



# Introduction

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*The Chapter Contents have not been updated here. They will be updated with the correct subsections and page numbers at the end of the approval process, as page numbers can change due to formatting and other factors.*

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*As part of this update, Chapters 1 and 2 were combined and a new Chapter 2, Implementation, was created. As a result, parts of each chapter have been moved into other chapters. For the sake of readability, those moves have not been shown in green here, as in other chapters. The following table provides a key of those moves:*

| Original Section                           | New Section                                  |
|--|--|
| 1.1 Purpose of the Comprehensive Plan      | 1.1 Purpose of the Comprehensive Plan        |
| 2.1 Local Context                          | 1.2 Local Context                            |
| 3.1 Growth of the City                     |  |
| 2.2 Growth Management Act                  | 1.3 State Requirements and Regional Planning |
| 2.3 Countywide Planning Policies           |  |
| 2.4 Horizons Process Overview              | 1.4 Plan Development and Adoption            |
| 1.2 Plan Adoption and Amendment the Plan   |  |
| 2.6 Overview of Planning Efforts           | 1.5 Overview of Planning Efforts             |
| 1.3 Implementation - Carrying out the Plan | 2.1 Carrying out the Plan                    |
| 1.4 Monitoring and Evaluation              | 2.2 Monitoring and Evaluation                |

## 1.1 PURPOSE OF THE COMPREHENSIVE PLAN

### What is Comprehensive Planning

Planning is a part of everyone's life. We make plans for our careers, vacations, families, and housing. Planning is how we increase the likelihood that these things will occur in ways we desire. Without plans, we face never-ending uncertainty about future events. Consequently, we end up reacting to one situation after another.

For similar reasons, communities make plans. In large urban areas where the landscape is highly complex and constantly changing, community plans shape the future in desirable ways. The city is a place where people have many varied needs, a place where citizens live, work, shop, and play. It is, therefore, a place where material goods, police and fire protection, sewers, water, transportation, recreation, and many other services must be provided.

Comprehensive Plan is the name given to identify the community's long-range plan for growth. It is comprehensive because it provides guidance for all aspects of the city's growth and development over a long period, typically twenty-years – an entire generation. The plan is a set of goals, policies, maps, illustrations, and implementation strategies that state how the city should grow physically, socially, and economically.

The Comprehensive Plan provides the overall scheme of city development – the major land uses, transportation systems, parks, recreation, and open spaces, and centers of shopping and employment. This plan establishes the framework for all other planning activities and documents. By law, decision-makers and managers in city government must follow the direction of the Comprehensive Plan.

~~Some of the earliest planning activities in the early 1900s centered around parks and transportation. From these early beginnings, planning in Spokane has continued to grow in significance and usefulness. In 1968, the city adopted the first land use plan as one element of the comprehensive plan. The 1968 Land Use Plan was updated in 1983. Over the years, the topics in the Comprehensive Plan have expanded to include parks and open spaces, bikeways, water and wastewater facilities, shorelines, individual neighborhoods, and many others. In 2000, the Comprehensive Plan consisted of over 30 official documents.~~

*Original Source: Chapter 1.1*

*This paragraph was removed for streamlining purposes.*

### The City of Spokane's Comprehensive Plan

When the state enacted the Growth Management Act (GMA) in 1990, it changed the purposes of comprehensive plans prepared under the GMA rules. Requirements to plan for housing and private utilities were added to the existing mandates to address land use, transportation, and capital facilities. In 2003, an additional requirement was added to include planning for shorelines. Chapter 14, Shorelines, was added in 2010.

The GMA authorizes the inclusion of additional plan topics of specific local interest; the city chose to include economic development, social health, and five other planning subjects in its plan.

*A reference to the Shorelines Chapter was inserted here, as that chapter was added to the Comprehensive Plan after 2006.*

~~In its operation,~~ The ~~2001~~ Comprehensive Plan provides the following directions to city-elected officials and staff:

- ◆ 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.
- ◆ Timing and conditions for annexation.

GMA includes provisions to ensure that the city follows these Comprehensive Plan directives. First, the city must regulate land use and development consistent with the plan; the zoning code, subdivision code, environmental ordinances, and building code must follow the plan's intent. Second, the city must make capital budget decisions and capital project investments in conformance with the plan. These two GMA rules give the new-2001 Comprehensive Plan a much higher level of importance in guiding the city's growth and development than previous editions of the plan.

~~The overall purpose of the comprehensive plan is to provide Spokane residents with a high quality of life. When the city of Spokane is seen as a desirable place to live, work, shop and play, many of its problems will take care of themselves. New and existing businesses within the city will thrive, as will the people they employ. City of Spokane residents will be more likely to own their own home, improving neighborhood stability and cohesiveness. Our youth will choose to stay here as adults because it's a good place to make a living and raise a family. With their basic needs met, people will be more able to give back to the community through civic involvement. Last but not least, there will be a large enough population base and high enough property values to generate the revenue stream needed for city government to provide the level and quality of public services that people expect and deserve. Then, the city of Spokane will truly be the crown jewel of the Inland Empire.~~

*These paragraphs were removed for streamlining purposes.*

## **Spokane's Ambitions for the Future**

~~The future is all about change. Through this plan, Spokane citizens express several ambitions for the changes they wish to see in the near future. At the center of these ambitions is a desire to improve community health broadly—to improve the conditions of all citizens and provide every individual greater opportunity to succeed. In this pursuit, the Comprehensive Plan attempts two key achievements: first, it seeks to increase value throughout the city, and second, it hopes to economically re-integrate the urban area to create an income profile within the city that is characteristic of healthy places. At the core of each of these ambitions is the desire to reverse the increasing decline in personal income and total assessed property valuation, relative to the unincorporated Spokane County. If Spokane can overcome these two conditions, the community will be on the road to improved well-being.~~

~~What does this plan propose that will increase values throughout Spokane? It offers the opportunity for higher value in aggregate disposable income by creating new venues for jobs within neighborhoods and employment centers. Not just any jobs, but livable wage jobs born by new industries attracted by a more urban and diverse place. It creates more value in both private and public property by promoting the best patterns of urban development—infill and mixed-use development—and rejecting the worst—leapfrog growth and segregated land uses. It raises the value of the uniqueness of individual citizens by addressing the wide array of social needs and lifestyle preferences represented in a diverse community. The ability to make a decision of choice—to select from options—is one of the things people most value, and this plan offers new choices in housing, transportation, employment, living environment, cultural experience, and social engagement. The Comprehensive Plan enhances the value of parks, open spaces and other public space by increasing their role and financial support in a growing city. It gives increased value to the natural environment, not just for its ecological importance but also for its attraction to industries that seek~~

amenities for their managers and workforce. It also increases the value of the built environment by placing greater emphasis on the visual character of the things we build and the public spaces we create. The Comprehensive Plan gives equal value to the legacy of our city's past by promoting historic preservation as we grow.

