

**Agenda Sheet for City Council Meeting of:**

08/17/2020

<b>Date Rec'd</b>	8/5/2020
<b>Clerk's File #</b>	ORD C35925
<b>Renews #</b>	
<b>Cross Ref #</b>	
<b>Project #</b>	
<b>Bid #</b>	
<b>Requisition #</b>	

<b>Submitting Dept</b>	PLANNING
<b>Contact Name/Phone</b>	CHRISTOPHER 625-6194
<b>Contact E-Mail</b>	CGREEN@SPOKANECITY.ORG
<b>Agenda Item Type</b>	First Reading Ordinance
<b>Agenda Item Name</b>	0650 - MAP AMENDMENTS – SOUTH UNIVERSITY DISTRICT SUBAREA

**Agenda Wording**

An ordinance adopting amendments to the Comprehensive Plan Land Use Map, the zoning map, and overlay zone maps to implement the recommendations of the South University District Subarea Plan.

**Summary (Background)**

The ordinance implements recommendations of the South University District Subarea Plan, including map amendments for a 73-acre portion of the subarea along E Sprague Avenue and S Sherman Street. The proposal would change the Comprehensive Plan Land Use Plan Map designation from "General Commercial" to "Downtown," change zoning in this part of the subarea from General Commercial with a 150 foot height limit (GC-150) to Downtown University (DTU), and extend the boundary of related overlay zones.

<b>Fiscal Impact</b>	Grant related?	NO	<b>Budget Account</b>	
	Public Works?	NO		
Neutral	\$		#	
Select	\$		#	
Select	\$		#	
Select	\$		#	

<b>Approvals</b>		<b>Council Notifications</b>	
<b>Dept Head</b>	BLACK, TIRRELL	<b>Study Session\Other</b>	UE 3/9/20 & CC Study
<b>Division Director</b>	CORTRIGHT, CARLY	<b>Council Sponsor</b>	CP Beggs
<b>Finance</b>	ORLOB, KIMBERLY	<b>Distribution List</b>	
<b>Legal</b>	RICHMAN, JAMES	cgreen@spokanecity.org	
<b>For the Mayor</b>	ORMSBY, MICHAEL	lmeuler@spokanecity.org	
<b>Additional Approvals</b>		tblack@spokanecity.org	
<b>Purchasing</b>		jrichman@spokanecity.org	
		tbeyreuther@spokanecity.org	
		sbishop@spokanecity.org	

FIRST READING OF THE ABOVE  
ORDINANCE HELD ON  
8/17/2020  
AND FURTHER ACTION WAS DEFERRED  
*Sam Hoops*  
CITY CLERK

PASSED BY  
SPOKANE CITY COUNCIL:  
8/24/2020  
*Sam Hoops*  
CITY CLERK

## ORDINANCE NO. C35925

An ordinance amending land use and zoning maps for a 73-acre area within the South University District subarea.

**WHEREAS**, the Washington State Legislature passed the Growth Management Act (GMA) in 1990, requiring among other things, the development of a Comprehensive Plan (RCW 36.70A); and

**WHEREAS**, the City of Spokane adopted a Comprehensive Plan in May 2001 that complies with the requirements of the Growth Management Act; and

**WHEREAS**, the Growth Management Act provides that proposed amendments to a comprehensive plan may be considered by the governing body of a city no more frequently than once per year, but further provides that, so long as a subarea plan clarifies, supplements, or implements city-wide comprehensive plan policies, and so long as the cumulative impacts of the proposed subarea plan are addressed by appropriate environmental review under chapter 43.21C. RCW, the initial adoption of a subarea plan may occur outside of this annual process; and

**WHEREAS**, the Neighborhood & Planning Services Department conducted an online survey on issues and priorities for subarea, which received 308 responses to questions about a range of topics including district land uses, off-street parking, priority streets, and design review; and

**WHEREAS**, outreach and public communication beginning in May 2019 included a project web page, a recorded video about the subarea planning process replayed on City Cable 5 and the City's web page, appearances at public events, email updates to interested parties, and a mailing of more than 1,000 postcards to all property owners and taxpayers of record, as shown by the most recent Spokane County Assessor's record, and occupants of addresses of property located within a four hundred foot radius announcing the July 30 Community Design Workshop and providing information about the planning process; and

**WHEREAS**, on July 30 and 31, 2019, Neighborhood & Planning Services staff and consultants from MAKERS Architecture and Urban Design (the "Project Team") held a Community Design Workshop and series of stakeholder focus groups to involve a wide range of participants with distinct interests to share their insights about the subarea and help shape a vision statement and policy framework for development of a more focused proposal; and

**WHEREAS**, the project team hosted a public open house meeting in October 2019 to receive feedback on a draft vision statement, goals, and policies and draft concepts for land use and zoning changes in the subarea; and

**WHEREAS**, from June 2019 through June 2020, staff gave thirteen presentations on draft codes and guidelines and received feedback from interested groups such as property owners, business associations, neighborhood councils, civic groups, City departments, and the Spokane Design Review Board; and

**WHEREAS**, during the South University District subarea planning process the community discussed and documented their vision and direction for the future of the South University District subarea and how to implement the desired vision; and

**WHEREAS**, the *South University District Subarea Plan* includes a vision, goals, and policies that outline the future of growth and development desired in the South University District subarea; and

**WHEREAS**, the *South University District Subarea Plan* includes recommended amendments to the Comprehensive Plan Land Use Plan Map, Zoning Map, and overlay maps for the subarea for a portion of the subarea focused on the intersection of Sprague Avenue and Sherman Street, near the south landing of the University District Gateway Bridge; and

**WHEREAS**, staff hosted a public open house meeting on March 3, 2020 to receive feedback on the draft subarea plan and proposed Comprehensive Land Use Plan Map, Zoning Map, and overlay map changes; and

**WHEREAS**, the Spokane Plan Commission held substantive workshops to study the proposal on October 23, 2019, November 13, 2019, March 11, 2020, and June 24, 2020; and

**WHEREAS**, the Washington State Department of Commerce and appropriate state agencies were given the required 60-day notice before adoption of proposed changes to the Comprehensive Plan on February 28, 2020; and

**WHEREAS**, a State Environmental Policy Act (SEPA) Determination of Non-Significance (“DNS”) was issued on February 21, 2020 for the Comprehensive Land Use Plan Map, Zoning Map, and overlay map changes. The public comment period for the SEPA determination ended on March 24, 2020; and

**WHEREAS**, Notice of Application, Notice of Plan Commission Public Hearing, and Notice of SEPA Determination was mailed to all property owners and taxpayers of record, as shown by the most recent Spokane County Assessor’s record, and occupants of addresses of property located within a four hundred foot radius of any portion of the boundary of the proposed Comprehensive Land Use Plan Map, Zoning Map, and overlay map changes on February 21, 2020; and

**WHEREAS**, Notice of Application, Notice of Plan Commission Public Hearing, and Notice of SEPA Determination to be held on March 25, 2020 was published in *The Spokesman Review* on March 11, 2020 and March 18, 2020 and the *Official Gazette* on March 18, 2020; and

**WHEREAS**, in an effort to slow the spread of the coronavirus (COVID-19) and to protect those most vulnerable, the City deferred the in-person public hearing scheduled for March 25, 2020 to a virtual public hearing held July 8, 2020 consistent with Proclamation 20-28 issued by the Governor of Washington and subsequent extensions and modifications; and

**WHEREAS**, Notice of Virtual Public Hearing for the rescheduled public hearing was mailed to all property owners and taxpayers of record, as shown by the most recent Spokane County Assessor's record, and occupants of addresses of property located within a four hundred foot radius of any portion of the boundary of the proposed Comprehensive Land Use Plan Map, Zoning Map, and overlay map changes on June 22, 2020; and

**WHEREAS**, the Neighborhood & Planning Services Department prepared a staff report that found that the proposed Comprehensive Land Use Plan Map, Zoning Map, and overlay map changes met all the review guidelines and required decision criteria for approval of a Comprehensive Plan amendment as prescribed by SMC 17G.020. Comprehensive Plan Amendment Procedure (the "Staff Report"); and

**WHEREAS**, the Spokane Plan Commission conducted a public hearing, deliberated, and on July 22, 2020, voted 9 to 1 to recommend approval of a resolution adopting the South University District Subarea Plan and an ordinance adopting the proposed Comprehensive Land Use Plan Map, Zoning Map, and overlay map changes, as recorded in Plan Commission Findings and Conclusions dated July 30, 2020; and

**WHEREAS**, the Spokane Plan Commission found that proposed Comprehensive Land Use Plan Map, Zoning Map, and overlay map changes are consistent with and implement the Comprehensive Plan; and

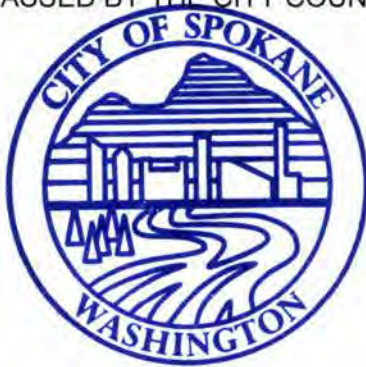
**WHEREAS**, the City Council approved a resolution (RES 2020-\_\_\_\_) recognizing the *South University District Subarea Plan* on August \_\_\_\_, 2020; and

**WHEREAS**, the City Council adopts the recitals set forth herein as its findings and conclusions in support of its adoption of this ordinance and further adopts the findings, conclusions, and recommendations from the Neighborhood & Planning Services Staff Report and the City of Spokane Plan Commission for the same purposes;

**NOW, THEREFORE**, the City of Spokane does ordain:

1. Amendment of the Land Use Map. The Spokane Comprehensive Plan Map LU 1, Land Use Plan Map, is amended from "General Commercial" to "Downtown" for 73 acres, as shown in Exhibit A.
2. Amendment of the Zoning Map. The City of Spokane Zoning Map is amended from "General Commercial (GC-150)" to "Downtown University (DTU)," as shown in Exhibit B.
3. Amendment of Downtown Complete Streets Map. Downtown Plan Map 5.1 "Streetscape Improvements" is amended to designate complete streets for the area shown in Exhibit C.
4. Amendment of Surface Parking Limited Area Map. Surface Parking Limited Map (SMC 17C.124-M1) is amended to include the area shown in Exhibit D.
5. Amendment of the Downtown Design Review Threshold Map. The Downtown Design Review Threshold Map (SMC 17G.040-M1) is amended to designate the areas zoned DTU within the South University District subarea as part of the Perimeter Area, as shown in Exhibit E.

PASSED BY THE CITY COUNCIL ON August 24, 2020.



*[Handwritten Signature]*

Council President

Attest:

Approved as to form:

*[Handwritten Signature]*

City Clerk

*[Handwritten Signature]*

Assistant City Attorney

*[Handwritten Signature]*

Mayor

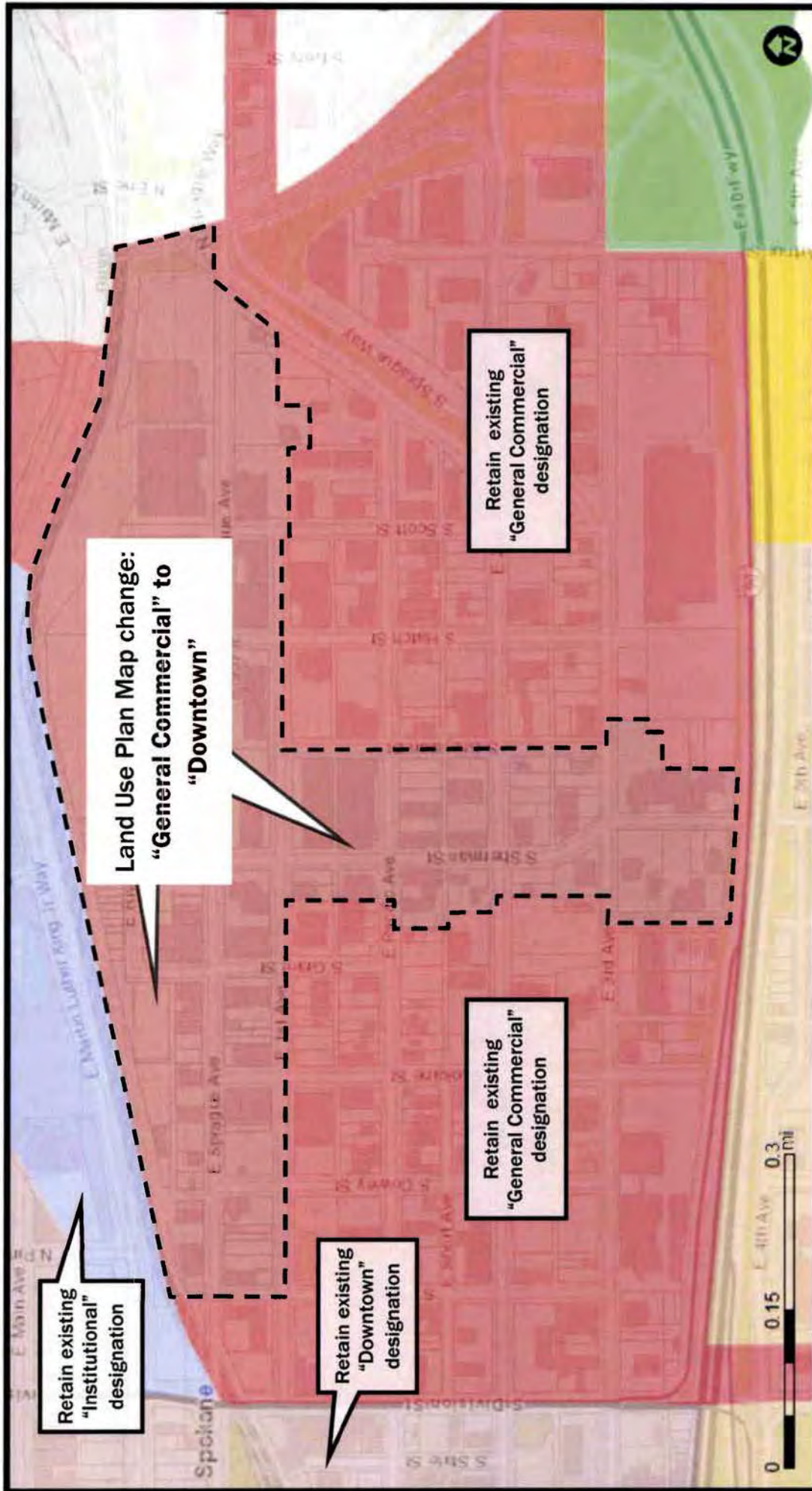
August 31, 2020

Date

September 30, 2020

Effective Date

# Exhibit A: Proposed Land Use Plan Map Amendment (Comprehensive Plan Map LU-1)



## Legend

- City of Spokane Boundary
- Land-use Plan
- Conservation Open Space
- Potential Open Space
- Open Space
- Agriculture
- Residential 4-10
- Residential 10-20
- Residential 15-30
- Residential 15+
- Office
- CC Core
- CC Transition
- Neighborhood Retail
- Mini Center
- General Commercial
- Downtown
- Light Industrial
- Heavy Industrial
- Institutional
- Mining
- Parcel

