

**STAFF REPORT ON COMPREHENSIVE PLAN  
MAP AMENDMENT APPLICATION  
File Z19-070COMP; Map TR12 Amendment related to a section of Crestline Street**

**I. SUMMARY OF REQUEST:**

**DESCRIPTION OF PROPOSAL:** Amendment of the Proposed Arterial Network Map (Map TR12) in Chapter 4 (Transportation) of the City's Comprehensive Plan. This amendment is proposed to remove the designation of "urban major collector arterial" and "proposed urban major collector arterial" on Crestline Street between 37<sup>th</sup> Avenue and Southeast Boulevard at 31<sup>st</sup> Avenue.

**II. GENERAL INFORMATION**

<b>Applicant:</b>	Spokane City Council
<b>Location of Proposal:</b>	Crestline Street between 37 <sup>th</sup> Avenue and Southeast Boulevard at 31 <sup>st</sup> Avenue.
<b>Existing Plan Designation:</b>	"urban major collector arterial" and "proposed urban major collector arterial"
<b>Proposed Plan Designation:</b>	No arterial designation
<b>SEPA Status:</b>	A SEPA threshold Determination of Non-Significance (DNS) was made on March 6, 2019. The appeal deadline is 5 p.m. on March 26, 2019.
<b>Enabling Code Section:</b>	SMC 17G.020, Comprehensive Plan Amendment Procedure.
<b>Plan Commission Hearing Date:</b>	March 27, 2019
<b>Staff Contact:</b>	Tirrell Black, Associate Planner; <a href="mailto:tblack@spokanecity.org">tblack@spokanecity.org</a>
<b>Staff Recommendation:</b>	Approve

**III. BACKGROUND INFORMATION**

In 2017, the City of Spokane, during its periodic update to the Comprehensive Plan, adopted a new Proposed Arterial Street Map, Map TR12, Chapter 4 Transportation ("Map TR 12"). As amended, Map TR 12 included a designation of "urban major collector" for the developed section of Crestline (37<sup>th</sup> to 32<sup>nd</sup>), and a designation of "proposed urban major collector" for the undeveloped right of way of Crestline (from 32<sup>nd</sup> Avenue), which makes a connection to Southeast Blvd (in the vicinity of 31<sup>st</sup> Avenue). These proposed designations have not been implemented in the City of Spokane Official Arterial Street Map, SMC 12.08.040. In that map, Crestline's status as a collector arterial ends at 37<sup>th</sup> Avenue.

Prior to the 2017 amendment, Map TR12 designated Crestline, south of 37<sup>th</sup>, as an “urban major collector”. The 2017 amendment was proposed in order to maintain Crestline’s “collector” designation along its anticipated future connection to Southeast Blvd on existing dedicated public right-of-way.

On July 9, 2018, the Spokane City Council adopted Resolution 2018-0061. The Resolution amended the City’s Comprehensive Plan Amendment Annual Work Program to include a proposed amendment to Map TR 12 that would remove the proposed major collector arterial designation from Crestline Street between 37<sup>th</sup> Avenue and the intersection of Southeast Blvd and 31<sup>st</sup> Avenue. The proposed amendment to Map TR 12 will not impact existing unimproved public rights-of-way in the area that provide for a connection between Crestline and Southeast Blvd.

The City Council, anticipating significant development activities in the area, asked staff to process the proposed amendment to Map TR 12 as an emergency amendment to the City’s Comprehensive Plan. Resolution 2018-0061 reflects the Council’s sense of urgency by indicating the Council’s determination that an emergency of community-wide significance exists necessitating an emergency amendment to Map TR 12 because of a community need to ensure adequate, appropriate, and available public facilities. As an emergency amendment, the proposed amendment to Map TR 12 may be considered outside of the usual annual amendment process. RCW 36.70A.130(2)(b) and SMC 17G.020.040D (indicating that comprehensive plan may be amended outside of the annual amendment process in cases of an emergency, such as the need to address the availability of adequate public facilities).

