

## Chapter 17 Land Use



"The future is purchased by the present."  
Samuel Johnson



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## **17.1 FINAL URBAN GROWTH AREA AND ANNEXATION**

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A major focus of the Growth Management Act (GMA) and the Countywide Planning Policies (CWPPs) involves planning for the Urban Growth Area (UGA). UGAs are one of the primary tools used to meet the goals of the GMA. As a part of the comprehensive plan, the city must propose a UGA. The Spokane County Board of County Commissioners has the final responsibility for designating UGAs. Urban growth is defined as “. . . growth that makes intensive use of land for buildings, structures, and other impermeable surfaces to such a degree as to be incompatible with the primary use of such land for the production of food, other agricultural products or fiber, or the extraction of mineral resources” [RCW 36.70A.030(14)].

All land within the existing city limits must be within the city’s UGA. Land outside the city is included in the UGA when it is needed in order to accommodate the 20-year growth projection assigned to the city. To be included in the UGA, territory located outside of the city must be characterized by urban growth or be adjacent to territory already characterized by urban growth. The city must be able to provide urban governmental services at the minimum level of service specified by the Spokane County Growth Management Steering Committee for these areas. UGAs must also include greenbelts and other open space and provide for the protection of sensitive environmental and wildlife habitat areas.

### **Growth Within the UGA**

The GMA prescribes a hierarchy for growth within the UGA. Urban growth should be located first in areas already characterized by urban growth that have existing public facility and service capacities to serve such development. Second, it should be located in areas already characterized by urban growth that will be served by a combination of both existing public facilities and services and any additional needed public facilities and services that are provided by either public or private sources. Third, growth should occur in the remaining portions of the urban growth areas.

### **UGA Revisions**

The Countywide Planning Policies call for the revision of UGA boundaries at least once every five years. 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 five-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 the Board of County Commissioners initiate a review of the UGA boundaries before the scheduled time if sufficient circumstances dictate an earlier adjustment.

### **Joint Planning Within the UGA**

The GMA requires the establishment of policies for joint city and county planning within UGAs. Citizens are encouraged to participate in this planning process. The Steering Committee of Elected Officials is responsible to ensure joint planning, specifying standards for UGAs and making recommendations regarding UGAs to the Board of County Commissioners. CWPPs require the city to enter into agreements with special purpose districts within its UGA to address the provision of urban governmental services and public facilities.

### **Urban Reserve Areas**

As a part of the joint planning effort, the CWPPs advocate a 40-year planning horizon to address eventual expansion of UGAs beyond the 20-year boundary required by the GMA. The purpose of the longer planning horizon is to ensure the ability to expand urban governmental services and to avoid the creation of land use barriers to expansion of the UGA boundary. To accomplish this, densities and land use patterns

should be established that do not preclude later subdivision to urban densities within the Urban Reserve Areas. A minimum lot area of 20 acres or larger should be implemented in the Urban Reserve Areas.

## **Promotion of Contiguous and Orderly Development and Provision of Urban Services**

The comprehensive plan is to include policies that address how to promote efficiency in the use of land and the provision of urban governmental services and public facilities. CWPPs require the city to identify intermediate growth areas (six to ten-year increments) within its UGA or establish policies that direct growth consistent with land use and capital facility plans.

## **Annexation of UGAs**

Decisions of the Growth Management Hearings Boards are helpful in interpreting the intent of the GMA. As an example, the Western Washington Growth Management Hearings Board concluded that cities are the primary providers of urban services and that urban growth areas should become part of existing cities or become new cities. The following is a key excerpt from that decision:

“Assignment of unincorporated areas to an UGA is premised on the assumption that the areas will be served in the future with urban level of services either through annexation or incorporation and that cities are, in general, the primary providers of urban governmental services. The Central Puget Sound Growth Management Hearings Board has held that a long-term purpose of countywide planning policies is the transference of governance of areas of urban growth to municipalities. With the GMA’s strong preference for urban areas being served by and incorporated into municipalities, it is inappropriate to establish a non-municipal UGA in such close proximity to a municipal UGA with no plan for transference of governance” (Abenroth v. Skagit County, WWGMHB No. 97-2-0060c, Final Decision and Order, January 23, 1998).

## 17.2 DESCRIPTION OF LAND USE DESIGNATIONS

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### Current Patterns Alternative

The “Current Patterns Alternative” is based upon the past growth and development practices that have been used in the city. It assumes that most of the existing planning policies and land use regulations will be retained and used to guide development. The result of the implementation of this alternative is a continuation of the patterns that are seen today into the future. Policies, regulations, or incentives would not be enacted to encourage a more compact urban form, use of transit, or mix of housing, employment, and shopping.

The land use designations and their general characteristics are as follows:

**Heavy Industrial:** The Heavy Industrial designation accommodates heavier industrial uses at locations where there will be no interaction with residential uses.

