

Volume V, Appendix B

# **The Horizons Process and The Ahwahnee Principles**

City of Spokane Comprehensive Plan

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## The Horizons Process

# Spokane

*Shared  
Directions For  
Tomorrow*

# Horizons

### Introduction

Spokane Horizons was the name of the City of Spokane's citizen participation process to develop the city's 2001 Comprehensive Plan. It involved all segments of the community in shaping the city's future. Started in the spring of 1995, the Spokane Horizons process was developed to fulfill the city's commitment to active, effective citizen participation as well as the Growth Management Act's (GMA) mandate for early and continuous citizen participation.

From the beginning of its GMA planning, the city made a commitment to provide early and frequent opportunities for the citizens of Spokane to be involved in making decisions that affect the community. Through the Spokane Horizons process, the community achieved consensus and charted a new course for Spokane's future. These aspirations are expressed in the following goals for this program:

### Spokane Horizons Goals

- To stimulate broad citizen involvement in shaping the future of the community.
- To forge a new coalition of community-wide interests to broaden the investment within the community for planning Spokane's future.
- To build affective relationships among government, the community and neighborhoods, business and their constituents to empower citizens and provide a broader perspective on Spokane's future.
- To understand the public's expectations for growth management planning, including the content and products of the process.

### Process Chronology

A chronological summary of the Spokane Horizons process follows. Additional details can be found in the supporting documents cited in the text.

➤ **March 1995**

**Citizen Participation Forum**

A citizen participation forum offers comments concerning the current state of citizen involvement and recommendations for how to motivate and involve people in community planning, producing “Key Principles for Public Participation.”

*Key Principles for Public Participation*

- Include “input-based outcomes” to build ownership and increase participation.
- Ensure diversity and inclusiveness in the participation process.
- With the government, in community/neighborhoods, businesses, and their constituents should work collaboratively to achieve community consensus and build effective relationships.
- Communicate frequently and through a variety of techniques.
- Recognize individual time limitations.
- Focus on specific, direct-impact issues to generate interest and participation.
- View Spokane Horizons as a positive opportunity for the Spokane community.

*Supporting Documents*

- “Key Principles for Public Participation”
- “Citizen Participation Forum Summary Report.” Spokane Horizons Newsletter, April 14, 1995.

➤ **Spring to Summer 1995**

**Identifying Plan Topics**

Citizens are asked for community issues of importance and topics that should be included in the city’s comprehensive plan. Ten plan topics are crafted. Four chapters address mandated GMA topics while others are included by local decision. The ten plan topics include the following:

*Elements Mandated by GMA*

- Land Use;
- Capital Facilities and Utilities;
- Transportation;
- Housing;
- Elements Added by Local Decision;
- Economic Development;
- Urban Design and Historic Preservation;
- Natural Environment;
- Neighborhoods;
- Social Health; and
- Leadership, Governance, and Citizenship.

*Supporting Documents*

- “Charting a New Course.” Spokane Horizons Newsletter, July 1995.

- “Salmon swim upstream...” Survey.

## ➤ Summer 1995

### Development of Spokane Horizons Executive Board

The Spokane Horizons Executive Board, whose members represent fourteen diverse sponsor organizations, is formed to design and implement the Spokane Horizons process. The organizations represent neighbor-hood, business, civic and local government interests and provide expertise or resources normally not available to the city.

#### *Sponsoring Organizations*

- Chase Youth Commission.
- City of Spokane.
- Citizens League of Greater Spokane.
- Community Colleges of Spokane.
- League of Women Voters.
- Pacific Northwest Inlander.
- Spokane Area Chamber of Commerce.
- Spokane Neighborhoods.
- Spokane School District 81.
- Vision Spokane.
- AVISTA Utilities, formerly known as Washington Water Power.
- West Central, East Central, and North Central Community Centers.

## ➤ Fall 1995

### Beginning to Identify Visions and Values

Over 80,000 questionnaires entitled, “50,000 People Are Coming to Dinner . . .and They’re Staying the Night!” are distributed throughout the community via city utility bill mailings, organizations and various meetings. The responses serve as the initial steps toward developing the city’s visions and values. It asks the community two questions:

- What do you really love about Spokane? What should we be sure to keep, even as we grow?
- Think about 50,000 more people living in our city. What changes are you concerned about or looking forward to with this growth? How do you feel this growth will affect the things that you like and want to keep?

