

City of Spokane
2017-2037 Comprehensive Plan Update

ENVIRONMENTAL IMPACT STATEMENT ADDENDUM

(To the Draft Comprehensive Plan and Draft Environmental Impact Statement –
An Integrated GMA and SEPA Document 2000-2020)

Issued February 22, 2017

Non-Project Action

City of Spokane 2017-2037 Comprehensive Plan Periodic Update and Environmental Impact Statement Addendum.

Proposed Action

The City of Spokane first updated the 2001 Comprehensive Plan in 2006, and is currently undertaking the required periodic review of the Comprehensive Plan as required under the Washington State Growth Management Act (GMA, RCW 36.70A.130). The specific action proposed at this time is the adoption of the updated Comprehensive Plan by the Spokane City Council which is required by June 30, 2017. The update is based on Urban Growth Area (UGA) adjustments, two City annexations since 2006, and a revised 20-year population projection extending to 2037 that reflects an anticipated slower growth rate when compared to the previous Plan and forecast, and is more consistent with historic growth rates. The City has a sufficient supply of developable and re-developable land to accommodate projected growth, and this proposed Action does not anticipate a change in environmental impact assumptions at this time. (*See expanded discussion below*).

Alternatives

The 2001 Draft Comprehensive Plan and EIS evaluated three alternatives in addition to the No Action Alternative, which included Current Patterns, Mixed-Use Centers and Corridors, and Central City alternatives. The Centers and Corridors alternative was the preferred course of action for the Comprehensive Plan land use pattern in 2001, and was also the chosen course of action during both the 2006 and current 2017 comprehensive plan review and update process. For the purpose of this addendum, impacts considered under the 2001 draft Comprehensive Plan and EIS Preferred Alternative to land use and population growth scenarios are compared to impacts considered during the 2017 update using current population data.

Location

The City of Spokane is located in Spokane County, Washington State. The Comprehensive Plan Update applies to all property within the City's corporate boundary including two recent annexations. (See Appendix A, City of Spokane Boundary Map).

Lead Agency/Responsible Official

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Expected Date of Action

The public process began in 2013 and has been continuous and extensive, including four open houses in September of 2017, as well as five open house planned in late February and early March, leading up to the Plan Commission Hearing. A Plan Commission hearing recommendation to the City Council is

anticipated in spring of 2017. City Council public hearings and adoption are expected to occur by June 30, 2017. Public notice to be provided at that time.

Adoption of Existing Environmental Documents

- 2001 Draft Comprehensive Plan and Draft Environmental Impact Statement – an Integrated GMA and SEPA Document 2000-2020; with the Final Environmental Impact Statement adopted in March, 2001 and the Comprehensive Plan adopted May of 2001.
- 2006 Comprehensive Plan Update, SEPA Checklist and Determination of Non-significance, September 2006.
- SEPA Checklist for the 2013 UGA Update.

Background Information for Update

Located in the Planning Department –Spokane City Hall – available upon request.

Addendum Distribution and Availability

A Notice of Adoption and copies of the Addendum have been distributed to affected agencies with jurisdiction including the Department of Ecology SEPA Center. The Addendum is available on the City of Spokane web site, <https://my.spokanecity.org/shapingspokane>, and available for review at the City of Spokane Planning and Development Services department during regular business hours.

Comment Period

There is no comment period for this addendum pursuant to WAC 197-11-625; and the 2003 Washington State Department of Ecology Publication # 98-114.

1. Proposed Action

The 2001 Comprehensive Plan and Draft Environmental Impact Statement is an integrated plan/SEPA document pursuant to the SEPA rules (WAC 197-11-210 et seq). Integration is intended to make consideration of environmental issues an early and integral part of development of plan policies, alternatives, and implementation before commitments are made to a specific course of action. The format and content of integrated plan/EIS documents requirements are specified in WAC 197-11-230, 197-11-235(4).

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 2001 the first Growth Management Act- compliant Comprehensive Plan was adopted by the Spokane City Council.

Comprehensive plan periodic reviews, 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, (GMA, RCW 36.70A, and WAC 365-196-610). The Spokane 2001 Comprehensive Plan was updated in 2006, and a SEPA Checklist and Determination of Non-significance were submitted for the 2006 update.

In 2003, an additional requirement was added to include planning for shorelines and in 2010, Chapter 14, *Shorelines*, was added through the amendment process to Spokane's Comprehensive Plan. A complete list of Comprehensive Plan amendments and periodic updates is available on the City of Spokane web site, www.spokanecity.org, or available for review at the City of Spokane Planning and Development Services department during regular business hours

The Proposal

2017 Comprehensive Plan/EIS Addendum

This document is an addendum to the 2001 Comprehensive Plan Final Environmental Impact Statement, and has been prepared with the requirements consistent with the State Environmental Policy Act (RCW 43.21C) and SEPA Rules (WAC 197-11). An addendum is an environmental document which provides new or additional information about a proposal and its potential impacts, but which does not significantly change the analysis of impacts from the original document (RCW 43.21C.034). The old and new proposals need not be identical, as long as they provide a reasonable basis for comparing impacts.

Shaping Spokane is the name for the 2017 update to Spokane's Comprehensive Plan. Shaping Spokane will be the second periodic review and update to the Comprehensive Plan since 2001. Like the update completed in 2006, the 2017 version is not a major update, but reflects changing community values and compliance with updated State law. SEPA review for the 2017 Comprehensive Plan Update incorporates the 2001 EIS by reference, and provides additional information regarding potential impacts from population or other changes to the 2006 Comprehensive Plan.

The specific action proposed at this time is the City Council's adoption of the 2017 update of the Comprehensive Plan. The update uses a current 20-year population projection extending to 2037, which is based on the Spokane County Steering Committee of Elected Officials Population Forecast Recommendations, (Board of County Commissioners Resolution 16-0553 dated August 3, 2016); and the Washington State Office of Financial Management projections, all of which reflect an anticipated growth rate that is lower than indicated in the 2006 update and forecast and more consistent with historic growth rates. Other considerations include the Urban Growth Area (UGA) adjustments and annexations since 2006. Based on this information, and the fact that the population projections from the 2006 update far exceeded reasonable growth expectations, it is concluded that the City has a sufficient supply of developable and re-developable land to accommodate projected growth.