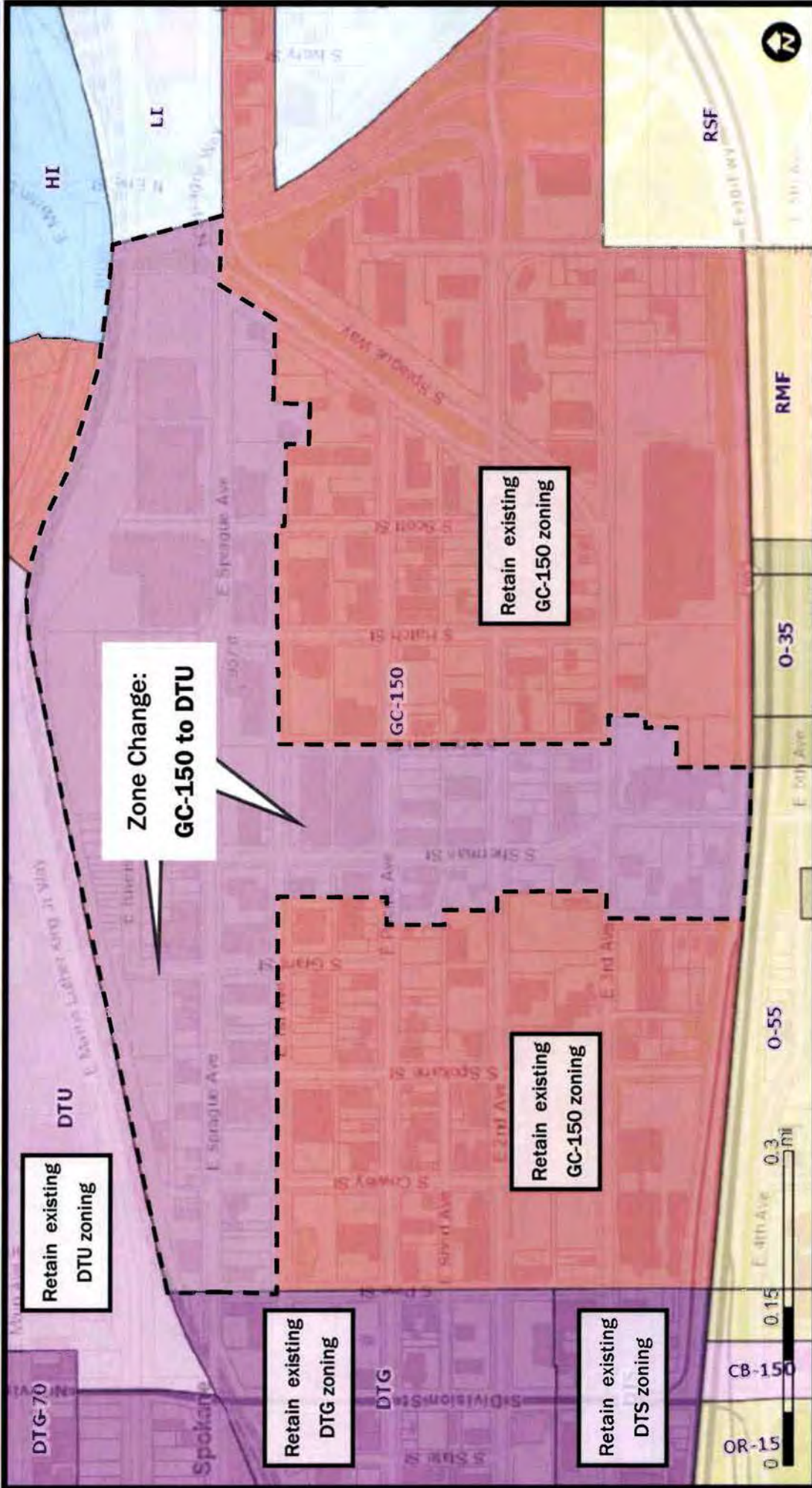
## City of Spokane GIS



**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.



# Exhibit B: Proposed Zone Change



## Legend

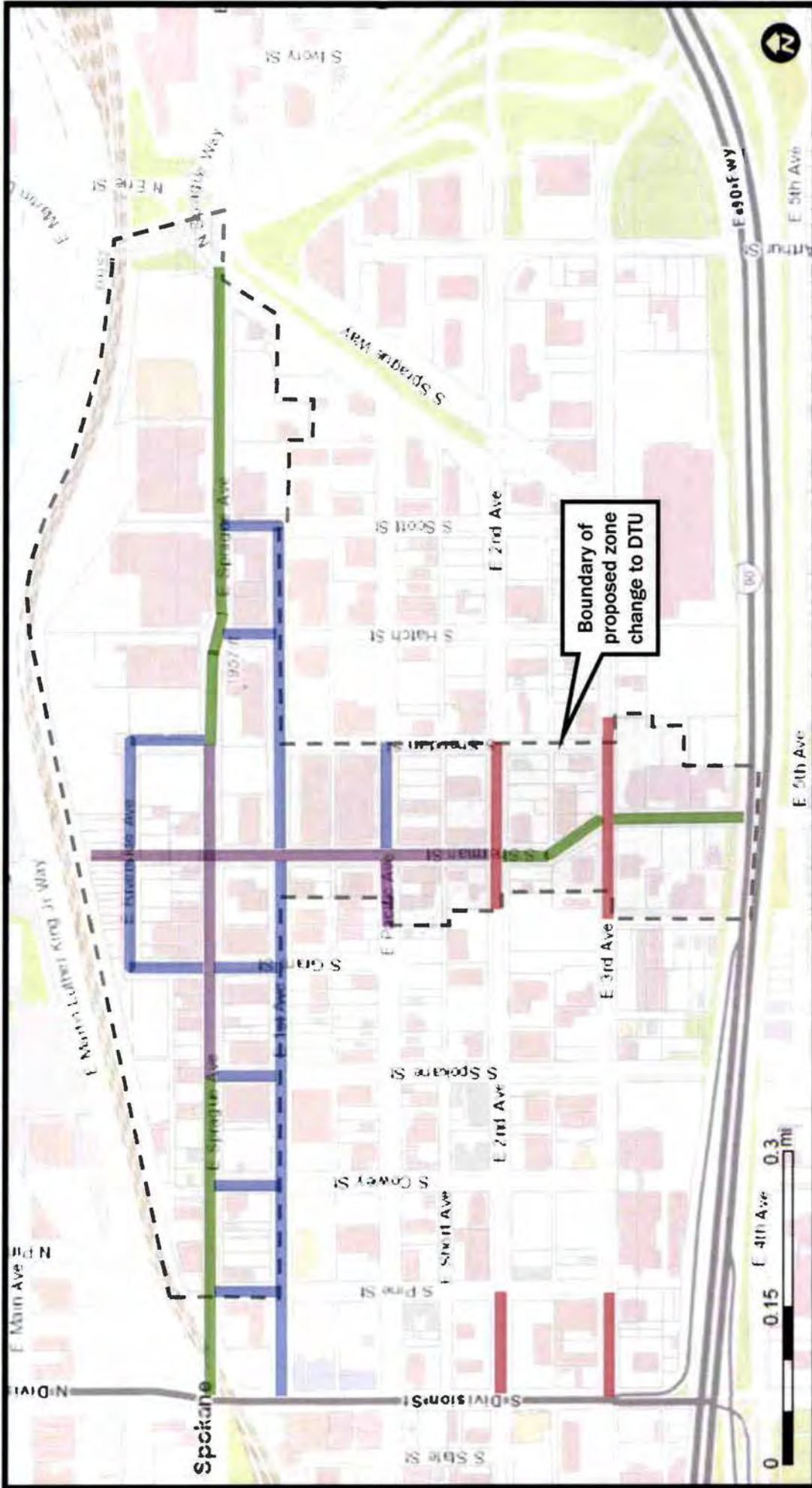
- City of Spokane Boundary
- City Zoning
  - Center and Corridor Type 1
  - Center and Corridor Type 2
  - Mixed Use Transition-CC4
  - Community Business
  - Downtown Core
  - Downtown University
  - Downtown General
  - Downtown South
  - Context Area 1
  - Context Area 2
- Context Area 3
- Context Area 4
- General Commercial
- Heavy Industrial
- Light Industrial
- Neighborhood Retail
- Office
- Office Retail
- Residential Agricultural
- Residential High Density
- Residential Multifamily
- Residential Single-Family
- Residential Two-Family
- Parcel

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**Exhibit C: Proposed Amendments to Complete Streets Designations (Downtown Plan Map 5.1 "Streetscape Improvements")**



City of Spokane GIS

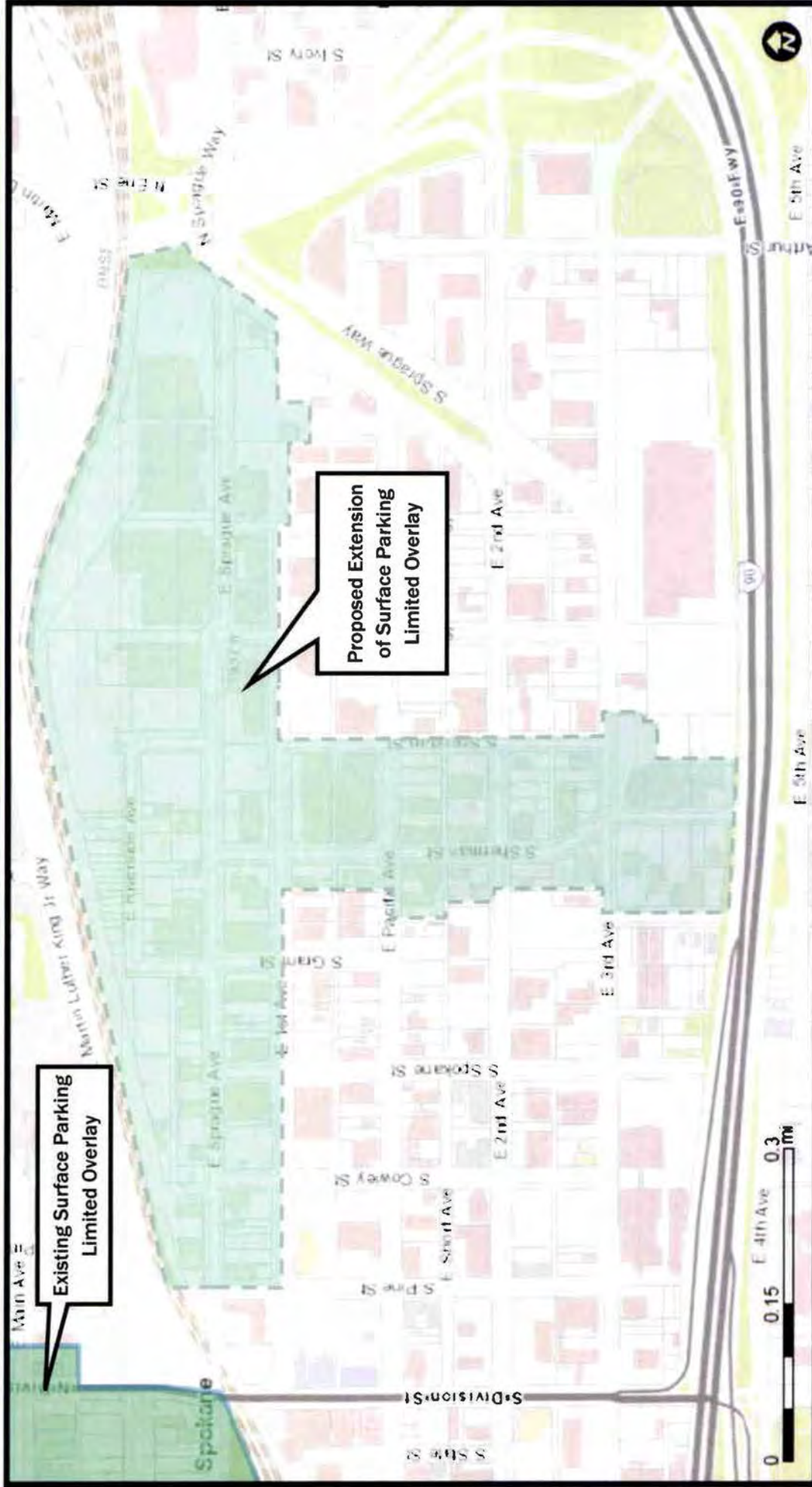


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- Legend**
- City of Spokane Boundary
  - Parcel
- Complete Streets**
- Type I
  - Type II
  - Type III
  - Type IV



# Exhibit D: Proposed Amendments to Surface Parking Limited Overlay Map (SMC 17C.124-M1)



Existing Surface Parking Limited Overlay

Proposed Extension of Surface Parking Limited Overlay

## Legend

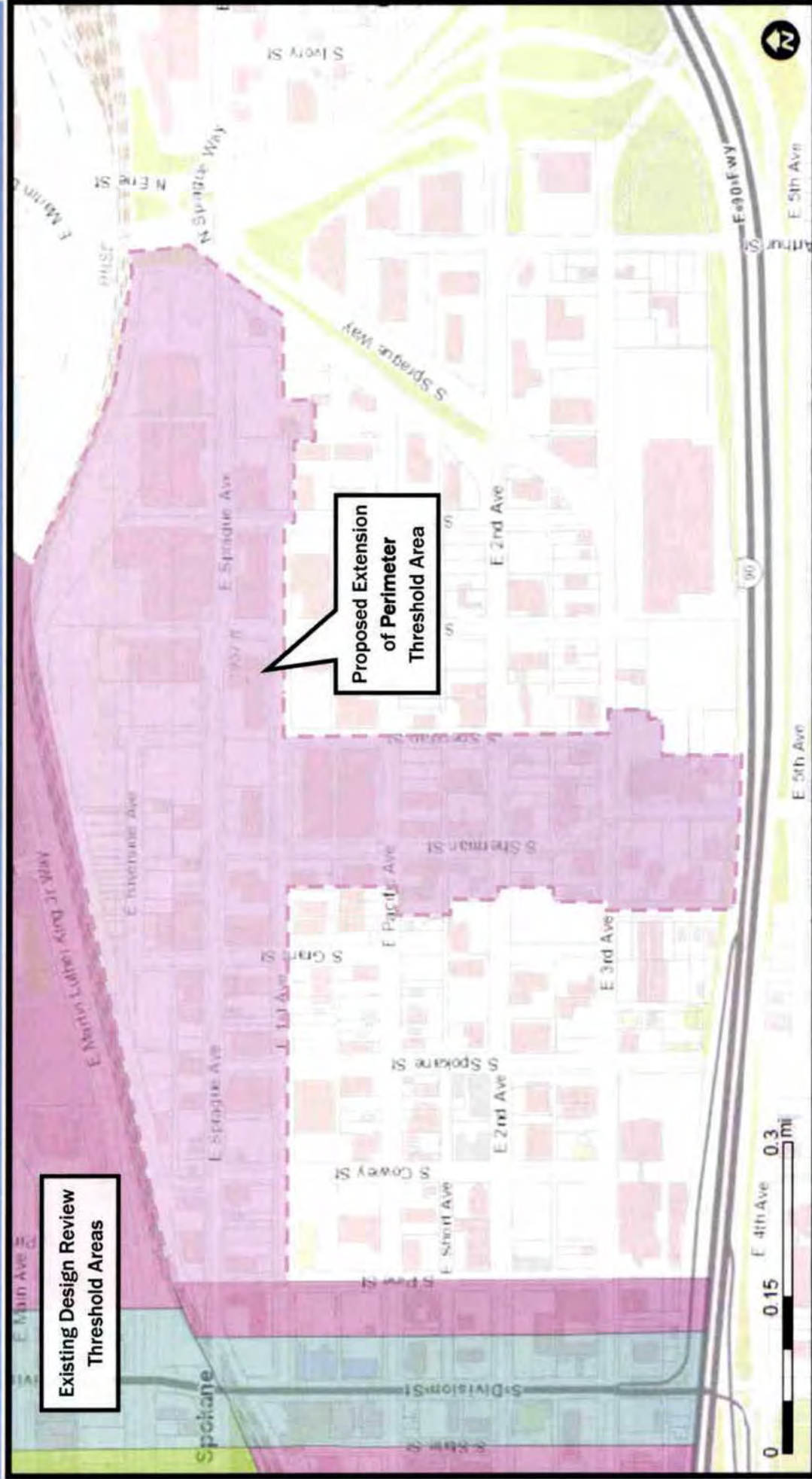
-  City of Spokane Boundary
-  Surface Parking Limited
-  Parcel

## City of Spokane GIS



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# Exhibit E: Proposed Amendments to Downtown Design Review Threshold Map (SMC 17G.040-M1)



Existing Design Review Threshold Areas

Proposed Extension of Perimeter Threshold Area

## Legend

-  City of Spokane Boundary
-  Design Review Threshold
-  Perimeter
-  Central
-  Gateway
-  Parcel

## City of Spokane GIS



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## **SPOKANE CITY PLAN COMMISSION FINDINGS OF FACT, CONCLUSIONS, AND RECOMMENDATIONS REGARDING SOUTH UNIVERSITY DISTRICT SUBAREA PLANNING**

**A recommendation from the City Plan Commission to the City Council to APPROVE a resolution recognizing the South University District Subarea Plan as a declaration of the subarea's desired future condition and to APPROVE an ordinance adopting proposed amendments to Spokane Comprehensive Plan Map; Zoning Map; Downtown Streetscape Improvements Map; Surface Parking Limited Map; and Downtown Design Review Threshold Map for a 73 acre area in the South University District subarea.**

### **FINDINGS OF FACT:**

- A. The City of Spokane adopted a Comprehensive Plan in 2001 that complies with the requirements of the Washington state Growth Management Act (GMA).
- B. The Growth Management Act provides that proposed amendments to a comprehensive plan may be considered by the governing body of a city no more frequently than once per year, but further provides that, so long as a subarea plan clarifies, supplements, or implements city-wide comprehensive plan policies, and so long as the cumulative impacts of the proposed subarea plan are addressed by appropriate environmental review under chapter 43.21C. RCW, the initial adoption of a subarea plan may occur outside of this annual process.
- C. The City of Spokane has identified the University District as a key geographic area for economic growth and development, and is identified as a Target Investment Area the City's Targeted Area Development Strategy, as adopted by City Council Resolutions 2010-0049 and 2015-0084.
- D. In 2004, the City of Spokane Office of Economic Development and a consultant team developed the *University District Strategic Master Plan*. In 2019, the University District Public Development Authority (UDPDA) adopted an update of the *University District Strategic Master Plan*, including a buildable lands analysis identifying the South University District subarea as having the highest capacity for future residential and employment growth of any portion of the University District.
- E. On April 15, 2019, the City Council passed Resolution No. RES 2019-0028, recognizing the 2019 update of *University District Strategic Master Plan* as a "written record of the UDPDA and district stakeholders' ongoing desire and effort to continue building a vibrant, healthy, active, safe, and connected University District."

- F. City of Spokane Comprehensive Plan, Land Use Chapter, Goal LU 2, Public Realm Enhancement, states: *Encourage the enhancement of the public realm.*
- G. City of Spokane Comprehensive Plan, Land Use Chapter, Goal LU 2, Efficient Land Use, states: *Promote the efficient use of land by the use of incentives, density and mixed-use development in proximity to retail businesses, public services, places of work, and transportation systems.*
- H. City of Spokane Comprehensive Plan, Economic Development Chapter, Goal ED 2, Land Available for Economic Activities, states: *Ensure that an adequate supply of useable industrial and commercial property is available for economic development activities.*
- I. City of Spokane Comprehensive Plan, Economic Development Chapter, Goal ED 3, Strong, Diverse, and Sustainable Economy, states: *Foster a strong, diverse, and sustainable economy that provides a range of employment and business opportunities.*
- J. City of Spokane Comprehensive Plan, Land Use Chapter, Policy LU 7.4, Subarea Planning Framework, states: *Use the Comprehensive Plan for overall guidance and undertake more detailed sub-area and neighborhood planning in order to provide a forum for confronting and reconciling issues and empowering neighborhoods to solve problems collectively.*
- K. Outreach and public communication beginning in May 2019 included a project web page, an online survey on issues and priorities for the subarea, a recorded video about the subarea planning process replayed on City Cable 5 and the City's web page, appearances at public events, email updates to interested parties, and a mailing of more than 1,000 postcards to all property owners and taxpayers of record, as shown by the most recent Spokane County Assessor's record, and occupants of addresses of property located within a four hundred foot radius announcing key events and opportunities to provide input on the planning process.
- L. On July 30 and 31, 2019, Neighborhood & Planning Services staff and consultants from the firm MAKERS Architecture and Urban Design of Seattle, Washington (collectively the "Project Team") held a Community Design Workshop and series of stakeholder focus groups to involve a wide range of participants with distinct interests to share their insights about the subarea and help shape a vision statement and policy framework for development of a more focused proposal.
- M. The draft *South University District Subarea Plan*, prepared by MAKERS Architecture and Urban Design, includes a vision, goals, and policies that outline the future of growth and development desired in the South University District subarea, based on a review of existing adopted policies and regulations

relating to development in the subarea and input from stakeholders and the public at large.