#### *Supporting Documents*

- “50,000 People Are Coming to Dinner . . . and They’re Staying the Night!” Brochure.

## ➤ March to April 1996

### Clarifying and Confirming Visions and Values

Seven sub-area meetings are held throughout the city followed by a citywide meeting on April 17. Through these meetings and the work of the City Plan Commission, a citywide vision is developed, followed by vision and values statements for each of the plan topics.

### *Supporting Documents*

- Spokane Horizons letter to participants, February 12, 1996.
- "Why Bother, Who Cares?" Meeting Flyer.

#### ➤ June 10, 1996

##### **Adoption of Visions and Values**

The City Council unanimously adopts the visions and values as the basis for the comprehensive plan.

Note: The adopted visions and values appear within their corresponding topic section in this document.

#### ➤ July 1996

##### **Ten Topic Work Groups Start Meeting**

Ten citizen work groups start meeting to address the plan topics. The groups identify the predominant issues surrounding each topic and select three representatives to serve on the Core Committee, which shares ideas and provides coordination between topics.

#### ➤ October 1996

##### **APA/PAW Honor Award**

On October 22, 1996, the city of Spokane receives an Honor Award from the American Planning Association and Planning Association of Washington for Spokane Horizons: Shared Directions.

#### ➤ March 10, 1997

##### **City Council Accepts Community Issues Report**

The "Community Issues" report, containing lists of community issues to be addressed in subsequent planning phases, is accepted by the City Council.

### *Supporting Document*

- "Community Issues." Report, undated.

#### ➤ March to July 1997

##### **Ideas for Community Solutions**

The Horizons topic work groups continue to formulate solutions to their identified issues. In July, City Council accepts the "Ideas for Community Solutions" document.

### *Supporting Document*

- "Ideas for Community Solutions." July 21, 1997.

#### ➤ July to August 1997

##### **Draft Goals Developed**

The ten topic work groups produce the preliminary draft goals, which are approved in August by the Core Committee.

#### ➤ September 1997

##### **League of Women Voters Award**

The League of Women Voters presented their 1997 Growth Management Award for Public Participation Programs to Spokane Horizons on September 18, 1997.

➤ **August-December 1997**

**Draft Policies Developed; Growth Concepts Explored**

Individual work groups develop draft policies addressing the approved goals. The city staff develops the first graphic representations of potential growth concepts that satisfy the draft goals and presents them to the Core Committee.

*Supporting Document*

- "Draft Goals and Policies, Horizons' suggestions for The City of Spokane's Comprehensive Plan," November 24, 1997.

➤ **January-June 1998**

**Formulation of Growth Strategies/Alternatives**

The Current Patterns and Focused Growth strategies develop from the initial growth concepts. Outreach to the public for feedback on the strategies includes presentations to more than 90 civic organizations, the preparation of a video and a newspaper tabloid, which is inserted in an April edition of The Pacific Northwest Inlander and throughout downtown and city neighborhoods.

*Supporting Documents*

- "Spokane Horizons Progress." Spokane Horizons Newsletter, April/May 1998.
- "Two Strategies for Growth, Which Path to the Future," Newspaper Tabloid.

➤ **Fall 1998 and Spring 1999**

**Operational Analysis of Growth Alternatives**

Information packages fully detailing the three proposed growth alternatives area presented to service providers (both city and non-city agencies) for their evaluation. The second round addresses a larger geographic area than the first round.

➤ **Spring 1999**

**Adjustments**

Adjustments to the growth population and the refinement of land capacity and demand start.

➤ **Spring and Summer 1999**

**Market Analysis of Focused Growth**

Consultants complete reports on the market possibilities of the focused growth alternatives.

*Supporting Documents*

- Focused Growth Alternatives: Mixed-Use Case Studies, March 1999.
- Focused Growth Alternatives: Summary of Stakeholder Interviews, July 1999.
- Focused Growth Alternatives: Summary Analysis Report, August 1999.

➤ **Summer 1999**

**Preparation of Integrated Plan**

The development of an integrated Draft Comprehensive Plan/EIS document containing the three alternatives begins.

### *Supporting Documents*

- "Horizons' Choices to Hit City Streets" Spokane Horizons Newsletter, September 1999.