Shaping Spokane is an update to the 2006 Plan that does not include any substantial changes in policy direction and the spirit and intent of the Comprehensive Plan remains unchanged from the original. Several chapters were reviewed by Policy Focus Groups comprised of local residents, agency representatives, community organizations, and City representatives. Each Focus Group reviewed the entire chapter and provided suggested edits, additions, and deletions, giving general guidance to the update of the Comprehensive Plan.

Overall, the Comprehensive Plan was reviewed for consistency with State law, with minor changes made when necessary. Any language that was excessively descriptive or unnecessary was removed. Redundant policies were removed and, in some cases, related policies were combined. The Comprehensive Plan has been condensed and is now easier to read and understand. This addendum provides a summary of minor changes or adjustments to the Comprehensive Plan that have occurred since 2006. There are, however, two notable chapter updates:

- **LINK Spokane** is the name for the detailed effort to study and revise the Transportation Chapter. This effort involved input from many City departments and outside stakeholders. Accordingly, the most significant changes to the Comprehensive Plan are in Chapter 4, Transportation, which integrates transportation and utility components of the Comprehensive Plan. The updated *Link Spokane* Chapter 4 will address the current and future needs of all transportation users including motorized vehicles, freight, transit, bicyclists, and pedestrians, while identifying opportunities to leverage coordinated infrastructure improvements that meet the needs of the City's current and future land uses.
- The **Implementation Chapter**, Chapter 2, is a new chapter that has been added to the Comprehensive Plan. This chapter includes discussion of future plans and efforts that will accomplish the goals of the Comprehensive Plan. This chapter should also be viewed as an action plan and should be updated as progress occurs on these items. The iterative process of taking action, reporting on results, and updating priorities is necessary to respond to change and to keep the Plan current, while continuing to implement the Plan's overall policies.

The City's Planning Framework

Citywide Vision

"Spokane will be a city of people living and working together where diverse interests, including

neighborhoods, business, education, and government, build upon the community's past accomplishments and heritage to ensure an exceptional sense of community, a healthy environment, and a high quality of life."

Growth Management Act Requirements

Planning Goals, Plan Elements, and Countywide Planning Policies

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 plan under the Growth Management Act. The GMA goals are used exclusively for the purpose of guiding the development of comprehensive plans and development regulations. The following fourteen GMA goals are consistent with the community's vision for its future, and reflect what the City of Spokane must address in, and achieve through, the implementation of its Comprehensive Plan:

- Urban Growth
- Reduce Sprawl
- Transportation
- Housing
- Economic Development
- Property Rights
- Permits
- Natural Resource Industries
- Open Space and Recreation
- Environment
- Citizen Participation and Coordination
- Public Facilities and Services
- Historic Preservation
- Shorelines (In 2003, an additional requirement was added by the State Legislature to include planning for shorelines as the 14th GMA goal).

Discussion:

In 2010, Chapter 14, the *Shorelines Chapter* was added through the amendment process to Spokane's Comprehensive Plan. The GMA Goal is to: *"Manage Shorelines Wisely, protect, preserve, and enhance the Spokane River and Latah Creek, which are designated as shorelines of statewide significance."*

Urban Growth Areas (UGA)

A major focus of the Growth Management Act (GMA) and the Countywide Planning Policies (CWPPs) is the planning for the Urban Growth Area (UGA). Counties are given the responsibility of designating "urban growth areas" (UGAs) in their comprehensive plans. These are areas already characterized by, or adjacent to, areas experiencing urban growth, within which future urban growth will be encouraged. Services and facilities must be currently available or planned to be available in the UGAs. A region's designated urban growth area must be large enough, and planned housing densities high enough, to accommodate the next 20 years of population growth forecasted by the State.

The Countywide Planning Policies call for the review of UGA boundaries at least once every eight years per RCW 36.70A.130(5). The first review is to occur five years following the Board of County Commissioners' adoption of the final UGA boundary in the County's Comprehensive Plan. The County Commissioners will initiate a review process approximately one year before the eight-year anniversary date. This process involves a re-evaluation of the population allocation, land quantity analysis, and urban service delivery. The Steering Committee of Elected Officials may request that the Board of County Commissioners initiate a review of the UGA boundaries before the scheduled time if sufficient circumstances dictate an earlier adjustment.

Discussion:

The UGA goal in the Land Use Chapter states: *"Maintain an urban growth area that includes areas and densities sufficient to accommodate the city's allocated population, housing and employment growth for the succeeding twenty-year period, including the accommodation of the medical, governmental, educational, institutional, commercial, and industrial facilities related to such growth, but that does not exceed the areas necessary to accommodate such growth."* The updated Comprehensive Plan retains this goal.

Spokane UGA Summary: The Spokane County Board of County Commissioners designated Interim Urban Growth Areas (IUGAs), and adopted interim development regulations in April 1997. Population allocations for those IUGAs were revised in May 1999; however, the boundaries of the IUGAs were not changed. In December 1999, Spokane County notified all cities and towns that it was considering adoption of a revised comprehensive plan and a final Urban Growth Area. The County requested that any jurisdiction wishing to change its interim urban growth boundaries notify them and provide supporting data. The City of Spokane submitted a request for an expanded UGA along with the requested information in January 2000. The City's request for an expanded UGA boundary was to be considered by the Regional Steering Committee of Elected Officials and the Spokane County Board of Commissioners. The review process included a Land Quantity Analysis - conducting an inventory of buildable land supply using data gathering and mapping techniques, including Geographical Information System (GIS). The result was the UGA that was referenced in the 2001 Comprehensive Plan.

