU 23 SIX-YEAR FUNDING SOURCES AND PROJECTS- PARKS</b>							
<b>Funding Sources</b>	<b>2000</b>	<b>2001</b>	<b>2002</b>	<b>2003</b>	<b>2004</b>	<b>2005</b>	<b>Total</b>
General Obligation Bond Issues	\$3,491,000						
State and Federal Grants	\$188,616	\$188,616	\$188,616	\$188,616	\$188,616	\$188,616	\$1,131,696
Community Development Funds	0	0	0	0	0	0	0
<b>Total Sources=</b>	<b>\$3,679,616</b>	<b>\$188,616</b>	<b>\$188,616</b>	<b>\$188,616</b>	<b>\$188,616</b>	<b>\$188,616</b>	<b>\$1,131,696</b>
<b>Projects</b>							
North Bank Land Acquisition	\$3,491,000	0	0	0	0	0	\$3,491,000
Neighborhood Parks Acquisition	\$44,742	\$44,742	\$44,742	\$44,742	\$44,742	\$44,742	\$268,452
Community Parks Acquisition	\$81,214	\$81,214	\$81,214	\$81,214	\$81,214	\$81,214	\$487,284
Major Parks Acquisition	\$141,264	\$141,264	\$141,264	\$141,264	\$141,264	\$141,264	\$847,584
Neighborhood Mini-Parks Acquisition	\$1,575	\$1,575	\$1,575	\$1,575	\$1,575	\$1,575	\$9,450
<b>Total Costs =</b>	<b>\$3,759,795</b>	<b>\$268,795</b>	<b>\$268,795</b>	<b>\$268,795</b>	<b>\$268,795</b>	<b>\$268,795</b>	<b>\$1,612,770</b>
<b>Balance =</b>							<b>(\$481,074)</b>

## 19.6 SANITARY SEWER

### Service Area

Spokane's Advanced Waste Water Treatment Plant (SAWTP) serves the city, portions of the urbanized unincorporated county, and several other communities. The city serves these additional areas based on interlocal agreements, which are similar to contracts. Some of these agreements are for small amounts of capacity while others, like the agreement with Spokane County, are for ten million gallons per day. With the multitude of users, the SAWTP is a regional system.

Because of existing agreements, the SSAWTP will most likely always be a regional system, although capacity will have to be increased dramatically, or other treatment solutions found, to accommodate the region's growth. See Map CFU 6, "Sewer Service Area," to view the extent of the SAWTP service area.

### Inventory of Existing Facilities

#### Sanitary Sewer Treatment Facilities

The SAWTP system doesn't consist of a treatment plant alone. There are over 800 miles of pipes connecting the treatment plant with the service area. These pipes also connect to lift stations that help get sanitary sewer to the treatment plant when the force of gravity is not available. On top of that there are other facilities like inverted siphons, catch basins and drywells, and combined sewer overflow structures (CSOs). See the table below for a full inventory of the SAWTP system.

TABLE CFU 24 INVENTORY OF EXISTING SANITARY SEWER FACILITIES		
Facility Category	Quantity	Units
Treatment Plant	1	each
Sewage Lift Stations	27	each
Sanitary Collection System	290	miles
Storm Water Collection System	130	miles
Combined Sewer Collection System	400	miles
Inverted Siphons	14	each
Catch Basins and Drywells	14000	each
CSO Regulating Structures	30	each

See Map CFU 7, "Waste Water and Storm Water Facilities," to view the location of the major sanitary sewer and storm water facilities.

### FUTURE NEEDS

#### Existing Demand and Capacity

The SAWTP has the capacity to process 44 million gallons per day of regionally generated sanitary sewer. Of the 44 MGD, the city has, through interlocal agreements, transferred 10 MGD to Spokane County to serve unincorporated urban areas that are on septic systems and over the aquifer. This leaves the city with control of 34 MGD of SAWTP capacity. Of the 34 MGD the city has about 2.3 MGD in surplus to serve future population growth. This will accommodate about 23,529 persons.

Currently, the SAWTP is processing an average of 40.7 million gallons per day (MGD) of regional sanitary sewer. This includes about 9.6 MGD that are associated with variable flow. Variable flow is water that infiltrates or inflows into the system and is not associated with sanitary sewer users. The city continues to make improvements to the SAWTP system to limit the amount of variable flow.

TABLE CFU 25 SANITARY SEWER TREATMENT SYSTEM SERVICE AREA CAPACITY			
Measure	Capacity	2000 Demand	2000 Surplus/Deficit
Population (Spokane County)	344,000	311,000(2)	33,000 surplus
Population (City's UGA)	244,000	220,471	23,529 surplus
Millions of Gallons per Day (City, County, and Other Users)	44	40.7	3.3
Millions of Gallons per Day (City and Other Users Only)	34	31.7(1)	2.3

(1) Based on UGA population plus 9.6 MGD variable flow.

(2) Based on average measured flow at the SAWTP = 40.7 MGD minus 9.6 MGD of variable flow.

### Level of Service (LOS)

The proposed level of service (LOS) for sanitary sewer processing is 100 gallons per capita per day (GPCD). This means that the city must plan to be able to accommodate 100 gallons of sanitary sewer for every person in the service area. Although some citizens may generate less or more sanitary sewer, this is an accepted average that can be used for planning purposes.

### Future Demand

Future demand is based on applying the 100 GPCD LOS against the forecast populations. Capacity is based on the permitted capacity of the SAWTP minus the 9.6 MGD variable flow due to infiltration/inflow (I/I). The year 2000 population for the proposed UGA is approximately 220,471 persons. Since portions of the city's proposed UGA extend outside the city limits, some of the 220,471 existing residents may or may not be served by the SAWTP.

The 2020 forecasted population for the entire city proposed UGA is 289,216 persons. The population projection is the same for all three growth alternatives, even though the Current Patterns alternative shows a slightly larger UGA.

Based on the proposed LOS of 100 million GPCD and the population increase of 16,250 new persons, within the city's proposed UGA over the next six years, there will be an additional 1.64 MGD of sanitary sewer going to the SAWTP. Over the next twenty years, the SAWTP will have to accommodate an additional 6.9 MGD for population growth in the city's UGA alone (See Table CFU 26).

TABLE CFU 26 FUTURE NEED: SANITARY SEWER					
Time Period	Demand (New Population)	Capacity (Proposed UGA and Population)	Average Daily Demand MGD at 100 GPCD		
Six-Year Need			Current Patterns	Center and Corridors	Central City
1999	220,471	244,000	31.65	31.65	31.65
1999 - 2005	16,350	244,000	1.64	1.64	1.64
Total as of 2005	236,821	244,000	33.29	33.29	33.29
Twenty-Year Need					
2005-2020	52,395	314,000	5.24	5.24	5.24
Total 2000-2020 (increase)	68,745	314,000	6.9	6.9	6.9
Total as of 2020	289,216	314,000(1)	38.55(2)	38.55	38.55

## Capacity Balance

Comparing the existing SAWTP capacity (34 MGD) against the needed capacity after six years of population growth in the UGA (33.29 MGD), indicates that the city has just enough sanitary sewer capacity. The SAWTP capacity needed to accommodate the city's UGA growth at the year 2020 is 38.55 MGD. Comparing this to the existing capacity shows a deficiency of 4.55 MGD (See Table CFU 27).

TABLE CFU 27 CAPACITY BALANCE SHEET: SANITARY SEWER			
Year/ Projects	Maximum Month Demand Required at LOS	Facility Currently Available	Net Reserve or Deficiency
2000	31.65	34	2.35
2005	33.29	34	.71
2020	38.55	34	-4.55
Projects 2000 to 2020 to Increase Capacity		Current	Upgraded
Upgrade to SAWTP		34	39
CSO Reduction Program		N/A	2

The city will have to make major upgrades to the SAWTP to accommodate the next twenty years of projected growth. The city is in the process of reducing the number of combined wastewater/storm water systems that connect to the SAWTP. This combined sewer overflow (CSO) reduction program should free up two MGD of the next twenty years.

Increasing the city's portion of the SAWTP capacity to 39 MGD, plus the two MGD gained through CSO reduction, will accommodate the city's projected twenty years of population growth.

## SIX-YEAR FINANCIAL PLAN

### Six-Year Funding and Projects

Table 28 identifies the funding sources and projects necessary to maintain the proposed LOS at proposed growth rates over the next six years. Projects include reductions in septic systems, CSO events, infiltration and inflow, and capital improvements to the SAWTP.

Table 28 (six-year funding and projects) shows the city has enough funding sources to cover the costs of the proposed projects.

TABLE CFU 28 SIX-YEAR FUNDING AND PROJECTS							
Funding Sources	2000	2001	2002	2003	2004	2005	Total
Capital Fund Balance at Beginning of Year	7,044	3,623	12,683	4,409	1,434	9,093	38,286
Adjustments for Conformance with Financial Summary	-1,451	7,000	-2,481	3,405	11,056	-2,152	15,377
Public Works Trust Fund Loan (PWTFL)	595	10290					10885
City Sewer Construction Fund (SCF)	6078	9944	8694	3968	15059	15895	59638
Extended Centennial Clean Water Fund Grant (ECCWFG)	2812	4239	3876	2297	3337	3109	19670
Local Improvement District (LID) Assessments	732	172					904

Aquifer Protection Fund (APF)	531	500	500	500	500	500	3031
State Revolving Fund (SRF) Loan	907	447					1354
Centennial Clean Water Fund Grant (CCWFG)							
Bond	14	14	14	14	14	14	84
Spokane County	1876	3237	2542	1493	1669	1514	12331
City Water Fund	65	510					575
Sum of Currently Programmed Funding Sources for the Year	13,610	29,353	15,626	8,272	20,579	21,032	108,472
<b>Projects</b>							
Sewer rehabilitation Program	317	372	1041	695	905	650	3980
Septic Tank Elimination Program	2034	440					2474
Capital Improvement - Collection system	842	4501	1630	546	9342	9342	26203
Capital Improvement – Storm Water Management/CSO	3615	6878	5780	6219	3236	5729	31457
Capital Improvement - Treatment Plant	8772	15102	12968	7192	10493	11201	65728
Sum of Estimated Project Costs for the Year	15,580	27,293	21,419	14,652	23,976	26,922	129,842
<b>Capital Fund Balance</b>	<b>\$3,623</b>	<b>\$12,683</b>	<b>\$4,409</b>	<b>\$1,434</b>	<b>\$9,093</b>	<b>\$1,051</b>	<b>\$32,293</b>

Note: The above table is a hybrid. The tabular entries for the funding sources and projects are taken from the current six-year program facility elements, which reflect program needs and potential funding sources. The "adjustments for conformance with financial summary" entries are required to reflect the actual programmed revenue and O&M in the city's six-year sewer program financial summary and the resulting annual capital fund balances.

## 19.7 SCHOOLS

There are three school districts operating within the current Spokane city limits. The vast majority of the City of Spokane is served by Spokane Public School District #81. Cheney School District #360 serves some small corners in the southwest area of the city and the west plains. Mead School District #354 is generally located on Five-Mile Prairie and north of Lincoln Road. Depending on the placement of the City of Spokane's final urban growth boundary and annexations related to those new boundaries, more of the city might be served by these last two school districts, with the possible addition of the Nine-Mile Falls and West Valley school districts. (See Map CFU 11, "School Districts and Facilities.")

### Inventory of Existing Facilities

District 81 operates thirty-five elementary schools, six middle schools and five high schools, in addition to several special schools, serving over 32,000 students each year. (See Maps CFU 8, "Elementary School Boundaries," CFU 9, "Middle School Boundaries," and CFU 10, "High School Boundaries.") In addition to the regular attendance center programs, the district is the sponsoring agency for the Spokane Area Professional-Technical Skills Center, which serves nine neighboring school districts. Special learning centers like the Libby Center, before and after-school child care programs such as Express, and an extensive summer school program round out the district offerings.

### Existing Enrollment

District 81 has a total enrollment of over 32,000 individual students. This includes 1,714 students enrolled in special schools. The focus of these alternative schools ranges from programs for troubled youth to professional-technical training. Most of the students at the Skills Center are from the other eight school districts in Spokane County, with non-District 81 enrollment at 388 for 1999.



TABLE CFU 29 INVENTORY OF EXISTING FACILITIES: SCHOOLS	
School	Total Existing Enrollment
Elementary Schools	17,489
Middle Schools	4,735
High Schools	8,677
Other Buildings	1,714
Total School Facilities	32,615

Enrollment is a shifting concept that requires District 81 to remain flexible. Drop-out rates and families who combine households to share winter heating costs can result in significant changes from initial enrollment projections. The district reacts to these fluctuations through busing and the use of "relocatables," which are portable buildings on cement foundations.

TABLE CFU 30 INVENTORY OF EXISTING FACILITIES: SCHOOLS BUILDING SQUARE FOOTAGE				
School	Permanent	Portable	Total	Site Acreage
Elementary	1,506,534	149,517	1,656,051	208.81
Middle	655,097	0	655,097	104.69
High	1,098,774	20,902	1,119,676	148.48
Other Buildings			456,547	34.77
Total for All Buildings		170,419	3,887,371	496.75



## **Existing Capacity**

Finch is the only one of the thirty-five elementary schools in District 81 that currently has a deficient capacity issue. However, this is due to lack of support space, not classroom space. Both Audubon Elementary and Willard Elementary Schools were full in 1999, while Wilson Elementary had surplus capacity of about 25 to 30 students. Mullan Road Elementary currently serves about 400 students. At present, the Eagle Ridge housing development contributes very few students to this school. However, the school could handle up to an additional 250 students if more young families were to move into this area.

Enrollments have recently declined faster than expected at Woodridge Elementary, Salk Middle School, and Shadle High School, where there were roughly 100 students less than other schools. This may have been triggered partially by a sluggish home resale market due to extensive road construction in the area. If this is the reason, it is a temporary phenomenon and leads the district to expect that enrollments will rise to near normal levels again soon.

A high school's capacity is measured more by total space use during fourth period than total enrollment. In addition, the adequacy of teaching stations per school depends in part on the requirements of particular programs.

## **Forecast of Future Needs – District 81**

### **Existing Demand – Enrollment**

There were nearly 31,000 students enrolled in District 81's elementary, middle, and high schools for 1999.

### **Level of Service (LOS)**

District 81 describes their current level of service standard as, "educate all children who wish to attend public schools, between the ages of five years and 21 years who have not received a high school diploma or equivalent [and] educate handicapped children between the ages of three and five years."

For elementary schools, more specific level of service standards include: 500 to 600 students per school, 5 or more acres of land per school, and a student/teacher ratio of 26:1. The standard student/teacher ratio for middle and high school is 30:1. Students who live more than a mile from school may travel to school on district-approved buses. Bus service is also provided to those students whose school route has been declared unsafe by the district safety office or who participate in after-school activities.

### **Future Demand – Enrollment Projections**

Demographic shifts have a cyclical effect on projected enrollment. As the adults in a neighborhood age, the number of school children decreases. When older residents gradually give way to young families, the number of school children increases. Certain types of employment and higher income levels typically indicate a family with older children who will be phasing out of the school system relatively soon. In fact, the out-migration that the district has observed over the last few years may indicate that some families also tend to move outside the city as their children age.

Sometimes, local economic development efforts result in traceable patterns in enrollment levels. For example, young families came to Spokane to fill the 9,000 jobs created through the Momentum (New Century Plan) process. This added 4,500 new students, but only a few years later they are starting to finish high school. Soon, they will have moved out of District 81's system and into the workforce themselves.

In addition to unique local phenomenon, District 81 bases their enrollment projections on the cohort survival method. Since there is virtually no in-migration, births account for the bulk of growth. Their birth numbers are based on enrollments in birth classes and are projected out five years to calculate the projected kindergarten enrollments.

The years 1990, 1991, and 1993 saw particularly large birth numbers, with 1991 registering the largest number of births in twenty years. This projects through school enrollments like a rolling wave. In sharp contrast, the years that followed experienced lower than normal birth rates. As a result, the district anticipates that elementary school enrollments will drop by 1500 students over the next five years. The good news is that class sizes will be smaller. It is expected that middle school enrollment will stay fairly flat, and high school enrollment will only increase slightly.

The growth pattern that would best support consistent enrollment rates would gradually phase in new development over time and emphasize housing that appeals to a diverse socioeconomic range of residents.

<b>TABLE CFU 31 ENROLLMENT PROJECTIONS</b>				
<b>Year</b>	<b>School Level</b>			
	<b>Elementary</b>	<b>Junior High</b>	<b>Senior High</b>	<b>Total</b>
<b>1994</b>	16,612	4,902	8,643	30,157
<b>1995</b>	16,552	5,037	8,804	30,393
<b>1996</b>	16,413	4,974	9,066	30,453
<b>1997</b>	16,482	4,991	9,081	30,554
<b>1998</b>	16,533	4,850	9,309	30,692
<b>1999</b>	16,430	4,863	9,483	30,776
<b>2000</b>	16,311	4,754	9,598	30,663
<b>2001</b>	16,033	4,856	9,509	30,015
<b>2002</b>	15,670	5,002	9,343	30,015
<b>2003</b>	15,168	5,139	9,428	29,735
<b>2004</b>	14,843	5,060	9,492	29,395
<b>Projections from Spokane School District No. 81: Planning Capital Projects, Oct. 20, 1999.</b>				

### **Need for Capital Facility Improvements**

Following construction of the bond funded projects listed below, the district anticipates limited need for construction of new facilities in the years to come, unless growth trends accelerate dramatically from the trends of the last few years. Population projections from the Washington State Office of Financial Management indicate this is likely. However, the extent of currently permitted plats and development outside city limits indicates the city's population likely will not grow significantly for at least another fifteen years.

### **Plans of Other Providers**

In order to sustain and improve overall community health, District 81 makes their buildings and recreational facilities available to the public for use during non-school hours. Priority for scheduling and rental fee structure ranges over five classes: school district sanctioned activities, joint use agreements and contracts, other educational institutions, civic and service use, and private interest groups. (See the excerpt from District 81's Procedure Manual relating to "Use of School Facilities.")

In addition, the City of Spokane Parks and Recreation Department supports and maintains recreational facilities at all the school sites. (See the City of Spokane Parks, Recreation, and Open Spaces Plan for 1999). Access to school facilities as centralized gathering places strengthens local residents' sense of community. All possible efforts should be made to continue and expand such opportunities for co-location of programs and shared-use of public facilities.

### **Proposed Facilities**

Beyond those projects funded by the recent bond, District 81 has no specific facilities in mind for construction in the immediate future.

## Six-Year Financial Plan

### Six-year Funding and Projects

In 1998, District 81 successfully passed a \$74.5 million bond, which funds the following projects:

TABLE CFU 32 1998 BOND PROJECTS				
Bond Project	Percent Complete	State Match and Other Funds	Bond	Completion Date
Lewis and Clark High School Renovation	10%	\$22,278,800	\$14,141,542	August 2001
Technology Improvements at All Schools	Equipment: 50%		\$12,624,693	September 2002
Upgrade Electrical Systems and Retrofit School for Technology	Data Upgrades Complete; Electrical: 50%		\$12,812,518	July 2000
Rogers High School Renovation	40%		\$5,827,617	June 2000
North Central High School Addition	20%	\$1,832,305	\$2,790,036	August 2000
Browne Elementary School Replacement	10%	\$1,931,306	\$5,029,522	September 2000
High School Science Room Renovation	Complete		\$1,482,900	September 1999
Garry Middle School Physical Education and HVAC Improvements	Complete		\$2,260,920	September 1999
Elementary Library Remodels	Complete		\$702,906	September 1999
Replace Modular Unit Wilson Elementary School	Complete		\$1,282,932	July 1999
Site Expansion/Improvements	50%		\$5,001,935	September 2003
Auditorium Improvements at Ferris and Shadle	Complete		\$505,233	September 1999
Intercom/Phone/Communication Upgrades	Complete		\$3,049,120	October 1999
Instructional Space Expansion	Complete		\$622,352	October 1999
Cooper Parking and Traffic Flow Improvements	Complete		\$106,032	September 1998
State Sales Tax			\$6,292,882	
<b>Total</b>		\$26,042,411	\$74,533,140	

Upon their completion, these projects will provide for surplus capacity as follows:

### Capacity Balance

District 81 addresses capacity issues either through bussing students out of schools with deficient capacity or by adjusting the boundaries served by individual schools that are experiencing surplus capacity so that more students can attend a school near their home. Another tactic is to shift locations of special programs based on available space. For example, the Montessori and APPLE programs periodically are relocated to other sites as enrollments rise and fall and capacity shifts accordingly.

Also, the programs for students with limited English speaking ability shift according to the areas of the city with concentrations of this need. In the past, Asian (Hmong) immigrants settled mainly in the East Central and West Central areas but their children have largely finished school now and that immigration trend has ended. Instead, this language program has moved to the Bemiss/Shaw/Rogers area in order to better serve the growing population of Russian immigrants.

District 81 assumes that additional capacity will be generated to meet future needs. Excess capacity will not be generated, as it limits their eligibility for state matching funds to offset the cost of school construction.

### Elementary Schools

Spokane Public Schools continue to look ahead in anticipation of the future need for new elementary schools. They anticipate building anywhere from two to seven new elementary schools over the next twenty years, depending on how and where future growth and development occur, and whether or not they decide to switch to a true middle school grade structure. In addition, they would need to renovate or replace ten existing elementary schools if they stay with their current grade structure. If they switch to a true middle school system that includes sixth grade, they would only need to renovate or replace six existing elementary schools.

TABLE CFU 33 BOND PROJECTS		
Site	Project	Additional Capacity
All Schools and Classrooms	Electrical and Data and/or Fiber Upgrades	0 students
Browne Elementary	Replacement	50 to 75 students
Ferris High School	Auditorium and/or Science Room Renovations	0 students
Garry Middle School	Addition and/or Upgrade	0 students
Lewis and Clark High School	Renovation, Replacement, and/or Site Expansion	100 to 150 students
North Central High School	Renovation and/or Addition	0 students
Rogers High School	Renovation and/or Replacement	0 students
Shadle Park High School	Auditorium and/or Science Room Renovations	0 students
Wilson Elementary School	Addition and/or Renovation	0 students

The school board tends to wait to build a new elementary school until development and demographic trends indicate they will be able to serve 500 students. They anticipate reaching this threshold in Indian Trail by 2010. In this regard, District 81 currently owns property in the northwest area (Indian Trail), next to the park and fire station on West Pacific Park Drive. In addition, the district hopes to locate property for a new elementary school in the southeast portion of their service area (near Glenrose). Depending on the location of the city's final urban growth boundary (UGA), this could result in higher bussing costs for the district, as development at an urban level of density would be restricted to within the UGA.

### Middle Schools

There is no anticipated need for additional middle schools over the next twenty years unless the district changes to a true middle school system. If middle schools continue to include only grades seven and eight, the district anticipates needing to renovate or replace four existing middle schools. However, if these schools were to include grade six as well as grades seven and eight, the district would need to construct probably two and possibly four more middle schools, depending on how and where future growth and development occur.

The middle school grade structure uses space more cost effectively, as there is less need to build additional elementary schools in response to population growth. Currently, each middle school now is fed by sixth grade classes from six or seven elementary schools. However, it costs less to build one middle school than it costs to build two elementary schools, even though each approach serves approximately the same number of students.

### High Schools

Regardless of the trend in the city's growth and development patterns over the next twenty years, District 81 anticipates that they will need to renovate and upgrade Rogers High School, possibly

replace or renovate one other high school, and build additions to expand capacity at Ferris, North Central, Rogers, and Shadle Park High Schools.

District 81's recent land accumulation efforts have focused mainly on providing enough space to accommodate the expansion of both North Central and Lewis and Clark High Schools. In the last two years, they have purchased five lots to the north of North Central High School on the south side of Indiana between Washington and Howard Streets and twelve lots for the expansion of Lewis and Clark high school between Washington and Stevens Streets, and Fourth and Fifth Avenues.

Negotiations for the purchase of additional parcels to support the expansion of Lewis and Clark are currently underway.

<b>TABLE CFU 34</b>		
<b>Scenario</b>	<b>Current Patterns</b>	<b>Centers and Corridors, Central City</b>
<b>Scenario 1: K-6, 7-8, 9-12</b>	Rogers High School: Renovation/upgrade*	Rogers High School: Renovation/upgrade*
	10 existing elementary schools: Renovate/replace with new construction	10 existing elementary schools: Renovate/replace with new construction
	4 existing middle schools: Renovate / replace with new construction	4 existing middle schools: Renovate / replace with new construction
	Selected high schools: Additions*	Selected high schools: Additions*
	3-5 new elementary schools: New construction/new sites	4-7 new elementary schools: New construction/new sites
<b>Estimated Total Cost</b>	<b>\$189,000,000 - \$205,000,000</b>	<b>\$195,000,000 - \$215,000,000</b>
<b>Scenario 2: K-5, 6-8, 9-12**</b>	Rogers High School: Renovation/upgrade*	Rogers High School: Renovation/upgrade*
	6 existing elementary schools: Renovate/replace with new construction	6 existing elementary schools: Renovate/replace with new construction
	Selected high schools: Additions*	Selected high schools: Additions*
	2 new elementary schools: New construction/new sites	4 new elementary schools: New construction/new sites
	3 new middle schools: New construction/new sites	4 new middle schools: New construction/new sites
<b>Estimated Total Cost</b>	<b>\$140,000,000</b>	<b>\$169,000,000</b>
<b>*Projects which will be necessary regardless of the growth pattern.</b>		

## 19.8 SOLID WASTE

The City of Spokane administers and operates a broad range of solid waste management activities within the city and in Spokane County. They include:

- ◆ Collection of solid waste generated by residential and commercial customers in the City of Spokane.
- ◆ Operation of the Valley Transfer Station and the Colbert Transfer Station.
- ◆ Operation of the Northside Landfill.
- ◆ Collection of recyclables and yard waste from residential and commercial customers in the City of Spokane.
- ◆ Contract administration for the processing of recyclables collected in the City of Spokane.
- ◆ Operation of moderate risk waste collection stations at the two transfer stations and the Waste to Energy (WTE) Facility.
- ◆ Operation of transfer activities between the transfer stations, WTE Facility, and a Regional Disposal Company.
- ◆ Operation of transfer activities between the transfer stations, WTE Facility, Regional Compost Facility, and recycling companies.
- ◆ Administration and permitting of medical waste haulers in the city.
- ◆ Illegal dumping inspections and cleanup for the city and county through the Department of Code Enforcement.
- ◆ Coordination with the Spokane Regional Health District and the City of Spokane on facility inspections and enforcement.

### Inventory of Existing Facilities

Table CFU 35 provides an inventory of existing solid waste disposal facilities and equipment.

TABLE CFU 35 INVENTORY OF EXISTING SOLID WASTE DISPOSAL FACILITIES AND EQUIPMENT		
Facility Name	Address	Capacity (tons per day)
Waste to Energy Plant	2900 South Gieger Boulevard	800
North Transfer Station	22123 Nprth Elk-Chattaroy Road	N/A
Northside Sanitary Landfill	5502 West Nine Mile Road	500
Valley Transfer Station	3941 North Sullivan Road	N/A
Rabanco Regional Landfill	Klickitat County, Washington	5,000,000*
<b>Total Capacity</b>		
<b>Solid Waste Apparatus</b>		
Rear-Loading Vehicles		24
Auto-Side Load/Trucks		22
Front-Loading Trucks		9
Tilt-Frame		10
Tractors, Trucks		12
Trailers		22
Loaders		8
Specialized		12
Recycling Trucks		19
<b>Total Apparatus</b>		<b>138</b>
* 100 year estimate.		

## **Service Area**

The City of Spokane provides collection of solid waste generated by residential and commercial customers in the City of Spokane. As stated earlier, the City of Spokane also administers and operates a broad range of solid waste management activities within the city and in Spokane County.

## **Capacity**

The city has the ability to meet the present and future recycling and disposal needs. To accommodate future population growth, there will be a need to acquire additional solid waste apparatus and there may be a need for modifications to transfer stations and the WTE Facility. Specific alternatives and potential funding mechanisms are discussed in the Spokane County Comprehensive Solid Waste Management Plan Update, October 1998.

## **Forecast of Future Needs**

### **Existing Demand**

In 1995, city crews collected 67,288 tons in rear-load vehicles from residential customers and 71,008 tons in front-loader and roll-off vehicles from business and institutional customers. In 1996, the city began transitioning to a fully automated collection system for residential refuse. This system now in place citywide. Recyclables are collected from residential customers in sideloading vehicles. Most refuse collected by the city is delivered to the WTE facility and recyclables are delivered to a private intermediate processor. In 1997, the city began offering curbside collection of yard waste to residential customers.

### **Level of Service (LOS)**

Information regarding the existing and proposed solid waste level of service is provided below.

#### **Existing LOS**

- ◆ Residential: 4.33 collections per household per month
- ◆ Commercial: As needed
- ◆ Recycling: 4.33 collections per household per month

#### **Proposed LOS**

- ◆ Residential: 4.33 collections per household per month
- ◆ Commercial: As needed
- ◆ Recycling: 4.33 collections per household per month

## **Future Demand**

Tables CFU 36 and 37 provide the estimated population growth of the city including the urban growth study area and the average daily demand for solid waste disposal and recycling based on single-family residential accounts serviced. The population information provided in these tables is based on the land area in the proposed urban growth study area that includes land outside the Spokane city limits. It is recognized that areas outside the city limits are served by independent solid waste haulers, not by the city. This information is provided for planning purposes only. It is intended to provide information regarding potential solid waste disposal needs for these areas based on future population growth. In developing this information, the City of Spokane is not assuming that it will be responsible for providing solid waste service to all of these areas.

TABLE CFU 36 TWENTY YEAR NEED: SPOKANE SOLID WASTE DISPOSAL							
Time Period	Demand (Population)	Average Weekly Demand Single-Family Residential Accounts Serviced and Cost (M=Million Dollars) (1996 dollars)					
Six-Year Need		Current Patterns		Center and Corridors		Central City	
		Stops	Cost	Stops	Cost	Stops	Cost
1999	220,471	76,908	12 M	76,908	12M	76,908	12M
1999 – 2005 (increase)	16,350	6,852	.5M	5,171	.5M	5,427	.5M
Total as of 2005	236,821	83,760	12.5M	82,079	12.5M	82,335	12.5M
Twenty-Year Need							
2005 – 2020	52,395	21,698	1.5M	16,377	1.5M	17,185	1.5M
Total 2000-2020 (increase)	68,745	28,551	2.0M	21,549	2.0M	22,613	2.0M
Total as of 2020	289,216	105,459	14M	98,457	14M	99,521	14M

TABLE CFU 37 TWENTY YEAR NEED: SPOKANE RECYCLING							
Time Period	Demand (Population)	Average Weekly Demand Single-Family Residential Accounts Serviced and Cost (M=Million Dollars)					
Six-Year Need		Current Patterns		Center and Corridors		Central City	
		Stops	Cost	Stops	Cost	Stops	Cost
1999	220,471	76,908	\$3M	76,908	\$3M	76,908	\$3M
1999 - 2005 (increase)	16,350	6,852	\$.25M	5,171	\$.25M	5,427	\$.25M
Total as of 2005	236,821	83,760	\$3.25M	82,079	\$3.25M	82,335	\$3.25M
Twenty-Year Need							
2005 – 2020	52,395	21,698	\$.75M	16,377	\$.75M	17,185	\$.75M
Total 2000-2020 (increase)	68,745	28,551	\$1.25M	21,549	\$1.25M	22,613	\$1.25M
Total as of 2020	289,216	105,459	\$4.25M	98,457	\$4.25M	99,521	\$4.25M

## Facility Improvements

### Collection System

As growth occurs, the number of solid waste and recycling collection routes will increase. Additional trucks and other apparatus will be needed, as well as employees to drive the trucks and operate equipment. Other equipment, such as recycling bins, carts, and dumpsters, will also have to be purchased as customers are added to the collection routes. In general, equipment needs and employees are funded by collection fees.

### Six-Year Financial Plan

#### Six-Year Funding and Projects

Table CFU 38 identifies the six-year funding and projects for solid waste disposal.



<b>TABLE CFU 38 SIX-YEAR FUNDING AND PROJECTS: SOLID WASTE DISPOSAL (\$1,000S)</b>							
<b>Funding Sources</b>	<b>2000</b>	<b>2001</b>	<b>2002</b>	<b>2003</b>	<b>2004</b>	<b>2005</b>	<b>Total</b>
Collection Fees	26,037	26,873	27,679	28,509	29,364	29,804	168,266
Disposal Fees: WTE	19,680	20,271	20,861	21,451	22,042	22,373	126,678
Electricity Sales	6,220	12,917	12,952	12,988	13,038	13,429	71,544
Reserve Funds	742	596	556	519	540	556	3509
Debt Service	1,006	1,156	1,156	1,156	1,156	1,156	6,786
Sale of Recyclables	200	225	225	230	235	240	1355
Misc. Revenues and Grants	886	891	896	900	905	932	5410
Operations Complex	4,072	1,844	0	0	0	0	5,916
Equipment Replacement	3,011	1,571	1,925	4,025	2,800	3,000	16,332
Capital Projects	900	500	500	500	500	500	3400
Rate Stabilization Fund	1,893	1,893	1,296	0	0	0	5,082
<b>Total</b>	<b>64,647</b>	<b>68,737</b>	<b>68,046</b>	<b>70,278</b>	<b>70,580</b>	<b>71,990</b>	<b>414,278</b>
<b>Expenditures</b>							
Administration	1,729	1,773	1,817	1,864	1,911	1,968	11,062
Operations	11,746	12,127	12,477	12,838	13,208	13,604	76,000
Inter-Fund Maintenance	2,626	2,680	2,736	2,793	2,852	2,938	16,625
Other	2,026	1,780	1,829	1,878	1,930	1,988	11,431
Taxes	5,044	5,193	5,348	5,508	5,674	5,844	32,611
Comm. Projects/Code Enforce	575	575	580	585	590	608	3513
Payments to Regional Cities	250	250	250	250	250	250	1500
WTE Projects	8,630	14,857	14,435	14,435	14,439	14,439	81,235
Northside Landfill Closure	1,975	1,975	1,975	1,975	1,975	1,975	11,850
County (\$8M)	777	777	777	777	777	777	4662
County (\$12M)	1,112	1,112	1,112	1,112	1,112	1,112	6,672
Contractual Services	16,997	17,482	17,979	18,491	19,018	19,589	109,556
Capital Acquisition	7,893	3,915	2,425	4,525	3,300	3,399	25,457
Replacement Funds	2,747	3,220	3,159	3,135	3,135	3,230	18,626
<b>Total</b>	<b>64,167</b>	<b>67,716</b>	<b>66,899</b>	<b>70,166</b>	<b>70,171</b>	<b>71,721</b>	<b>410,840</b>
<b>Resources Less Expenditures</b>	<b>480</b>	<b>1,021</b>	<b>1,147</b>	<b>112</b>	<b>409</b>	<b>269</b>	<b>3,438</b>
<b>Beginning Cash</b>	<b>1,121</b>	<b>1,601</b>	<b>2,622</b>	<b>3,769</b>	<b>3,881</b>	<b>4,290</b>	<b>17,284</b>
<b>Balance</b>	<b>1,601</b>	<b>2,622</b>	<b>3,769</b>	<b>3,881</b>	<b>4,290</b>	<b>4,559</b>	<b>38,006</b>
<b>Projects</b>							
Maintenance Facility					\$45.1 million		

## Capacity

The city has the ability to meet the present and future solid waste disposal needs. Specific alternatives to accommodate future population growth and potential funding mechanisms are discussed in the Spokane County Comprehensive Solid Waste Management Plan (CSWMP), October 1998. The CSWMP addresses the management and disposal of municipal solid wastes and moderate risk currently generated in Spokane County, identifies types and quantities of wastes currently generated in the county, identifies needs and opportunities for solid waste management, develops objectives for solid waste management, and proposes alternatives for management of these wastes.

## 19.9 WATER

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The City of Spokane Water and Hydroelectric Services Department provides potable water for Spokane and several areas that are outside the Spokane city limits. A complete inventory, analysis of need, and capital facilities program is provided in the draft of the 1999 City of Spokane Comprehensive Water System Plan projected to be adopted in 2000.

### Inventory of Existing Facilities

#### Service area

The City of Spokane provides water service to approximately 188,300 residents in Spokane and to portions of Spokane County, including approximately 9,700 residents. The City of Spokane also provides water at reduced rates to other cities, water districts, and communities including the City of Airway Heights, Spokane County Water District #3, Whitworth Water District #2, Spokane International Airport, and Geiger Heights Air Force Housing. The current service area includes approximately 58.65 square miles within the Spokane city limits and approximately 2.35 square miles outside city limits. Map CFU 12, “Water Service Areas,” identifies the current water service area.

#### Facilities and Water Rights

The City of Spokane’s source of water is the Spokane Valley – Rathdrum Prairie Aquifer. Water is pumped from the aquifer by 8 well stations, distributed by over 890 miles of water pipe and 21 booster stations, and stored in 32 reservoir and storage facilities. The city’s current average daily demand is approximately 65 million gallons per day (MGD) based on an average daily use of approximately 350 gallons per person per day.

The City of Spokane holds rights to 348 MGD and pumps approximately half of this amount on maximum demand days.

Map CFU 13, “Water Facilities and Pressure Zones,” identifies the location of various water facilities and pressure zones.

#### Fire Flows

Firefighting flow is required at a relatively high rate for a short period of time. A water system is required to have a supply, storage, and distribution system grid of sufficient capacity to provide firefighting needs while maintaining adequate service to residential and commercial customers.

The City of Spokane designs the water system to provide fire flows greater than the minimum fire flows required by state law or the fire flows required by the fire district that has jurisdiction. The minimum fire flow requirements are set forth by the Washington Administrative Code 248-57-400, which the city exceeds.

Firefighting standards have been established by the Insurance Service Office (ISO), and a set of similar standards administered by the Washington Survey and Rating Bureau (WSRB). The city generally exceeds the conservative ISO fire flow rates resulting in an exceptional fire insurance rating.

#### Capacity

The current pumping capacity of the water system is 282.2 MGD. This capacity is based on equipment nameplate data.

<b>TABLE CFU 39 INVENTORY OF CAPITAL FACILITIES: WATER SUPPLY</b>	
<b>Facilities</b>	<b>Capacity</b>
<b>Groundwater</b>	<b>Pump Capacity</b>
Spokane Valley-Rathdrum Prairie Aquifer	Estimated 624.6 MGD
<b>Well Stations</b>	<b>Station Capacity</b>
Well Stations- Total System Capacity	282.2 MGD
<b>Booster Stations</b>	<b>Station Capacity</b>
Total Booster Station Capacity	202.72 MGD
<b>Reservoirs and Storage</b>	<b>Storage Capacity</b>
Total Storage Capacity	103.89 MGD

## Forecast of Future Needs

### Existing Demand

The city's average daily water system demand in 1999 was 65 million gallons per day (MGD), which is a daily water use of approximately 350 gallons per person per day based on a City of Spokane population of approximately 190,000 persons. The city's peak day water system demand in 1999 was 185 million gallons, which is approximately 975 gallons per person.

### Level of Service (LOS) Standard

The city presently has eight well sites tapping into the aquifer for its water supply source. Ideal design practice recommends that the source of supply capacity be equal to the maximum day demand (MDD), allowing stored water to be used for the peaking requirements of the system. The total system pumping capacity is 282.2 MGD. The highest recorded MDD is 185 MGD.

Minimum LOS standards were established in the Countywide Planning Policies. According to these policies, distribution pipe lines must be designed to deliver sufficient water to meet peak customer demands (peak hourly demand), this period occurring over a range of a few minutes to several hours. The flow rate must be provided at no less than 30 psi (pounds per square inch) at all points in the distribution system (measured at any customer's water meter or at the property line if no meter exists) except for fire flow conditions. The City of Spokane water system design practice is to achieve a LOS of a minimum of 45 psi. Water pressures of at least 45 psi are more satisfactory in terms of meeting daily water needs for most customers.

### Future Demand

Table CFU40, "Future Need: Water Demand," includes population and water demand numbers for the land area within the city limits as well as the urban growth study areas that are outside the city limits. This information addresses potential water needs based on future population growth.

It is recognized that the city is not the only water purveyor within the proposed UGAs. When areas within the adopted UGA are annexed to the City of Spokane that are served by another water purveyor, it is anticipated that these water purveyors will continue to serve the customers into the foreseeable future. It is also anticipated that City of Spokane design standards will govern the installation or replacement of water system facilities in these areas.

TABLE CFU 40 FUTURE NEED: WATER DEMAND				
Year	Demand (Population in City UGA)	Average Day Demand MGD at 350 gpcd		
Six-Year Need		Current Patterns	Center and Corridors	Central City
2000	220,471	77.2	77.2	77.2
2000-2005	16,350	5.7	5.7	5.7
Total as of 2006	236,821	82.9	82.9	82.9
Twenty-Year Need				
2006-2020	52,395	18.3	18.3	18.3
Total as of 2020	289,216	101.2	101.2	101.2
Total 2000-2020 (increase)	68, 745	24.1	24.1	24.1

## Proposed Facility Improvements

This is a summary review of proposed water facility improvements. A detailed list of capital improvement projects is provided in the draft comprehensive water plan.

### Source Improvements

Source improvements include wells and pump stations including both rehabilitation of existing wells and pump stations, and the construction of new supply facilities. Planned improvements are being conducted to maintain integrity of the supply system as a result of aging facilities and provide supply to accommodate growth and provide redundancy for wellhead protection.

### Booster Pump Stations

Similar to source system improvements, booster pump station improvements are the result of aging infrastructure and to meet growth demands. Projects include rehabilitation of existing stations, creation of one new booster pump station, and capacity improvements to two booster pump stations. The construction of the new booster pump station, and capacity increase for two others is a result of the anticipated growth of the West Plains.

### Storage System

Additional storage capacity is needed in selected areas of the water system. The improvements are for growth, hydraulic consistency, or redundancy purposes. Projects that are needed to support new growth, will be funded by the developer requiring the facility.

### Transmission Pipelines

Many of the transmission pipeline replacement projects are related to aged riveted steel pipelines constructed 75 to over 100 years ago.

## Six-Year Financial Plan

### Six year Funding and Projects

The city has followed an aggressive improvement schedule to meet the needs for growth and to maintain excellent service. As discussed earlier, the city is operating aging infrastructure that needs to be updated to maintain the current level of service. Table CFU 41 provides information regarding funding sources and costs of projects planned in the next six years. Table CFU 42 shows the estimated future costs to maintain the city's LOS standard.

TABLE CFU 41 SIX-YEAR FUNDING AND PROJECTS: WATER CURRENT PATTERNS (\$1000S)							
Funding Sources	2000	2001	2002	2003	2004	2005	Total
Water Rates	3,541	4,669	4,293	14,298	3,480	3,528	33,809
Public Works Trust Fund	176			583	3,572	3,047	7,378
Total							41,187
Projects							
Rehab and Replacement	2,770	3,661	3,684	1,480	4,698	3,292	19,585
Expansion	947	1,008	609	13,401	2,354	3,283	21,602
Total							41,187

TABLE CFU 42 FUTURE COSTS: WATER			
Year	Total Cost to Maintain LOS		
Six-Year Need	Current Patterns	Centers and Corridors	Central City
2001	\$3,717,000	\$3,717,000	\$3,717,000
2001-2006	\$37,470,000	\$37,470,000	\$37,470,000
Total as of 2006	\$41,187,000	\$41,187,000	\$41,187,000
Twenty-Year Need			
2006-2020	\$40,179,000	\$24,042,800	\$26,248,500
Total as of 2020	\$81,366,000	\$65,229,800	\$67,435,500

### Capacity Balance

The following Table CFU 43 demonstrates how the projects to be developed over the next 20 years provide the required amount of capacity at the adopted level of service standard to meet the needs of the existing population and projected growth.

TABLE CFU 43 CAPACITY BALANCE SHEET: WATER			
Year	Average Day Demand Required at LOS (MGD)	1999 Capacity (MGD)	Net Reserve of Deficiency (MGD)
2000	77.2	283	205.8
2005	82.9	313	230.1
2020	101.2	313	211.8

## 19.10 PRIVATE UTILITIES

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### Introduction

The Growth Management Act requires a utilities element consisting of 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.

In December 1995, a Regional Utility Corridor Plan (RUCP) was developed to fulfill the requirements of the Countywide Planning Policies. This plan includes an inventory and analysis of existing and proposed electric, gas, telephone/fiber optic, water and sewer “corridors.” Through the inventory and mapping of existing and proposed utility corridors, it was determined that opportunities to share corridors may be limited. A utility corridor map is contained in the draft Spokane County Comprehensive Plan, which identifies electric, gas, and telephone/fiber optic corridors for various utility providers. The RUCP provides policies and action statements that are used to guide the goals and policies of the City of Spokane and Spokane County Comprehensive Plans.

The City of Spokane recognizes that planning for private utilities is the primary responsibility of the service providers. Zoning regulations may place restrictions on the location and site development of the utilities and may require a public review process before utility facilities may be located.

Many private utilities are under directive by their licensing agency and franchise agreements to provide a specific level of service to their service area. In many instances, this regulating agency is the Washington Utility and Transportation Commission (WUTC). Services are provided on an “on demand basis.” Any new development within a service providers’ area must be served. Most service providers monitor development plans and try to build excess capacity in their facilities at the time of construction to allow for future demand.

Private utilities may be restricted by their environment. Competing districts or limited service areas may limit future expansion. For example, packaged sewage treatment plants may serve only the development for which they were originally intended. Water providers may be limited by the quantity of their water rights or be surrounded by other providers. Telecommunication companies are not restricted by these types of limitations; however, they are regulated by the WUTC.

Map CFU 6.9, “Private Utilities,” identifies the location of existing major utility transmission lines, substations, and other regional serving facilities in Spokane.

### Utilities

#### Electricity

Avista is the only private electricity provider with the City of Spokane. Other providers may be found in the surrounding area. Map CFU 9 indicates the current and future location of electrical transmission lines and substations in and around the City of Spokane. The Bonneville Power Administration (BPA) provides electricity from the federal power grid to Avista and some private businesses in the area. BPA has a number of substations in the area, which allow the power coming from Grand Coulee Dam and other locations on the grid to be stepped down to a level that is compatible with local needs.

Avista anticipates changes in future capacities under the Comprehensive Plan’s proposed land uses. Additional capacity would be needed at the substations located at Francis and Cedar and at Sunset (near 29th and Highway 195). A new substation will be needed in the Mead area in 2002. A new substation is anticipated for the Indian Trail area in 2005.

After the 1996 ice storm, requests were made for underground power lines. Underground lines provide for protection from the natural and man-made disasters, such as storms and fire. Buried lines also provide an

uncluttered visual environment. However, buried lines present a challenge for the provider when problems occur. This is because they are harder to locate and more expensive to access for repair.

### **Natural Gas**

Map CFU 9 shows the location of natural gas lines in and around the City of Spokane. Existing gas service covers a majority of the developed areas of the city and peripheral area. Natural gas is provided at the time of development. Avista Utilities has stated that regulators and piping additions would not produce any major impacts and are not planned for beyond three years. In addition, changes are planned for the main distribution facilities in the near future.

### **Telecommunications**

Telecommunications travel many paths throughout the city of Spokane. Map CFU 9 shows the location of AT&T's fiber optic line. Traditional telephone lines are found throughout the developed areas of the city. Fiber optic lines provide another communication link, which are replacing traditional telephone lines in many places. Cellular phones provide a third method of communication. Traditional telephone lines and wireless communication support towers have the greatest impacts on the visual environment. Changing technology provides potential new methods of communication. The WUTC regulates a number of long distance and cellular phone companies in the Spokane area. Communication by computer is a fast growing method of general communication and commerce, as well. The City of Spokane has Class "A" and "B" local telephone exchange services that are regulated by the WUTC. The WUTC defines "Class B" telecommunications company as having less than 10,000 access lines.

Cable television is provided by franchise from the City of Spokane. Currently, the franchise is held by AT&T. Since it is a private company, it provides services on demand through its distribution system generally located on the same poles as traditional telephone lines. In addition, satellite television is increasingly providing competition to cable and free television.

The Spokane area is served by eight cellular providers: Verizon, Airtouch, Sprint, AT&T, Nextel, VoiceStream, GTE, and U.S. West. Cellular calls use signals to and from mobile phones. Cellular calls are routed by a series of low-powered transmitting antennas through a central computer, which connects the call to its destination. Transmitting antennas are located at "cell sites", and their coverage areas are known as "cells." A network of strategically placed antennas allows a "handing off" of the signal as the carrier of the phone travels.

Capacity overload and cellular system expansion is in response to several factors: an increase in the number of customers residing within a designated area, a shift in traffic volumes affecting cellular users, or a record of service inadequacies, such as dropped calls or poor quality sound. In these cases, additional antennas are then planned with site selection influenced by topography and other engineering constraints.

### **Utility Services Summary**

The following table provides a general summary of utility services provided in Spokane, including the existing and planned capacity of the service provider.

**TABLE CFU 44 UTILITY SERVICES: SPOKANE**

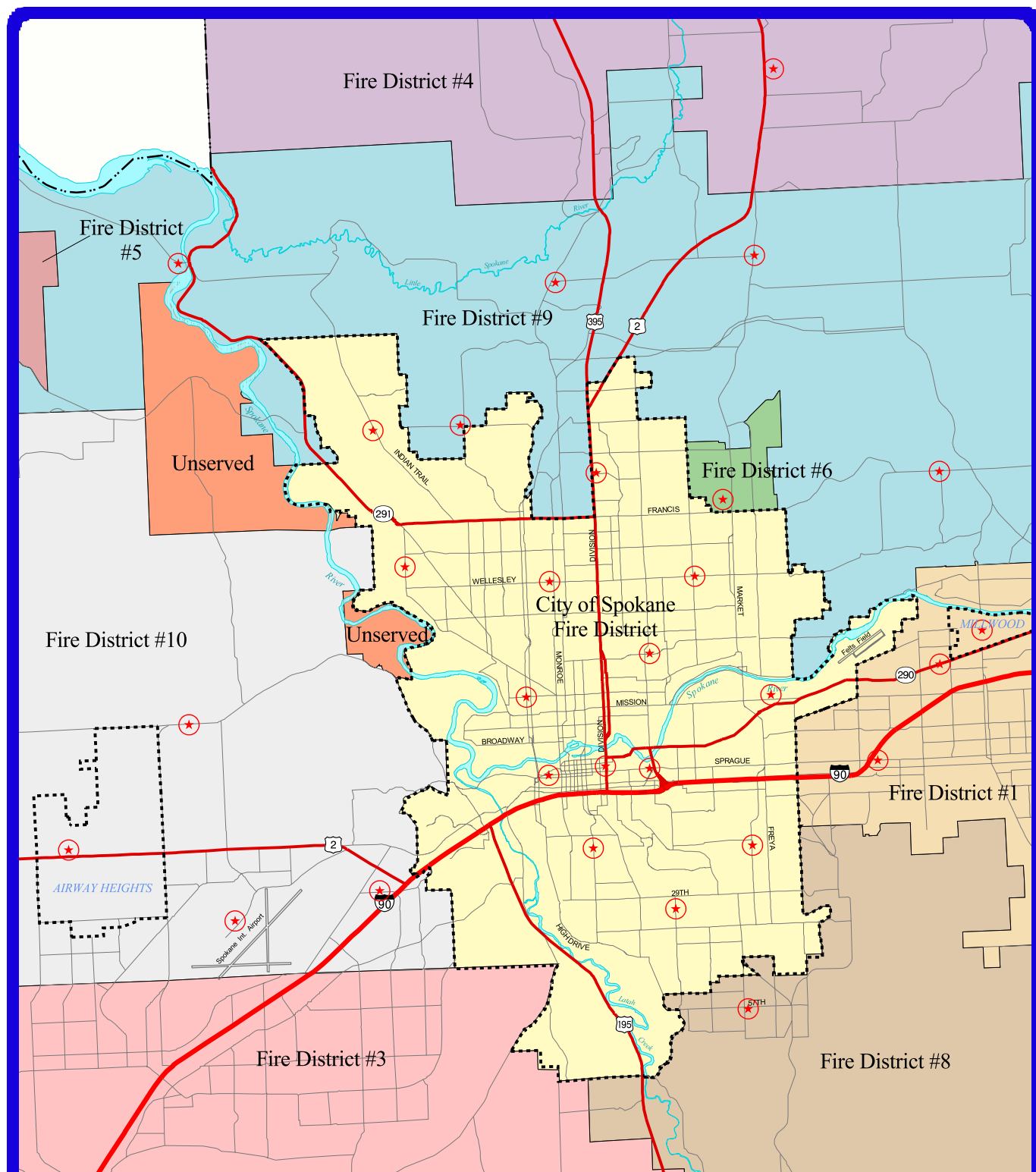
Utility	Provider	Existing Capacity	Planned Capacity
Natural Gas	Avista Utilities	Information not available at this time.	Information not available at this time.
Electrical	Avista Utilities	Within the urban growth study area, the winter capacity is 900 Mega Volt Amperes (MVA). The winter peak load in 1999 is 528 MVA.	The planned winter capacity for the year 2020 is 1,273 MVA. The year 2020 winter peak load is estimated at 746 MVA.
<b>Telecommunications</b>			
Telephone	US West	WUTC requires basic service to be provided when and where customers need it.	No major new facilities are planned within the next 6 to 20 years. Additional requirements will be served out of existing central office buildings.
Cellular	Verizon, Airtouch, Sprint, AT&T, Nextel, VoiceStream, GTE, and U.S. West	Information not available.	Information not available.
Cable TV	TCI	Serves approx. 90,000 households in Spokane County, 55,000 of which are in the city. Have capacity to serve approximately 159,000.	Annual growth rate is approximately 1-3% (Depends on community growth, economic factors, and competitive pressures.)



## 19.11 MAPS

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- CFU 1 Fire Districts
- CFU 2 Police Patrol Areas
- CFU 3 C.O.P. Shops
- CFU 4 Library Sites and Service Areas
- CFU 5 Parks
- CFU 6 Sewer Service Areas
- CFU 7 Waste Water and Storm Water 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



## Fire Districts

Map CFU 1

## Legend

★ Fire Stations

### Base Information

--- City Limits

--- County Boundary

— Highways

— Major Arterials

— Interstate Highway

— Rivers

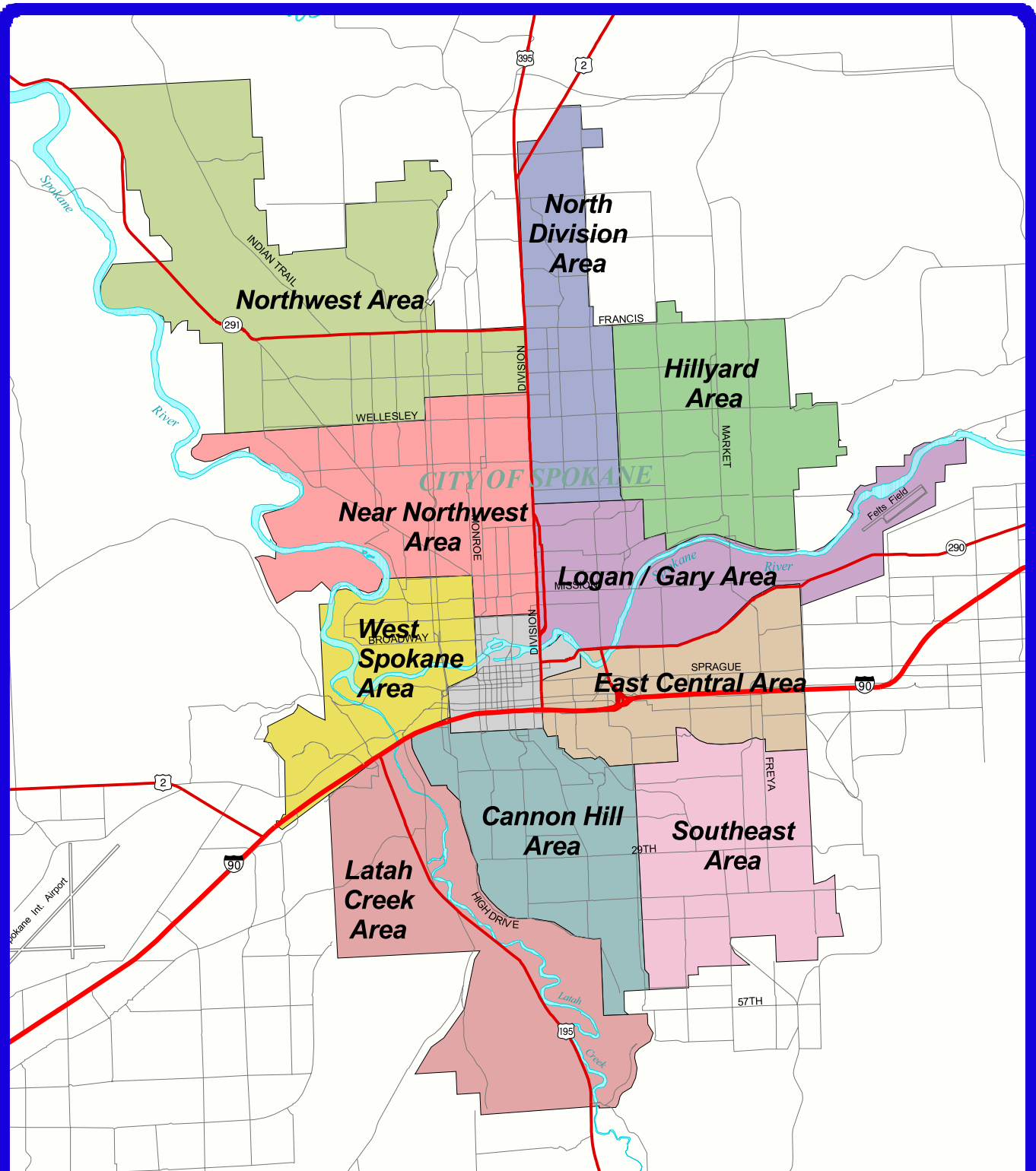
1 0 1 Miles

Source: GIS

Date: 03/30/2000



THIS IS NOT A LEGAL DOCUMENT.  
The information shown on this map is compiled from various sources and is subject to constant revision. Information shown on this map should not be used to determine the location of facilities in relationship to property lines, section lines, streets, etc.