#### ➤ Fall 1999

##### **Further Work on Integrated Draft Plan**

Additional narrative work, including background and discussion sections, is added to the draft plan while editing and graphic layout procedures continue.

#### ➤ March 2000

##### **Spokane Horizons Executive Board Reconvened**

The Spokane Horizons Board is reconvened and provides review of the citizen participation process.

#### ➤ Spring 2000

##### **Draft Comprehensive Plan/EIS Chapters Introduced**

Draft Comprehensive Plan/EIS chapters are introduced to the City Plan Commission.

#### ➤ May-September 2000

##### **Draft Comprehensive Plan/EIS Released**

The Draft Comprehensive Plan/EIS is released May 22, 2000 for a public comment period that ends on September 26. The document is available in print, on CD-ROM, and on the city's website. 14,000 copies are distributed of a summary magazine titled "Spokane Quest." Public education and outreach efforts include presentations to over 80 civic organizations, booths at nine community festivals, and a standing display in City Hall called the Comp Plan Lab. Feedback instruments include surveys, an email response address, an Open Mike Night, several Tell-Back sessions, and the City Plan Commission hearing on September 6, 2000.

### *Supporting Documents*

- Draft Comprehensive Plan and Draft Environmental Impact Statement.
- "Spokane Quest," Magazine.
- Public Participation Program Pamphlet.

#### ➤ August 2000

##### **Fiscal Analysis of Growth Alternatives**

Consults prepare a report analyzing the fiscal impacts of each of the three proposed growth alternatives, which is released for public review on August 30, 2000.

### *Supporting Documents*

- Fiscal Analysis for the Draft Comprehensive Plan/EIS, August 2000.

#### ➤ October 2000

##### **APA/PAW Honor Award**

On October 3, 2000, the City of Spokane receives an Honor Award from the American Planning Association and Planning Association of Washington for Draft Comprehensive Plan Community Involvement.



## ➤ October 2000 – January 2001

### City Plan Commission Deliberations

The City Plan Commission deliberates on the Draft Comprehensive Plan/EIS and the three proposed growth alternatives. After consideration of the fiscal, environmental, operational, social and market analyses, and an extensive review of the public comment, the City Plan Commission confirms Centers and Corridors as the preferred growth alternative. Changes are made to policy language and the land use map to address the City Plan Commission's concerns and those raised through the public comment process. The City Plan Commission then recommends this changed version of the plan to the City Council for adoption.

#### *Supporting Documents*

- 135 letters of public comment received.
- Tell-Back report: "Perception of Comprehensive Plan Strategies."
- Findings, Conclusions and Recommendation, dated January 17, 2001.
- City Plan Commission's Recommended Draft Comprehensive Plan (January 2001 version).

## ➤ January –May 2001

### City Council Review

From January 18 to February 22, the City Plan Commission hold six study sessions with Planning staff to review the January 2001 Plan Commission's recommended version of the Draft Comprehensive Plan. The City Plan Commission proposes suggested changes to policy language and the land use map in order to address the concerns expressed by City Council members at these study sessions. Preliminary to the City Council hearings on the plan, the Plan Commission holds an open house on February 20 to show the public the February 13 version of the Comprehensive Plan/EIS that contains their recommendations together with the Council's changes to date.

The City Council holds seven weekly public hearings on the comprehensive plan from February 26 to April 9, 2001. The Final Environmental Impact Statement (FEIS) and final Capital Facilities Program (CFP) are released for public review on March 23. In response to the public comment, changes are made to comprehensive plan policies and the land use map during eleven joint City Council/City Plan Commission study sessions held between March 1 and May 10. All the changes that City Council made to the February 13 version of the Recommended Comprehensive Plan are compiled and released for ten days of public review on May 4. City Council hears public testimony on their proposed changes on May 7 and May 14. The City Council's first reading of the comprehensive plan adoption ordinance takes place on May 14. The City council hears final testimony, approves several last minute amendments to the plan text and map, and adopts the Comprehensive Plan by ordinance at the second reading on the ordinance on May 21, 2001.

#### *Supporting Documents*

- "Process Meets Product" Spokane Horizons Newsletter, January 2001.
- 234 letters of public comment received.
- City Plan Commission's Recommended Comprehensive Plan/FEIS (2/13/01 public release version).
- FEIS and final CFP.