Since 2006, various public and non-profit organizations and individuals appealed four Spokane County land use decisions that expanded the County's Urban Growth Area or amended the Comprehensive Plan. Rather than continue in litigation, in early 2015, the Spokane County Commissioners requested mediation services from the Growth Management Hearings Board to resolve the appeals. The Settlement Agreement is the result of one year of the parties working to resolve their differences over past urban growth area expansions. The Settlement Agreement now establishes a predictable and certain process to plan for and manage development for future residential, commercial, and industrial growth. It provides an agreed base line and process for the County's required Comprehensive Plan update in 2017.

On June 20, 2016, Spokane County submitted the Proposed Settlement Agreement for Spokane County on Growth Management Hearings Board Cases which stated, *"Urban Growth Area, (UGA) Boundaries: Substantially retains adopted UGA boundaries as a legally valid urban growth area in Spokane County. Allows for continued economic growth. Accommodates preferences of school districts and other*

jurisdictions. Establishes a policy to guide future UGA amendments and a policy of no UGA expansion until 2025 unless certain existing triggers are met. The new policy remains flexible to accommodate changing growth patterns."

On August 3, 2016, the Spokane County Commissioners approved the Growth Management Steering Committee of Elected Officials recommendation on population forecasts and allocations for jurisdictions within Spokane County, dated November 10, 2015. The City used the proposed UGA boundary for its Comprehensive Plan Update, which is based on the recommendation, *"substantially retains adopted UGA boundaries as a legally valid urban growth area in Spokane County."*

Mixed-Use Centers and Corridors

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 key to attracting higher incomes back to the city.

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

Centers and Corridors focus a portion of the projected growth at higher densities in planned, mixed-use activity centers and corridors of different scales, (Neighborhood, District, and Employment). The centers and corridors are designated on the Comprehensive Plan Land Use Plan Map and include a mix of land uses, including high density residential, commercial, industrial, public and institutional, and open space. The uses and proportions of uses vary by center. Downtown Spokane is to remain the economic and cultural center of the region with an emphasis on new housing choices and services.

Relatively little change is expected in existing single-family neighborhoods. Outside centers, the average gross density of new development is expected to be 4.2 du/acre for single-family and 12 du/acre for multifamily. Gross housing densities in designated centers average 15 to 32 in neighborhood centers, and 15 to 44 du/acre in district and employment centers. Medium density housing around centers, approximately 22 du/acre, is to create a transition to lower density residential neighborhoods. Building height is limited to be consistent with the scale of the surrounding neighborhood.

The following centers and corridors were designated on the 2006 Comprehensive Plan Land Use Map. Additional centers are to be defined in the future through the Neighborhood Subarea Planning process, and two suggested centers were added to the Land Use Map in early 2017 as centers to be evaluated through subarea planning in the future: Five Mile Center at Francis and Ash, and NorthTown Center and Division and Wellesley. Neither of these potential centers will undergo land use or zoning changes prior to the future subarea analysis and planning process. Prior to any land use plan or zone changes, each center would undergo its own SEPA process.

Neighborhood Centers

Located at Indian Trail and Barnes; South Perry; Grand Boulevard/12th to 14th; Garland; West Broadway; Lincoln and Nevada; and Fort George Wright Drive and Government Way. Each is to be 15 to 25 square blocks in area.

District Centers

Located at Shadle – Alberta and Wellesley; Lincoln Heights – 29th and Regal; 57th and Regal; Grand District; and Southgate. These serve the needs of a larger area and contain a broader array of services. Each is approximately 30 to 50 blocks in area. Suggested new district centers include the Five Mile Center and NorthTown Center, as described above.

Employment Centers

Designated at East Sprague – Sprague and Napa; North Foothills Employment Center; Maxwell and Elm; Holy Family; North Nevada, between Westview and Magnesium; and Trent and Hamilton. Each are approximately 30 to 50 blocks in area.

Mixed-Use Corridor

Designated along Monroe between downtown and Garland; Hillyard Business Center; and Hamilton Street Corridor. Development mix and densities are comparable to district and or employment centers.

Discussion:

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

As part of plan implementation, major development controls, including the zoning code, subdivision ordinance, and resource protection ordinances should be reviewed regularly to maintain external consistency with state policies, achieve internal consistency between the land use plan and development regulations, and provide reasonable protections for property owners and the community at large.

Future growth within the City of Spokane will continue to result in increased development and urbanization.

Comprehensive Plan Amendments and Periodic Updates

The 2001 Spokane Comprehensive Plan 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.

The GMA specifies that amendments to a comprehensive plan cannot be made more frequently than once per year. The purpose for this is to give 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.

Discussion:

Previous Amendments: The City of Spokane conducts an annual amendment process to consider changes to the Comprehensive Plan. Numerous amendments have been requested every year since 2001. However, no Comprehensive Plan amendment applications were processed in 2017 due to the Comprehensive Plan Update already in process. Amendment applications will be accepted again after October 31, 2017.

Periodic Updates: The Comprehensive Plan was updated in 2006 to meet the changing needs of the community and to fulfill GMA requirements for comprehensive plan reviews. 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, have kept the Plan consistent with changes in State and Federal laws, and reflective of the community's vision. State law now requires that the Comprehensive Plan Periodic Review and Update occur every eight years, with the next update scheduled in 2025. A complete list of amendments and periodic updates is included in the Appendix of the 2017 Comprehensive Plan Update.

Updated City Plans

The City's Six-Year Capital Improvement Program is annually updated and presented to the City Plan Commission for recommendation and to the City Council for adoption. Staff works directly with the departments within Public Works, Utilities, and Integrated Capital Management to identify and coordinate capital projects and to scope projects. The Integrated Capital Management Department performs strategic infrastructure planning, conducts special studies, and provides general planning and maintenance functions to support the Public Works and Utilities Departments. Staff seeks, develops and administers grants, loans and other revenue sources for the City's capital projects.