## Police Patrol Areas

C.B.A.	Logan / Gary Area
Cannon Hill Area	Near Northwest Area
East Central Area	North Division Area
Hillyard Area	Northwest Area
Latah Creek Area	Southeast Area
	West Spokane Area

## Base Information

City Limits	Major Arterials
County Boundary	Interstate Highway
Highways	Rivers

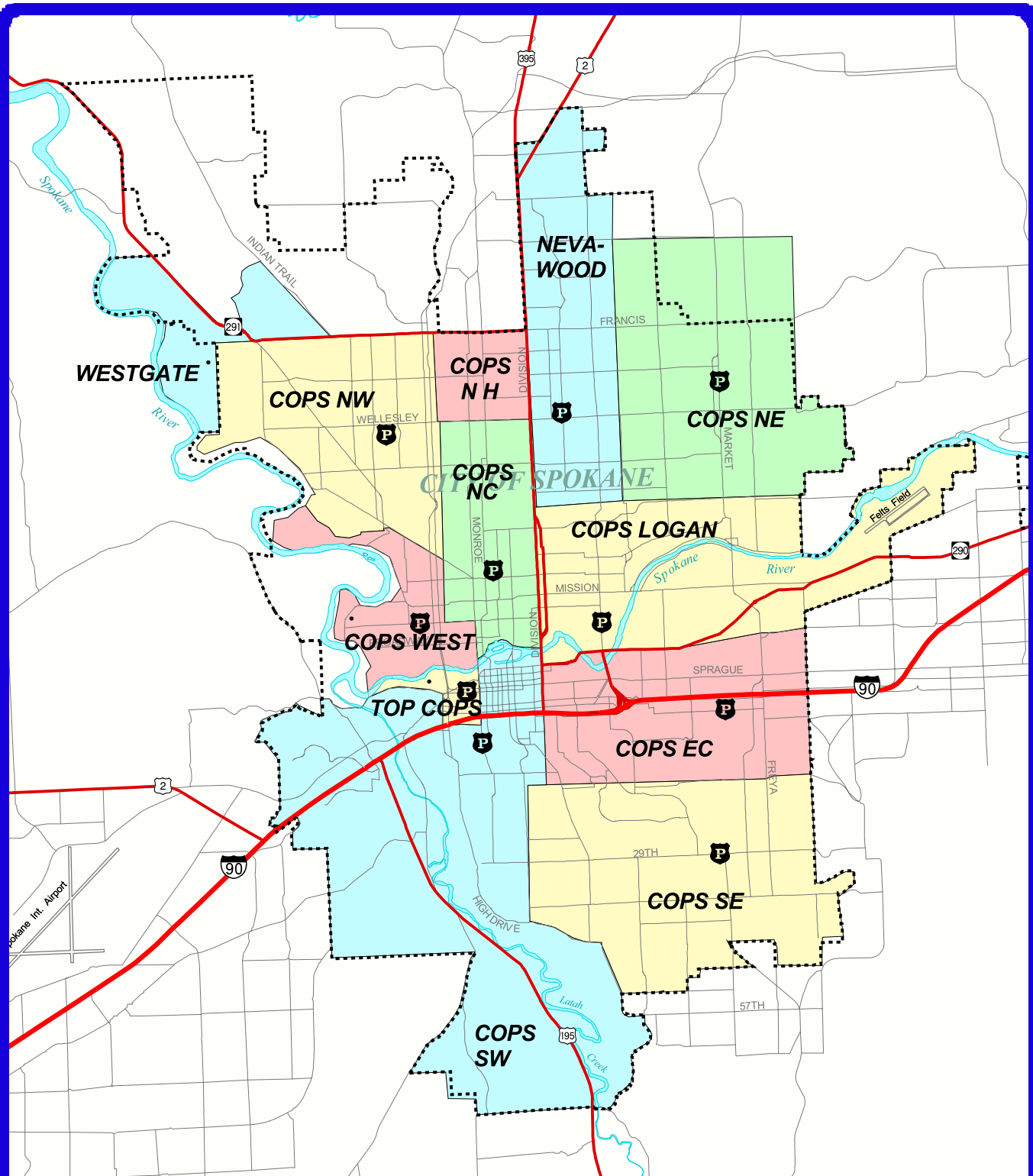
Map CFU 2

1 0 1 Miles

Source: GIS  
Date: 03/30/2000



THIS IS NOT A LEGAL DOCUMENT.  
The information shown on this map is compiled from various sources and is subject to constant revision. Information shown on this map should not be used to determine the location of facilities in relationship to property lines, section lines, streets, etc.



## C.O.P. Shops

## Legend



C.O.P. Shop Locations

### Base Information

--- City Limits

--- County Boundary

--- Highways

--- Major Arterials

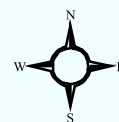
--- Interstate Highway

--- Rivers

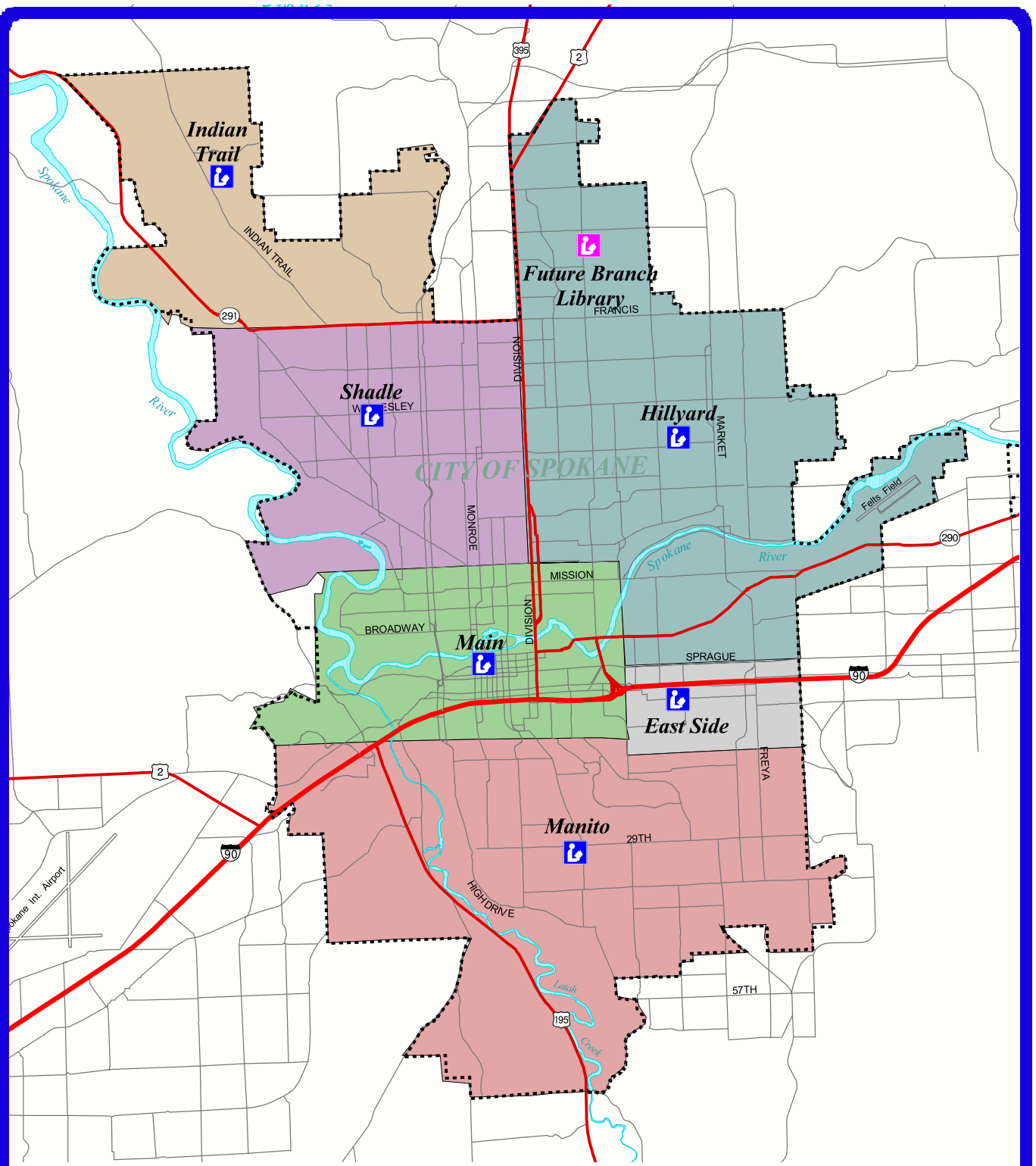
1 0 1 Miles

Source: GIS

Date: 03/30/2000



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## Library Sites & Service Areas

	City Libraries		Indian Trail
	Future Branch Library		Main
	East Side		Manito
	Hillyard		Shadle

### Base Information

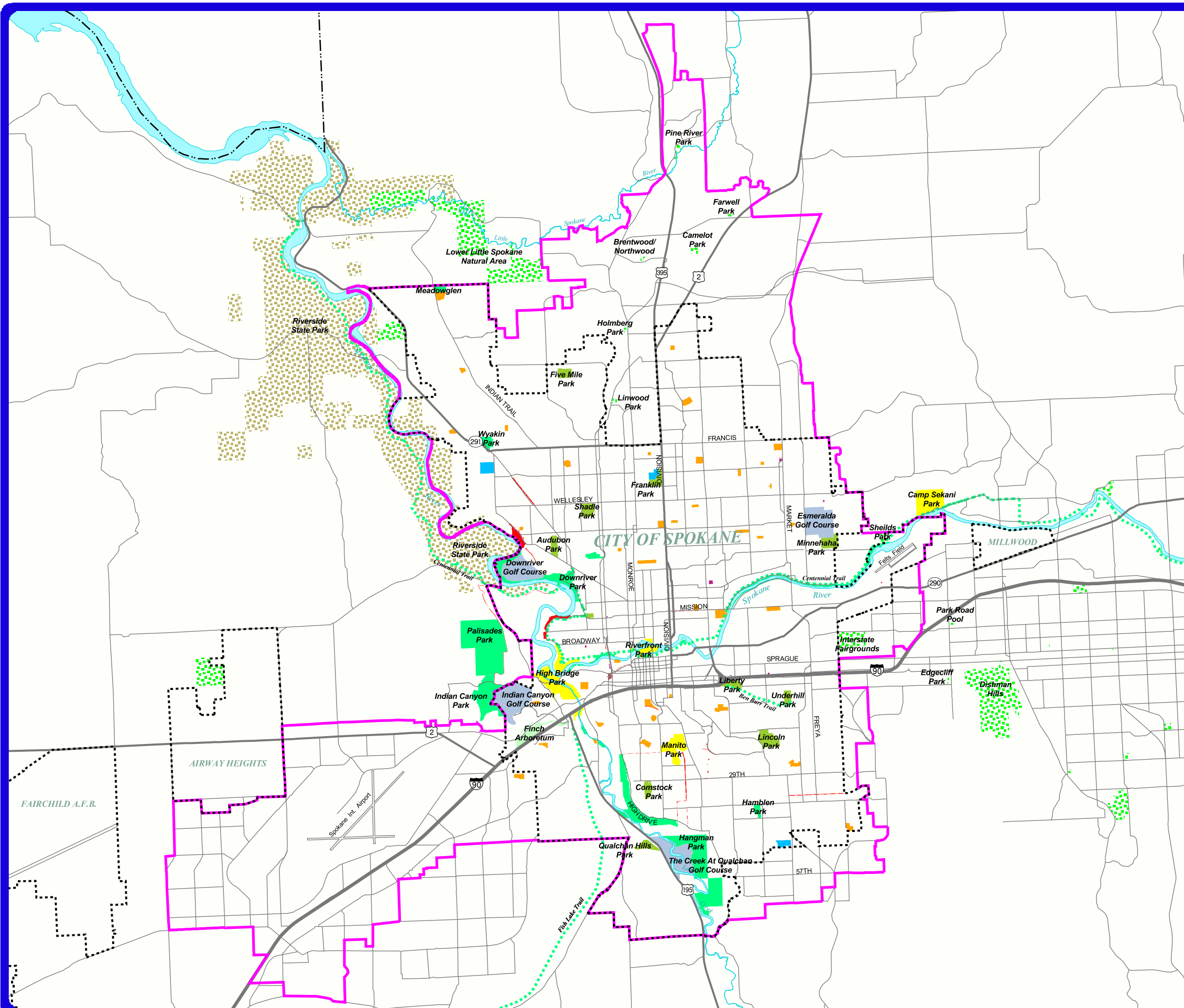
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	County Boundary		Interstate Highway
	Highways		Rivers

1 0 1 Miles

Source: GIS  
Date: 03/30/2000



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# Parks

Map CFU 5

## Legend

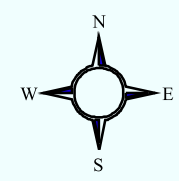
- |   |                             |
|---|-----------------------------|
| Arboretum   | Golf Courses                |
| Community Parks                                   | Parkway                     |
| Conservation Land                                 | Sports Complexes            |
| Major Parks                                       | State Parks                 |
| Neighborhood Mini-Parks                           | County Parks and Open Space |
| Neighborhood Parks                                | Trails                      |
| Current Patterns Draft Urban Growth Area Boundary |                             |

## Base Information

- |                 |                    |
|-----------------|--------------------|
| City Limits     | Major Arterials    |
| County Boundary | Interstate Highway |
| Highways        | Rivers             |



Source: GIS  
Date: 04/03/2000






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# Sewer Service Area

Map CFU 6

## Legend

-  Partially Serviced Areas
-  Currently Serviced Areas
-  Sewer Service Area  
(County Comprehensive Waste Water Plan)

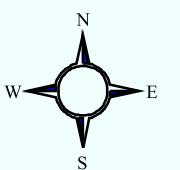
## Base Information

- |   |  |
|---|--|
|  City Limits     |  Major Arterials    |
|  County Boundary |  Interstate Highway |
|  Highways        |  Rivers             |

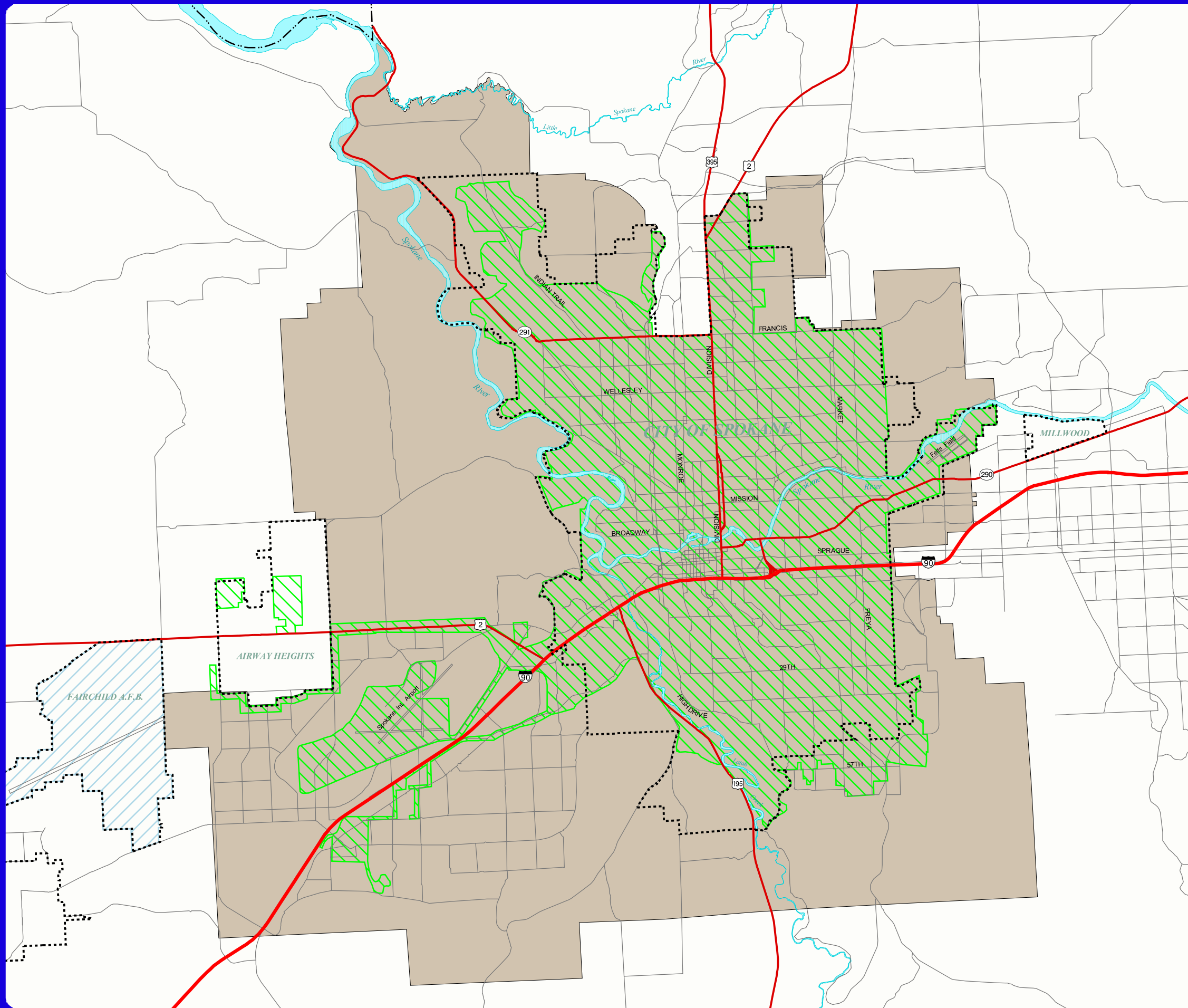
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Source: GIS

Date: 04/03/2000



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# Waste Water and Storm Water Facilities

Map CFU 7

## Legend

- CSO Outfall Locations
- Interceptor Trunk
- Storm Sewer Areas
- Combined Storm Water and Sewer Areas
- Sanitary Flow to Combined Sewer Areas  
Storm Water Flow to Dry Wells

## Base Information

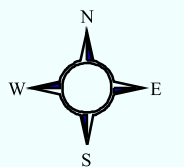
- City Limits
- County Boundary
- Highways
- Major Arterials
- Interstate Highway
- Rivers

\* CSO (Combined Sewer Overflow)

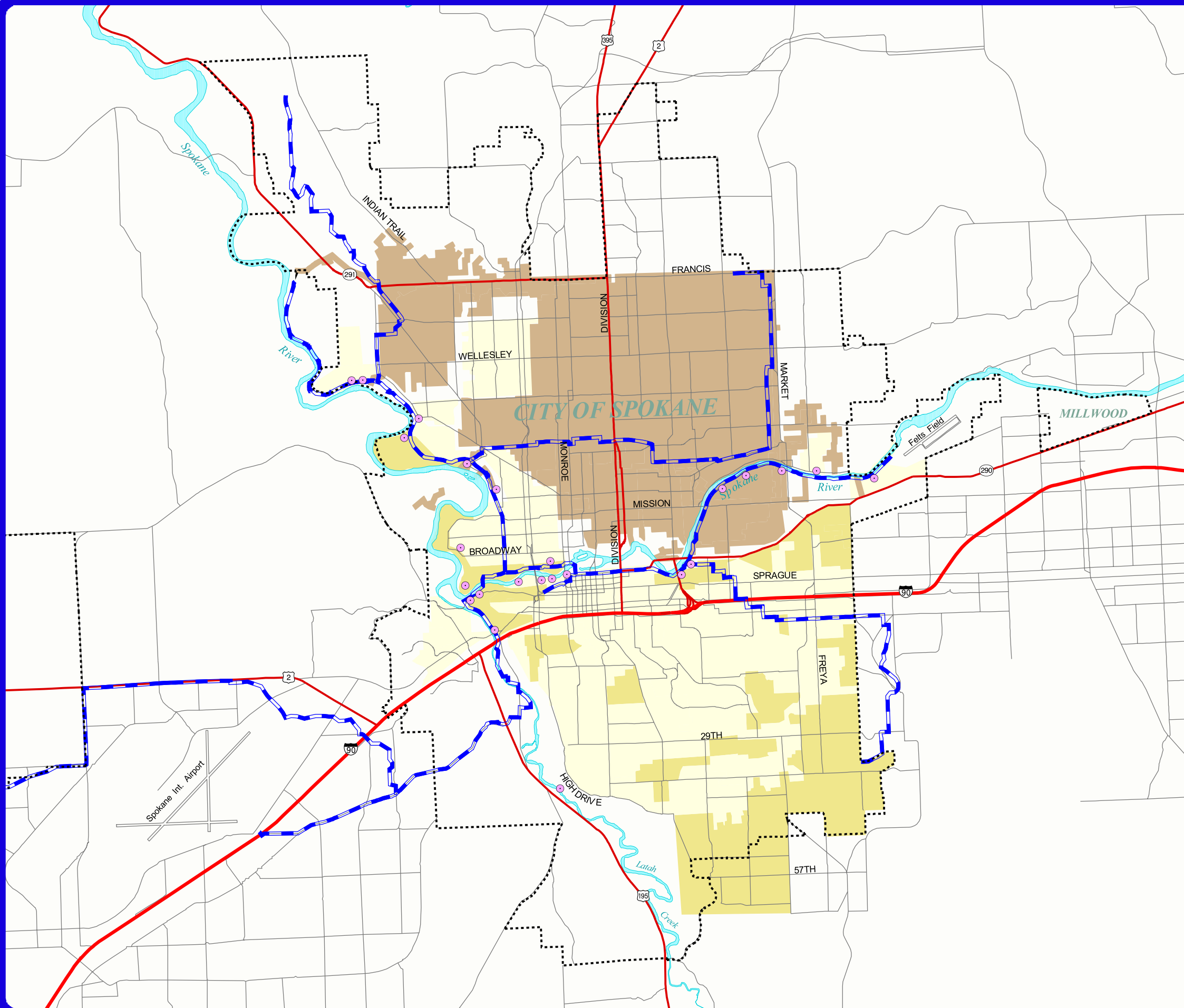
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Source: GIS

Date: 04/03/2000



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# Elementary School Boundaries

Map CFU 8

## Legend

### District 81 Schools

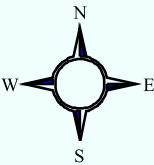
- Alternative
- Elementary
- High
- Junior High
- Middle

### Base Information

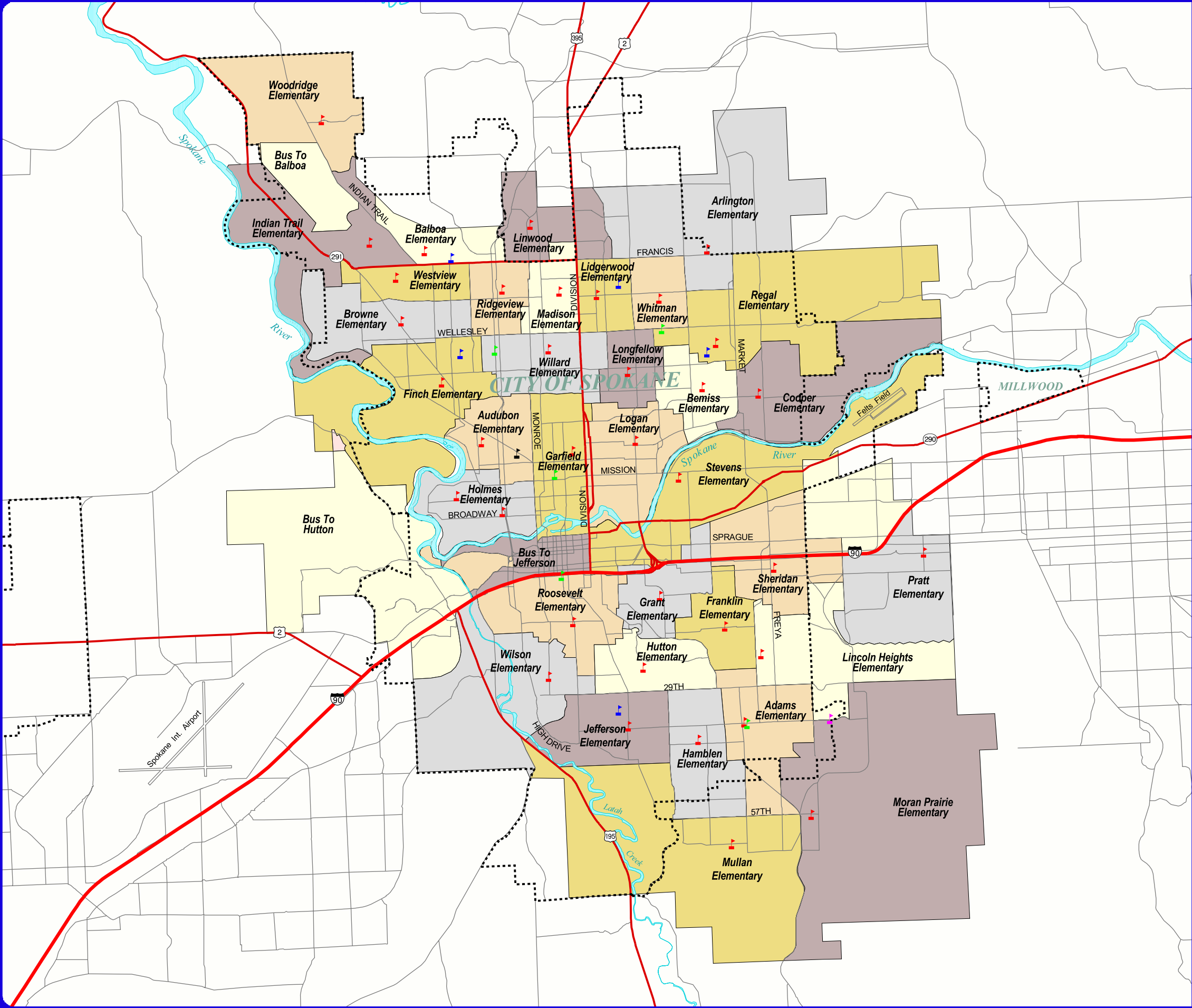
- City Limits
- County Boundary
- Highways
- Major Arterials
- Interstate Highway
- Rivers

1 0 1 Miles

Source: GIS  
Date: 04/04/2000



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# Middle School Boundaries




Map CFU 9

## Legend

### District 81 Schools

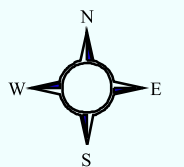
-  Alternative
-  Elementary
-  High
-  Junior High
-  Middle

### Base Information

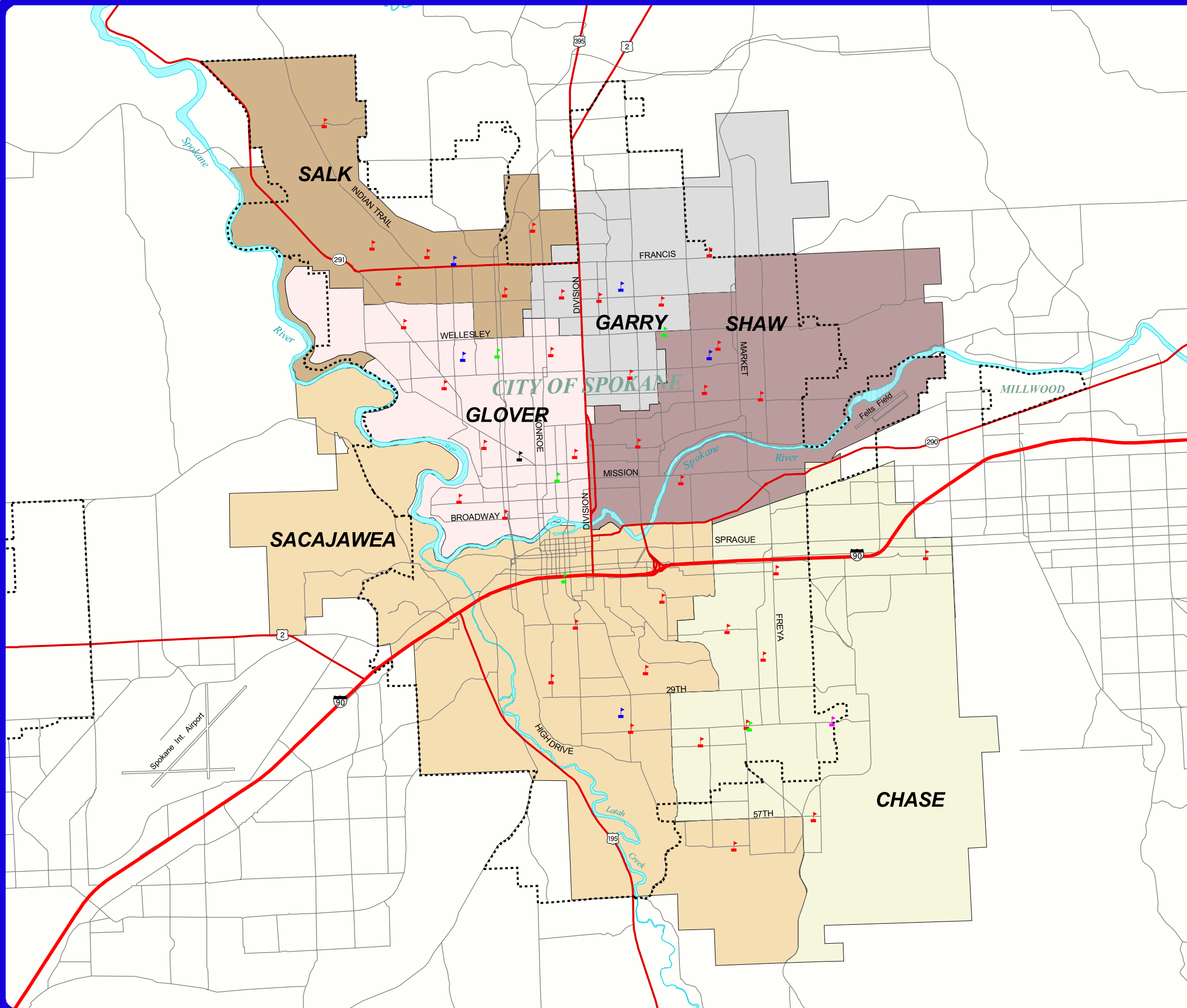
- |   |  |
|---|--|
|  City Limits     |  Major Arterials    |
|  County Boundary |  Interstate Highway |
|  Highways        |  Rivers             |

1 0 1 Miles

Source: GIS  
Date: 04/04/2000



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High School  
Boundaries

Map CFU 10

Legend

District 81 Schools

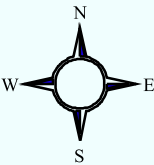
- Alternative
- Elementary
- High
- Junior High
- Middle

Base Information

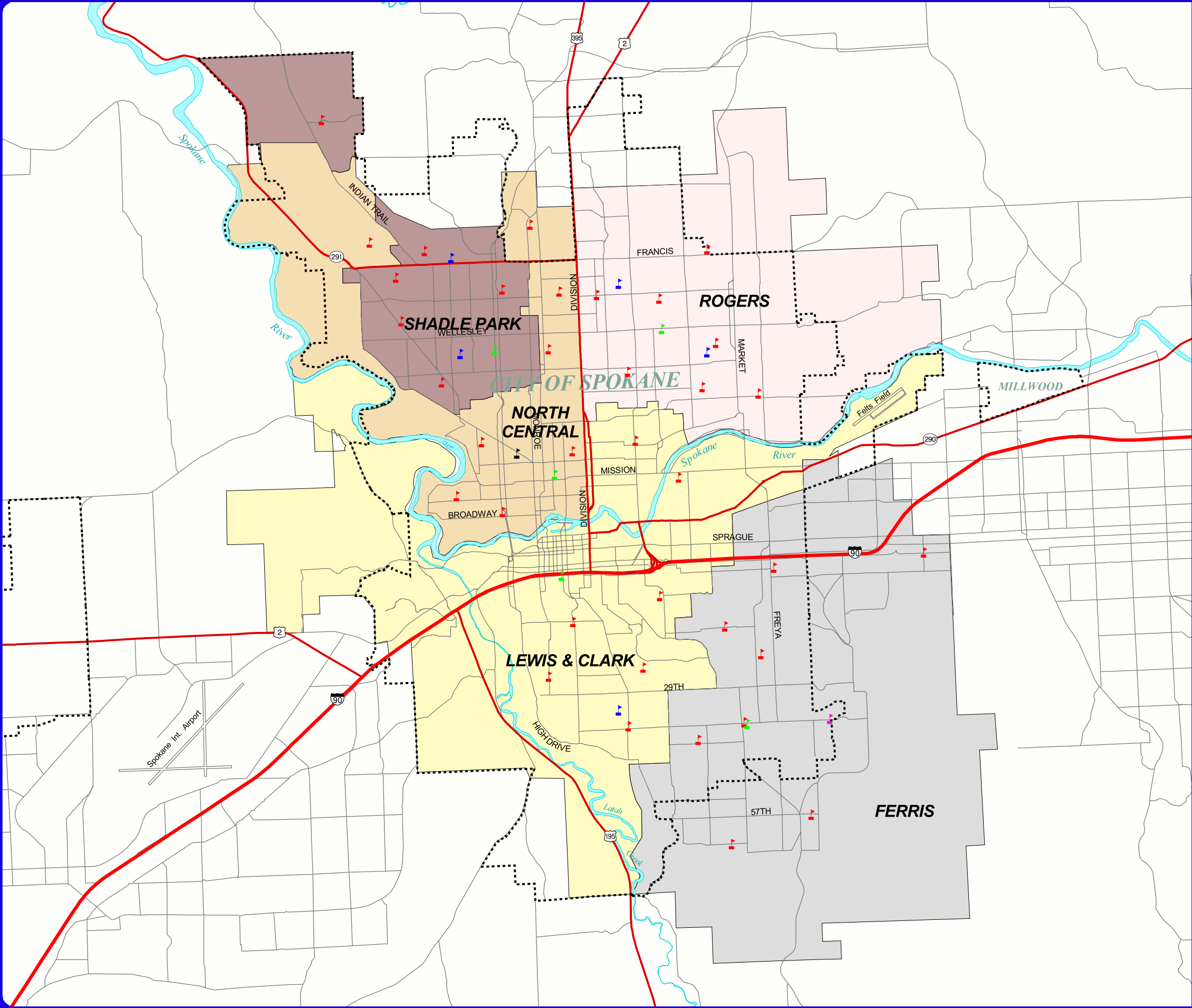
- City Limits
- County Boundary
- Highways
- Major Arterials
- Interstate Highway
- Rivers

1 0 1 Miles

Source: GIS  
Date: 04/04/2000



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

School Districts  
and Facilities

Map CFU 11

Legend

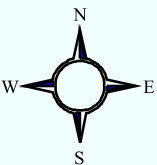
 School Locations

Base Information

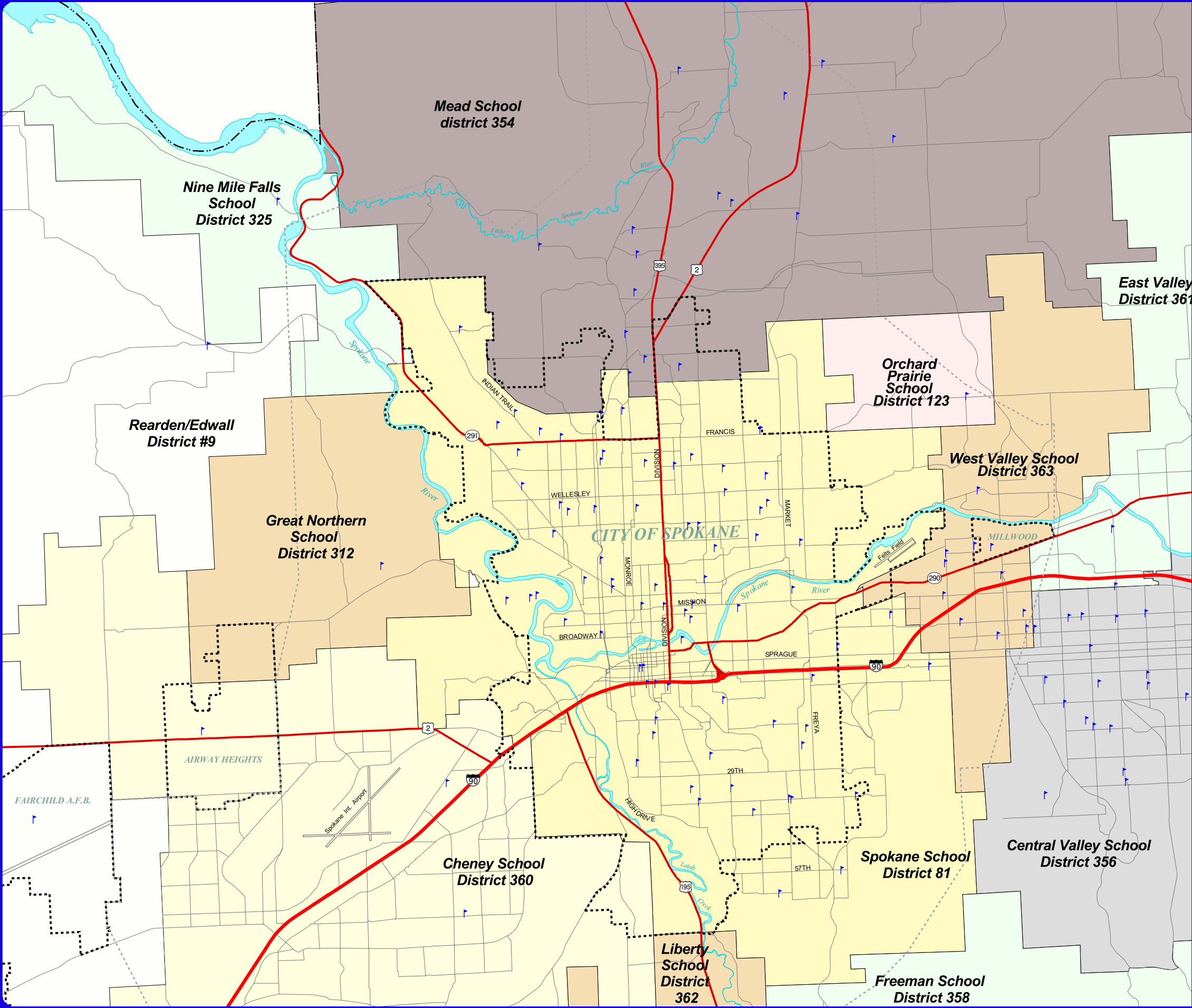
- |  |   |
|--|---|
|  City Limits      |  Major Arterials     |
|  County Boundary |  Interstate Highway |
|  Highways       |  Rivers            |

1 0 1 2 Miles

Source: GIS  
Date: 04/04/2000










**THIS IS NOT A LEGAL DOCUMENT:**  
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



Water Service Areas

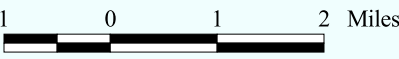
Map CFU 12

Legend

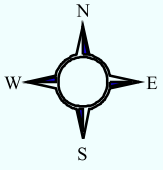
-  Area Currently Served By The City of Spokane
-  Airway Heights
-  Fairchild AFB
-  Medical Lake
-  Millwood
-  City of Spokane
-  Other Water Districts

Base Information

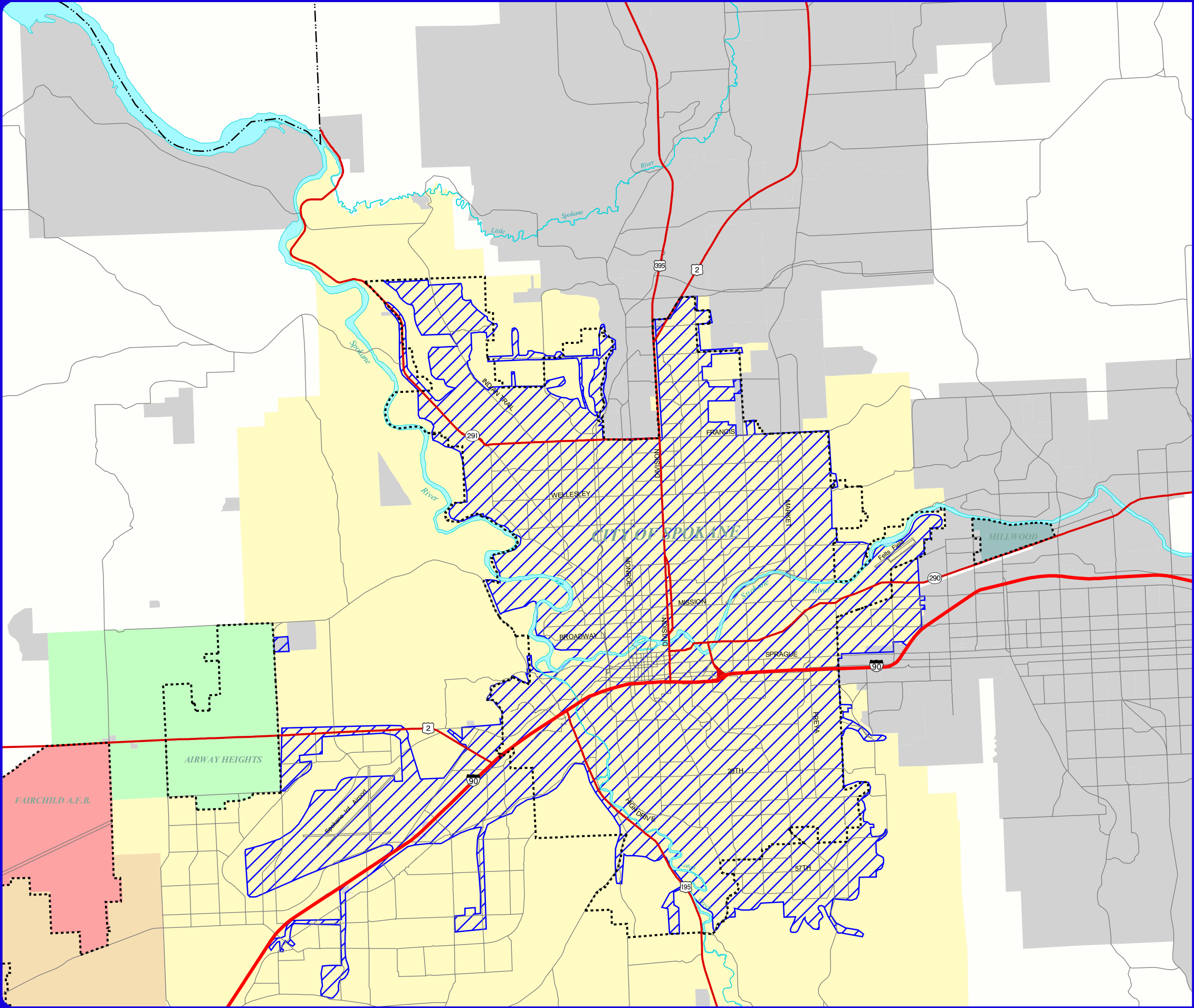
- |   |  |
|---|--|
|  City Limits     |  Major Arterials    |
|  County Boundary |  Interstate Highway |
|  Highways        |  Rivers             |



Source: GIS  
Date: 04/03/2000



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# Water Facilities & Pressure Zones

Map CFU 13

## Legend

### Water Facility Locations

- |              |                   |
|--------------|-------------------|
| ● Reservoir  | ⊕ Booster Station |
| △ Stand Pipe | □ Press Reducer   |
| ⊙ Well       | ⊙ Elevation Tank  |

### Water Pressure Zones

- |              |                          |
|--------------|--------------------------|
| 5-Mile       | Midbank                  |
| Cedar Road   | N.W. Terrace             |
| Eagle Ridge  | North Hill               |
| Glennaire    | Plains                   |
| Hatch Road   | S.I.A.                   |
| High         | Shawnee                  |
| Highland     | South View               |
| Indian Hills | Top                      |
| Intermediate | Woodland Heights         |
| Low          | Water Transmission Lines |

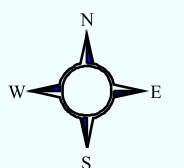
### Base Information

- |                       |                      |
|-----------------------|----------------------|
| --- City Limits       | — Major Arterials    |
| - - - County Boundary | — Interstate Highway |
| — Highways            | — Rivers             |

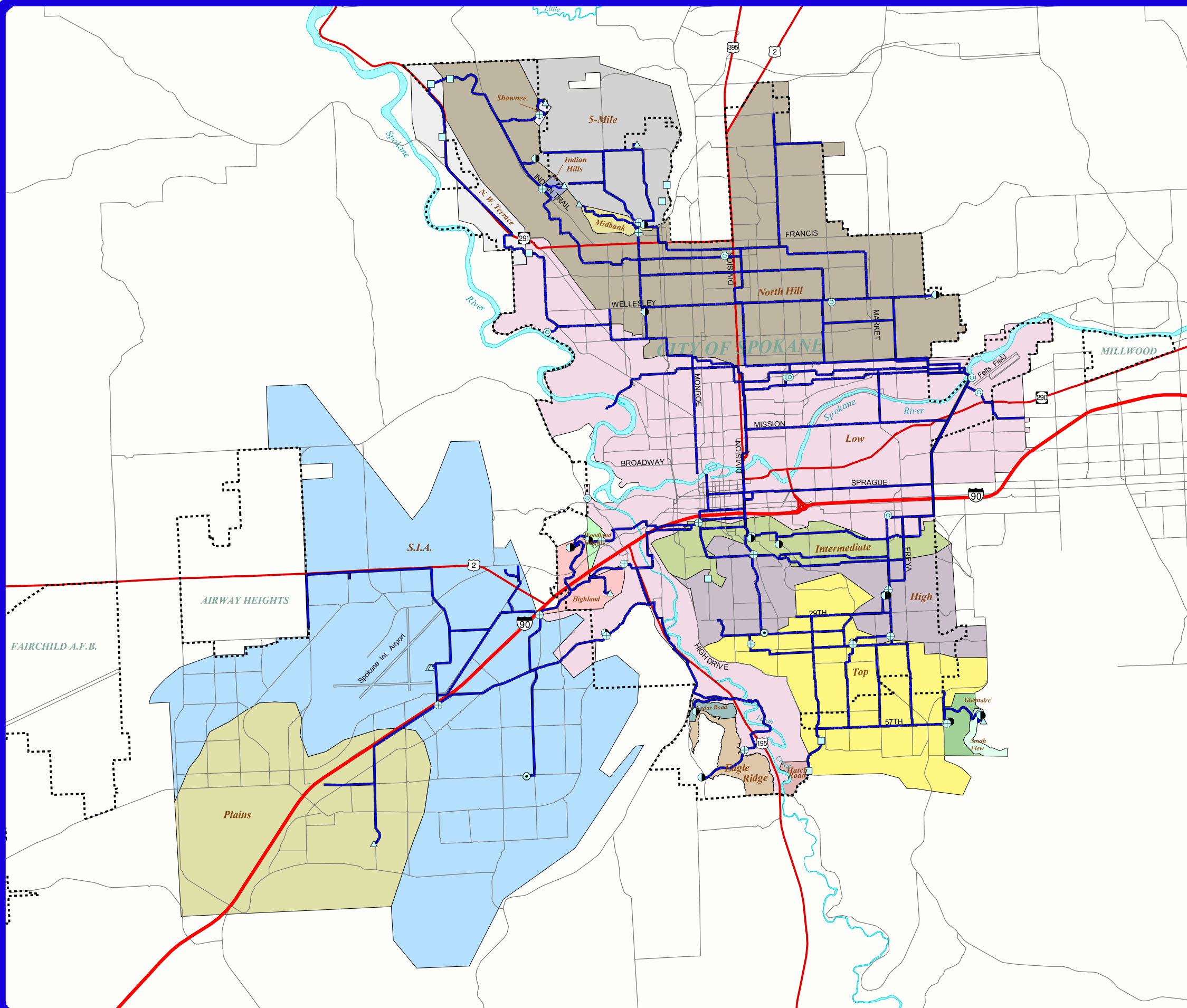
1 0 1 2 Miles

Source: GIS

Date: 04/04/2000



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Private Utilities

Map CFU 14

Legend

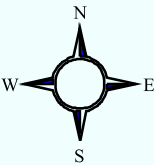
- |                                 |                           |
|---------------------------------|---------------------------|
| AT&T Fiber Optic Line           | NW Pipeline Meter Station |
| Chevron Gas Line                | BPA Microwave Site        |
| NW Pipeline Gas Line            | BPA Sub Station           |
| PGT Gas Line                    | IP&L Future Sub Station   |
| Yellowstone Gas Line            | IP&L Sub Station          |
| BPA Power Transmission Line     | Avista Future Sub Station |
| IP&L Power Transmission Line    | Avista Sub Station        |
| Avista Future Transmission Line |                           |
| Avista Power Transmission Line  |                           |
| Avista Gas Service Area         |                           |

Base Information

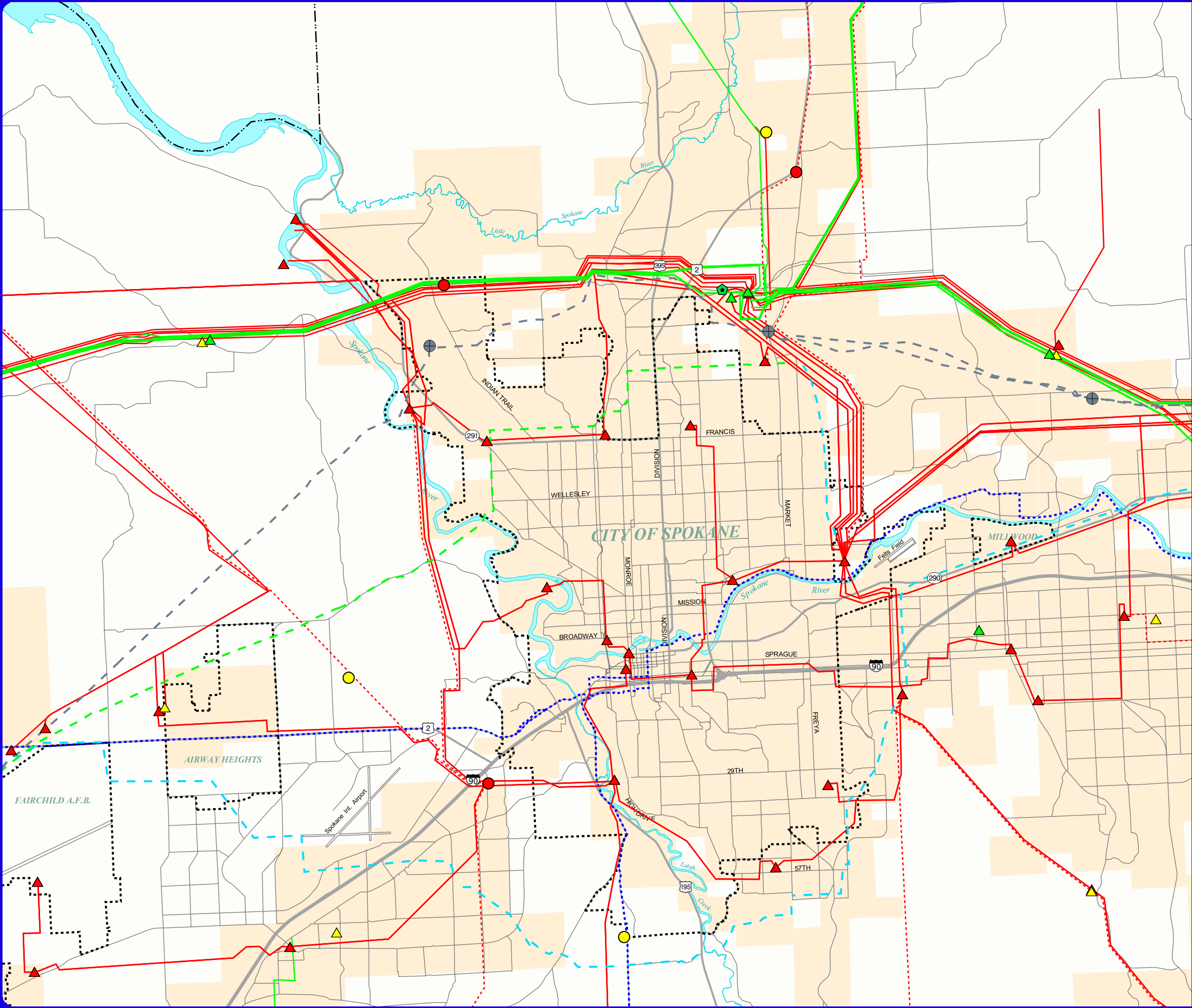
- |                 |                    |
|-----------------|--------------------|
| City Limits     | Major Arterials    |
| County Boundary | Interstate Highway |
| Highways        | Rivers             |



Source: GIS  
Date: 04/04/2000



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## Chapter 20

# Housing



"A man travels the world over in search of what  
he needs, and returns home to find it."

George Moore





## CHAPTER CONTENTS

---

20.1 HOUSING TECHNICAL INFORMATION .....	4
20.2 MAPS .....	31
H 1 Residential Improvement Value	
H 2 Percentage of Owner Occupied Housing	
H 3 Percentage of Median Household Income	

## 20.1 HOUSING TECHNICAL INFORMATION

---

### Introduction

The purpose of this technical appendix is to assess existing and future housing needs. It provides the background necessary to develop a strategy to address the current and future needs of residents that is consistent with the future vision for the City of Spokane. This chapter is an inventory, analysis, and needs assessment for housing within the city's growth area through the year 2020.

This chapter, along with information contained within the social health chapter, provides the background information used to develop the housing chapter's goals and policies. The housing chapter is closely related to other chapters of the Comprehensive Plan. For example, the land use chapter defines the intent and location of residential land use designations for the area. The neighborhoods chapter contains policies that guide the implementation of housing policies in specific neighborhoods. Policies relevant to housing in terms of the provision of infrastructure and services are described in the capital facilities and utilities chapter. The social health chapter contains detailed guidance on the provision of social services and the housing of special needs populations. A full understanding of the housing goals and policies comes only from an examination of the other Comprehensive Plan chapters.

The direction contained within a long-range plan is based on many assumptions about future trends. Because of the uncertainty about the future, there is a need to monitor and adjust the plan if reality substantially deviates from the assumptions used.

Housing needs and housing markets historically have not followed jurisdictional boundaries. The location of housing must be coordinated with regional decisions regarding employment locations and transportation services.

### Demographic Profile

Population and household size are key factors used to estimate the number of new housing units that will be needed during the next twenty-year period. Information regarding income and age of the projected population to be housed helps to identify the types and locations of housing that can be expected to be in demand. This information, in addition to reviewing past trends, provides the indicators used to determine both the types of housing and community services needed.

### Historical Population

Table H 1, "Historical Population (1980-1999)," demonstrates the population growth between 1980 and 1999 within the City of Spokane and Spokane County. Table H 1 also includes population estimates for the area that the City of Spokane is evaluating for possible inclusion within the final urban growth boundary.

TABLE H 1 HISTORICAL POPULATION (1980-1999)			
Year	County	City	City Study Area
1980	341,834	171,300	N/A
1985	354,300	175,100	N/A
1990	361,333	177,165	203,382
1995	401,200	188,800	N/A
1999	414,500	189,200	220,471

## Population Forecast

The Washington State Office of Financial Management (OFM) has provided high, medium, and low population forecasts for Spokane County from 1995 to 2020. Over the next decade (2000 to 2010), population growth in the county is expected to be about evenly split between an increase in the native population and in-migration. The population allocation adopted by the Board of County Commissioners in Resolution 97-0321 is based on a 2015 county population projection of 527,689. This projection is 3.28 percent higher than the OFM medium projection for the year 2015. In order to provide for a twenty-year planning period, the 2015 population allocation was projected to 2020 based on the procedure recommended by the Regional Steering Committee of Elected Officials. Based on OFM estimates, Spokane County has made adjustments to account for growth that occurred between 1995 and 1998 to derive a 1999 to 2020 population allocation. Between 1999 and 2020, Spokane County has chosen to plan for a population increase of 151,432 residents, as illustrated in Figure H 1, “Population Trend and Forecast for Spokane County (1980-2020).” As of 1999, Spokane County, with an estimated population of 416,000, was 15,500 people behind the 1999 forecast population of 430,000. Population growth like many other factors related to housing is typically cyclical, requiring monitoring over longer periods of time.

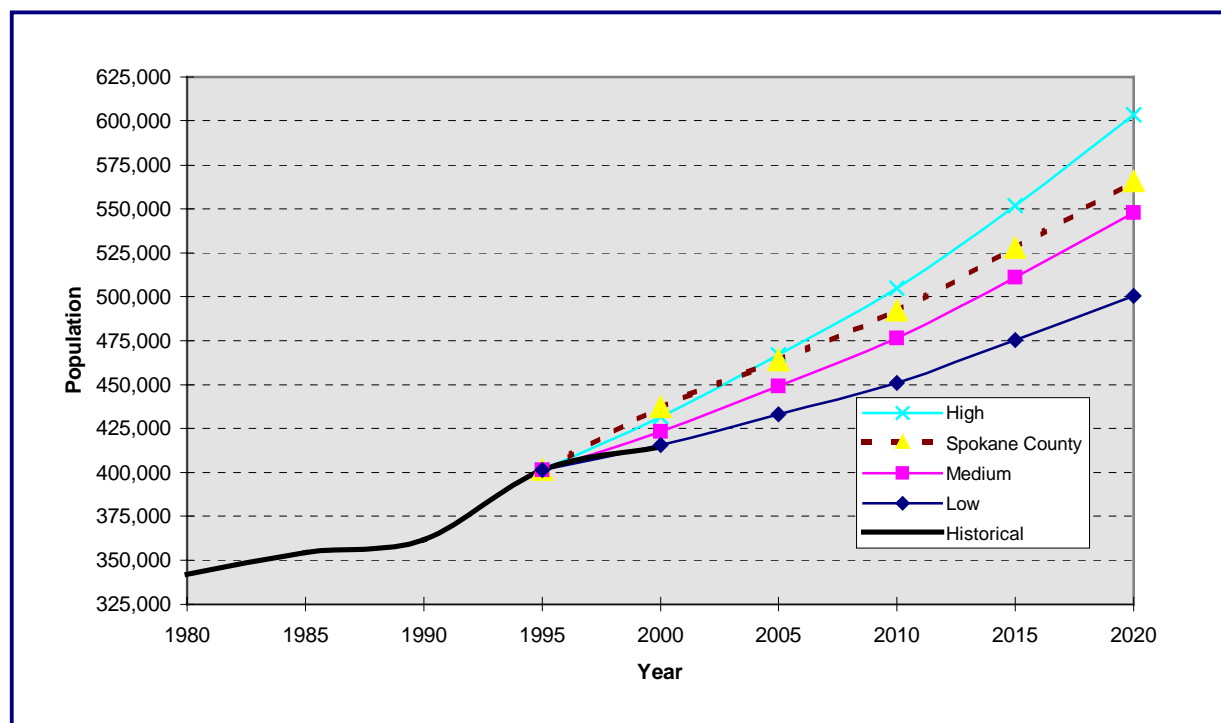


Figure H 1 Population Trend and Forecast for Spokane County (1980-2020)

## Accommodated Population

The City of Spokane is planning for 45 percent (68,800 people) of the total 1999 to 2020 population growth projected for Spokane County. This assumes a final population allocation as depicted in Table H 2, “Population Allocation.” This is based on the population allocations for specific joint planning areas that are being studied for inclusion within the City of Spokane’s comprehensive plan alternatives. The “Rural” allocation reflects assumptions made by the Spokane Regional Transportation Council that recommends revised urban and rural allocations to more closely reflect rural growth trends that are occurring and the amount of vested capacity outside the Interim Urban Growth Area Boundary.

TABLE H 2 POPULATION ALLOCATION		
Jurisdiction	1999-2020 Allocation	Percent of Total
City of Spokane	68,800	45
Spokane Valley - UGA	39,148	26
Rural – outside of UGA's	30,000	20
Other Cities	13,484	9
<b>Total</b>	<b>151,432</b>	

### Age Trends

The age distribution of a community's residents influences the demand for various types of housing. The City of Spokane and Spokane County are following national trends and experiencing the effects of the large "baby boom" generation. This is reflected in an increase in the median age of residents of the city and surrounding areas. The median age for the city in 1980 was 30.4 years; in 1990, it was 33.3 years. Currently, the City of Spokane and Spokane County have a higher than average percentage of middle-aged population. This middle age "bubble" may create a shift in housing demand as this population reaches retirement age.