- N. The draft *South University District Subarea Plan* also includes recommended amendments to the Comprehensive Plan Land Use Plan Map, Zoning Map, and overlay maps for the subarea for a portion of the subarea focused on the intersection of Sprague Avenue and Sherman Street, near the south landing of the University District Gateway Bridge.
- O. From June 2019 through June 2020, staff gave thirteen presentations on the draft subarea plan and proposed map changes and received feedback from interested groups such as property owners, business associations, neighborhood councils, civic groups, City departments, and the Spokane Design Review Board.
- P. Staff hosted a public open house meetings in October 2019 and March 2020 to receive feedback receive feedback on a draft vision statement, goals, and policies and draft concepts for land use and zoning changes in the subarea. The City provided notice of the open house meetings by advertising on its website and via email notice to neighborhood councils and interested parties.
- Q. On October 23, 2019 and November 13, 2019 and March 11, 2020 and June 24, 2020, the Spokane City Plan Commission held workshops to study the draft subarea plan and proposed changes to the Comprehensive Land Use Plan Map, Zoning Map, and associated overlay maps.
- R. On February 28, 2020, pursuant to RCW 36.70A.106, the City notified the Washington Department of Commerce of its intent to adopt proposed changes to the Comprehensive Land Use Plan Map, Zoning Map, and associated overlay maps. On March 2, 2020, the City received an acknowledgement letter from the Department of Commerce.
- S. On February 21, 2020, the responsible official issued a State Environmental Policy Act (SEPA) Checklist and Determination of Non-Significance for the proposed amendments to the Comprehensive Land Use Plan Map, Zoning Map, and overlay map changes. The public comment period for the SEPA determination ended on March 24, 2020.
- T. On March 18, 2020, the City caused notice of the proposed changes to the Comprehensive Land Use Plan Map, Zoning Map, and associated overlay maps and announcement of the Plan Commission's March 25, 2020 hearing to be published in the City's Official Gazette. The Notice and announcement was also published in the *Spokesman-Review* on March 11, 2020 and March 18, 2020.

- U. In an effort to slow the spread of the coronavirus (COVID-19) and to protect those most vulnerable, the City deferred the in-person public hearing scheduled for March 25, 2020 to a virtual public hearing held July 8, 2020 consistent with Proclamation 20-28 issued by the Governor of Washington and subsequent extensions and modifications.
- V. On July 8, 2020, the City Plan Commission held a public hearing on the proposed changes to the Comprehensive Land Use Plan Map, Zoning Map, and associated overlay maps, where the Plan Commission heard testimony. The Plan Commission continued the hearing, leaving the record open to the Commission's July 22, 2020 meeting for the purposes of allowing additional public comment and testimony on the proposal.
- W. During the comment period public hearing, the Plan Commission received written comments and public testimony generally in favor of the proposal.
- X. During the deliberations held on July 22, 2020, the Plan Commission voted to modify the proposal to extend the proposed changes to the Comprehensive Land Use Plan Map, Zoning Map, and associated overlay maps to an additional area of approximately 10 acres located along both sides of S Sherman Street between E 2<sup>nd</sup> Avenue and the I-90 Freeway (described in the Staff Report as "Optional DTU Extension #1").
- Y. As a result of the City's efforts, pursuant to the requirements of SMC 17G.020.070, the public has had extensive opportunities to participate throughout the process and persons desiring to comment were given an opportunity to comment.
- Z. The Plan Commission finds that the proposal meets the decision criteria established by SMC 17G.020.030, as described in the Staff Report.
- AA. Except as otherwise indicated herein, the Plan Commission adopts the findings and analysis set forth in the Staff Report prepared for the proposal.

## CONCLUSIONS:

Based upon the application materials, staff analysis (which is hereby incorporated into these findings, conclusions, and recommendation), SEPA review, agency and public comments received, and public testimony presented regarding the proposed changes, as amended during deliberations, to the Comprehensive Land Use Plan Map, Zoning Map, and associated overlay maps, the Plan Commission makes the following conclusions with respect to the review criteria outlined in SMC 17G.020.030:

1. The draft *South University District Subarea Plan* reflects stakeholder priorities for subarea-specific implementation of land use and economic development goals adopted in the Comprehensive Plan.

2. The proposed amendments to the Comprehensive Land Use Plan Map, Zoning Map, and associated overlay maps implement the recommendations of a subarea planning process that clarifies, supplements, or implements city-wide comprehensive plan policies as described in RCW 36.70A.130.
3. Interested agencies and the public have had extensive opportunities to participate throughout the process and persons desiring to comment have been given that opportunity to comment.
4. The proposal is consistent with the goals and purposes of the Growth Management Act.
5. Any potential infrastructure implications associated with the proposal will either be mitigated through projects reflected in the City's relevant six-year capital improvement plans or through enforcement of the City's development regulations at time of development.
6. As outlined in above in the Findings of Fact, the proposal is internally consistent within the meaning of SMC 17G.020.030E.
7. The proposal is consistent with the Countywide Planning Policies for Spokane County, the comprehensive plans of neighboring jurisdictions, applicable capital facilities plans, the regional transportation plan, and official population growth forecasts.
8. The proposal has been evaluated by geographic sector and land use type in order to facilitate the assessment of the cumulative impacts.
9. SEPA review was completed for the proposal, and pursuant to SEPA, any adverse environmental impacts associated with the proposal will be mitigated by enforcement of the City's development regulations.
10. The proposal will not adversely affect the City's ability to provide the full range of urban public facilities and services citywide at the planned level of service, or consume public resources otherwise needed to support comprehensive plan implementation strategies.
11. The proposed land use 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.).
12. The proposed map amendment and site is suitable for the proposed designation.
13. The map amendment would implement applicable comprehensive plan policies better than the current map designation as described in the staff report.

14. The proposal includes a corresponding rezone to be adopted concurrently with the land use plan map amendment as a legislative action of the city council, thereby preserving consistency between the comprehensive plan and supporting development regulations.

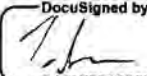
**RECOMMENDATIONS:**

In the matter of South University District subarea planning, concurrent requests by the City of Spokane to adopt:

- (1) A resolution recognizing the *South University District Subarea Plan* as a declaration of the subarea's desired future condition; and
- (2) An ordinance to change the land use plan designation on approximately 73 acres of land from "General Commercial" to "Downtown" with a corresponding change of the implementing zoning to DTU (Downtown University), and corresponding amendments to the Downtown Plan Map 5.1 ("Streetscape Improvements"), Surface Parking Limited Overlay (SMC 17C.124-M1) and the Perimeter Area of the Downtown Design Review Threshold Map (SMC 17G.040-M1);

As based upon the above listed findings and conclusions, by a vote of 9 to 1, the Plan Commission takes the following actions:

- (1) Recommends to City Council the APPROVAL of a resolution recognizing the *South University District Subarea Plan* as a declaration of the subarea's desired future condition and;
- (2) Recommends to City Council the APPROVAL of the requested amendment to the Land Use Plan Map of the City's Comprehensive Plan with corresponding amendments to the City's Zoning Map, Downtown Streetscape Improvements Map, Surface Parking Limited Overlay Map, and Downtown Design Review Threshold Map, as amended during deliberations; and
- (3) Authorizes the President to prepare and sign on the Commission's behalf a written decision setting forth the Commission's findings, conclusions, and recommendation on the proposal.

DocuSigned by:  
  
DA86EB7A2B58484...

**Todd Beyreuther, President  
Spokane Plan Commission**

**July 28, 2020**

City of Spokane, Planning Commission and Recommendations  
South University District Subarea Planning



July 28, 2020

Dear Council President Beggs and Council Members,

In conformance with Rule 6.5.2 of the Plan Commission Rules of Procedure, a July 9, 2020 dissenting decision regarding South University District Subarea Planning that I have prepared individually is attached.

Sincerely,

DocuSigned by:

*Clifford Winger*

5EE51940C500401

Plan Commissioner Cliff Winger

## **Green, Christopher**

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**From:** Winger, Clifford  
**Sent:** Thursday, July 9, 2020 12:55 PM  
**To:** Beyreuther, Todd  
**Cc:** Francis, Greg; Churchill, Jackie; Green, Christopher; Meuler, Louis  
**Subject:** South University District Sub-Area Plan  
**Attachments:** S-UniSubarea Plan\_Disapprove.pdf

**Follow Up Flag:** Follow up  
**Flag Status:** Flagged

Mr. Todd Beyreuther  
President Spokane Plan Commission

Good afternoon Todd,  
Under the City of Spokane Plan Commission Rules of Procedure 6.5.1, attached is a draft dissenting decision PDF document for City Council should the Plan Commission approve the South University District Sub-Area Plan. The plan was presented in workshop on June 24th 2020 and in hearing on July 8, 2020.

The plan will be reconsidered in hearing on July 22. I request that the attached dissenting document addressed to City Council be part of the hearing materials for the July 22 hearing for public notification.

The attached dissenting document is a draft, and may be changed if new information is provided at the July 22 hearing. Additional commissioners are welcome to sign the dissenting document and together we can make changes as appropriate.

Respectfully,

—  
Clifford Winger  
Spokane Plan Commission  
509.325.4623

Draft - 07/09/20

**Regards: South University District Sub-Area Planning**

<<https://my.spokanecity.org/projects/south-university-district-sub-area-planning/>>

**Subarea** is defined as the area north of I-90 to the BNSF tracks and west from the Hamilton interchange to Division.

Under the City of Spokane Plan Commission Rules of Procedure 6.5.1, this is a dissenting decision of the undersigned commissioner(s). It is their recommendation to remand to Planning staff the Subarea plan into 2021 for the reasons stated herein:

**History:**

Staff has reported this area was platted in the late 19<sup>th</sup> century and was used “as both a light industrial enclave and a regional center for durable goods retail and wholesale trade.” Fourteen years ago the Subarea was zoned GC-150 (General Commercial with a 150 foot height limit, about 13 stories). The Subarea has not substantially changed since the 2006 rezoning. However, there has been considerable changes in the University District to the North.

The Subarea is connected to the University District (UD) by the University District Gateway Bridge by bicycle or on foot. (This is not a viable connection in inclement weather.) To reach UD by motor vehicles, the Subarea traveler must either go to northbound Division, or from the east access the Hamilton Bridge via Perry to Trent and west to the University District.

The Subarea has good east-west mass transit service through the Spokane Transit Authority.

**Currently:**

ARC, Goodwill Industries, Catholic Charities, and WorkSource reside within this Sub-Area. There are often homeless camps inside this Sub-Area. [Social Security Administration (900 yards northeast) and UGM (about 400 yards northeast) from WorkSource are on the east side of Hamilton.]

The current plan, without modifications, may “gentrify” this Subarea east of Downtown, making it either more like Downtown to the west, the University District north, or the hospital/medical area south. This Sub-Area, at this time, has no real identification with any of these three recognizable land use areas.

**Issues:**

Spokane does not have sufficient affordable housing. (monthly rent or housing cost in the \$300-\$500 range)

Many who frequent Downtown do not have permanent homes, or have serious mental, emotional, economic, or physical conditions.

**Recommendation:**

**Remand the Subarea planning process into 2021.**

Since the Subarea is being considered for major planning changes, it seems reasonable to bring the Subarea into better compliance with Spokane’s Comprehensive Plan within the Subarea boundaries.

<<https://my.spokanecity.org/shapingspokane/comprehensive-plan/>>

Since this Subarea is currently zoned GC-150 remanding planning into 2021 would not prevent development by up to 150 foot for medical, educational, or Downtown buildings. Issues placed on hold would be parking, floor area ratios, Downtown zoning (DTU), and street type designations.

**The plan must consider requirements of our more needy citizens who frequent this Subarea.**

**Discussion:**

The illustration to the right in the upper darker (green) area shows the current general design of the Subarea. This design segregates land use areas into education, residential, and commercial. The Subarea is similar to the (blue) mall/retail in the the upper left section. Citizens using the Subarea must commute from residential areas outside the Subarea.

Segregated areas such as malls are currently having financial difficulties.

Segregated residential in cities, like Detroit and Chicago, are having difficulty with social unrest and high crime as well as urban decay.

The illustration to the right in the lower lighter (green) area shows an ideal design that integrates residential, educational, and commercial land uses, making this design more like cities before WW II after which city planning made motorized transport *king*.



Comparison of city planning in motorized transport and in traditional walkable design.

The Spokane City Comprehensive Plan seeks to adopt the integrated land use model that is currently recommended by 21<sup>st</sup> century planners such as Charles Marohn's 'Strong Towns'  
<<https://www.strongtowns.org>>

## Comprehensive Plan Considerations for the Subarea:

Guiding principals from **Chapter 1 Section 1.1:**

- Locations where growth should occur;
- Quantities and types of housing to shelter existing and future population;
- Transportation, public improvements, and public services that are desired;
- Ways to help create a healthy economic environment;
- Actions to protect the natural environment;
- Development patterns to provide cost-effective delivery of public services

**Section 1.3** for our more needy citizens who frequent this Subarea.

**Public Facilities and Services-** Ensure that those public facilities and services necessary to support development shall be adequate to serve the development at the time the development is available for occupancy and use without decreasing current service levels below locally established minimum standards.

### Section 1.4

**Citywide Vision:** Spokane will be a city of people living and working together where diverse interests, including neighborhoods, business, education, and government, build upon the community's past accomplishments and heritage to ensure an exceptional sense of community, a healthy environment, and a high quality of life.

Other sections to consider, but not limited to, are:

**Land Use:** LU-1, LU 1.12. LU 2, LU 3, LU 3.2 & LU 3.5

**Housing: Sections 6.1, Affordable Housing and 6.2 Vision and Values also H 1.21, H1 .22, H 1.23 & H 2.4**

**Economic Development: ED 1.4, ED 2.4 and ED 5.7**

**Vision and Values from Chapter Sections: 8.2, 10.2, and 11.2**

Therefore our recommendation is for City Council to remand the current plan of this Subarea to the Spokane Planning staff to further study and append these Comprehensive Plan issues to the current work planning staff presented on July 8<sup>th</sup> and July 22<sup>nd</sup>.

Clifford Winger  
Spokane Plan Commission  
[cwinger@spokanecity.org](mailto:cwinger@spokanecity.org)  
509.325.4623



# STAFF REPORT

DEPARTMENT OF NEIGHBORHOOD AND PLANNING SERVICES

To:	Spokane Plan Commission
Subject:	<ul style="list-style-type: none"><li>• South University District Subarea Plan</li><li>• Amendments to Comprehensive Plan Land Use Plan Map, Zoning Map, and Overlay Zones</li></ul>
Staff Contact:	Christopher Green, AICP, Assistant Planner (509) 625-6194 <a href="mailto:cgreen@spokanecity.org">cgreen@spokanecity.org</a>
Report Date:	July 1, 2020
Hearing Date:	July 8, 2020
Recommendation:	Approve

## I. SUMMARY

Department of Neighborhood and Planning Services staff, working with consultant MAKERS Architecture & Urban Design and district stakeholders (collectively the “Project Team”), have developed a draft *South University District Subarea Plan* to guide future development in a 214-acre area just east of the Downtown core. Based on the framework provided by the subarea plan’s goals and policies, a proposed Comprehensive Plan Amendment and corresponding map changes would focus higher-density commercial development and more detailed design requirements along the Sprague Avenue and Sherman Street corridors.

## II. RECOMMENDED ACTION

Staff recommends that the Plan Commission adopt the facts and findings of the staff report and recommend that City Council approve the following proposed actions:

- (1) Approve a resolution recognizing the *South University District Subarea Plan* as a declaration of the subarea’s desired future condition, and reflecting stakeholder priorities for subarea-specific implementation of land use and economic development goals adopted in the Comprehensive Plan.
- (2) Approve an ordinance adopting the following actions:

- A Comprehensive Plan Amendment to amend the Land Use Plan Map designation of a 90-acre area from General Commercial Land Use Plan Map designation to Downtown Land Use Plan Map designation, as shown in Exhibit A.
- A concurrent Zoning Map change for the same area from GC-150 (General Commercial with 150-foot height limit) to DTU (Downtown University) is also proposed, as shown in Exhibit B.
- Amendment of downtown plan Map 5.1 “Streetscape Improvements,” to designate Complete Streets within the area of the zone change, as shown in Exhibit C.
- Amendment of the Surface Parking Limited Area map (SMC 17C.124-M1) to extend the Surface Parking Limited Area to include the area of the zone change, as shown in Exhibit D.
- Amendment of the Downtown Design Review Threshold Map (SMC 17G.040-M1) to include the areas zoned DTU within the Perimeter Area identified on the Downtown Design Review Threshold Map, as shown in Exhibit E.

### III. BACKGROUND

#### EXISTING CONDITIONS

##### SUBAREA BOUNDARIES

The subarea planning process for the South University District considers a 214-acre area just east of the Downtown core, bounded by Division Street to the west, Hamilton Street and its interchange with I-90 to the east, I-90 to the south, and the right-of-way for the Burlington Northern Santa Fe (BNSF) railway to the north.

##### CONNECTIVITY

The University District Gateway Bridge, constructed in 2018, provides a direct bicycle and pedestrian crossing over the BNSF tracks to the Riverpoint campus of Washington State University-Spokane and other higher education institutions immediately to the north of the tracks. The subarea is also directly adjacent to the Downtown core (across Division Street), the Sprague Union District (just to the east of the Hamilton interchange ramps), and the South Perry district and concentration of health care providers on the lower South Hill via the Sherman Street and Arthur Street overpasses.

The two most prominent motor vehicle transportation facilities in the region intersect at the southwest corner of the subarea; the I-90 freeway running east-west, and the Division/Browne Street couplet (U.S. Highway 395/Thomas S. Foley Memorial Highway). The 2<sup>nd</sup>/3<sup>rd</sup> Avenue couplet provide an additional point of direct access to the I-90 freeway. Several Spokane Transit Authority (STA) routes provide service within and adjacent to the district, including the Route 90 High Performance Transit line on Sprague Avenue and the Route 12 Southside/Medical Shuttle between the south landing of the University District Gateway Bridge to lower South Hill health care providers. In 2022,

the STA City Line will provide Bus Rapid Transit service at the north bridge landing, just outside of the district boundary.

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## ENVIRONMENTAL CONDITIONS

The subarea generally slopes downward from north to south, ranging from approximately 2000 feet above sea level near the Sherman Street crossing of I-90 to 1918 feet above sea level where Sprague Avenue intersects with Division Street and where it passes under the Hamilton Street overpass. A long bluff runs along the entire boundary of the subarea, rising about 15 feet above the BNSF railroad tracks, Martin Luther King, Jr. Way, and the WSU-Spokane campus. Exposed and subsurface basalt throughout the district present challenges for excavation, extension of utilities, and stormwater infiltration, and has likely constrained development on some sites where outcroppings are especially prominent.

Due to the history of industrial, railroad, and other business types located in and around the South University District, concerns about past contamination looms over some potential redevelopment sites. Separate from the subarea planning process, the City of Spokane is working with a coalition of district partners to assess and clean up properties in the University District through a combination of State of Washington and U.S. Environmental Protection Agency funding.