Recent updates to City of Spokane department programs and plans include Capital Facilities, (police, fire, schools, etc), and Utilities, City of Spokane Stormwater Management Program, City of Spokane Integrated Clean Water Plan, City of Spokane Water System Plan, City of Spokane Wastewater Facilities Plan, Spokane County Solid Waste and Moderate Risk Waste Management Plan, the City of Spokane Parks and Open Spaces Plan - *Roadmap to the Future*, *Fast Forward Spokane* Downtown Plan, Spokane Public Library Facilities and Future Service Plan, the Citywide Six-Year Capital Improvement (CIP) program; and the 2016-2021 Six-Year Street Program. Other updated plans since 2006 include the 2014 Annual Action Plan, a component of the 2010 Consolidated Community Development and Housing, and the 2015 -2020 Consolidated Plan, along with the 2015 -2020 Strategic Plan to End Homelessness; and the 2011 Shoreline Master Program. These plans and programs were prepared or updated in tandem with the 2017 update, and provide additional information about environmental impacts. These plans are adopted by reference as part of the Comprehensive Plan.

Transportation

The transportation system is designed to provide a complete transportation network for all users, as noted in the adopted Complete Streets Ordinance. The network for each mode is outlined in the Master Bike Plan, Pedestrian Master Plan, and the Arterial Street Plan Map. Every street or facility will not always provide dedicated facilities for each mode, but the overall networks have been designed to provide a complete system for each mode. As called for in these various plans, streets and pathways will

be designed, operated, and maintained to accommodate and promote safe and convenient travel for all users, while acknowledging that not all streets must provide the same type of travel experience. The goal is to make transportation decisions based upon the adopted goals, policies, and design standards and guidelines in the plans noted above.

Discussion:

Link Spokane – One Vision, One Plan

Link Spokane is the integrated transportation and utility component of the Comprehensive Plan. The updated Link Spokane Chapter 4 addresses the current and future needs of all transportation users, including motorized vehicles, freight, transit, bicyclists, and pedestrians; while identifying opportunities to leverage coordinated infrastructure improvements that meet the needs of the City's current and future land uses.

Link Spokane efforts include:

- The Pedestrian Master Plan - adopted 2015. The Plan supports a more walkable Spokane, encouraging a high-quality walking environment that supports increased levels of physical activity, important connections to transit, and more transportation options for all.
- Update of the Master Bike Plan. The Plan creates a vision for enhancing bicycling opportunities for all residents of Spokane, with goals establishing actions intended to make Spokane a more bicycle-friendly city.
- Updated Street Design Standards to support the City's adopted Complete Streets policy.

The Link Spokane Goals include:

- Promote Sense of Place
- Provide Transportation Choices
- Accommodate Access to Daily Needs and Regional Destinations
- Promote Economic Opportunity
- Respect Natural and Community Assets
- Enhance Public Health and Safety
- Maximize Public Benefits and Fiscal Responsibility.

This process establishes a single unified vision to ensure every public dollar supports community goals. It is designed to be fully integrated with other City investments in utilities and infrastructure.

Shorelines

Under the Washington State Shoreline Management Act (SMA) of 1971, each city and county with "shorelines of the state" and "shorelines of state-wide significance" must adopt a Shoreline Master Program (SMP) that is based on state laws and rules but tailored to the specific geographic, economic, and environmental needs of the community.

Discussion:

In 2005, The City of Spokane Planning Services Department received a grant from the Washington State Department of Ecology to update the 1976 SMP. The process included a comprehensive inventory and analysis of the Spokane River and Latah Creek and the development of shoreline environmental designations and accompanying management policies; goals and policies for each of the ten elements of

the SMP; regulations that address shoreline use, modifications, and development; and a restoration plan. The SMA, 1976 SMP, and 1994 draft SMP served as the framework upon which the current updated SMP was developed.

Under the Act, the City's Shoreline Master Program governs shoreline use; and the Shorelines Chapter contains goals and policies that set the direction for the preservation, restoration, use, modifications, and development of the shoreline areas of the Spokane River and Latah Creek within the City limits. Development of these goals and policies were one of several steps undertaken in the 2006-2011 update process of the 1976 City of Spokane Shoreline Master Program (SMP). The goals and policies also supplement, and are consistent with, the goals and policies of the Comprehensive Plan, Natural Environment Chapter, (Chapter 9), Section NE 3, *Shorelines*. The public participation process and agency review of the Shoreline Master Program occurred prior to final approval of the SMP by the Department of Ecology in 2011. The final adoption of the SMP by City Council occurred in July of 2011, along with Shoreline code and regulation updates.

2. ENVIRONMENTAL CONSIDERATIONS

2001 Comprehensive Plan/Draft EIS

In 2001, the City prepared a Draft Comprehensive Plan and Draft Environmental Impact Statement – An Integrated GMA and SEPA Document 2000-2020 pursuant to the SEPA rules (WAC 197-11-210 et seq), for comprehensive plans. The 2001 EIS presented environmental information about potential adverse impacts and mitigation measures associated with the comprehensive plan land use alternatives and policies.

Spokane volunteers working to develop the 2001 Comprehensive Plan identified important themes in relation to Spokane's current and future growth. A series of visions and values was crafted for each element or chapter of the Comprehensive Plan that described specific performance objectives. From the Visions and Values document, adopted in 1996 by the City Council, the Comprehensive Plan's goals and policies were generated. The City's *action*, adoption of a new Comprehensive Plan, provided a policy and regulatory framework within which future growth could occur. Measures to implement the Plan occurred concurrent with adoption of the Plan, and included:

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

The Draft Comprehensive Plan and Final EIS were adopted in March of 2001.

1. Zoning Code

The City created regulations to ensure that development occurs consistent with the goals and policies embodied in the Comprehensive Plan. These implementing regulations include zoning and subdivision ordinances, environmental laws, building codes, historic preservation laws, and design review procedures.