As depicted in Figures H 2, "Spokane County Population Pyramid (1990)," and H 3, "Spokane County Population Pyramid (2010)," the growth over the next decade will be evidenced in the 20 to 29-year old, 45 to 54-year old, and 55 to 70-year old age cohorts. Young residents, between 20 and 29 years of age, are typically just entering the home ownership market. This age cohort predominately consists of renters with little savings and less discretionary income than older age cohorts. The households that the younger age cohorts make up are normally one and two-person households, childless households, and non-family households that tend to prefer attached housing. Older households (45 to 75-years old) that are nearing retirement or that are retired tend to "down-size" into smaller homes with greater amenities that do not require as much maintenance and up keep. With increases in these age cohorts, an increase in the demand for smaller dwelling units, such as attached dwellings, townhouses and small lot housing, may arise.



Figure H 2 Spokane County Population Pyramid (1990)

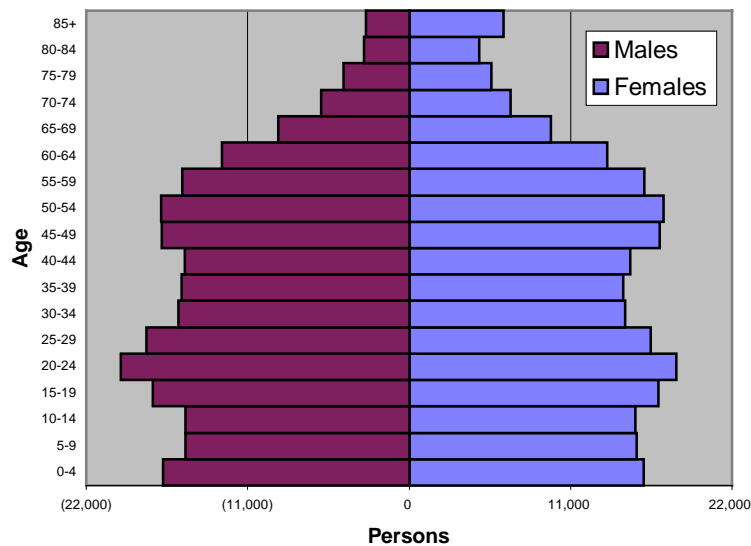


Figure H 3 Spokane County Population Pyramid (2010)

### Household Size Trend

Average single-family household sizes for the City of Spokane and Spokane County have been declining over the past two decades. According to U.S. Census Bureau estimates, the decline in single-family household size appears to be slowing both locally and nationally. Since 1980, the average household size declined from 2.65 to 2.56 persons per household within the city for single-family housing units. The trend of declining single-family household size also occurred within the city's study area. Multifamily household size has remained relatively the same at about 1.6 persons per household since 1980.

Another trend is affecting household sizes within the city. Currently, there is a general turnover in households within the city because of the aging population. Younger families with children are purchasing housing once occupied by elderly households. By 2010, this may have some effect on older neighborhoods with regard to demand for schools and other social services.

TABLE H 3 CITY OF SPOKANE AVERAGE HOUSEHOLD SIZE			
Jurisdiction	Type of Unit	1980	1990
City of Spokane	Single-Family	2.64	2.56
	Multifamily	1.59	1.60

To the year 2020, the single-family household size is projected to decline slowly. A projection of 2.5 persons per household for single-family and 1.6 persons per household for multifamily household are being used within the future housing needs calculations. Household size is one item that needs to be monitored as new data becomes available. The decreasing single-family household size trend, along with the projected population increases, creates a greater demand for housing units.

### Housing Unit Profile

Tables H 4, "Total Housing Units by Type Within Spokane County (1970-1998)," and H 5, "Total Housing Units by Type Within the City of Spokane (1970-1998)," identify the total number of housing units (occupied plus vacant) for the City of Spokane and Spokane County from 1970 to 1998. Single-

family housing as a percentage of total housing has been decreasing in both the city and the county since 1970. The percentage of multifamily housing of five or more units and manufactured housing has been steadily increasing in both the city and the county.

<b>TABLE H 4 TOTAL HOUSING UNITS BY TYPE WITHIN SPOKANE COUNTY (1970-1998)</b>								
<b>Type of Unit</b>	<b>1970 Number of Units</b>	<b>1970 Percent of Units</b>	<b>1980 Number of Units</b>	<b>1980 Percent of Units</b>	<b>1990 Number of Units</b>	<b>1990 Percent of Units</b>	<b>1998 Number of Units</b>	<b>1998 Percent of Units</b>
Single-Family	77,074	77.5	97,705	71.1	104,268	70	116,697	66.7
Duplex	4,611	4.6	6,472	4.7	6,048	4.1	6,930	4
3 to 4-Unit Structures	2,846	2.9	4,319	3.1	5,339	3.6	5,957	3.4
5 or More Units	12,420	12.5	21,627	15.7	22,530	15.1	29,239	16.7
Manufactured Homes	2,488	2.5	7,261	5.3	10,700	7.2	16,041	9.2
<b>Total Housing Units</b>	<b>99,439</b>		<b>137,384</b>		<b>148,885</b>		<b>174,864</b>	

<b>TABLE H 5 TOTAL HOUSING UNITS BY TYPE WITHIN THE CITY OF SPOKANE (1970-1998)</b>								
<b>Type of Unit</b>	<b>1970 Number of Units</b>	<b>1970 Percent of Units</b>	<b>1980 Number of Units</b>	<b>1980 Percent of Units</b>	<b>1990 Number of Units</b>	<b>1990 Percent of Units</b>	<b>1998 Number of Units</b>	<b>1998 Percent of Units</b>
Single-Family	48,646	75.6	52,570	69.2	54,835	69.1	57,943	67.2
Duplex	2,780	4.3	3,700	4.9	3,761	4.7	4,157	4.8
3 to 4-Unit Structures	2,378	3.7	3,459	4.5	3,920	4.9	4,136	4.8
5 or More Units	10,215	15.9	15,256	20.1	15,707	19.8	18,579	21.5
Manufactured Homes	302	0.5	1,030	1.4	1,113	1.4	1,401	1.6
<b>Total Housing Units</b>	<b>64,321</b>		<b>76,023</b>		<b>79,336</b>		<b>86,216</b>	

From 1990 to 1998, a total of 47.8 percent of all new housing units within the county have been single-family while 31.6 percent are classified as multifamily. New manufactured housing development has been occurring faster in the county than in the city. Table H 6, "Percentage of Growth by Housing Type (1990-1998)," also demonstrates that since 1990, new construction of multifamily housing has been outpacing new construction of single-family housing within the city. From 1990 to 1998, 50.6 percent of all new housing units created within the city were multifamily.

TABLE H 6 PERCENTAGE OF GROWTH BY HOUSING TYPE (1990-1998)				
	Spokane County		City of Spokane	
Unit Type	Unit Growth	Percent of Total Growth	Unit Growth	Percent of Total Growth
Single-Family	12,429	47.8	3,108	45.2
Multifamily	8,209	31.6	3,484	50.6
Manufactured	5,341	20.6	288	4.2
<b>Total New Units</b>	<b>25,979</b>		<b>6,880</b>	

Since 1990, the City of Spokane has experienced 26.5 percent of all new housing unit growth that has occurred within Spokane County. Table H 7, “Percent of County Growth Occurring Within the City (1990-1998),” dictates that the city has seen over 42 percent of all new multifamily units created within the county. During this time the city experienced only 5.4 percent of the countywide manufactured housing growth.

TABLE H 7 PERCENT OF COUNTY GROWTH OCCURRING WITHIN THE CITY (1990-1998)	
Housing Unit Type	Percent of Total County Growth
Single-Family Housing Growth	25
Multifamily Housing Growth	42.4
Manufactured Housing Growth	5.4

### Income Trend

A review of historical, current, and predicted income levels, compared to changes in the cost of housing, is one method of assessing housing affordability. If housing costs rise faster than household income, then households either have less income available for other needs or must purchase less housing if possible and available.

Figures H 4, “Median Household Income (1980-2003),” and H 5, “Median Family Income (1980-2003),” and H 6, “Per Capita Income (1980-2003),” show that from 1980 to 1990, the median household income, median family income, and per capita income for Spokane County were increasing at a slower rate than the State of Washington and the nation. Available 1998 income estimates and 2003 income projections show that local income trends are slowly approaching national averages while slipping further from Washington State averages. In 1990, the City of Spokane trailed the county in each of the income breakouts. Data for accurate income estimates and projections for the City of Spokane beyond 1990 were not available. Income projections beyond five years (beyond 2003) for all categories were also not available.



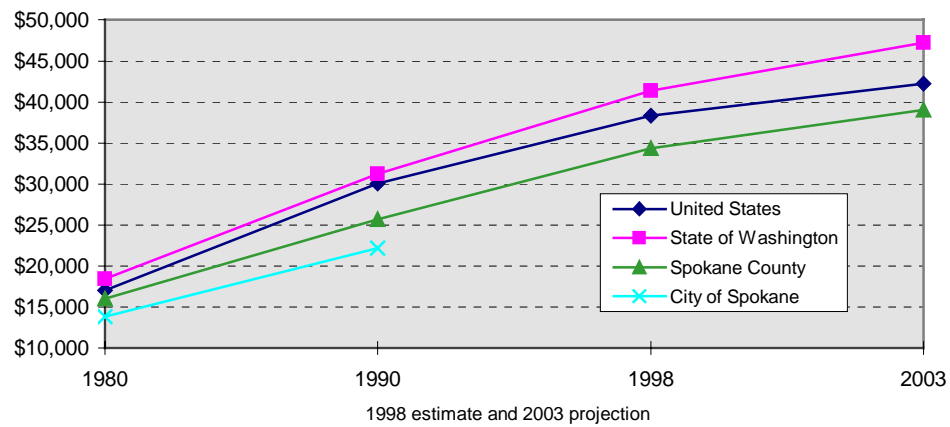


Figure H 4 Median Household Income (1980-2003)

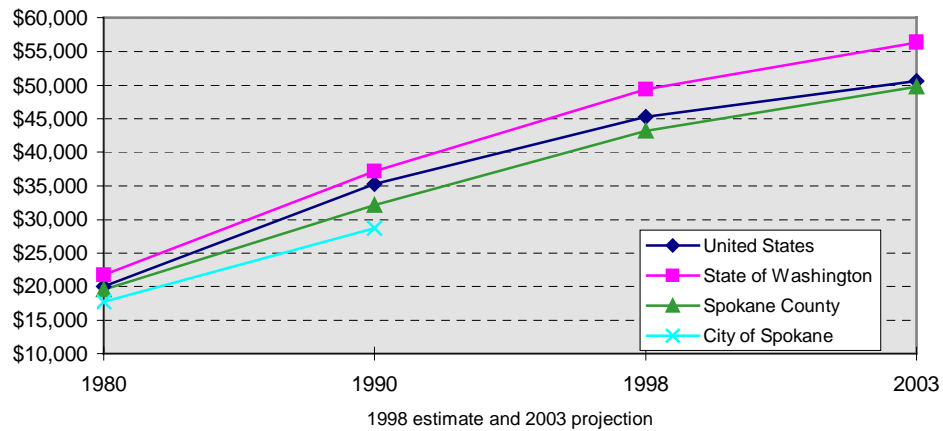


Figure H 5 Median Family Income (1980-2003)

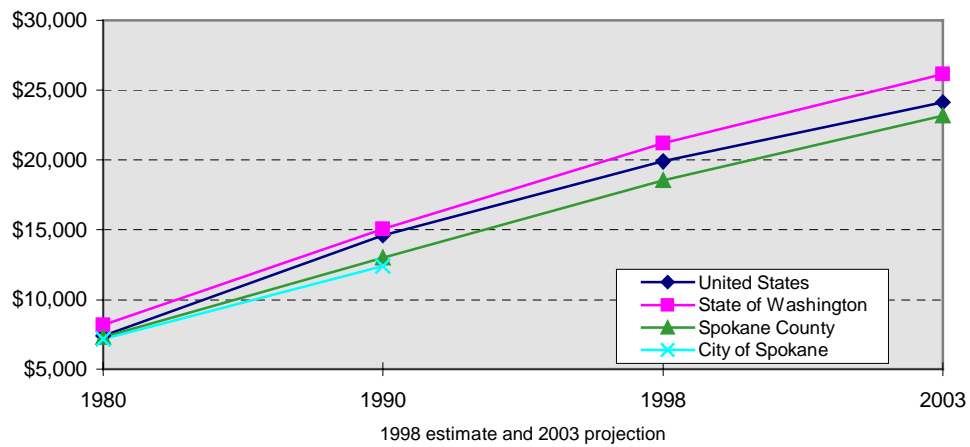


Figure H 6 Per Capita Income (1980-2003)

Figure H7, “City and County Median Household Income Comparison,” shows that since 1970, median household incomes within the city have been growing slower than the County as a whole. In 1990, the median household income within the city was 86 percent of the county median, down from 87 percent in 1980 and 93 percent in 1970.

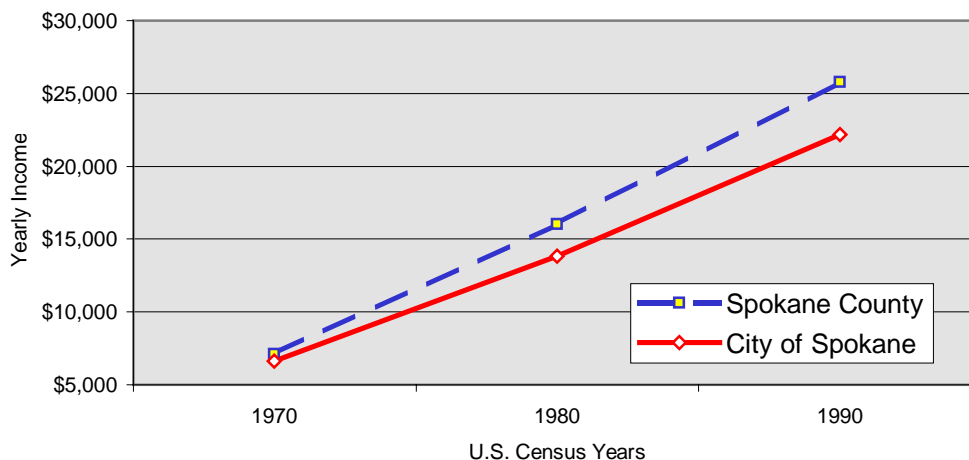


Figure H7 City and County Median Household Income Comparison

Figures H8, “City and County Excluding the City Median Household Income Comparison,” shows that when the city is compared with the rest of the county, excluding the geography within the city the difference between median household incomes becomes greater over time. In 1990, the median household income within the city was about 71 percent of the county, excluding the city median, down from 75 percent in 1980 and 81 percent in 1970.

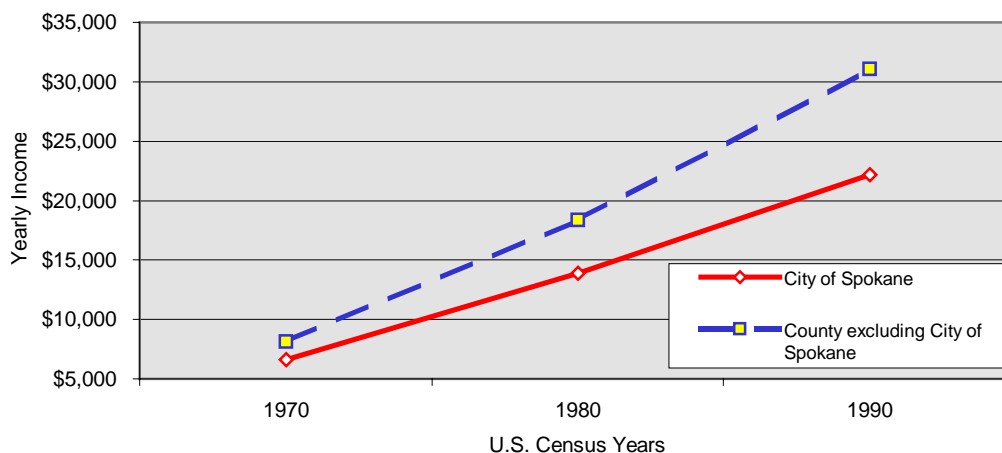


Figure H8 City and County Excluding the City Median Household Income Comparison

### Households by Income Categories and Housing Cost Burden

Affordable housing is defined as adequate, appropriate shelter, including basic utilities, costing no more than 30 percent of a household’s gross monthly income. The available housing must also be safe and adequate, meeting the Department of Housing and Urban Development’s (HUD) minimum habitation standards. Individuals and families should also have a reasonable choice of housing options.

Table H 8, “Historical Owner and Renter Trend (1970-1990),” indicates that the percentage of owner-occupied housing has been decreasing in both the city and county since 1970. In 1990, the percentage of housing units that were rented in the city (42.8 percent) was higher than in the county (36.3 percent).

TABLE H 8 HISTORICAL OWNER AND RENTER TREND (1970-1990)				
		1970	1980	1990
Spokane County	Owner	69.2	67	63.7
	Renter	30.8	33	36.3
City of Spokane	Owner	66.3	61.5	57.2
	Renter	33.7	38.5	42.8

Figures H 9, “Percent of Annual Income for Owner-Occupied Housing - Spokane County (1989),” and H 10, “Percent of Annual Income for Owner-Occupied Housing - City of Spokane (1989),” depict that in 1989, the lower the household income, the higher the percentage of income that was spent on housing costs. Low-income owner households that most likely no longer carry a mortgage on their homes are the exception to this general trend. The number of households in the two categories furthest to the right on the chart are spending more than 30 percent of their income for housing. The lower income households within these categories are of greatest concern, as they have less income after housing costs to satisfy other needs.

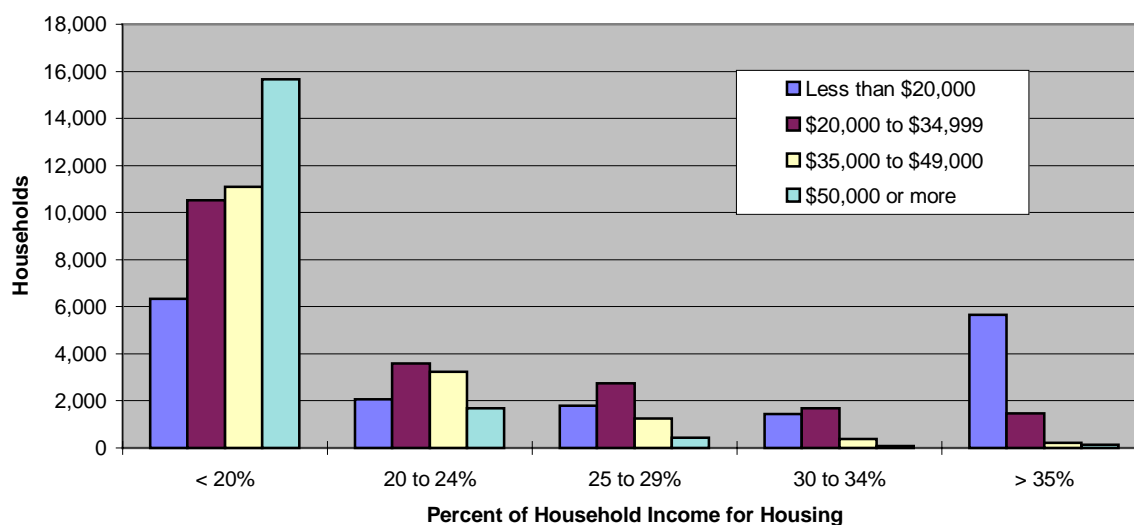


Figure H 9 Percent of Annual Income for Owner-Occupied Housing - Spokane County (1989)

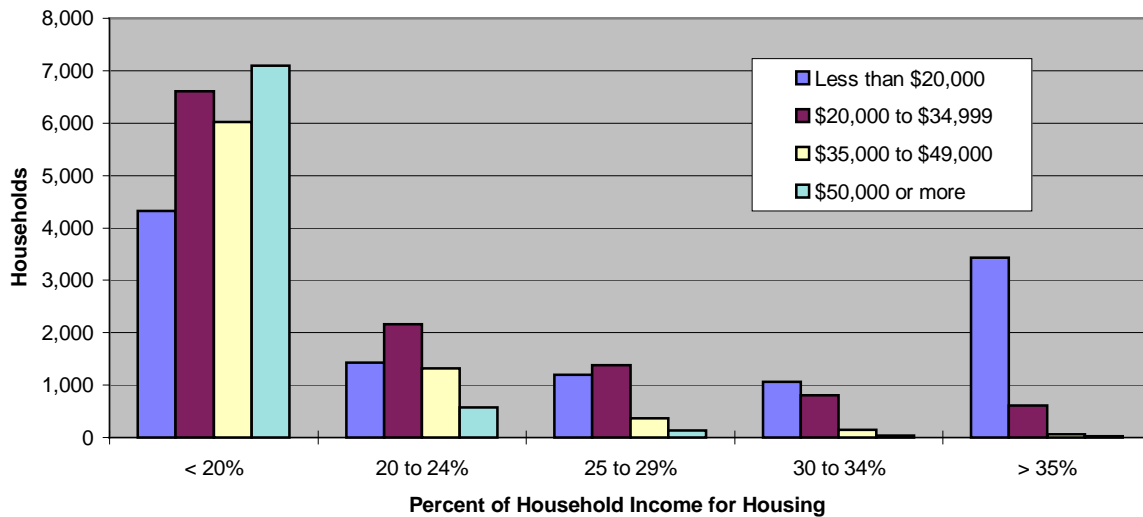


Figure H 10 Percent of Annual Income for Owner-Occupied Housing - City of Spokane (1989)

Figures H 11, “Percent of Annual Income for Renter-Occupied Housing - Spokane County (1989),” and H 12, “Percent of Annual Income for Renter-Occupied Housing - City of Spokane (1989),” demonstrate that the majority of low and very low-income households rent rather than own their housing. The number of households in the two categories furthest to the right on the chart are spending more than 30 percent of their income for housing. The lower income renter households within these categories are of greatest concern. Lower income households, in comparison to other households, are more greatly burdened by their housing costs.

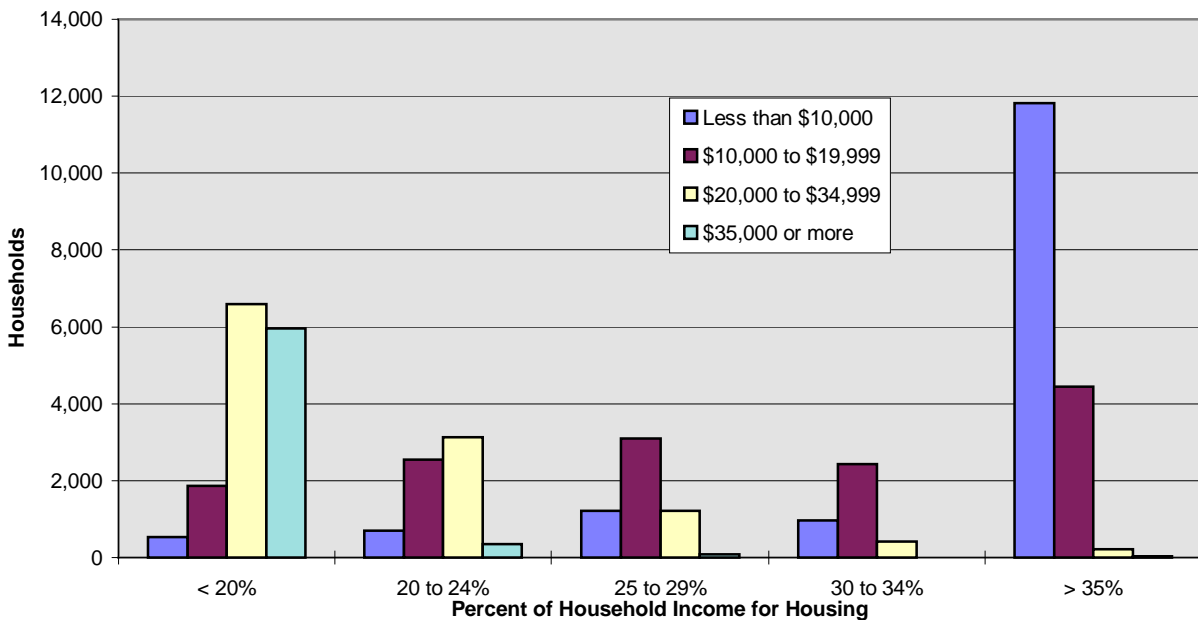


Figure H 11 Percent of Annual Income for Renter-Occupied Housing - Spokane County (1989)

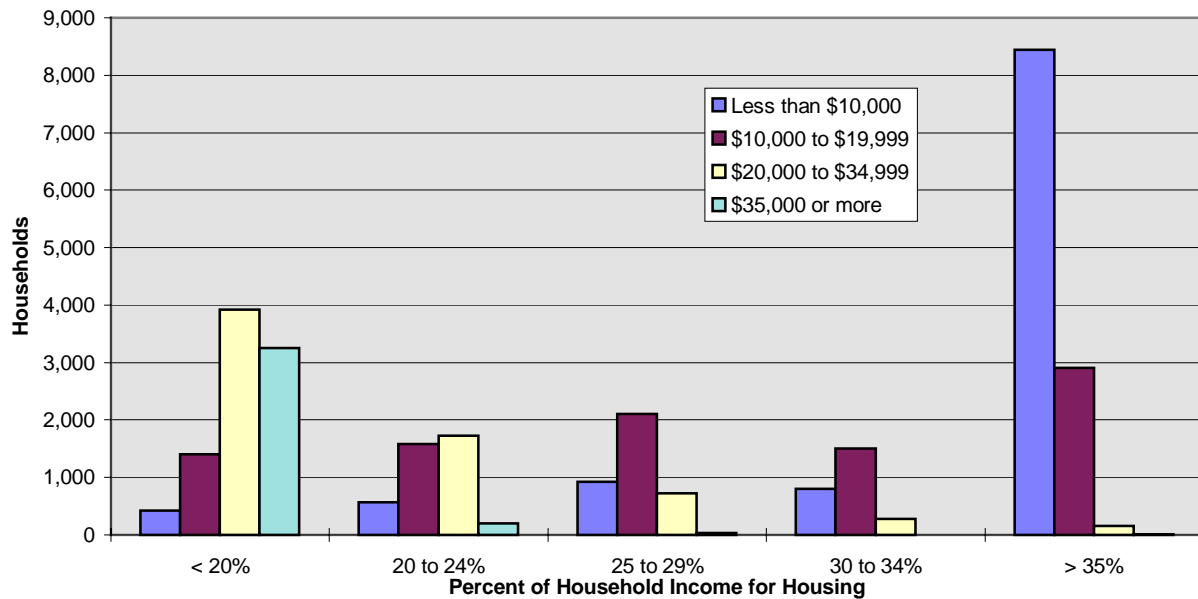


Figure H 12 Percent of Annual Income for Renter-Occupied Housing - City of Spokane (1989)

The following information was derived from the 1993 Comprehensive Housing Affordability Strategy (CHAS) summary tape file of the 1990 Census. Income categories are determined as a percentage of the median annual income for Spokane County. The income groups are based on a percentage of Housing and Urban Development's (HUD) adjusted median family income estimated for a family of four.

In 1990, the median family income for Spokane County was \$31,783 and for the City of Spokane \$28,778. When grouped by income category, six categories are represented: extremely low-income below 30 percent of median annual income for Spokane County, very low-income between 31 percent and 50 percent of median income, low-income between 51 percent and 80 percent of median income, moderate income between 81 percent and 95 percent of median income, and middle income between 96 percent and 120 percent of median income. The fourth category, moderate income, was consistently the smallest category, reflecting the general distribution of income in Spokane. Most of the following charts combine the Middle and Upper category data.

TABLE H 9 FAMILY INCOME CATEGORIES	
Category Name	Percent of Median
Extremely Low =	0 - 30 percent of median household income
Very Low =	31 - 50 percent of median
Low =	51 - 80 percent of median
Moderate =	81 - 95 percent of median
Middle =	96 - 120 percent of median
Upper =	120 percent and greater of median

Figure H 13, "Spokane County Owner-Occupied Households by Income Category," demonstrates that owner-occupied housing in Spokane County is dominated by households with incomes 95 percent or greater than the median household income. In contrast, Figure H 14, "Spokane County Renter-Occupied Households by Income Category," illustrates that among renter-occupied households, income categories are more evenly represented, although 65 percent of rental housing is occupied by households in the three lowest income categories.

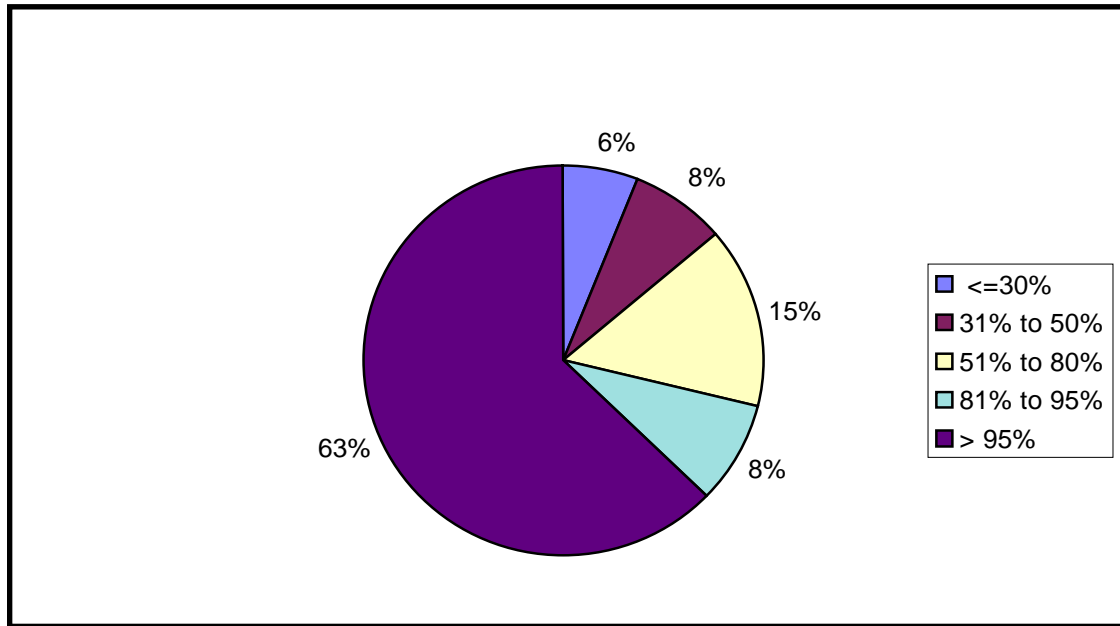


Figure H 13 Spokane County Owner-Occupied Households by Income Category

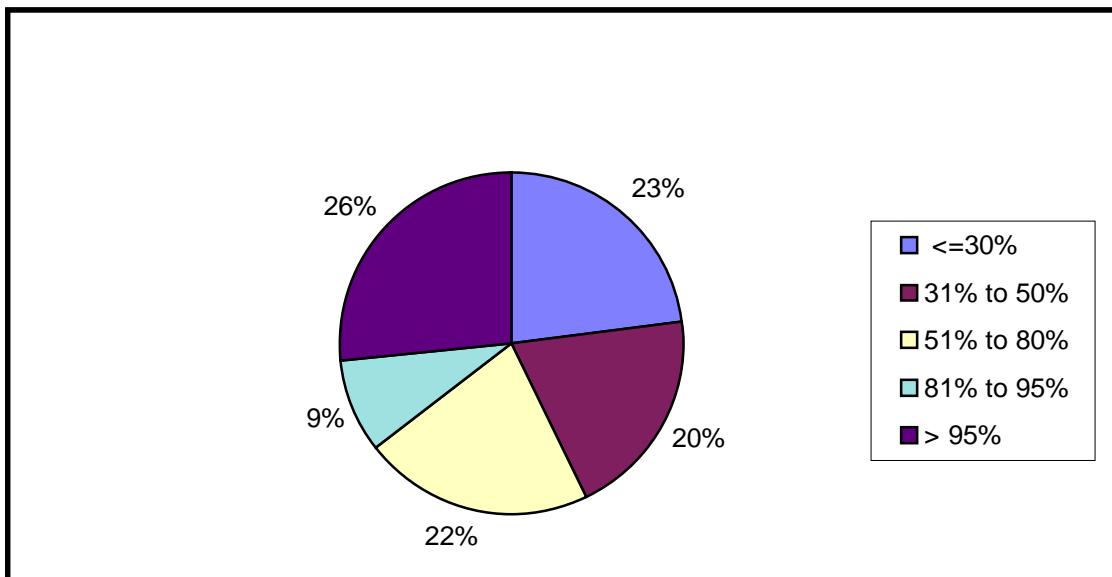


Figure H 14 Spokane County Renter-Occupied Households by Income Category

Figures H 15, “Households Spending Greater Than 30 percent of Income on Housing Costs,” and H 16, “Households Spending Greater Than 50 percent of Income on Housing Costs,” represent the number of households with a greater than 30 percent or 50 percent cost burden. The cost burden is the percentage of household income that is required for housing payments, either rent or mortgage. In 1990, a total of 34,871 households (25 percent of the households in Spokane County) had a cost burden in excess of 30 percent. Of this number, 14,050 households (10 percent) had a cost burden in excess of 50 percent. The City of Spokane claims a disproportionate share of these households: 59 percent with greater than 30 percent cost burden and 63 percent with greater than 50 percent cost burden.

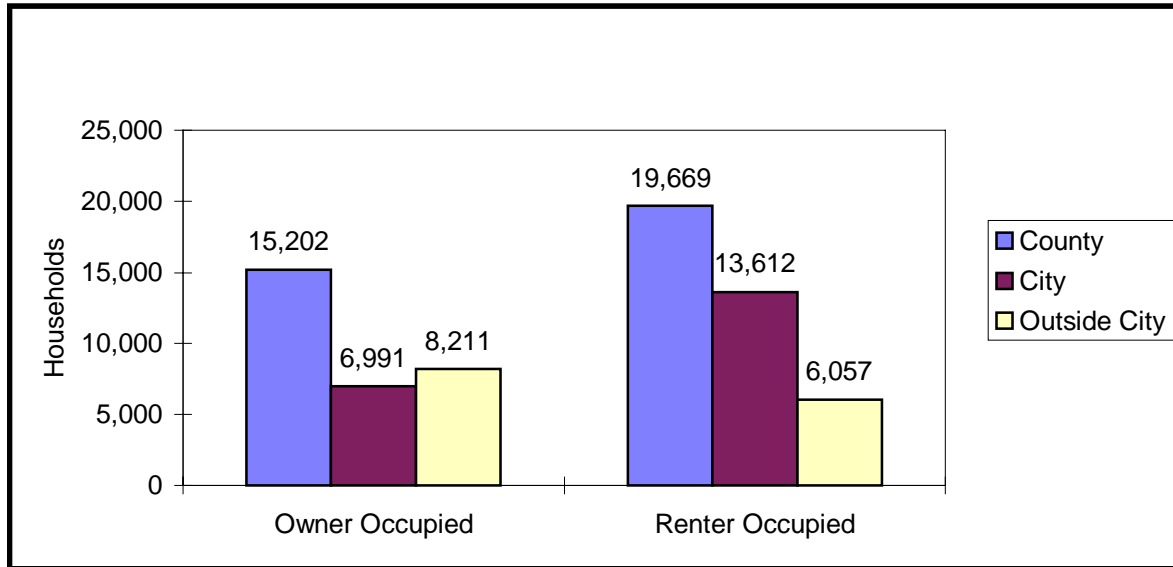


Figure H 15 Households Spending Greater Than 30 percent of Income on Housing Costs

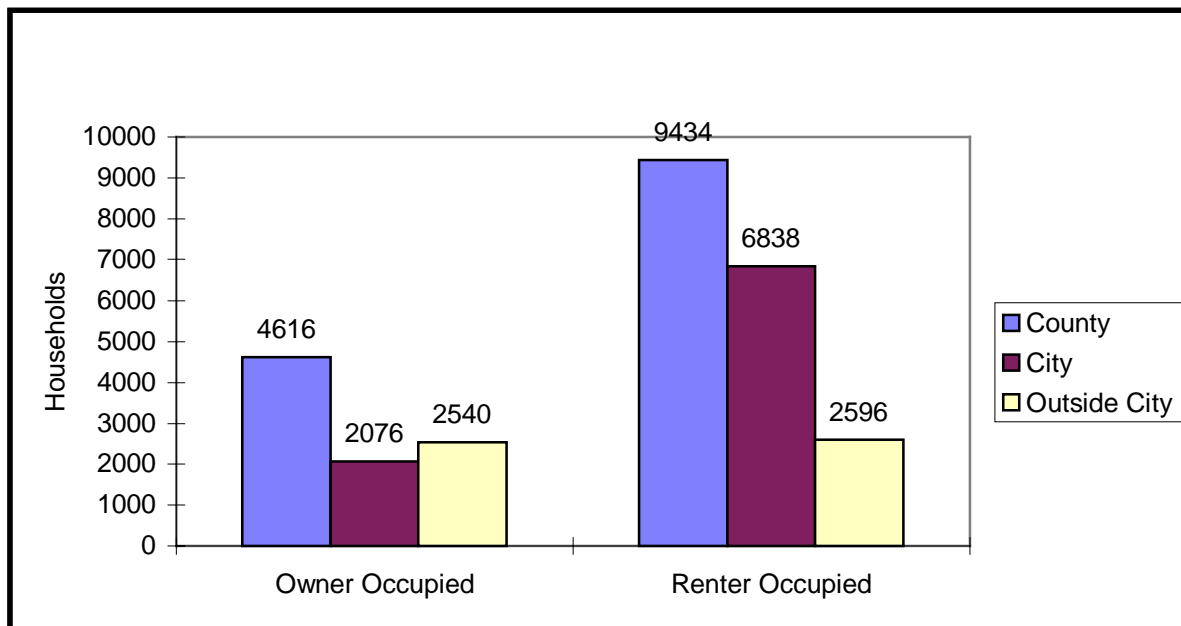


Figure H 16 Households Spending Greater Than 50 percent of Income on Housing Costs

Figure H 17, “Households with Housing Problems,” displays the total number of households in Spokane County that have housing problems. These are households in housing units that lack a complete kitchen or complete plumbing, have more than 1.01 persons per room (overcrowded), or pay more than a 30 percent cost burden. A total of 37,454 households (26 percent of the households in Spokane County) meet one or more of these criteria. The City of Spokane accounts for 22,151 (60 percent) of these units with housing problems. Sixty-six percent are renter occupied.

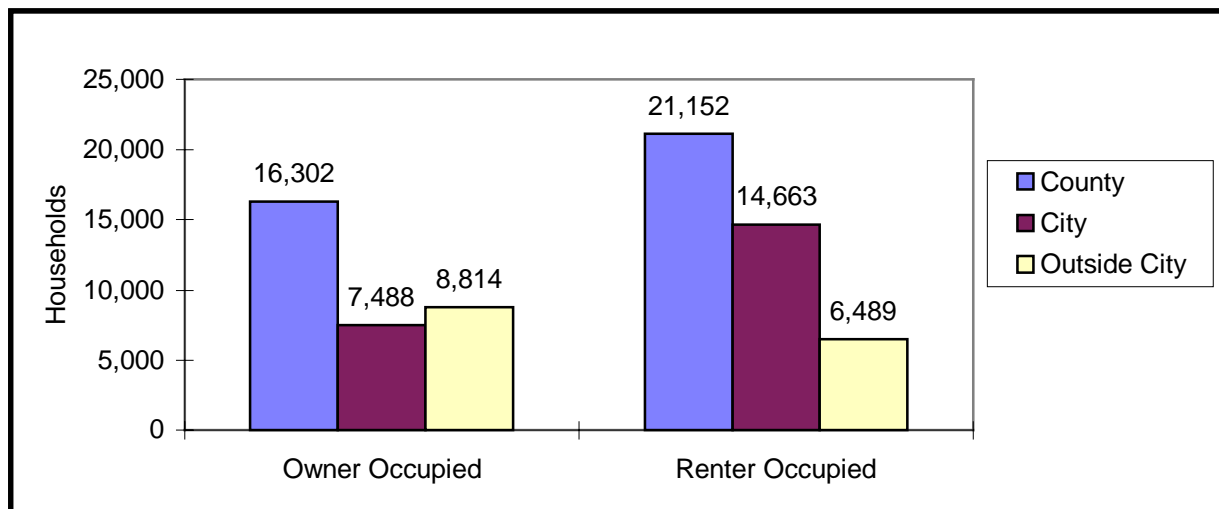


Figure H 17 Households with Housing Problems

Figure H 18, “Elderly Households by Income Category,” demonstrates the breakdown by income level of the elderly households in the city and county of Spokane. The total number of elderly households is 34,947 (25 percent of the households in Spokane County). This number is comprised of 26,446 (76 percent) owner households and 8,501 (24 percent) renter households. The City of Spokane hosts a total of 21,067 elderly households.

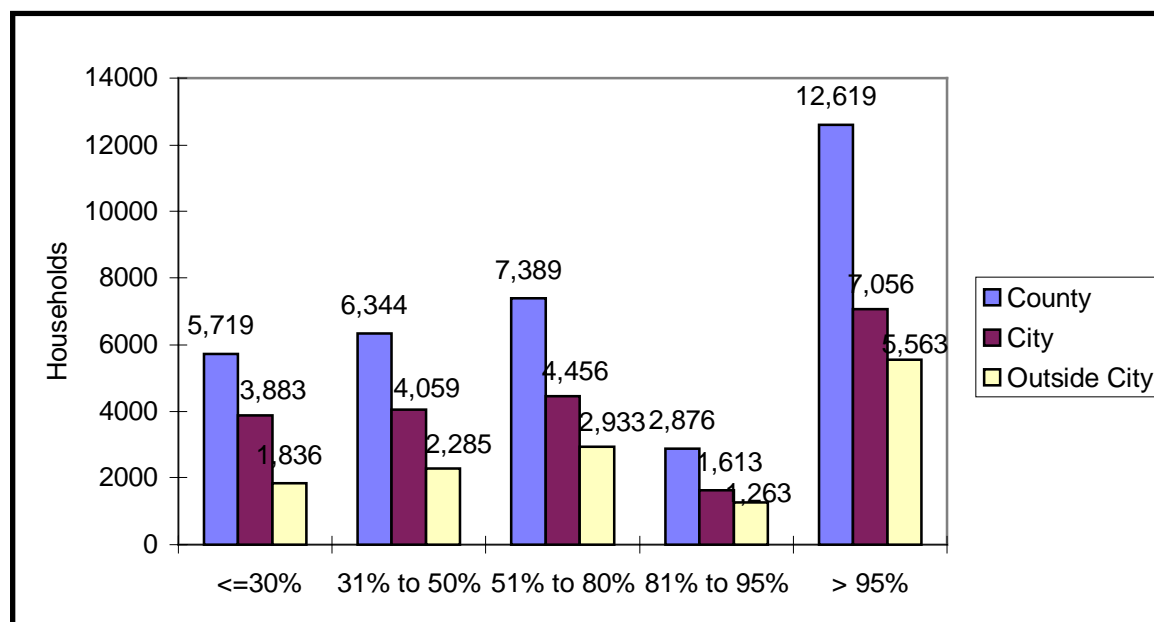


Figure H 18 Elderly Households by Income Category

Figure H 19 “Elderly Owner-Occupied Households by Income Category,” represents the distribution of elderly owner-occupied households by income category. Approximately half of all elderly owners earn more than 80 percent of the median annual income.



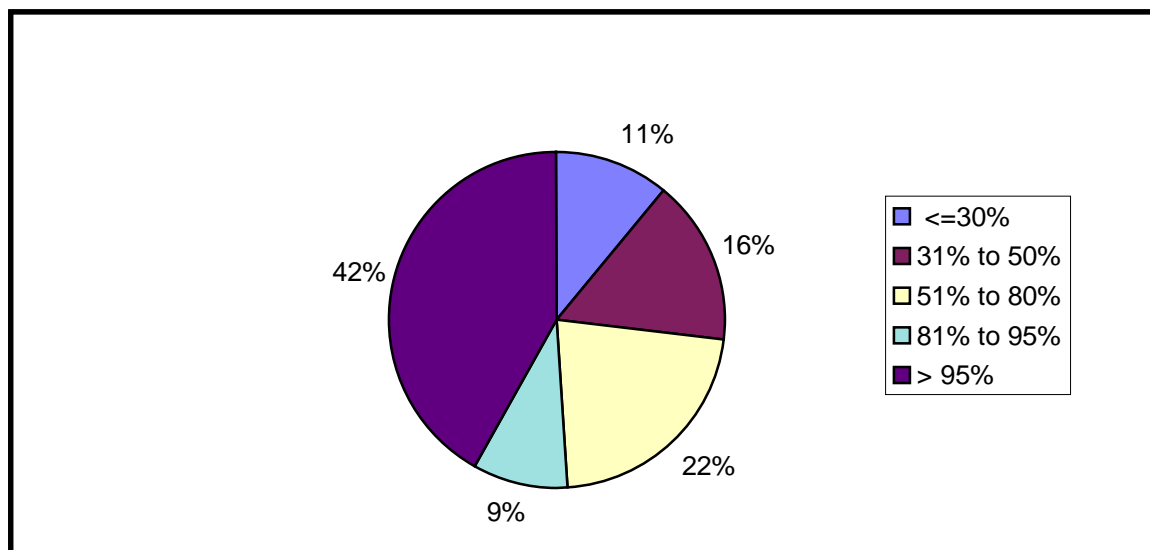


Figure H 19 Elderly Owner-Occupied Households by Income Category

Figure H 20, “Elderly Renter-Occupied Households by Income Category,” represents the distribution of renter-occupied households by income category. Among elderly renters, only 23 percent earn more than 80 percent of the median annual income.

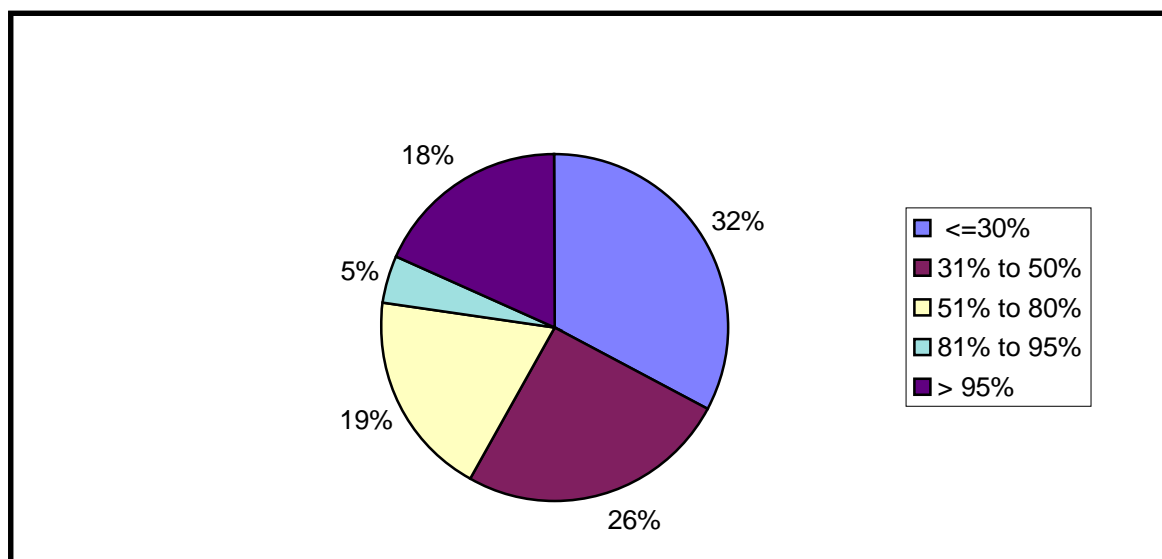


Figure H 20 Elderly Renter-Occupied Households by Income Category

According to the CHAS summary files of the 1990 Census, the City of Spokane contained 75,252 households. Figures H 21, “City of Spokane Housing Composition by Income Category,” H 22, “City of Spokane Housing Composition by Ethnicity,” and H 23, “City of Spokane Housing Composition by Household Type,” represent this number broken down by income category, ethnicity, and household type.

In Figure H 21 “City of Spokane Housing Composition by Income Category,” the City of Spokane’s 75,252 households are distributed between five income categories: 11,579 earn less than or equal to 30 percent of the median annual income for Spokane County (extremely low-income), 10,634 earn 31 to 50

percent (very low-income), 13,614 earn 51 to 80 percent (low income), 6,398 earn 81 to 95 percent (moderate income), and 33,027 earn greater than 95 percent (middle income and above).

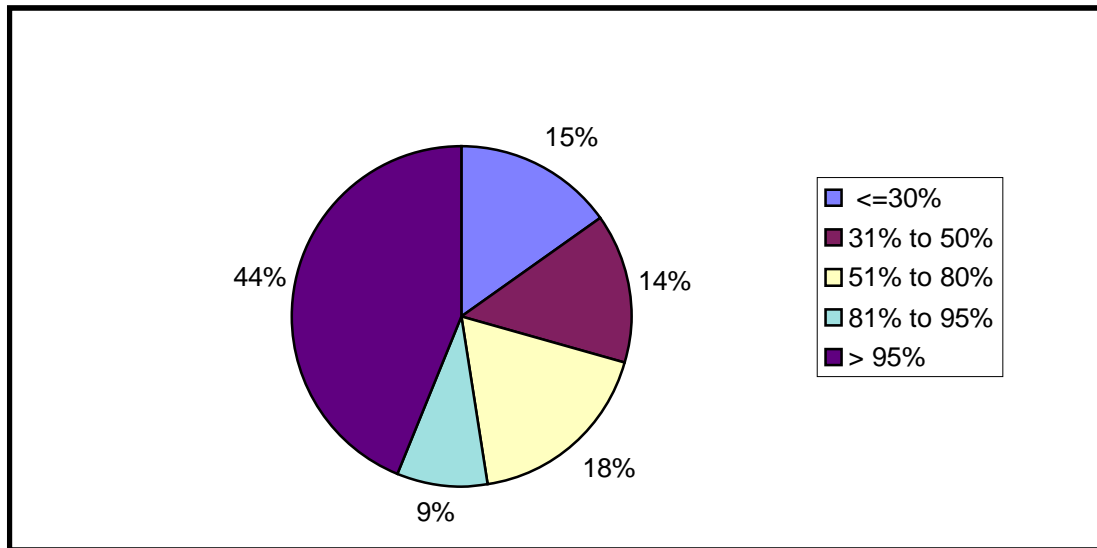


Figure H 21 City of Spokane Housing Composition by Income Category

Figure H 22, “City of Spokane Housing Composition by Ethnicity,” reveals only six percent or 4,369 minority households live within the city. Data analysis on the minority households reveals a similar distribution pattern by household type as is demonstrated for the population at large in Figure H 23, “City of Spokane Housing Composition by Household Type.”

An elderly household is defined as a household whose head of household is 62 years of age or older, regardless of disability status. A small-related family is a related household of two to four persons. A large-related family is a related household of five or more persons.

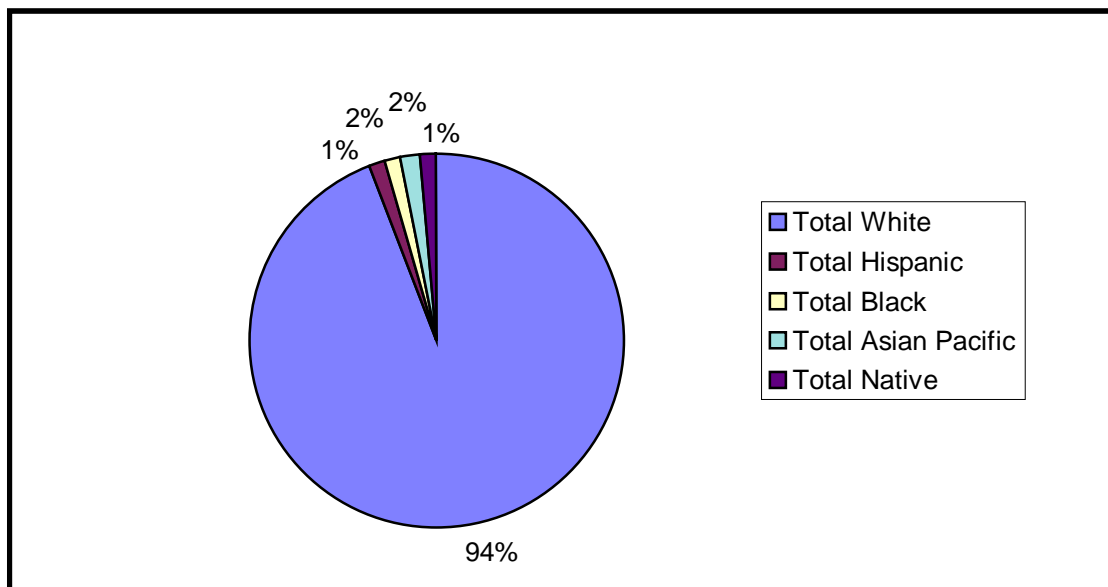


Figure H 22 City of Spokane Housing Composition by Ethnicity

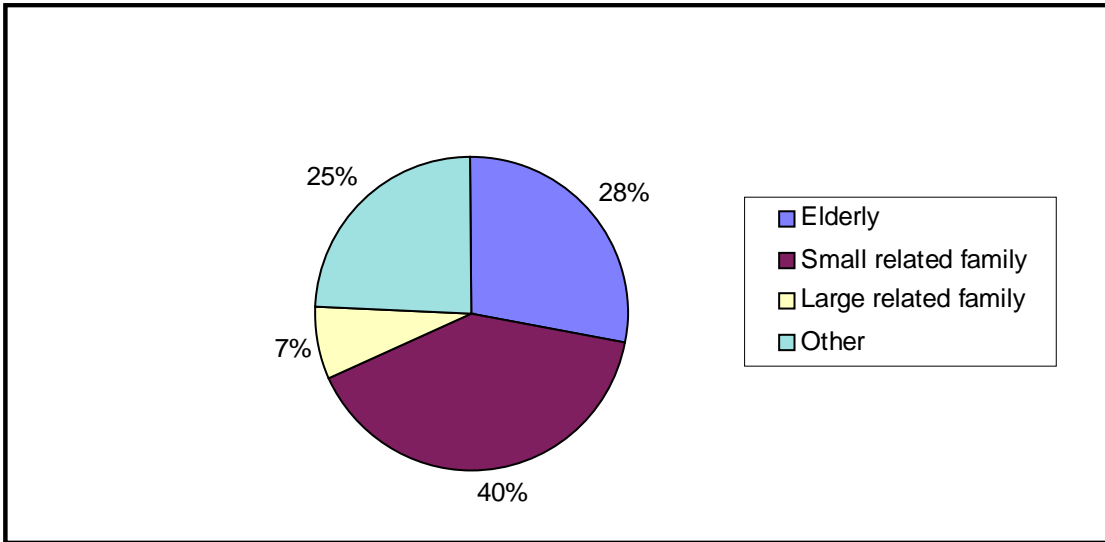


Figure H 23 City of Spokane Housing Composition by Household Type

In 1990, there were 8,914 households in the City of Spokane with a cost burden greater than 50 percent. The cost burden is the percentage of household income that is required for housing payments, either rent or mortgage. Figure H 24, “City of Spokane Households with Over 50 percent Cost Burden by Household Type,” illustrates the distribution of households by household type as well as discriminating between renter-occupied households and owner-occupied households.

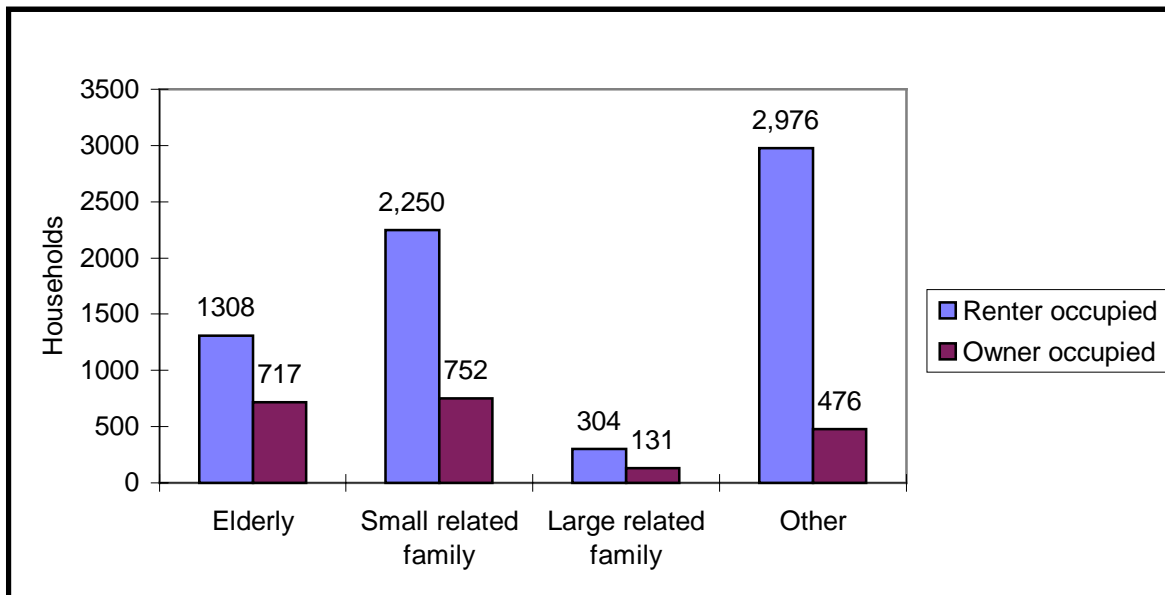


Figure H 24 City of Spokane Households with Over 50 percent Cost Burden by Household Type

Figure H 25, “City Households with Over 30 Percent Cost Burden by Household Type,” demonstrates the breakdown of households with a greater than 30 percent cost burden by household and occupancy type. The total number of households (20,603) is equivalent to nearly 27 percent of all households in the City of Spokane. What is evident in both of these figures is that households in rental housing are much more frequently burdened by higher rents in proportion to their income.