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## LAND USE AND DEVELOPMENT PATTERN

Most of the subarea was originally platted in the late 1800s, followed by the emergence of a commercial corridor on Sprague Avenue alongside a streetcar line (and later highway route), and single family residences developing intermittently on the narrow lots platted on the blocks to the south. The commercial buildings that developed during the early 1900s rarely included more than a few off-street parking spaces. Through the second half of the 20<sup>th</sup> Century, the subarea was zoned light industrial, and small scale industrial uses filled in many of the gaps between the residences.

Overall, these distinct phases of historical development have led to a wide range of building types and land uses within the subarea. Reflecting the long time roles of the subarea as both a light industrial enclave and a regional center for durable goods retail and wholesale trade, most of the South University District was zoned GC-150 (General Commercial with a 150 foot height limit) when a full revision of the zoning and development code was completed in 2006.

SMC 17C.120.030 characterizes the General Commercial zone as:

*"A full range of retail and service businesses with a local or regional market as well as industrial uses are allowed. Industrial uses are limited in size to avoid adverse effects different in kind or amount than commercial uses and to ensure that they do not dominate the character of the commercial area."*

There are approximately 1,589 acres of land zoned either GC-70 or GC-150 within the City of Spokane. Outside of the South University District, most of this acreage is concentrated along N Division Street, N Newport Highway, E Francis Avenue, and near the Spokane International Airport.





Figure 1 – Existing zoning in the South University District.

## RECENT PLANNING EFFORTS

The South University District is part of the larger 770-acre University District, one of the six Target Investment Areas identified in the City's adopted Economic Development Strategy,<sup>1</sup> with many revitalization projects directed by the University District Public Development Authority (PDA) and funded by revenue sharing districts adopted by the City, County, and State. Due to its location between the university campuses to the north and the concentration of hospitals and health care providers on the lower South Hill, the South University District has been envisioned as a future "innovation district" providing a hub for job growth in health sciences and related fields. Several infrastructure projects have been completed in and around the subarea in recent years, including the University District Gateway Bridge, the extension of Martin Luther King, Jr. Way, the Sprague Phase 2 streetscape project, and implementation of High Performance Transit routes by STA.

At the same time, existing conditions present a number of potential barriers to further development and complementary employment growth in the South University District. Recent studies of

<sup>1</sup> City Council Resolution 2015-0084.

development capacity in the district have suggested that the flexibility of allowed uses and design outcomes permitted under the existing GC-150 zoning is sometimes counteracted by the constraints imposed by a low maximum Floor Area Ratio (FAR) for non-residential uses and relatively high off-street parking requirements.<sup>2</sup> Unlike other development barriers, such as issues around market and topographic conditions, these concerns can be addressed within the scope of the subarea planning process.

Since a team of University District stakeholders completed the *University District Strategic Master Plan* in 2004, a series of public and privately-commissioned plans have envisioned the future of the South University District subarea, with most identifying a “T” shape focused on the intersection of Sprague Avenue and Sherman Street as a key node for future mixed-use development. Most recently, the University District PDA adopted an update to the Strategic Master Plan for the district in 2019. Each of these previous plans have built a better understanding of existing conditions and stakeholder visions for the future of the subarea, but have not been implemented through changes to zoning or development standards. The current process used the Sherman and Sprague “T” concept as a starting point, with an end goal of implementing whatever land use and zoning changes (if any) are necessary to implement the community’s vision for future development of the subarea.

## IV. PROCESS

### COMPREHENSIVE PLAN AMENDMENT PROCEDURE

The Washington Growth Management Act (RCW 36.70A) provides that proposed amendments to a comprehensive plan may be considered by the governing body of a city no more frequently than once per year, but further provides that, so long as a subarea plan clarifies, supplements, or implements city-wide comprehensive plan policies, and so long as the cumulative impacts of the proposed subarea plan are addressed by appropriate environmental review under RCW 43.21C, the initial adoption of a subarea plan may occur outside of this annual process.

As described in further detail in Section V of this report, the proposed amendments implement policies adopted under citywide Comprehensive Plan Land Use Goals LU 2 and LU 3 and Economic Development Goals ED 2 and ED 3. Environmental review under the Washington State Environmental Policy Act (SEPA) addressed the cumulative impacts of the proposed amendments. A Determination of Non-Significance was issued on February 21, 2020.

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### ROLE OF THE PLAN COMMISSION

The proposed amendment to the Comprehensive Plan Land Use Plan Map and zoning and overlay maps require a review process set forth in Spokane Municipal Code (SMC) Chapter 17G.020. The Plan Commission is responsible for holding a public hearing and forwarding a recommendations to the City Council.

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<sup>2</sup> *University District Strategic Master Plan Update*, 2019, pg. 86.

The Plan Commission may incorporate the facts and findings of the staff report as the basis for its recommendation to the City Council, or may modify the findings as necessary to support their final recommendations.

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## ROLE OF CITY COUNCIL

The City Council will also conduct a review process, considering public comments and testimony, the staff report, and the Plan Commission's recommendation. The final decision to approve, modify or deny the proposed amendments rests with the City Council.

## COMMUNITY ENGAGEMENT

Each stage of the subarea planning process has incorporated engagement with the numerous stakeholders within the district and the broader community. City of Spokane staff, with the assistance of MAKERS, have conducted the following community engagement activities to help craft this plan:

- More than 1,000 mailers sent to property owners, residents, and occupants in and around the subarea
- An email list of nearly 200 contacts to share project updates and other announcements
- A project page on the City website with up-to-date information about events and project progress
- Community Design Workshop and Stakeholder Focus Groups (July 30-31, 2019)
- Open House on Draft Vision Statement, Goals, and Policies (October 2, 2019)
- An online survey conducted from July 27-August 12, 2019, with 308 responses
- Video on City Cable 5 (also available on City website)
- Table at University District Gateway Bridge grand opening celebration (May 7, 2019)
- In-person presentations to East Spokane Business Association, East Central Neighborhood Council, the Spokane Community Assembly, the Community Assembly Land Use Committee, Downtown Spokane Partnership, University District Development Association/University District Public Development Authority Board

A more detailed Results of the Community Design Workshop and Stakeholder Focus Groups are described in further detail in the *South University District Subarea Plan* (see pages 11-14).

In addition, the project team has provided updates on the plan at key points in the process to elected and appointed officials, and to staff from City departments and interested agencies.

- Staff and Agency Technical Team Workshops (July 31, 2019 and November 14, 2019)
- Plan Commission Workshops (October 23, 2019; November 13, 2019; March 11, 2020)
- Design Review Board Workshop (November 13, 2019)
- City Council Study Session (October 31, 2019)

## **PUBLIC NOTIFICATION AND SEPA REVIEW**

- A Notice of Intent to Adopt was filed with Washington Department of Commerce on February 28, 2020.
- Notice of Application, Notice of SEPA Determination, and Notice of Plan Commission Hearing were mailed to all affected property owners, taxpayers, and occupants in addition to those within 400 feet of the boundary of proposed map changes on February 21, 2020.
- A SEPA Determination of Non Significance (DNS) was issued on February 21, 2020. The comment period ended on March 24, 2020.
- Notice of SEPA Determination and Plan Commission Hearing was published in the *Spokesman-Review* on March 11 and 18, 2020.
- A Plan Commission Hearing was scheduled for March 25, 2020. The hearing was postponed to July 8, 2020 due to public health measures enacted to limit the spread of the COVID-19 virus.
- A notice of the rescheduled hearing date was mailed to all affected property owners, taxpayers, and occupants in addition to those within 400 feet of the boundary of proposed map changes on June 22, 2020.

## **COMMENTS RECEIVED**

Written and emailed comments received will be provided to the Plan Commission prior to the hearing.

## **COORDINATION WITH DOWNTOWN PLAN UPDATE AND OTHER SUBAREA PLANS**

The *South University District Subarea Plan* has been developed in close coordination with ongoing subarea planning efforts in the North Bank and Downtown. Appendix B of the draft *Subarea Plan* lists potential policy, map, or code issues which were identified during the planning process that have implications across the entire Downtown area. These issues exceed the scope of the South University District subarea planning process but may be worth considering in future updates of the Downtown Spokane Plan.

## **V. ANALYSIS**

### **SUMMARY OF PROPOSAL**

The subarea plan proposes a targeted zone change from GC-150 to DTU in a 63-acre area the vicinity of the south landing of the University District Gateway Bridge, along Sprague Avenue, and along the portion of Sherman Street closest to the intersection with Sprague Avenue. A change to the DTU zone would increase the maximum floor area ratio (FAR) for non-residential development permitted in these areas from 2.5 to 6, allowing higher intensity office and institutional uses in close proximity to the WSU-Spokane Health Sciences campus, where near-term demand for this development type is anticipated to be the highest. Like the existing GC-150 zone, the DTU zone

supports development of housing and mixed-use developments that include housing by allowing unlimited FAR for residential uses.



Figure 2 – Proposed area of zone change from GC-150 to DTU, with two optional additions to the DTU-zoned area shown in cross-hatch.

At the same time, the DTU zone includes more detailed standards for building orientation, the public realm, and design review for large projects. The proposed map changes focus these standards on the portion of the district along the key pedestrian-oriented streets (and focal intersection at Sprague and Sherman) identified by stakeholders in the planning process, and in alignment with recent investments in multimodal infrastructure, such as the University District Gateway Bridge, Sherman Plaza, and Sprague Phase 2 streetscape improvements.

The proposal leaves the remainder of the subarea in the existing GC-150 zone, which allows for these portions of the South University District to continue to serve the important functions of providing a space for wholesale and large durable goods retail, complementary services, and affordable light industrial/makerspace adjacent to the Downtown core. Because the GC-150 zone limits FAR for most uses to 2.5, but allows unlimited FAR for residential uses, the proposed zoning configuration also encourages development of housing throughout the subarea.

## POLICY OPTIONS CONSIDERED

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### CHOICE OF ZONING DESIGNATION FOR THE SPRAGUE/SHERMAN "T"

During the planning process the project team considered whether a change to the base zoning or the implementation of special overlay for all or part of the subarea was necessary to implement the stakeholder vision for the South University District. Compared to the additional regulatory complexity of creating and administering a new overlay district, the Downtown General (DTG) and Downtown University (DTU) zones provide a more direct path to implementing more pedestrian-friendly standards for building orientation and streetscape design, while at the same time alleviating the development barriers posed by the FAR and off-street parking standards of the GC-150 zone.

There is almost no difference in the development standards that apply in the DTG and DTU zones. The draft subarea plan **recommends extending the DTU zone** rather than the DTG zone in the South University District because:

- The portion of the subarea proposed for the Downtown zoning extension is contiguous with the existing DTU zoning on the WSU-Spokane Health Sciences campus and private properties immediately to the north.
- The vision statement for the subarea developed by stakeholders more closely resembles the characteristics of the DTU zone, as described in SMC Section 17C.124.030.C: *"The downtown university zone encourages a wide range of uses that support the ongoing development of an urban inner city university. A pedestrian friendly and safe urban environment is encouraged along with a wide range of residential, office, retail, and other supporting commercial uses."*
- While the standards contained in the DTU and DTG zone are nearly identical at this time, the DTU zone is limited to the WSU-Spokane Health Sciences campus and immediately adjacent areas. Therefore, if a future need arose for standards specific to the University District or campus-adjacent areas, modifications could be made to the DTU zone only, without impacting the many other parts of Downtown currently zoned DTG.

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### OPTIONAL EXTENSIONS OF DTU ZONING

The boundary of the 63-acre area proposed for extension of the DTU zone was selected to provide consistent DTU zoning on both sides of Sprague Avenue and Sherman Street, and the entire extent of the south landing area north of Sprague Avenue. Where practical, the boundary follows mid-block parcel boundaries.<sup>3</sup> The advantages and disadvantages of two potential further extensions of the DTU zone are discussed below.

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<sup>3</sup> Street centerline boundaries are proposed along Sheridan Street, to avoid splitting developments spanning the entire block; and on 1<sup>st</sup> Avenue, where the shallow depth of the block to the north (approximately 166 feet) causes this street to function primarily as service access at the rear of building fronting on Sprague Avenue.

OPTIONAL DTU EXTENSION #1 - SOUTH SHERMAN STREET SOUTH TO I-90

Optional DTU Extension #1 would continue DTU zoning along both sides of Sherman Street beyond 2<sup>nd</sup> Avenue to I-90, with the objective of continuing a pedestrian-oriented, storefront development pattern along Sherman Street to the edge of the subarea, potentially strengthening connections to neighborhoods across I-90 to the south. This extension was not included in the original proposal due to the effects of high traffic volumes and more auto-oriented development patterns on the couplet formed by 2<sup>nd</sup> and 3<sup>rd</sup> Avenues.<sup>4</sup>



Figure 3 - Optional DTU Extension #2 would extend DTU zoning further south along S Sherman Street from E 2<sup>nd</sup> Avenue to the I-90 freeway

OPTIONAL DTU EXTENSION #2 - PACIFIC AVENUE WEST TO PINE STREET

Optional DTU Extension #2 would extend westward along the south side of 1<sup>st</sup> Avenue and both sides of Pacific Avenue. This extension would take advantage of the mix of uses, older buildings oriented to the street, and potential for pleasant bicycle and pedestrian travel within a right-of-way that is wide but carries relatively low volumes of automobile traffic. This extension was not included in the original proposal due to a higher presence of auto-oriented and light industrial uses and a less visible location for retail and other storefront businesses than along Sprague Avenue and Sherman Street. In addition, the lower non-residential FAR allowed in the GC-150 zone helps to incentivize the development of housing for redevelopment projects interested in exceeding an FAR of 2.5.



Figure 4 - Optional DTU Extension #2 would extend DTU zoning between E 1<sup>st</sup> Avenue and E Short Street, along E Pacific Avenue

EXTENSION OF OVERLAYS ASSOCIATED WITH DOWNTOWN ZONING

In addition to the base zones (e.g. DTU), several overlay zones implement supplemental standards across all or part of the areas with a Downtown zoning designation. The project team presented and

<sup>4</sup> The City's 2017 Average Weekday Traffic Map shows between 10,300 and 11,500 vehicles per day on 2<sup>nd</sup> Avenue near the intersection with Sherman Street, and between 6,700 and 7,100 vehicles per day on 3<sup>rd</sup> Avenue near the intersection of with Sherman Street.

Sherman Street itself averages 10,100 vehicles per day south of 3<sup>rd</sup> Avenue, 7,100 vehicles per day between 2<sup>nd</sup> and 3<sup>rd</sup> Avenues, and 3,100 vehicles per day between 2<sup>nd</sup> and Sprague Avenues.

gathered input on different scenarios for overlay zone boundaries at the October 2019 open house and other community engagement events. The analysis and recommendations contained in the draft *Subarea Plan* consider each of these overlays individually, and whether or not they should be extended to coincide with the part of the subarea proposed to be zoned DTU.

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DOWNTOWN PARKING REQUIREMENT AREA BOUNDARY (SMC 17C.230-M1)

The Downtown Parking Requirement Map provides an overlay in which no minimum number of off-street parking spaces are required for new development. New development within the Downtown Parking Requirement Area can still provide off-street parking as needed, and project financing is often contingent on certain amounts of off-street parking being included in a development, regardless of standards in the local development code. The Downtown Parking Requirement Area (overlay) currently includes all 788 acres within "Downtown" zones (DTC, DTG, DTU, and DTS), as shown in Figure 5.



Figure 5 – Existing Boundary of Downtown Parking Requirement Area  
SMC 17C.230-M1 / (No minimum parking required overlay)

In the draft *South University District Subarea Plan*, consultant **MAKERS Architecture & Urban Design** does not recommend extending this overlay into the portion of the subarea zoned DTU, and staff concurs. Previous studies of the subarea, and stakeholder feedback during the planning processes indicated that the added costs of land for surface parking lots or the construction of structured parking significantly impact the feasibility of all development types.<sup>5</sup> The proposed zone change for the "T" area to DTU (Downtown University) addresses this development barrier. In the absence of the overlay, the DTU zone requires 1 space per 1,000 square feet of floor space, amounting to one-half or less the amount of parking required for most uses under the existing GC-150 zone.<sup>6</sup> The reduction also provides flexibility to adaptive reuse and infill projects on the smaller lots found throughout the subarea, and takes advantage of the pedestrian, bicycle, and transit connectivity that recent investments in the district have provided.

Unlike the Downtown core or North Bank, where the no minimum parking overlay is already in place, the South University District does not have an existing supply of sharable off-street parking spaces in

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<sup>5</sup> Pro forma modeling of several standard development types contained in the *2019 University District Strategic Master Plan Update* indicate that offices, labs, and other development types with high per-square-foot costs are particularly sensitive to the additional project costs imposed by construction of on-site parking.

<sup>6</sup> In the GC-150 zone, general and medical office uses require 1 space per 500 square feet; most retail uses 1 space per 330 square feet; and restaurants and bars require one space per 250 square feet, as examples.



commercial garages or surface parking lots. Due to the time period in which the South University District originally developed, the existing inventory of off-street parking is very limited relative to the demand of uses already present in the subarea. Given this scarcity, business operators, employees, customers, and residents often rely on available on-street parking spaces to meet demand. Business and property owners have expressed concern throughout the planning process that increased development activity in the subarea could further strain the parking supply without corresponding development of off-street parking spaces. Under these circumstances, the reduction in minimum parking requirements afforded by the DTU base zone represents a middle ground.

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#### SURFACE PARKING LIMITED OVERLAY (SMC 17C.124-M1)

The Surface Parking Limited Overlay prohibits new standalone commercial parking lots as a primary use. Within the overlay, surface parking lots may still be developed in support of new or existing uses, and commercial parking may still be developed within parking structures. The overlay is currently applied to a 173-acre area in the Downtown core, as shown in Figure 6.

In the draft *South University District Subarea Plan*, **MAKERS recommends extending this overlay into the portion of the subarea zoned DTU, and staff concurs.** In addition to the challenging parcel pattern and topography mentioned above, the Sprague Avenue and Sherman Street and lined in many segments by older buildings that occupy a large portion of the parcels they are located upon. The South University District is adjacent to two potential sources of “spillover” parking demand; the metered parking district in the Downtown core just across Division Street, and



Figure 6 - Proposed extension of Surface Parking Limited Area, SMC 17C.124-M1

the WSU-Spokane Health Sciences campus to the north. In the absence of the protection provided by the Surface Parking Limited Overlay, the existing building stock at the heart of the subarea could see increased pressure for demolition in favor of surface parking lots. Due to sources of demand from outside of the subarea boundary, these additional surface parking lots may not increase the actual supply of parking for businesses located in the South University District.