In connection with the proposed amendment, the City Council commissioned DKS Associates to conduct a traffic study for the 29<sup>th</sup> Avenue corridor to evaluate multi-modal and safety and operations along 29<sup>th</sup> Avenue, review connectivity of surrounding streets, and review pedestrian and bicycles crossing needs of 29<sup>th</sup> Avenue. This study was completed in February of 2019 (Exhibit D). The traffic study includes a number of recommendations including the following with regards to the Crestline connection:

*Crestline Street should be connected between 32<sup>nd</sup> Avenue and Southeast Boulevard to improve neighborhood connectivity. The street extension is expected to attract a moderate level of traffic (650 daily vehicles) which is within the acceptable range for a city local access street (less than 1,000 daily vehicles). There is a range of appropriate functional classification designations for the new extension, ranging from a local access street to a collector.<sup>1</sup>*

### **Land Use Decision Z18-598PP/PUD**

As reflected in File Z18-598PP/PUD, the City of Spokane Hearing Examiner Pro Tem recently approved Greenstone Corporation’s application for a preliminary plat and PUD for property located southwest of the intersection of E 29<sup>th</sup> Avenue and S Southeast Blvd, subject to certain conditions. As Map TR 12 is currently configured, it shows the proposed Crestline arterial connection traversing through the proposed development. Greenstone proposed eliminating the

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<sup>1</sup> 29<sup>th</sup> Avenue Corridor Study (P18161-000), DKS Associates, prepared for City of Spokane, dated February 15, 2019, p. 18.

connection altogether, but one of the Hearing Examiner's conditions of approval was to maintain a connection between Crestline and Southeast Boulevard at 31<sup>st</sup> Avenue. The Hearing Examiner left the alignment of the connection to agreement between Greenstone and the City, and indicated that whether or not the connection will be an arterial is dependent upon the City Council's decision on the proposed amendment to Map TR 12.

Greenstone has appealed the Hearing Examiner's decision to the City Council. A resident of the Lincoln Heights neighborhood also filed an appeal of the decision. A hearing date for the appeal is pending. The appeal is a closed-record appeal, so no new materials may be added to the record developed in front of the Hearing Examiner.

#### **IV. SITE DESCRIPTION:**

The Crestline Street right-of-way under discussion can be broken into two segments: the section of Crestline from 37th to 32nd Avenue is currently a paved section of roadway that serves the surrounding developed single family residential area. A second section, north of 32nd Avenue is made up of dedicated public right-of-way that is not developed, although utilities are located in some sections of the right-of-way. This is part of plat known as "Estate Development" that was platted in 1970. Subsequent actions to vacate streets in this area, most recently a section of Stone Street, have resulted in a circulation pattern where the north-south connection provided the Crestline-Stone alignment was redirected to Southeast Blvd at 31<sup>st</sup> Avenue. The current platted right-of-way is illustrated below.

#### **2018 Aerial View, shows parcel boundaries and existing right-of-way**



## **V. APPLICATION PROCESS:**

- City Council established this amendment proposal should be considered an emergency under 17G.020. (RES 2018-0021) on July 9, 2018;
- A 29<sup>th</sup> Avenue Corridor Study regarding traffic circulation by DKS Associates was provided to City of Spokane on February 15, 2019;
- A Request for Comments was circulated to Agencies and Interested City Departments as well as affected neighborhood councils on February 25, 2019;
- A SEPA Determination of Non Significance was issued on March 6, 2019;
- Notice of Application, Notice of Public Hearing and Notice of SEPA Determination was emailed on March 6, 2019; and additionally was mailed to owners, taxpayers, and residents within 400-feet of the proposal on March 7, 2019,
- Hearing Date is scheduled with the Plan Commission for March 27, 2019.

## **VI. AGENCY, INTERESTED DEPARTMENT, & PUBLIC COMMENT**

Notice of this proposal was sent to City departments and outside agencies for their review. Two agency/city department comments were received regarding this application and are included as Exhibit F:

- Spokane Regional Transportation Council
- Spokane Transit Authority

Notice of this proposal was sent to property owners, taxpayers, and residents within 400-feet of this proposal. Substantial public comment was received and is included in Appendix G of this report.

## **VII. REVIEW CRITERIA**

SMC Section 17.G.020.030 establishes the approval criteria for Comprehensive Plan Amendments, including Land Use Plan Map Amendments. In order to approve a Comprehensive Plan Land Use Map Amendment request, the decision-making authority shall make findings of fact based on evidence provided by the applicant that demonstrates satisfaction of all of the applicable criteria. The applicable criteria are shown below in ***bold italic*** print. Following each criterion is staff analysis relative to the amendment requested.

### ***A. Regulatory Changes.***

***Amendments to the comprehensive plan must be consistent with any recent state or federal legislative actions, or changes to state or federal regulations, such as changes to the Growth Management Act, or new environmental regulations.***

**Staff Analysis:** Staff has reviewed and processed (including providing notice and appropriate opportunities for public participation) the proposed amendment in accordance with the most current regulations contained in the Growth Management Act, the Washington State Environmental Policy Act (SEPA), and the Spokane Municipal Code. Staff is unaware of any recent federal, state, or local legislative actions with which the proposal would be in conflict, and no comments were received to this effect from any applicable agencies receiving notice of the proposal. The proposal meets this criterion.