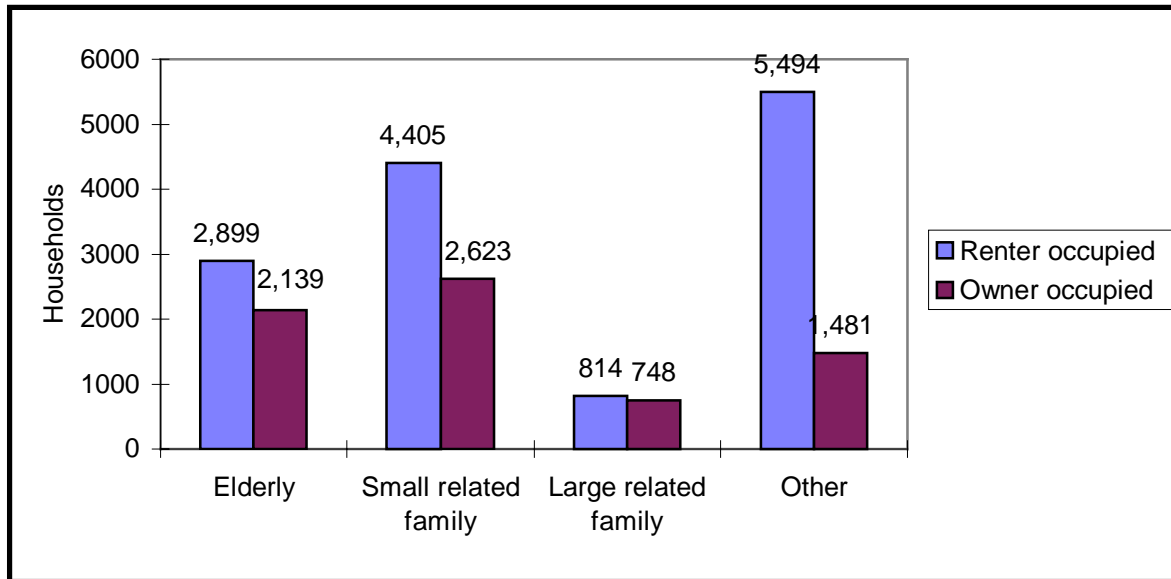


Figure H 25 City Households with Over 30 Percent Cost Burden by Household Type

Figure H 26, “City Households with Housing Problems by Tenure,” displays the total number of households in the City of Spokane that have housing problems. These are households in housing units that lack a complete kitchen or complete plumbing, have more than 1.01 persons per room (overcrowded), or pay more than a 30 percent cost burden. A total of 22,151 households (29 percent of all households in the City of Spokane) meet one or more of these criteria. Once again, renters are much more frequently affected by housing problems.

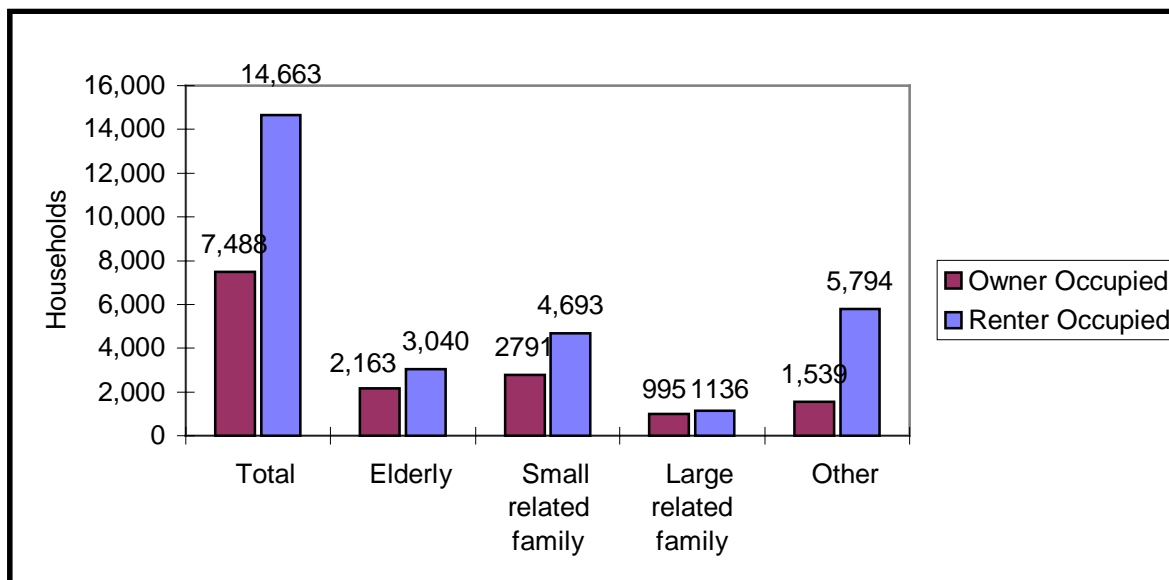


Figure H 26 City Households with Housing Problems by Tenure

## Housing-Related Map Analysis

Map ASR 2, “Existing Land Use,” includes two primary categories of residential land use. Areas labeled “Low Density Residential” on the map largely consist of single-family detached housing, manufactured and mobile homes, and duplexes. Areas labeled “Multifamily” on the map generally consist of housing structures with three or more units attached within each structure. This map shows that the land area of the city and study area largely consists of low-density residential housing. Multifamily housing tends to exist in and around the large commercial areas or in isolated clusters. Examples include the central business district and its surrounding neighborhoods, Lincoln Heights shopping center, Fairwood shopping center, Upriver Drive, and the area along Nevada Street north of Francis Avenue.

Housing Map H 1, “Residential Improvement Value,” shows the relative improvement value, based on assessments for tax purposes, of each parcel being used for residential purposes in and around the city. This map includes both multifamily and low-density residential land uses. North of the Spokane River to Francis Avenue the values are generally lower than parcels further to the north of Francis Avenue. Values tend to be lower east of Division Street and south of Francis Avenue. South of the Spokane River, the values fluctuate much more than north of the Spokane River. Values tend to be lower along Interstate 90.

Housing Map H 2, “Percentage of Owner-Occupied Housing” shows five categories that display the percentage of owner-occupied housing units within each 1990 census block group for the city study areas. Areas of lighter shading have the highest percentages of owner-occupied housing. Areas that have darker shading have higher levels of rental housing. The darker areas on the map follow very closely the distribution of multifamily housing types and lower income levels within the study areas. The darker areas typically have higher numbers of multifamily housing units than the lighter areas. In recent history multifamily housing has typically been rental housing within the study area.

Housing Map H 3, “Percentage of Median Household Income,” shows how each 1990 census block group compares against the 1990 countywide median household income. The two darkest colored categories on the map show block groups where the average household income is less than 80 percent of the countywide median as of 1990. These two categories include household incomes that are classified as very low and low. Generally, as covered in Figure H 11, “Percent of Annual Income for Renter-Occupied Housing - Spokane County (1989),” it is these low-income households that are most burdened by their housing costs. The distribution of block groups with the very low and low-income classifications closely follows the same pattern as the areas of lower owner-occupied housing (darker shading) in Housing Map H 2, “Percentage of Owner-Occupied Housing”. The classifications from 0 to 95 percent median household income on the map also follows the same general pattern as the areas with lower residential improvement values found on Housing Map H 1, “Residential Improvement Value”.

## Housing Affordability in Spokane County

### Home Ownership Costs and Affordability

Table H 10, “Home Ownership Cost Analysis for Spokane County (1998),” calculates that it would require a gross household income of \$35,530 a year (over \$17 per hour total household take home wages) to purchase a median priced home within Spokane County in 1998. The monthly housing cost would be \$888. This is based upon several assumptions from the table. The buyer of a median priced home for 1998 (\$104,950) would be able to make a 10 percent down payment. This would leave a mortgage principal of \$94,455. Assuming a 30-year fixed rate mortgage of 8 percent and other annual costs totaling \$2,342, a final annual housing cost of \$10,659 is left. If it were assumed that no more than 30 percent of household income should be needed for housing costs, this annual housing cost would require a gross annual income of \$35,530. This table uses general averages for cost estimates and does not assume any closing costs at the time of purchase.

TABLE H 10 HOME OWNERSHIP COST ANALYSIS FOR SPOKANE COUNTY (1998)	
Housing Cost Analysis	
Median Home Price in 1998	\$104,950
10 percent down payment	\$10,495
Mortgage principal of	\$94,455
30 year fixed rate mortgage of	8 percent
Entails Annual Cost of	
Homeowner insurance of	\$260
Property taxes at \$14.12 / thousand	\$1,482
Allowance for maintenance and repairs	\$600
The above housing cost assumptions equate to:	
Total annual housing costs of	\$10,659
Gross annual income needed	\$35,530
Monthly housing cost	\$888

Table H 11, “Home Affordability Analysis for Spokane County (1988),” compares various HUD-estimated area median family incomes at various family sizes for Spokane County with the estimated gross annual income needed to purchase the median priced home from Table H 10, “Home Ownership Cost Analysis for Spokane County (1998).” Using this comparison, a family of three that earned the estimated median income of \$37,800 would have 106 percent of the income needed to purchase the median priced home in 1998. This assumes that the assumptions made about housing costs hold true.

A family of three that are of low-income would only have 85 percent of the income needed to purchase a median priced home. A very low-income family of three would have only 53 percent of the income needed to purchase a median priced home (a \$16,630 per year gross income deficit). Lower income families often have other income-related difficulties in purchasing a home. As incomes decrease, households generally have a harder time spending up to 30 percent of their income for housing. Other needs begin to demand a higher percentage of the total household income. Households with lower incomes also have a difficult time saving for a down payment, making the annual housing costs higher than the example shown that assumes a 10 percent down payment.

TABLE H 11 HOME AFFORDABILITY ANALYSIS FOR SPOKANE COUNTY (1998)			
	Income	Surplus (Gap)	Percent of Median Income Needed
Median income for family of 3	\$37,800	\$2,270	106 percent
Low income (80 percent)	\$30,250	(\$5,280)	85 percent
Very low-income (50 percent)	\$18,900	(\$16,630)	53 percent
Median income for family of 4	\$42,000	\$6,470	118 percent
Low income (80 percent)	\$33,600	(\$1,930)	95 percent
Very low-income (50 percent)	\$21,000	(\$14,530)	59 percent

Table H 12, “Affordable Home Prices (1998),” shows what home prices are affordable using the HUD-estimated Spokane area median family income limits adjusted for family size as a tool to illustrate different affordability levels for different incomes. Using the HUD family size of six (assumes an adjustment of 116 percent of the base family size of four income level of 100 percent) and the assumption that the household is of middle-income (120 percent of median household income) the household would be able to purchase an \$186,912 priced home. On the other end of the spectrum using the HUD family size of 1 (assumes an adjustment of 70 percent of the base family size of four income level) and the

assumption that the household is of extreme low-income (30 percent of the median family income), the household would be able to purchase up to a \$24,278 priced home using up to 30 percent of their household income.

<b>TABLE H 12 AFFORDABLE HOME PRICES (1998) *</b>						
HUD Income Adjustment	70%	80%	90%	100% (Base)	108%	116%
Income Level per Family Size	1 person	2	3	4	5	6
Middle (120 percent)	\$97,113	\$116,002	\$134,891	\$153,780	\$169,071	\$183,912
Median (100 percent)	\$80,927	\$96,668	\$112,409	\$128,150	\$140,892	\$153,260
Moderate (95 percent)	\$76,881	\$91,835	\$106,788	\$121,742	\$133,848	\$145,597
Low (80 percent)	\$64,742	\$77,335	\$89,927	\$102,520	\$112,714	\$122,608
Very Low (50 percent)	\$40,464	\$48,334	\$56,204	\$64,075	\$70,446	\$76,630
Extreme Low (30 percent)	\$24,278	\$29,000	\$33,723	\$38,445	\$42,268	\$45,978
*Assumes the same fixed annual costs from Table H 10.						

Table H 13, “Income Ranges with Historical City Households,” shows yearly household income and affordable monthly housing payments using 1998 median household income for the county. This is shown with the percent of households that were within each income category within the city in 1990. Middle and upper-income level households would account for 44 percent of city households if the 1990 census figures held true.

<b>TABLE H 13 INCOME RANGES WITH HISTORICAL CITY HOUSEHOLDS</b>				
Income Level	Percent of Median Income	Yearly Household Income	Monthly Affordable* Housing Payment	Percent of 1990 Households within City
Upper	120 and up	\$50,400 and up	\$1,260 and up	95 and up = 44%
Middle	95 to 120	\$50,399 to \$39,900	\$1,259 to \$998	See “Upper”
Moderate	80 to 95	\$38,899 to \$33,600	\$997 to \$840	9
Low	50 to 80	\$33,599 to \$21,000	\$839 to \$525	18
Very Low	30 to 50	\$20,999 to \$12,600	\$524 to \$315	14
Extreme Low	0 to 30	\$12,599 to \$0	\$314 to \$0	15
*Assumes 30 percent of total income is available for housing costs.				

### Listing Price of For-Sale Housing

Figure H 27, “Percentage of Existing Housing by Listing Price (March 1999),” shows the percentage of typical for-sale existing urban housing by listing price bracket for the Spokane area as of March 1999 (Real Estate Research Report, 1999). This figure only includes housing that is not new. Listing price gives a general indication of the housing cost distribution. The median listing price was \$105,000 and the average listing price was \$128,470. Most existing housing on the market falls within a listing price of \$50,000 to \$250,000. About 30 percent of existing housing has a listing price of between \$60 and \$90 thousand. Another bubble exists between \$100 and \$200 thousand with 41 percent falling within this range.

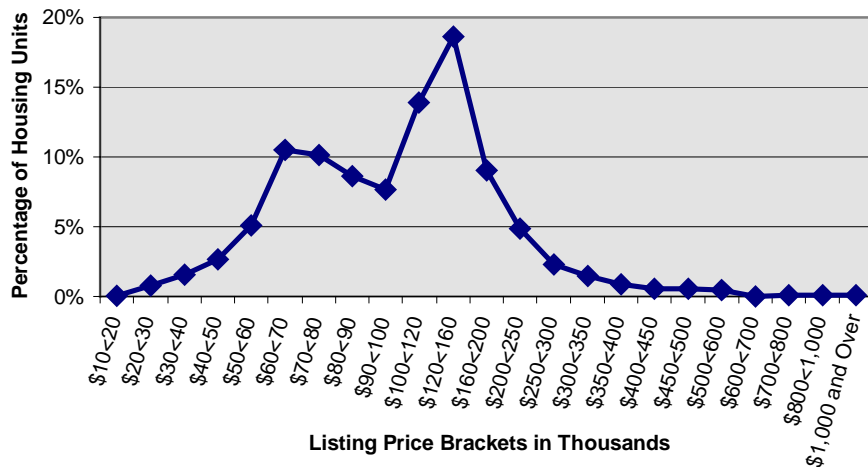


Figure H 27 Percentage of Existing Housing by Listing Price (March 1999)

Figure H 28, “Percentage of New Construction by Listing Price (March 1999)” shows the percentage of new construction by listing price for the Spokane Area (Real Estate Research Report, 1999). The median listing price of new housing was \$159,000. Generally less than 5 percent of new construction single-family detached housing within Spokane County is available below the median home price for the county. This means that households earning less than 80 percent of the median household income cannot afford the median listing price of new on-site built homes.

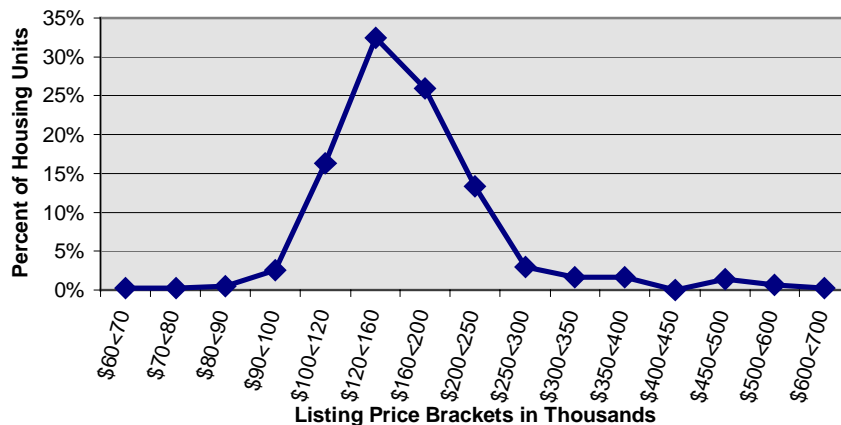


Figure H 28 Percentage of New Construction by Listing Price (March 1999)

Figure H 29, “Percentage of Single-Family Dwellings Sold by Price Bracket (1998)” shows the percentage of single-family housing sold within actual sales price brackets for 1998. The median home price in 1998 was \$104,950. Comparing Figure H 29 with the affordable home price information in Table H 12, “Affordable Home Prices (1998)” shows that 17 percent of single-family dwellings sold were available to households earning less than 50 percent of the median household income. As family size increases and the demand for bedrooms increases, the availability of new and resale housing that suits the needs of households earning less than 80 percent of the median household income falls dramatically.



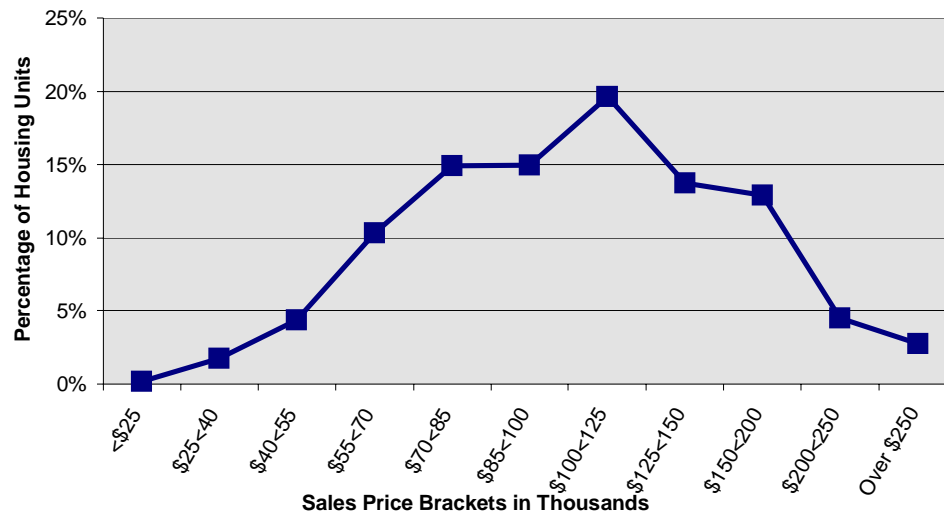


Figure H 29 Percentage of Single-Family Dwellings Sold by Price Bracket (1998)

### For Rent Housing Cost

Table H 14, “Affordable Rents Where the Tenant Pays for Utilities Separately,” and Table H 15, “Affordable Rents where Utilities are Included,” both maintain the assumption that 30 percent of household income is available for rent. Both tables show the median household income as a family size of four (Base). The standard HUD adjustments for family size are shown to illustrate different affordable rents within the incomes categories. Each income level is shown using the top percentage represented by each category.

**TABLE H 14 AFFORDABLE RENTS WHERE THE TENANT PAYS FOR UTILITIES SEPARATELY**

HUD Income Adjustment	70 %	80 %	90 %	100 % (Base)	108 %	116 %
Income Level per Family Size	1 person	2	3	4	5	6
Middle (120 percent)	\$723	\$827	\$930	\$1,033	\$1,117	\$1,198
Median (100 percent)	\$603	\$689	\$775	\$861	\$931	\$998
Moderate (95 percent)	\$573	\$654	\$736	\$818	\$884	\$948
Low (80 percent)	\$482	\$551	\$620	\$689	\$745	\$799
Very Low (50 percent)	\$301	\$344	\$387	\$431	\$465	\$499
Extreme Low (30 percent)	\$181	\$207	\$232	\$258	\$279	\$300

**TABLE H 15 AFFORDABLE RENTS WHERE UTILITIES ARE INCLUDED**

HUD Income Adjustment	70 %	80 %	90 %	100 % (Base)	108 %	116 %
Income Level per Family Size	1 person	2	3	4	5	6
Middle (120 percent)	\$803	\$917	\$1,032	\$1,147	\$1,239	\$1,330
Median (100 percent)	\$669	\$764	\$860	\$956	\$1,033	\$1,108
Moderate (95 percent)	\$635	\$726	\$817	\$908	\$981	\$1,053
Low (80 percent)	\$535	\$612	\$688	\$764	\$826	\$886
Very Low (50 percent)	\$334	\$382	\$430	\$478	\$516	\$554
Extreme Low (30 percent)	\$201	\$229	\$258	\$287	\$310	\$332

Rents within the City of Spokane and Spokane County are no more affordable to many moderate and lower income families than home ownership. Comparing the affordable rents from Tables H 14 and H 15 with the actual average rents from Table H 16, “Average Rents within Spokane County (1998),” and the rents that HUD allows from Table H 17, “HUD Fair Market Rents (Spokane County),” it is concluded that low-income households are the first income category where rent levels start to become affordable. This simple rental cost analysis does not take into account that as incomes decrease, less income is available for all other household needs. For example, in many cases, transportation accounts for over 15 percent of total household expenses within the lower income categories.

TABLE H 16 AVERAGE RENTS WITHIN SPOKANE COUNTY (1998)						
	Studio	1 / 1 ba	2 / 1 ba	2 / 2 ba	3 / 1 ba	3 / 2 ba
Monthly Rent	\$359	\$410	\$499	\$606	\$721	\$771*
The Real Estate Report, Spring 1999 V.23 #1						
* 3/2 ba represents the historical price increase over 3/1 ba						

TABLE H 17 HUD FAIR MARKET RENTS (SPOKANE COUNTY)					
Fiscal Year	Studio	1 bedroom	2 bedrooms	3 bedrooms	4 bedrooms
1998	311	424	512	695	779
1999	316	430	519	705	790

Figure H 30, “Population Growth and Housing Costs within Spokane County (1982-1998)” shows that during the past two decades, there has been a very strong correlation between rapid increases in the rate of change in population growth with the rate of increase in median selling price in the county. Rapid increases in the median selling price of housing has followed sudden population increases within the county. This has resulted in housing affordability tending to decrease during periods of rapid growth.

There typically has been a three to five year lag time before an increase in population has resulted in a corresponding increase in the number of new housing units large enough to meet demand. This occurs because of the time it takes to create all of the pieces needed for increased levels of new housing development. The rate of population growth should be monitored as a potential warning sign for increases in housing prices.

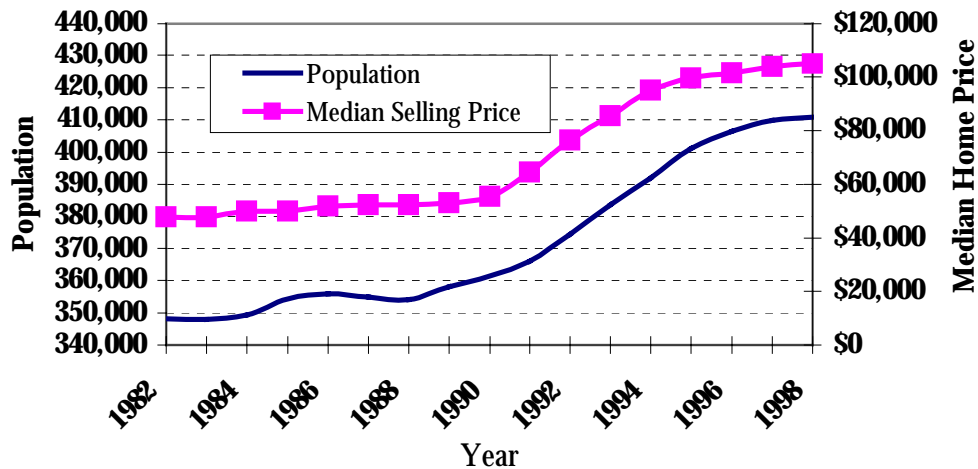


Figure H 30 Population Growth and Housing Costs within Spokane County (1982-1998)

## Housing Needs Assessment Summary

Appropriate housing opportunities for all economic segments of the community will continue to be a challenge, especially in the lower income categories. The focus will continue to be on the ability of families and individuals to find the kind of housing they desire at a price they can afford.

Those facing severe cost burdens will continue to be the very low and extremely low-income groups. Current trends indicate that this will be over 30 percent of all future households. These groups will continue to have the hardest time finding affordable housing. To satisfy the housing needs for these income groups, a substantial portion of the new housing that is built should be at affordable rates of prices or rents. These lower income groups need rents below \$470 a month and housing prices less than \$65,000. The lower income groups that are often in need of assisted housing are identified as households with incomes less than 80 percent the area median household income that pay 30 percent or more for housing expenses (i.e., rent or mortgage, utilities, property taxes, and insurance).

Affordable housing can be encouraged through one or more of the following: a) building more densely, b) building less square feet per dwelling unit, c) using manufactured housing, which can be sited on small lots either in manufactured home parks or on individual lots, and d) using existing or creating public or private housing subsidies.

To be most effective, locations for affordable housing development and redevelopment will need to continue to take into consideration the location of jobs, transportation and services, environmental constraints, and the character of surrounding neighborhoods. Once identified, these locations can be promoted as preferred locations for housing development. Large remaining parcels provide a special opportunity for integrating a range of housing types on a single site and can contain a mix of housing types, including below-market-rate housing, providing housing choices for households of various sizes and incomes.

Volume 2, Chapter 24, Social Health, includes an inventory and analysis of the existing and future needs of the special needs populations. Social health Maps SH 1 through SH 14 show where special needs services are currently being provided.

## Projected Housing Needs

Housing needs to the year 2020 have been projected using the population allocation from Table H 2 as a base. While this forecast accommodates projected population growth, it may not fully make up for current shortages of affordable housing. Each assumption used in the projection needs to be monitored and adjusted when needed. The results of the housing needs analysis should be used to examine if the land use plan can accommodate all of the projected residential types.

Using the population aging trends for the county and the projected household incomes versus the housing costs for different housing types as inputs, the city is using an average of the growth rates for the past two decades within the city's growth study area for each type of housing as a base for future general assumptions.

Assumptions include a population allocation of 68,800 new people by the year 2020. Persons per household size in 2020 will be 2.5 persons per residence for single-family and duplex dwellings and 1.6 persons per residence for multifamily dwellings. A single-family attached and detached, manufactured home, and duplex housing need target of 64 percent within a likely range from 70 percent to 58 percent is assumed. A multifamily housing need target of 36 percent within a likely range from 42 percent to 30 percent is also one of the assumptions.

Table H 18, "Housing Units Needed Based on Persons Per Household Assumptions," shows that a total of 31,618 new housing units will be needed by 2020. This includes the need for 20,236 new single-family attached/detached unit and duplex units. This also includes the need for 11,382 new multifamily units. The table shows how different dwelling type percentage assumptions affect the need for total housing units and how these units break out by type.

TABLE H 18 HOUSING UNITS NEEDED BASED ON PERSONS PER HOUSEHOLD ASSUMPTIONS				
SF-DUP Percentage	Multifamily Percentage	Total Housing Units Needed	SF-DUP Units Needed	Multifamily Units Needed
70%	30%	30,852	21,596	9,256
68%	32%	31,103	21,150	9,953
66%	34%	31,358	20,696	10,662
<b>64%</b>	<b>36%</b>	<b>31,618</b>	<b>20,236</b>	<b>11,382</b>
62%	38%	31,881	19,766	12,115
60%	40%	32,150	19,290	12,860
58%	42%	32,422	18,805	13,617

Table H 19, "Future Housing Need by General Dwelling Type," shows how many housing units may be needed by income level and the availability of the housing by housing type and tenure (Owner / Renter). This table assumes past income trends and distributions will continue through the forecast period.

Income levels of low and lower will make up 47 percent of the needed housing. Much of this housing will need to be of lower cost forms in order to satisfy the demand. New single-family detached housing will not be an option for the lowest two income categories. Affordable housing will need to take the form of small lot detached and attached single-family residences, manufactured residences, or multifamily residences.

TABLE H 19 FUTURE HOUSING NEED BY GENERAL DWELLING TYPE						
Housing Need Distribution				Housing Type Distribution		
Income Level	Monthly Affordable Housing Payment	Percent of Housing Needed	Housing Units Needed	Single-Family Detached	Detached/Attached Single-family or Manufactured Home	Multifamily
Extreme Low	\$314 to \$0	15%	4,743	n/a	A,R	A,R
Very Low	\$524 to \$315	14%	4,427	n/a	A,R	A,R
Low	\$839 to \$525	18%	5,692	A,O,R	A,O,R	A,O,R
Moderate	\$997 to \$840	9%	2,846	O	O,R	O,R
Middle	\$1,259 to \$998	24%	7,589	O	O,R	O,R
Upper	\$1,260 and up	20%	6,324	O	O,R	O,R
		100%	31,621			
n/a = not available in the housing cost/price range.						
A = Assistance may be necessary within the range.						
O = Housing is expected to be available for owner occupancy.						
R = Housing is expected to be available for renter occupancy.						

## 20.2 MAPS

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- H 1 Residential Improvement Value
- H 2 Percentage of Owner Occupied Housing
- H 3 Percentage of Median Household Income

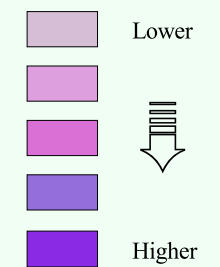


# Residential Improvement Value

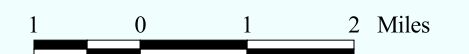
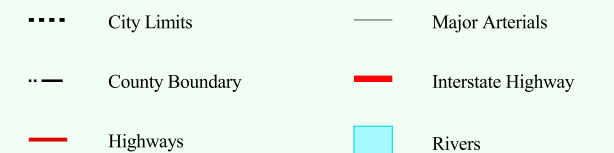
Map H 1

## Legend

### Improvement Value Classifications

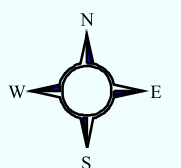


### Base Information



Source: GIS

Date: 04/10/2000



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Percentage of  
Owner Occupied Housing

Map H 2

Legend

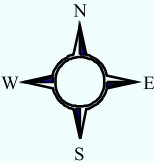
- 0 to 20%
- 20 to 40%
- 40 to 60%
- 60 to 80%
- 80 to 100%
- No Housing Units
- Draft Urban Growth Area

Base Information

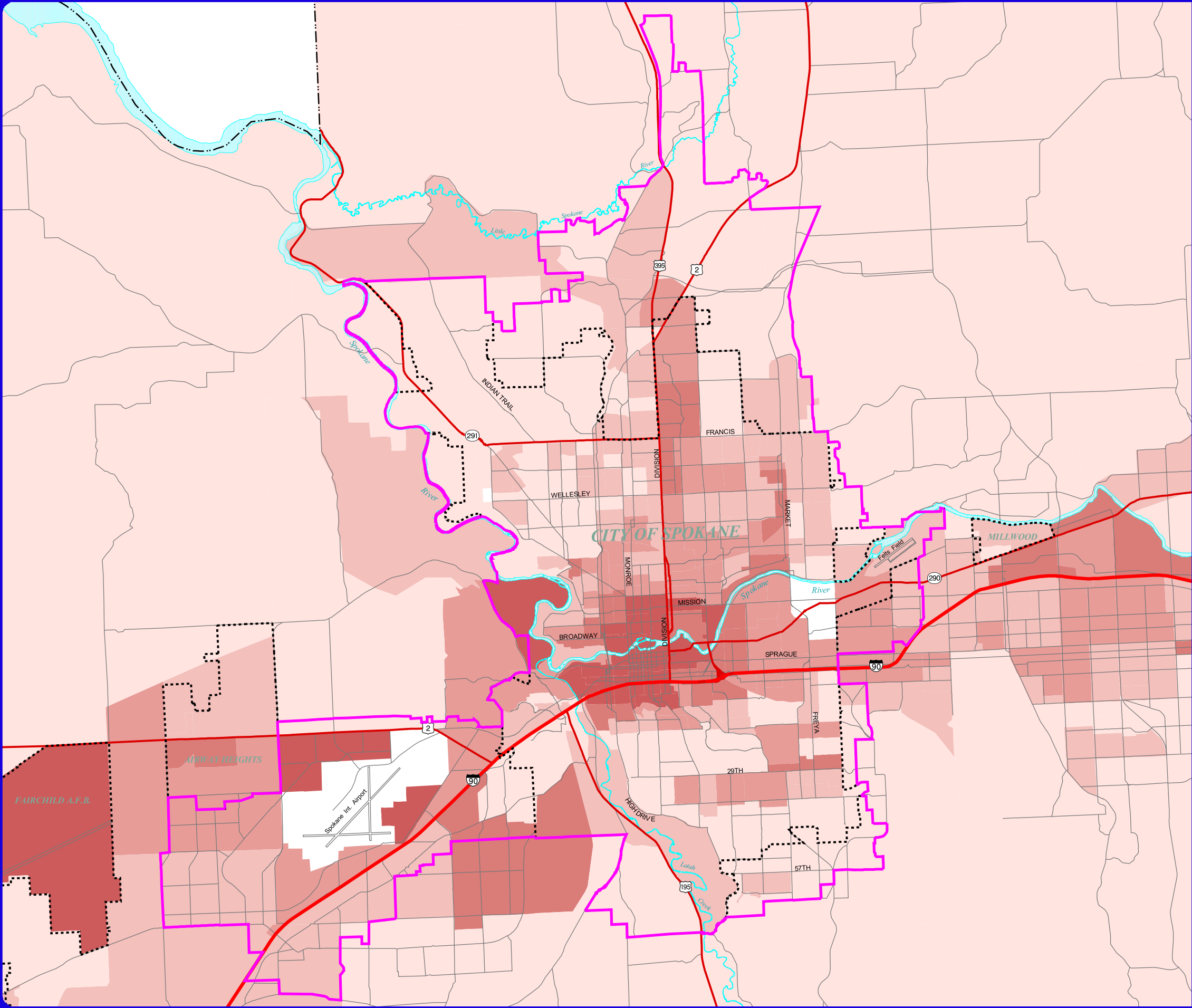
- City Limits
- County Boundary
- Highways
- Major Arterials
- Interstate Highway
- Rivers



Source: GIS  
Date: 04/24/2000



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Percentage of  
Median Household Income

Map H 3

Legend

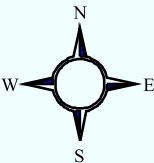
- 0 to 50%
- 50 to 80%
- 80 to 95%
- 95 to 120%
- 120 to 180%
- 180% and Greater
- No Housing Units
- Draft Urban Growth Area

Base Information

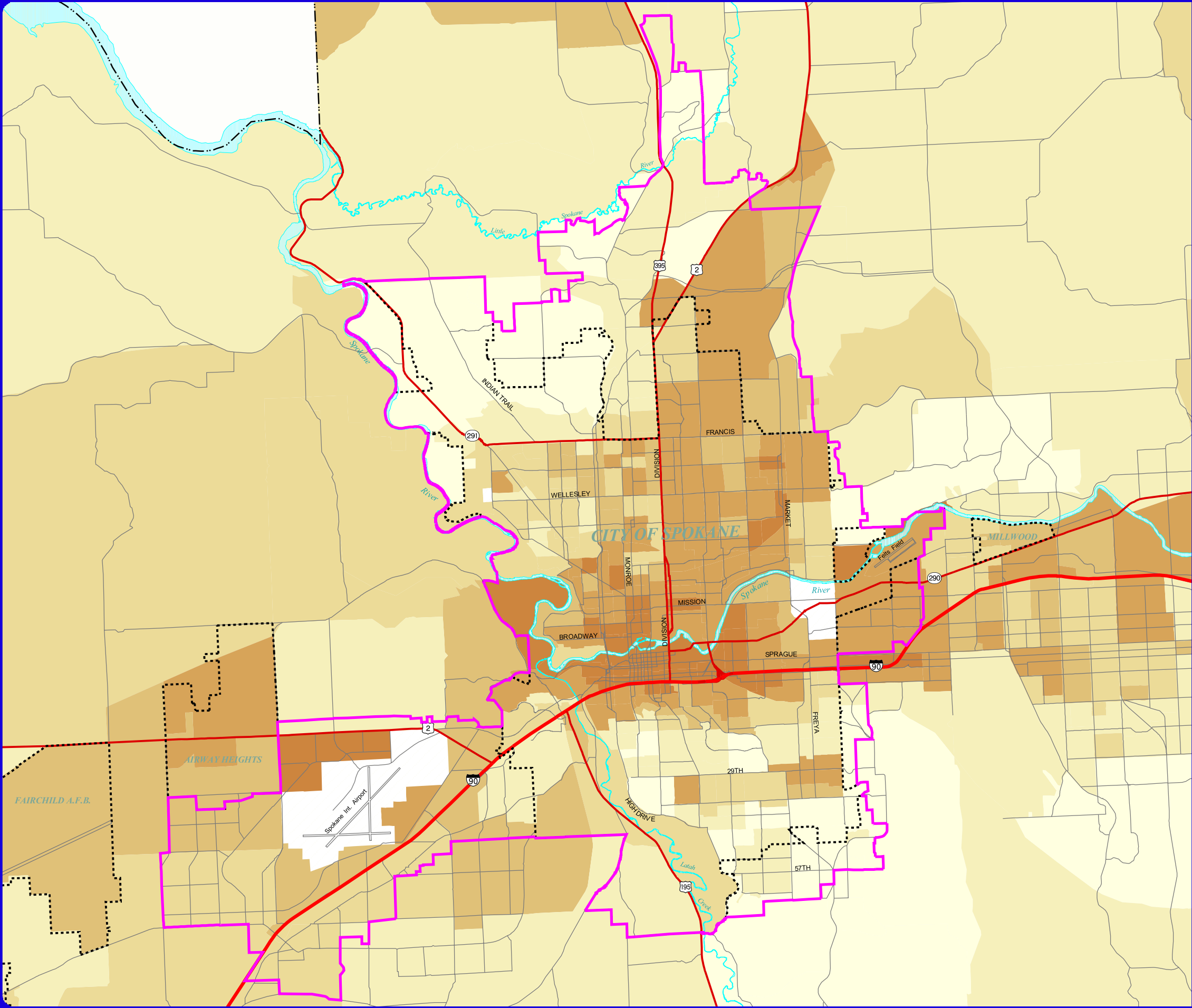
- City Limits
- County Boundary
- Highways
- Major Arterials
- Interstate Highway
- Rivers



Source: GIS  
Date: 04/24/2000



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## Chapter 21

# Economic Development



"Money never remains just coins and pieces of paper.  
Money can be translated into the beauty of living, a support  
in misfortune, and education, or future security."

Sylvia Porter



## CHAPTER CONTENTS

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ED 1 Employment Density- 1997	

## 21.1 TOPIC SUPPORT INFORMATION

### Existing Conditions and Inventories

Spokane serves as the regional hub of a 36-county multistate area known as the Inland Northwest. This region encompasses parts of Washington, Idaho, Montana, and Oregon and contains a population exceeding 1.7 million residents. As a regional trade center, the Spokane market area extends into British Columbia and Alberta with a population base exceeding 3 million. An international airport, a major rail line, interstate highway, and proximity to the Columbia and Snake River systems reinforce Spokane's position as a distribution center.

As the only metropolitan area in the region, Spokane serves an important role as the retail trade and services center for the region. The Spokane economy has diversified significantly in the past 20 years, moving from the natural resource-related timber, agriculture, and mining industries prevalent in the region to an economy that includes healthcare, business and finance, and high-tech and service companies.

Table ED 1, "1998 Major Employers in Spokane County," lists major employers in the City of Spokane and Spokane County.

TABLE ED 1 1998 MAJOR EMPLOYERS IN SPOKANE COUNTY		
Company	Primary Business	Full-Time Employees
Fairchild Air Force Base	Military	5510
Spokane School District 81	Education	3081
Sacred Heart Medical Center	Hospital	2908
Kaiser Aluminum	Aluminum Products	2655
State of Washington	Government Services	2365
City of Spokane	Government Services	2060
Empire Health Services	Medical Services	1948
Spokane County	Government Services	1871
Goodale & Barbieri	Development and Real Estate Services	1500
Avista Corporation	Energy and Information Services	1400
Johnson Matthey	Electronic	1300
Hewlett-Packard	Measuring-Testing Equipment	936
Dakota Direct	Telemarketing Services	893
Telect Inc.	Telecommunication Equipment	748
Columbia Lighting	Fluorescent Lighting Fixtures	630
KeyTronic Corporation	Electronic Equipment	616
Boeing	Fiberglass Air Ducts	570
Wang Global	Financial and Service Software	490
Huntwood Industries	Cabinets and Wood Furniture	348
Itronix	Wireless Hand Held and Notebook Computers	308
Source: Spokane Area Economic Development Council		

Spokane is the home of Fairchild Air Force Base with approximately 4,374 military and 1,136 civilian employees, a total of 5,510 employees with an annual payroll of over \$145 million. The economic impact of Fairchild on the local economy is approximately \$257 million annually.

Kaiser Aluminum is the largest industrial employer in Spokane and the fourth largest employer in Spokane County, with 2,655 employees. As one of the most competitive and progressive retrofit primary aluminum plants in the world, Kaiser contributes \$1.5 billion to our economy.

Table ED 2, “Employment by Category (1998),” is an employment profile for the entire county. The table illustrates the regional balance of jobs and the importance of services and trade to the Spokane economy, accounting for more than 55 percent of the total workforce. Between 1980 and 1998, service sector jobs increased by 102.7 percent.

TABLE ED 2 EMPLOYMENT BY CATEGORY (1998)	
Category	Percent of Total
Manufacturing	12.20
Transportation and Utilities	4.50
Wholesale/ Retail Trade	25.30
Finance, Insurance and Real Estate	5.80
Government	16.60
Services	29.80
Construction and Mining	5.90
Source : Spokane Area Economic Development Council	

Map ED 1 illustrates the location and relative density of jobs for 1997 within the City of Spokane and its draft urban growth area for the Current Patterns Alternative, as well as job density within the Spokane Valley. The highest numbers of jobs are located in the downtown core and areas adjacent to the downtown area, along major arterials, particularly in relation to shopping malls or districts, and in the industrial areas to the east and northeast portions of the city. The downtown area serves as a major employment center for financial and business services, hospitality facilities, retail activity, and education. Downtown also represents the entertainment center of the community with ongoing cultural and recreational programs, special events, and restaurants. Sacred Heart and Deaconess medical facilities are located south of the downtown core.

In the remainder of the city, major shopping malls are located at Lincoln Heights on the South Hill and NorthTown Mall on the north side. Commercial and office jobs are particularly dense along Division and Sprague avenues. Kaiser Aluminum, the Hillyard industrial area, and the industrial areas to the east of the downtown core are the major industrial employment areas.

In the Spokane Valley, the locations with the most jobs include Trentwood Kaiser Aluminum and the Spokane Industrial Park. Smaller pockets of higher employment are located within commercial areas along Sprague Avenue, with high tech employment located north of Liberty Lake. Within the city’s urban area, the highest numbers of employees are located within the downtown core and areas adjacent to the area, along major arterials, particularly in relation to shopping malls or districts, and in the industrial areas to the east and northeast portions of the city.

Total employment in Spokane County grew by 42.5 percent between 1980 and 1998, increasing from 139,400 to 198,600. In the non-agricultural sector, growth totaled 49 percent, increasing from 127,700 to 190,300 (Economic Development Council, 1998). Estimated employment totals for 1998 within the City of Spokane total 109,148, as depicted by Table ED 3. The table illustrates the employment projections to the year 2020 for the incorporated City of Spokane, the Current Patterns Alternative, and Spokane County. Current Patterns is the only alternative illustrated because, of the three alternatives, its proposed urban growth area encompasses the most geographical area and, therefore, contains more companies than the two focused growth alternatives. Projected employment figures for the two focused growth scenarios are only slightly smaller than the Current Patterns Alternative. It should be recognized that people do not always live and work in the same jurisdiction. Some city residents work in the county while some county residents work in the city. Due to this assumption, county figures are also used.

<b>TABLE ED 3 EMPLOYMENT PROJECTIONS BY EMPLOYMENT SECTOR (1998-2020)</b>			
	<b>1998</b>	<b>2010</b>	<b>2020</b>
<b>City Limits</b>			
Hotel / Motel	3,689	4,243	4,685
Industry	26,739	30,172	33,314
Retail Trade	30,667	34,597	38,203
Services / Offices	14,648	16,527	18,254
Finance, Insurance, and Real Estate	7,842	8,851	9,773
Medical	15,463	17,427	19,257
Schools	10,100	11,382	12,585
<b>Total</b>	<b>109,148</b>	<b>123,199</b>	<b>136,071</b>
<b>Current Patterns Urban Growth Study Areas</b>			
Hotel / Motel	4,639	5,335	5,892
Industry	35,331	39,861	44,013
Retail Trade	32,924	37,146	41,019
Services / Offices	15,661	17,670	19,516
Finance, Insurance, and Real Estate	8,407	9,489	10,478
Medical	15,731	17,728	19,592
Schools	11,261	12,691	14,033
<b>Total</b>	<b>123,954</b>	<b>139,920</b>	<b>154,543</b>
<b>County</b>			
Hotel / Motel	5,541	6,671	7,338
Industry	51,840	59,505	65,590
Retail Trade	39,492	47,525	52,257
Services / Offices	29,427	34,372	37,833
Finance, Insurance, and Real Estate	10,163	11,473	12,674
Medical	18,956	21,359	23,618
Schools	19,150	21,581	23,856
<b>Total</b>	<b>174,569</b>	<b>202,486</b>	<b>223,166</b>
Source: Spokane Regional Transportation Council and City of Spokane Planning Services Department			

## Land Supply and Demand

Land capacity refers to the theoretical holding capacity of a jurisdiction's land supply, which is an indication of its ability to accommodate population growth and future commercial and industrial land needs. Sufficient zoned, reasonably priced commercial and industrial land with adequate infrastructure is needed to accommodate future jobs within the Spokane region and the City of Spokane. Determination of land supply capacity for a 20-year period is an imperfect planning tool, which is relatively untested on a large scale. Application of this process is affected by a complex array of factors extended over a period of time, including regional economics, public and private attitudes and values, local markets, and effects of land use regulations.

Estimates of land capacity require making certain assumptions about the land development process. Land development takes place in a complex and dynamic market whose operation is imperfectly understood. Markets are influenced by local and regional supply and demand, national and regional forces, and numerous other economic and regulatory factors. Collectively, these factors influence how property owners deal with their property at any point in time and may include personal objectives, economic needs and goals, investment opportunities, and national economic forces. Accurately predicting how these markets will operate over a 20-year period is difficult and involves measure of art as well as science.

## Commercial Land

The 20-year projected commercial land needs for the City of Spokane can be found in Volume 2, Chapter 16, Section 16.4, Projected Land Needs.

## Industrial Land

The Countywide Planning Policies provide guidelines to provide industrial lands. The guidelines are as follows:

The Growth Management Act directs most industry to urban settings where urban governmental services are provided most efficiently. However, some industries, by their nature, are best sited away from urban environments. Among these are industries that may pose a public safety problem, such as an explosives plant, or a threat to public health, such as a chemical fertilizer plant. The Growth Management Act allows siting of these uses outside of urban growth areas (RCW 26.70A.365). Also, production activities that are inherent to resource lands, such as mining extraction or lumber milling, are not classified as industrial land uses.

The demand for industrial land is not dependent on size of population or level of employment. In the global marketplace, local industrial demand is influenced by many non-local forces, such as state tax laws, environmental laws, labor costs, and rapidly evolving technology. The site area needed for any particular industry is affected by the type of product, degree of automation in production processes, requirements for on-site storage, and number of employee parking stalls. Even without a gauge to forecast land demand, there is still a need in most urban areas to plan for additional industrial land uses in order to sustain economic growth. Three key factors in preparing for industrial growth are: 1) ensuring availability of land which is suitable for industrial use, 2) having the capacity to provide needed governmental services to these lands, and 3) ensuring that these lands are not encumbered by competing commercial or residential uses or environmental constraints.

Parcels inside an urban growth area, which meet the following criteria are considered as land suitable for industrial use:

- ◆ Currently an industrial use.
- ◆ At least five usable acres.
- ◆ Demonstration of land use compatibility.
- ◆ Absence of defined “critical” environment (wetlands, habitat, steep slopes, etc.) or an ability to mitigate environmental constraints for industrial use.

Each jurisdiction may include any land for industrial growth within its UGA that meets the land suitability criteria and can be served by required urban governmental services. For industrial uses, the following urban services are generally required:

- ◆ Public water supply
- ◆ Wastewater treatment
- ◆ Solid waste disposal
- ◆ Fire protection
- ◆ Police
- ◆ Access to transportation facilities, including all-weather roads.

Each jurisdiction’s capacity to provide the full range of urban governmental services necessary to support growth is finite, and the demands on this capacity come from the full range of urban uses. Therefore, in most cases, the designation of a UGA for the purpose of accommodating industrial growth is governed by each jurisdiction’s decisions to allocate its limited service capacity among the various categories of urban growth which is anticipated.



It is worth noting that different types of land use consume governmental services at different and often varying rates and quantities. Generally speaking, a hierarchy of service consumption shows:

USE	SERVICE DEMAND
Residential	High
Commercial	Moderate
Industrial	Low

Thus, it is incumbent upon each jurisdiction to provide a full array of site sizes to accommodate the needs of as many users as possible. The 20-year projected industrial land needs for the City of Spokane can be found in Volume 2, Chapter 16, Section 16.4, Projected Land Needs. Additional statistics on labor force, employers, income, and other economic development information is available at the City of Spokane Planning Services Department.

## 21.2 MAPS

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ED 1 Employment Density- 1997

# Employment Density 1997

Map ED 1

## Legend

### Number of Jobs/Acre

- 0 - 0.05
- 0.05 - 0.25
- 0.25 - 0.5
- 0.5 - 1
- 1 - 2
- 2 - 5
- 5 - 20
- 20 - 300

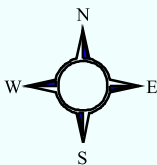
Draft Urban Growth Area

### Base Information

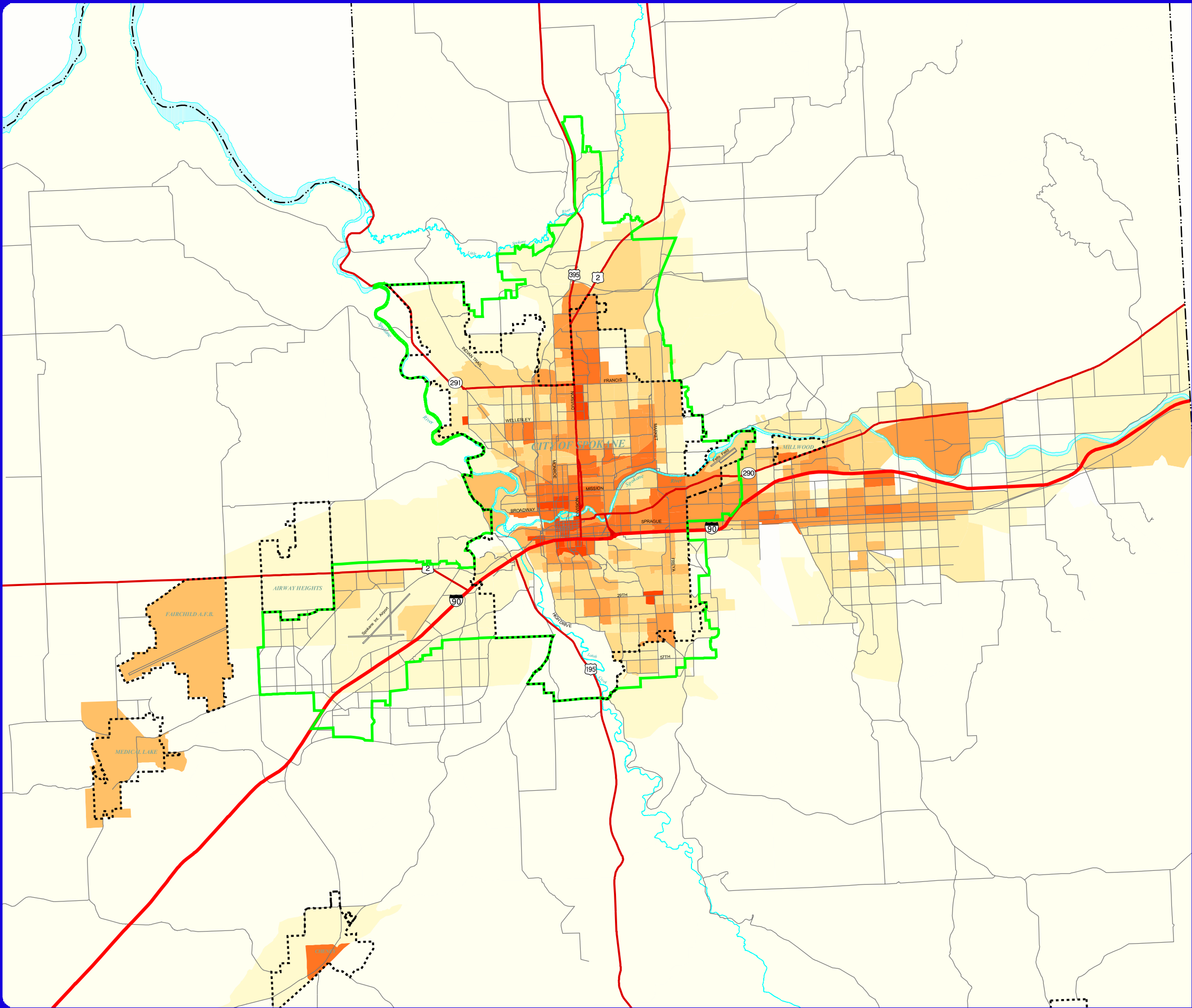
- City Limits
- County Boundary
- Highways
- Major Arterials
- Interstate Highway
- Rivers

1 0 1 2 3 4 Miles

Source: GIS  
Date: 04/25/2000



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## Chapter 22

### Urban Design and Historic Preservation



"Architecture is a continuing dialogue  
between generations which creates an  
environment across time."

Vincent Scully



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## 22.1 COMMUNITY CHARACTER

---

Our community's character is the collective idea of what Spokane looks and feels like. It is Spokane's visual personality comprised of our more common buildings, streets, parks, and suburban developments, as well as our exceptional historic buildings, established neighborhoods, and tree-lined boulevards. It is the feeling that we get walking, driving, working, playing, and shopping in our streets, parks, businesses, and homes.

There is no one "character" of a city. A vibrant and exciting community has many places or areas of individual and unique character. All are special in their own right, and most deserve to be preserved because of historic significance, natural features, or the lifestyle of the occupants.

During the citizen participation process two major elements that contribute to the character of an urban community were identified: the neighborhoods and the downtown area.

### Neighborhoods

Spokane's neighborhoods are crucial to the city's livability and identity. They have experienced tremendous growth-related pressures, including increased traffic, crime, and encroaching, incompatible development. Newer neighborhoods have been built on the periphery of the city, often without essential commercial services for the residents, such as shopping, dining, and personal care services. Residents' reliance on the automobile to obtain services has increased traffic in the older neighborhoods. This increased traffic is detrimental to the character of those neighborhoods, causing damage to the pedestrian-oriented residential and commercial areas and making the streets congested and unsafe for the residents.

### Downtown Spokane

The character of the downtown area establishes the overall character of the whole city. The sites, sounds, smells, and textures all contribute to its character. A key issue facing Spokane is the need and method to revitalize the downtown area. The preservation of historic sites and structures and the incorporation of exemplary design principles into new development are tremendous opportunities for the revitalization of downtown Spokane. Citizens have voiced concerns about the current trend of demolishing existing buildings in order to build surface parking lots or quick and cheap "disposable" buildings with no enduring value or aesthetics. However, the opportunity still exists to reverse this trend. During the planning process, Dan Solomon, professor and urban design author, observed:

"I have 'historic envy' of Spokane. Across the country, architects and designers, like myself, are saying: 'I wish I was in Portland 10 years ago.' or, 'I wish I could have been in on the revitalization of Pike Place Market or San Francisco.' - I wish I could be in Spokane because you have all of the components for the same revitalization as these cities."

People are concerned that as new developments occur, traditional community character will be neglected or sacrificed, resulting in a decline in livability and quality of life. Many feel that new development needs to be appropriately located and designed to be compatible with the existing context and architecture of a particular area.

## 22.2 PRESERVING SPOKANE'S HISTORIC AREAS

---

Preservation refers to the conservation of Spokane's cultural resources: the historic buildings, structures, and sites. Preservation helps the community maintain the things it values while accommodating growth. People who participated in the formulation of this plan told us they especially value our authentic, home-grown cultural resources that set us apart from other cities. We identify Spokane by the clock tower, the Monroe Street Bridge, the tree-lined streets in our older neighborhoods, Patsy Clark's, the Davenport, and many other reminders of our individuality. Cultural resources remind us of who we were, reveal who we are, and challenge us to consider who we want to become.

Cultural resources help us understand and value the legacy of our past but in many cases, they also provide cost effective construction. When Spokane encourages the recycling of homes and commercial buildings, we save money by not having to build new roads, sewers, or utilities. Preservation is not an obstruction to development or an indulgent nostalgia but a way to strengthen and revitalize the community. Preservation can involve using public policy to raise the awareness of our unique homes and neighborhoods and to save historic structures by offering incentives to private developers for renovation and development.

Spokane residents who helped develop this element of the plan spoke eloquently and from the heart about why cultural resources are important to the life of the city. They said:

*"Spokane has some fabulous architecture and great old buildings. We would be fools to not preserve them and enjoy them."*

*"Spokane needs much more attention, focus, dedication of funds and energy to historic preservation in all areas."*

*"With the falls and river, we have a very unique setting. We must maintain and preserve Spokane."*

*"The public and policy makers do not yet understand the economic benefits of preservation and they need to be educated."*



## 22.3 COMPATIBILITY OF DESIGN

---

While change is inevitable, how that change occurs can make a great difference. Uncontrolled, unregulated change could damage the character of Spokane, its livable neighborhoods, and the general high quality of life. Ensuring that new development is designed to be compatible with its surroundings, both architecturally and functionally, lends to acceptance by the established residents while helping prevent degradation of the character of the particular area.

Compatibility of design refers to the appearance and use of the space or facility. Appearance relates to issues such as landscaping, signage, bulk, scale, siting, detailing, and materials. The use of space refers not only to its actual land use but also includes how the users experience the space, how it relates to surrounding buildings and facilities, and how circulation to and from the facility is accomplished.

In a direct way, compatible design helps to enable the cost effective use of existing infrastructure. Higher density of development allows the utilization of infrastructure capacity without the expense of the expansion of the street system, utility lines, and maintenance operations. Buildings and structures that are compatible, both aesthetically and functionally with their surrounding context, are more acceptable to the public than the “shoe box” architecture that obviously pays more attention to the “bottom line” than to being a good neighbor. It’s a way to increase the density and intensity of development in a manner that does not adversely impact the neighboring areas and character.

In the past, local architects and builders took the proximate buildings and developments into consideration when making their designs. Their buildings were intended to last the “test of time” and often bore the names of the owners as testament to their pride. It was quite apparent to the participants in the Horizons process that good design is lacking in many new developments and that new development needs to be more compatible and something in which we all can take pride.