The City's official zoning code is part of the Spokane Municipal Code, which includes all the local laws that citizens and the City government must follow. The zoning code consists of definitions, descriptions of zoning classifications and allowed uses, 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 Comprehensive Plan, its rules must be consistent with the Plan.

In order to follow the 2001 Plan's intent, the City has made sure that regulations and zoning are kept up-to-date:

2. Unified Development Code

After the adoption of the Comprehensive Plan in 2001, the City created and adopted a Unified Development Code Title 17A, which consolidated all of the City's regulations for development and street standards. The Ordinance (C33969) effective date was March 4, 2007. The overall purpose of Title 17 was to provide a vehicle to implement the City's Comprehensive Plan, and by reference, the requirements of the Washington State Growth Management Act (GMA). This Title contains regulations to manage the community's growth in a manner that ensures efficient use of land, preserves natural resources, and encourages good design. Specifically, the Code is designed to implement adopted policies. The effective date was June 3, 2011. (ORD C34716).

3. Shaping Spokane

SEPA review for the 2017 Comprehensive Plan Update, *Shaping Spokane*, incorporates the 2001 EIS by reference, and provides additional information regarding potential impacts from population or land use changes from the 2006 Comprehensive Plan.

Following input from City staff, policy focus groups and the Plan Commission, no substantial changes have been made to the vision, values, or the intent of goals and policies of any chapter of the 2017 Comprehensive Plan. The policy intent of the Plan has been retained and is embodied in the planned land use model of Centers and Corridors. Minor revisions made for clarity or due to redundancy were made to the Plan, and all modifications can be viewed in the track-change version of each chapter on the City's web page noted above.

The Shorelines chapter was recently updated following a complex and thorough public process. Therefore, that chapter was not reviewed as part of this update, and no changes to the text will occur.

Discussion:

The SEPA review for the 2017 Comprehensive Plan incorporates relevant information from the 2001 EIS and cites recently updated plans and technical reports as noted above under, *Updated City Plans*. These plans are adopted by reference as part of the Comprehensive Plan.

As was the determination in the 2006 SEPA Checklist, with the inflated 20-year population forecast, and based on updated department plans and programs; all facilities and services within the City limits will have adequate capacity to accommodate the recently forecasted 2037 reduced population forecast.

Population

The Growth Management Act requires that a region's designated urban growth area must be large enough, and planned housing densities high enough, to accommodate the next 20 years of population growth forecasted by the State.

Spokane County has tentatively allocated to the City of Spokane for, "initial planning purposes", a twenty year (to 2037) population forecast of 20,859 people. The recommended forecast is based in part on OFM's, *Projections of the Resident Population for the Growth Management Medium Series, May 2012*, which contains a high, medium, and low forecasted growth rate. The City's previous comprehensive plans utilized a higher growth rate which has not materialized. Therefore, original planning efforts have described a future need for development, services, and other factors that exceeds the need of current growth projections. The newly adopted growth rate forecasts a population that is less than what was used to inform the 2006 Plan, resulting in facility and service capacity at buildout that is beyond what is needed to serve the newly forecasted population growth within the 2037 planning horizon.

Historic Growth Patterns

In 1980 the population of Spokane was 171,300, and in 1990 was 177,165; a three 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, which represented a growth rate of more than one percent per year. After 1995, the population remained relatively stable, decreasing to an estimated 188,300 in 1998.

By 2006 the City's population was estimated to be 201,600, with the City planning to accommodate a County allocation increase of 68,800 persons by 2026, which would have brought the population to 270,400 by 2026. The 2010 Census recorded a population of 208,916, a net gain from 2006 of only 7,316 people in four years, representing a population growth of less than 1% per year. The slowed growth in this period suggested that an increase of 68,800 people by 2026 was likely unrealistic. It suggested that the population target for 2026 was somewhat inflated, compared to historic growth rates for the City.

Because the annual growth rates anticipated in the 2006 Comprehensive Plan and 2006 SEPA Checklist did not materialize, the population projections are now viewed as unrealistically high. The 2017 Comprehensive Plan updated the annual growth rate to 0.5 percent, resulting in a 2037 population projection of 236,698 persons. The 2037 population projection contemplated in the 2017 Comprehensive Plan Update is considerably lower than the 2006 Spokane County Steering Committee of Elected Officials Population 20-year Forecast for 2027, which was 285,800 persons (City only) – a projected *decrease* of 49,102 persons from the 2027 population forecasted in 2006.

This decrease in the population forecast is important to point out, in that the City's 2006 Comprehensive Plan has resulted in planning efforts that exceed the realized growth. The newly adopted growth rate forecasts a population that is less than what was used to inform the 2006 Plan, resulting in facility and

service capacity beyond what is needed to serve the newly forecasted population growth within the 2017 twenty-year planning horizon.

GMA Interlocal Agreement

On November 10, 2015, as required by the Spokane County Interlocal Agreement titled, *Growth Management Act, Interlocal Agreement, Section 3D*; the Steering Committee of Elected Officials (SCEO) provided the City with Spokane County’s population forecast and allocation for the required GMA periodic update for the planning period to 2025.

The SCEO held a public hearing on the population forecast and allocation on November 4, 2015, at which time SCEO voted 6-3 to recommend a population forecast and allocation consistent with the Washington State Office of Financial Management medium forecast for 2037, and to allocate population to cities and towns consistent with the recommendation of the Planning Technical Advisory Committee. The PTAC recommended a population forecast equivalent to the 2037 medium Washington State Office of Financial Management (OFM) forecast of 583,409 with growth for cities and towns based on historic growth patterns. Details of the Committee’s recommendation can be found in Appendix B – *Planning Technical Advisory Committee Population Forecast and Allocation, et al.* and Appendix C - *Board of County Commissioners Findings of Fact and Decision No. 16-0553.*

The City of Spokane **2017** population estimate based on the Spokane County Steering Committee of Elected Officials Population Forecast Recommendations, and Board of County Commissioners Resolution 16-0553, dated August 3, 2016 was **215,839**; with the 20-year growth forecast placed at **236,698** people by 2037. The City of Spokane Comprehensive Plan Update is informed by an increase of approximately 20,859 people by 2037*.