This ambition to add value to everything that makes Spokane a city permeates every part of the new Comprehensive Plan. The measure of increased values is a good way to evaluate the Comprehensive Plan's success.

The hope to economically re-integrate the urban area is directly related to the growth strategy presented in the Comprehensive Plan. The flight of higher incomes to the unincorporated suburbs removes investment and tax revenues that are needed to maintain a high quality of life in the city. The various types of centers planned as the primary venues of growth are keyed to attracting higher incomes back to the city. These centers have features and characteristics not present within the urban area for the past 50 years—but these are exactly the kinds of living environments that attract higher income wage earners to other cities. This new lifestyle preference has grown with the change in family demographics and high technology growth industries—there are more and more people that desire the living intensity and diversity within concentrated urban centers. As centers grow in population and economic activity, the positive effects that they create such as convenience, social engagement, and amenities spread into the surrounding neighborhood and increase the attraction of these areas to higher incomes.



## 2.1.2 LOCAL CONTEXT

Over the decades, Spokane has been shaped by its notable beginning. Capturing the attention of fur traders, miners, missionaries and those with the “westward-ho” spirit, Spokane soon found its place on the map. Prior to 1800, Spokane was a Native American encampment located near the falls of the Spokane River.

*Original source: Chapter 2.1*

It was not long, however, before James N. Glover, the “Father of Spokane,” recognized the beauty and potential of the unscathed Spokane area. He acquired land rights from the first settlers who had arrived in 1871 and eventually established a store where he and his wife worked and resided. Glover grew exceedingly involved in the young town and was elected mayor in 1883.

In 1881, a short time before Glover assumed office, the town was incorporated as “Spokan Falls;” an 1883 amendment changed the spelling to “Spokane Falls.” A few years later in 1891, “Spokane” became the official city name when “Falls” was dropped. The city limits at that time extended north to Garland Avenue, south to 29th Avenue, east to Regal Street and west to “H” Street, to encompass a total of 20 square miles.

In the midst of name changes and growth, Spokane suffered its share of tragic events. In August of 1889, a great fire destroyed large portions of the city with losses totaling more than \$6 million. The need to rebuild the city served as the ideal opportunity to replace the old wood buildings with those made of stone and brick. Noted for their architectural and civic status, these buildings are still treasured by Spokane’s citizens.

In 1911, Spokane citizens approved a one million dollar park bond, which was used to implement the city’s first plan-- a park plan created by the world-famous landscape design firm, Olmsted Brothers. Implementation of the Olmsted plan increased Spokane’s park size from 173 acres to 1,934 acres and firmly established Spokane’s park system as one of the community’s enduring assets.

Spokane grew rapidly in its early years, from a population of a mere 350 in 1880 to over 100,000 in 1910. To ensure that Spokane’s beauty would be protected during the rapid growth period, the “City Beautiful” committee was formed as part of a nationwide planning movement. The committee devoted itself to ward making Spokane a desirable place to live by enhancing its natural and built environment, both of which were highly prized by Spokane’s early settlers who proudly used these assets to “boost” their young community and attract growing numbers of people to it. One of the results of Spokane’s City Beautiful movement was the creation of the Park Board in 1907.

After 1910, the city’s growth slowed and even declined between 1960 ~~to~~ and 1990. Fifty years following the mighty fire, the threat and formidable presence of war in the 1940s knocked at Spokane’s door and made it a center for wartime activity. Over the next thirty years, Spokane continued to develop both commercially and industrially. A ~~C~~onsiderable number of housing developments further shaped Spokane’s neighborhoods, gradually spreading into the unincorporated area of Spokane County where most of the new development began to take place.

In 1974, Spokane hosted EXPO ’74, the World’s Fair. An immediate success, the fair drew huge crowds throughout the summer. The intrigued crowds thronged through the EXPO site, which had only recently been cleared of the railroad lines that had once crowded the river front site. Today, the Great Northern Depot tower remains as a feature of the park and serves as a reminder of the integral role the railroad played in shaping Spokane.

## Growth of the City

When the city was incorporated as “Spokane Falls” in 1881, it covered an area roughly the same size as the present Central Business District. Spokane’s population in 1900 was over 36,000, nearly double that of a decade earlier. There were 300 business and industrial enterprises, 108 saloons, 56 churches, 2,500 telephones, and 42 miles of street railways. By 1920, the city’s population had grown to over 104,000. Between 1920 and 1990, population grew at a much slower rate than earlier years. The population was 171,300 in 1980 and 177,165 in 1990, a 3 percent increase over this ten-year period. During the years between 1990 and 1995, the city’s population growth was more rapid, increasing to 188,800, an expansion of more than 1 percent per year. Since 1995, the population has remained relatively stable, decreasing to an estimated 188,300 in 1998. The Census reported the City of Spokane’s population for the year ~~2000~~2010 at ~~195,629~~208,916 and the Washington State Office of Financial Management has forecast the population for the year ~~2006~~2017 to be ~~201,600~~215,839. The recent population numbers show an increase of ~~13,300~~4,184 people ~~or over more than a 6 percent increase~~ over the ~~eight~~ five year period from ~~1998~~2010 to ~~2006~~2015.

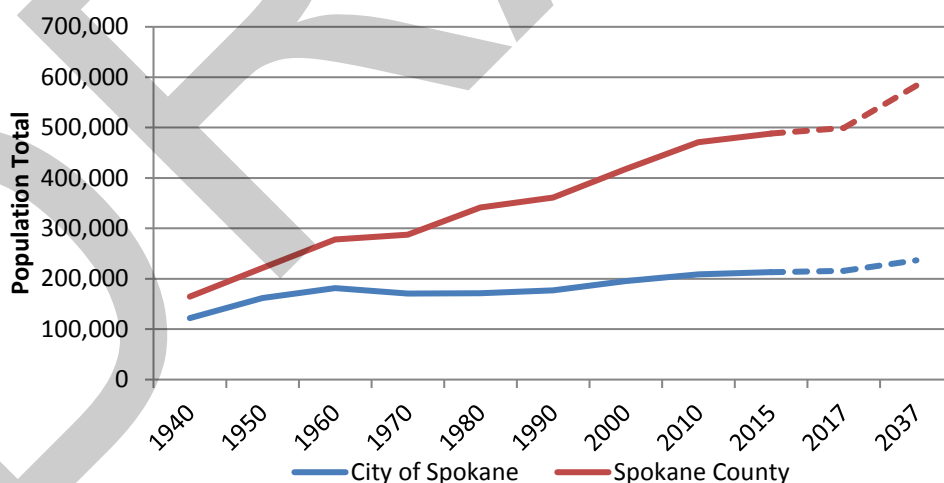
## Population

The growth alternatives presented in the ~~draft~~ ~~e~~Comprehensive ~~p~~lan are based on projected growth for Spokane County for the next twenty years as decided by elected officials from all jurisdictions in the county.