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#### DESIGNATION OF COMPLETE STREETS (DOWNTOWN PLAN MAP 5.1)

The Downtown zones (including DTU) are implemented in part by a street classification system adopted in the 2009 Fast Forward Spokane Downtown Plan update. The system uses four types of “Complete Streets,” which are used to determine what streetscape improvements, design and site

planning requirements, and types of access are allowed along street frontages.<sup>7</sup> All streets within Downtown zones are classified as one of the Complete Street types described in SMC 17C.124.035; accordingly the proposal includes Complete Streets classifications for streets within the section of the subarea that would be zoned DTU.

Complete Streets designation types include the following:

- **Type I – Community Activity Street** – slow, two-way streets with wide, well-maintained sidewalks and pedestrian amenities to encourage strolling, walking, and shopping.
- **Type II – Community Connector** – move traffic and pedestrians into and around downtown. These streets provide some of the major pedestrian connection to surrounding neighborhoods and districts.
- **Type III – City-Regional Connector** – move auto traffic through downtown and provide connections to the rest of the City and region. These attractive, landscaped arterials are to be improved with street trees, sufficient sidewalks for pedestrian circulation and pedestrian buffer areas, and safe pedestrian crossings.
- **Type IV – Neighborhood Streets** – carry little through traffic and tend to have less commercial activity than the other types of complete streets. These tend to have generous sidewalks, landscaping, and street trees. All downtown streets will meet Type IV criteria to a minimum.



Figure 6 – Proposed Complete Streets Designations for Areas within DTU Zone

The Community Design Workshop, online survey, and other community engagement efforts involved stakeholders in prioritizing key streets for pedestrian activity and storefront-oriented building frontages. These priorities are shown on the Block Frontages and Complete Streets Concepts map in

<sup>7</sup> The Complete Streets designation contained in Downtown zones is distinct from the Complete Streets Program set forth in the City's Engineering Standards in SMC Chapter 17H.020. The Complete Streets Program focuses on overall roadway design and safety of multimodal users.

the draft *Subarea Plan*,<sup>8</sup> and serve as the basis for the proposed Complete Streets designations shown in the plan and as Figure 7 of this report.

Consistent with stakeholder-identified priorities for block frontages, MAKERS' proposed Complete Streets designations concentrate the most pedestrian-oriented classification (Type I – Community Activity Street) on the Sprague Avenue and Sherman Street intersection, with Type II – Community Connector streets designated on the eastern and western portions of Sprague, on Sherman south of the intersection with 2<sup>nd</sup> Avenue, on Pacific Avenue west of Sherman, and on block frontages immediately east and west of Sherman. **Staff recommends adopting the proposed designations in the draft *Subarea Plan*, with the following revisions** for the purpose of continuity with existing streets in the system:

- Designate Pacific Avenue west of Sherman (within DTU zone Optional Extension #2) as a Type I – Community Activity Street, consistent with the existing designation on Pacific west of Division Street
- Designate the portions of 2<sup>nd</sup> and 3<sup>rd</sup> Avenues intersecting with Sherman (within DTU zone Optional Extension #1) as a Type III – City-Regional Connector, consistent with the existing designation on this couplet west of Pine Street
- Designate other block frontages leading to Sherman (1<sup>st</sup> Avenue and Pacific Avenue east of Sherman) as Type IV – Neighborhood Streets, anticipating that they will continue to carry relatively little through traffic and have less commercial activity than other primary routes.

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#### DESIGNATION OF DESIGN REVIEW THRESHOLD AREA (SMC 17G.040-M1)

Certain project types are always subject to review by the Design Review Board. Within Downtown zones, additional project types are also subject to Design Review, based on the area (Central, Gateway, and Perimeter) in which they are located on the Downtown Design Review Threshold Map (SMC 17G.040-M1). The proposed extension of DTU zoning extends would abut an existing portion of the Perimeter Area (immediately to the north, across the BNSF tracks). Generally, the Central area has been applied in the Downtown core, and Gateway areas have been applied along arterials extending northward from on/off ramps at I-90. Therefore, the subarea plan recommends **including the DTU-zoned portions of the South University District in the Perimeter Area** of the Downtown Design Review Threshold Map.

Within the Perimeter Area, Design Review is additionally applied to new buildings and structures greater than 50,000 square feet, and modification of more than 25 percent (at minimum 300 square feet) of a building façade visible from an adjacent street. This additional review of large-scale projects, and more significant façade modifications near the Sprague and Sherman node is consistent with stakeholder interest in greater design attention at this focal point of the subarea.

#### IMPLEMENTATION OF COMPREHENSIVE PLAN GOALS AND POLICIES

Using the Comprehensive Plan for overall guidance, the more detailed planning undertaken for subareas like the South University District help ensure implementation of citywide goals and policies

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<sup>8</sup> *South University District Subarea Plan*, February 2020 draft, pg. 18.

focused at a smaller scale (see *Goal LU 7 – Implementation* and *Policy LU 7.4 – Sub-Area Planning Framework*). A review of Comprehensive Plan goals and policies and other supporting documents indicates that the proposal meets the approval criteria for internal consistency set forth in SMC 17G.020.030.G. The analysis below identifies the Comprehensive Plan goals and policies which the proposal most directly implements.

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## LAND USE GOALS

### ***Land Use Goal LU 2 – Public Realm Enhancement***

**Goal:** Encourage the enhancement of the public realm.

**Staff Analysis:** The proposal would extend DTU zoning into portions of the subarea in and around the node centered on the intersection of Sprague Avenue and Sherman Street, the Sherman Plaza, and the University District Gateway Bridge. DTU zoning encourages the enhancement of the public realm through implementation of Downtown design guidelines, streetscape standards associated with Complete Streets designations, and application of Design Review to certain projects.

### ***Land Use Goal LU 3 – Efficient Land Use***

**Goal:** Promote the efficient use of land by the use of incentives, density and mixed-use development in proximity to retail businesses, public services, places of work, and transportation systems.

**Staff Analysis:** The South University District is centrally located within the Spokane metropolitan area, within the designated Downtown Spokane Regional Center, in an area well-served by existing services and transportation systems. The subarea is adjacent to the Downtown core, the WSU-Spokane Health Sciences campus, the Sprague Union district, and the concentration of health care providers on the lower South Hill. The subarea is within an identified Target Investment Area, and revitalization of the area is coordinated by a public development authority and funded by a variety of incentives and a tax increment finance district. The proposal aligns Land Use Plan Map and zoning designations for the South University District with the incentives, economic development strategies, and infrastructure investments already in place for the subarea. The proposed DTU zoning on the south landing and along Sprague Avenue and Sherman Street ensures that future development occurring at this key district node makes efficient use of the multimodal infrastructure and other supportive programs that have been put in place.

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## ECONOMIC DEVELOPMENT GOALS

### ***Economic Development Goal ED 2 – Land Available for Economic Activities***

**Goal:** Ensure that an adequate supply of useable industrial and commercial property is available for economic development activities.

### ***Economic Development Goal ED 3 – Strong, Diverse, and Sustainable Economy***

**Goal:** Foster a strong, diverse, and sustainable economy that provides a range of employment and business opportunities.

**Staff Analysis:** The proposed map changes ensure that an adequate supply of usable property is available for a range of economic activities especially suited to the subarea (see *Policy ED 2.1 –*

*Land Supply*). As described in the “Background” section above, the subarea is located within the larger 770-acre University District, which has been designated as a Target Investment Area, and both public and private stakeholders have placed considerable emphasis on the potential of the South University District as a site for a concentration of private sector employers in health sciences, energy, and other industry clusters benefiting from close proximity to the array of university campuses in the district and health care providers on the lower South Hill (see *Policy ED 3.8 – Technology-Based Industries*).

The existing GC-150 zoning limits the FAR of non-residential uses to 2.5, limiting the intensity of office, laboratory, and institutional development throughout the subarea, including the south landing and Sprague and Sherman frontages, where proximity to the WSU-Spokane Health Sciences campus and multimodal infrastructure increases demand for these uses. Development to support a concentration of employment near the south landing and within the “T” is further complicated by higher off-street parking requirements than other districts adjacent to the Downtown core, which are typically zoned DTG, DTU, or DTS. These minimum requirements for off-street parking force potential developers to aggregate larger sites to accommodate surface parking lots, which presents a particular challenge given the smaller parcels and topographic constraints often found in the South University District. The proposal to change the zoning in these areas from GC-150 to DTU would increase the non-residential FAR from 2.5 to 6, and reduce minimum off-street parking requirements to one space per 1,000 square feet, effectively increasing the supply of land available to meet the needs of emerging innovation-based industry clusters.

In addition, the subarea serves an important role as a retail, wholesale, and light industrial hub in a central location adjacent to the Downtown core. In addition to close proximity to Downtown, university campuses, hospitals, and other activity generators, businesses located in the South University District have efficient transportation links to the regional market through the I-90 freeway, Division Street (US 395), and 2<sup>nd</sup>/3<sup>rd</sup> Avenue couplet. The wide range of businesses in the subarea include successful new and multigenerational enterprises, and contribute to one of the region’s highest employment densities. Many of the smaller, older existing buildings in the subarea provide flexible, low-cost space conducive to small, emerging, locally-owned firms that contribute to overall job growth in the region. The proposal to retain GC-150 zoning in approximately 136 acres at the southeast and southwest portions of the subarea is meant to maintain space for a range of commercial and light industrial uses, and offer flexibility in building configuration and provisions for freight and operations that may be more difficult to achieve in a densely developed area characteristic of a Downtown zone (see *ED 3.2 – Economic Diversity*; *ED 3.5 – Locally-Owned Businesses*; and *ED 3.6 – Small Businesses*).

#### **APPROVAL CRITERIA (SMC 17G.020.030)**

SMC Section 17G.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 Plan Map amendment request, the decision-making authority shall make findings of fact based on evidence provided by the applicant that demonstrates satisfaction of all 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 reviewed and processed the proposed amendment under 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 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 area of the proposed land use and zoning map changes is a previously-developed, central location within the city served by existing urban facilities and services. City departments and partner agencies responsible for providing public services and facilities have reviewed the proposal and have not indicated any concerns regarding financing commitments or other infrastructure implications that would result from the proposal. The proposal meets this criterion.

**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:** As described in response to criterion (C) above, the proposal would change land use, zoning, and overlay map designations in a centrally-located area already served by urban facilities and services, particularly after streetscape and utility upgrades to Sprague Avenue are completed later in 2020. The proposal itself does not involve a specific development project. Implementation of the concurrency requirement, as well as applicable development regulations and transportation impact fees, will ensure that development is consistent with adopted comprehensive plan and capital facilities standards, or that sufficient funding is available to mitigate any impacts to existing infrastructure networks. The proposal meets this criterion.

#### ***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:

Development Regulations. The proposal to amend the Land Use Plan Map is accompanied by several amendments to zoning and overlay maps to implement a regulatory framework consistent with the proposed "Downtown" land use designation. The proposal includes a concurrent Zoning Map amendment for the affected area to DTU (Downtown University), a zone implementing the "Downtown" designation. In addition, overlays implementing certain aspects of Downtown development and design standards (Complete Streets designations and Downtown Design Review Thresholds) would be extended to match the amended boundary of the "Downtown" land use designation, to ensure consistent application of implementing regulations.<sup>9</sup> Other overlays (the Downtown Parking Area providing for no minimum off-street parking requirement and the Surface Parking Limited Overlay) are generally associated with Downtown zones but do not need to be extended to ensure consistency

Capital Facilities Program. As described in the staff analysis of Criterion C above, no additional infrastructure or capital expenditures by the City are anticipated for this non-

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<sup>9</sup> Two other overlays, the Downtown Parking Area providing for no minimum off-street parking requirement and the Surface Parking Limited Overlay, are generally associated with Downtown zones but are not required to implement development standards adopted for the base zone.

project action, and it is not anticipated that the City's integrated Capital Facilities Program would be affected by the proposal.

Fast Forward Spokane Downtown Plan. The City of Spokane adopted the *Fast Forward Spokane Downtown Plan Update*, which updated the 1999 Downtown Plan. In 2019, the City and Downtown Spokane Partnership began a second update of the Downtown Plan, with plan adoption expected in 2020. *Fast Forward Spokane* included a "South University District Analysis" as an appendix to the plan, including an analysis of opportunities and constraints, circulation and land use frameworks, and inventory of opportunity sites. This analysis section was presented as a supplemental study to *Fast Forward Spokane*, and the area was not included in zoning or development code changes adopted to implement the plan in 2009. The subject proposal for the South University District has been developed in coordination with the current Downtown Plan update process to ensure consistency between the subarea plans and any ensuing map and development code regulations.

Neighborhood Planning Documents Adopted after 2001. The South University District is within the East Central Neighborhood Council boundary. In 2006, City Council recognized the *East Central Neighborhood Plan* "as a declaration of the neighborhood's desired future condition, providing direction for neighborhood-based improvement activities and reflecting the neighborhood's priorities for its future."<sup>10</sup> The plan does not identify any specific changes to the land use designations for the South University District, and indicates that strategic planning processes specific to the University District may address more detailed land use issues in the subarea. In 2009, the East Central Neighborhood Council used neighborhood planning funds for design work on improvements to the Ben Burr Trail, and did not address land use or zoning issues in their planning process.

The subject proposal to change the land use designation and zoning for the affected area is internally consistent with applicable neighborhood planning documents.

Comprehensive Plan Goals and Policies. As described in further detail in Section V, subsection "Implementation of Comprehensive Plan Goals and Policies" within this report, the proposal is consistent with adopted Comprehensive Plan goals and policies.

- 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:** The proposal is generally consistent with current Comprehensive Plan policies, as described in further detail in the staff analysis of Criterion K.2 below and other criteria in

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<sup>10</sup> City Council Resolution 2006-0032. As prescribed in SMC 04.12.010, the City Council resolution recognizing this plan is not an action to amend the City's Comprehensive Plan or development regulations by recommendation of the Plan Commission.



this report. Therefore, no amendment to policy wording is necessary and this criterion does not apply to the subject proposal.

**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:** The proposed change in land use designation from “General Commercial” to “Downtown” applies to land near the center of the urbanized area in the Spokane region, would result in a relatively small (approximately 8 percent) increase in the overall area designated “Downtown” on the Land Use Plan Map, and is immediately adjacent to other areas designated “Downtown” to the north and west. Due to the scale and location of the proposal, there are no foreseeable implications to regional or interjurisdictional policy issues. No comments have been received from any agency, City department, or neighboring jurisdiction which would indicate that this proposal is not regionally consistent. 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:** The proposed Land Use Plan Map amendment would change the zoning of a 63-acre area from GC-150 to DTU. Subarea planning for the North Bank, just to the north of the Downtown core, has taken place on a similar timeline as the South University District. An update of the *Fast Forward Downtown Plan*, which encompasses a planning area that includes both the South University District and North Bank, started in late 2019 and will

continue through 2020. The overlapping schedule of subarea planning processes has allowed staff to monitor proposed land use changes emerging from each subarea and take cumulative impacts into consideration throughout the process.

Subarea planning for the North Bank is expected to result in a proposal change the Land Use Plan Map designation of approximately 82 acres from "General Commercial" and "Office," to "Downtown" and rezone the same area from CB-150 (Community Business with 150 foot height limit) and OR-150 (Office Retail with 150 foot height limit) to DTG (Downtown General). There is almost no difference in the development standards that apply in the DTG and DTU zones, meaning that the two subarea plans would result in a cumulative increase of approximately 145 acres in these two nearly identical zones. Under the two proposals, total acreage within any Downtown zoning designation (DTC, DTG, DTU, or DTS) would increase from 788 acres to 933 acres, or 18.4 percent.

The close coordination between the subarea planning processes has allowed both subarea plans to take the potential cumulative impacts of their proposed changes into consideration during the planning process. While the change from GC-150, CB-150, or OR-150 to DTG or DTU zoning involves some differences in allowed uses and application of development and design standards, an increase in the floor area ratio (FAR) for non-commercial uses is the most prominent cumulative difference that would result from the zone changes proposed under the two subarea plans. In the North Bank, approximately 82 acres would see an increase in non-residential FAR from 4.5 to 6, and in the South University District, FAR would increase from 2.5 to 6 for approximately 63 acres. Because there is no maximum FAR for residential uses in the existing or proposed zoning involved in either subarea plan, the proposal does not result in any cumulative change in development capacity for housing.

Proposed changes to the in Land Use Plan map designation and zoning in the South University District apply to just under 30 percent of the subarea. The proposed change to a "Downtown" designation and DTU zoning is focused on areas where projected demand for larger office and other concentrated employment uses is highest, specifically preserving the remainder of the subarea for the existing range of residential, commercial, and light industrial uses and minimizing the cumulative impact of a district-wide zone change.

The proposal meets this criterion.

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

***SEPA review must be completed on all amendment proposals and is described in chapter 17E.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 is under review 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, and a review of other information available to the Director of Planning Services, a Determination of Non-Significance was issued on February 21, 2020. 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:** The proposed map changes affect an area approximately 63 acres in size, in a built-up area adjacent to the downtown core and served by the public facilities and services described in CFU 2.1. Significant infrastructure upgrades in recent years have included capacity upgrades to City utilities serving the area. The proposed map changes affect a relatively small area, do not include a development proposal, and do not measurably alter demand for public facilities and services in the vicinity of the proposal or on a citywide basis. All affected departments and outside agencies providing services to the subject properties have had an opportunity to comment on the proposal and no agency or department offered comments suggesting the proposal would affect the City's ability to provide adequate public facilities to the property or surrounding area or consume public resources otherwise needed to support comprehensive plan implementation strategies. Any subsequent development of the site will be subject to a concurrency determination pursuant to SMC 17D.010.020, thereby implementing the policy set forth in CFU 2.2. 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 application does not propose an amendment to the urban growth area boundary. This criterion does not apply.

**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 is for a map change only and does not include any proposed 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:** Comprehensive Plan policies related to Downtown generally emphasize its role as a Regional Center featuring diverse uses, without providing specific locational criteria or guidance on what type of areas are most or least suitable for expansion of the Downtown designation. The location of the proposed Land Use Plan Map amendment is within the "Downtown Boundary" designated in the 2009 *Fast Forward Spokane Downtown Plan Update* and is contiguous with existing areas designated "Downtown" on the Land Use Plan Map and zoned either DTG or DTU. The proposal meets subsection (a).