TABLE 1 POPULATION GROWTH 2017-2037					
Geographic Area	2017 Estimate	2037 Forecast	Total Change (#)	Growth Per Year	Percentage Change
					2017-2037
City of Spokane	215,839**	236,698**	20,859	0.462%	9.66%
Spokane County	499,348**	583,409**	84,061	0.781%	16.83%
Washington State	7,277,299†	8,772,012†	1,494,713	0.938%	20.54%
2000 Census Spokane City Pop. 195,629					

* 2016 Update to the Spokane City Comprehensive Plan.

** Spokane County Steering Committee of Elected Officials Population Forecast Recommendations; and Board of County Commissioners Resolution 16-0553 dated August 3, 2016.

† OFM

Urban Growth Area

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

Discussion:

The City is planning to accommodate 20 years of population and employment growth, and, based upon the inflated population forecast contained in the 2006 Comprehensive Plan with, the City still has sufficient developable land to accommodate anticipated growth to 2037 with the reduced population forecast. The 2037 growth target is derived from the Spokane County Commissioners approved recommendation of population forecasts and allocations for jurisdictions within Spokane County, by the Growth Management Steering Committee of Elected Officials, dated November 10, 2015; as well as being derived from historical growth trends and the City's Vision. The Plan update accommodates growth at urban densities and is intended to help relieve development pressure on rural lands outside the UGA. This approach is consistent with the GMA policy to eliminate sprawl and protect rural lands. *(Also see UGA discussion under "Population.")*

Future Demand

For the majority of services, the level-of-service is based on population. Per RCW 43.62.035 the Washington State Office of Financial Management (OFM) provides each county with a population projection range. The county chooses a population growth rate within this range and then allocates the population to the municipalities within its jurisdiction. In 2016 the Spokane County Steering Committee of Elected Officials recommended that the OFM Median 20-year population projection be used for Spokane.

Discussion:

Spokane County has tentatively allocated for "initial planning purposes," a twenty year (to 2037) population growth of 20,859 people to the City of Spokane. This is far less than the County's 68,800 person growth forecast recommended in 2006. The level-of-service standards and capacity analysis are based on population projections recommended to the Steering Committee of Elected Officials for Spokane County by the Planning Technical Advisory Committee (PTAC) and adopted by the Board of County Commissioners in June of 2016. Details of the Committee's recommendation can be found in Appendix B – *Planning Technical Advisory Committee Population Forecast and Allocation, et al.*

Annexations

A minor change in land area has occurred since 2006 with two small annexations for a total land increase of 6,122 acres; and a population gain of 1,388 people. These two annexations followed the Office of Financial Management Annexation Certification Process. Note that the annexation areas were already part of the UGA prior to annexation, and services were previously allocated for those areas.

West Plains Annexation

The West Plains Annexation area was a portion of the Urban Growth Area/Joint Planning Area located to the west of the Spokane city limits, and annexed into the City in 2013. The annexed area is comprised of **6,080 acres** and is located north of I-90, east of Craig Road and the City of Airway Heights, and includes Spokane International Airport. The population of the annexed area was **526 people** at the time of the 2010 Federal Census.

Spokane Housing Ventures (SHV) Annexation

This annexation area consists of 13 parcels on approximately 42 acres located within what was known as the Moran/Glenrose area in south Spokane. It is a mix of developed and undeveloped property located between 53rd and 55th Avenues east of Regal. The 2016 OFM annexation census counted **857 people** in the annexed area. The OFM Census Enumeration Procedures were complied with for the Spokane Housing Ventures annexation.

Capital Facilities & Utilities

Where possible, the information provided in the Capital Facilities Plan utilizes the recently updated population projections as a basis for level of service standards, in order to estimate future demand, (e.g. police). However, some service providers' plans were developed using other methodology such as service area projections. In those cases, the service providers accounted for a higher growth rate than what has currently been adopted by the City, and still concluded that they would have adequate level-of-service (LOS) for those higher population projections. Because the LOS for those service providers were made in anticipation of a higher population than what is currently expected, those services will most certainly be prepared and equipped to accommodate the lower, County adopted 2017 population growth allocations, without additional services and/or capital facility capacity requirements.

Capital Facilities and Utilities Chapter

The *Capital Facilities and Utilities* Chapter includes an updated inventory of facilities and services; contains level-of-service standards; identifies facility needs/upgrades based on the 2037 population projection; includes a policy requiring provision of services concurrent with growth; and, identifies the locations and capacities of expanded or new facilities. Plan Update policies explicitly link capital investments in infrastructure to the Plan's overall growth strategy, to the City's high quality of life, and to stimulating the local economy.

Capital Facilities Plan

The Comprehensive Plan Update recognizes that the City's provision of efficient and affordable services and facilities are the backbone of the community's quality of life. Providing essential services and facilities – including water, wastewater treatment, schools, fire and police service, and other - concurrent with development and consistent with adopted levels-of-service, are fundamental requirements of the GMA (RCW 36.70A.070), and key objectives of Spokane's strategy for accommodating growth. High quality and cost effective services and facilities are also strategic requirements to foster economic growth. The City also has an Annual Adoption Ordinance (7.17.010), that states, "*The City Council shall adopt on an annual basis a Citywide Six-Year Capital Improvement Program.*"

Integrated Capital Management (ICM) facilitates the development and implementation of sewer, water and street infrastructure projects and programs in support of the City's Comprehensive Plan. Capital Programs maintains the Six Year Capital Program Plans for:

- Streets Department
- Water and Hydro Utility
- Wastewater Utility
- Stormwater Utility

Staff works directly with the departments within Public Works and Utilities to identify and coordinate capital projects and to scope projects. ICM performs strategic infrastructure planning, conducts special studies, and provides general planning and maintenance functions to support the Public Works and Utilities Departments. Staff seeks, develops, and administers grants, loans and other revenue sources for the City's capital projects.