**B. GMA.**

***The change must be consistent with the goals and purposes of the state Growth Management Act.***

**Staff Analysis:** The Growth Management Act (GMA) details 13 goals to guide the development and adoption of the comprehensive plans and development regulations (RCW 36.70A.020, “Planning Goals”), and these goals guided the City’s development of its comprehensive plan and development regulations. This proposal has been reviewed for GMA compliance by staff from the Washington Department of Commerce. No comments received or other evidence in the record indicates inconsistency between the proposed plan map amendment and the goals and purposes of the GMA. The proposal meets this criterion.

**C. Financing.**

***In keeping with the GMA’s requirement for plans to be supported by financing commitments, infrastructure implications of approved comprehensive plan amendments must be reflected in the relevant six-year capital improvement plan(s) approved in the same budget cycle.***

**Staff Analysis:** The six-year plan does not include projects relating to the Crestline section; removing the arterial designation does not involve any infrastructure or financing commitments.

**D. Funding Shortfall.**

***If funding shortfalls suggest the need to scale back on land use objectives and/or service level standards, those decisions must be made with public input as part of this process for amending the comprehensive plan and capital facilities program.***

**Staff Analysis:** This proposal would not change the land use or service level standards objectives of the site.

### **E. Internal Consistency.**

- 1. The requirement for internal consistency pertains to the comprehensive plan as it relates to all of its supporting documents, such as the development regulations, capital facilities program, shoreline master program, downtown plan, critical area regulations, and any neighborhood planning documents adopted after 2001. In addition, amendments should strive to be consistent with the parks plan, and vice versa. For example, changes to the development regulations must be reflected in consistent adjustments to the goals or policies in the comprehensive plan. As appropriate, changes to the map or text of the comprehensive plan must also result in corresponding adjustments to the zoning map and implementation regulations in the Spokane Municipal Code.***

**Staff Analysis:** The proposal is internally consistent with applicable supporting documents of the Comprehensive Plan as follows:

Connectivity. Removal of the proposed arterial designations would not prevent the connectivity envisioned by the City's Comprehensive Plan and development regulations, and may provide more flexibility in terms of the type of roadway that is built to provide that connectivity.

The arterial designations proposed in the 2017 amendments to Map TR 12 have not been implemented in the City's Official Arterial Street Map, SMC 12.08.040. Removing the proposed arterial designations from Map TR 12 will add consistency between Map TR 12 and the City's Official Arterial Street Map.

Although there is no Comprehensive Plan policy specifically on the placement of collector arterials, public comment has focused on *Policy LU 4.3 Neighborhood Through Traffic* which discusses principal arterial placement. In addition, Policies LU 4.4 Connections, LU 4.5 Block Length, TR 2 Transportation Supporting Land Use, and TR7 Neighborhood Access discuss aspects of neighborhood connection for all users, block length and connectivity, site design and place-making functions. These policies are included in Exhibit A and are not directly relevant to this proposal.

Neighborhood Planning Documents Adopted After 2001. In 2012 a consortium of neighborhoods including Lincoln Heights Neighborhood Council, known as the South Hill Coalition, conducted a planning process and adopted the *South Hill Coalition Connectivity and Livability Strategic Plan* in June 2014 (RES 2014-0067). As the document title suggests, the *Strategic Plan* focused primarily on environmental and street connectivity issues. This document suggested connection through the subject property be maintained for bike and pedestrian connectivity (see item R, Project Matrix), but did not go so far as to concern itself with street designations. The *Lincoln Heights District Center Plan* completed in

July 2016, notes there will be some connection through this area at time of development, but also is not prescriptive regarding street designations in this area.

- 2. If a proposed amendment is significantly inconsistent with current policy within the comprehensive plan, an amendment proposal must also include wording that would realign the relevant parts of the comprehensive plan and its other supporting documents with the full range of changes implied by the proposal.***

**Staff Analysis:** Removal of the “urban major collector” designation at this location is not inconsistent with the Comprehensive Plan.

#### ***F. Regional Consistency.***

***All changes to the comprehensive plan must be consistent with the countywide planning policies (CWPP), the comprehensive plans of neighboring jurisdictions, applicable capital facilities or special district plans, the regional transportation improvement plan, and official population growth forecasts.***

**Staff Analysis:** Spokane Regional Transportation Council has commented on this proposal and noted no regional transportation impacts. The proposal meets this criterion.