- City Council's Recommended Changes to the Plan Commission's Recommended Comprehensive Plan (released 5/4/01).
- Comprehensive Plan Adoption Ordinance No. C32847.

➤ **January-May 2001**

**Draft Initial Development Regulations**

Draft Initial Development Regulations are released for a 30-day public comment period that runs from January 29 to February 28. The City Plan Commission's hearing on the Draft IDRs is held February 21. The Plan Commission deliberates on the Draft Initial Development Regulations on May 9, and passes their recommendation on to the City Council. A revised version of the IDRs is posted to the City's website for public review on May 15. The City Council's first reading of the revised IDRs takes place on May 14. They are adopted by City Council at the second reading on May 21 with no additional public testimony.

***Supporting Documents***

- Draft Initial Development Regulations, released on January 29, 2001.
- Initial Development Regulations Adoption Ordinance No. C32843.

## The Ahwahnee Principles

### A Way to Assess the Comprehensive Plan

The growth strategy in this Comprehensive Plan came purely from the desires and needs expressed by Spokane citizens who participated in the process. It is not mere coincidence, however, that these new directions for healthy community growth also seem somewhat familiar in their presentation. Before World War II and the ensuing sub-urbanization of the post-war, "modern" era, communities developed in ways greatly similar to those promoted in this Comprehensive Plan. A group of nationally recognized urbanists who are active in planning, designing and building healthier urban places has adopted a set of principles to state attributes of growth and development that contribute to high quality of life. These principles are included here as a way to look at Spokane's Comprehensive Plan in the context of the recommendations of these professionals and scholars.

**Preamble:** Existing patterns of urban and suburban development seriously impair our quality of life. The symptoms are: more congestion and air pollution resulting from our increased dependence on automobiles, the loss of precious open space, the need for costly improvements to roads and public services, the inequitable distribution of economic resources, and the loss of a sense of community. By drawing upon the best from the past and the present, we can plan communities that will more successfully serve the needs of those who live and work within them. Such planning should adhere to certain fundamental principles.

### Community Principles:

- All planning should be in the form of complete and integrated communities containing housing, shops, work places, schools, parks and civic facilities essential to the daily life of the residents.
- Community size should be designed so that housing, jobs, daily needs and other activities are within easy walking distance of each other.
- As many activities as possible should be located within easy walking distance of transit stops.
- A community should contain a diversity of housing types to enable citizens from a wide range of economic levels and age groups to live within its boundaries.
- Businesses within the community should provide a range of job types for the community's residents.
- The location and character of the community should be consistent with a larger transit network.
- The community should have a center focus that combines commercial, civic, cultural and recreational uses.
- The community should contain an ample supply of specialized open space in the form of squares, greens and parks whose frequent use is encouraged through placement and design.
- Public spaces should be designed to encourage the attention and presence of people at all hours of the day and night.

- Each community or cluster of communities should have a well-defined edge, such as agricultural greenbelts or wildlife corridors, permanently protected from development.
- Streets, pedestrian paths and bicycle paths should contribute to a system of fully connected and interesting routes to all destinations. Their design should encourage pedestrian and bicycle use by being small and spatially defined by buildings, trees and lighting; and by discouraging high-speed traffic.
- Wherever possible, the natural terrain, drainage and vegetation of the community should be preserved with superior examples contained within parks or greenbelts.
- The community design should help conserve resources and minimize waste.
- Communities should provide for the efficient use of water through the use of natural drainage, drought tolerant landscaping and recycling.
- The street orientation, the placement of buildings and the use of shading should contribute to the energy efficiency of the community.

### **Regional Principles:**

- The regional land-use planning structure should be integrated within a larger transportation network built around transit rather than freeways.
- Regions should be bounded by and provide a continuous system of greenbelt/wildlife corridors to be determined by natural conditions.
- Regional institutions and services (government, stadiums, museums, etc.) should be located in the urban core.
- Materials and methods of construction should be specific to the region, exhibiting a continuity of history and culture and compatibility with the climate to encourage the development of local character and community identity.

### **Implementation Principles:**

- The general plan should be updated to incorporate the above principles.
- Rather than allowing developer-initiated, piecemeal development, local governments should take charge of the planning process. General plans should designate where new growth, infill or redevelopment will be allowed to occur.
- Prior to any development, a specific plan should be prepared based on these planning principles.