*This text was moved here from Chapter 3.1*



*These numbers have been updated to represent the latest projections (May, 2016). Additionally, the population chart from later in the chapter has been moved here and updated.*



**FIGURE 1 POPULATION GROWTH IN THE CITY OF SPOKANE AND SPOKANE COUNTY**

## Geological History

Spokane has been patterned over time by a succession of geological episodes. More than 16 million years ago, vast lava flows forged the area, creating a great bedrock plain that extended in multiple directions. During the ice age approximately 12,000 years ago, lobes of large glaciers traveled from the north, barricaded a large river basin in western Montana, and formed a gigantic lake ~~in near~~ modern-day Missoula. The lake was 7,600 square kilometers in area and approximately 600 meters deep.

The glaciers eventually began to retreat, which caused the ice dam to fracture, spilling huge walls of water 150 meters in height through Spokane and the surrounding region. Such events occurred more than a dozen times during the ice age, carving out deep canyons and leaving small remnants of the original plain. The receding flood waters left mass deposits of sand and gravel in the bottom of canyons. These flat areas made ideal locations for settlement, and formed a large ground water aquifer. The aquifer is now identified as the Spokane Valley - Rathdrum Prairie Aquifer and serves as Spokane's water supply.

The aquifer carries between 1,325,000 and 2,460,000 cubic meters of water each day and provides domestic water supply to most of the Spokane urbanized area. Additionally, the aquifer exchanges significant amounts of water with the Spokane River. ~~Sadly, much of the area's sanitary wastewater continues to be disposed of through individual septic tank and drain field systems that are located directly over the aquifer rather than through public sewer. Businesses that use hazardous materials perpetuate the pollution problems when they locate on land above the aquifer. These actions present great threats of contamination to our drinking water and produce much internal community strife.~~

~~In relation to the air shed, m~~Most of the urbanized area is located in the ~~valley of the~~ Spokane River valley, enclosed north and south by steep hillsides. ~~Together, with p~~Prevailing winds and frequent winter temperature inversions, ~~this~~ tends to impound stagnant air and accumulated airborne pollutants near the ground's surface. Spokane is frequently in jeopardy of violating this country's strict air quality standards, a situation that has severe consequences for our municipality and its citizens. Automobile travel remains ~~as the number one a significant~~ producer of airborne pollutants, which attests to the comprehensive plan's devotion toward exploring other means of transportation and ways in which to reduce automobile usage.

## Population

~~The growth alternatives presented in the draft comprehensive plan are based on projected growth for Spokane County for the next twenty years as decided by elected officials from all jurisdictions in the county.~~

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*Original source: Chapter 2.1*

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*This was removed because it's not relevant to the discussion.*

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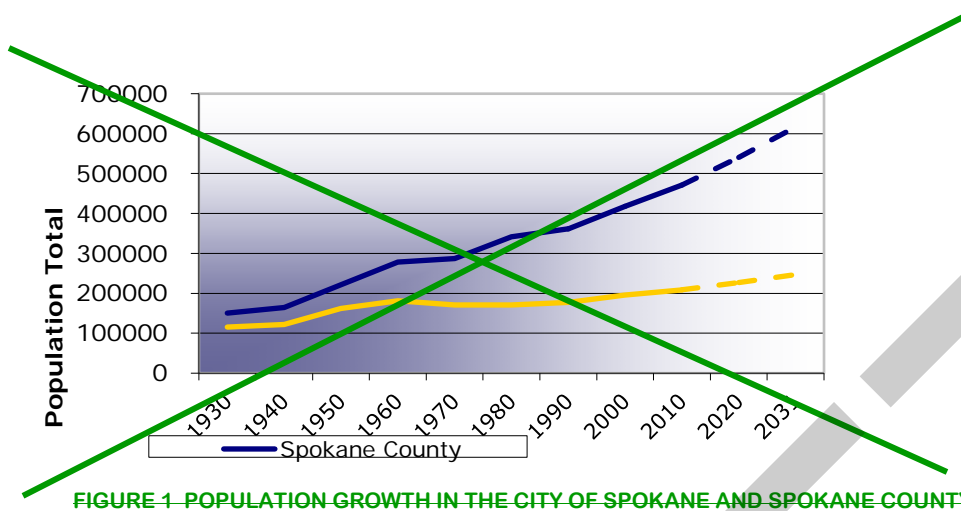
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*The Population projections, as well as an updated chart, have been moved to earlier in this chapter.*

*The charts on the following pages have been updated to the most current information.*

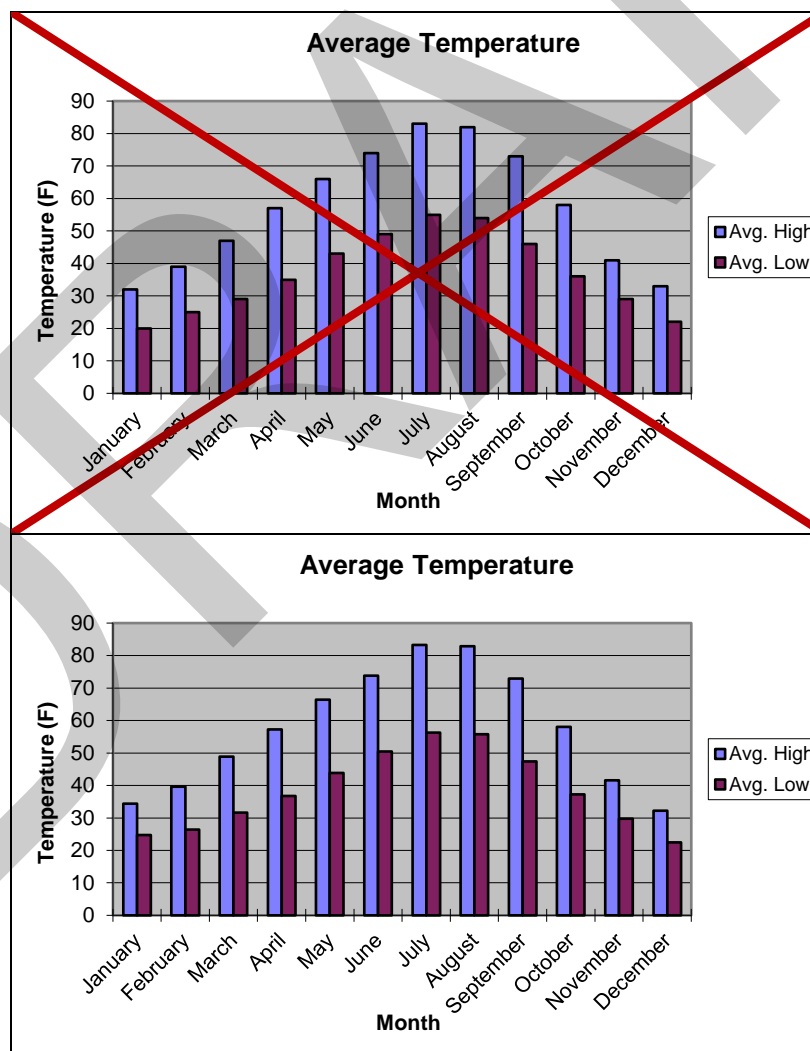
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## CLIMATE AND REGION

Located 18 miles west of the Idaho border and 110 miles south of the Canadian border, Spokane enjoys each of the four seasons. Spokane typically averages ~~16.25 to 22~~ inches of precipitation each year. Additionally, the area receives approximately ~~50 to 45~~ inches of snow and ice annually. The winds remain calm at an average of ~~8 to 9~~ mph.