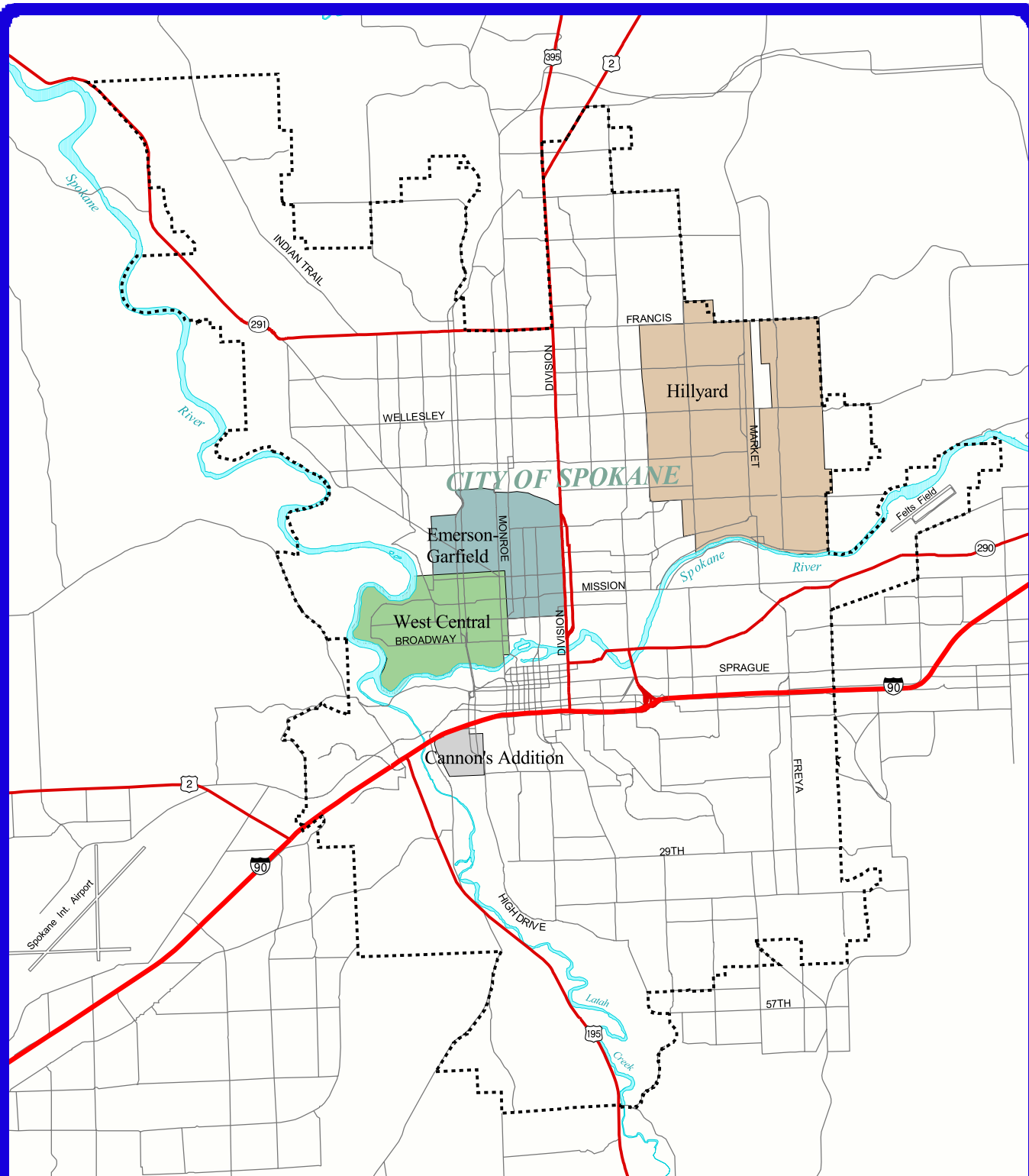
The regulation of design issues is not an overreaction by local government nor an infringement upon individual property rights. It is permissible as an appropriate exercise of the regulatory powers of local government related to the issues of public health, safety, and welfare. Good design is not an indulgence but is important if we are to maintain the small town character, livable neighborhoods, and high quality of life of our community.

## 22.4 MAPS

---

DP 1 Surveyed Historical Areas

DP 2 Historical Districts



## Surveyed Historical Areas

Map DP 1

## Legend

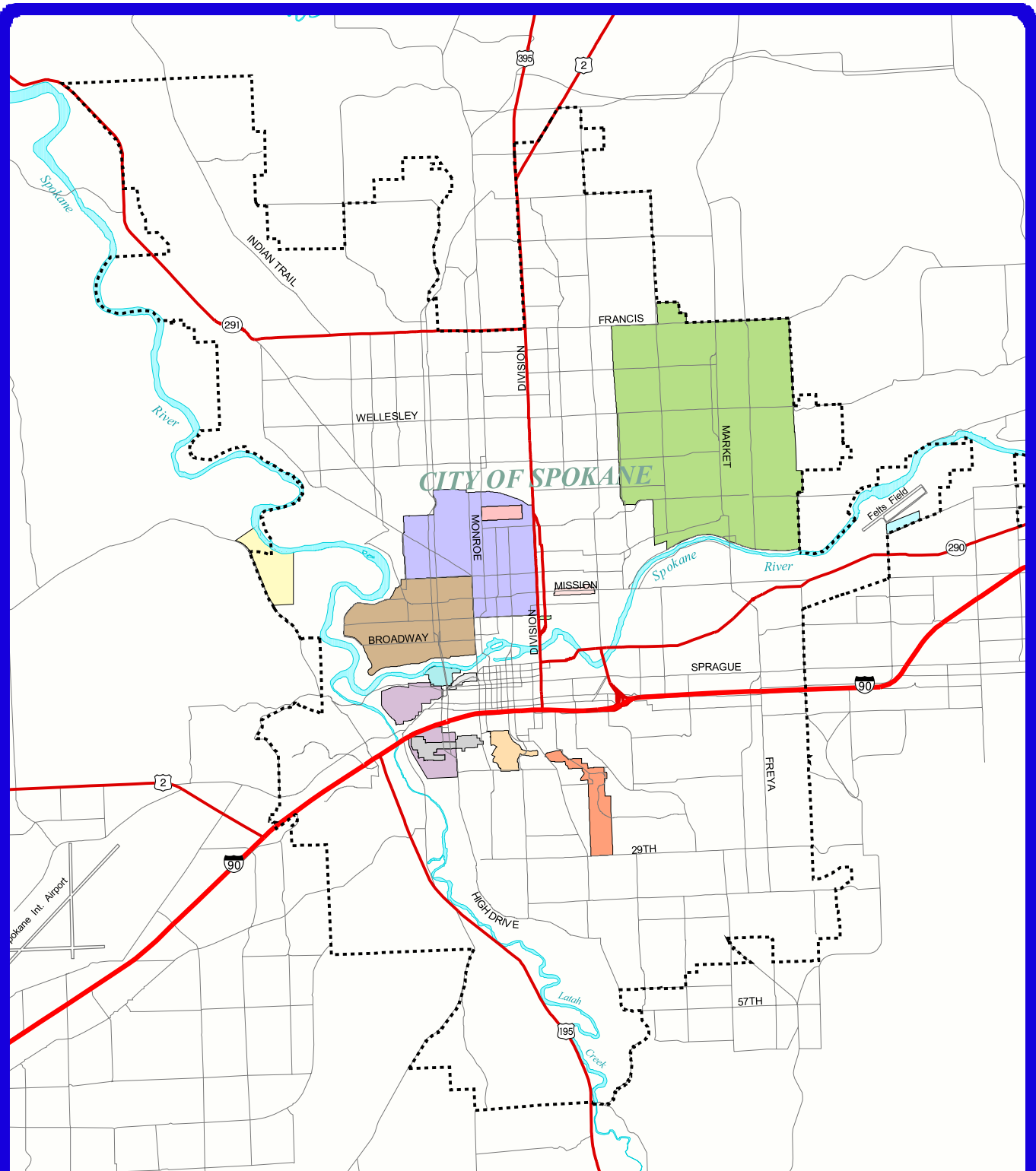
- |                   |              |
|-------------------|--------------|
| Cannon's Addition | Hillyard     |
| Emerson-Garfield  | West Central |
- 
- Base Information**
- |                 |                    |
|-----------------|--------------------|
| City Limits     | Major Arterials    |
| County Boundary | Interstate Highway |
| Highways        | Rivers             |

1 0 1 Miles

Source: GIS  
Date: 04/13/2000



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The information shown on this map is compiled from various sources and is subject to constant revision. Information shown on this map should not be used to determine the location of facilities in relationship to property lines, section lines, streets, etc.



## Historical Districts

9th Ave	Historic Cannons Addition
Corbin Park	Marycliff-Cliff Park
Desmet Avenue Warehouse	Mission Avenue
Emerson-Garfield	Peaceful Valley
Felts Field	Riverside Avenue
Ft George Wright	Rockwood
Hillyard	West Central

### Base Information

-- City Limits	— Major Arterials
- - - County Boundary	— Interstate Highway
— Highways	— Rivers

## Legend

1 0 1 Miles

Source: GIS  
Date: 04/13/2000



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## Chapter 23

# Natural Environment



"The valley, filled with sunflowers, looked like a field of gold. I was charmed with the entire country."

J. Glover



## CHAPTER CONTENTS

---

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Spokane - Rathdrum  
Aquifer

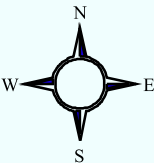
Map NE 1

Legend

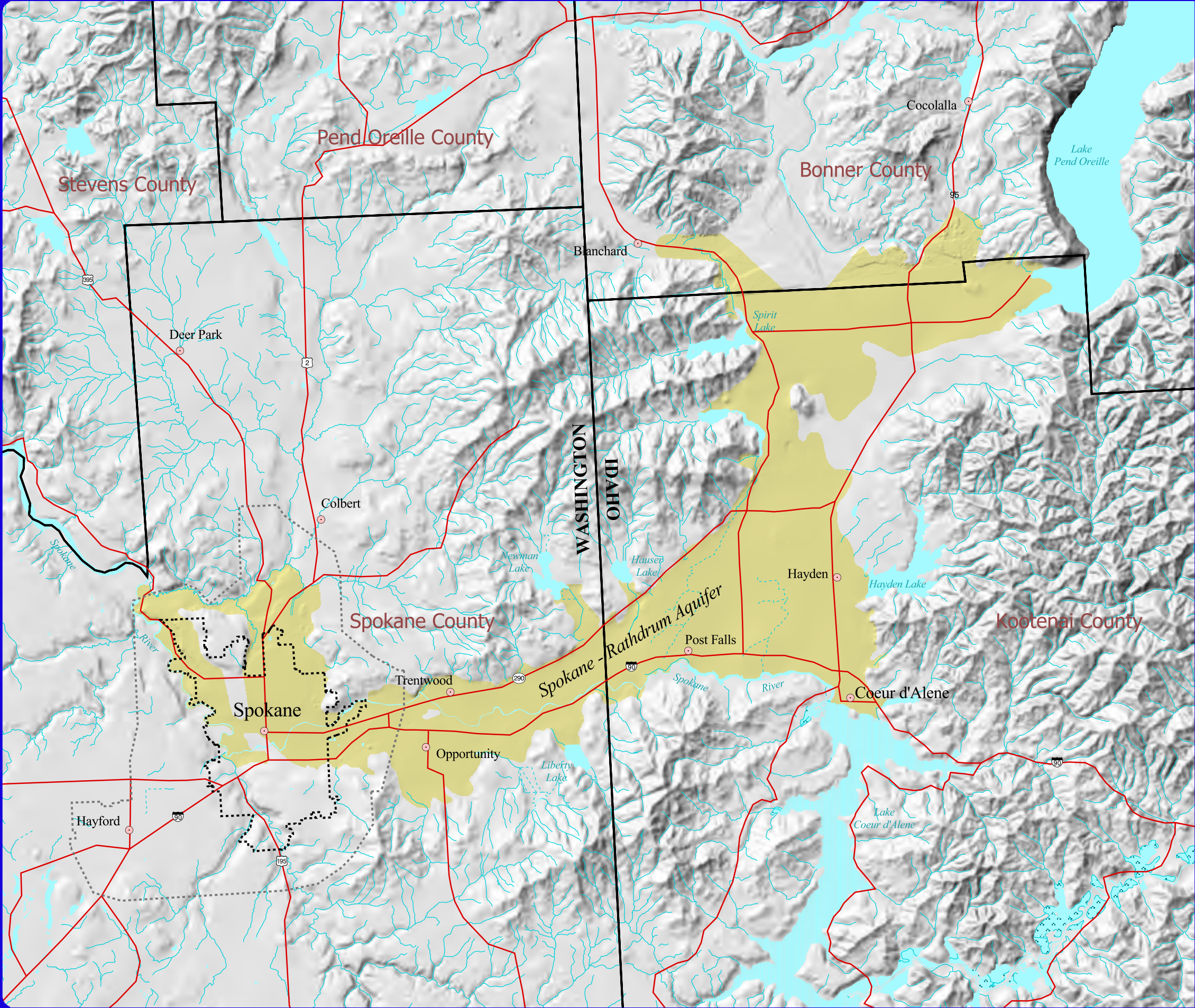
- Cities
- Major Roads
- County Boundaries
- City Limits
- Study Area Boundary
- Ditch or Canal
- Streams
- Water Bodies
- Marsh or Wetland
- Spokane - Rathdrum Aquifer System



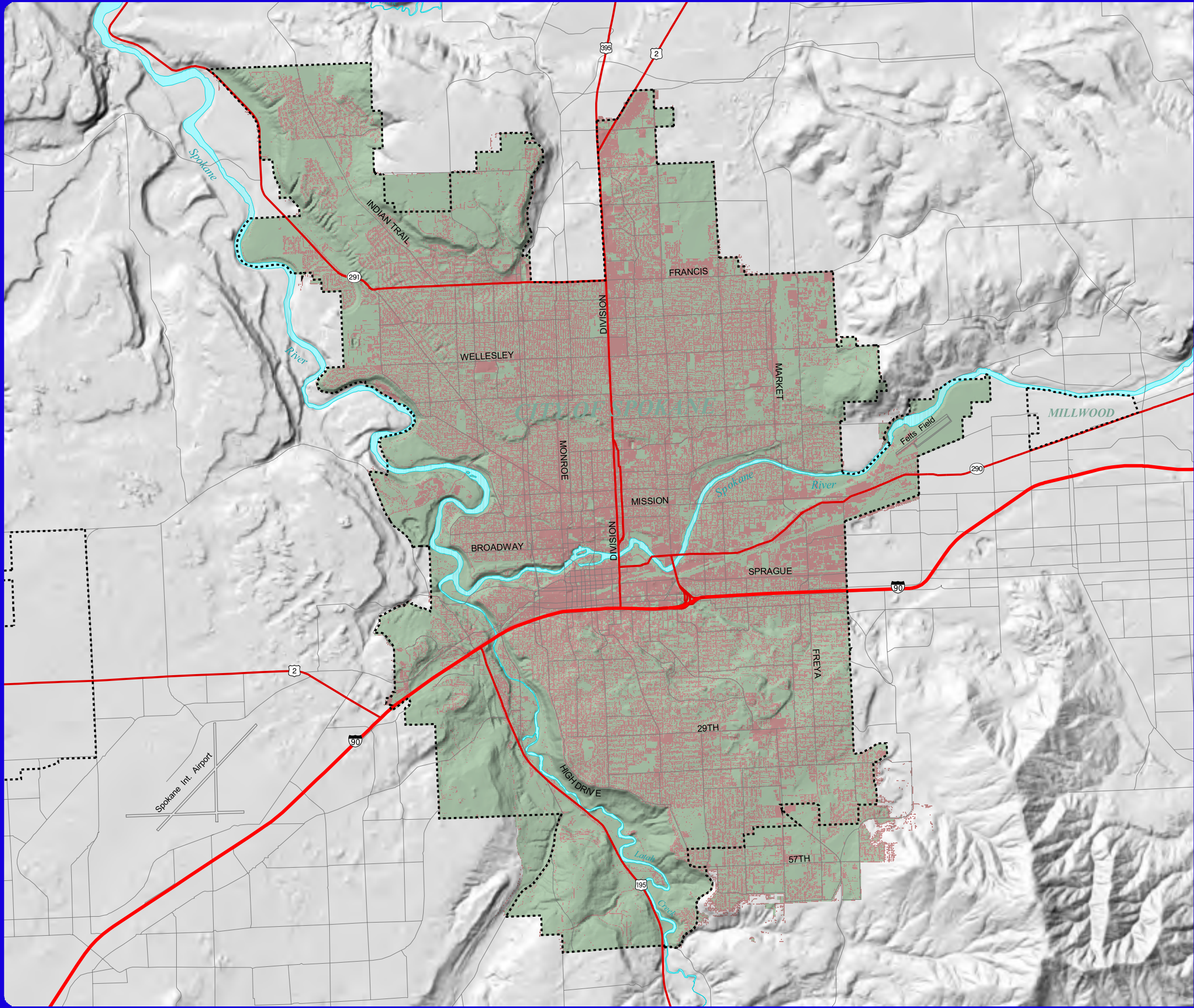
Source: GIS  
Date: 04/05/2000



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# Impervious Surfaces

Map NE 2

## Legend

- Open Space
- Impervious
- Unclassified

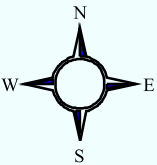
*\* 32% (19 sq. miles) of the City is classified as impervious surface.*

## Base Information

- City Limits
- County Boundary
- Highways
- Major Arterials
- Interstate Highway
- Rivers

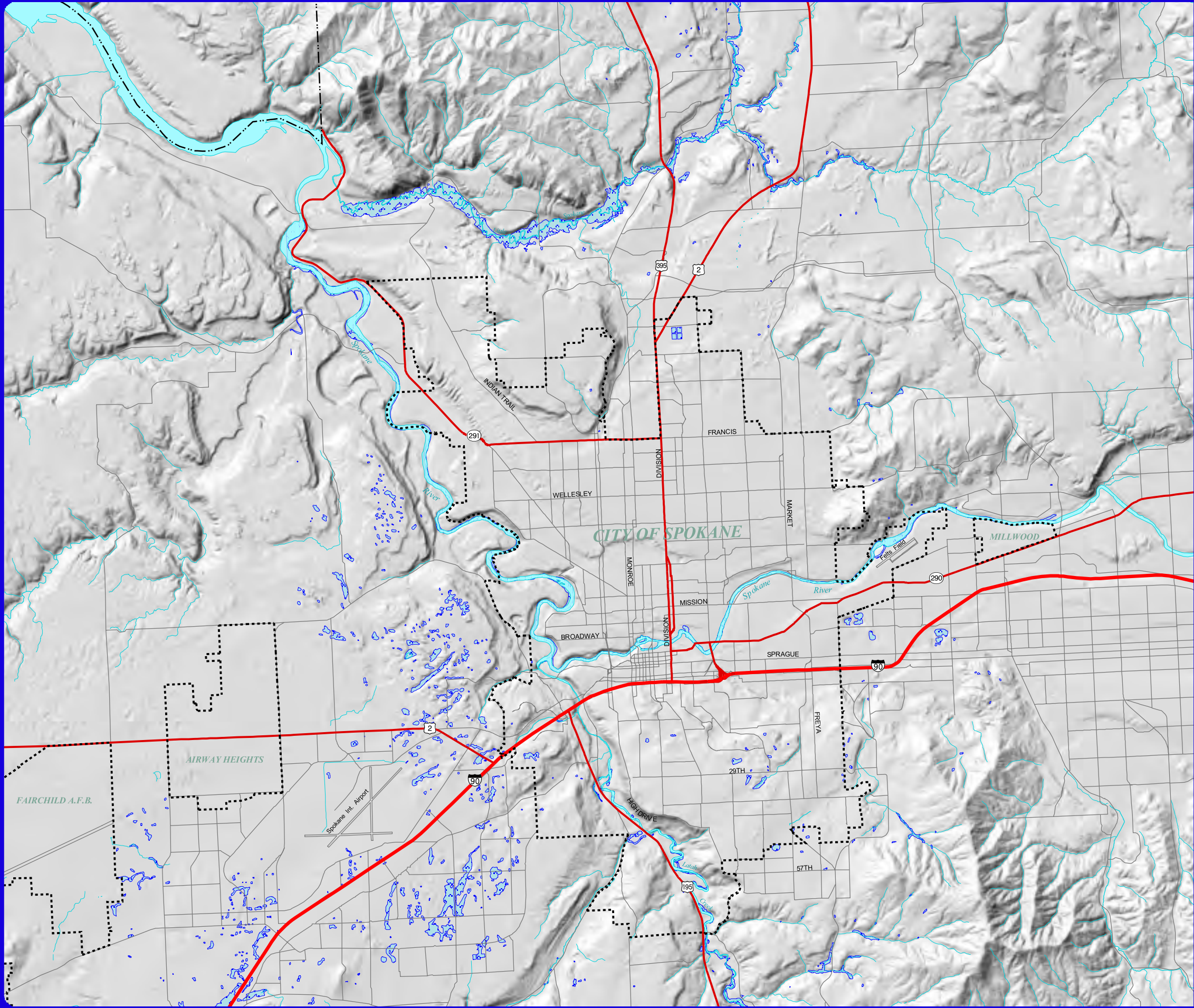


Source: GIS  
Date: 04/05/2000



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# Wetlands

Map NE 3

## Legend



Wetlands

*\* Wetlands information was derived from  
The National Wetlands Inventory and  
Eastern Washington University data sets.*

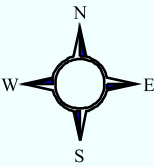
## Base Information

- |                       |                      |
|-----------------------|----------------------|
| --- City Limits       | — Major Arterials    |
| - - - County Boundary | — Interstate Highway |
| — Highways            | — Rivers             |

*These Maps Alone Do Not Dictate  
Buildable and Un-Buildable Lands.*

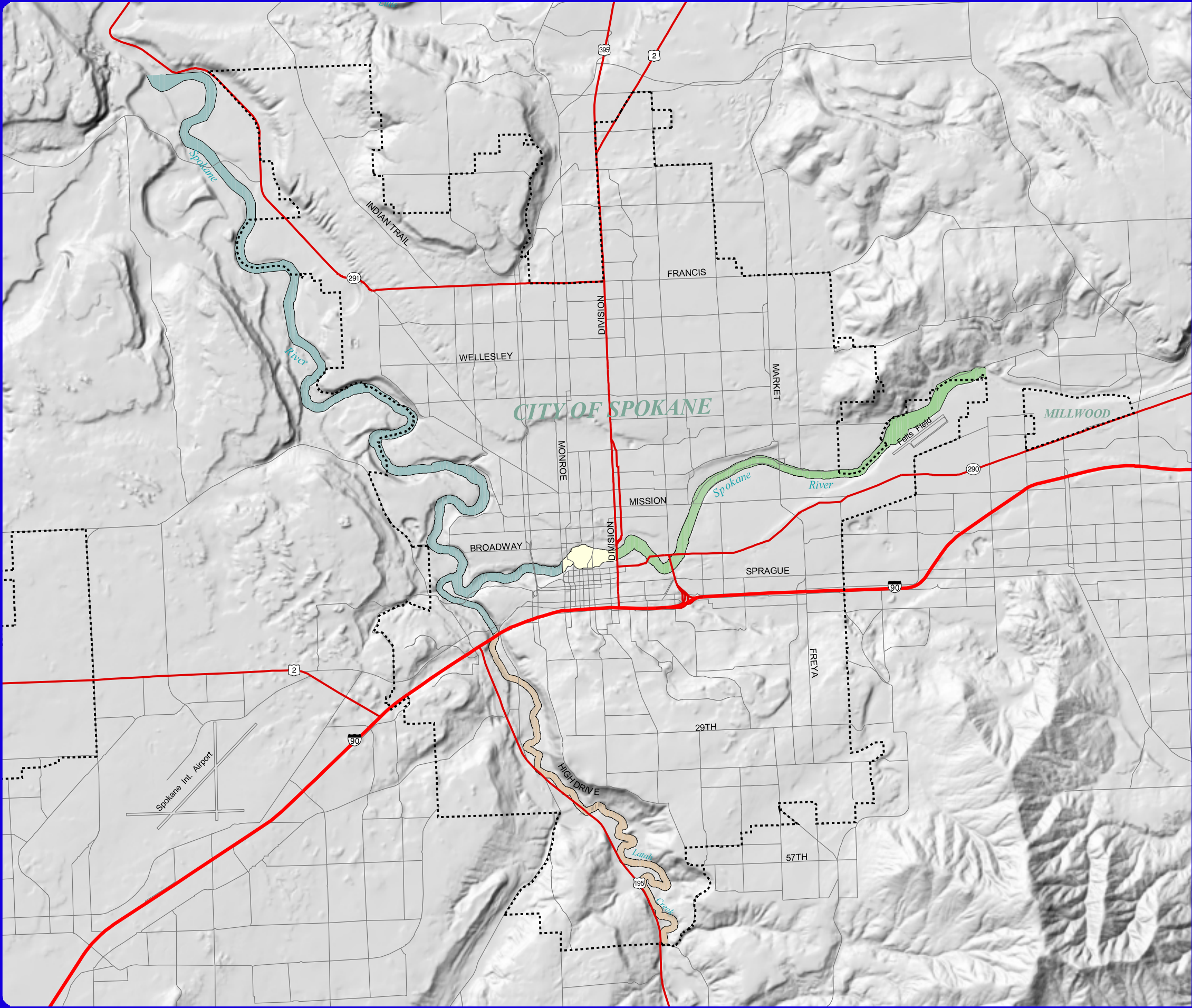


Source: GIS  
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determine the location of facilities in relationship  
to property lines, section lines, streets, etc.*





# Shoreline Conservation Districts

Map NE 4

## Legend

- Central Falls\*
- Down River Gorge\*
- Latah Creek\*
- Upriver Urban\*

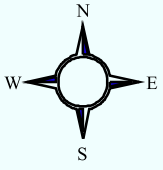
## Base Information

- City Limits
- County Boundary
- Highways
- Major Arterials
- Interstate Highway
- Rivers

\* See City Of Spokane Adopted Shoreline Master Program For Regulations Of Conservation Districts.

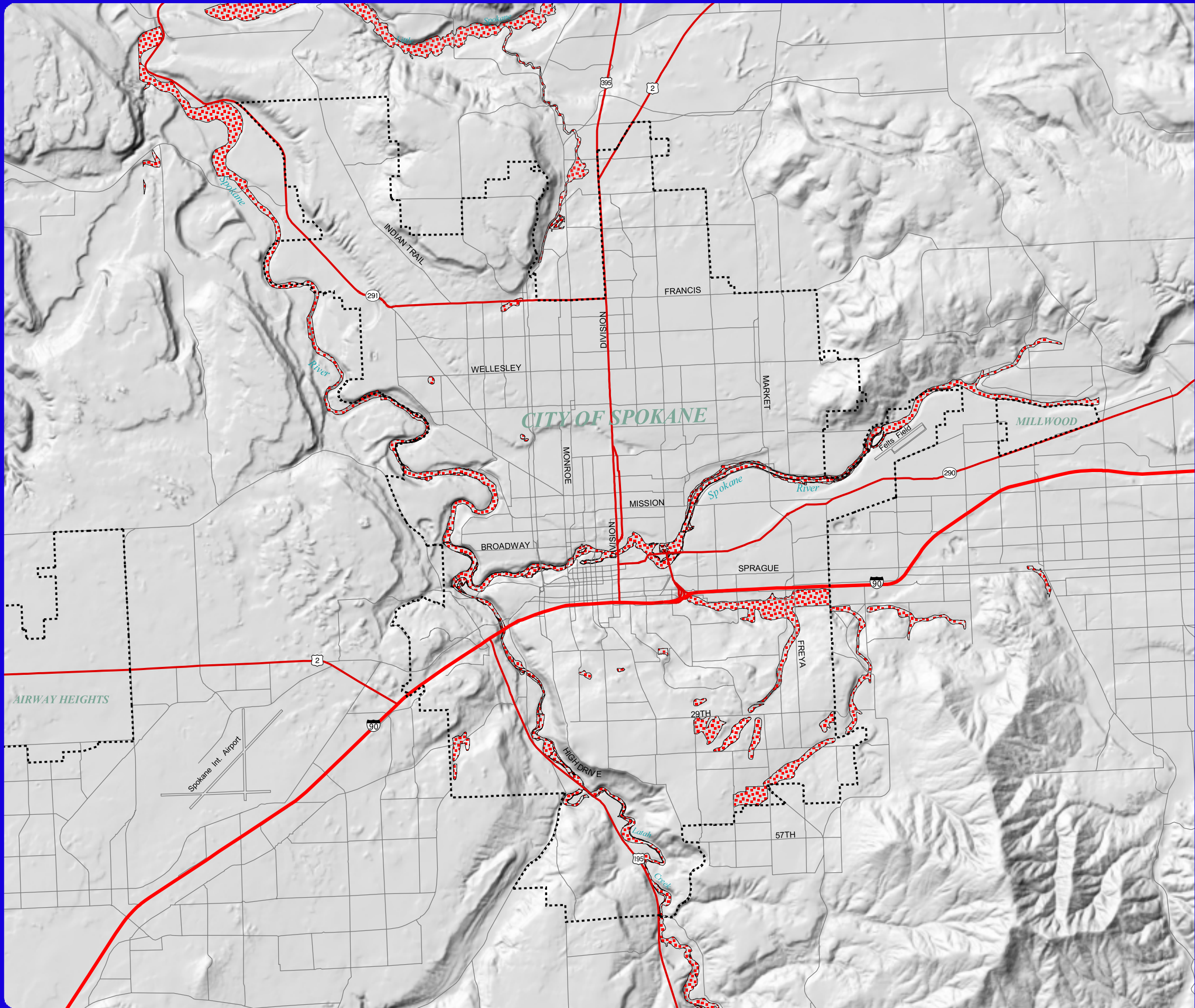


Source: GIS  
Date: 04/05/2000



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

Flood Hazard Areas

Map NE 5

Legend

 Flood Hazard Areas For 100 Year And Shallow Flooding

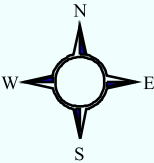
Base Information

- |  |   |
|--|---|
|  City Limits      |  Major Arterials     |
|  County Boundary |  Interstate Highway |
|  Highways       |  Rivers            |

These Maps Alone Do Not Dictate Buildable and Un-Buildable Lands.

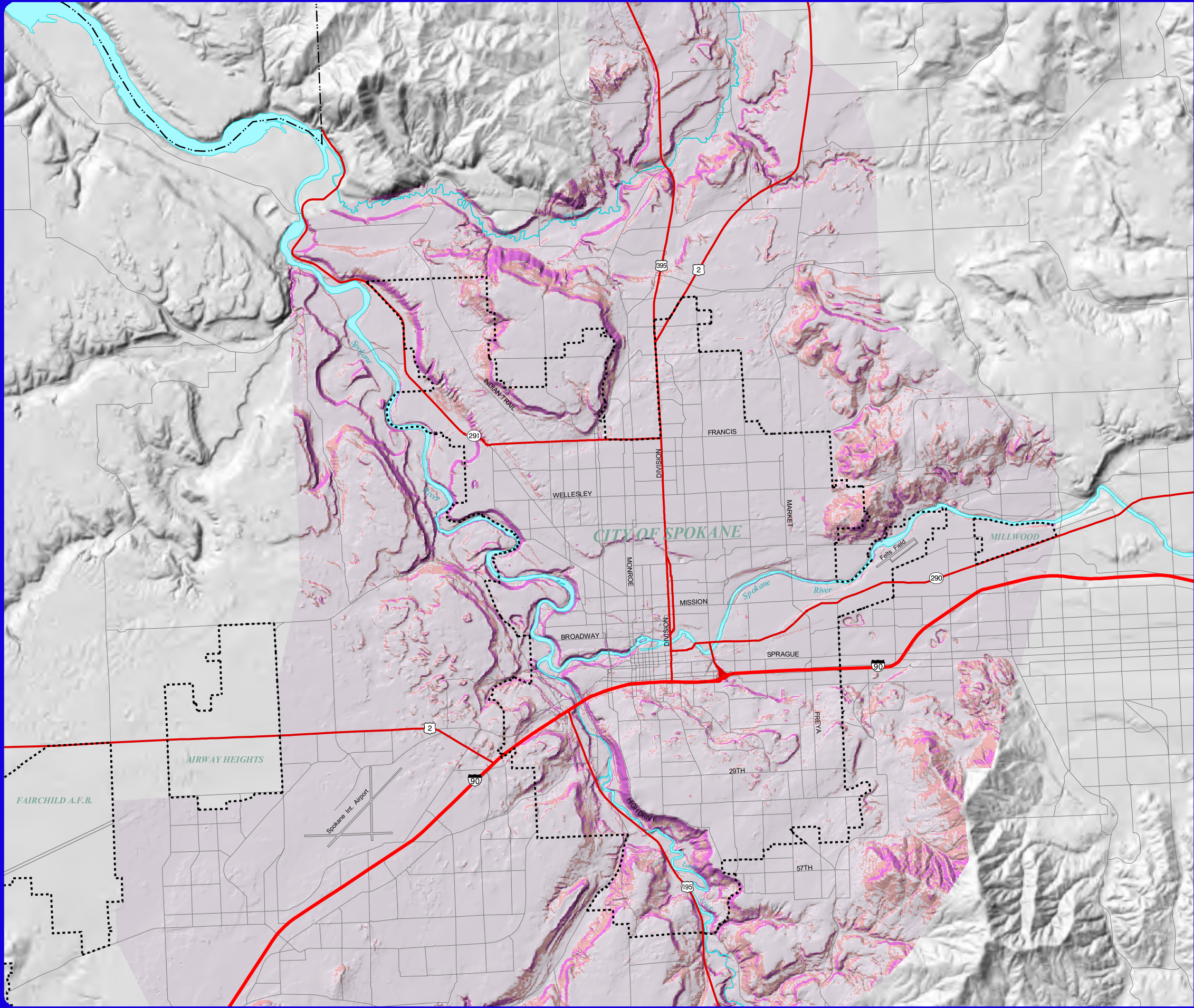


Source: GIS  
Date: 04/05/2000



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# Slope Classifications

Map NE 6

## Legend

- < 16% Slope
- 16 - 30% Slope
- > 30% Slope
- Unclassified

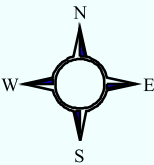
## Base Information

- |                     |                      |
|---------------------|----------------------|
| --- City Limits     | — Major Arterials    |
| ... County Boundary | — Interstate Highway |
| — Highways          | — Rivers             |

These Maps Alone Do Not Dictate  
Buildable and Un-Buildable Lands.

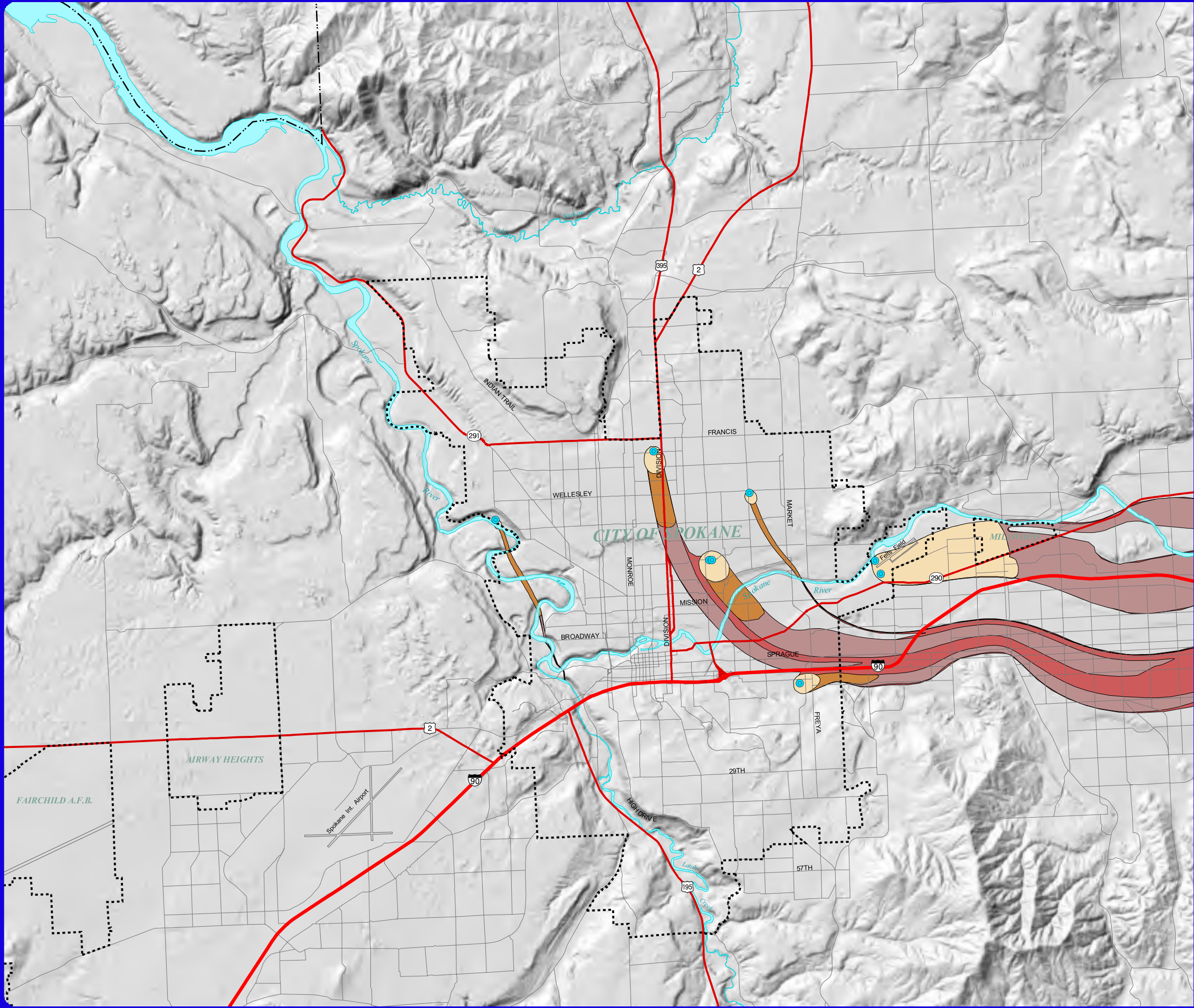


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# Well Head Protection Zones

Map NE 7

## Legend

- Municipal Wells
- Special Protection Zones
- 1 Year Protection Zones
- 5 Year Protection Zones
- 10 Year Protection Zones

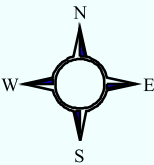
## Base Information

- |                 |                    |
|-----------------|--------------------|
| City Limits     | Major Arterials    |
| County Boundary | Interstate Highway |
| Highways        | Rivers             |

*\* Future Regulations Will Determine Appropriate Land Uses And Activities In The Protection Zones.*



Source: GIS  
Date: 04/05/2000



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Priority Habitat  
and Species

Map NE 8

Legend

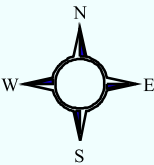
- BALD EAGLE
- CAVITY-NESTING DUCKS
- CLIFFS/BLUFFS
- OLD-GROWTH/MATURE FOREST
- PRAIRIES AND STEPPE
- RIPARIAN ZONES
- URBAN NATURAL OPEN SPACE
- NORTHWEST WHITE-TAILED DEER
- OBSERVED SPECIES

Base Information

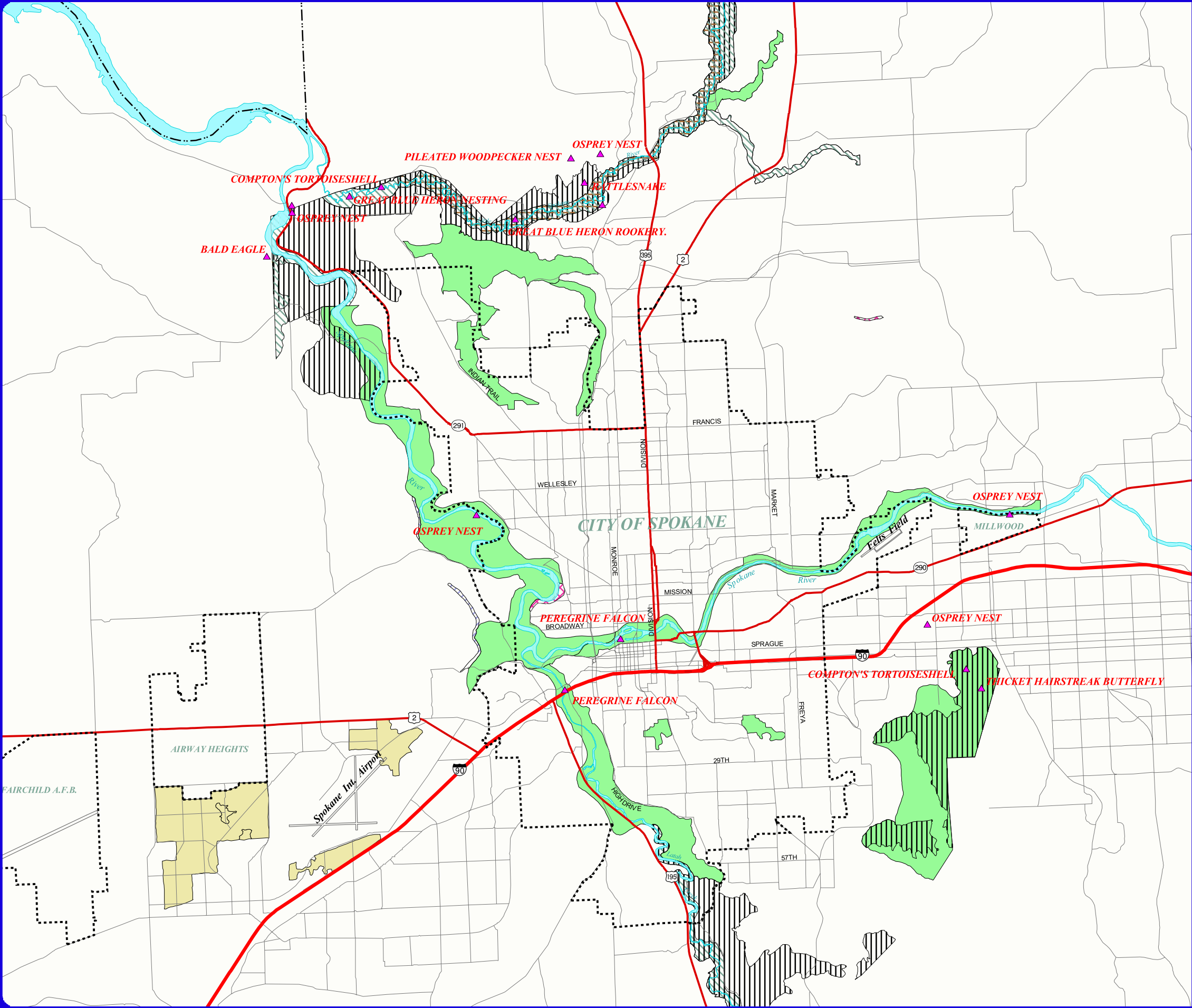
- City Limits
- County Boundary
- Highways
- Major Arterials
- Interstate Highway
- Rivers



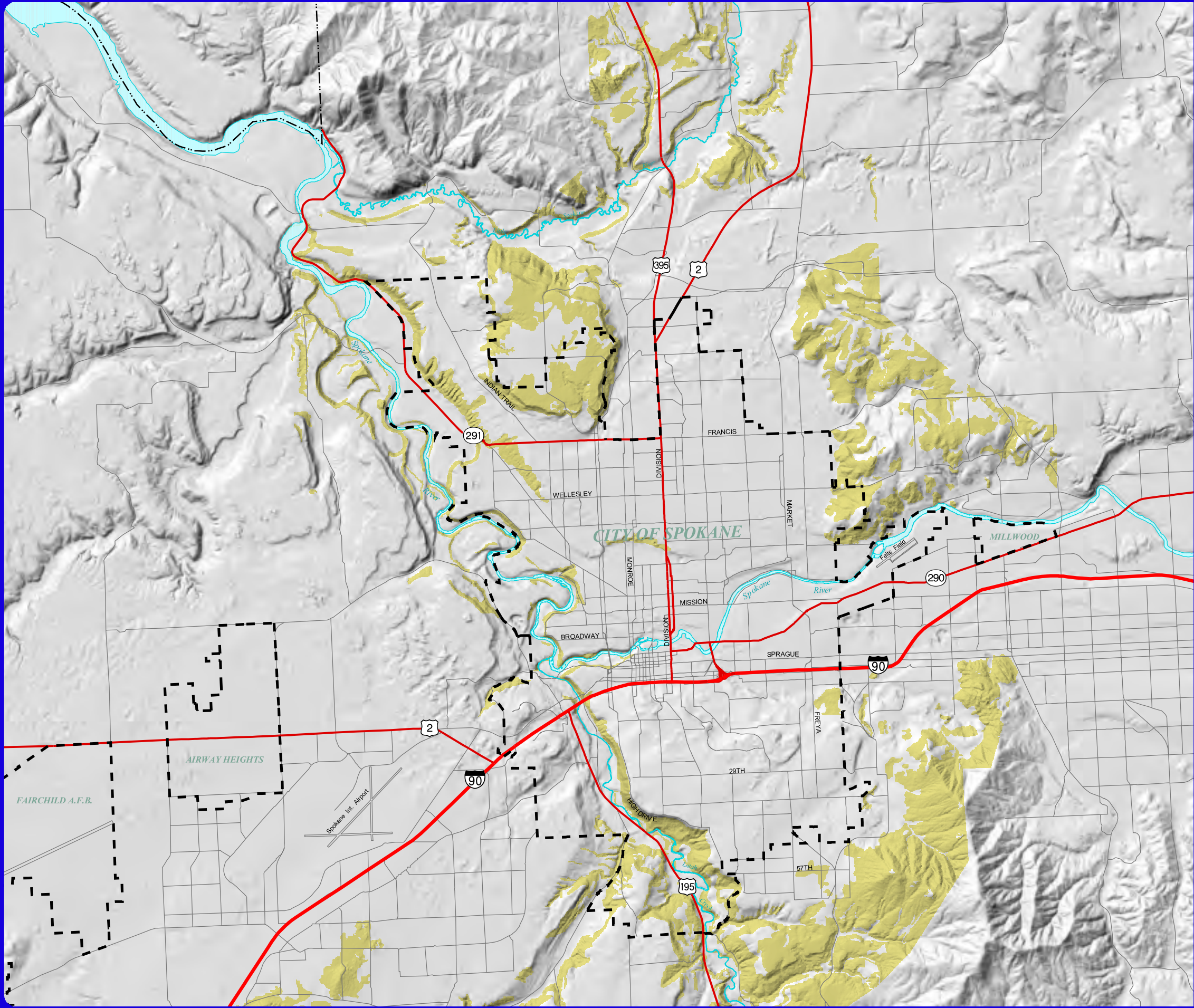
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# Erodible Soils

Map NE 9

## Legend

 Soils Classified As Severe For Erosion Hazards By The Natural Resource Conservation Service.

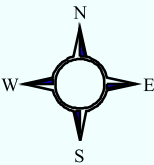
### Base Information

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|---------------------|----------------------|
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| -.- County Boundary | — Interstate Highway |
| — Highways          | — Rivers             |

These Maps Alone Do Not Dictate Buildable and Un-Buildable Lands.

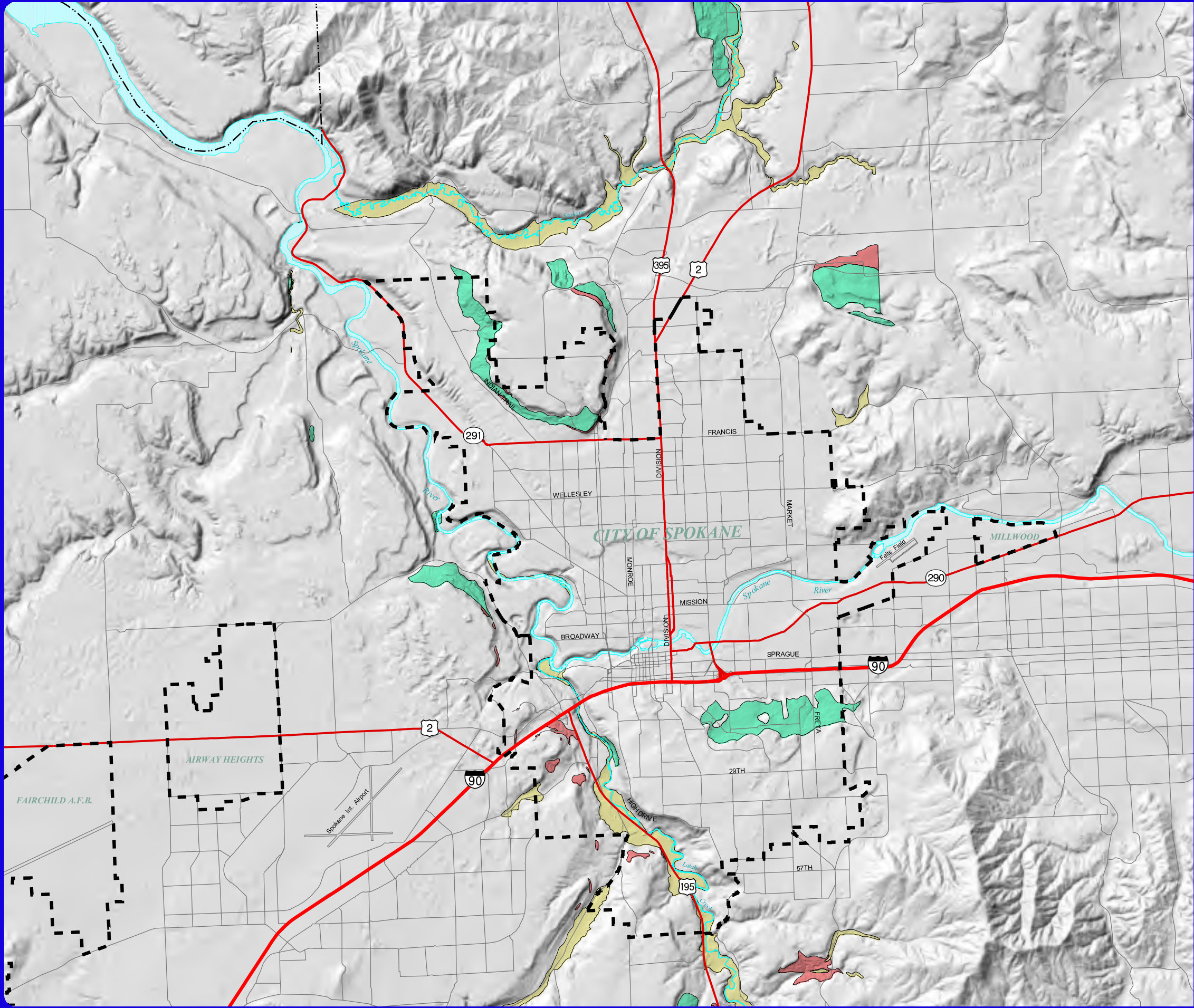


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**Hazardous Geology**

Map NE 10

**Legend**

- Qal Alluvium
- Qmw Mass Wasting Deposits
- TI Latah Formation

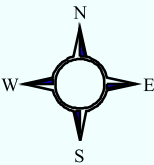
**Base Information**

- City Limits
- County Boundary
- Highways
- Major Arterials
- Interstate Highway
- Rivers

*These Maps Alone Do Not Dictate  
Buildable and Un-Buildable Lands.*

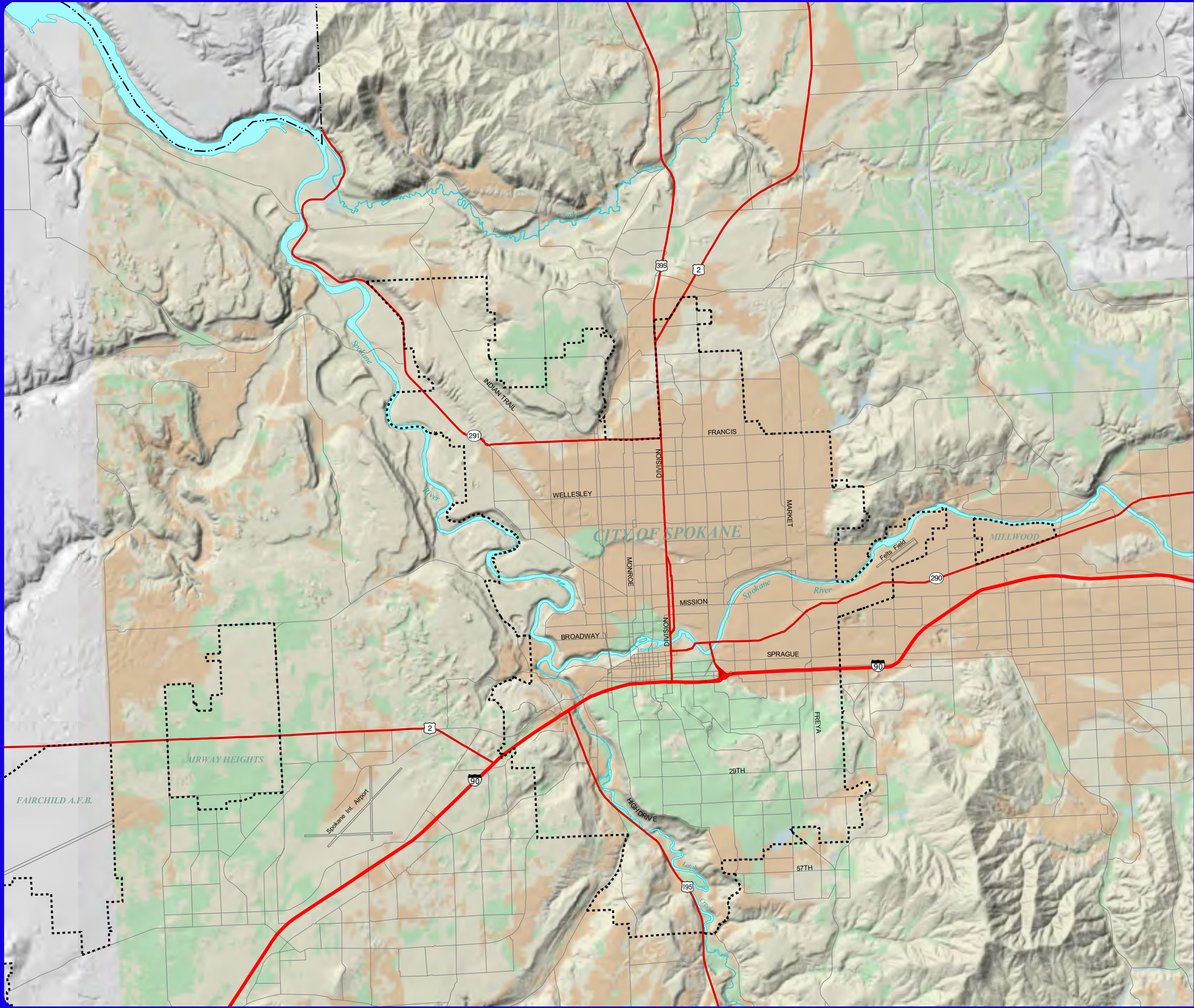


Source: GIS  
Date: 04/05/2000



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# Agricultural Land Classifications

Map NE 11

## Legend

- Not prime farmland
- Prime farmland if drained
- Prime farmland if irrigated
- Prime farmland
- No Data

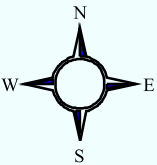
## Base Information

- City Limits
- County Boundary
- Highways
- Major Arterials
- Interstate Highway
- Rivers

Information Derived From The 1968 Spokane County Soil Survey.

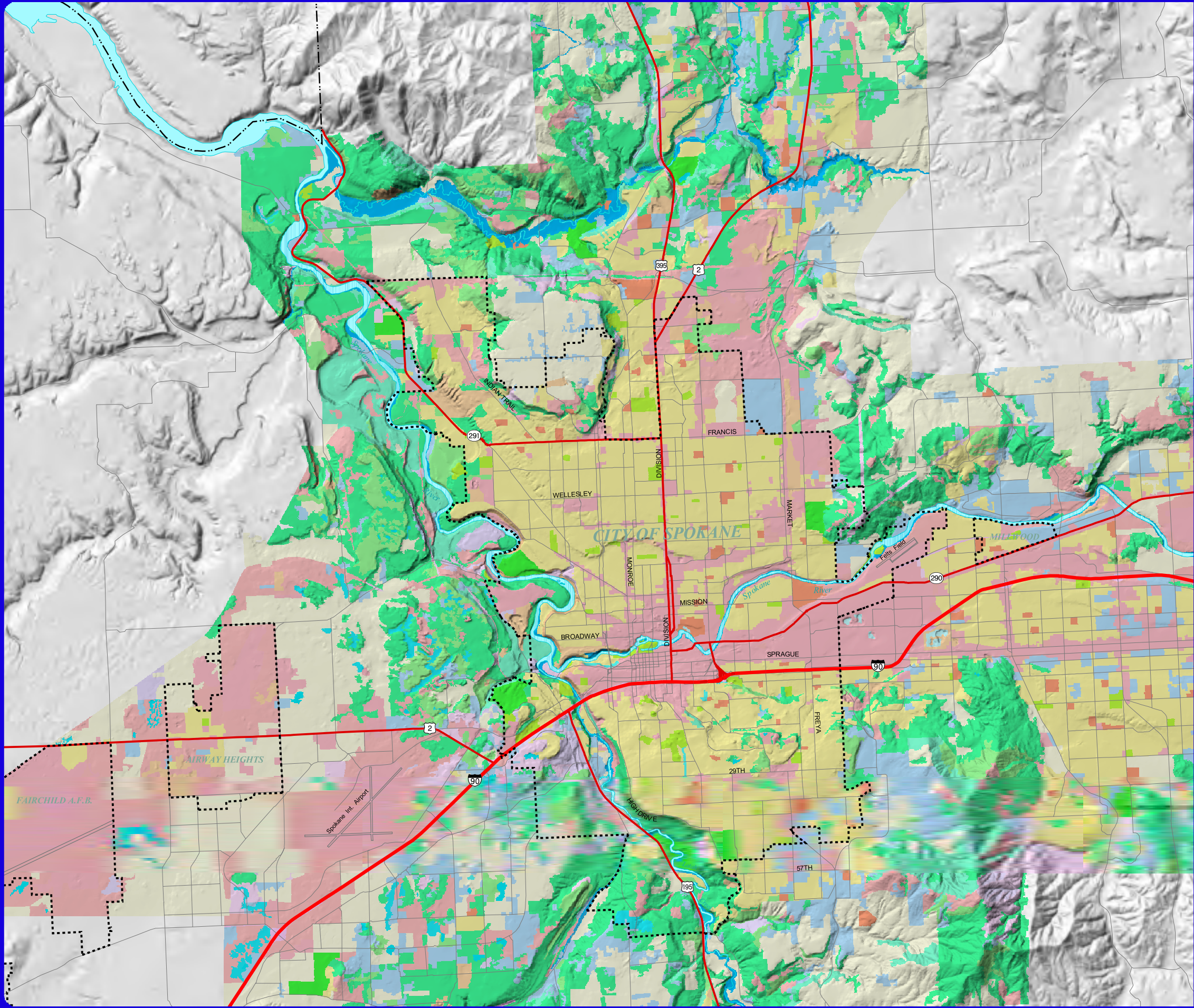


Source: GIS  
Date: 04/05/2000



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























Urban Land Cover

Map NE 12

Legend

Land Cover Classifications

- |   |   |
|---|---|
|  Agriculture   |  Ponderosa Mix     |
|  Bare Soil     |  Riparian          |
|  Commercial    |  Exposed Rock      |
|  Conifer Mix   |  Rural Residential |
|  Deciduous     |  Shrub             |
|  Freeway       |  Shrubmix          |
|  Golfcourse    |  Urban Residential |
|  Grass         |  Water             |
|  Institutional |  Wetland           |
|  Parks        |  Wetmeadow        |
|  Ponderosa   |  Unclassified    |

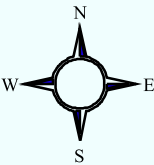
Base Information

- |   |  |
|---|--|
|  City Limits     |  Major Arterials    |
|  County Boundary |  Interstate Highway |
|  Highways        |  Rivers             |

This Information Is For Comparative Purposes Only.