City of Spokane Flood Protection Measures

The Federal Emergency Management Agency (FEMA) issued a Flood Insurance Study (FIS) and Flood Insurance Rate Map (FIRM) for Spokane County effective July 6, 2010. The 2010 study included mapping of flood plain boundaries of the January 1974 flood on the Spokane River, which was useful in delineating the boundaries of the 100-year and 0.02 percent Annual Chance Floods. This FIS report either supersedes or is compatible with all previous studies published on streams studied in this report and should be considered authoritative for the purposes of the NFIP.

Discussion:

The length of the Spokane River within the City was studied in detail, except for a small portion of the stream where supercritical flow exists; and the length of Hangman Creek, (also known as Latah), was studied in detail within the corporate limits. Former Flood Hazard Zone designations have been changed as follows: Old Zone: A1 through A30, V1 through V30, B, and C: New Zone: AE, VE, X, X.

The FIS and FIRM are used to identify areas of Special Flood Hazard, which are areas that have a 1.0 percent or greater chance of flooding any given year, (previously known as the 100 year floodplain). Development within the areas of Special Flood Hazard is regulated by Spokane Municipal Code Chapter 17E.030, *Floodplain Management*, as required by FEMA.

Flood Hazard Management includes:

- Flood Protection: Protect life and property from flooding and erosion by directing development away from flood hazard areas.
- Capital Facilities: Stormwater - Flood Hazard Reduction.
- Channel Migration Zone Management: Determine the channel migration zone of streams and rivers in the city that have a history of flooding.
- 100-Year Flood Plain Reassessment: Conduct a reassessment of the 100-year flood plain in areas with a history of flooding.
- Land Acquisition/Home Relocation Program: Consider the purchase of homes and lands that are in the 100-year flood plain and maintain those areas as natural area corridors.
- Discourage Development in 100-Year Flood Plain: Discourage development and redevelopment of habitable structures that are within the 100-year flood plain.

The 2010 FIRM maps generally remain the same as the 1976 maps except for very minor revisions made based on field studies identifying specific geography that could impact flood levels at certain locations.

The City enforces floodplain protection measures through the Development Sensitive Overlay Zone ([Section 11.19.255](#)), which includes the Flood Damage Prevention Ordinance (1980), the Spokane Municipal Code, the Official Updated FEMA Map, and the Critical Areas Ordinance.

3. ELEMENTS OF THE PROPOSAL

The proposal is the Spokane City Council adoption of the updated 2017 to 2037 Comprehensive Plan – *Shaping Spokane*, consistent with the requirements of the GMA. This update is a result of the periodic review of the 2001 Draft Comprehensive Plan, most recently updated in 2006.

Each chapter of the Comprehensive Plan has its own defining vision statement, with subsequent goals and policies focused on achieving that vision. Generally speaking, growth within the City limits will be directed towards the designated Centers and Corridors development model. Downtown will continue to grow commercially, offer a variety of residential choices and activities, and serve as the heart of the City.

A more compact pattern of growth will create a future that is affordable physically, environmentally, socially and economically. A wide variety of housing types will serve all lifestyles and economic segments of the community. The City will become more contiguous in annexing portions of UGA land where it makes sense from a geographical or service/utility standpoint. The City will reflect greater diversity in age, lifestyle, household type, ethnicity, income and housing; and economic activity will increase. Improved street and pedestrian connectivity among places of living, shopping, services, recreation, and employment will increase mobility, convenience, and transportation options.

Based on the updated population forecasted by the County and OFM, the main elements of the Comprehensive Plan Update that may be impacted by population and/or land use changes are summarized in the Conclusion of this addendum; with a continued focus on strategies for managing growth and guiding land uses within the City, and providing efficient, cost effective services concurrent with growth.

Growth Framework

The updated Comprehensive Plan retains the goal to maintain an **urban growth area** that includes areas and densities sufficient to accommodate the City's allocated population, housing, and employment growth for the succeeding twenty-year period. This includes the accommodation of the medical, governmental, educational, institutional, commercial, and industrial facilities related to such growth, but that does not exceed the areas necessary to accommodate such growth.

Land Use Plan Map

The Land Use Plan Map current land use designations are not proposed to change at this time. Two suggested centers were added to the Land Use Map in early 2017 as areas to be planned as district centers through a future subarea planning process: Five Mile Center at Francis and Ash, and Northtown Center. However, neither of these potential centers will undergo land use or zoning changes at this time; and, the Land Use Plan Map designations remain the same. Two annexations, previously discussed, are reflected on the updated Spokane Municipal Boundary Map.

Mixed-Use Centers and Corridors

The goals, objectives, and policies of the Comprehensive Plan are intended to mitigate potential adverse

land use impacts from future growth within the City. The Plan seeks to achieve a balance between multiple needs, including maintaining growth consistent with infrastructure capacity, reducing patterns of sprawl within the UGA, enhancing neighborhood structure, and preserving important open space and resources.

As the Comprehensive Plan is further refined, and as implementing regulations are developed, they should reflect, and should seek to resolve, issues of potential incompatibility between adjacent uses and adjacent districts, through development of design standards and guidelines, buffering requirements, and/or transitional uses and standards. Future growth within the City of Spokane will continue to result in increased development and urbanization.

As part of Plan implementation, major development controls, including the zoning regulations, subdivision code, and resource protection ordinances will be reviewed regularly to maintain external consistency with state policies, achieve internal consistency between the land use plan and development regulations, and provide reasonable protections for property owners and the community at large.

City of Spokane Comprehensive Plan Amendments

Since 2001 a number of amendments have been added to the Comprehensive Plan each year and can be accessed at the City of Spokane Planning and Development Services department. Each of these addendums underwent environmental reviews, both separately and as a part of the larger Comprehensive Plan review process.