**Figure 2 Average Monthly Temperatures for Spokane**

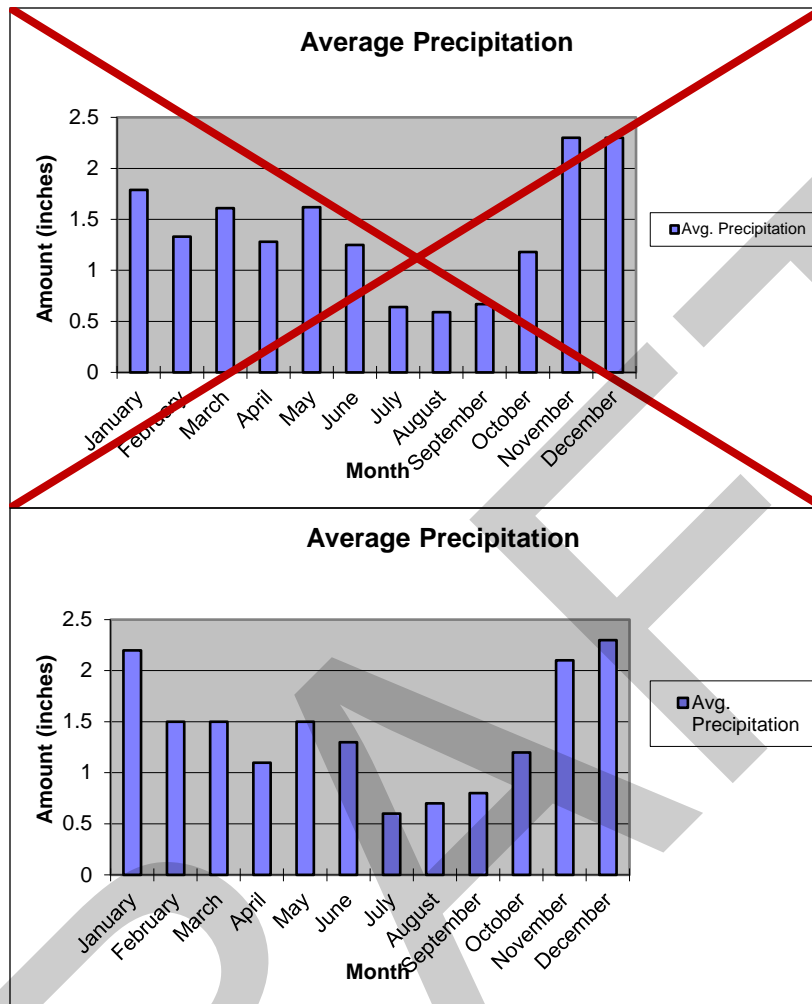


Figure 3 Average Monthly Precipitation for Spokane

## Urban Conditions and Poverty

Once the grandest city in the state, Spokane's bustling urban environment and vital community health have faded over the last quarter of the 1900s. Contributors to the new comprehensive plan intend it to be a tool that will turn the tide and ensure that the 21st century is a bright, new era for Spokane. In the course of identifying effective strategies for positive change, the public took stock of Spokane's current urban conditions.

Disparate personal income is perhaps the urban condition that poses the biggest threat to community health. In 1999 David Rusk, one of the nation's foremost social analysts, observed that the Spokane metropolitan area became 40 percent more economically segregated in the twenty years from 1970 to 1990. He noted that, increasingly, higher income households are moving outside the urban core, and the core is predominately becoming the place of poverty. The community has recognized the magnitude of poverty in the area, but it continues to overlook the significance of poverty's geographic concentration in the city.

Staff removed this discussion because of its negativity and that the information is largely out of date.

This condition is even more alarming than it appears on the surface. Spokane, once taking pride as the city of home ownership, now experiences an ownership rate that is lower than the unincorporated Spokane County and 10 percent lower than the national average. In some central city neighborhoods, the number of rental households is significantly greater than owner-occupied homes. This has multiple detrimental effects: high levels of transient residency that undermines social stability, low property maintenance that expresses itself as physical blight, and reduced capacity to create personal financial equity to offset inflation.

Our children are our future, but the city's urban conditions do not support their success. Thirty seven percent of Spokane's children are in households below the 100 percent poverty level. Some elementary schools in central neighborhoods experience over 75 percent turnover each new school year—nearly four out of five students are not there the succeeding fall. These children can suffer from lack of diverse social interaction, inaccessibility to positive role models, poor nutrition, and sporadic after school adult supervision. The chances are high that their future, as adults, will also be one of poverty.

There is a direct relationship between household incomes and local government's ability to support the community's desired quality of life. Funds to maintain streets, operate parks, provide police and fire protection, and run libraries come from locally generated sales and property taxes. The cost of these services is highest where the demands are greatest—at the center of population, in the city.

City income levels—nearly 10 percent lower than the unincorporated county and only two thirds that of Seattle—don't generate sufficient tax revenues to maintain City of Spokane facilities and provide services at levels desired by citizens. The shrinkage in disposable income, and its effect on sales tax, is felt more severely as incomes decrease.

Income level also influences property taxes. People at lower income levels have less capacity to invest in real property, whether a personal residence or a local business. The City of Spokane is increasingly reliant on outside investment to improve property. The area's moderate historic growth and availability of non-city venues for growth and development have not supported investment in the city equal to that outside the city. From 1985 to 1995, total assessed valuation of property in the county grew to almost a billion dollars higher than that in the city, nearly a 400 percent increase in the difference in just 10 years. The City of Spokane's minority share of assessed valuation is greatly inconsistent with the higher demands for urban services created by the city's majority share of urban population, roughly double that of the unincorporated county.

Another dimension to the income problem is access to living wage jobs for those in poverty. Employment in the growth sectors where many of these job opportunities are emerging is largely outside the city at the urban edges. The mobility barriers faced by city households in poverty limit access to entry level positions at these suburban locations. Mass transit does not offer convenient alternatives to many of these households, particularly when child day care is part of the daily routine. The annual cost of owning one vehicle to commute to distant employment is equal to payments for a \$40,000 home mortgage. So, these households must choose between ownership of one or more vehicles or the ability to have a better place to live.