#### ***G. Cumulative Effect.***

***All amendments must be considered concurrently in order to evaluate their cumulative effect on the comprehensive plan text and map, development regulations, capital facilities program, neighborhood planning documents, adopted environmental policies and other relevant implementation measures.***

##### ***1. Land Use Impacts.***

***In addition, applications should be reviewed for their cumulative land use impacts. Where adverse environmental impacts are identified, mitigation requirements may be imposed as a part of the approval action.***

##### ***2. Grouping.***

***Proposals for area-wide rezones and/or site-specific land use plan map amendments may be evaluated by geographic sector and/or land use type in order to facilitate the assessment of their cumulative impacts.***

**Staff Analysis:** This amendment is being processed as an emergency amendment and, on that basis, may be processed separately from other



amendments to the Comprehensive Plan. This proposal does not affect the land use plan map.

#### **H. SEPA.**

***SEPA review must be completed on all amendment proposals and is described in chapter 17.E.050.***

##### **1. Grouping.**

***When possible, the SEPA review process should be combined for related land use types or affected geographic sectors in order to better evaluate the proposals' cumulative impacts. This combined review process results in a single threshold determination for those related proposals.***

##### **2. DS.**

***If a determination of significance (DS) is made regarding any proposal, that application will be deferred for further consideration until the next applicable review cycle in order to allow adequate time for generating and processing the required environmental impact statement (EIS).***

**Staff Analysis:** The application has been reviewed in accordance with the State Environmental Policy Act (SEPA), which requires that the potential for adverse environmental impacts resulting from a proposal be evaluated during the decision-making process. On the basis of the information contained in the environmental checklist, written comments from local and State departments and agencies concerned with land development within the City, a review of other information available to the Director of Planning Services, a Determination of Non-Significance (DNS) was issued on March 6, 2019. The proposal meets this criterion.

#### **I. Adequate Public Facilities.**

***The amendment must not adversely affect the City's ability to provide the full range of urban public facilities and services (as described in CFU 2.1 and CFU 2.2) citywide at the planned level of service, or consume public resources otherwise needed to support comprehensive plan implementation strategies.***

**Staff Analysis:** A traffic study conducted by DKS Associates in February of 2019 has given no indication that level of service standards will be adversely impacted by removing the arterial designation in this section of roadway and has instead indicated that a connection in this area can be appropriately designated as a local access street. Staff finds that the proposal meets this criterion.



**J. UGA.**

***Amendments to the urban growth area boundary may only be proposed by the city council or the mayor of Spokane and shall follow the procedures of the countywide planning policies for Spokane County.***

**Staff Analysis:** The subject proposal does not involve an amendment to the Urban Growth Area boundary. Therefore, this criterion does not apply to this proposal.

**K. Demonstration of Need.****1. Policy Adjustments.**

***Proposed policy adjustments that are intended to be consistent with the comprehensive plan should be designed to provide correction or additional guidance so the community's original visions and values can better be achieved [...]***

**Staff Analysis:** The proposal does not involve any policy adjustments. Therefore, this subsection does not apply.

**2. Map Changes.**

***Changes to the land use plan map (and by extension, the zoning map) may only be approved if the proponent has demonstrated that all of the following are true:***

- a. The designation is in conformance with the appropriate location criteria identified in the comprehensive plan (e.g., compatibility with neighboring land uses, proximity to arterials, etc.);***

**Staff Analysis:** This proposal is not a change to the land use plan map; this criterion does not apply.

- b. The map amendment or site is suitable for the proposed designation;***

**Staff Analysis:** This proposal is not a change to the land use plan map; this criterion does not apply.

- c. The map amendment implements applicable comprehensive plan policies and subarea plans better than the current map designation.***

**Staff Analysis:** This proposal is not a change to the land use plan map; this criterion does not apply.

**3. Rezones, Land Use Plan Map Amendment.**

***Corresponding rezones will be adopted concurrently with land use plan map amendments as a legislative action of the city council. If policy language changes have map implications, changes to the land use plan map and zoning map will be made accordingly for all affected sites upon adoption of the new policy language. This is done to ensure that the comprehensive plan remains internally consistent and to preserve consistency between the comprehensive plan and supporting development regulations.***

**Staff Analysis:** This proposal is not a change to the land use plan map; this criterion does not apply.

**VIII. STAFF RECOMMENDATION:**

Staff recommends that the Plan Commission recommend **Approval** of the requested amendment to the Proposed Arterial Street Map TR12 of the City's Comprehensive Plan Map for the subject section of Crestline Street.

**IX. LIST OF EXHIBITS**

<u>Exhibit</u>	<u>Description</u>
A	Comprehensive Plan Policies
B	City Council RES 2018-0061
C	City of Spokane Official Arterial Street Map, SMC 12.08.040
D	Traffic Study by DKS and Appendix
E	SEPA Determination of Non-Significance & Checklist
F	Agency Comment
G	Public Comment (to date)