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

**Staff Analysis:** The proposal includes a concurrent Zoning Map change for the affected area to DTU (Downtown University) to implement the proposed "Downtown" Land Use Plan Map designation. SMC 17C.124.030.C describes the DTU zone as follows:

*"Downtown University (DTU).*

*The downtown university zone encourages a wide range of uses that support the ongoing development of an urban inner city university. A pedestrian friendly and safe urban environment is encouraged along with a wide range of residential, office, retail, and other supporting commercial uses."*

In the proposed location, the “Downtown” land use designation and accompanying DTU zoning align closely with this description by allowing dense development of office, laboratory, and other uses that complement the research and education functions of the adjacent WSU-Spokane Health Sciences campus and other universities in the district, and provide space for continued employment growth in the district. The proposed location of the DTU zone extension along Sprague Avenue and Sherman Streets, and the pedestrian friendly urban environment encouraged in the DTU zone aligns with stakeholder emphasis on these streets as a focal point for the subarea.

The proposal meets subsection (b).

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

**Staff Analysis:** As described in further detail in Section V, subsection “Implementation of Comprehensive Plan Goals and Policies” within this report, the proposal is intended to create a pattern of land use designation and zoning in the subarea that better implements adopted Land Use and Economic Development Goals adopted in the Comprehensive Plan. In particular, the proposal allows for concentration of high density employment growth in close proximity to investments and multimodal transportation and other public infrastructure (see Land Use policies LU 3.1 and 4.6) and ensures that land is available for employment growth in targeted industry clusters (Economic Development policies ED 2.1 and ED 3.8) and for the retention and expansion of existing businesses in the subarea (Economic Development policies ED 3.2, ED 3.5, and ED 3.6).

Comprehensive Plan Policy LU 1.9 – Downtown, provides in part that “major land use changes within the city should be evaluated to identify potential impacts on Downtown.” As described in the staff analysis of Criterion G above, the proposal has been evaluated for the cumulative increase in commercial development capacity caused by extending the Downtown designation in the South University District and North Bank subareas. The proposed extension of the Downtown designation in the South University District is applied to a focused area, rather than spread district-wide, in part to avoid impacts to the existing Downtown core from overextension of Downtown zoning.

The proposal meets subsection (c).

**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:** If the Land Use Plan Map amendment is approved as proposed, the zoning designation of the affected area will change from GC-150 (General Commercial with 150-foot height limit) to DTU (Downtown University). The DTU zone implements the Downtown land use designation proposed for the affected area. No policy language changes have been identified as necessary to support the proposed Land Use Plan Map amendment, which is consistent with adopted Comprehensive Plan Land Use and Economic Development goals and policies as described elsewhere in this report. The proposal meets this criterion.

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## RECOMMENDED FINDING

Staff recommends that the Plan Commission find that the proposal meets the approval criteria set forth in SMC Section 17G.020.030.

## VI. CONCLUSION

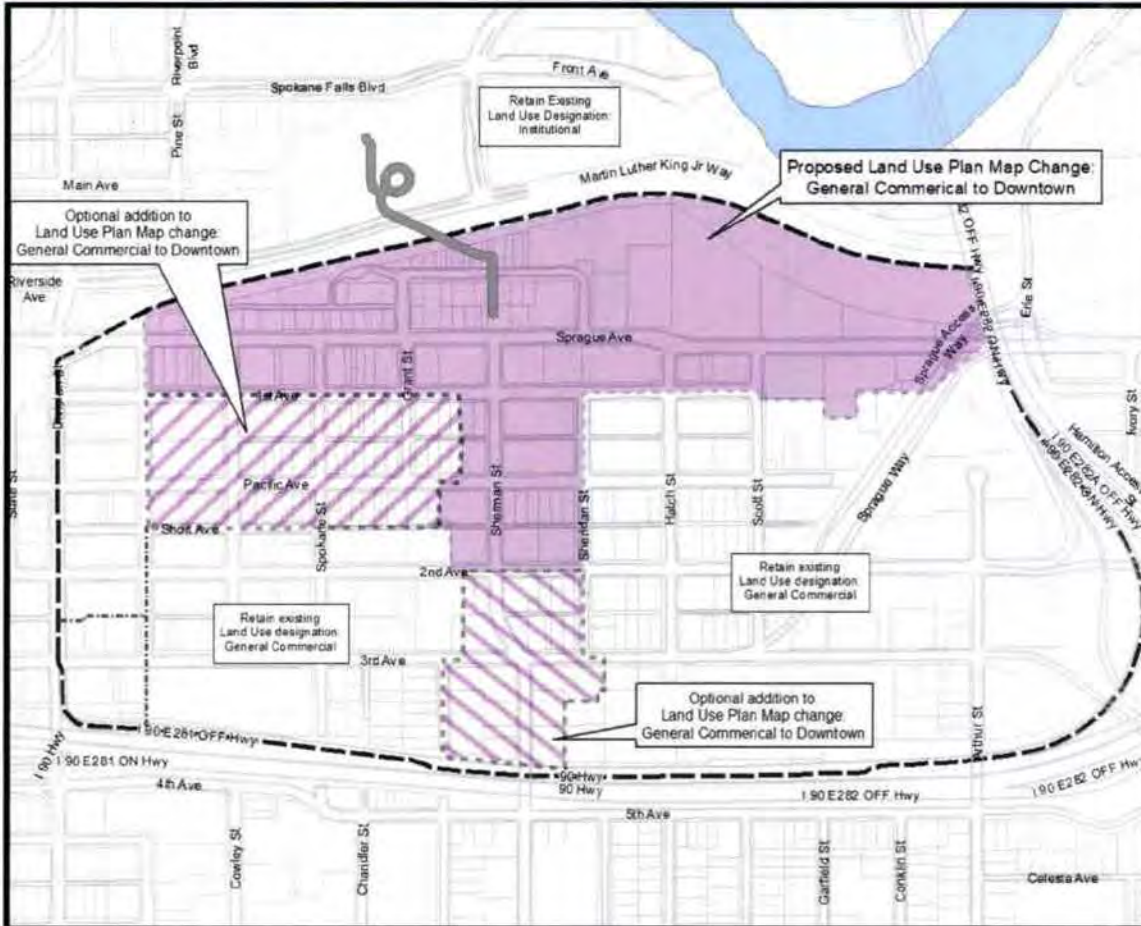
Staff finds that the proposed *South University District Subarea Plan* reflects a more detailed look at land use issues within a focused area, consistent with the approach set forth in Comprehensive Plan Land Use Policy LU 7.4 – Sub-Area Planning Framework. The proposed Comprehensive Plan Amendment to amend the Land Use Plan Map, and concurrent changes to zoning and overlay maps are consistent with Comprehensive Plan Land Use Goal LU 3 and Economic Development Goals ED 2 and ED 3. The proposal is also consistent with each of the approval criteria for a Comprehensive Plan Amendment set forth in SMC Section 17G.020.030.

Staff recommends that the Plan Commission adopt the facts and findings of the staff report and make a recommendation that City Council approve a resolution recognizing the *South University District Subarea Plan* and an ordinance adopting the proposed Comprehensive Plan Amendment and concurrent zoning and overlay map changes.

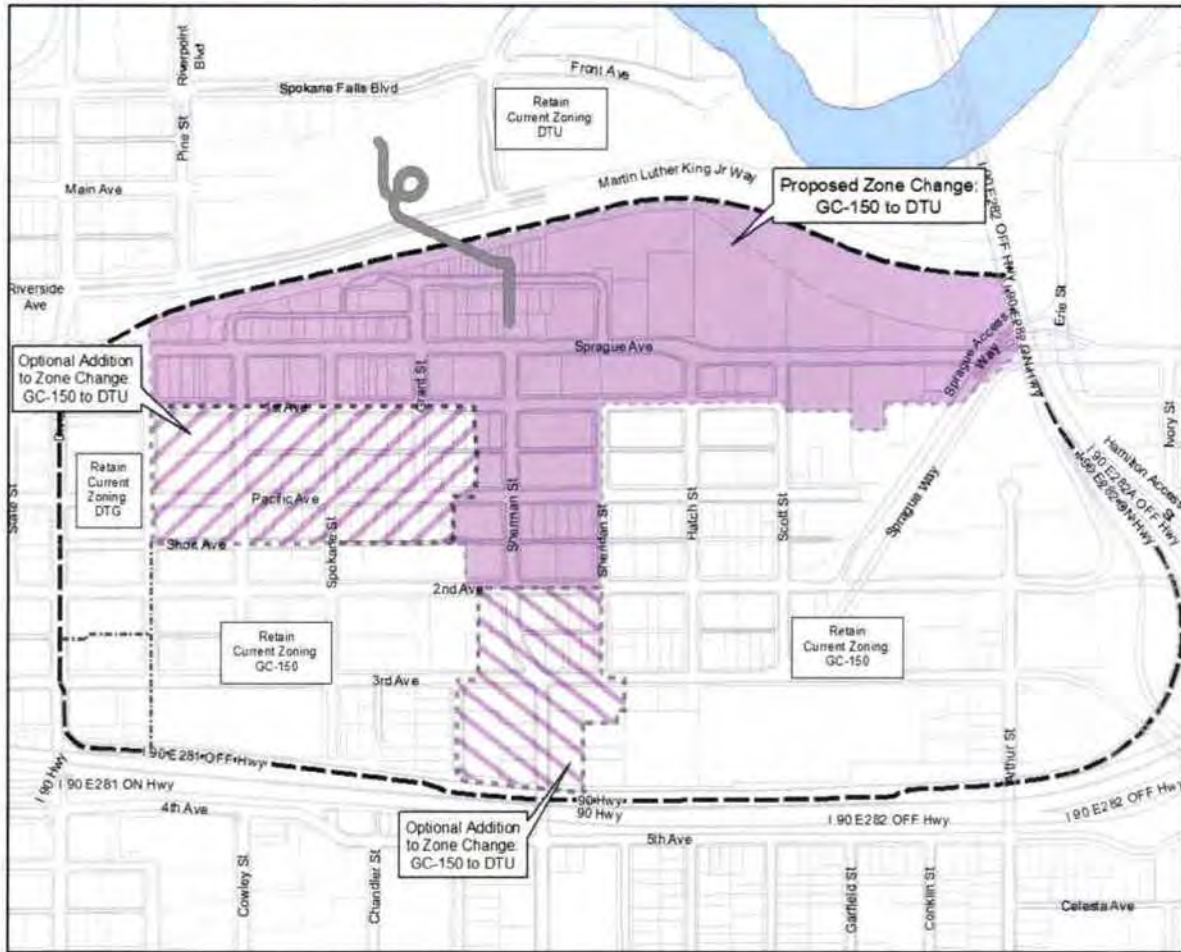
## VII. EXHIBITS

- A. Proposed Comprehensive Plan Land Use Plan Map Amendment
- B. Proposed Amendments to Zoning Map
- C. Proposed Designations of Complete Streets within the South University District subarea (Downtown Map 5.1 “Complete Streets”)
- D. Proposed Amendments to Surface Parking Limited Overlay Map (SMC 17C.124-M1)
- E. Proposed Amendments to Downtown Design Review Threshold Map (SMC 17G.040-M1)

**EXHIBIT A: PROPOSED COMPREHENSIVE PLAN LAND USE MAP AMENDMENTS**



# EXHIBIT B: PROPOSED ZONING MAP AMENDMENTS





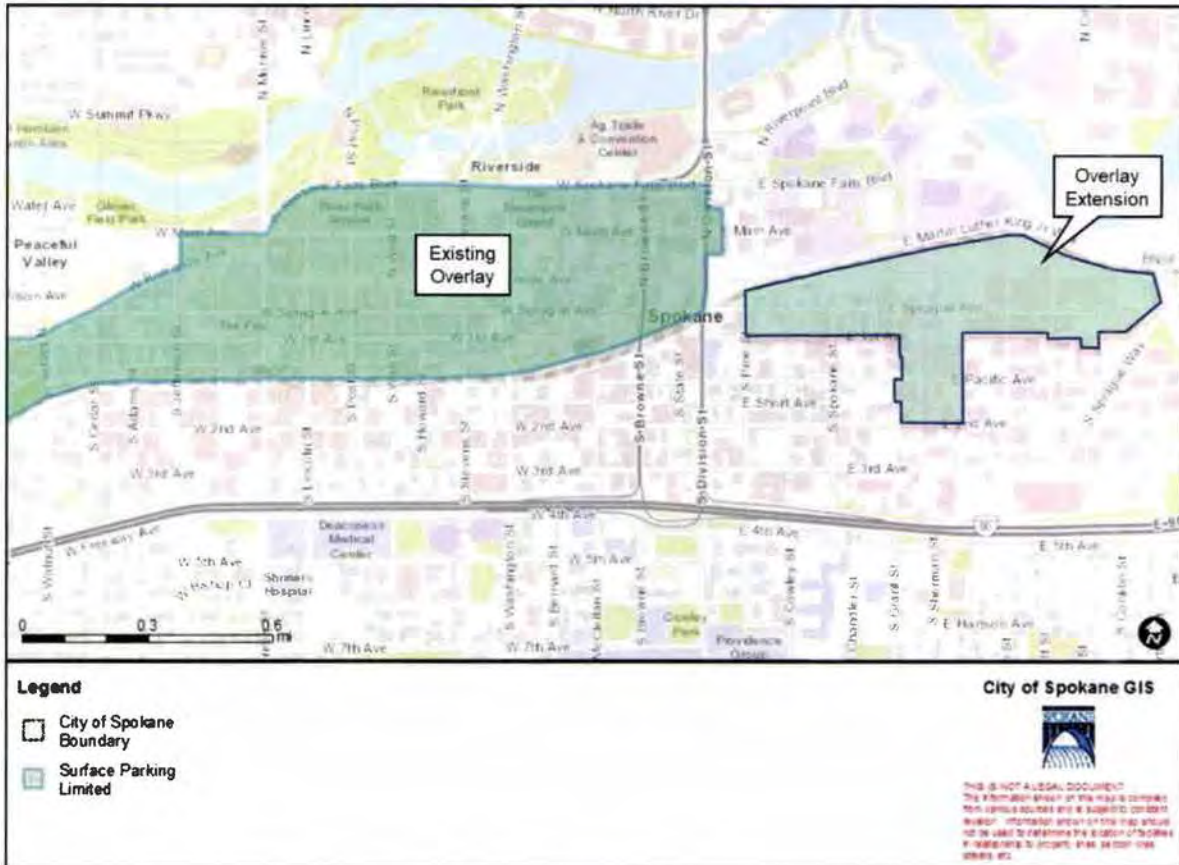
# EXHIBIT C: PROPOSED COMPLETE STREETS DESIGNATIONS IN DTU-ZONED AREAS

## Amending Downtown Plan Map 5.1 "Complete Streets"



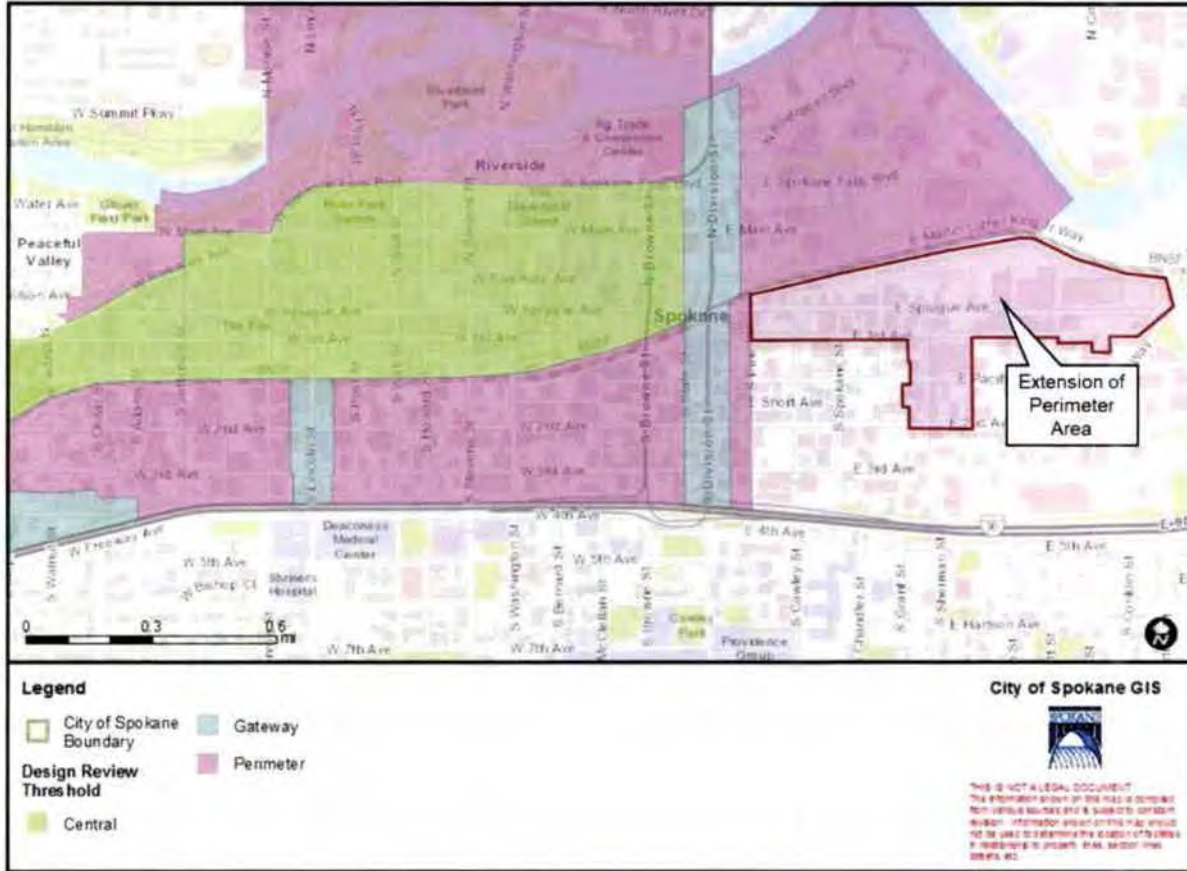
**EXHIBIT D: PROPOSED AMENDMENT TO SURFACE PARKING LIMITED OVERLAY**

(SMC 17C.124-M1)



# EXHIBIT E: PROPOSED AMENDMENT TO DOWNTOWN DESIGN REVIEW THRESHOLD MAP

(SMC 17G.040-M1)





March 17, 2020

Mr. Todd Beyreuther  
President  
City of Spokane Plan Commission  
808 W. Spokane Falls Blvd  
Spokane, WA 99201

**RE: University District Board Support for City of Spokane South Subarea Plan**

Dear Todd,

The University District Development Association (UDDA) and the University District Public Authority (UDPDA) Board of Directors have been briefed on the City's South Subarea Planning process and extensive public engagement efforts over the past several months.