The answers to these conditions are included in the Comprehensive Plan. Once they are pursued with deliberation, Spokane will no longer be a place that struggles to maintain its quality of life in the face of increasing poverty.

## **2.2 GROWTH MANAGEMENT ACT OVERVIEW**

### **1.3 STATE REQUIREMENTS AND REGIONAL PLANNING**

The Growth Management Act (GMA) was adopted in 1990 by the State Legislature in response to rapid population growth in the Puget Sound region on the western side of the state. A few years later, Spokane County also experienced unprecedented growth and was required to become part of growth management. The GMA goals are not listed in order of priority and are used exclusively for the purpose of guiding the development of comprehensive plans and development regulations. The following ~~thirteen~~ fourteen GMA goals are what the City of Spokane must achieve, and are consistent with the community's vision for its future.

*Original source: Chapter 2.2*

- ◆ **Urban Growth.** Encourage development in urban areas where adequate public facilities and services exist or can be provided in an efficient manner.
- ◆ **Reduce Sprawl.** Reduce the inappropriate conversion of undeveloped land into sprawling, low density development.
- ◆ **Transportation.** Encourage efficient multimodal transportation systems that are based on regional priorities and coordinated with county and city comprehensive plans.
- ◆ **Housing.** Encourage the availability of affordable housing to all economic segments of the population of this state, promote a variety of residential densities and housing types, and encourage preservation of existing housing stock.
- ◆ **Economic Development.** Encourage economic development throughout the state that is consistent with adopted comprehensive plans, promote economic opportunity for all citizens of this state, especially for unemployed and for disadvantaged persons, promote the retention and expansion of existing businesses and recruitment of new businesses, recognize regional differences impacting economic development opportunities, and encourage growth in areas experiencing insufficient economic growth, all within the capacities of the state's natural resources, public services, and public facilities.
- ◆ **Property Rights.** Private property shall not be taken for public use without just compensation having been made. The property rights of landowners shall be protected from arbitrary and discriminatory actions.
- ◆ **Permits.** Applications for both state and local government permits should be processed in a timely and fair manner to ensure predictability.
- ◆ **Natural Resource Industries.** Maintain and enhance natural resource-based industries, including productive timber, agricultural, and fisheries industries. Encourage the conservation of productive forest and productive agricultural lands, and discourage incompatible uses.
- ◆ **Open Space and Recreation.** Retain open space, enhance recreational opportunities, conserve fish and wildlife habitat, increase access to natural resource lands and water, and develop parks and recreation facilities.
- ◆ **Environment.** Protect the environment and enhance the state's high quality of life, including air and water quality, and the availability of water.
- ◆ **Citizen Participation and Coordination.** Encourage the involvement of citizens in the planning process and ensure the coordination between communities and jurisdictions to reconcile conflicts.
- ◆ **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.

- ◆ **Historic Preservation.** Identify and encourage the preservation of lands, sites, and structures that have historical or archaeological significance.
- ◆ **Manage Shorelines Wisely.** Protect, preserve, and enhance the Spokane River and Latah Creek, which are designated as shorelines of statewide significance.

## **2.3 Countywide Planning Policies**

### **OVERVIEW**

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*Original source: Chapter 2.3*

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The Growth Management Act (GMA) calls for coordinated planning efforts among jurisdictions within a county planning under GMA. In response to that requirement, the Spokane County Steering Committee of Elected Officials developed and adopted the Countywide Planning Policies (CWPPs) in December of 1994. Volume V, Appendix A includes the full text of the CWPPs. The CWPPs address nine subject areas and provide a framework for subsequent development and adoption of comprehensive plans by all thirteen jurisdictions within Spokane County. The policies address the following topics:

- ◆ The designation of urban growth areas (UGAs).
- ◆ Joint planning within urban growth areas.
- ◆ Promotion of contiguous and orderly development and provision of urban services.
- ◆ Parks and open spaces.
- ◆ Transportation.
- ◆ Siting of capital facilities of a countywide or statewide nature.
- ◆ Affordable housing.
- ◆ Economic development.
- ◆ Fiscal impacts.



## **2.4 HORIZONS PROCESS OVERVIEW** **1.4 PLAN** **DEVELOPMENT PROCESS AND** **ADOPTION**

*Original source: Chapter 2.4*



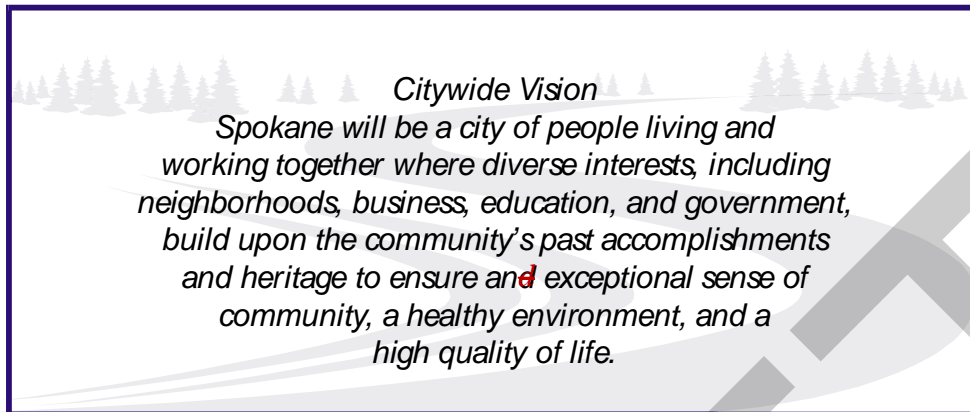
### **Introduction**

Spokane Horizons ~~is~~ was the name of the City of Spokane's citizen participation process to develop ~~the city's 2001 a new e~~Comprehensive ~~p~~Plan. It ~~is the city's planning process that is intended to~~ 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, ~~it was hoped that~~ the community ~~could~~ achieve ~~d~~ consensus and chart ~~ed~~ 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.

*This text has been moved to Volume V, Appendix B.*

### ☒ 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~~
- ◆ ~~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 neighborhood, 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 are 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 o 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~~

## **1.2 PLAN ADOPTION AND AMENDING THE PLAN**

### **Plan Adoption**

By City Charter, the City Plan Commission has the responsibility to make planning recommendations to the City Council for consideration for adoption. The Plan Commission has the duty to conduct the citizen planning processes that produce planning proposals, to review the results of these processes, and to formulate recommendations to the City Council based on this public involvement.

Adoption by the City Council is the ~~formation~~formal step that is necessary to make the Comprehensive Plan an official city document. Under the rules of the GMA, the City Council's action to adopt the plan must be based on the "early and continuous citizen participation" required by the GMA. This provision adds ~~insurance~~assurance that the plan represents the community's consensus about the city's growth and how that growth will promote citizens' quality of life interests.