**Light Industrial:** This designation is intended for those lighter industrial uses that produce little noise, odor, and smoke. Limited residential use is also allowed.

**General Commercial:** The General Commercial designation provides a variety of commercial uses including retail, wholesale and office establishments. These areas are usually existing business locations and may contain higher intensity uses that are not typically found in neighborhood business areas. Businesses are frequently large in scale and involve outdoor sales, storage, and warehousing. This designation is typically located at the intersection of principal arterial streets, in strips along principal arterial streets, or in areas of where there are large clusters of commercial development. In locations where this designation is near residential areas, zoning categories should be implemented that limit the range of uses that may have detrimental impacts on the residential area.

**Central Business District:** The Central Business District provides a variety of goods, services, cultural, governmental, hospitality, and other business uses in the city center to serve the entire metropolitan area.

**Neighborhood Business:** The Neighborhood Business designation, usually located at the intersection of arterial streets, includes uses such as a convenience store with gasoline pumps, professional office buildings, sit-down restaurants, a shopping center with grocery store, or a freestanding large grocery or other retail store. Residential use is restricted. Areas designated Neighborhood Business should be no larger than five acres and typically have no more than 100,000 square feet of gross leasable area. They should not extend more than 600 feet along a street.

**Office:** The Office designation allows freestanding small office sites and larger sites with two or more buildings. It is generally located at arterial intersections, along arterial streets, or adjacent to retail areas as a buffer to residential areas. Uses may include restaurants, florists, limited retail, and drive-thru banks.

**Institutional:** The Institutional designation includes uses such as middle and high schools, colleges, universities, and large governmental facilities. The Institution designation on the Land Use Plan map is a general boundary. It is intended to show where institutional uses are located without defining specific boundaries of institutional development.

**High Density Residential/Office:** This designation allows offices use and multifamily residences at densities up to 43 units per acre. Sit-down restaurants are allowed in higher intensity areas; drive-thru uses are also permitted.

**Medium Density Residential/Office:** Medium Density Residential/Office allows office uses and multifamily residences at densities up to 21 units per acre and up to 2.5 stories in height. Sit-down restaurants are allowed in higher intensity areas.

**High Density Residential:** High Density Residential allows high density apartment developments up to 43 units per acre and medical office uses.

**Medium Density Residential:** The Medium Density Residential designation is often used as a transitional land use designation between arterial streets or commercial activities and single-family residential areas; small apartments on individual lots and large apartment projects on freestanding sites are allowed. Multifamily residences are allowed at a density up to 21 units per acre.

**Two-Family Residential:** Two-Family Residential allows duplexes and single-family residences on individual lots with a minimum of 6,000 square feet. This designation is often used as a transitional land use designation between arterial streets, medium density residential, or commercial designations and low-density residential areas.

**Single-Family Residential:** Single-Family Residential is the most restrictive and widespread land use classification. The predominant type of land use is single-family units on individual lots of a wide range of sizes. The minimum lot area is 7,200 square feet and the allowed density is 6 or fewer units per acre. Supporting uses, such as schools, churches, parks, and libraries, are also found in this classification.

**Conservation Open Space:** The Conservation Open Space land use category includes areas that are publicly owned, not developed, and expected to remain in a natural state. The purpose of this category is to protect areas with high scenic value, environmentally sensitive conditions, historic or cultural values, priority animal habitats, and/or passive recreational features. It is expected that improvements would be limited to those supporting preservation or some passive recreation activities, like soft trails and wildlife viewpoints.

**Potential Open Space:** The Potential Open Space land use category identifies areas that are expected to be publicly owned, not developed, and expected to remain in a natural state. The purpose and types of improvements in this category are the same as the Conservation Open Space category.

**Active Open Space:** This category includes major publicly or privately owned open space areas, such as golf courses, major parks and open space areas, and cemeteries. These areas usually have facilities for active and passive recreation and include paved and unpaved roads, parking lots, hard surface trails, and buildings and facilities that support activities occurring in the open space area.

## **Focused Growth, Mixed-Use Centers and Corridors Alternative**

The “Focused Growth, Mixed-Use Centers and Corridors Alternative” concentrates future growth in mixed-use district centers, employment centers, neighborhood centers, and activity corridors. A key component of each of these focused growth areas is higher density housing centered around or above service and retail facilities. The purpose is to enable residents within a half mile radius of the center or corridor to walk or bicycle for their daily needs. Higher density housing also provides economic support for the businesses and allows for more efficient transit service along the corridor and between mixed-use centers and downtown Spokane.

Focusing growth results in a more compact urban form with less land being used at the fringe of the city. It provides city residents with more housing and transportation choices. New policies, regulations, and incentives would be adopted to allow mixed-use in designated centers and corridors and to assure that these areas are designed to be compatible with surrounding lower density residential areas.