The University District Boards acted in 2019 to support the implementation of the University District Strategic Master Plan Update, including the development and support of a "South University District Subarea Plan". The UDDA board and committees have actively provided support, input, and evaluation of the plan and they support City staff recommended actions.

Additionally, we support the optional Addition 1 of the DTU extending the zoning change south along Sherman Street to I-90. Continuous zoning along Sherman would help align planned private development and complement the UDPDA's recent commitment of up to \$200,000 for the design of a more attractive and pedestrian-friendly Sherman Street as well as a signal at 5<sup>th</sup> Avenue and Sherman.

The possible Phase II code changes in the appendix do give us pause. Option 1's Type V and VI could be desirable in the future, however, they would likely create an unsupportable burden to development in the near term.

In addition to these specific endorsements and concerns the UDDA would ask the Plan Commission to consider and incorporate the following strategies and priorities wherever possible:

1. **Align with the assessments, standards, and preferred scenarios** presented in the University District Strategic Master Update (UDSMP-U);
2. Set the stage for **building an "Innovation District"**—as described in the UDSMP-U—to provide affordable live-work-make spaces for existing and emerging businesses and residents;



UNIVERSITY  
DISTRICT

3. **Future-proof** the community by taking development risks that position the region for long-term, recession-proof economic growth;
4. Address the **unified goal of all the higher-ed institutions** and University District partners to create a "health education and research complex";
5. Facilitate "**highest and best use**" development that will drive meaningful job growth, tax revenues, and an enhanced quality of life for Spokane's citizens;
6. Allow for **shared parking considerations** for mixed-use developments beyond the current standards (e.g., beyond 400', consider the timing of use balance, etc.);
7. Promote **public health and safety** via a network of ped- and bike-friendly streets, and convenient connectivity to mass transit;
8. Provide **meaningful connections** to the new Downtown Plan by extending downtown parking and zoning;
9. Facilitate **remediation** of brownfields sites and encourage adaptive **reuse**, infill housing, and historic **preservation** in the neighborhood.

Please don't hesitate to contact me if you have any questions or concerns.

Kind regards,

Lars Gilberts  
CEO

## Green, Christopher

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**From:** doug@trudeaus.com  
**Sent:** Wednesday, July 8, 2020 9:38 AM  
**To:** Green, Christopher  
**Subject:** Sub Area Planning

[CAUTION - EXTERNAL EMAIL - Verify Sender]

Hi Chris,

Thanks for the work you and your team have put into this planning. I think the timing and proposal of changes along Sprague and Sherman makes sense. I do think our concern 10 years ago was valid, but since then we have seen the development of the pedestrian bridge and Catalyst building. I appreciate city leaders at the time for seeing it this way.

I have concerns about changing the zoning South of Sprague and West of Sherman at this time. We still have a number of buildings being used for warehousing and light industrial. I also have serious concerns about growth in the area with the current pandemic. A lot of the growth we have seen in the South U-district has been driven by government involvement, for this reason I would recommend we hold off on this section.

Empty buildings lead to more crime and graffiti which could worsen businesses activity and possibly result in lower property values for the city. This possible reduction in tax collection could be a greater cost to the city than the cost of re-visiting the expansion of zoning in this area in the future.

I feel like I should limit my comment on the expansion South Sherman area as I don't own property near there, but my observation is that a change in this area would be less impactful as it looks like the current use of those properties would be in line with proposed zoning changes.

Finally, I think parking in this area should be re-visited in 12-18 months to make sure it's working.

Thank you,

**Doug Trudeau**

Bayliner, Cypress Cay, Boston Whaler, Hey Day, Crestliner, Sea Ray  
[www.trudeausmarina.com](http://www.trudeausmarina.com) 509-363-8600 or 509-624-2102

**NONPROJECT DETERMINATION OF NONSIGNIFICANCE**

**FILE NO(S):** N/A

**PROPONENT:** City of Spokane

**DESCRIPTION OF PROPOSAL:** Adoption of the *South University District Subarea Plan*, which provides a vision for future development of a 214-acre area just east of the downtown core. The proposal also includes a Comprehensive Plan Amendment to amend Land Use Map designations of a 90-acre area from General Commercial to Downtown; a Zoning Map change for the same area from GC-150 (General Commercial with 150 foot height limit) to DTU (Downtown University), an amendment of downtown plan Map 5.1 "Streetscape Improvements," to designate complete streets for the same area consistent with those proposed in the *South University District Subarea Plan*; an amendment of the Surface Parking Lot Limited Area Map (SMC 17C.124-M1) to include the areas rezoned DTU; and an amendment of the Downtown Design Review Threshold Map (SMC 17G.040-M1) to include the areas rezoned DTU within the Perimeter Area identified on the Downtown Design Review Threshold Map.

**LOCATION OF PROPOSAL, INCLUDING STREET ADDRESS, IF ANY:**

A 90-acre area within the South University District focused on the frontages of of E. Sprague Avenue and S. Sherman Street.

Legal Description: n/a

**LEAD AGENCY:** City of Spokane

The lead agency for this proposal has determined that it does not have a probable significant adverse impact on the environment. An Environmental Impact Statement (EIS) is not required under RCW 43.21C.030(2)(c). This decision was made after review of a completed environmental checklist and other information on file with the lead agency. This information is available to the public on request.

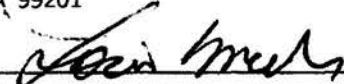
- [ ] There is no comment period for this DNS.
- [ ] This DNS is issued after using the optional DNS process in section 197-11-355 WAC. There is no further comment period on the DNS.
- [ X ] This DNS is issued under 197-11-340(2); the lead agency will not act until the close of the Plan Commission public hearing on this proposal which exceeds 14 days from the issuance of this DNS. Comments must be submitted no later than noon on March 24, 2020 if they are intended to alter or appeal the DNS.

\*\*\*\*\*

**Responsible Official:** Louis Meuler

**Position/Title:** Director, Planning Services **Phone:** (509) 625-6300

**Address:** 808 W. Spokane Falls Blvd., Spokane, WA 99201

**Date Issued:** February 21, 2020 **Signature:** 

\*\*\*\*\*

**APPEAL OF THIS DETERMINATION**, after it has become final, may be made to the City of Spokane Hearing Examiner, 808 West Spokane Falls Blvd., Spokane WA 99201. The appeal deadline is noon on March 10, 2020. This appeal must be on forms provided by the Responsible Official, make specific factual objections, and be accompanied by the appeal fee. Contact the Responsible Official for assistance with the specifics of a SEPA appeal.

\*\*\*\*\*

Evaluation for Agency Use Only

**Environmental Checklist**

File No. \_\_\_\_\_

**Purpose of Checklist:**

The State Environmental Policy Act (SEPA) chapter 43.21C RCW, requires all governmental agencies to consider the environmental impacts of a proposal before making decisions. An Environmental Impact Statement (EIS) must be prepared for all proposals with probable significant adverse impacts on the quality of the environment. The purpose of this checklist is to provide information to help you and the agency identify impacts from your proposal (and to reduce or avoid impacts from the proposal, if it can be done) and to help the agency decide whether an EIS is required.

**Instructions for Applicants:**

This environmental checklist asks you to describe some basic information about your proposal. Governmental agencies use this checklist to determine whether the environmental impacts of your proposal are significant, requiring preparation of an EIS. Answer the questions briefly, with the most precise information known, or give the best description you can.

You must answer each question accurately and carefully, to the best of your knowledge. In most cases, you should be able to answer the questions from your own observations or project plans without the need to hire experts. If you really do not know the answer, or if a question does not apply to your proposal, write "do not know" or "does not apply." Complete answers to the questions now may avoid unnecessary delays later.

Some questions ask about governmental regulations, such as zoning, shoreline, and landmark designations. Answer these questions if you can. If you have problems, the governmental agencies can assist you.

The checklist questions apply to all parts of your proposal, even if you plan to do them over a period of time or on different parcels of land. Attach any additional information that will describe your proposal or its environmental effects. The agency to which you submit this checklist may ask you to explain your answers or provide additional information reasonably related to determining if there may be significant adverse impact.

**Use of checklist for nonproject proposals:**

Complete this checklist for nonproject proposals, even though questions may be answered "*does not apply.*"

IN ADDITION, complete the SUPPLEMENTAL SHEET FOR NONPROJECT ACTIONS (Part D).

For nonproject actions, the references in the checklist to the words "project," "applicant," and "property or site" should be read as "proposal," "proposer," and "affected geographic area," respectively.



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**BACKGROUND**

1. Name of proposed project, if applicable: South University District Subarea Plan
2. Name of applicant: City of Spokane
3. Address and phone number of applicant or contact person:
  - a. Address: Neighborhood & Planning Services, 6th floor, Spokane City Hall, 808 West Spokane Falls Boulevard, Spokane, WA 99201-3329
  - b. Phone number: (509) 625-6300
  - c. Contact person: Christopher Green, AICP, Assistant Planner
4. Date checklist prepared: February 20, 2020
5. Agency requesting checklist: City of Spokane, Neighborhood & Planning Services Department
6. Proposed timing or schedule (including phasing, if applicable):

The subarea plan is scheduled for a public hearing at the Plan Commission on March 25, 2020. Following a recommendation from the Plan Commission, the City Council will consider the subarea plan for adoption at a public hearing in Spring 2020.
7.
  - a. Do you have any plans for future additions, expansion, or further activity related to or connected with this proposal? If yes, explain.

No
  - b. Do you own or have options on land nearby or adjacent to this proposal? If yes, explain.

No
8. List any environmental information you know about that has been prepared, or will be prepared, directly related to his proposal.

None that is directly related to this proposal.
9. Do you know whether applications are pending for governmental approvals of other proposals directly affecting the property covered by your proposal? If yes, explain.

No
10. List any government approvals or permits that will be needed for your proposal, if known.

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Approval from Plan Commission, City Council, and the Mayor will be needed to adopt the South University District Subarea plan.

11. Give brief, complete description of your proposal, including the proposed uses and the size of the project and site. There are several questions later in this checklist that ask you to describe certain aspects of your proposal. You do not need to repeat those answers on this page.

Adoption of the South University District Subarea Plan, which provides a vision for future development for a 214-acre area just east of the downtown core. The subarea plan includes a vision statement, goals, and policies to guide future development in the South University District, and proposes the following changes in a 90-acre area focused along the frontages of E Sprague Avenue and S Sherman Street:

(1) Comprehensive Plan Amendment to amend the Land Use Map designation of a 90-acre area from General Commercial to Downtown; and

(2) A concurrent Zoning Map change for the same area from General Commercial to Downtown; and

(3) Amendment of downtown plan Map 5.1 "Streetscape Improvements," to designate complete streets for the affected geographic area consistent with those proposed in the South University District subarea plan; and

(4) Amendment of the Surface Parking Limited Area map (SMC 17C.124-M1) to include the affected geographic area within the Surface Parking Limited Area.

(5) Amendment of the Downtown Design Review Theshold Map (SMC 17G.040-M1) to include the affected geographic area within the Perimeter Area identified on the Downtown Design Review Threshold Map.

12. Location of the proposal. Give sufficient information to a person to understand the precise location of your proposed project, including a street address, if any, and section, township and range, if known. If a proposal would occur over a range of area, provide the range or boundaries of the site(s). Provide a legal description, site plan, vicinity map, and topographic map, if reasonably available. While you should submit any plans required by the agency, you are not required to duplicate maps or detailed plans submitted with any permit application related to this checklist.

The South University District is just east of the Downtown core generally encapsulated by Division Street to the west, Interstate 90 to the south, Hamilton Street and its interchange with I-90 to the east, and the right-of-way for the Burlington Northern Santa Fe (BNSF) railway to the north. The South University District includes approximately 214 acres of land.

Proposed Comprehensive Plan amendments to the Land Use Map and concurrent zone changes are proposed for a 63 acre area generally extending north from the centerline of E 1<sup>st</sup> Avenue to the BNSF tracks between Pine Street and Hamilton Street, and extending south along either side of Sherman Street to E 2<sup>nd</sup> Avenue.

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An additional 10-acre area extending approximately one parcel east and west from S Sherman Street between 2<sup>nd</sup> Avenue and the I-90 freeway, and an additional 17-acre area extending southward from 1<sup>st</sup> Avenue to Short Avenue and west to Pine Street have also been considered for the same Land Use Plan Map, zoning, and overlay changes as part of the planning process, and this checklist considers a land use and zone change covering the maximum extent of 90 acres encompassed by the core 63-acre proposal and the additional 27 acres under consideration. A detailed map of the South University District boundary and boundaries of proposed Land Use Map and zoning changes is attached.

13. Does the proposed action lie within the Aquifer Sensitive Area (ASA)? The General Sewer Service Area? The Priority Sewer Service Area? The City of Spokane? (See: Spokane County's ASA Overlay Zone Atlas for boundaries.)

Yes

14. The following questions supplement Part A.

a. Critical Aquifer Recharge Area (CARA) / Aquifer Sensitive Area (ASA)

- i. Describe any systems, other than those designed for the disposal of sanitary waste, installed for the purpose of discharging fluids below the ground surface (includes systems such as those for the disposal of stormwater or drainage from floor drains). Describe the type of system, the amount of material to be disposed of through the system and the types of material likely to be disposed of (including materials which may enter the system inadvertently through spills or as a result of firefighting activities).

Not applicable, this is a non-project action.

- ii. Will any chemicals (especially organic solvents or petroleum fuels) be stored in aboveground or underground storage tanks? If so, what types and quantities of material will be stored?

Not applicable, this is a non-project action.

- iii. What protective measures will be taken to insure that leaks or spills of any chemicals stored or used on site will not be allowed to percolate to groundwater. This includes measures to keep chemicals out of disposal systems.

Not applicable, this is a non-project action.

- iv. Will any chemicals be stored, handled or used on the site in a location where a spill or leak will drain to surface or groundwater or to a stormwater disposal system discharging to surface or groundwater?

Not applicable, this is a non-project action.

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b. Stormwater

- i. What are the depths on the site to groundwater and to bedrock (if known)?

Not applicable, this is a non-project action.

- ii. Will stormwater be discharged into the ground? If so, describe any potential impacts?

Not applicable, this is a non-project action.

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TO BE COMPLETED BY APPLICANT

ENVIRONMENTAL ELEMENTS

1. Earth

- a. General description of the site (circle one): flat, rolling, hilly, steep slopes, mountains, other:

The affected geographical area is predominately flat.

- b. What is the steepest slope on the site (approximate percent slope)?

The affected geographical area is generally flat, with most slopes below 8 percent, and a few small areas near basalt outcroppings exceeding a 16 percent slope. The steepest slope is located at the northern edge of the district, along the bluff that runs parallel to the BNSF railway tracks.

- c. What general types of soils are found on the site (for example, clay, sand, gravel, peat, muck)? If you know the classification of agricultural soils, specify them and note any prime farmland.

The soils are generally described as Hesseltine Silt Loam, moderately deep, 0 to 8 percent slopes. Please see the "Soil Survey, Spokane County Washington, 1968" for additional information regarding this and other soil classifications within the City of Spokane.

- d. Are there surface indications or history of unstable soils in the immediate vicinity? If so, describe.

No

- e. Describe the purpose, type, and approximate quantities of any filling or grading proposed. Indicate source of fill:

Not applicable, this is a non-project action.

- f. Could erosion occur as a result of clearing, construction, or use? If so, generally describe.

Not applicable, this is a non-project action.

- g. About what percent of the site will be covered with impervious surfaces after project construction (for example, asphalt or buildings)?

Not applicable, this is a non-project action.

- h. Proposed measures to reduce or control erosion or other impacts to the earth, if any:

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Not applicable, this is a non-project action.

**2. Air**

- a. What type of emissions to the air would result from the proposal (i.e., dust, automobile, odors, industrial, wood smoke) during construction and when the project is completed? If any, generally describe and give approximate quantities if known.

Not applicable, this is a non-project action.

- b. Are there any off-site sources of emissions or odor that may affect your proposal? If so, generally describe.

Not applicable, this is a non-project action.

- c. Proposed measures to reduce or control emissions or other impacts to air, if any:

This proposal does not contain provisions to reduce or control emissions.

**3. Water**

- a. SURFACE:

- i. Is there any surface water body on or in the immediate vicinity of the site (including year-round and seasonal streams, saltwater, lakes, ponds, wetlands)? If yes, describe type and provide names. If appropriate, state what stream or river it flows into.

At its closest point, the Spokane River is approximately 300 feet northeast of the subarea boundary.

- ii. Will the project require any work over, in, or adjacent to (within 200 feet) the described waters? If yes, please describe and attach available plans.

Not applicable, this is a non-project action.

- iii. Estimate the amount of fill and dredge material that would be placed in or removed from the surface water or wetlands and indicate the area of the site that would be affected. Indicate the source of fill material.

Not applicable, this is a non-project action.

- iv. Will the proposal require surface water withdrawals or diversions? Give general description, purpose, and approximate quantities if known.

Not applicable, this is a non-project action.

- v. Does the proposal lie within a 100-year floodplain? If so, note location on the site plan.

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No

- vi. Does the proposal involve any discharge of waste materials to surface waters? If so, describe the type of waste and anticipated volume of discharge.

Not applicable, this is a non-project action.

b. GROUND:

- i. Will groundwater be withdrawn, or will water be discharged to groundwater? Give general description, purpose, and approximate quantities if known.

Not applicable, this is a non-project action.

- ii. Describe waste material that will be discharged into the ground from septic tanks or other sanitary waste treatment facility. Describe the general size of the system, the number of houses to be served (if applicable) or the number of persons the system(s) are expected to serve.

Not applicable, this is a non-project action.

c. WATER RUNOFF (INCLUDING STORMWATER):

- i. Describe the source of runoff (including stormwater) and method of collection and disposal if any (include quantities, if known). Where will this water flow? Will this water flow into other waters? If so, describe.

Not applicable, this is a non-project action.

- ii. Could waste materials enter ground or surface waters? If so, generally describe.

Not applicable, this is a non-project action.

- d. PROPOSED MEASURES to reduce or control surface, ground, and runoff water impacts, if any.

The provisions of SMC 17D.060 Stormwater Facilities regulate stormwater and requires appropriate on-site storage and disposal. New development is reviewed under these regulations and is required to build appropriate stormwater facilities.

4. Plants

- a. Check or circle type of vegetation found on the site:

Deciduous tree: alder, maple, aspen, other: \_\_\_\_\_

Evergreen tree: fir, cedar, pine, other: \_\_\_\_\_



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- Shrubs
- Grass
- Pasture
- Crop or grain
- Wet soil plants, cattail, buttercup, bulrush, skunk cabbage, other: \_\_\_\_\_
- Water plants: water lily, eelgrass, milfoil, other: \_\_\_\_\_
- Other types of vegetation: \_\_\_\_\_

b. What kind and amount of vegetation will be removed or altered?