The Comprehensive Plan is a dynamic product of the community's continually evolving needs and desires about its future. The plan is prepared by involved citizens, recommended by the City Plan Commission, and adopted by the City Council. By law, it can be revised no more than once a year. At some point in time, however, changes in planning laws or community needs may require the preparation of an entirely new plan. ~~This 2001 Comprehensive Plan is the result of a change in planning law when Washington adopted the Growth Management Act (GMA) in 1990. It likely will experience many years of annual revisions before another entirely new plan is necessary.~~

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*Original source: Chapter 1.2*

*The order of paragraphs has changed slightly from the original – this reordering is not shown in track changes unless the actual text was modified.*

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## 2.61.5 OVERVIEW OF PLANNING EFFORTS

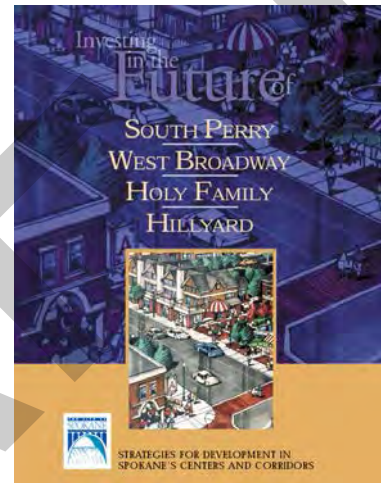
In addition to annual amendments to the Comprehensive Plan and other long range planning efforts to ensure that adequate capital facilities are available in the future, the City has participated in additional planning efforts. The City has played both a lead and partnering role with many different groups and their planning efforts for the betterment of the community. Several of these efforts have been initiated and conducted by private groups with interests in certain specific areas of the City and surrounding areas. Examples of a few of these efforts include;

*Original source: Chapter 2.6*

### Pilot Centers and Corridors

Pilot Centers and Corridors: Four ~~pilot areas~~ Centers and Corridors from the city's 2001 Comprehensive Plan were chosen as pilot projects to help develop and test the process of conducting specific plans for targeted areas of the city. The South Perry, West Broadway, Holy Family and Hillyard Center and Corridor areas were the first areas-to be closely examined after the passage of the 2001 Comprehensive Plan-in 2001. Stakeholder groups, facilitated by city staff, developed visions and strategies for future revitalization projects were developed and implemented to either revitalize or ensure that these areas continued to be economic vibrant areas where future growth could will continue to be focused-in the future. These pilot plans amended the Comprehensive Plan as a part of their process.

~~Footnote: Brochure that summarized strategies.~~



### Neighborhood Planning

Following the pilot Centers and Corridors processes, ~~and the creation of the Neighborhood Planning Guidebook,~~ several other targeted planning efforts ~~were have been~~ conducted. The city facilitated stakeholder groups to plan for Other Center and Corridors areas that the City has partnered with include the at the Grand District Center, Maxwell and Elm Employment Center, and Logan Neighborhood Centers. The East-Central neighborhood is currently in the process of creating a neighborhood plan. Following those processes, several more neighborhoods have engaged in limited planning for their neighborhoods. These planning efforts continue.

*This paragraph was modified to conform to current practice.*

### Strategic Plans

~~Through the Comprehensive Plan, t~~The City would like to acknowledge several planning efforts that ~~have taken took~~ place just prior to and after adoption of the 2001 Comprehensive Plan. Acknowledgment means only that the City recognizes these efforts. The Davenport District, Great Spokane River Gorge, and U-District plans contain a significant body of work detailing existing conditions, opportunities, and an outline for many actions designed to enhance these areas of the City. As visionary documents, they will help guide growth and development in these areas in the future. The City has not committed resources for action or project implementation of these plans, and the plans at this time are not intended for adoption as official policy of the City of Spokane. No legislative action has been taken to adopt changes to the Spokane Municipal Code, the Official Zoning Map, or the text or maps of the Comprehensive Plan related to these planning efforts. Implementation of these plans may require amendments to the Comprehensive Plan in the future.

## Davenport District Strategic Action Plan

This effort was started in late 2001. The Downtown Spokane Partnership spearheaded a Strategic Action Plan for the district following the momentum begun by the Downtown Plan. During this time the "Davenport District" was selected as the name for the area surrounding the Davenport Hotel from Stevens Street on the east to Madison Street on the west. This plan presents a ten-year vision and action plan to guide the development and evolution of the Davenport District. The plan lays out an agenda for a series of immediate and long-term action items to enable the District to realize its full potential as an exciting district filled with arts, cultural, entertainment and living opportunities. The Strategic Plan is intended to be a flexible development tool and a working document that will change and adapt as the Davenport District evolves.



Cover of the Davenport District Strategic Action Plan

## The Great Spokane River Gorge Strategic Master Plan:

A non-profit group "Friends of the Falls", aided by an award of technical assistance from the National Parks Service's Rivers, Trails & Conservation Assistance Program, ~~has~~ spearheaded ~~an effort that has the development of developed~~ a strategic master plan for an area that has been named the Great Spokane River Gorge or "Great ~~George Gorge~~ Park." The area generally follows the Spokane River Gorge west of ~~River Front Riverfront~~ Park and includes parts of several neighborhoods. Some of the groups ~~that working worked~~ with Friends of the Falls in the process include Spokane Parks Department, Spokane Tribe Culture Office, Avista Corporation, Summit Properties (now Kendall Yards), West Central Neighborhood, Peaceful Valley Neighborhood, Downtown Spokane Partnership, Northwest Museum of Arts & Culture, and the Friends of the



Cover of "The Great Spokane River Gorge" strategic master plan.

[Centennial Trail](#).

## U-District Strategic Master Plan

Starting in 2003 and continuing through 2004, the ~~E~~city participated in a community effort to develop a strategic master plan around the idea of a University District. As stated in the U-District plan "The University District is a bold vision and plan to attract a critical mass of top students, staff and faculty, cutting-edge researchers, and creative entrepreneurs – all of which are the catalysts for increased commercialization of technology, growth in our health care industry, and overall economic prosperity for the region. It builds upon and incorporates existing plans, activities and assets — leveraging them into a strong economic engine that lays the foundation for Spokane's growth in the next century. It is time to forge Spokane's new destiny." Since the completion of the master plan numerous site and topic specific plans have been developed to further



Cover of the U-District Strategic Plan



guide decision making and investment in the U-District. These efforts include a market analysis, housing study, and investment strategy. Copies of these documents can be found on the University District's website.