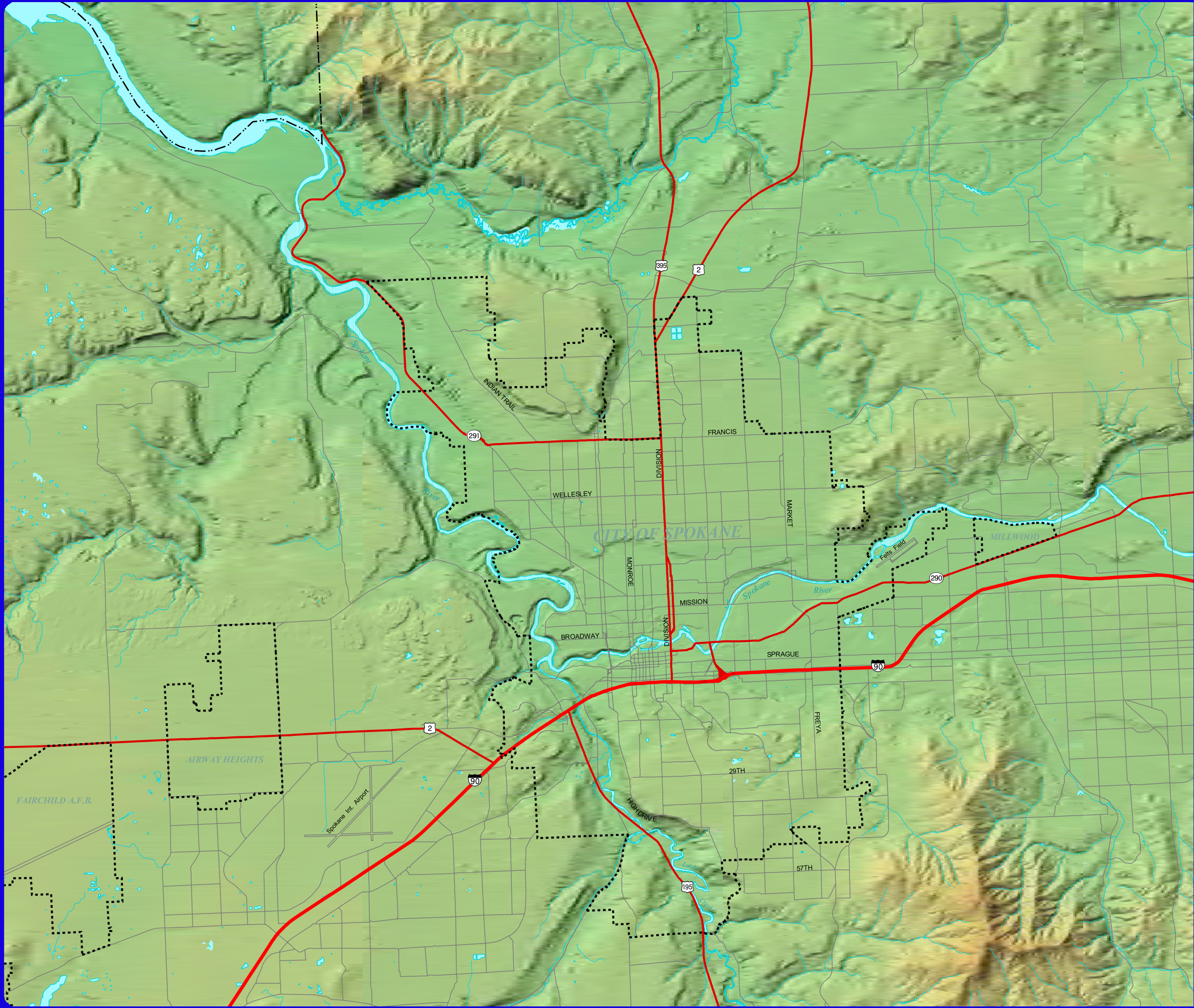


Source: GIS  
Date: 04/05/2000



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**Regional Land Forms**

Map NE 13

**Legend**

*Elevation Classes (feet)*

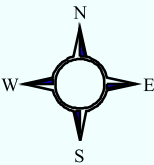
1400 - 1600	2800 - 3000
1600 - 1800	3000 - 3200
1800 - 2000	3200 - 3400
2000 - 2200	3400 - 3600
2200 - 2400	3600 - 3800
2400 - 2600	3800 - 4000
2600 - 2800	

*Base Information*

--- City Limits	— Major Arterials
- - - County Boundary	— Interstate Highway
— Highways	— Rivers



Source: GIS  
Date: 04/05/2000



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## Chapter 24

# Social Health



"What is the city but its people?"  
Shakespeare





## CHAPTER CONTENTS

---

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SH 2 Alcohol and Substance Abuse Treatment Programs	
SH 3 Adult Family Homes	
SH 4 Boarding and Retirement Homes	
SH 5 Nursing Homes	
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SH 23 No Vehicle Available (#/acre)	

## 24.1 COMMUNITY PROFILE AND TRENDS

---

A healthy community is one where everyone enjoys a high quality of life, including cultural, economic, environmental, social, political, behavioral, biological, and medical factors. When the citizens who participated in the Social Health work group took stock of Spokane, they saw a place they were glad to call “home.” But when they held Spokane to the standard of a healthy community, they could see where it fell short. In order to identify the means most likely to raise Spokane’s quality of life to its optimum level, the work group first assessed the existing conditions.

### Poverty

As many upper and middle income households continue to move farther from the city center, the remaining population is increasingly composed of households living at or below poverty. This is a common phenomenon all over the country and a direct consequence of sprawl. The City of Spokane’s finances are strained when the resources needed to maintain existing infrastructure are used instead to extend services to those on the periphery. In the face of a growing special needs population and decreasing public revenue, the City of Spokane is expected to do more and more with less and less. This is not a long-term proposition. The trend must be reversed if Spokane is to enjoy the benefits of a healthy community.

### Trends

Between 1980 and 1990, Spokane’s population grew by only 3.4 percent. On the other hand, the number of Spokane households living in poverty increased 28 percent during this same decade. This was nearly double the nationwide average of 14.7 percent. In 1980, census tracts with a concentration of high poverty ( $\geq 20$  percent) were restricted mainly to a swath through the midsection of the city. By 1990, however, two of those tracts had transitioned to extreme poverty ( $\geq 40$  percent), and new tracts of high poverty spread out from there and up through the northeast quadrant. (Map SH 17, “1980 Census Poverty Tracts” and Map SH 18, “1990 Census Poverty Tracts.” See Poverty in Spokane: 1980 and 1990 Census Data by Edward Vacha, June Shapiro, and Kimberly McCollim).

### Family Poverty

Approximately one of every six people (17.4 percent) in Spokane lives in poverty, according to the 1990 U.S. Census. Children and elders are affected more than most segments of the population. One of every five children in Spokane lives in poverty. However, the fastest growing family type living in poverty is single mother households. While single mothers with children compose 28 percent of Spokane’s family households, they represent 67 percent of the families who live in poverty. Nationwide, this figure is 60 percent.

### Feminization of Poverty

With roughly half of the single mothers living in poverty, it becomes clear that the feminization of poverty is a particularly acute issue, which must be addressed. Women and their children are brought into poverty due to divorce, domestic violence, and teen pregnancy. Without opportunities to break the cycle through access to education, job skills, and equal treatment of women in the workforce, these families are at high risk of becoming a multigenerational phenomenon. (Feminization of Poverty in Spokane by Kimberly A. McCollim).





## Locational Factors of Poverty

One of the factors that perpetuates poverty lifestyles is the unequal distribution of affordable housing options throughout the entire city. Persons who live on limited incomes must seek out low cost housing if they are to make ends meet. Too often, this results in de facto concentrations of poverty, which become self-perpetuating through lack of alternative role models and inadequate access to opportunities and services. For example, studies have shown that children in high poverty neighborhoods are more likely to drop out of school and become teen parents than children of a similar racial and socioeconomic background who live and attend school in neighborhoods with low concentrations of poverty. Obviously, unemployment is the most immediate cause of poverty. However, low levels of education and high costs of childcare and housing translate into limited incomes, which are stretched too thin to allow for the extras that would help to break the cycle.

Single female households often defy the typical patterns of poverty concentration. Many of them live in higher income neighborhoods because they either returned to the familiar neighborhood where they grew up or they remained in the family home after a divorce. In any case, their isolation can easily cause them to become lost in the crowd with divergent needs from their neighbors and little support system available to help them get back on their feet. Service providers are challenged to pursue the efficiency of providing centrally located services in areas of concentrated poverty while still reaching out to these isolated single mothers and their children.

## Transportation Issues

Too often, services may be available, but they're relatively inaccessible because co-location with related facilities and transit routes was inadequately considered during the siting process. Three-fifths of the residents of extreme poverty Census tracts do not own an automobile. As a result, they are reliant on



public transportation for their daily travel. However, childcare facilities, employment sites, and job training opportunities are frequently located outside low-income neighborhoods. (See Maps SH 7, "Child Care Programs (Type)," SH 8, "Child Care Programs (Days of Operation)," and SH 9, "Child Care Programs (Days and Hours of Operation).") Because many of the poor are elderly, disabled, or travel with young children, moving about the community can be quite difficult. The end result is an unstable workforce and underutilized services as people simply give up trying to get where they need to go rather than wrestle with an unresponsive public transit system and widely scattered facility and service locations. In the future, affordable housing, schools, day care facilities, medical resources, and other social services should employ siting criteria that emphasize their client's need for easy access over the availability of an affordable site.

## Facts about Teen Pregnancy

1. In 1992, Washington State conducted a study of 535 teen mothers. The study found that 62 percent of the young women's pregnancies were preceded by molestation, rape, or attempted rape. The average age of the offenders was 27.4 years.
2. Teen pregnancy has financial implications for the teen parents and society as a whole. Eighty percent of poverty in the United States is related to teen pregnancy.
3. Education is clearly a way to overcome the financial impact of teen pregnancy. It is estimated that every dollar spent on teen pregnancy prevention programs will result in a \$4-12 savings in expenses for medical services, welfare, and nutritional services.
4. Nine of ten men in prison between the ages of 19-35 were born to teenage mothers.
5. The estimated national cost of adolescent pregnancy is now approximately \$34 billion annually.

Source: Indicators of Spokane County Child and Family Environments, Book 2 (1996-1997).

## Everyone's Problem

Poverty is not an issue that concerns only those who live in poverty. Since poverty generates both direct costs (costs of public assistance, health care, special programs for the poor, housing subsidies, and special

### Costs Related to Child Abuse and Drug Use

1. Children whose births are financed by Medicaid are 10 times more likely to be reported for child abuse and neglect than children born to families above poverty level guidelines. More than 80 percent of Child Protective Services referrals, statewide, are from children whose births were funded by Medicaid.
2. Domestic violence is related to substance abuse patterns in the family. Substance use by the father is linked to violence, and pregnant women who are battered are more likely to use drugs and alcohol than other pregnant women.
3. In 1989, the Washington State Department of Social and Health Services estimated that the initial hospital cost for a baby affected by maternal drug use was \$24,650 compared to \$420 for a non-exposed baby.

Source: Indicators of Spokane County Child and Family Environments, Book 2 (1996-1997).

education programs) and indirect costs (costs due to rising rates of crime, mental illness, child abuse and neglect, accidents, and increased demand on public transportation), a substantial increase in poverty impacts all residents. It saps the strength of a city and drives away the very people and resources needed to build a successful and healthy city. At some level, the extent to which poverty prevails represents a conscious choice on the part of the city's residents about how they want to spend their tax dollars and what quality of life they expect from their city. The Horizons volunteers who participated with the Social Health work group did not feel poverty was consistent with the vital, healthy community they envisioned for the future of Spokane.

### Positive Efforts

Recent community efforts may reverse current poverty trends. In 1997, the Spokane Housing Authority began the Rent-a-Kid Summer Youth Employment Program, which provides kids with a way to help their neighbors while earning money for college, books, clothes, and other basic family needs. The northeast

neighborhoods have spearheaded a training program for day care operators that is resulting in new in-home day care providers within these low-income neighborhoods. Various local programs, such as WorkFirst and One Stop, are working to coordinate transit routes with the locations of employment opportunities, training centers, day care facilities, and affordable housing. Also, land use patterns that cluster housing, shopping, and employment opportunities within walking distance of recreational, cultural, educational, and social service facilities would have the potential to reduce reliance on vehicular transportation.

## Special Needs Population

### Housing

Specific information relative to supportive housing for the elderly, disabled, and special needs populations can be found in the City of Spokane's 1999 Consolidated Community Development and Housing Plan. The plan includes inventories of public and subsidized housing for the elderly, developmentally disabled, and chronically mentally ill, as well as bed counts for residential programs that serve the mentally ill and developmentally disabled. However, bed counts vary from year to year. Therefore, overall trends are a more important consideration in future planning.

The housing needs assessment (1999 Consolidated Plan, p. 49) finds that the physically disabled, developmentally disabled, and chronically mentally ill populations are in great need of affordable and subsidized housing located throughout the community. On the other hand, the elderly need help so they can remain in their own home. This could be accomplished through programs such as financial assistance with property taxes and home improvements, as well as options like home sharing, accessory apartments, and more in-home services.

In general, affordable housing is a critical stepping-stone toward social health. The short supply of evenly distributed affordable housing options impacts service delivery in ways that may appear peripheral but are

actually directly related to overall community health. For example, group home operators find that large older houses are ideal settings for their operations, as they provide the homey feeling that is so beneficial to the residents. The developmentally disabled population typically finds housing in low cost apartment units. However, they compete with other low-income populations for this scarce housing. Affordable housing is an important component in mental health programs since people are less likely to relapse into destructive behavior if their housing arrangements are stable and stress-free. Housing is also an issue for school district officials who must accommodate drastic shifts in enrollment during winter months when low-income families double up to share heating costs. Clearly, the ripple effects of insufficient affordable housing are extensive.

## **Funding**

The 1999 Consolidated Community Development and Housing Plan breaks out housing and social service needs by neighborhood and outlines the funding required over a five-year period to address these needs. The City of Spokane's strategy outlined in the 1999 Consolidated Plan emphasizes efficiency and creativity as key means of overcoming the gap between needs and available funding. In addition, the plan discusses the federal, state, and local government programs as well as the private resources that may be available to address identified needs. Beginning on page 113 of the 1999 Consolidated Plan, the City of Spokane's 1999 Action Plan describes the planned utilization of resources from the three federal grant programs that provide entitlement grant funds to the City of Spokane for community development and housing purposes. Those funding sources consist of Community Development Block Grants, the HOME Investment Partnerships Program, and the Emergency Shelter Grant Program.

## **Aging and Long-Term Care**

Restrictions on state budgets resulting from Initiative 601 have triggered a move away from state-supported nursing homes and toward private home and community-based care systems. This shift away from institutional care and toward group home arrangements has resulted in increased demand for small scale, long-term care facilities. The market for assisted living facilities has created business opportunity for some. However, there remains a shortage of congregate housing facilities that are affordable to low and very low-income elderly persons.

These facilities need to offer several levels of residential care in order to meet the full spectrum of their clients' needs, ranging from simple assistance with the activities of daily living to full nursing care. The presence of such assisted living arrangements throughout all neighborhoods allows elders to remain close to the people and shops they have known over time. Without this informal network of care and support, the elderly often become isolated and depressed. The resulting failure to thrive correlates to a higher incidence of health problems, which require costly care. In this way, group homes can help Spokane's elderly population live longer, healthier lives that require less financial support from the public for expensive health care.

Long-term care issues frequently overlap where they relate to the elderly and the disabled and often concern those living in poverty. The correlation between aging and disability is due, in part, to improved medical technologies. Not only do more developmentally disabled persons live to old age now, but also the general population commonly ages to the point (age 85 and over) where functional impairments are common. On average, persons over age 80 devote nearly one-third of their income to health care expenses. One of four Spokane elders (65 years or over) lives in or near poverty (higher than the state average) because of two main factors: the rising costs of health care and the diminishing effect of inflation on retirement incomes. These elderly persons living in poverty are the ones who most often need help to deal with mobility or self-care limitations. (See Map SH 19, "Mobility or Self-Care Limitations (persons/acre).") While personal care services are available, the demand greatly exceeds the supply of caregivers.

### Elder Facts

1. Spokane's elderly poverty rates are higher than the state average.
2. Three-quarters of all elderly persons living below poverty are women.
3. By 2000, there will be five women for every two men over the age of 75.
4. By 2030, there will be more people age 65 and older than young people under 15.

Source: Four Year Plan: 1996-1999 Area Plan on Aging and Long Term Care.

Aging funds are not keeping pace with either inflation or the growing population who needs long-term care. In 1990, 12 percent of the general population was over 65 years of age. In 2010, that percentage is projected to increase to 20 percent. In addition, the long-term care system must deal with increasing numbers of chronically disabled persons under the age of 60 due to the rising incidence of people with Alzheimer's disease and HIV/AIDS, younger head-injured persons, children with disabilities, and people with chronic mental or physical illness or disabilities.

Most people who need long-term care do not live in institutions. In Spokane, 80 percent live at home or in small community residential settings, such as group homes or supervised apartments. Fifty-seven percent of the long-term care population is elderly (65 and older), 40 percent are working-age adults (18 to 64 years), and 3 percent are children (under age 18). Nationwide, approximately 95 percent of the elderly and 90 percent of those who are physically impaired live at home where spouses, children, or other relatives provide the majority of their care.

TABLE SH 1 MOBILITY AND SELF-CARE LIMITATIONS	
Age Range	Number of people
16-64	1228
65-74	647
75 and over	1509
Source: 1990 U.S. Census of Population and Housing	

This is consistent with another prevailing trend, which is to provide support systems that allow people to "age in place." Studies have shown that elders who remain in their own homes stay healthier, happier, more physically and socially active, more independent, and less reliant on care services than elders who are institutionalized. In turn, the community is enriched by the diverse presence of people who possess a rich store of skills, historical perspective, and life experience.

However, serious concerns are surfacing about the ability of this informal system of caregivers to continue providing the supportive services that currently enable many elderly persons to remain in their homes and out of more costly institutional care. A third of the caregivers are old themselves (age 75 or older), yet they exert themselves caring for the younger disabled elderly. Another third of caregivers are under 60 years of age. This "sandwich generation" is stretched thin between caring for elderly or disabled parents while also trying to raise a family. Many of these caregivers are already overwhelmed with trying to be the



breadwinner, parent, and housekeeper. Injury, illness, exhaustion, and depression frequently cause over-burdened caregivers to seek out-of-home residential care for their loved ones. In addition, geographic location of family members, changes in family structure, and changes in typical family loyalties and commitments further erode the pool of available caregivers.

As a result, the informal care giving network has begun to require broad levels of support in order to maintain its ability to provide care. One of the most critical needs is relief for caregivers. In response, a number of programs have been developed in Spokane to supplement family efforts, such as personal care, chore

services, respite care, day treatment, and employment programs. (See Map SH 6, “Adult Day Care Facilities.”) While support services for family caregivers are the most cost-effective utilization of public funds, they tend to be under-funded, especially when it comes to respite care.

The need for these support services will only continue to increase. Without improved funding for these cost-saving programs, the declining number of traditional families means that there will be less family-based support in the future and increasing reliance on more expensive outside services for elderly people. This would be a loss for the whole community’s quality of life. The costs would range from loss of the joy of sharing and helping others and loss of diversity to the return of higher taxes in order to finance high priced nursing home care.

Finally, opportunities are missed when elders are perceived as a liability rather than an asset. Without supportive services and outreach efforts that value older people and encourage them to remain active members of the community, elders can decline rapidly and prematurely, requiring them to leave their home and move to a more restrictive setting. Instead, society must learn to recognize that active and productive retirement is the norm, not the exception. We must begin to honor, develop, and enhance the wisdom and productivity of older people. Along these lines, Spokane has a job placement and subsidized employment program for low-income persons age 55 and older. Not only does this program provide meaningful jobs and income to low-income elderly, it also helps to build community by stimulating the local economy and offering services that the community would otherwise be unable to provide.



(See Four Year Plan: 1996-1999 Area Plan on Aging and Long Term Care).

## Youth Issues

The lack of adequate transportation choices is also a major issue for youth. Too young to drive, they must either rely on public transit or travel to their destination by bicycle or on foot. When these options are not available, their parents must either lose time from work (if they are able) to ferry them around or the youth miss out. It is a loss for us all when youth cannot participate in important cultural, recreational, and educational opportunities, as it is exposure to these experiences which helps youth build the skills they need to be responsible, contributing future citizens of the community.

When their time and energy are not gainfully engaged, youth are at risk of becoming a liability to the community rather than an asset.

“Some communities are unable to provide for the physical safety of their children. The children who live in these communities may face violence not only at home, but also in their streets, schools and businesses. Communities that do not support the educational achievement of their children and/or lack recreational activities leave their children vulnerable to gang influence. If the community will not mentor them, the gangs will.”

Source: Indicators of Spokane County Child and Family Environments, Book 2 (1996-1997).







### Risk Factors that Lead to Juvenile Crime

1. Weak family relations
2. Inconsistent parental supervision
3. Trouble with schoolwork
4. Tend to live in high crime neighborhoods
5. Have friends who are delinquent
6. Likely to have suffered from child abuse or neglect early in their lives

Source: Indicators of Spokane County Child and Family Environments, Book 2 (1996-1997)

In the end, the community makes a choice either to spend their money on the juvenile detention system or improved recreational opportunities. The Horizons participants felt the latter option was a far more cost-effective, productive, and positive approach, which offers opportunities for neighbors to help neighbors rather than shouldering institutional systems with this responsibility.

### Disabled

The City of Spokane's Consolidated Community Development and Housing Plan identifies six main categories of disabled persons: developmentally disabled, severely mentally ill, alcohol and drug addiction, persons with AIDS, physically disabled, and the frail elderly. All have varying needs for support services such as case management, life skills training, attendant care, chore services, personal care services, and interpreter services. As with the elderly, the State of Washington has instituted a policy of de-institutionalizing special needs populations, such as the developmentally disabled and severely mentally ill. This has created a shortage of affordable and accessible alternative living arrangements for these populations. While some disabled persons require more supervised care and are not able to live independently, others can often be accommodated in apartments and group homes with the delivery of support services. However, the parking needs of their 24-hour care providers can sometimes become an issue with neighbors. Also, competition for scarce affordable housing tends to result in overcrowding as four to five people double-up in one apartment. The Consolidated Community Development and Housing Plan outlines the unmet housing needs for each of these groups (pg. 67-68).

Disability and handicapping conditions are also important causes of poverty in themselves, which must be addressed in any effort to reduce poverty. This is evidenced by the fact that the proportion of residents who have limited mobility and/or difficulty in caring for themselves is three times higher in extreme poverty tracts than non-poverty tracts. (Compare Maps SH 17 and SH 18 with SH 19).

### Mental Health Services

Nineteen ninety-nine was a year of great upheaval for the provision of mental health services in Spokane County. Although no summary findings are available to support these changes, it appears one of the main triggers was the Regional Support Network's decision to switch utilization management and information systems from Spokane Mental Health to United Behavioral Health, per WAC 275-57-110(2). Other service contracts which had been in place for a number of years were reallocated through an RFP (request for proposal) process to new service providers by the Regional Support Network (RSN), a county department. Some of the consequences of this shift have been enormous clinical staff cuts at Spokane Mental Health, a countywide loss of certain programs, and creation of several new programs. For the most part, the focus now is on Medicaid-funded and crisis-oriented services for the chronically mentally ill, with community education, prevention, and early intervention taking a back seat. The RSN indicates that future program needs include more outreach to outlying towns, a new crisis mental health and detoxification center, prevention services, and more affordable housing. Whether these changes will result in an improved or adequate systemic ability to meet the needs of consumers has yet to be determined.

## Homeless

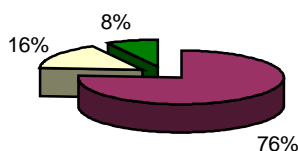
The City of Spokane and the Spokane Homeless Coalition have developed an award-winning Community-Wide Intake and Assessment System, which has helped greatly to paint a fairly complete picture of the issues related to homelessness in Spokane. Their efforts resulted in a report, which addresses the comprehensive needs of homeless persons in the City of Spokane and is intended to serve as an implementation tool for the City of Spokane's Comprehensive Plan. (See the City of Spokane Continuum of Care Plan for the Homeless: 1999, which lists related programs, facilities, and unmet needs. Homeless issues are further analyzed in the City of Spokane's Consolidated Community Development and Housing Plan. See Map SH 10, "Homeless Programs," for the locations of emergency shelters, transitional housing, and day shelters/soup kitchens that serve the homeless population).

Roughly 2.3 percent of the City of Spokane's population was counted as homeless in 1998. This includes people living in the rough, living in shelters, and living in "doubled-up" situations with other individuals or families. The survey found that homelessness affects more than the stereotypical single male. Over one-quarter of homeless persons are children under 18 living within adult households.

TABLE SH 2 TOTAL HOMELESS POPULATION		
Homeless Population	Number Of Homeless	Percent Of Homeless
Adults	2,928	67.0
Independent Youth Under 18	254	5.8
Children Under 18	1,191	27.2
<b>Total</b>	<b>4,373</b>	
Source: <u>City of Spokane Continuum of Care Plan for the Homeless, 1999</u>		



Figure SH 1 Breakdown of 615 Households with Children: January to December 1998.



■ Single Female ■ Two-Parent ■ Single Male

In fact, just under half (44.6 percent) of all homeless persons live in families with children. Of that group, nearly two-thirds are the children themselves. Also, these families are predominantly single female households (76 percent). Clearly, there is a real need to provide services for homeless families and their children.

Social pathologies are often interrelated and tend to compound each other. The Continuum of Care Plan found that in addition to being disabled and/or elderly, homeless people often wrestle with mental health and substance abuse issues. For example, one in four of Spokane's homeless children live in households where at least one adult is struggling with chemical dependency and/or mental health issues. The Continuum of Care Plan identifies two main gaps in the provision of services for the homeless: the lack of housing for the mentally ill and the lack of bed space for detoxification treatment.

### Abuse

In the dark recesses of a sad, lonely mind,  
Echoes of anguish, trapped within,  
Issue forth in waves of silence.  
A peal from the darkness,  
consumed with pain, mutely beseeching,  
In a voice no one seems to hear.  
Somewhere suffers the child...  
Violated and alone.

John Y. (Spokane street youth)

Source: Indicators of Spokane County Child and Family Environments, Book 2 (1996-1997).

Overall, the causes of homelessness closely resemble the causes of poverty for women: domestic violence, unemployment, and alcohol and drug abuse. For these reasons, treatment of root causes must be an integral part of future efforts to reduce poverty and homelessness. In addition, service providers should apply a

unified system for treating the individual in a holistic manner so that both the symptoms and the diagnosis are addressed.

## Essential Public Facilities

The essential public facilities related to social health include inpatient facilities, such as alcohol and substance abuse treatment facilities, mental health facilities, and group homes. The term, “group home,” describes a range of residential care facilities such as assisted living facilities, adult family homes, retirement homes, nursing homes, boarding homes, and congregate care facilities. Other essential public facilities include child and adult day care centers, schools, libraries, community centers, and facilities that serve the homeless population, provide health care for the uninsured, and offer assistance to persons with HIV/AIDS. (See Maps SH 1 through SH 15, CFU 4 and CFU 8 through CFU 11.)

## Distribution of Essential Public Facilities that Serve Special Needs Populations

The Growth Management Act provides that no comprehensive plan or development regulation may preclude the siting of an essential public facility. The GMA also directs counties to “provide for a cooperative interjurisdictional approach to siting essential public facilities of a countywide, regional, or statewide nature consistent with the Countywide Planning Policies” (WAC 365-195-340.2b). The model siting process for siting of essential public facilities (outlined in the Growth Management Siting of Essential Public Facilities Technical Committee Report) states that “intergovernmental agreements should be established to mitigate any disproportionate financial burden which may fall on the jurisdiction which becomes the site of a facility of statewide or regional/countywide significance.”

Maps SH 1 through SH 15, CFU 4, and CFU 8 through CFU 11 depict the current distribution of social health-related essential public facilities within the City of Spokane of either regional/countywide or local significance. An elementary school is an example of a local facility. Other facilities that serve special needs populations, such as group homes and inpatient facilities, are typically of regional or countywide significance. These service providers base their siting decisions both on the location of their clientele and the availability of property that is affordable to them and appropriate for their purposes. The fact that the bulk of these regional and countywide facilities are located within the City of Spokane is indicative of several factors. In some cases, it represents an effort to centralize services. However, often it speaks to the city’s comparatively low property values that coincide with the presence of special needs populations who are in need of services due to their low economic status. No matter whether it is the City of Spokane or Spokane County who bears more than their fair share of these facilities, such imbalances should be addressed through cost sharing agreements and joint decision-making for service delivery and allocation of money.

Both the Growth Management Act and Countywide Planning Policies (CWPP 6.3) require that essential public facilities be fairly and equitably distributed. This applies within jurisdictions, as well as between neighboring jurisdictions. It is important for the available services to match the needs of the local residents. However, as the maps show, certain types of facilities have become concentrated in just a few areas of the city. Some types of facilities, such as those related to mental health care, serve their clients better when they are co-located with other types of facilities, such as medical centers. For the most part, though, this pattern of concentration in only a few neighborhoods points to a need for more even distribution of affordable housing options that could in turn facilitate a more even distribution of special needs populations throughout the community. Improved dispersion throughout the community would benefit persons with special needs by affording them an opportunity to better blend into normal community life rather than being segregated into clusters of special needs care facilities.



## **Siting Criteria**

State and federal fair housing and anti-discrimination laws require that restrictive siting criteria for group homes rely on the same factors and standards that apply to the general public. The Growth Management Siting of Essential Public Facilities Technical Committee Report lists characteristics that can make essential public facilities difficult to site, such as noise, increase in traffic, safety, parking, stimulus to changing character, and perceived decline in property values. Zoning is discriminatory when it segregates or restricts the location of a facility based on the type of use or service provided or the number or character of the residents or clients served.

However, if it can be proven that a disabled person poses a significant and serious risk to the health or safety of others which cannot be somehow ameliorated or mitigated, they are no longer protected from what otherwise might appear to be discrimination. Such a determination must rely on empirical evidence rather than fear, ignorance, or prejudice. Examples of such facilities include supervised residential settings for persons involved with the criminal justice system, such as detoxification facilities, parolee half-way houses, sexual offender housing, and other re-entry facilities. These facilities are often difficult to site. In these cases, a condition of the issuance of a special use permit would be the assurance of adequate supervision.

Decisions about the location of essential public facilities are guided by public comment, specific criteria related to design considerations that will ensure compatibility with the neighborhood, and provisions for amenities or incentives that would ease the burden placed on the neighborhood by their presence. Strategies for public involvement range from initial notification to the option of a public hearing before the Hearing Examiner.

The City of Spokane adopts as part of its comprehensive plan the model siting process for the siting of essential public facilities, which is outlined in the Growth Management Siting of Essential Public Facilities Technical Committee Report. The City of Spokane applies this siting process to facilities of a statewide, regional, and countywide nature. Most of the report's recommendations are also reasonable to apply to local facilities, especially the siting criteria. It is irrelevant to the siting process that a facility may be funded by or operated by the state or another public or private entity other than the City of Spokane. The end goal is to site a facility where it will best serve its consumers, taking into account co-location with related facilities, equitable distribution throughout the community, and availability of public transportation.

## **Available Land for Group Homes and Foster Care Facilities**

Both the Growth Management Act and Countywide Planning Policies contain an additional legal requirement to identify land for group homes and foster care facilities. Most foster care takes place within the context of individual families. The location of these sites depends entirely on where the families live who are willing to participate in the program and is confidential in order to protect the privacy of these families. There are currently 182 families enrolled in the foster care program. Map SH 12 shows locations of the foster care facilities that are operated by public and private organizations.

Group homes, however, tend to locate wherever there is affordable property. Map H 1, illustrates the location of property whose ratio of improved value to land value suggests that it is ripe for redevelopment. Maps SH 17 through SH 23, depict distribution of the demographic factors that indicate potential areas of need. A comparison between these maps demonstrates the extent to which prospective facility sites coincide with the location of potential clients. Gaps identified in this analysis imply the need for policy and zoning changes with appropriate incentive mechanisms to encourage facilities to be developed in the remaining areas of need.

## **Essential Public Facilities of a Local Nature**

In addition to essential public facilities of a statewide or regional/countywide nature, certain other facilities are addressed in this chapter due to their local significance. These facilities provide a needed public service affecting or potentially affecting only residents and/or property within the jurisdiction in which they are

located. In the case of the City of Spokane, the following are considered essential public facilities of a local nature: child and adult day care centers, community centers, libraries, and schools. The capital facilities and utilities chapter of this comprehensive plan discusses service levels and capital projects related to current and future demand for schools and libraries.

### Day Care Centers

Like many other social services, the need for child and adult day care centers is common to all socioeconomic sectors of the community. Currently, there is a shortage of child day care facilities that offer something other than standard service. For example, there is a large unmet need for additional facilities that accept infants and toddlers, as well as special needs or physically ill children. Out of 670 child day care providers in Spokane County, only 16 currently provide care for sick children, 5 percent are open on Saturdays and/or Sundays and twenty percent are open during non-traditional working hours. The lack of facilities that are open during off-hours (early in the morning, late at night, or on weekends) creates a special hardship for working parents whose work hours are other than 8:00 am to 5:00 pm, Monday through Friday. In particular, this becomes an issue for WorkFirst clients and others who work in entry-level, non-professional positions.

In addition, citywide distribution of child day care facilities is uneven. While residents of the Downtown, Shadle, Hillyard, and Nevada-Lidgerwood neighborhoods have plenty of choices between providers, other neighborhoods lack these facilities, such as Peaceful Valley, Browne's Addition, and the lower South Hill. The City of Spokane should develop an incentive program to encourage employers to provide in-house day care. Such programs encourage worker stability by simplifying the employee's daily trip to work.

(See Maps SH 6, "Adult Day Care Facilities," SH 7, "Child Care Programs (Type)," SH 8, "Child Care Programs (Days of Operation)," and SH 9, "Child Care Programs (Days and Hours of Operation).")

### Community Centers

Community centers are valuable resources for community education, recreation, health care, child care, cultural enrichment, and networking. In addition to the programs offered at each facility and the meeting rooms available to the public, community center staff play key roles in local efforts that contribute to social health, such as affordable housing, economic development, leadership training, and workforce development.

The City of Spokane either directly or indirectly supports four major community centers in the East Central, West Central, Northeast, and Peaceful Valley neighborhoods. Each of these community centers also produces a regular newsletter to keep neighborhood residents apprised of events and opportunities. In addition, there are six senior citizen centers, which provide a wide range of nutritional, recreational, and social activities. Four youth centers in the city offer recreational and educational programs, day camps, and after-school latchkey programs. (See Map SH 16, "Community Centers.") One of the most effective ways to improve neighborhood identity and cohesion is to make programs and daily services available and easily accessible close to where people live. Community centers should continue to be one of the most important components of such an approach.

### Safety Through Crime Prevention

Spokane should be a community working together to provide education and resources to improve the safety of citizens in their homes, parks, workplaces, schools, and neighborhoods. Safety includes property and self in both the public and personal domain.

High crime rates are frequently cited as one of the main reasons why people choose to move from the city to the suburbs. If these people and their dollars are to return to the city, neighborhood safety must improve. While there is a correlation between criminal activity and poverty, the

"Proper design and effective use of the built environment can lead to a reduction in the incidence and fear of crime and an improvement in the quality of life."

- Timothy Crowe

underlying factor is the extent to which residents feel a sense of pride and ownership in their neighborhoods.

### Civic Responsibility

One traditional approach to reducing crime is to increase the police force. However, this is not only costly, but it continues to externalize and separate crime control from the residents who have a vested interest in improving neighborhood safety. Across the country, crime is most effectively controlled by the people it impacts. Spokane's C.O.P.S. (Community Oriented Policing Services) program has proven to be an effective method of both controlling crime and giving residents a more active role in improving their neighborhood's quality of life.

### Environmental Design

In addition, design elements and patterns of social interaction can go a long way toward creating and sustaining a safer physical environment. CPTED (Crime Prevention Through Environmental Design) has become a widely accepted method for subtly adjusting aspects of building and site design to eliminate crime-friendly places. For example, hedge rows and garden beds can convey territorial ownership, and "eyes on the street" provide constant surveillance by people who can recognize intruders and abnormal activity.



### Urban Form

Land use patterns are helpful when they include opportunities for a pedestrian-oriented lifestyle where people actually know their neighbors. Building styles can also play a role, with features ranging from front porches where neighbors socialize to mixed-use buildings where residents continue to circulate after the business downstairs has closed for the evening. The program that has the best chance of reducing crime is one where neighbors, land use planners, urban designers, and police work together to prevent crime by creating safe spaces.

### Social and Cultural Factors

Social factors also contribute to the level of criminal activity. Economic hardship, low self-esteem, and poor decisions born of substance abuse can be turned around through more accessible opportunities for employment, recreation, and treatment. In most cases, it is best for these to be available at the neighborhood level, so they can be tailored to meet the unique needs and assets of the residents as well as contribute to neighborhood identity and pride. This is particularly true in the case of youth activities, as youth tend to be very loyal to the territory, be it school or the neighborhood to which they are restricted due to transportation limitations. Cultural opportunities provide an especially effective means for encouraging creative expression, which builds confidence and gives back to the community.

#### Fact about Homicide

1. In Spokane County, during 1995, 6 of the 24 homicides, or 25 percent, were proven to be gang related.
2. The 1995 report of the Spokane County Child Death Review committee informs us that in Spokane County, during 1995, there were 9 homicide victims younger than 18 years old. Seven of these were county residents.
3. In the City of Spokane, between 1991 - 1994, 38.5 percent of all homicides were related to domestic violence.
4. Reasons considered responsible for the increase in violence:
  - a. glamorization and cultural acceptance of violence,
  - b. stressful families,
  - c. firearms are easy to obtain, and
  - d. unhealthy communities.

Source: Indicators of Spokane County Child and Family Environments, Book 2 (1996-1997).



Some of Spokane's community centers have started asset mapping programs in low-income neighborhoods. Neighbors who share their talents and skills with each other are more likely to value and respect each other across the boundaries of racial or socioeconomic differences. When the community becomes tightly knit, the residents choose to stay rather than move from place to place. Once they identify with the neighborhood as their place, they take pride in it and want to work to improve it, making the whole city more healthy and safe.

## Cultural Enrichment

### Diversity

Multidimensional communities are socially and economically healthy communities because of the way they share their varied talents to address each other's needs. Everyone has something they can contribute; retired people might provide day care, business people could tutor and mentor their neighbor's children, and people skilled in automobile or home repair might barter their services in exchange for music, art, or language lessons. This approach allows the community to take full ownership of any solution because they rely less on outside funding and more on the resources already at hand.

Diversity celebrations provide an excellent forum in which to share varied insights into and experiences of life. This exchange adds a rich texture that improves everyone's quality of life and helps us to understand, appreciate, and value each other. As tolerance and mutual regard are heightened, it becomes increasingly possible to identify the shared purposes and identity that are so necessary for building and maintaining a healthy community.



### Cultural Opportunities

Historically, Spokane's funding allocations have implied that cultural activities and the arts are luxuries to be provided only after basic needs are addressed. In truth, however, cultural resources are essential tools to inform, enrich, and empower every person by providing opportunities to nourish and delight the human spirit. They provide a means of communicating with our hearts as well as our heads. The arts also help us cope with change by allowing us to experience new things, solve problems creatively, and find common

ground. Cultural expression can help heal us, teach us, and bring us together as a community. Cultural opportunities are an indispensable ingredient of a healthy community.

"In over 400 studies reviewed by the Association for the Advancement of Arts Education in 1996, it was demonstrated that working with the arts, especially in grades K through 7, develops students' minds and bodies in ways that enable them to learn better. The arts, particularly music, dance and visual art, develop neural connections and body/brain connections which further learning in many areas, including math, reading, writing, and interpersonal skills. The arts also help students develop key 'habits of mind' that include creativity, critical thinking, the ability to pose and solve problems, self-discipline and self-confidence. These skills can translate to success in other areas of school and life."

Source: Karen Mobley (Spokane Arts Director). "Arts Belong in all Schools as Part of the Core Curriculum." *Arts Newsletter*, Jan./Feb. 2000.

### Learning Life Skills

Exposure to the arts and access to cultural opportunities can make a substantive contribution to the health of a community and its residents. For example, in 1993, the College Entrance Examination Board undertook a study that found that students who study the



arts are more successful in life and work. Studies also show that when the arts are a strong component of the school environment, dropout rates and absenteeism decline. Participation in creative processes as part of learning teaches people to adapt to change. This is especially important for young people who need to be flexible to face the challenges of an increasingly complex and rapidly changing world. The creativity learned through participation in the arts also contributes to improved critical thinking and problem solving skills as well as a more confident self-image. All of these attributes are necessary for effective citizenship.

## Economic Development

The Spokane Arts Commission and Chamber of Commerce Arts Committee recently published a report, entitled Economic Impacts of the Arts in Spokane-1997 Data, which concludes that the arts are big business in Spokane. Arts-related income and retail sales tax revenues come from a variety of sources ranging from the money artists earn elsewhere and bring home with them to the dollars that out-of-town visitors leave behind when they come to participate in the arts.

### Spokane Arts Facts

1. Direct economic impact (1997): \$21,233,842
2. Indirect economic impact (1997): \$61,280,868
3. The arts sector employs about 3,000 people. That's more than 9 of the 17 largest manufacturing businesses.
4. Between 1994-1997, annual audience participation in the arts more than doubled to over 1 million.

Source: Economic Impacts of the Arts in Spokane 1997 Data.

## Sense of Place

The arts are also an important tool for building and reinforcing a community's sense of pride and identity through imagery that inspires their visions for the future and links those with their legacy from the past. The



best way to use the arts as a tool for building community is to encourage a neighborhood arts presence. (See Map SH 15, "Arts Locations and Facilities," for the location of arts assets and facilities). In their 1995 action plan, the Spokane Arts Commission indicated they were very interested in expanding programs in neighborhoods and integrating the arts better into programs for youth. (See Action Arts: A Community Cultural Plan for Spokane, Washington). Future land use planning can facilitate this goal by incorporating

performance, exhibit, and class space into public areas and facilities through the application of concepts such as co-location and shared space.

## Therapeutic and Social Value

Social service providers should make full use of the arts as a valuable tool for building self-esteem, developing awareness, and providing physical therapy. For those who work with youth and families, the arts also provide an effective setting for learning positive alternatives to antisocial behaviors. In order for the most people to

"Just having great artists and arts institutions is not enough. Integrating the arts into Spokane's everyday life is the key to success. Making sure that all citizens can participate in our city's cultural life in our neighborhoods and downtown affirms our belief that the arts are for all of us."

Source: Action Arts: A Community Cultural Plan for Spokane, Washington, 1995.

benefit from the arts, there is a need for improved public and private support that would make the arts accessible to all citizens, regardless of their ability to pay. Spokane will be a safer, more dynamic community if everyone has equal access to positive outlets for self-expression. Free expression is the



basis of our democratic tradition, and a healthy cultural life is vital to a democratic society. Raising differing opinions, coming together for the free exchange of ideas,

and finding ways to express new ideas and challenge old ones are all aspects of the democratic process sustained by a city's cultural resources.

### Public Support

While Spokane has a rich store of artistic talent and a variety of cultural opportunities, most artists and arts organizations have struggled to survive with little sense that the City of Spokane recognizes or values the contribution they make to the community. There are many untapped venues for public support that have the potential to reverse this trend. The City of Spokane should set an example by establishing policy that requires art on letterhead, bills, and other official forms. Whenever funding sources for transportation projects allow a portion of the project's budget for the arts, this money should be fully utilized to pay for the incorporation of artwork on bus shelters and other similar efforts. Also, the City of Spokane could lay the foundation for an arts presence such as the downtown Davenport Arts District by participating in infrastructure improvements, tax incentives, and zoning changes. In general, there is room for an increased use of the arts (performing, visual, literary, design, and media) in all public events and endeavors.

### Cultural Health

Without a vibrantly healthy and pervasive arts presence, the city loses one of its main tools for building and maintaining a healthy community. Support for the arts must be community-wide. This includes not only support from the City of Spokane but also individual choices made by members of the community in their everyday lives.

"A healthy cultural community does not just happen. Citizens, business, government, and tourists all play a part in helping the arts thrive. While financial investment in facilities, institutions, and artists' work is crucial, equally important is individual involvement. An enthusiasm for new ideas and art forms, attending arts events, and appreciating the work of artists and arts organizations is critical for long-term health and growth. We all share in creating our own cultural health."

Source: [Action Arts: A Community Cultural Plan for Spokane, Washington](#), 1995.

### Implementation and Monitoring

This Comprehensive Plan cannot be the only component of an effort to bring holistic social health to Spokane. The community's commitment to these concepts must be broadly and pervasively reflected in and implemented through the City of Spokane's policies, zoning, funding, and programmatic priorities. In addition, other major public entities much do likewise.

In mid-1997, over 100 people in the Spokane community came together to publish the first edition of the Spokane Community Report Card. This effort was jointly coordinated by the Health Improvement Partnership (HIP) and the Spokane County Health District's Assessment Center. For their report, they chose indicators that they believe represent important areas of community life, and hope that in the future these numbers will provide an objective record of where we stand as a community. It is anticipated that this report will be continually updated and universally available on their website. In addition, working with the Assessment Center, HIP has published three booklets, entitled Indicators of Spokane County (Book 1: Environments and Your Health, Book 2: Child and Family Environments, Book 3: Individual Environments).

The Horizons volunteers also produced their own list of indicators against which to measure future progress. These were sorted by category and included here as another important tool to gauge the extent of our social health.

### **Social Needs Infrastructure**

1. Percent of the City of Spokane budget allocated for human services.
2. Ratio of student to instructor.
3. Utilization of facilities and programs.
4. Number of homeless shelter beds and transitional living quarters.
5. Hours of operation for schools, community centers and facilities, and programs.
6. Gaps analysis of community facilities and programs (e.g., recreation, arts and cultural, human services, education and vocational training, health, affordable housing, and special needs housing).
7. Amount of public investment and private investment in the social infrastructure (e.g., schools, libraries, museums, community center recreation programs, housing, human services, child and adult day care, health care, and vocational training).
8. Economic incentives in relationship to increased services.

### **Diversity**

1. Vacancy rate for housing, especially in various rent categories.
2. Census data on:
  - a) Income levels
  - b) Poverty rate. Goal: Decrease the amount of poverty by 10 percent (1990 Census base) by the year 2010.
  - c) Ethnic and racial data.
3. Human rights complaints. Goal: Reduce the number of complaints.
4. Housing costs
5. Number of recreational and cultural programs, and the number of economic and racial groups served.
6. Economic impact of arts, culture, recreation, child care, adult care, human services, education, libraries, and vocational training.
7. Utilization of community resources.

### **Public Health and Long-Term Care**

1. Number, size, cost to citizens, and location of child care and adult day care programs and number of citizens served.
2. Number, size, cost to citizens, and location of health, dental, and human service care facilities and number of citizens served.
3. The number of citizens that can be served and the cost to client for children and adults with special needs, and elderly citizens in need of long term care facilities.
4. Impact of economic incentives to private business for the development of child and adult day care programs.
5. Reduction of deaths, hospitalization, and absenteeism from work and school from preventable diseases.
6. The number of human service support programs and cost to participants (e.g., mental health services).
7. Gaps in human service support programs (e.g., personal care workers).

### **Safety**

1. Reduce domestic violence, based on police reports.
2. Reduction in the amount of sexual assault against children and women, based on police reports.
3. Reduction in the amount of child abuse based on Child Protective Service reports.
4. Reduction in the amount of adult abuse, based on adult protective reports.
5. Reduce hospital admissions which result from accidents.
6. Reduction in crimes against persons reported by police department.
7. Reduction in crimes against property reported by police department.
8. Reduction in the number of fires reported by fire department.
9. Reduction of juvenile arrests.



10. Utilization and effectiveness of prevention programs.

### **Downtown**

1. Increased number of retail businesses that sustain a neighborhood.
2. Increased number of cultural activities and participants in those activities.
3. Sustain and increase number of downtown businesses.
4. Increase number of downtown residents.
5. Increase economic mix of downtown residents.
6. Number of occupied live-work spaces.
7. Number of downtown buildings that have been renovated and occupied.
8. Number of occupied mixed-use (business and housing) buildings.
9. Number of artist/business partnerships.
10. Number of commissioned public or private art projects.
11. An increased number of special need housing units and participants (e.g., mental health, developmentally disabled, elderly) in each neighborhood.
12. Impact of economic incentives on the development of special needs housing.
13. An increased number of personal care workers and clients served.
14. Increased participation by the elderly and disabled of all ages and disabilities at community centers or neighborhood programs.
15. Determine gaps in services for special needs populations.
16. Reduce the number of homeless people who lack shelter.

### **Neighborhood Development**

1. Number of activity centers for all ages and needs in each neighborhood.
2. Number of programs and participants for recreational activities, health and human services, and educational, cultural and arts instruction.
3. Census data reflecting economic, racial, ethnic, religious, and educational mix of neighborhoods.
4. Number of neighborhood-based new jobs.
5. Number of home renovations and restorations in neighborhoods needing revitalization.
6. Number of group living facilities in neighborhoods.
7. Number of activities and affordability for all ages and needs in each neighborhood.
8. An increased number of special needs housing units and participants (e.g., mental health, developmentally disabled, elderly) in each neighborhood.
9. Impact of economic incentives on the development of special needs housing and neighborhood business.
10. An increased number of personal care workers and clients served.
11. Increased participation at community centers or in neighborhood programs by elderly and disabled of all ages and disabilities.
12. Determine gaps in services for special needs populations.
13. Reduce the number of homeless people who lack shelter.
14. Increased participation in neighborhood vocational training programs.
15. Increased number of commissioned public and private art projects.
16. Increased participation in healthy activities provided by neighborhood youth programs.
17. Increased number of community gardens and green spaces.
18. Increased utilization of vacant space for community activities.
19. Number of child care and adult care providers and clients served.
20. Number of neighborhood residents involved in commissions, community boards, and committees.
21. Number of volunteers and volunteer hours served in neighborhoods, as recorded by the non-profits and service providers.
22. Extent to which residents care for their homes, yards, and each other (e.g., neighborhood clean-ups).

## **Transportation**

1. Increased number of jobs, health and human services, education, child care, recreational and cultural facilities that are on public transportation routes.
2. Number of people regularly using public transportation.
3. Number of transfer points for public transportation.
4. Increased number of arterial routes for neighborhood business trucking use.
5. Number of improved, safe, and numerous pedestrian and wheelchair accessible walking routes throughout neighborhoods.
6. Increased number of bus shelters in each neighborhood.

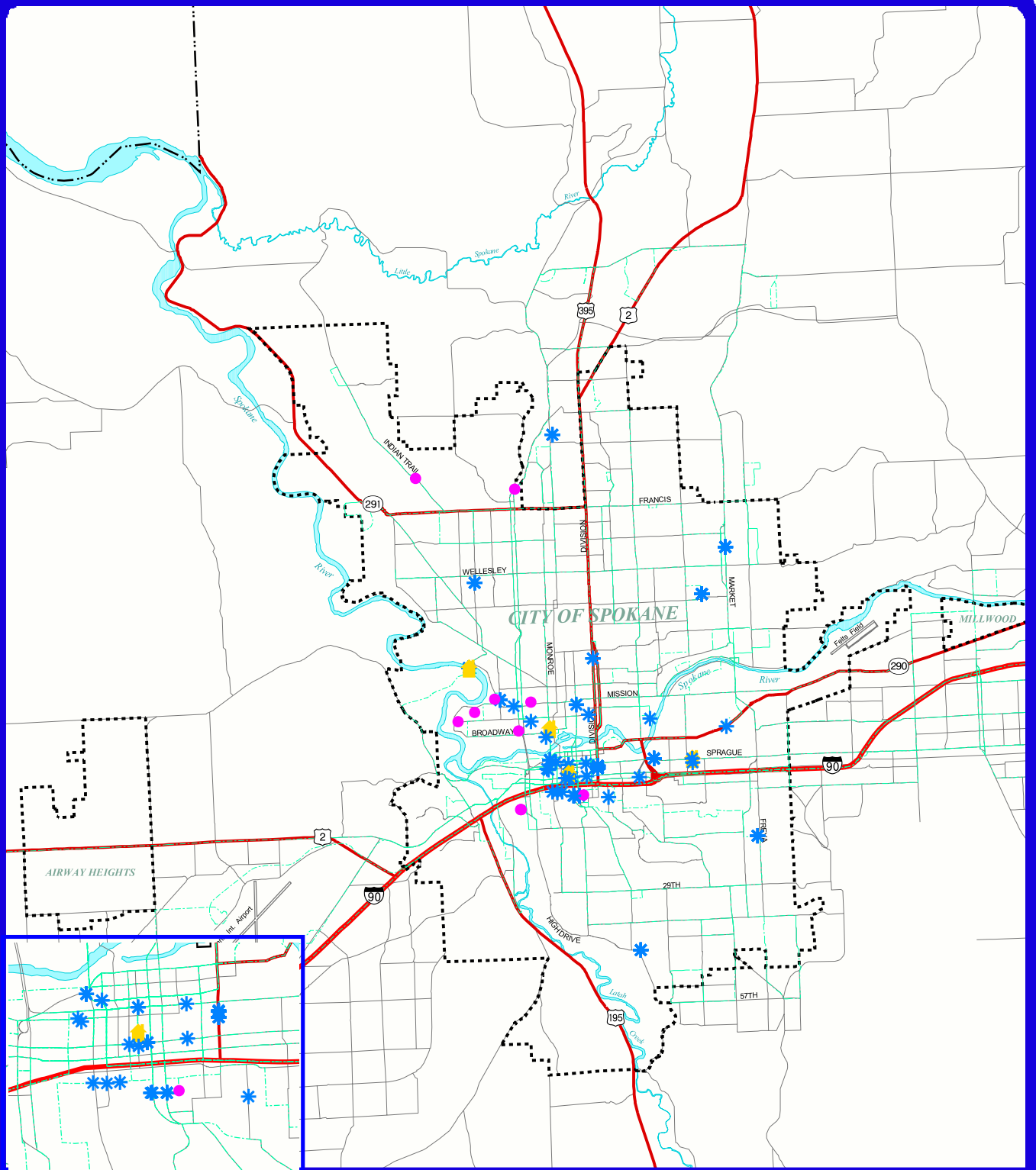
## **Communication**

1. Number of newsletters, press releases, utility bill mailings, television and radio spots, websites, bulletins, directories, and community calendars.
2. Number of workshops to provide training to arts, recreation, and other organizations in marketing, public relations, and communications professional practice.
3. Each neighborhood has a central location to gather and disseminate information on neighborhood programs and activities.
4. Number of information centers in each neighborhood (e.g., schools, neighborhood community centers, C.O.P.S. shops, libraries).
5. Number of community forums convened.
6. Number of multicultural activities and programs for all ages.

## 24.2 MAPS

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- SH 1 Mental Health Programs
- SH 2 Alcohol and Substance Abuse Treatment Programs
- SH 3 Adult Family Homes
- SH 4 Boarding and Retirement Homes
- SH 5 Nursing Homes
- SH 6 Adult Day Care Facilities
- SH 7 Child Care Programs (Type)
- SH 8 Child Care Programs (Days of Operation)
- SH 9 Child Care Programs (Days and Hours of Operation)
- SH 10 Homeless Programs
- SH 11 Developmentally Disabled
- SH 12 Foster Care Programs
- SH 13 AIDS Programs
- SH 14 Health Care for the Uninsured
- SH 15 Art Locations and Facilities
- SH 16 Community Centers
- SH 17 1980 Census Poverty Tracts
- SH 18 1990 Census Poverty Tracts
- SH 19 Mobility of Self-Care Limitations (persons/acre)
- SH 20 Public Assistance Households (#/acre)
- SH 21 Single Mother Families
- SH 22 Children in Two-Income Families (#/acre)
- SH 23 No Vehicle Available (#/acre)



## Mental Health Programs

Map SH 1

### Legend

#### Mental Health Programs

- Residential
- ★ Service Provider
- 🏠 Treatment Facility
- STA Bus Routes

#### Base Information

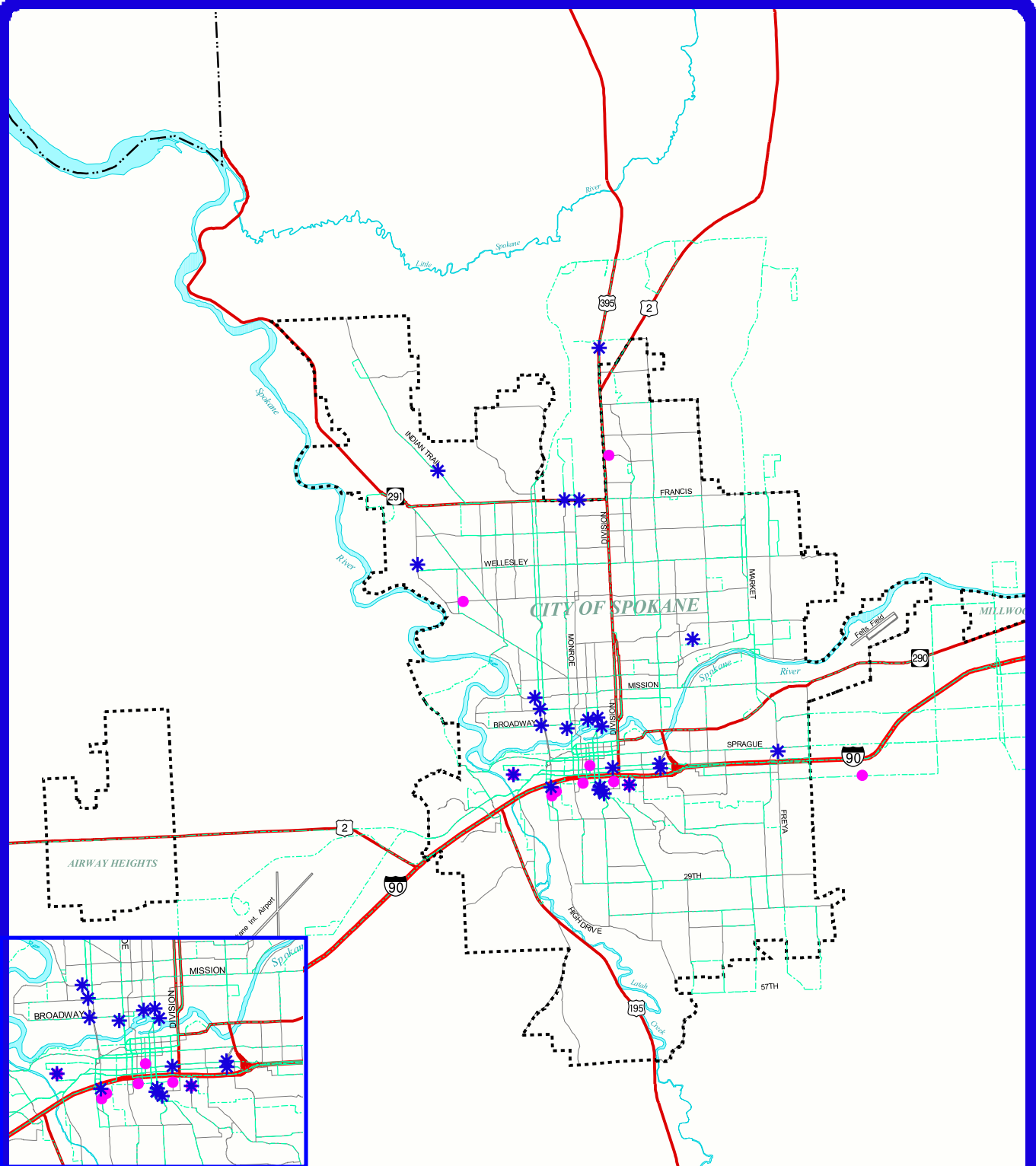
- City Limits
- County Boundary
- Highways
- Major Arterials
- Interstate Highway
- Rivers

1 0 1 Miles

Source: GIS  
Date: 04/04/2000



THIS IS NOT A LEGAL DOCUMENT.  
The information shown on this map is compiled from various sources and is subject to constant revision. Information shown on this map should not be used to determine the location of facilities in relationship to property lines, section lines, streets, etc.