Neighborhood Plans

The City of Spokane is committed to enhancing its neighborhoods and, to this end, has a long tradition of neighborhood-based planning. Neighborhood planning is an important tool promoting collaboration between the City and neighborhoods to help guide their future.

In 2007, the City Council allocated \$550,000 for another opportunity to initiate neighborhood planning. This process is designed as a way for neighborhoods to identify their issues and resolve them through a neighborhood planning process. A planning process was adopted by City Council resolution in October 2008, Resolution 2008-0100. City Council amended the 2008 Resolution in December 2011, and adopted Resolution 2011-0100; which improved on the neighborhood planning process. Twenty-two neighborhoods have gone through the planning process.

Implementation

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

In order to ensure that the Comprehensive Plan functions as a living document, evolving to meet the needs of the community, a *strategic action guide* has been developed to help direct the actions and

priorities of elected officials and City staff. The guide has been designed to provide actionable projects to implement the goals and policies of the Comprehensive Plan. These actionable projects are reflected in the new Implementation Chapter and Matrices.

The 2017 Comprehensive Plan Chapter 2, *Implementation* was added in order to provide a “living” connection between the Comprehensive Plan goals and policies and the everyday work of the City to improve the health, safety, and welfare of its citizens. Chapter 2 is both a snapshot of how the City has implemented the Comprehensive Plan and how it will continue to do so in the future. It discusses many of the goals and policies of the other chapters and provides a detailed matrix for each indicating where the City has started or completed implementation, as well as where additional work is needed. The purpose of the Implementation Chapter is to:

- Provide a generalized list of programs and actions that can be helpful in accomplishing the goals and policies of the Comprehensive Plan.
- Identify goals or policies that call for direct, measurable, and/or terminable action.
- Identify corresponding actions, plans, or projects that directly implement those policies, either in the past or in the future.

Without viable, realistic mechanisms for implementation, the community’s vision and goals outlined in the Comprehensive Plan would be difficult to realize. The implementation matrices serve as that mechanism, ensuring that City projects and initiatives are specifically targeted to achieve the goals stated in this Plan. The intended outcomes of these matrices are:

1. The strategic and coordinated execution of the goals and policies in the Plan.
2. Ensure the Plan is a living document, capable of responding to changing conditions and expanding information.
3. Information and progress on Plan implementation is documented and disseminated through bi-annual reports to the community, (matrix update).

Energy Conservation

Energy conservation is discussed in the Natural Environment Chapter 9 of the Plan. The Chapter 9 update contains a policy framework that works in tandem with development regulations to protect environmental resources including streams, wetlands, groundwater, wildlife species and habitat, and native vegetation. Policies promote the use of Low Impact Development (LID) approaches to site design and stormwater management, preserving natural vegetation and re-using water. Energy-related policies focus on preserving solar access, considering solar orientation and energy efficiency/conservation in subdivision design, and promoting alternative transportation methods such as neighborhood electric vehicles.

4. Conclusion

The City has reviewed the 2001 Draft City of Spokane Comprehensive Plan EIS and 2006 City of Spokane Comprehensive Plan Update SEPA Checklist and Determination of Non-significance, and concluded that they provide relevant information and an accurate basis for identifying potential impacts associated

with the 2017 Comprehensive Plan Update. Potential environmental impacts, as identified and analyzed in this addendum, would be similar to, or less than, those identified in 2006 SEPA Checklist and DNS, based on the revised *reduced* population forecast and allocations provided by the Washington State Office of Financial Management, and recommended by the Growth Management Steering Committee of Elected Officials and approved by the Spokane County Commissioners.

The analyses for a SEPA non-project action such as a comprehensive plan is based on the amount and type of growth that is forecasted and planned for, the location of that growth, and its form and character. Although more than ten years have passed since the 2001 EIS environmental conditions were evaluated, the 2001 Comprehensive Plan EIS and 2006 Plan Update SEPA Checklist description and analysis of existing conditions and impacts, are still relevant for evaluating the amount, type and location of growth that is expected to occur between 2017 and 2037 under the Mixed-use Centers and Corridors development model, which was the preferred alternative chosen during the 2001 EIS analyses process, and continues as a mechanism to guide development within the City.

Potential impacts to the built environment would be similar to, or less than, those identified in the 2006 SEPA Checklist due to the reduced population forecast and anticipated growth rate incorporated into the 2017 Comprehensive Plan Update. Also, the Land Quantity Analysis prepared in August 2010 for the City of Spokane, and October 2010 for Spokane County, indicated the City has adequate land and meets the forecasted demand for housing; that conclusion was reached using the *higher* population forecast in the 2010 analysis. Additionally, the Plan is not anticipated to result in direct impacts to the *natural* environment. If any impacts were to occur they would be indirect.

The 2017 Spokane Comprehensive Plan provides a policy framework that, when implemented, will guide future development and change through 2037. Most of the mitigation measures identified in the 2001 Plan EIS were based on regional plans and policies such as the Spokane Countywide Planning Policies, the policies of the 2001 Comprehensive Plan, and existing or recommended development regulations, to address the impacts of forecasted growth. Many of the implementation measures and policies from the 2001 and 2006 Plans have been implemented, and these and future implementation strategies are listed in the Comprehensive Plan – Chapter 2 Implementation Matrix.

Implementation measures and additions to the Spokane Municipal Code based on the 2001/2006 Comprehensive Plan have reduced adverse impacts considerably over the past ten years, and will continue to do so as new implementation measures are considered, developed and implemented. Additionally, an amendment to the Countywide Planning Policies in 2008 established criteria for monitoring population growth and mandating land quantity and population capacity studies when certain growth triggers are met. This strategy provides a mechanism for adjusting the Urban Growth Area in order to maintain an adequate supply of developable land throughout the 20-year planning horizon.

The above actions complete the City of Spokane Comprehensive Plan SEPA Update for 2017.