### **Central City Line Strategic Overlay Planning**

The Central City Line (CCL) is a proposal by the Spokane Transit Authority for a six-mile Bus Rapid Transit route connecting Browne's Addition to Spokane Community College by way of Downtown Spokane and the University District. The concept of the CCL has been in design by community partners for nearly 15 years. As part of ongoing planning for the CCL, the City of Spokane and Spokane Transit Authority are developing a Strategic Overlay Plan to identify transit-supported economic development opportunities and land use policy changes. The plan will examine a range of potential policy changes aimed at increasing ridership, maximizing economic opportunity, and helping to catalyze transit-supported development around the CCL. The process will give stakeholders and the public an opportunity to share their priorities and weigh in on these options. The plan will include recommendations for STA and City of Spokane actions to support CCL implementation and help increase the project's competitiveness for federal funding. The Strategic Overlay Plan process began in the summer of 2015, and is expected to be completed by summer 2016. The plan will include a review of existing plans and policies in the corridor, and will contain land use and policy recommendations (including economic development opportunities, parking and affordable housing) for key areas along the corridor.

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*Because this project is ongoing and may be completed prior to final adoption of the Comprehensive Plan Update, this paragraph may be modified in the future to reflect the most currently available information.*

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### **West Plains Transportation Subarea Plan**

The purpose of the West Plains Draft Transportation Subarea Plan was to coordinate the orderly provision of adequate transportation facilities to facilitate the anticipated and desired development in the area. The need for coordinated capital facility planning was identified shortly after annexations in the area by the Cities of Spokane and Airway Heights in 2012.

The West Plains has been the subject of a number of reports and studies over time. During the course of review of these studies and reports, meetings with stakeholders, and the Technical Advisory Committee for the Subarea Plan, it became evident that transportation presented the biggest opportunity for coordination and improvement, and with a focused vision for transportation, the communities could align their water and sewer improvements.

The process for developing the plan involved an intensive and rigorous public process. Over the course of more than a year, the City of Spokane used stakeholder interviews, public workshops, and Technical Advisory Committee meetings to develop and refine the Plan.

To meet the outcomes and recommendations, the plan provided a number of recommended transportation improvements cost estimates.

## **1.3 IMPLEMENTATION – CARRYING OUT THE PLAN**

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A plan means nothing if it is not carried out, or *implemented*. The Comprehensive Plan, as a community-wide plan, is implemented by the combined efforts of individuals, businesses, neighborhoods, civic groups, and local government. Many of the plan's policies reflect this shared responsibility for community action.

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*This entire section has been moved to a new Chapter 2 – Implementation.*

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City government has the primary responsibility to implement the plan. The city's two main implementation activities are managing development by land use regulations and spending public funds on physical improvements. The relationship of these activities to the Comprehensive Plan is specified in the State Growth Management Act, which states that regulations shall be consistent with the Comprehensive Plan, and capital budgeting and spending shall be in conformance with the Comprehensive Plan.

### **Consistent Regulations**

The city created regulations to ensure that development occurs consistent with our community's goals and objectives p. These include zoning and subdivision ordinances, environmental laws, building codes, historic preservation laws, and design review procedures.

### **Zoning**

The regulations that most people are at least a little familiar with are in the zoning code. This code controls the way land can be used, meaning the type of activity and intensity of development. Zoning restricts where residences, stores, industry, and other land uses are located, along with urban building height, minimum lot size, and the amount of landscaping and parking that must be provided. Zoning can establish districts, such as single family residential or light industrial, to keep land uses separated, but it also can set rules for combining many types of uses to create a "mixed-use" project or district.

The city's official zoning code is part of the Spokane Municipal Code, which includes all the local laws that citizens and their city government must follow. The zoning code consists of definitions, descriptions of zoning classifications and the uses allowed in each, dimensional standards for development, and maps that show how the zone classifications divide the entire city into land use districts. Since zoning is a device to implement the plan, its rules must be consistent with the plan. The decisions about land development are made when the plan is prepared or amended. The zoning code puts these decisions into operation as enforceable rules.

### **Example of Zoning Consistency**

The plan's policies and map designate a location for a neighborhood center that includes a mix of housing types and neighborhood business uses, developed in character with the surrounding single family neighborhood. The zoning code map for the area shows the boundaries of the center and a zoning classification, such as "Neighborhood Center Mixed Use," near its middle. The map also identifies districts for higher density housing adjoining the mixed-use district, and surrounding those, large single-family districts to preserve the existing neighborhood character. The zoning map districts and classifications follow the direction of the plan and, therefore, meet the rule for consistency.

### **Subdivision**

The manner in which parcels of land are divided into smaller parcels, or platting, is specified in the subdivision ordinance. Subdivision provisions relate primarily to procedures for dividing land. These procedures include review by public agencies to insure that zoning standards (e.g., minimum lot size); street access, public facilities, and other urban service requirements are provided.

State subdivision law requires that local legislative bodies include written findings that “*appropriate provisions are made. . . for such open spaces, drainage ways, streets or roads, alleys, other public ways, transit stops, potable water supplies, sanitary wastes, parks and recreation, playgrounds, schools and school grounds and other relevant facts, including sidewalks and other planning features*” as part of the decision for approving a plat. Appropriate provisions are made with a finding that those facilities specified in the plan will be available to serve the plat at the time of development.

## **Environmental Review**

The State Environmental Policy Act (SEPA) ensures that environmental values are considered during decision-making by state and local agencies. SEPA gives agencies the tools to allow them to consider environmental information, including mitigation measures, before making a decision on a proposed plan or project. SEPA also includes provisions to involve the public, tribes, and interested agencies in most review processes prior to a final decision.

The environmental review process in SEPA works with other regulations to provide a comprehensive review of a proposal. Combining the review processes of SEPA and other laws reduces duplication and delay by combining study needs, combining comment periods and public notices, and allowing agencies, applicants, and the public to consider all aspects of a proposal at the same time. SEPA also gives agencies authority to condition or deny a proposal based on the agency’s adopted SEPA policies and environmental impacts identified during SEPA review.

## **Design Review and Design Guidelines**

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

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

## **Building Codes**

Building codes help insure that development is safe and not a threat to public and personal health. These rules are applied when a property owner or tenant applies to the city for a building permit to gain approval to develop property including structures. During the permitting process, other codes, such as zoning and SEPA, are checked for compliance.

Some of the most important areas involving consistency with the plan include the Americans with Disability Act requirements, rules for historic preservation, and the creation of live/work spaces. Community interests such as these, as stated in the Comprehensive Plan, must be reflected through local administration of the Building Code.

## **Historic Preservation**

The Comprehensive Plan recognizes the high value citizens place on historic resources in Spokane. Policies express public concern regarding their preservation and how to manage changes to these resources as they are impacted by new development. Historic properties can range from individual

downtown commercial buildings to neighborhood clusters of historically significant homes. Historic properties could also be buildings or structures owned or used by the City of Spokane.

A number of implementation tools are already in place. The Spokane Register of Historic Places lists significant properties over 50 years old by owner consent. Following designation, through a contract with the owner, properties are subject to historic design review in reference to federal rehabilitation standards, known as the Secretary of the Interior's Standards for Rehabilitation.