## Alcohol and Substance Abuse Treatment Programs

Map SH 2

### Legend

#### Alcohol & Substance Abuse Treatment Programs

- Residential
- ★ Service Provider

#### STA Bus Routes

#### Base Information

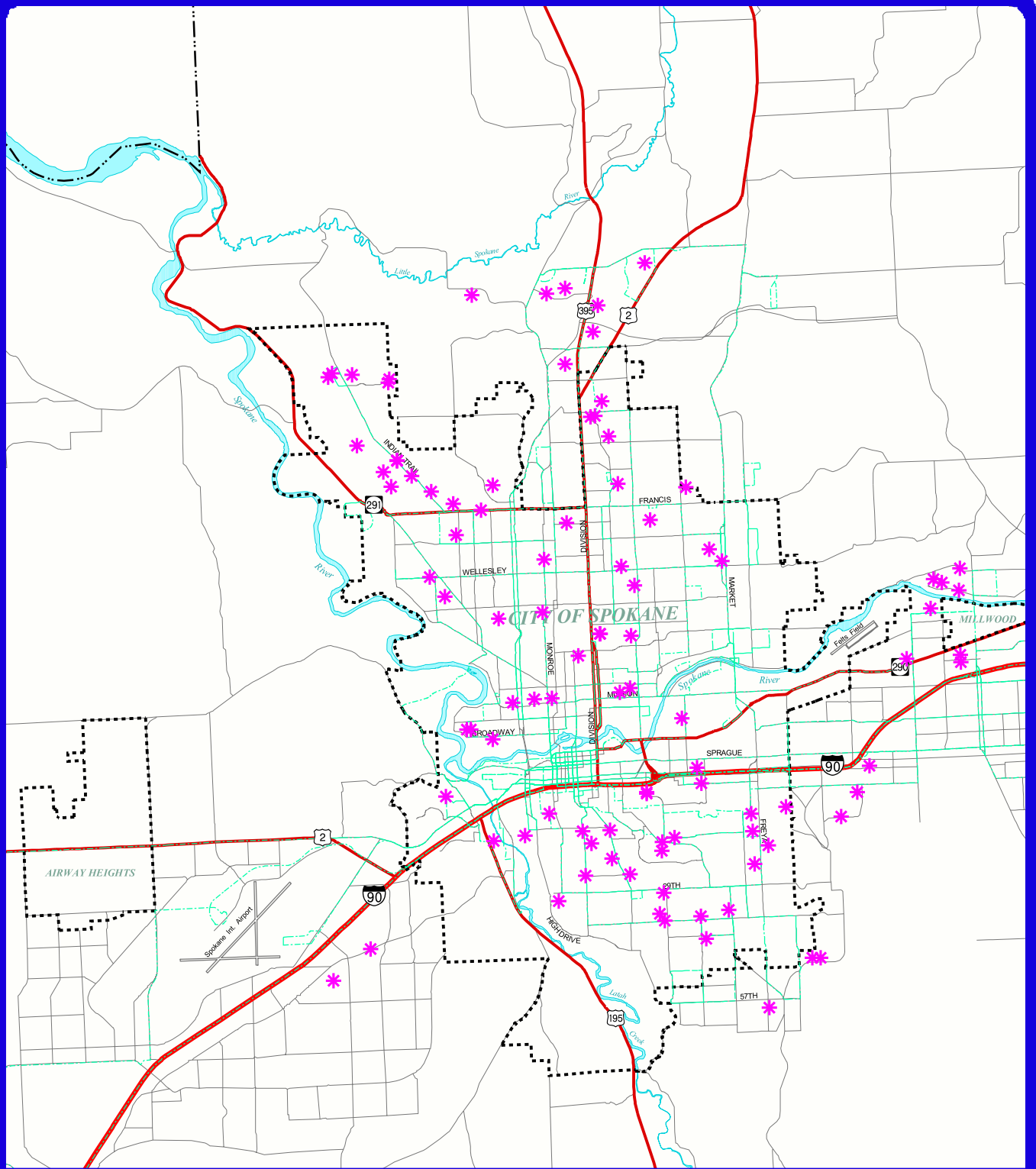
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- County Boundary
- Highways
- Major Arterials
- Interstate Highway
- Rivers

1 0 1 Miles

Source: GIS  
Date: 04/04/2000



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## Adult Family Homes

Map SH 3

### Legend

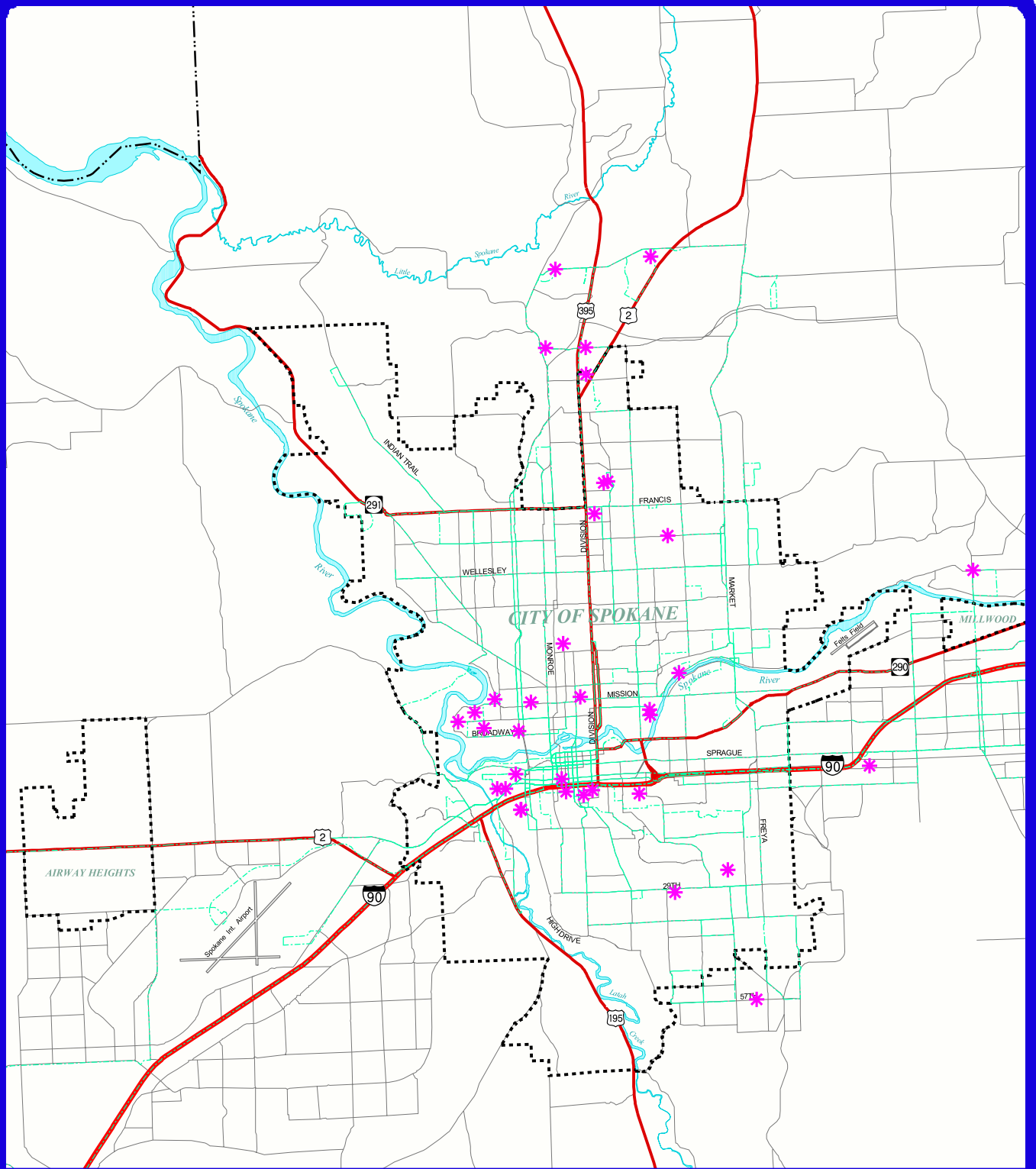
- ✱ Adult Family Homes
- STA Bus Routes
- City Limits
- County Boundary
- Highways
- Major Arterials
- Interstate Highway
- Rivers

1 0 1 Miles

Source: GIS  
Date: 04/04/2000



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## Boarding & Retirement Homes

Map SH 4

### Legend

\* Boarding & Retirement Homes

--- STA Bus Routes

#### Base Information

--- City Limits

--- County Boundary

--- Highways

--- Major Arterials

--- Interstate Highway

--- Rivers

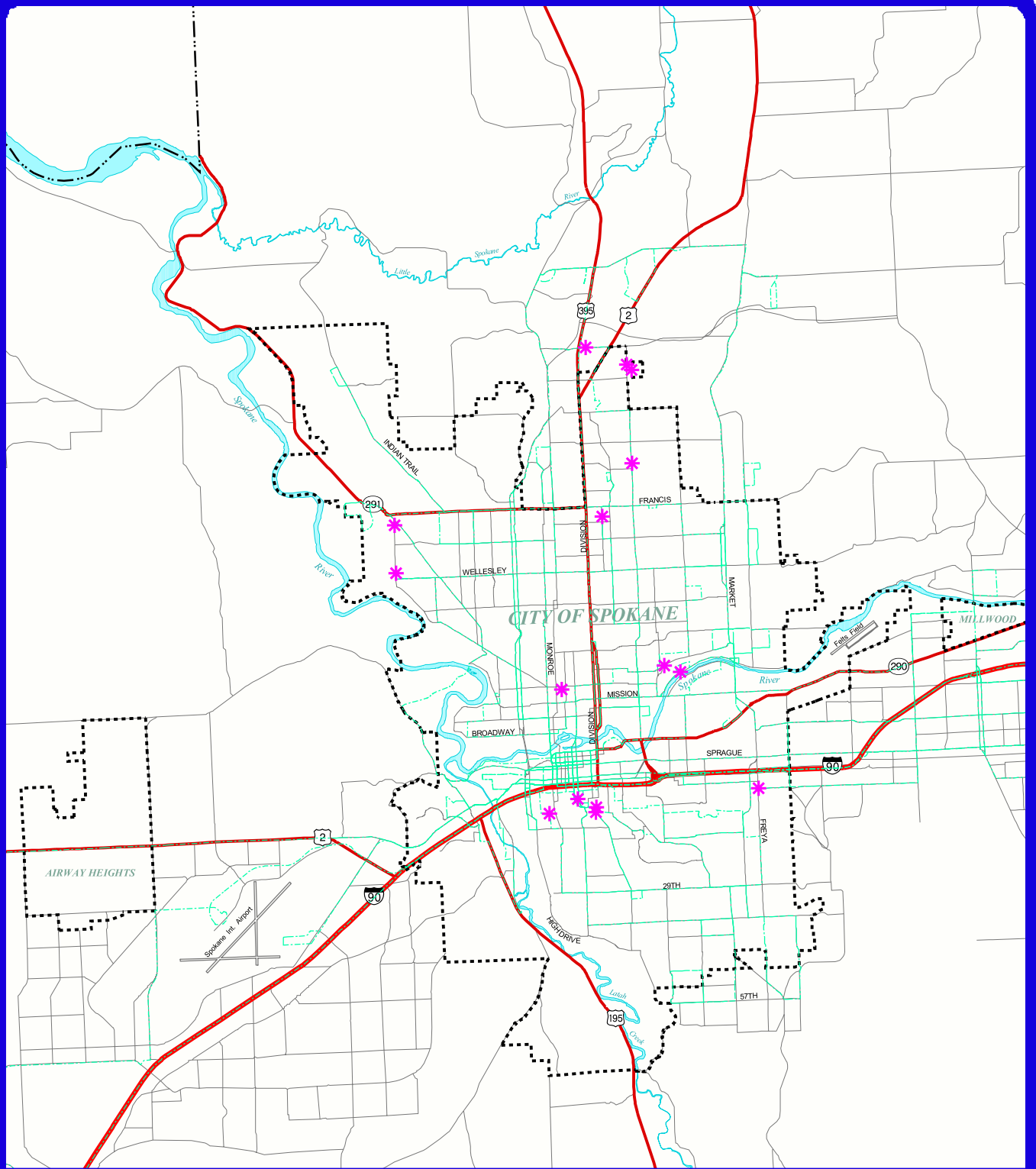
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Source: GIS  
Date: 04/04/2000



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## Nursing Homes

Map SH 5

## Legend

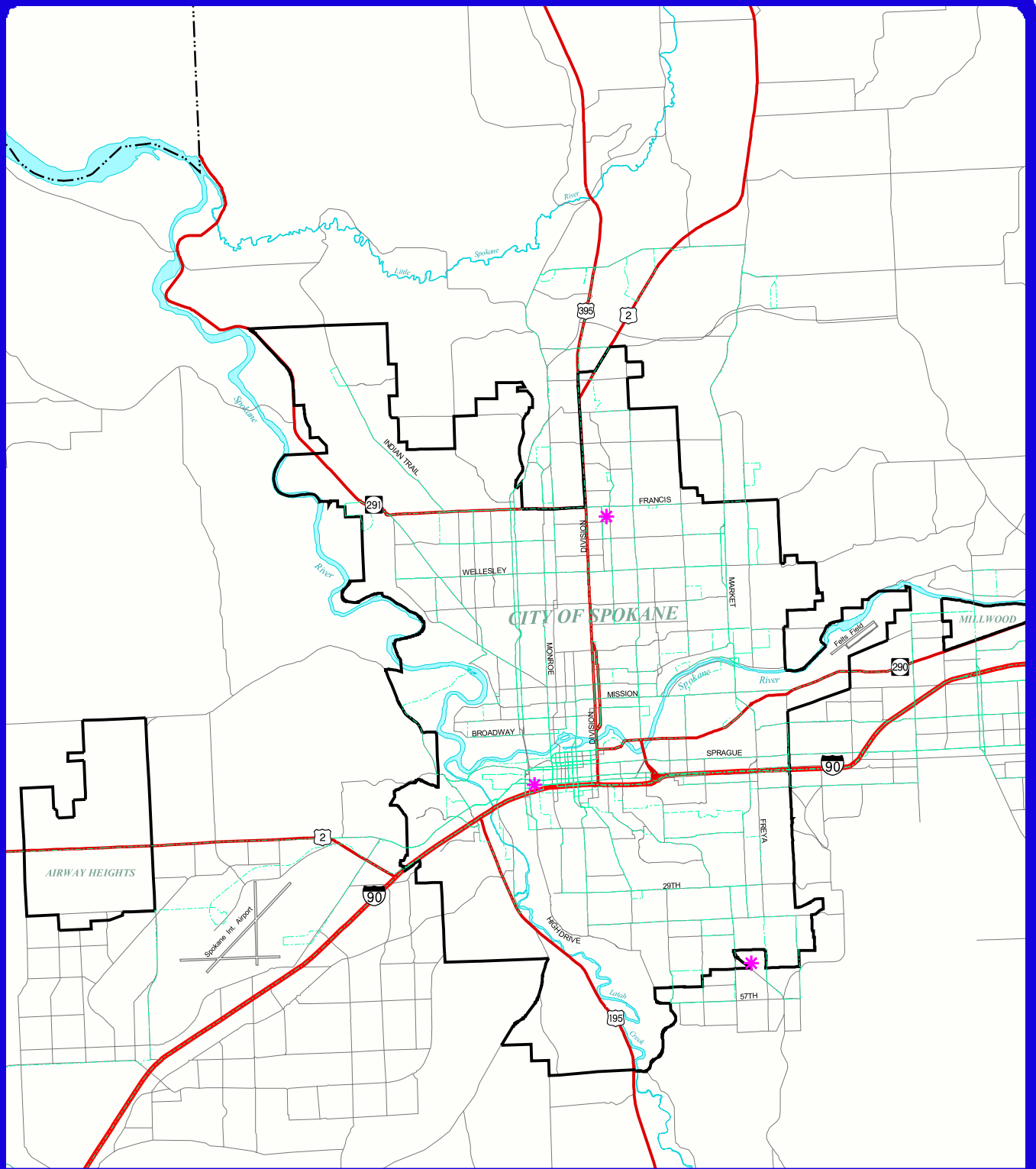
- |                         |                      |
|-------------------------|----------------------|
| ✱ Nursing Homes         | --- STA Bus Routes   |
| <b>Base Information</b> |                      |
| --- City Limits         | — Major Arterials    |
| --- County Boundary     | — Interstate Highway |
| — Highways              | — Rivers             |

1 0 1 Miles

Source: GIS  
Date: 04/04/2000



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## Adult Day Care Facilities

Map SH 6

## Legend

- \* Adult Day Care Facilities
- STA Bus Routes

### Base Information

- |  |   |
|--|---|
| <span style="color: black;">---</span> City Limits     | <span style="color: gray;">---</span> Major Arterials   |
| <span style="color: black;">---</span> County Boundary | <span style="color: red;">---</span> Interstate Highway |
| <span style="color: red;">---</span> Highways          | <span style="color: blue;">---</span> Rivers            |

1 0 1 Miles

Source: GIS  
Date: 04/03/2000



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Child Care Programs  
(Type)

Map SH 7

Legend

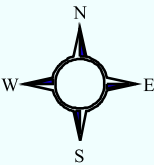
- Day Care Center - No Sick Care
- Day Care Center - Sick Care
- Family Day Care Home - No Sick Care
- Family Day Care Home - Sick Care
- STA Bus Routes

Base Information

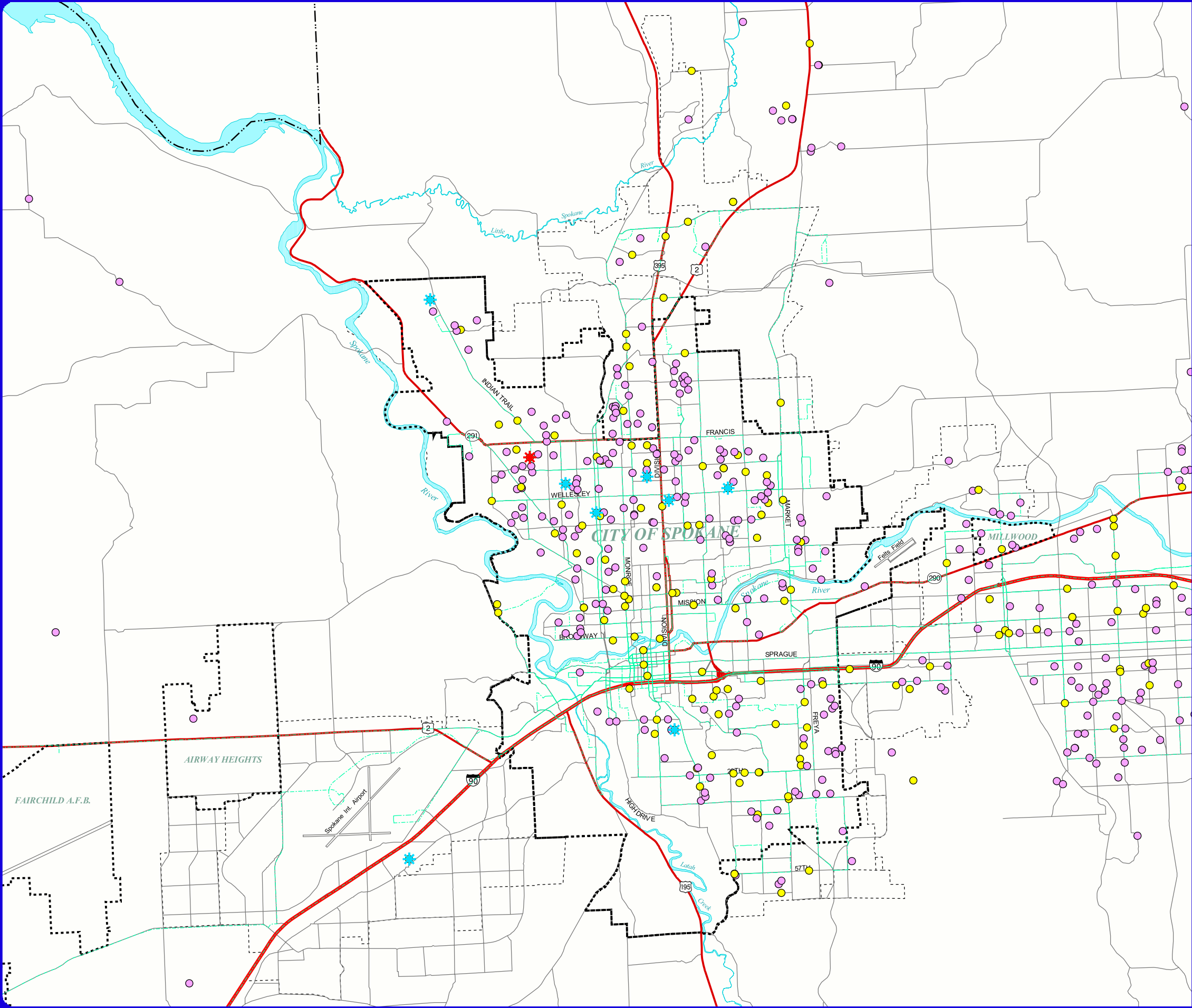
- City Limits
- County Boundary
- Highways
- Major Arterials
- Interstate Highway
- Rivers



Source: GIS  
Date: 04/17/2000



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# Child Care Programs (Days of Operation)

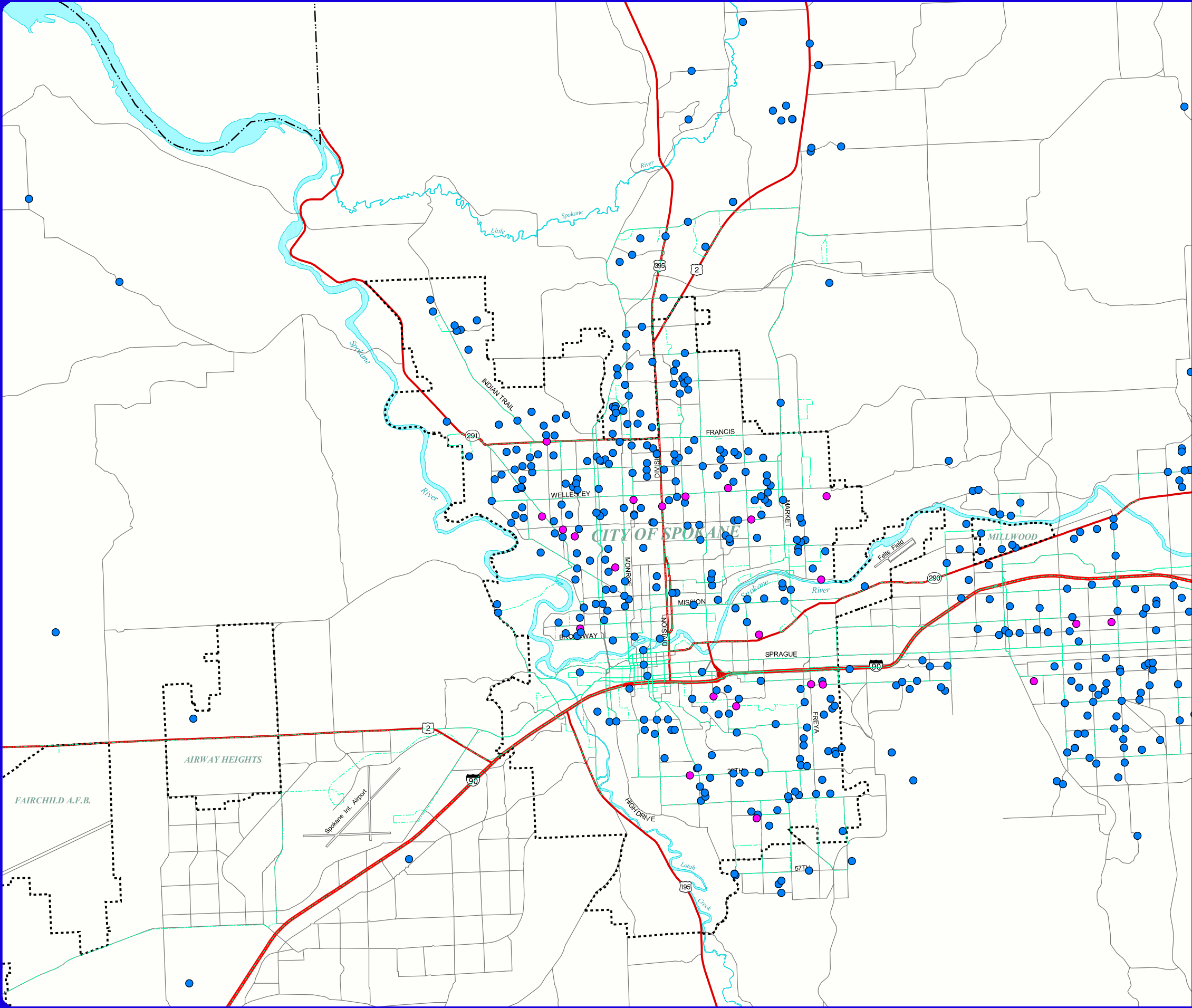
Map SH 8

## Legend

- Only Monday - Friday
- Monday - Friday & Saturday or Sunday
- STA Bus Routes

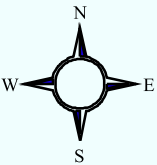
### Base Information

- |                     |                      |
|---------------------|----------------------|
| --- City Limits     | — Major Arterials    |
| --- County Boundary | — Interstate Highway |
| — Highways          | — Rivers             |



1 0 1 2 Miles

Source: GIS  
Date: 04/17/2000



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Child Care Programs  
(Days and Hours  
of Operation)

Map SH 9

Legend

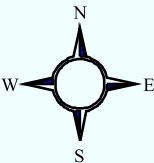
- M-F 6am-6pm
- M-F & Sat or Sun 6am-6pm
- M-F before 6am/after 6pm
- M-F & Sat or Sun before 6am/after 6pm
- STA Bus Routes

Base Information

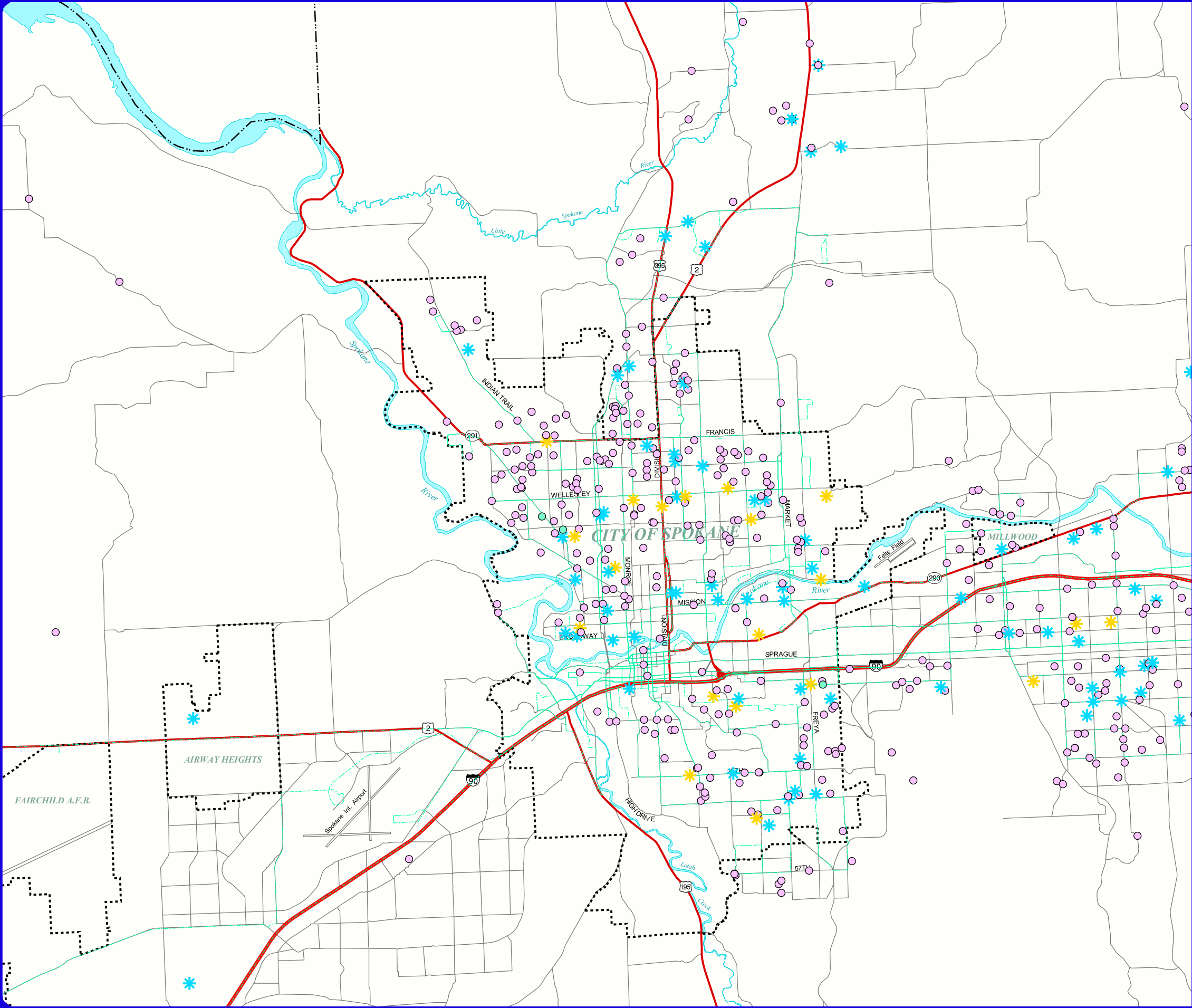
- |                 |                    |
|-----------------|--------------------|
| City Limits     | Major Arterials    |
| County Boundary | Interstate Highway |
| Highways        | Rivers             |

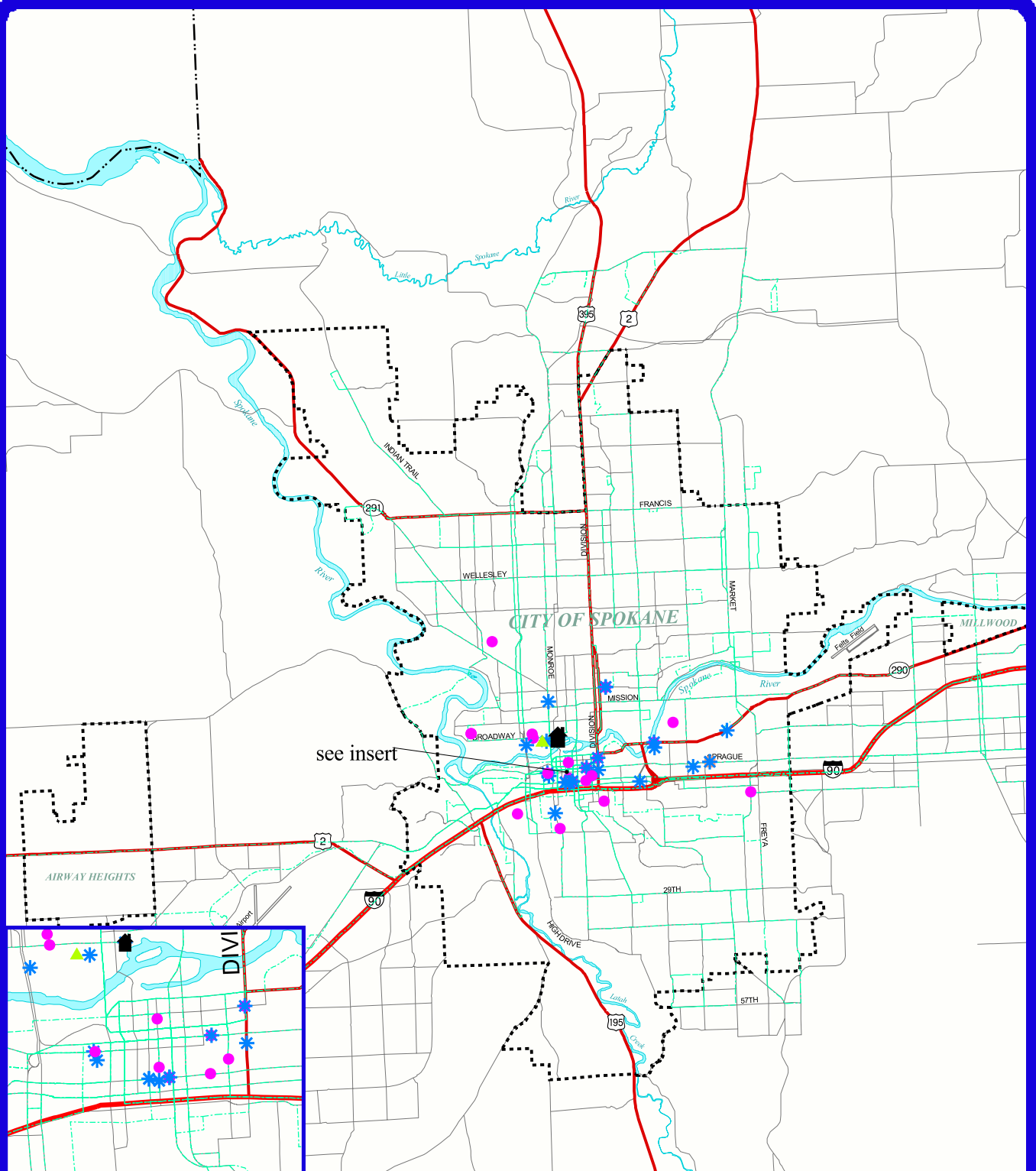


Source: GIS  
Date: 04/17/2000



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## Homeless Programs

Map SH 10

### Homeless Programs

● Housing

▲ Office

■ Office/Housing

🏠 Office/Service Provider

★ Service Provider

--- STA Bus Routes

### Base Information

--- City Limits

--- County Boundary

— Highways

— Major Arterials

— Interstate Highway

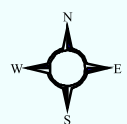
— Rivers

### Legend

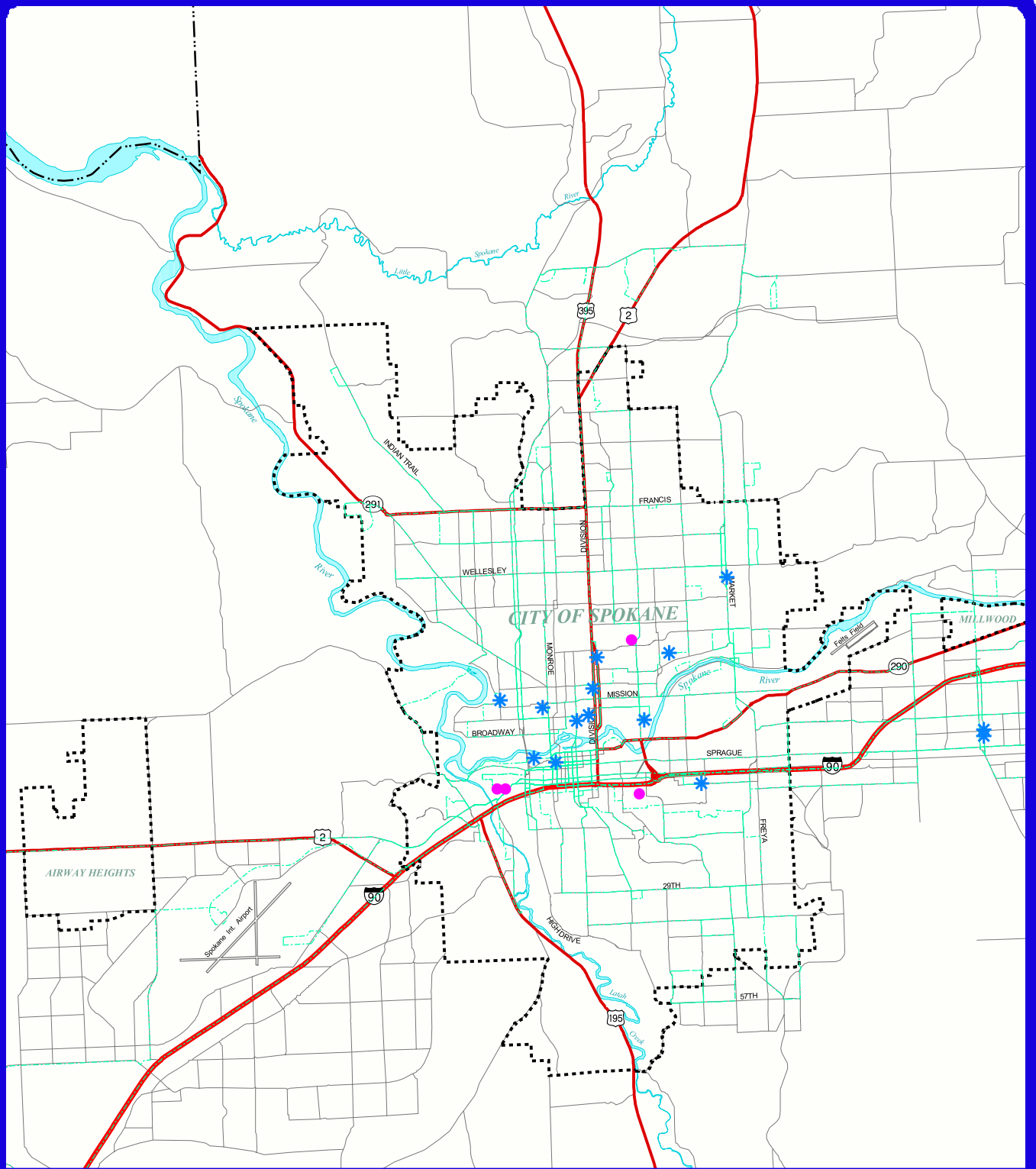
1 0 1 Miles

Source: GIS

Date: 04/04/2000



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## Developmentally Disabled Programs

Map SH 11

### Legend

#### Developmentally Disabled Programs

- Residential
- ★ Service

--- STA Bus Routes

#### Base Information

- City Limits
- County Boundary
- Highways
- Major Arterials
- Interstate Highway
- Rivers

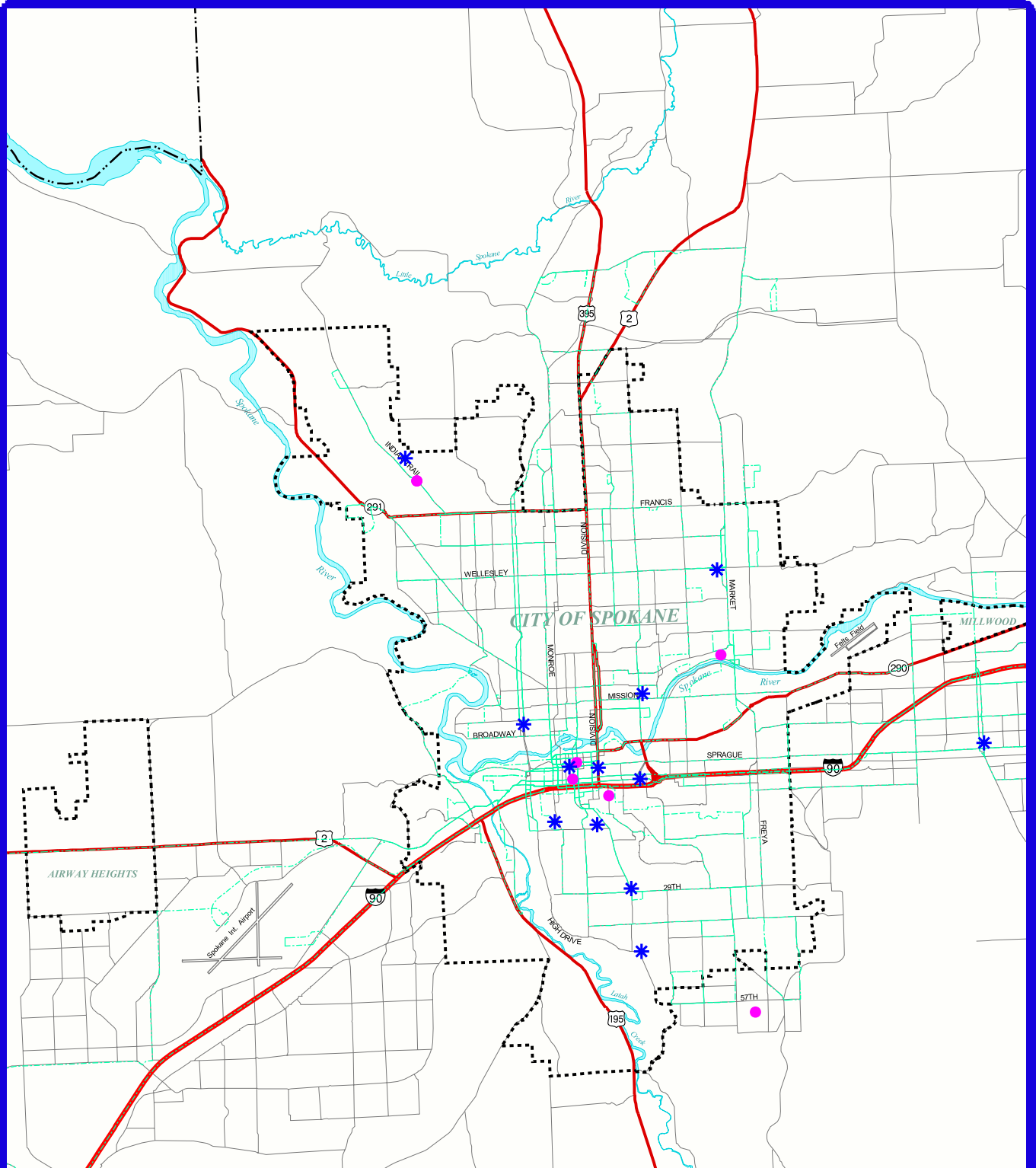
1 0 1 Miles

Source: GIS  
Date: 04/04/2000



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## Foster Care Programs

Map SH 12

### Legend

#### Foster Care Programs

- ★ Residential
- ★ Service Provider

#### STA Bus Routes

#### Base Information

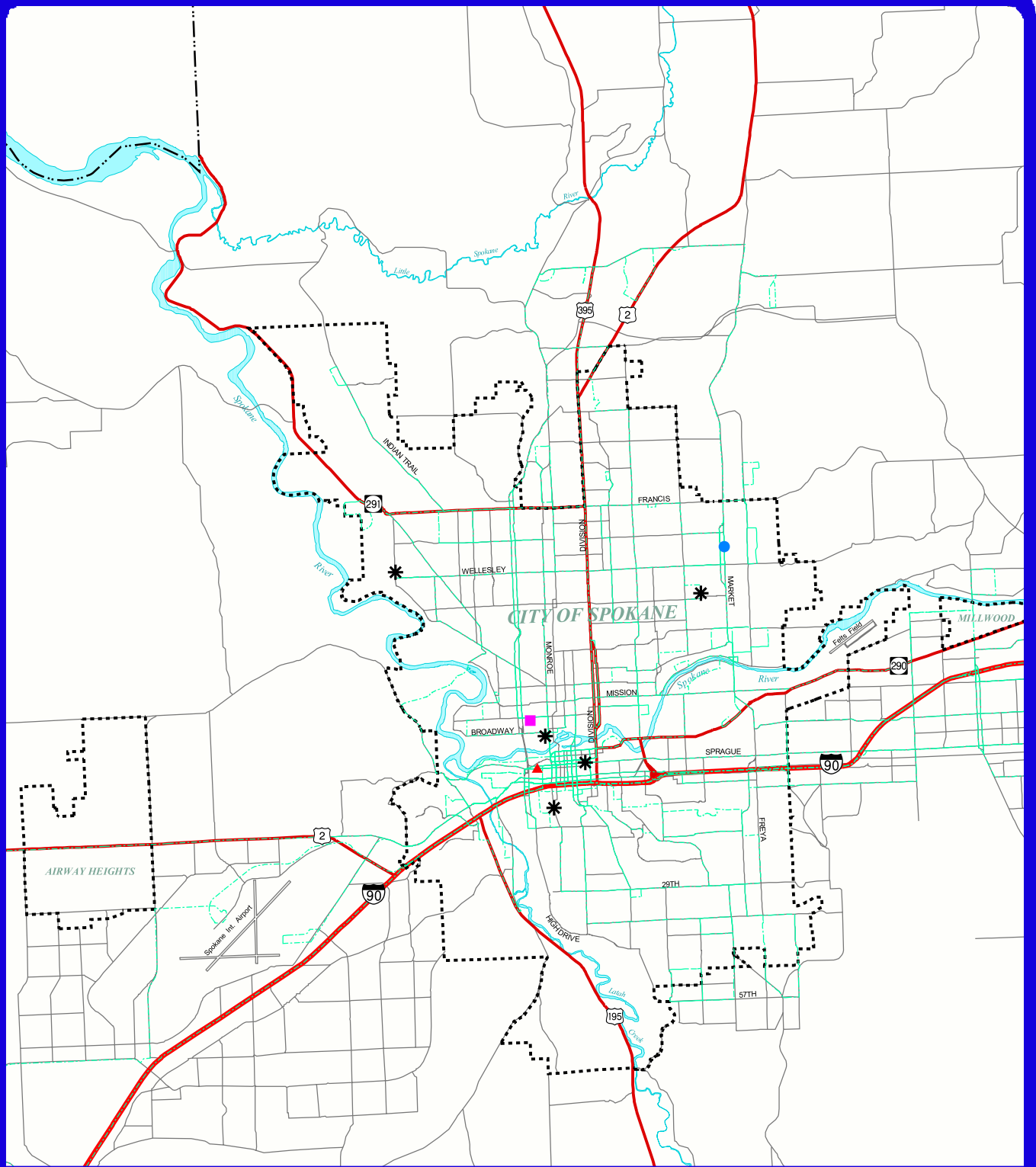
- City Limits
- County Boundary
- Highways
- Major Arterials
- Interstate Highway
- Rivers

1 0 1 Miles

Source: GIS  
Date: 04/04/2000



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## AIDS Programs

Map SH 13

### Legend

#### AIDS Programs

- |                      |                    |
|----------------------|--------------------|
| ▲ Office             | * Service Provider |
| ■ Office/Residential | ● Residential      |
| --- STA Bus Routes   |                    |

#### Base Information

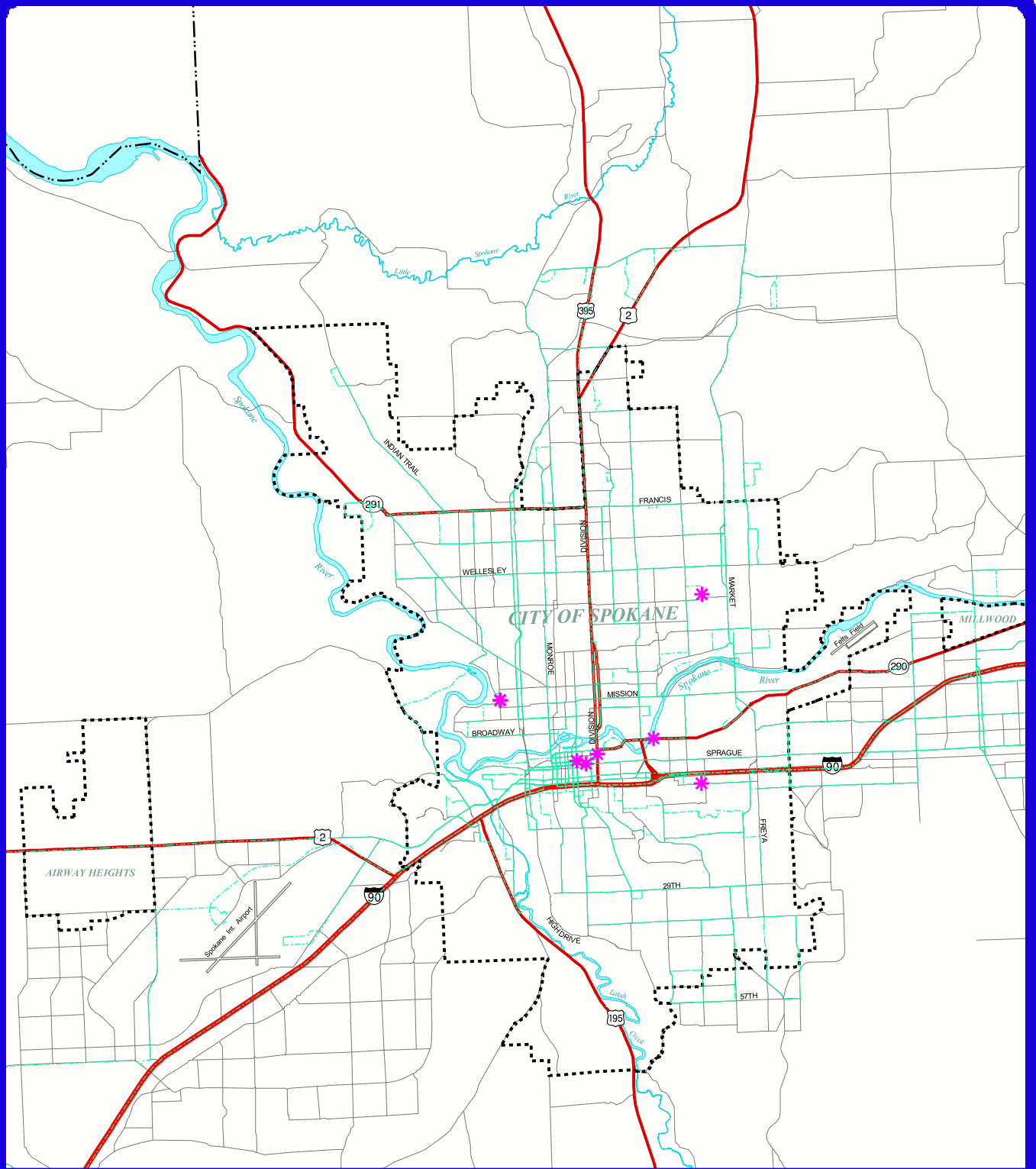
- |                     |                      |
|---------------------|----------------------|
| --- City Limits     | — Major Arterials    |
| -.- County Boundary | — Interstate Highway |
| — Highways          | — Rivers             |

1 0 1 Miles

Source: GIS  
Date: 04/04/2000



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## Health Care Programs for the Uninsured

Map SH 14

### Legend

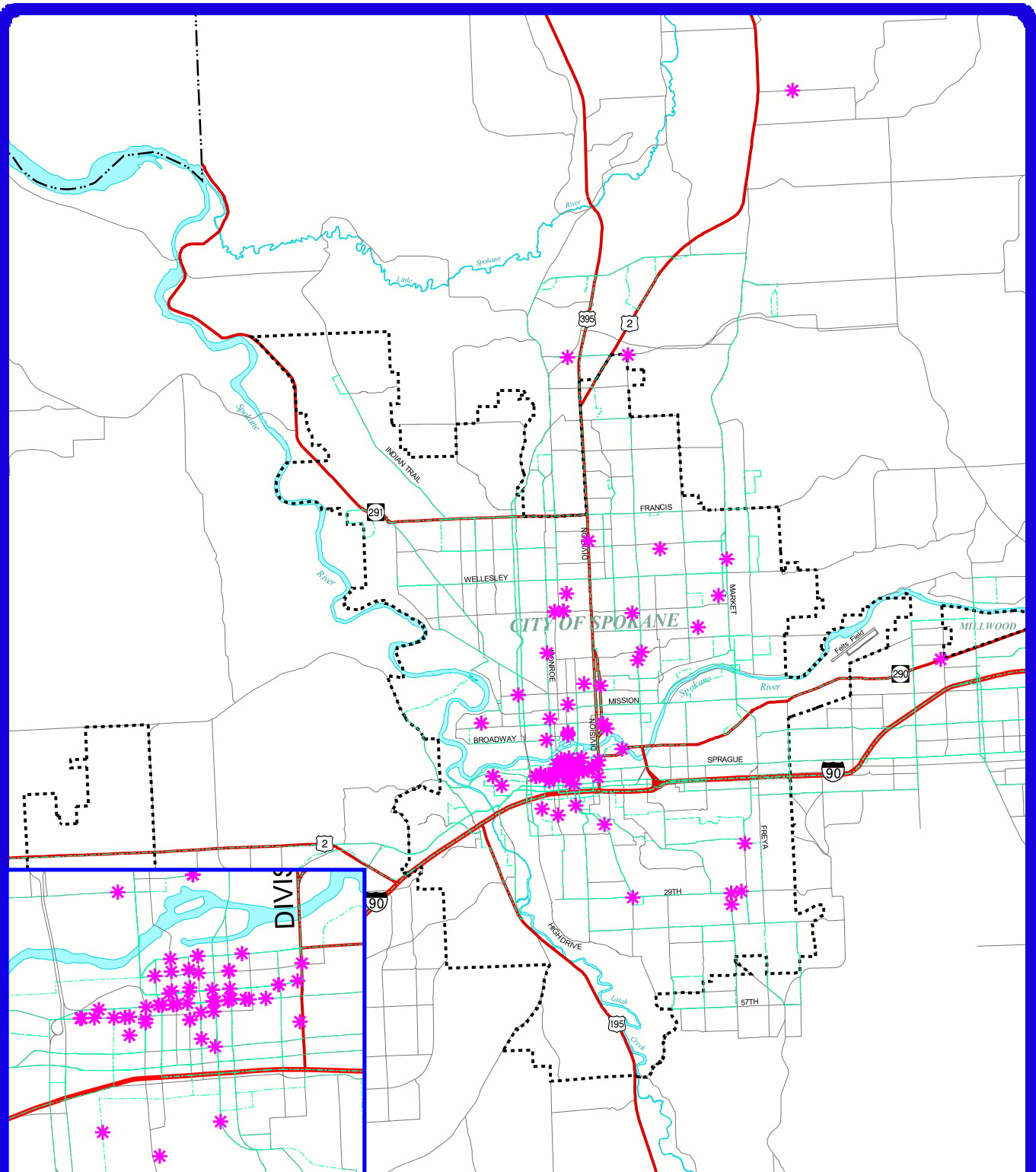
- |  |                      |
|--|----------------------|
| ✱ Health Care Facilities for the Uninsured | --- STA Bus Routes   |
| Base Information                           |                      |
| --- City Limits                            | — Major Arterials    |
| --- County Boundary                        | — Interstate Highway |
| — Highways                                 | — Rivers             |

1 0 1 Miles

Source: GIS  
Date: 04/04/2000



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## Art Locations & Facilities

Map #: SH 11.15

## Legend

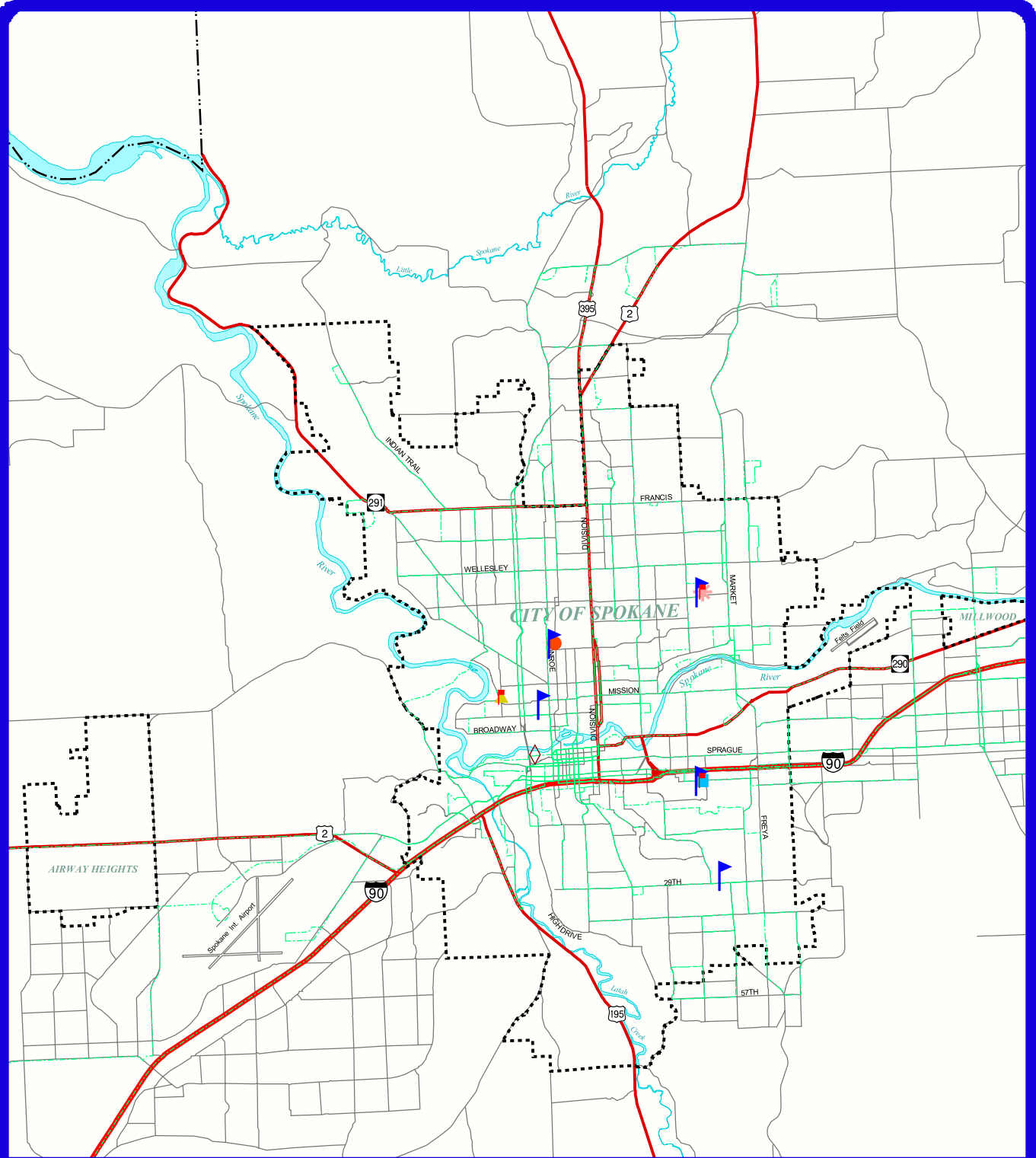
- |                              |                      |
|------------------------------|----------------------|
| ★ Art Locations & Facilities | --- STA Bus Routes   |
| Base Information             |                      |
| --- City Limits              | — Major Arterials    |
| --- County Boundary          | — Interstate Highway |
| — Highways                   | — Rivers             |