Not applicable, this is a non-project action.

c. List threatened or endangered species known to be on or near the site.

Not applicable, this is a non-project action.

d. Proposed landscaping, use of native plants, or other measures to preserve or enhance vegetation on the site, if any:

New development will be required to meet the standards set forth in SMC Chapter 17C.200 Landscaping and Screening. The subarea plan includes Community Design Goal CD-2 ("Enhanced Neighborhood Context"), which includes proposed policies to identify land for a park and increase the number of street trees in the subarea.

**5. Animals**

a. Circle any birds and animals which have been observed on or near the site are known to be on or near the site:

Birds:  hawk,  heron,  eagle,  songbirds, other: \_\_\_\_\_

Mammals:  deer,  bear,  elk,  beaver, other: \_\_\_\_\_

Fish:  bass,  salmon,  trout,  herring,  shellfish, other: \_\_\_\_\_

Other: Not applicable, this is a non-project action.

b. List any threatened or endangered species known to be on or near the site.

Not applicable, this is a non-project action.

c. Is the site part of a migration route? If so, explain.

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Not applicable, this is a non-project action.

- d. Proposed measures to preserve or enhance wildlife, if any:

The provisions of Spokane Municipal Code Section 17E.020 Fish and Wildlife Habitat contain development standards for the protection of animals listed as threatened, endangered and priority species.

**6. Energy and natural resources**

- a. What kinds of energy (electric, natural gas, wood stove, solar) will be used to meet the completed project's energy needs? Describe whether it will be used for heating, manufacturing, etc.

Not applicable, this is a non-project action.

- b. Would your project affect the potential use of solar energy by adjacent properties? If so, generally describe.

Not applicable, this is a non-project action.

- c. What kinds of energy conservation features are included in the plans of this proposal? List other proposed measures to reduce or control energy impacts, if any:

The City of Spokane's adopted Comprehensive Plan includes Goal NE 18 - Energy Conservation: "Promote the conservation of energy in the location and design of residential, service, and workplaces." The subarea plan includes a number of goals, policies, and implementation measures (such as zoning map changes) to promote increased development and redevelopment a subarea located adjacent to the urban core, promoting efficient use of land served by existing infrastructure and reducing potential vehicle miles traveled by residents and other users of the district.

**7. Environmental health**

- a. Are there any environmental health hazards, including exposure to toxic chemicals, risk of fire and explosion, spill, or hazardous waste that could occur as a result of this proposal? If so, describe.

Not applicable, this is a non-project action.

- i. Describe special emergency services that might be required.

Not applicable, this is a non-project action.

- ii. Proposed measures to reduce or control environmental health hazards, if any:

Not applicable, this is a non-project action.

- b. NOISE:

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- i. What types of noise exist in the area which may affect your project (for example: traffic, equipment, operation, other)?

Not applicable, this is a non-project action.

- ii. What types and levels of noise would be created by or associated with the project on a short-term or a long-term basis (for example: traffic, construction, operation, other)? Indicate what hours noise would come from the site.

New development could create construction noise as redevelopment occurs with the affected geographic area. Any such noise would be subject to the provisions of SMC 10.08D Noise Control.

- iii. Proposed measure to reduce or control noise impacts, if any:

Noise is regulated under SMC 10.08D Noise Control. This section of the Spokane Municipal Code outlines maximum permissible environmental sounds levels by zone type (residential, commercial, office, retail, industrial, etc). Projects within the affected geographic area would be subject to these standards.

**8. Land and shoreline use**

- a. What is the current use of the site and adjacent properties?

Most property is zoned General Commercial with a 150 foot height limit (GC-150) with a small section of Downtown General on the western edge. General Commercial allows for a full range of retail and service businesses with a local or regional market as well as industrial uses. Prior to 2005, the subarea was primarily within a light industrial zone. Reflecting the variety of uses allowed in past and current zoning districts, the subarea today supports a diverse mix of uses, with retail, office, industrial, and residential uses spread throughout the area.

- b. Has the site been used for agriculture? If so, describe.

No

- c. Describe any structures on the site.

GC-150 zoning allows most residential, commercial, industrial, and institutional buildings with a maximum height of 150 feet. Development in the district is characterized by low building heights, a mix of building ages – some dating back to the early 1900's – and a range of parcels sizes with many small parcels remaining from when the area was originally platted in the 1880's.

- d. Will any structures be demolished? If so, which?

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Not applicable, this is a non-project action.

- e. What is the current zoning classification of the site?

Most property is zoned General Commercial with a 150 foot height limit (GC-150) with a small section of Downtown General (DTG) on the western edge.

- f. What is the current comprehensive plan designation of the site?

The Comprehensive Land Use Map designation for the affected geographic area is General Commercial.

- g. If applicable, what is the current shoreline master program designation of the site?

Not applicable.

- h. Has any part of the site been classified as a critical area? If so, specify.

Yes, the entire affected geographic area is within the critical aquifer recharge area.

- i. Approximately how many people would reside or work in the completed project?

Not applicable, this is a non-project action.

- j. Approximately how many people would the completed project displace?

Not applicable, this is a non-project action.

- k. Proposed measures to avoid or reduce displacement impacts, if any:

Not applicable, this is a non-project action. SMC Chapter 17C.210 Nonconforming Situations includes provisions to allow continued use and, in some cases, enlargement of uses rendered nonconforming by zone changes such as those included in the proposal.

- l. Proposed measures to ensure the proposal is compatible with existing and projected land uses and plans, if any:

Staff and consultants have monitored plan development to ensure consistency with the Spokane Comprehensive Plan, as well as simultaneous subarea planning efforts in the nearby North Bank subarea and an update of the Downtown Plan. The proposal includes topics identified in the planning process that may be more suitable to consideration as part of future code updates to follow the Downtown Plan update.

## 9. Housing

- a. Approximately how many units would be provided, if any? Indicate whether high, middle or low-income housing.

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Not applicable, this is a non-project action. The subarea plan includes goals to promote development of a new housing at a range of types and prices. Household living is an allowed use in all of the proposed zoning districts within the subarea.

- b. Approximately how many units, if any, would be eliminated? Indicate whether high-, middle- or low-income housing.

Not applicable, this is a non-project action.

- c. Proposed measures to reduce or control housing impacts, if any:

Not applicable, this is a non-project action. Household living is an allowed use in all of the proposed zoning districts within the subarea, and subarea plan policies promote development of additional housing units.

### 10. Aesthetics

- a. What is the tallest height of any proposed structure(s), not including antennas; what is the principal exterior building material(s) proposed?

Not applicable, this is a non-project action.

- b. What views in the immediate vicinity would be altered or obstructed?

Not applicable, this is a non-project action. The subarea plan proposes to change the zoning of a portion of the district from GC-150, allows a maximum height of 150 feet, to DTU, which allows a maximum height of 12 stories. Based on typical height per story of new construction, the change from 150 feet to 12 stories represents little actual change in the allowed height of new buildings.

- c. Proposed measures to reduce or control aesthetic impacts, if any:

The proposal would include the portion of the subarea proposed to be rezoned to DTU within the "perimeter" area of the threshold map for design review. Within the perimeter area, private development greater than 50,000 square feet (in addition to public development) would be subject to design review.

### 11. Light and Glare

- a. What type of light or glare will the proposal produce? What time of day would it mainly occur?

Not applicable, this is a non-project action.

- b. Could light or glare from the finished project be a safety hazard or interfere with views?

Not applicable, this is a non-project action.

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- c. What existing off-site sources of light or glare may affect your proposal?

Not applicable, this is a non-project action.

- d. Proposed measures to reduce or control light and glare impacts, if any:

Measures to reduce or control light and glare impacts are not a part of this proposal.

### 12. Recreation

- a. What designated and informal recreational opportunities are in the immediate vicinity?

Not applicable, this is a non-project action.

- b. Would the proposed project displace any existing recreational uses? If so, describe.

Not applicable, this is a non-project action. The zone changes proposed in the subarea plan would not diminish the potential use of any properties for recreational purposes.

- c. Proposed measures to reduce or control impacts on recreation, including recreation opportunities to be provided by the project or applicant, if any:

There are no proposed measures to reduce or control impacts on recreation. The subarea plan includes Community Design Goal CD-2 ("Enhanced Neighborhood Context"), which includes proposed policies to identify land for a park in the subarea.

### 13. Historic and cultural preservation

- a. Are there any places or objects listed on, or proposed for, national, state, or local preservation registers known to be on or next to the site?

Goodyear Tire and Rubber Store and Warehouse (123 E Sprague Avenue), and the Albert Apartments (152 S Pine Street) are historic properties listed on the Spokane Register of Historic Places.

- b. Generally describe any landmarks or evidence of historic archaeological, scientific or cultural importance known to be on or next to the site.

The Spokane River is a known culturally significant feature that is located approximately 300 feet northeast of the subarea boundary. A portion of the original site of Liberty Park, designed by the Olmsted Brothers landscape architecture firm, is at the far southeast corner of the district at 1280 E 3<sup>rd</sup> Avenue. Ruins of a portion of the pergola and pathways from the original park remain at the site.

- c. Proposed measures to reduce or control impacts, if any:

The shorelines of the Spokane River are protected under the state Shoreline Management Act and Spokane's Shoreline Master Program. Both properties on the

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Spokane Register of Historic Places are protected under management agreements with the Spokane City/County Historic Preservation Office. Historic structures are further protected under SMC 17D.100 Historic Preservation. The subarea plan does not propose additional measures to reduce or control impacts.

**14. Transportation**

- a. Identify public streets and highways serving the site, and describe proposed access to the existing street system. Show on site plans, if any.

The subarea is within a developed part of the city covered by an existing street grid and multiple north-south and east-west arterials providing access. The subarea also has direct access to the I-90 freeway and U.S. 395 highway (Division Street). The proposal would not alter any access to the existing street system.

- b. Is site currently served by public transit? If not, what is the approximate distance to the nearest transit stop?

Yes. Spokane Transit Authority lines 12, 45, 90, 94 directly serve the subarea.

- c. How many parking spaces would the completed project have? How many would the project eliminate?

Not applicable, this is a non-project action.

- d. Will the proposal require any new roads or streets, or improvements to existing roads or streets not including driveways? If so, generally describe (indicate whether public or private).

No

- e. Will the project use (or occur in the immediate vicinity of) water, rail or air transportation? If so, generally describe.

The Burlington Northern-Santa Fe rail line forms the northern boundary of the subarea. The proposal would not make any changes within the railroad right-of-way or to nearby points of access.

- f. How many vehicular trips per day would be generated by the completed project? If known, indicate when peak would occur. (Note: to assist in review and if known indicate vehicle trips during PM peak, AM Peak and Weekday (24 hours))

Not applicable, this is a non-project action.

- g. Proposed measures to reduce or control transportation impacts, if any:

The subarea plan includes a number of goals, policies, and implementation measures (such as zoning map changes) to promote increased development and redevelopment

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a subarea located adjacent to the urban core and facilitating more intensive use of existing multimodal transportation infrastructure, including sidewalks, bicycle and pedestrian paths, frequent transit service, and bicycle and pedestrian access to higher education campuses and the downtown core via the University District Gateway Bridge.

**15. Public services**

- a. Would the project result in an increased need for public services (for example: fire protection, police protection, health care, schools, other)? If so, generally describe.

This proposal is a non-project action and should not directly increase the need for fire, police, health care or school services.

- b. Proposed measures to reduce or control direct impacts on public services, if any:

Impacts will be addressed at the time of permit application.

**16. Utilities**

- a. Circle utilities currently available at the site: electricity, natural gas, water, refuse service, telephone, sanitary sewer, septic system, other:

The project are is fully served with urban utilities.

- b. Describe the utilities that are proposed for the project, the utility providing the service and the general construction activities on the site or in the immediate vicinity which might be needed.

Not applicable, this is a non-project action.



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**SIGNATURE**

I, the undersigned, swear under penalty of perjury that the above responses are made truthfully and to the best of my knowledge. I also understand that, should there be any willful misrepresentation or willful lack of full disclosure on my part, the agency must withdraw any determination of Nonsignificance that it might issue in reliance upon this checklist.

Date: 2/21/2020 Signature: 

Please Print or Type: Louis Meuler

Proponent: City of Spokane

Address: 808 W Spokane Falls Blvd.

Phone: (509) 625-6500

Email: lmeuler@spokanecity.org

Person completing form (if different from proponent):

Christopher Green




Address: 808 W Spokane Falls Blvd., Spokane, WA 99201

Phone: (509) 625-6194

Email: cgreen@spokanecity.org

**FOR STAFF USE ONLY**

Staff member(s) reviewing checklist: 

Based on this staff review of the environmental checklist and other pertinent information, the staff concludes that:

- A. There are no probable significant adverse impacts and recommends a Determination of Nonsignificance.
- B. Probable significant adverse environmental impacts do exist for the current proposal and recommends a Mitigated Determination of Nonsignificance with conditions.
- C. There are probable significant adverse environmental impacts and recommends a Determination of Significance.

Evaluation for Agency Use Only

**SUPPLEMENTAL SHEET FOR NONPROJECT ACTIONS**

*(Do not use this sheet for project actions)*

Because these questions are very general, it may be helpful to read them in conjunction with the list of elements of the environment.

When answering these questions, be aware of the extent the proposal, or the types of activities likely to result from the proposal, would affect the item at a greater intensity or at a faster rate than if the proposal were not implemented. Respond briefly and in general terms.

1. How would the proposal be likely to increase discharge to water; emissions to air; production, storage or release of toxic or hazardous substances; or production of noise?

The proposal would not directly increase discharge to water, emissions to air, the production and storage of toxic or hazardous substances or noise.

- a. Proposed measures to avoid or reduce such increases are:

No such measures are included in this proposal. New development in the subarea is subject to Spokane Municipal Code standards for stormwater management, shoreline and critical areas protections, and other limitations on the increases described in Question 1.

2. How would the proposal be likely to affect plants, animals, fish or marine life?

This proposal is unlikely to directly affect plants and animals.

- a. Proposed measures to protect or conserve plants, animals, fish or marine life are:

No measures are proposed to specifically address the conservation of plants and animals in this proposal. New development within the subarea is subject to Spokane Municipal Code standards for landscaping, protection of critical areas, and habitat.

3. How would the proposal be likely to deplete energy or natural resources?

The proposal is not likely to deplete energy or natural resources. The subarea plan includes a number of goals, policies, and implementation measures (such as zoning map changes) to promote increased development and redevelopment a subarea located adjacent to the urban core, promoting efficient use of land served by existing infrastructure and reducing energy and natural resources consumed by potential vehicle miles traveled by residents and other users of the district.

- a. Proposed measures to protect or conserve energy and natural resources are:

The proposal does not directly address energy and natural resource conservation.

Evaluation for Agency Use Only

4. How would the proposal be likely to use or affect environmentally sensitive areas or areas designated (or eligible or under study) for governmental protection, such as parks, wilderness, wild and scenic rivers, threatened or endangered species habitat, historic or cultural sites, wetlands, flood plains or prime farmlands?

This proposal will not directly affect environmentally sensitive areas. If new development occurs because of the subarea plan and its recommended code changes it will be subject to the critical area standards of the Spokane Municipal Code.

- a. Proposed measures to protect such resources or to avoid or reduce impacts are:

No new measures are proposed. Project impacts will be addressed at the time of permit application in accordance with the standards of the Spokane Municipal Code.

5. How would the proposal be likely to affect land and shoreline use, including whether it would allow or encourage land or shoreline uses incompatible with existing plans?

The subarea plan has been developed to work in conjunction with the Downtown Plan and the Comprehensive Plan. Development occurring as a result of changes recommended in the subarea plan will be subject to standards in the Comprehensive Plan and implementing regulations set forth in the Spokane Municipal Code.

- a. Proposed measures to avoid or reduce shoreline and land use impacts are:

No additional measures are proposed.

6. How would the proposal be likely to increase demands on transportation or public services and utilities?

If new development occurs because of the subarea plan and its recommended code changes, the demands on transportation, public services, and utilities in the subarea can be expected to increase as a result of the corresponding growth in residents and other users of the district. However, the subarea is centrally located within Spokane where public facilities and services are in place to accommodate this growth.

- a. Proposed measures to reduce or respond to such demand(s) are:

New development within the subarea would be subject to transportation impact fees to mitigate increased demands on the transportation system. New development must be certified for concurrency with the facilities and services set forth in SMC Section 17D.010.010.

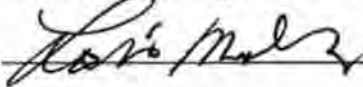
7. Identify, if possible, whether the proposal may conflict with local, state or federal laws or requirements for the protection of the environment.

The proposal does not conflict with local, state or federal laws or requirements for the protection of the environment.

Evaluation for Agency Use Only

**SIGNATURE**

I, the undersigned, swear under penalty of perjury that the above responses are made truthfully and to the best of my knowledge. I also understand that, should there be any willful misrepresentation or willful lack of full disclosure on my part, the agency must withdraw any determination of Nonsignificance that it might issue in reliance upon this checklist.

Date: 2/21/2020 Signature: 

Please Print or Type: Louis Meuler

Proponent: City of Spokane

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**FOR STAFF USE ONLY**

Staff member(s) reviewing checklist: CS

Based on this staff review of the environmental checklist and other pertinent information, the staff concludes that:

- A. There are no probable significant adverse impacts and recommends a Determination of Nonsignificance.
- B. Probable significant adverse environmental impacts do exist for the current proposal and recommends a Mitigated Determination of Nonsignificance with conditions.
- C. There are probable significant adverse environmental impacts and recommends a Determination of Significance.



# Expenditure Control Form

1. All requests being made must be accompanied by this form.
2. Route **ALL** requests to the Finance Department for signature.
3. If request is greater than \$100,000 it requires signatures by Finance and the City Administrator. Finance Dept. will route to City Administrator.

**Today's Date:**

**Type of expenditure:** Goods  Services

**Department:** N/A

**Approving Supervisor:** N/A

**Amount of Proposed Expenditure:** N/A

**Funding Source:** N/A

**Please verify correct funding sources. Please indicate breakdown if more than one funding source.**

**Why is this expenditure necessary now?**

**What are the impacts if expenses are deferred?**

**What alternative resources have been considered?**

**Description of the goods or service and any additional information?**

**Person Submitting Form/Contact:**

**FINANCE SIGNATURE:**

**CITY ADMINISTRATOR SIGNATURE:**

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