To encourage compliance, incentives are available for privately owned historic properties. Those incentives include the Federal Investment Tax Credit, which provides an income tax reduction, local Special Valuation, which reduces property tax, local Building Code Relief, which allows for deviation from building code requirements, and the option of the donation of a Facade Easement, which provides a one-time Federal Income Tax deduction.

A database of information of identified and potentially historic properties is also available and can be used as a planning tool by local government, by developers, and by elected officials to make informed decisions about actions that could affect historic resources.

## **Conforming Capital Budget and Spending**

As communities grow, new schools, parks, libraries, streets, water and sewer lines, and similar urban facilities are needed to serve the expanding population. The Capital Facilities Program (CFP) is an official city document that lists all of the facility needs identified by each service provider for the next twenty years, including those required to support future population growth. The City Council adopts the program as the official outline of long range spending on public improvements.

Transportation, water, wastewater, solid waste, fire, and parks facilities are planned in greater detail in their respective Capital Improvement Programs (CIPs) and summarized in the first six year projects in the 20 year CFP. The CIP lists the specific physical improvements, specifies a time for construction, and identifies the anticipated source of funds to pay for the project. In addition to ongoing needs for repair and maintenance, these lists of capital facilities include the immediate improvements necessary to support growth, in conformance with the Comprehensive Plan.

## **Capital Facilities and Concurrency**

The CFP and CIPs outline the city's capital budgets and include projects needed to realize the proposals in the plan. The GMA's Concurrency rule ensures that those public facilities and services necessary to support development are adequate to serve the development without decreasing current service levels below locally established minimum standards, and available when the service demands of development occur. The basis for this rule is two-fold: new growth should pay its way without placing additional financial burden on existing citizens or future generations, and growth should not reduce the quality or types of urban services that current residents enjoy.

Concurrency is pursued at the planning level and ensured at the project review level. During planning, the six year capital improvement programs reflect City Council resolve to pursue funding for projects to meet the demands of new growth. The concurrency management system tracks current and future capital projects against land use trends and funding availability. At the project review level, developments generating new service demands can only be approved if adequate public facilities and services are available to meet the needs of the development.

## 1.4 MONITORING AND EVALUATION

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Throughout the life of the Comprehensive Plan, monitoring and evaluation is conducted periodically to assess the effectiveness of the goals and policies, and identify ideas that may need to be added or modified in order to produce a result consistent with the Growth Management Act (GMA), the community's original visions and values, and the changing needs and priorities of the community.

Many sources of information are used during this process. Building permit records indicate whether or not new development activity is concentrating in designated centers, as described in the Comprehensive Plan. Departmental budgets, Six Year Capital Improvement Plans, and findings from the Concurrence Management System demonstrate whether adequate resources exist and if they are being allocated at a level sufficient to accomplish the plan's objectives. Also, public participation in the annual Comprehensive Plan amendment process helps to identify unmet needs or new issues.

However, it is not enough to know whether or not the goals of the Comprehensive Plan are being met. We need to know that quality of life is actually improving because the goals are being met. Quality of life factors are tracked over time through Indicators and Benchmarks that cover the full range of topics represented by the chapters in the Comprehensive Plan. Indicators are measurements that can be compared regularly to assess trends and changing conditions. Benchmarks are reference points or standards for comparison that mark progress along the path toward a desired outcome.

Measurements address issues such as environmental quality, physical health, economic vitality, social conditions, housing availability, civic engagement and other factors which are key to general community well being. The information needed is gleaned from close partnerships with agencies and community organizations such as the Health Improvement Partnership (Spokane Community Report Card), who already collect this data for similar community building purposes. In the end, this process should help to coordinate and improve programming and operations for all entities in Spokane whose purpose it is to improve the quality of life in Spokane.

### 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

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*This section has been moved to a new Chapter 2 – Implementation.*

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*Discussion of the AHWAHNEE Principles have been moved to Volume V, Appendix B.*

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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.~~

## 1.86 AMENDMENTS

~~This~~The 2001 Comprehensive Plan ~~is~~was the result of a change in planning law when Washington adopted the Growth Management Act (GMA) in 1990. The GMA also requires the city to review and, if needed, update the Comprehensive Plan at certain time intervals.

*Original Source: Chapter 1.2*

## 2.5 COMPREHENSIVE PLAN UPDATE OF 2006 OVERVIEW

### Previous Amendments and Periodic Updates

~~Reason for 2006 Update: For the City's Comprehensive Plan to be effective, it must continue to be evaluated and evolve. When new and updated information that examines trends or patterns of growth and development is available, these are used to help evaluate if the Plan is achieving the goals of the community contained in the Plan. The 2006 update, in addition to annual amendments to the plan, ensure that the Plan is consistent with changes to State and Federal laws and the desires of the community. The Washington State GMA also requires the City to review and, if needed, update the Comprehensive Plan at certain time intervals. The end of 2006 is the first of the State required review periods. The Comprehensive Plan was updated in 2006 to meet the changing needs of the community and to fulfill GMA requirements for comprehensive plan updates. The second update occurred in 2017, again to reflect changing community values and to comply with updated state law. The 2006 and 2017 updates, in addition to annual amendments to the plan, ensure that the Plan is consistent with changes to State and Federal laws and the desires of the community. The end of 2006 was the first of the State-required review periods. The city completed the second update in 2017, as required by the State. The Comprehensive Plan it likely will likely experience many years of annual revisions before another entirely new plan is necessary.~~

*Original Source: Chapter 2.5. This text has also been updated for currency.*

### Amending the PlanNew Amendments

~~The City of Spokane is committed to conducting~~an annual process to consider amendments to the Comprehensive Plan. The GMA specifies that amendments to a comprehensive plan cannot be made more frequently than once per year (with some exceptions). The purpose for this is two-fold: it gives the plan stability over time, avoiding spontaneous changes in response to development pressures, and it groups all proposed amendments into a common process for consideration, providing the opportunity to examine their collective effects on the plan. Proposed amendments to the Comprehensive Plan follow a prescribed process in the city's municipal code.

~~The amendment process begins with a public notice to announce that applications to amend the plan can be made to the city until a specified cut-off date. The City Plan Commission then schedules workshops of public hearings to review completed applications. The Plan Commission makes a recommendation on each proposed revision and forwards its recommendation as a resolution and has the~~

*Starting from the last sentence of this paragraph, the original source is Chapter 1.2.*

*This text was removed because it was too specific and simply repeats what is already in the Spokane Municipal Code (SMC 17G.020).*

discretion to hold an additional public hearing. Those proposals that are approved by the City Council are official amendments to the Comprehensive Plan. Applicants can appeal the City Council's decision only to the Superior Court.

In addition to public comment, the amendment process will be guided by information gleaned from several different sources, including the Buildable Lands Inventory, Concurrency Management System, and Quality of Life Indicators and Benchmarks.