1 0 1 Miles

Source: GIS  
Date: 04/04/2000



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## Community Centers

Map SH 16

## Legend

### Community centers

- Corbin
- East Central
- ★ Northeast
- ◊ Peaceful Valley
- ▲ West Central
- ▤ Senior Center
- ▥ Youth Center
- STA Bus Routes

### Base Information

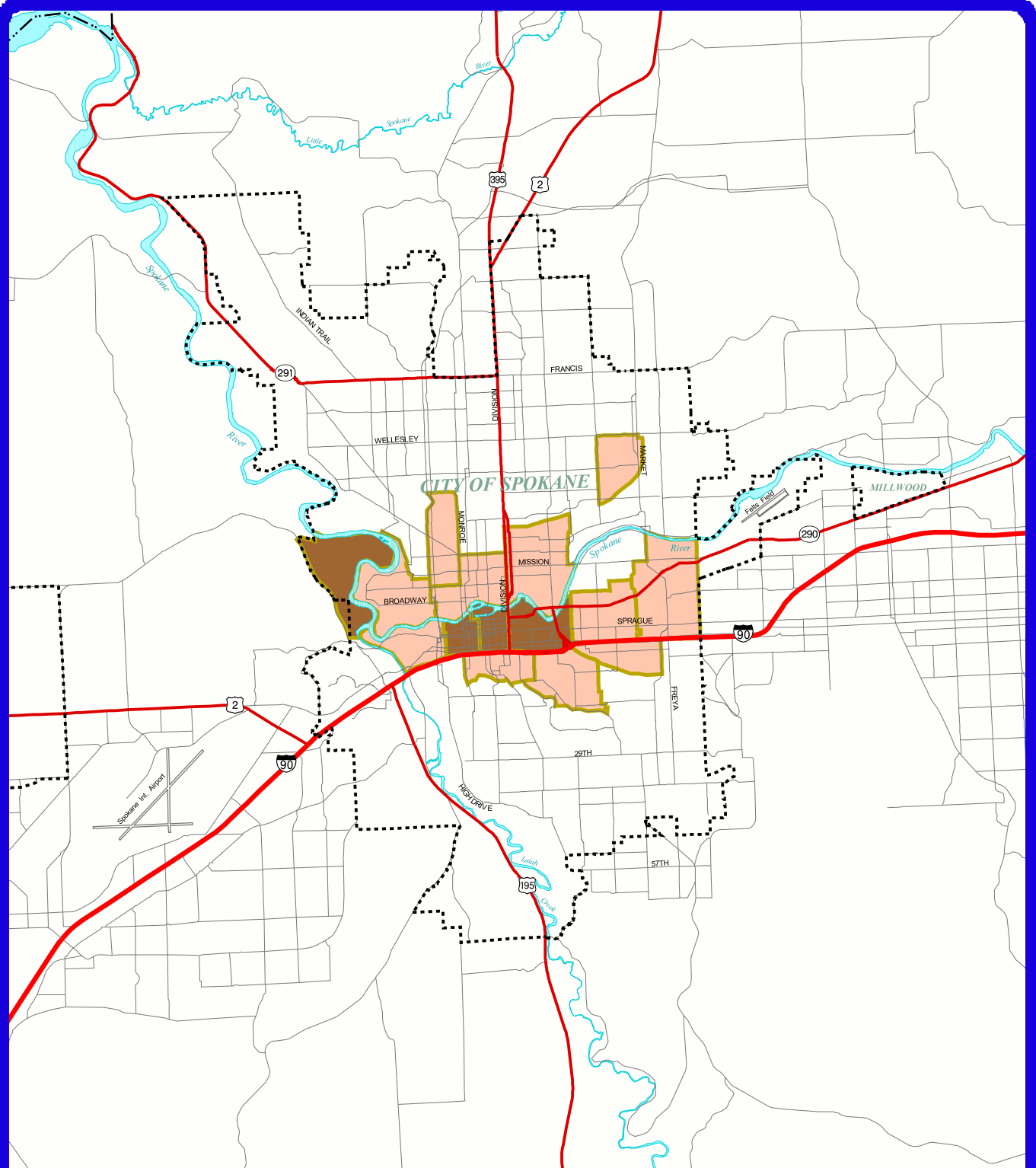
- - - City Limits
- . - County Boundary
- Highways
- Major Arterials
- Interstate Highway
- Rivers

1 0 1 Miles

Source: GIS  
Date: 04/04/2000



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## 1980 Census Poverty Tracts

Map SH 17

### Legend

- 1980 high poverty
- 1980 extreme poverty

### Base Information

- City Limits
- County Boundary
- Highways
- Major Arterials
- Interstate Highway
- Rivers

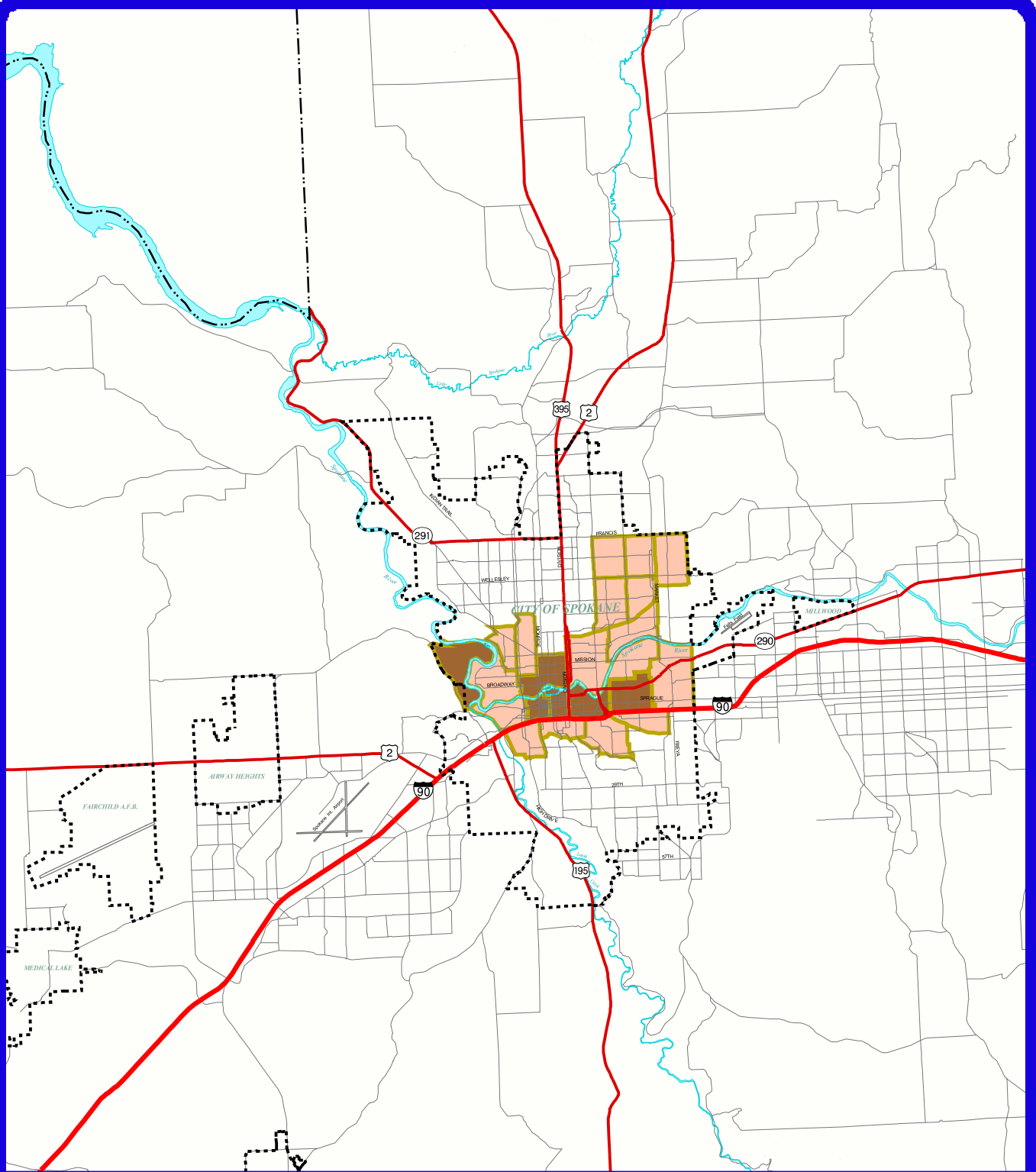
0.6 0 0.6 Miles

Source: GIS  
Date: 4/20/2000



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## 1990 Census Poverty Tracts

Map SH 18

### Legend

- 1990 high poverty
- 1990 extreme poverty

### Base Information

- City Limits
- County Boundary
- Highways
- Major Arterials
- Interstate Highway
- Rivers

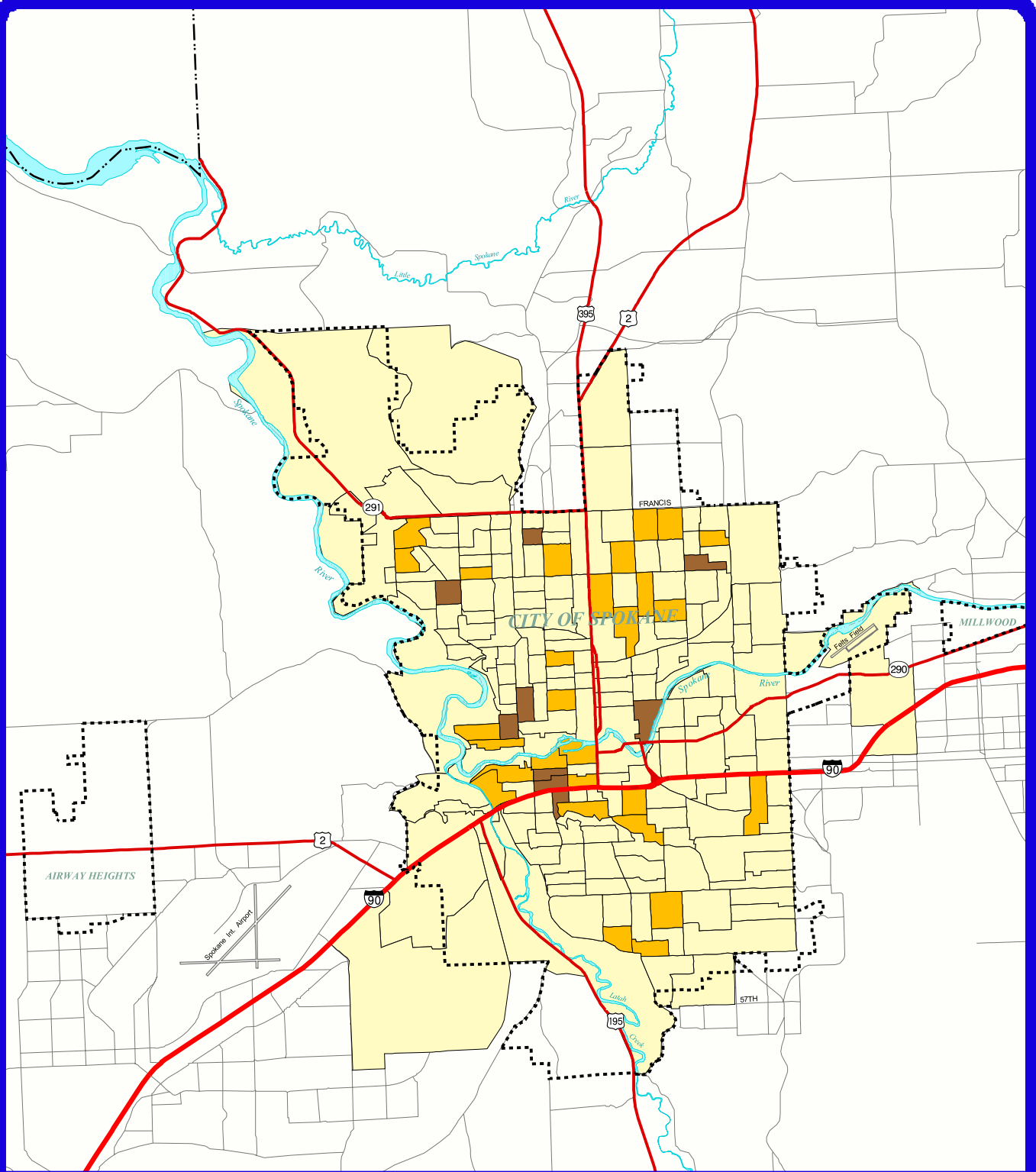
2 0 2 Miles

Source: GIS  
Date: 4/20/2000



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various sources and is subject to constant revision.  
Information shown on this map should not be used to  
determine the location of facilities in relationship  
to property lines, section lines, streets, etc.





### Mobility or Self-Care Limitations (persons/acre)

Map SH 19

#### Legend

Mobility or Self-Care Limitations (persons/acre)

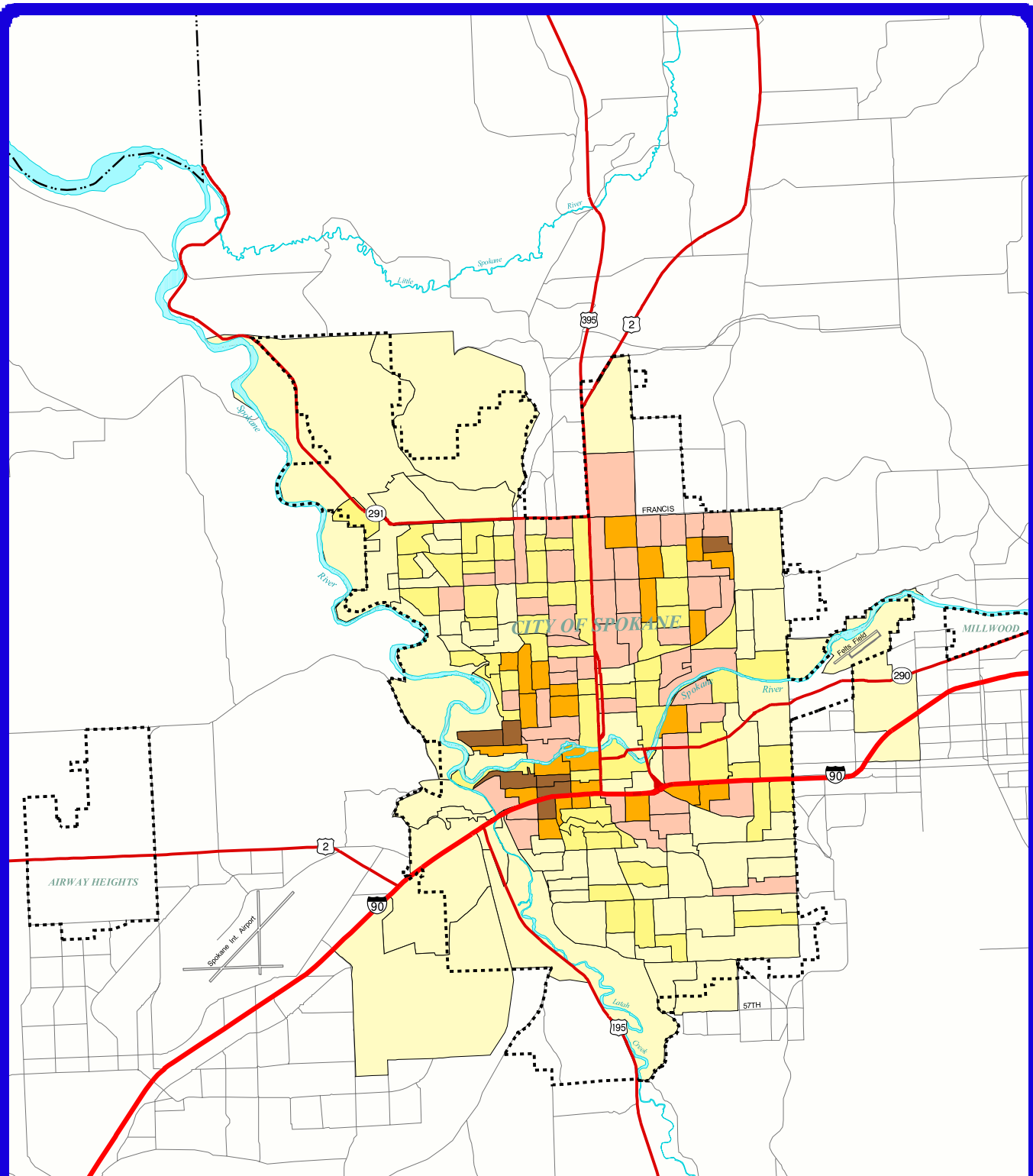
- 0 - 0.2
- 0.2 - 0.5
- 0.5 - 1.5

#### Base Information

<ul style="list-style-type: none"> <li><span style="display: inline-block; width: 20px; border-top: 1px dashed black; margin-right: 5px;"></span> City Limits</li> <li><span style="display: inline-block; width: 20px; border-top: 1px dashed black; margin-right: 5px;"></span> County Boundary</li> <li><span style="display: inline-block; width: 20px; border-top: 1px solid red; margin-right: 5px;"></span> Highways</li> </ul>	<ul style="list-style-type: none"> <li><span style="display: inline-block; width: 20px; border-top: 1px solid gray; margin-right: 5px;"></span> Major Arterials</li> <li><span style="display: inline-block; width: 20px; border-top: 2px solid red; margin-right: 5px;"></span> Interstate Highway</li> <li><span style="display: inline-block; width: 20px; height: 10px; background-color: lightblue; border: 1px solid black; margin-right: 5px;"></span> Rivers</li> </ul>
--	---

1 0 1 Miles

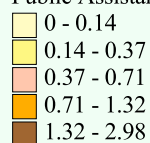
Source: GIS  
Date: 4/25/2000



## Public Assistance Households (#/acre)

### Legend

Public Assistance Households (#/acre)



### Base Information



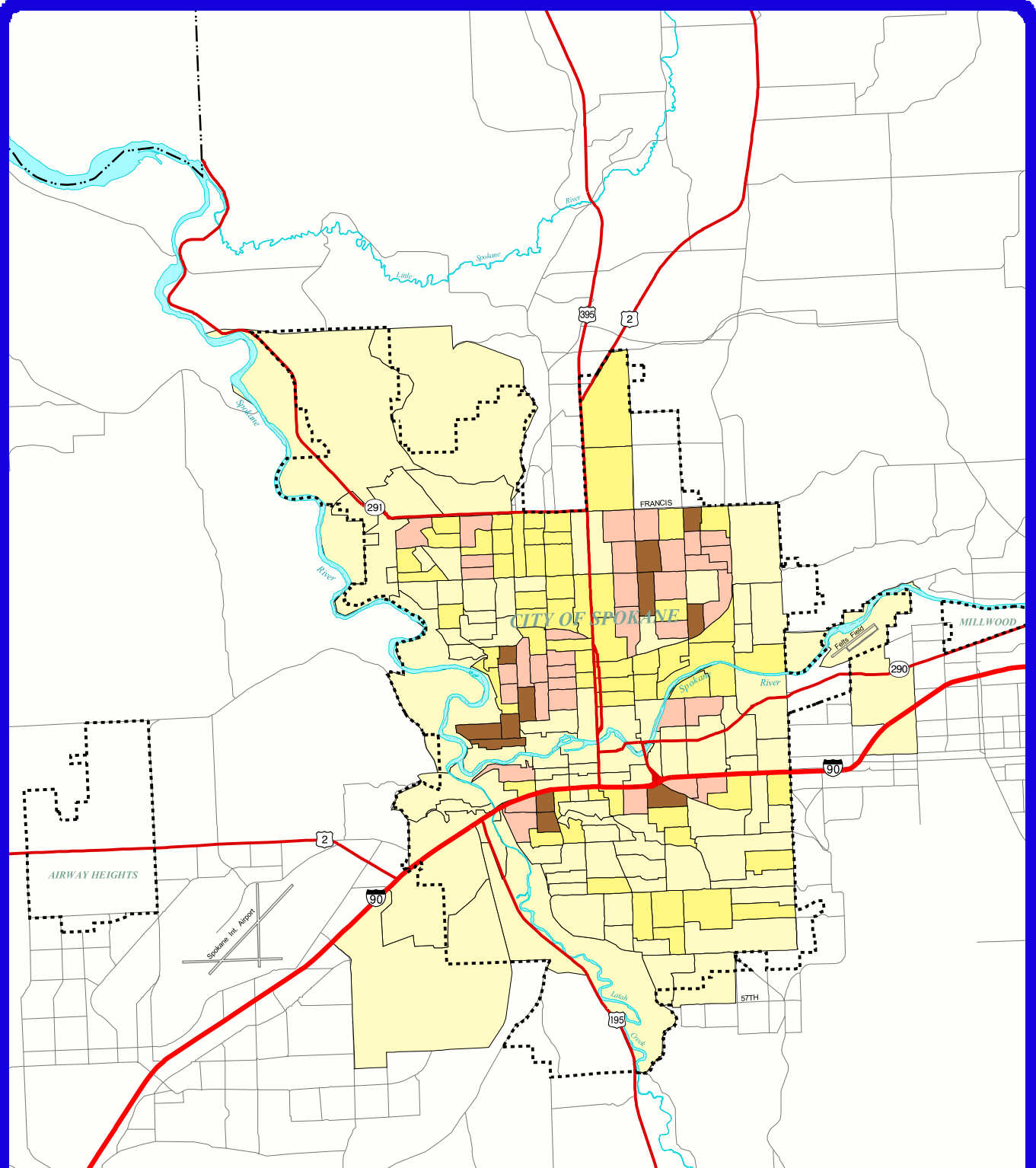
1 0 1 Miles

Source: GIS  
Date: 4/20/2000

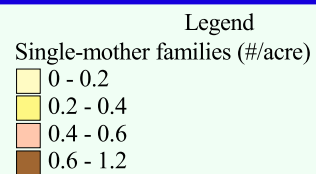


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Map SH 20



## Single-Mother Families (#/acre)



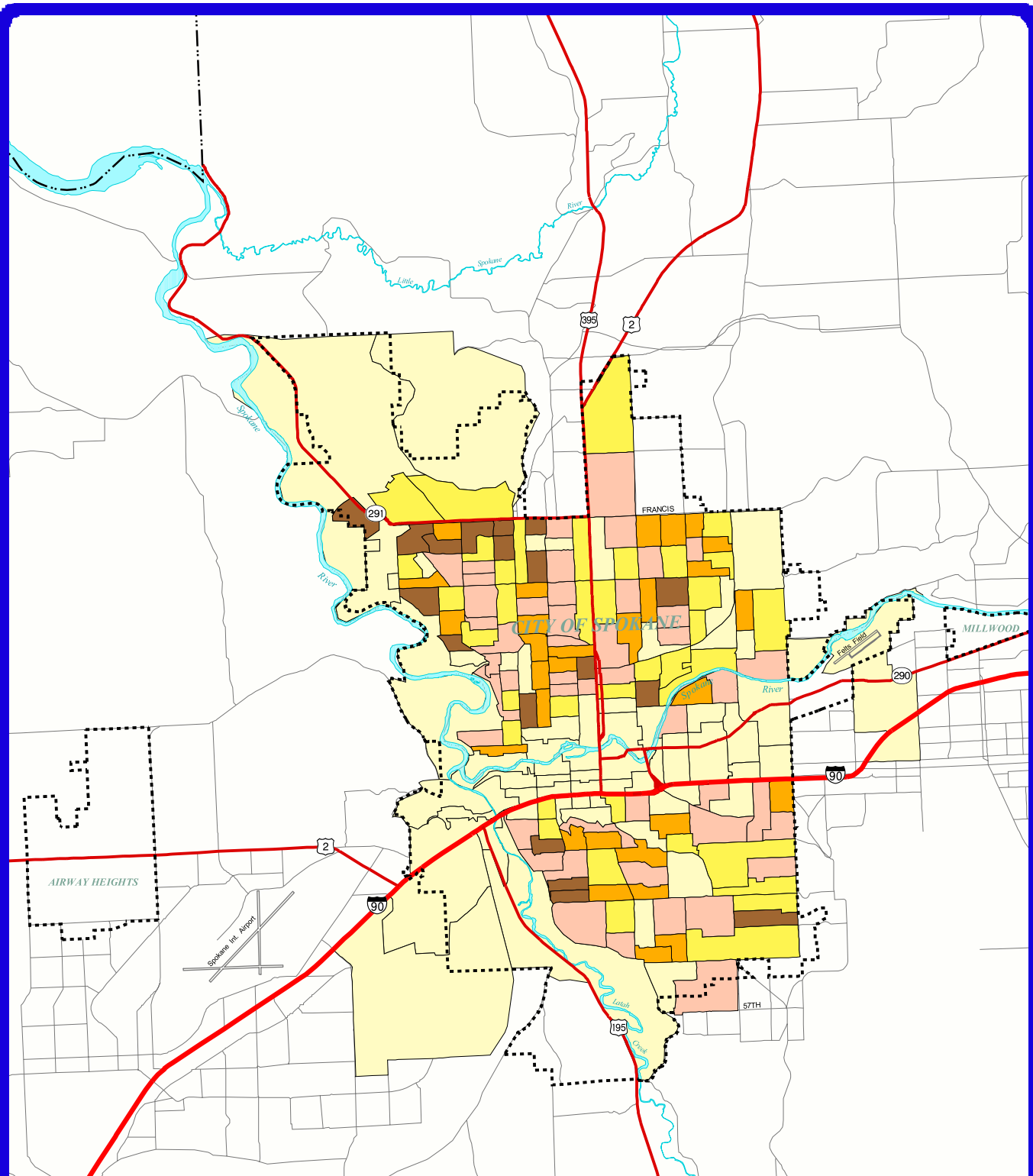
### Base Information



Source: GIS  
Date: 4/20/2000



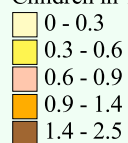
THIS IS NOT A LEGAL DOCUMENT.  
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## Children in Two-Income Families (#/acre)

### Legend

Children in Two-Income Families (#/acre)



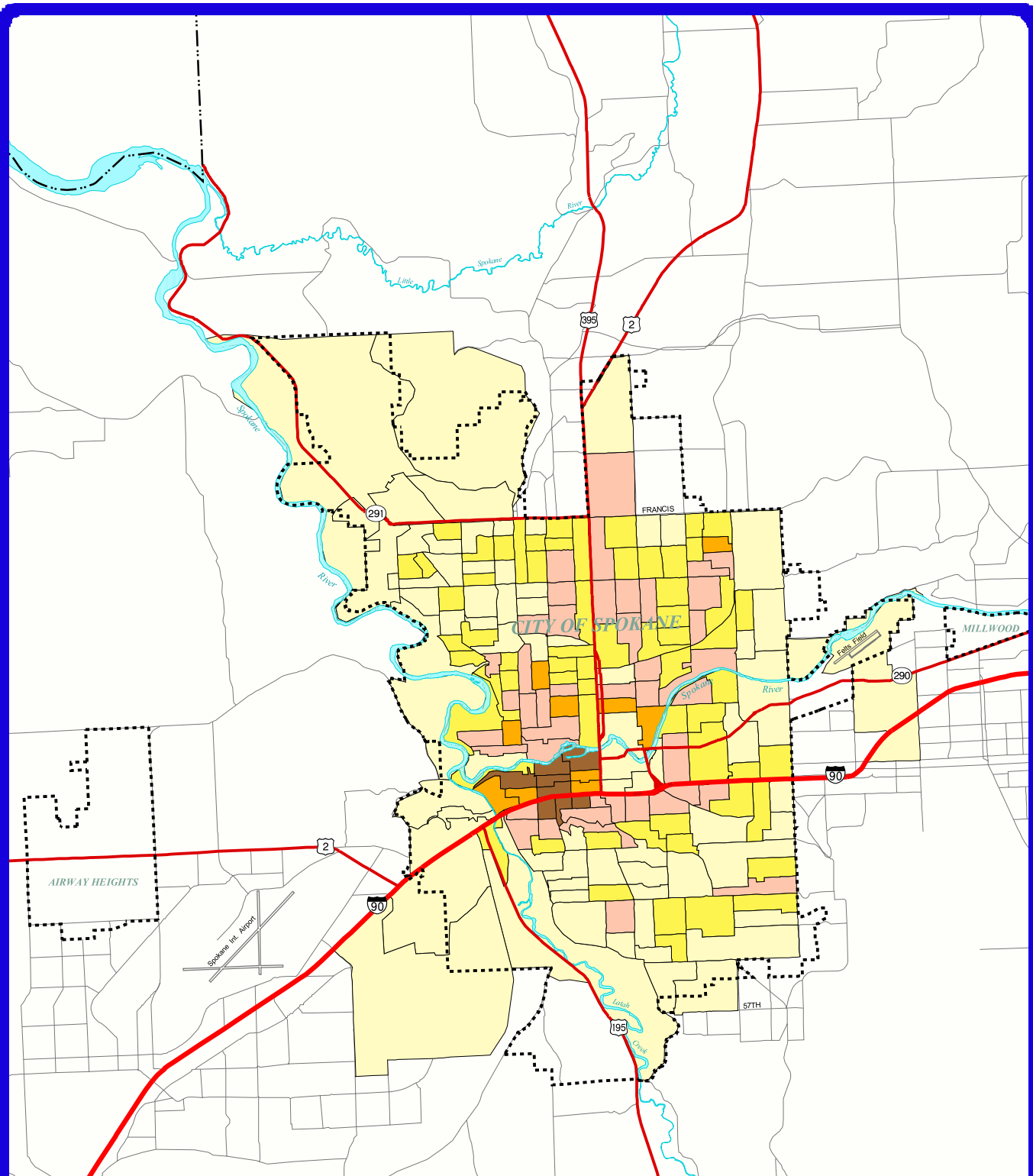
### Base Information



Source: GIS  
Date: 4/20/2000



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## No Vehicle Available (#/acre)

### Legend

#### No Vehicle Available (#/acre)

- 0 - 0.18
- 0.18 - 0.52
- 0.52 - 1.17
- 1.17 - 2.35
- 2.35 - 7.52

#### Base Information

- City Limits
- County Boundary
- Major Arterials
- Interstate Highway
- Highways
- Rivers

1 0 1 Miles

Source: GIS  
Date: 4/20/2000



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Map SH 23

## Chapter 25

# Neighborhoods



"We are beginning to see that it is only through the healthy functioning of neighborhoods that cities function at all."

Ada Louise Huxtable





## CHAPTER CONTENTS

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25.1 A CITY OF NEIGHBORHOODS.....	4
25.2 MAPS.....	6
N 1 Community Development Neighborhoods	
N 2 Neighborhood Councils	

## 25.1 A CITY OF NEIGHBORHOODS

---

### Neighborhood Planning

#### Community Development Neighborhoods

The catalyst for neighborhood planning in Spokane began with the federal government's enactment of the Housing and Community Development Act of 1974. This legislation created the Community Development Block Grant (CDBG) Program, designed to revitalize the nation's older neighborhoods and improve housing conditions. With the passage of the legislation, local governments could apply for federal funds for projects that would meet needs identified by local people.

Recognizing the potential for improved neighborhoods through the CDBG Program, the City of Spokane began its Community Development Program in the first months of 1975. This program provides capital improvement projects and public service programs that primarily benefit those having low and moderate levels of income. In order to involve citizens from the neighborhoods, the city established steering committees composed of neighborhood residents to assist in allocating CDBG funds and implementing projects in those neighborhoods eligible for Community Development Neighborhood status. To qualify as a Community Development Neighborhood, at least 51 percent of the residents in the area must have low to moderate incomes. The low to moderate income area determination is based on information from the U.S. Census, which is conducted every ten years. There are currently thirteen Community Development Neighborhoods, which were established between 1975 and 1990.

The allocation of CDBG funds facilitated the beginning of neighborhood planning. At first, Community Development Neighborhoods were concerned primarily with needs assessment for projects eligible for CDBG funds. The CDBG Program has been used to fund new parks, playground equipment, community centers, sidewalks, sewers, street paving, rehabilitation of houses for low-income homeowners, and public services, including special neighborhood clean-ups.

By the early 1980s, several Community Development Neighborhoods realized the need for a more holistic approach to neighborhood planning. Neighborhoods were facing problems that could not be solved solely by CDBG funds. Issues of particular concern to each neighborhood, such as land use, zoning, neighborhood design, and neighborhood traffic surfaced as elements that should be addressed in neighborhood plans. The city's neighborhood planning program was implemented in order to lend guidance and technical expertise to each neighborhood during development of its neighborhood plan. Neighborhood specific plans, design plans, or improvement plans were developed to add greater detail to the more generalized policies of citywide planning documents, such as the Generalized Land Use Plan, Arterial Street Plan, Bikeways Plan, and Parks, Recreation, and Open Spaces Plan. Neighborhood plans provide more specific policy guidance regarding land use and zoning issues, the desired location of arterial streets and bikeways, and future parks and open space needs. When adopted, neighborhood plans become part of the city's Comprehensive Plan.

The neighborhood planning program eventually branched out to cover all areas of the city, with neighborhood plans frequently involving large areas outside Community Development Neighborhoods. In some cases, only small portions of a planning area involve Community Development Neighborhoods.

#### Neighborhood Councils

Seeking to foster a partnership between the City Council, city staff, and community members, the City of Spokane established the Neighborhood Council Program in September of 1995. One purpose of the program is to enable citizens to participate in city affairs in an advisory or advocate role. In June of 1996, the Office of Neighborhood Services was created and staffed to administer the Neighborhood Council

Program. Currently, as of April of 2000, there are 25 neighborhood councils, 15 of which encompass or partially encompass Community Development Neighborhoods. More councils will be formed in the future. Community Development Neighborhoods still function as separate entities for funding purposes. They are eligible for CDBG funds within their boundaries, even though many of them lie within the larger boundaries of a neighborhood council.

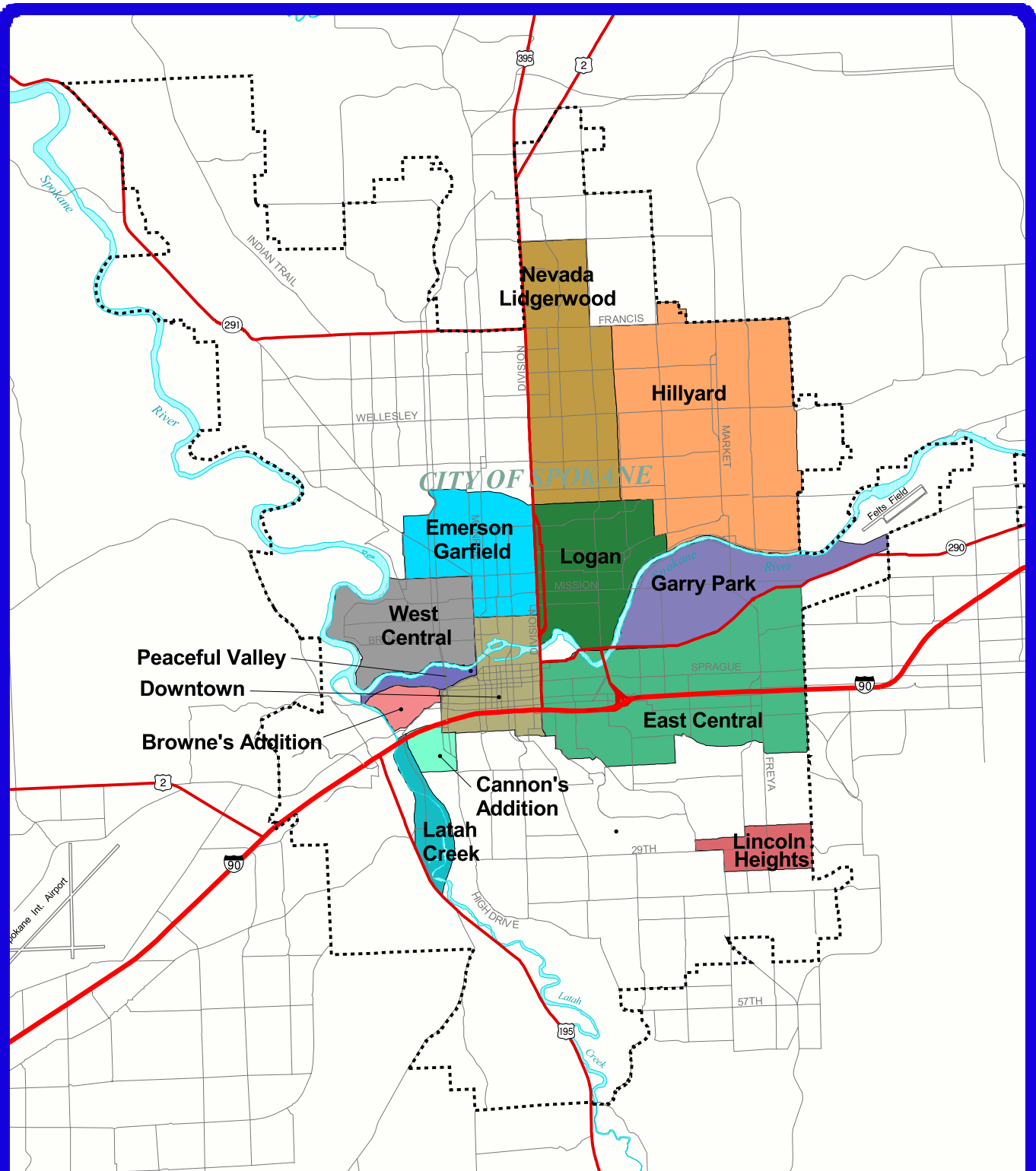
The Community Assembly is a coalition of neighborhood councils and serves as a forum for discussion of issues of broad interest. Each neighborhood council selects one representative with a designated alternate to serve on the Community Assembly. The representatives serve the interests of their respective neighborhood council.

## 25.2 MAPS

---

N 1 Community Development Neighborhoods

N 2 Neighborhood Councils



## Community Development Neighborhoods

Map N 1

## Legend

### Base Information

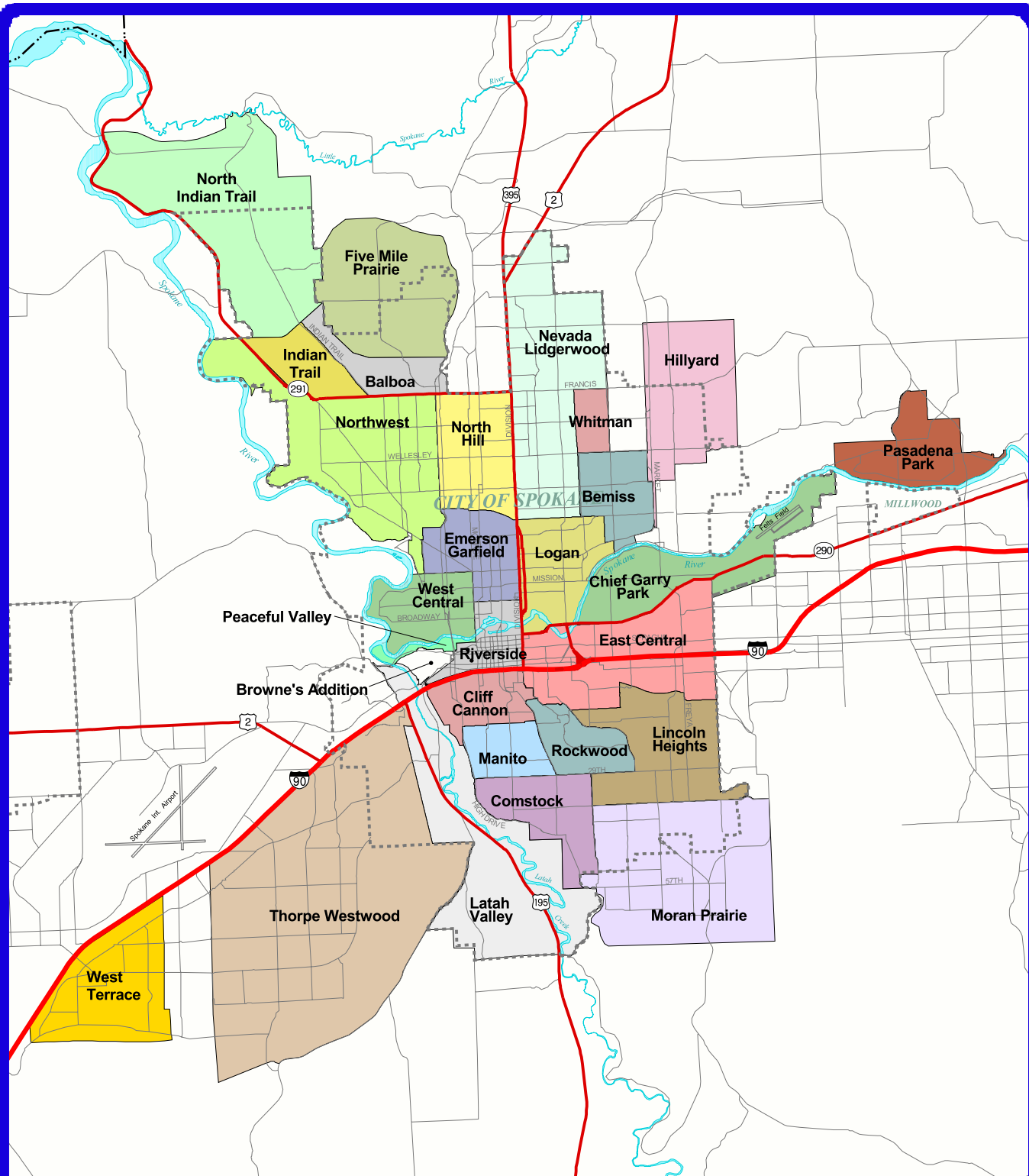
- |                     |                      |
|---------------------|----------------------|
| --- City Limits     | — Major Arterials    |
| --- County Boundary | — Interstate Highway |
| — Highways          | — Rivers             |

1 0 1 Miles

Source: GIS  
Date: 04/10/2000



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## Neighborhood Councils

Map N 2

## Legend

### Base Information

- |                     |                      |
|---------------------|----------------------|
| --- City Limits     | — Major Arterials    |
| --- County Boundary | — Interstate Highway |
| — Highways          | — Rivers             |

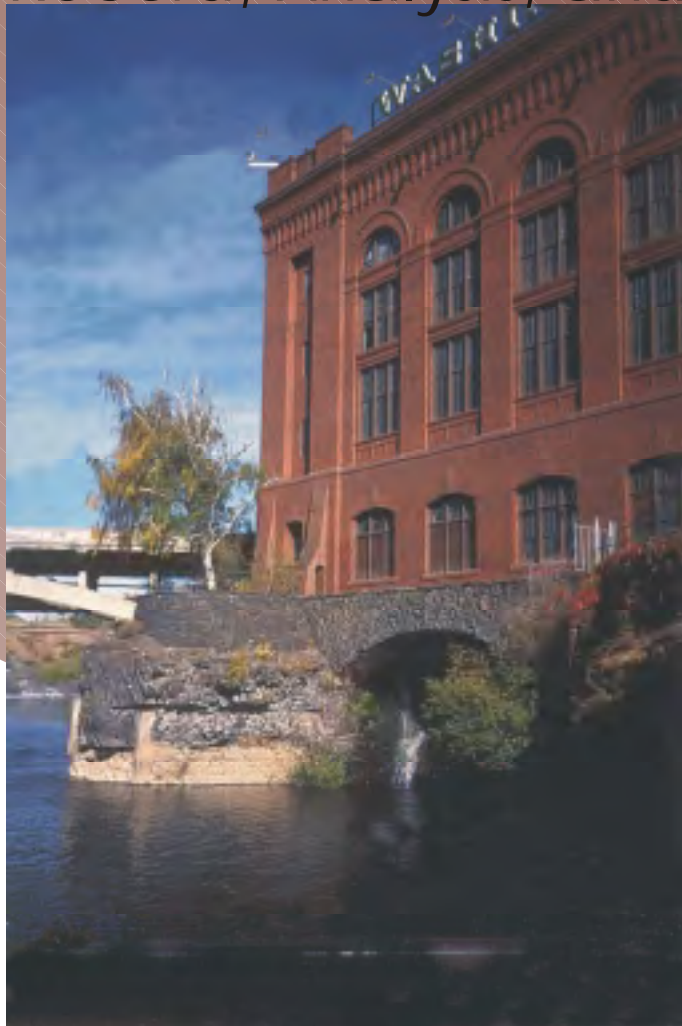
1 0 1 Miles

Source: GIS  
Date: 04/10/2000



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## Chapter 26 Annotated List of Supporting Record, Analysis, and Materials



"Knowledge is power."  
Francis Bacon





# ANNOTATED LIST OF SUPPORTING RECORD, ANALYSIS, AND MATERIALS

---

All materials referenced in this chapter are available in the City of Spokane's Planning Department at West 808 Spokane Falls Boulevard, Room 200.

## All Chapters

Butler & Associates. SEPA/GMA Workbook. Washington State Department of Community Development, January 1993.

This workbook outlines a process for integrating the requirements of the State Environmental Policy Act and the Growth Management Act.

City of Spokane Planning Services. Community Issues: The Second Phase in the Spokane Horizons Process. Spokane: City of Spokane.

The document provides lists the visions and value statements for each comprehensive plan topic and lists the planning issues surrounding each topic.

---. Ideas for Community Solutions: A Compilation of Citizen Brainstorming to Find Answers to Issues Affecting Our Community's Future. Spokane: City of Spokane, 1997.

This report presents the work of nine Spokane Horizons Topic Work Groups, which brainstormed solutions to community issues over a four-month period.

Spokane Horizons. Visions & Values. Spokane: City of Spokane, 1996.

This short document contains the citywide vision and the visions and values associated with each major topic element of the comprehensive plan.

## EIS

City of Spokane. City of Spokane 2000 Budget. Spokane: City of Spokane, 2000.

City of Spokane. Land Quantity Analysis Report. Spokane: City of Spokane, 2000.

City of Spokane Planning Services Department. Preliminary Draft Comprehensive Plan. Spokane: City of Spokane, 2000.

Huckell/Weinman Associates, Inc. Issue Paper: Land Use, Critical Areas and Capital Facilities. 1997.

Spokane County. Countywide Planning Policies for Spokane County. Spokane, Spokane County, 1997.

Spokane County. Draft Comprehensive Plan 2000/Draft SEIS. Spokane: Spokane County, 2000.

Spokane County. The Interim Urban Growth Area Revisited. Spokane: Spokane County, 1999.

Spokane Regional Transportation Council (SRTC). Spokane Metropolitan Area Metropolitan Transportation Plan. Spokane: SRTC, 1999.

Transpo Group. Draft Level of Service Standards & Concurrency Management System. 2000.

## Land Use

Enger, Susan C. Preparing the Heart of Your Comprehensive Plan: A Land Use Element Guide. State of Washington: Department of Community Development, 1993.

This guidebook explores land use issues, provides helpful hints, and sets forth basic steps to prepare a land use element that is consistent with the GMA requirements.

GMA Siting of Essential Public Facilities Committee of Technical Experts. Growth Management Siting of Essential Public Facilities Technical Committee Report. Spokane: City of Spokane, 1996.

This document provides information on essential public facilities via maps, inventories, and various narrative passages.

## Transportation

Barnard Dunkelberg & Company, et al. Felts Field Airport Master Plan. Spokane: Felts Field Airport, 1994.

The plan contains an inventory, aviation activity demand forecasts, capacity analysis, facility requirements, development concept and alternatives analysis, airport plans, development program, and financial program for Felts Field Airport.

City of Spokane. Six-Year Comprehensive Street Program: 2000-2005. Spokane: City of Spokane, 1999.

The plan's basic purpose is to identify public street needs and develop future street projects to address the needs. Preliminary estimates of budgets, schedules, and financial plans are presented.

Spokane Regional Transportation Council. Regional Transportation Plan. Spokane: SRTC, 1994.

This plan has been formulated to describe an intermodal approach that, when applied, meets the mobility needs of people, freight, and goods until the year 2020.

Spokane Regional Transportation Council and David Evans and Associates, Inc. Spokane Regional Pedestrian/Bikeway Plan. Spokane: SRTC, 1996.

This document was drafted by the SRTC in order to provide Spokane with a comprehensive bicycle and pedestrian-specific transportation plan that builds upon previous planning efforts.

Spokane Transit Authority. Transit Development Plan: 2000-2006. Spokane: STA, 1999.

It is a comprehensive, general short-range plan that provides the framework for operation for the Spokane Transit Authority.

---. Service Planning Guidelines. Spokane: STA, 1998.

This document provides the guidelines for planning new services and improvements to existing services, provides a framework for the evaluation of the efficiency, effectiveness, and equity of services, and provides tools to communicate these guidelines to the public.

TRA Airport Consulting, et al. Spokane International Airport Master Plan Update: 1990-2010. Spokane: Spokane Airport Board, 1993.

The report documents in narrative, tabular, and graphic form the analyses, findings, and recommendations resulting from the study effort.

## Capital Facilities and Utilities

CH2M Hill Northwest, Inc., et al. Comprehensive Water Plan for the City of Spokane. 2 vols. Spokane: City of Spokane, 1991.

This plan investigates, reviews, and evaluates the existing water system and its operations in order to develop an improvement plan of major system facilities for the future.

---. Spokane County Comprehensive Solid Waste Management Plan Update-Final Draft. Spokane: Spokane Regional Solid Waste System, 1998.

The plan documents the existing waste management policies and handling methods and establishes a waste management framework that will help guide Spokane County.

City of Spokane. Six-Year Comprehensive Sewer Program: 2000 through 2005. Spokane: City of Spokane, 1999.

The program plan is comprised of future sewer projects to be accomplished by the city.

City of Spokane. Six-Year Comprehensive Water Program: 2000 through 2005. Spokane: City of Spokane, 1999.

The purpose of the program document is to provide the city with a specific plan for implementing projects that address public water needs.

Huckell/Weinman Associates, Inc. Issue Paper: Land Use, Critical Areas and Capital Facilities.

Huckell/Weinman Associates, Inc, June 1997.

This paper addresses potential land use, critical area, capital facilities and transportation issues.

Infrastructure Review Team, et al. Spokane County Infrastructure Review Summary. Spokane: Spokane County, 1998.

This document was especially designed to help decision-makers better understand the current state of Spokane's infrastructure.

Water Quality and Quantity Technical Committee. Water Quality and Quantity Technical Committee Report. Spokane: Spokane Growth Management Steering Committee, 1996.

This document provides background information on state and federal laws concerning water quality and quantity in Spokane County. The limits on water quantity and quality, sewage disposal, and storm water are also discussed.

## Housing

Community Development Department. Affordable Housing Report. Spokane: Community Development Department, 1996.

This text provides the presentation information that was given to the Spokane City Council concerning the housing market, its current conditions, and its needs.

Department of Community Development. Consolidated Community Development and Housing Plan. Spokane: City of Spokane, 1999.

The plan contains an inventory, needs assessment, strategic plan, and action plan relative to housing and special needs populations.

Spokane-Kootenai Real Estate Research Committee. The Real Estate Report: Regional Research on Spokane and Kootenai Counties. 23.1, Spokane: 1999.

This semi-annual report is prepared by a non-profit corporation that provides a means for developing a reliable database of statistics and trends in real estate and related activities in Spokane County; these reports include feature articles on major topics affecting the region.

## Economic Development

The City of Spokane and The Downtown Spokane Partnership. Plan for a New Downtown. Spokane, City of Spokane, 1999.

The plan serves as a community-based development plan for downtown Spokane.

Momentum. The New Century Plan. Spokane: Momentum, 1996.

It is a community-based plan that has developed strategies and benchmarks for economic development and quality of life issues.

Spokane Area Economic Development Council. Focus 21: A Regional Economic Growth Strategy for the 21<sup>st</sup> Century. Spokane: Spokane Area EDC, 1996.

This document is an action plan to create 10,000 new, higher paying jobs for the Spokane Inland Northwest Region.

---. Spokane. Spokane: Spokane Area EDC 1998.

A compilation of Spokane area facts used to familiarize new businesses with Spokane.

## Natural Environment

City of Seattle Planning Department. The City of Seattle's Environmental Action Agenda. City of Seattle, 1992.

This document established the environmental agenda for the City of Seattle.

City Plan Commission. Shoreline Master Program. Spokane: City of Spokane, 1994.

The 1994 Shoreline Master Program was recommended for approval by the Plan Commission to the City Council. The City Council never adopted the document.

Knutson, Lea K. and Virginia L. Naef. Management Recommendations for Washington's Priority Habitats: Riparian. Washington Department of Fish and Wildlife, December 1997.

This document contains the management recommendations for riparian habitats.

Marsh, William M. Landscape Planning Environmental Applications. John Wiley & Sons, Inc., 1991.

A book that integrates land planning, land science, and landscape design.

Milner, Ruth and Elizabeth Rodrick. Management Recommendations for Washington's Priority Habitats and Species. Washington Department of Fish and Wildlife, May 1991.

This document contains the management recommendations for forest associated priority species.

Office of Management and Planning. Promoting Environmental Stewardship in Seattle. City of Seattle, 1994.

The purpose of this annual progress report is to review the City of Seattle's efforts to implement its Environmental Action Agenda.

WDFW Habitat Program. Priority Habitats and Species List. Washington Department of Fish and Wildlife, January 1996.

This document is a list of all priority habitats and species in the State of Washington.

## Social Health

Aging and Long Term Care of Eastern Washington. Four Year Plan: 1996-1999 Area Plan on Aging and Long Term Care. Spokane: Aging and Long Term Care of Eastern Washington, 1995.

This official report reviews trends, factors, and programs related to aging and long-term care.

Department of Community Development. Consolidated Community Development and Housing Plan. Spokane: City of Spokane, 1999.

The plan contains an inventory, needs assessment, strategic plan, and action plan relative to housing and special needs populations.

GMA Siting of Essential Public Facilities Committee of Technical Experts. Growth Management Siting of Essential Public Facilities Technical Committee Report. Spokane: City of Spokane, 1996.

This document provides information on essential public facilities via maps, inventories, and various narrative passages.

Health Improvement Partnership. Spokane Community Report Card. Spokane: Health Improvement Partnership, 1998.

The report reviews current indicators against which Spokane can measure its progress toward a healthy community.

Health Improvement Partnership and Spokane County Health District. Indicators of Spokane County Environments and Your Health: 1996-1997. Spokane: Spokane County Health District, 1997.

Thematically arranged, this book serves as part one of a three part series that contains a detailed review of current indicators against which Spokane can measure its progress toward a healthy community.

---. Indicators of Spokane County Child and Family Environments: 1996-1997. Spokane: Spokane County Health District, 1997.

Thematically arranged, this book serves as part two of a three part series that contains a detailed review of current indicators against which Spokane can measure its progress toward a healthy community.

---. Indicators of Spokane County Individual Environments: 1997-1998. Spokane: Spokane County Health District, 1998.

Thematically arranged, this book serves as part three of a three part series that contains a detailed review of current indicators against which Spokane can measure its progress toward a healthy community.

Jones, Helen, et al. City of Spokane Continuum of Care Plan for the Homeless: 1999. Spokane: City of Spokane, 1999.

An inventory, gap analysis and action plan for serving the needs of the homeless population are found in this annual report.

McCollim, Kimberley A. Feminization of Poverty in Spokane Washington. Thesis. Eastern Washington University, 1998.

The research report addresses trends and issues unique to single female households living in poverty.

McGlathery, Hal. "Summaries of Community Center Operations." City of Spokane Parks, Recreation, and Open Spaces Plan. Spokane: City of Spokane, 1999.

This summarizes program purposes, descriptions, resources, budgets, and challenges relative to ten community centers, which receive support from the City of Spokane Department of Parks and Recreation.

Mobley, Karen. "Arts Belong in All Schools as Part of the Core Curriculum." Spokane Arts: Letter/Events Calendar. Jan./Feb. 1999.

The article argues that exposure to the arts while in school aides in one's ability to learn, adapt to change, and be successful in later life.

Spokane Arts Commission. Action Arts: A Community Cultural Plan for Spokane, Washington. Spokane: Spokane Arts Commission, 1995.

The action plan outlines goals, actions, timelines, and implementation partners relative to increasing the presence of arts in Spokane. It includes an attached list of moveable arts assets.

Spokane Arts Commission and Chamber Arts Committee. Economic Impacts of the Arts in Spokane-1997 Data. Spokane: Spokane Area Chamber of Commerce, 1997.

The report provides an inventory and analysis of the contribution arts make to Spokane's economy.

Spokane Public Library. 1997 Strategic Service Plan. Spokane: Spokane Public Library, 1997.

It is the strategic plan that guides library program development for 1997 to 2002, including attached inventory, dated October 5, 1999.

Spokane Public School District 81. 1998 Bond Projects. Table. Spokane: SPSD, 1999.

The table lists the bond projects that were previously approved and sites the rate of their completion, anticipated completion date, and the amount of money allocated for the project.

---. Elementary & Secondary Schools By Percentage of Enrollment Eligible for Free and Reduced Lunch-January 1999. Table. Spokane: SPSD, 1999.

The table provides statistics for the number of students eligible for free or reduced lunches in Spokane's elementary and secondary schools.

---. District 81 Middle School Alternative Program Summary. Table. Spokane: SPSD, 1999.

The table provides enrollment figures and details for the alternative programs operating in Spokane.

---. Procedure Manual. Spokane: SPSD, 1999.

It provides guidelines and procedures for the use of the school facilities.

---. Projected Spokane School District No. 81 Enrollments: 2000-2004. Table. Spokane: SPSD, 1999.

The table provides a history of enrollment and projects the future enrollment for the elementary, middle, and high schools in Spokane.

---. Spokane Public Schools. Online: [www.sd81.k12.wa.us](http://www.sd81.k12.wa.us). Internet. 1999.

The website examines the various educational programs provided by the school district.

---. Spokane School District No. 81- Headcount October 1999 Revision. Table. Spokane: SPSD, 1999.

By grade level, the table lists the number of students attending each school in Spokane.

---. Welcome to Spokane Public Schools. Brochure. Spokane: SPSD, 1999.

It provides maps illustrating the location of elementary, middle, and high schools in Spokane.

Vacha, Edward, June Shapiro, and Kimberly McCollim. Poverty in Spokane: 1980 and 1990 Census Data. Spokane: City of Spokane and Gonzaga University, 1994.

The special report describes the trend of increasing poverty rates in the City of Spokane from 1980 to 1990, compares poverty rates between the City of Spokane and Spokane County, and discusses social factors related to poverty.

## Neighborhoods

City of Spokane. "Litter and Rubbish." Spokane Municipal Code. (1996): Section 10.08.010.

It contains the codification of the general ordinances of the City of Spokane; this section addresses litter and rubbish code violations.



---. “Nuisance.” Spokane Municipal Code. (1993): Section 10.08.030.

It includes the codification of the general ordinances of the City of Spokane; this section addresses nuisance code violations.

GMA Siting of Essential Public Facilities Committee of Technical Experts. Growth Management Siting of Essential Public Facilities Technical Committee Report. Spokane: City of Spokane, 1996.

This document provides information on essential public facilities via maps, inventories, and various narrative passages.

## **Parks, Recreation, and Open Spaces**

Enger, Susan C. Designating Your Community Open Space. Washington State Department of Community Development, 1993.

This is a parks, recreation, and open space planning guide.

Spokane City Council, Park Board, and Plan Commission. Park and Open Spaces Plan. Spokane: City of Spokane, 1989.

This is the currently adopted park and open space plan.