Outside designated centers and corridors, the policies and regulations affecting new development reflect many of the ideals of the focused growth concept. Included among these changes are different building setbacks, building size and height limits, and allowance of residential use in areas where it was previously limited.

As provided in the Focused Growth, Mixed-Use Centers and Corridors Alternative Goals and Policies (See Volume 1, Section 4.4), this alternative encourages development of the city in a cohesive pattern of

neighborhoods, districts, and corridors. Several areas that appear to have the greatest potential to be developed as mixed-use centers or corridors have been designated on the Land Use Plan map (See Volume 1, Section 4.5).

Outside the focused growth areas, many locations have Land Use Plan map designations that are different from the designations of the Current Patterns Alternative. For example, some areas that are designated medium density residential in the Current Patterns Alternative are designated low density residential in the Focused Growth Alternative. This is an example of how the Focused Growth Alternative attempts to encourage this higher density development in the focused growth areas. As a result of this approach, some multifamily areas have been reduced in size to correspond with the boundaries established by the existing multifamily residential use. Policy LU 6.14 is included as part of this alternative to mitigate the impact of this approach. The objective is to avoid the creation of a significant number of non-conforming sites that have existing uses that do not conform to future adopted zoning regulations.

The land use designations and their general characteristics are as follows:

**Neighborhood Center:** The neighborhood center contains the most intensive activity area of the neighborhood. In addition to businesses that cater to neighborhood residents, activities such as a day care center, church, or school may be found in the center. Size and composition of the center vary depending upon location, access, neighborhood character, local desires, and market opportunities. Important elements to be included in the center are a civic green, square or park, and a transit stop. Buildings fronting on the square or green should be at least two or three-stories in height with housing located above ground floor retail and office uses. Building height is stepped-down and density of housing is lower as distance from the center increases. The circulation system is designed to facilitate pedestrian access between residential areas and key neighborhood components.

**District Center:** District centers are similar to neighborhood centers except they are larger in scale and contain more intensive residential and commercial activities. Size and composition of the center vary depending upon location, access, neighborhood character, local desires, and market opportunities. District centers are usually located at the intersection of principal arterial streets or major transit hubs. To enhance the pedestrian environment, plazas, green space, or a civic green serve as an integral element of the district center. Higher density housing is found both within and surrounding the district center to help support business and transit. A circulation system, which facilitates pedestrian access between residential areas and the district center is provided. Centers and downtown Spokane are linked by frequent transit service, walkways, and bikeways.

**Employment Center:** Employment centers have the same mix of uses and general character features as neighborhood and district centers but also have a strong employment component. The employment component is expected to be largely non-service related jobs incorporated into the center or on land immediately adjacent to the center. Employment centers vary in size from thirty to fifty square blocks plus associated employment areas. The average residential density in the employment center is 44 dwelling units per acre. Surrounding the center are medium density transition areas at 22 dwelling units per acre.

**Activity Corridor:** The corridor concept focuses growth along transportation corridors, such as a major transit line. It is intended to allow improved transit service to daily activities. Housing and employment densities are increased along the corridor to support frequent transit service and business. Usually, corridors are no more than two blocks in depth along either side of the corridor. Safe, attractive transit stops and pedestrian and bicycle ways are provided. A variety of housing styles—apartments, condominiums, rowhouses, and houses on smaller lots—are located in close proximity to the corridor. Important elements include multistory buildings fronting on wide sidewalks with street trees, attractive landscaping, benches, and frequent transit stops. A full range of services are provided including grocery stores serving several neighborhoods, theaters, restaurants, drycleaners, hardware stores, and specialty shops.

**Regional Center (Downtown):** Downtown Spokane is a thriving neighborhood with a diversity of activities and a mix of uses. A variety of goods and services would be available. The range of activities include cultural, governmental, hospitality, and residential uses. It serves as the primary economic and cultural center of the region. Emphasis is on providing new housing choices and neighborhood services for downtown residents, in addition to enhancing economic, cultural, and social opportunities for the city and region.

**Heavy Industrial:** This designation is intended to accommodate heavier industrial uses at locations where there is no interaction with residential uses.

**Light Industrial:** This designation is intended for those lighter industrial uses, which produce little noise, odor, or smoke.

**General Commercial:** The General Commercial designation includes a wide range of commercial uses. Everything from freestanding business sites or grouped businesses (shopping centers) to heavy commercial uses allowing outdoor sales and warehousing are allowed in this designation. Commercial designated land is usually located at the intersection of or in strips along principal arterial streets. In locations where this designation is near residential areas, zoning categories should be implemented that limit the range of uses that may have detrimental impacts on the residential area. Under this alternative, existing commercial strips are contained at their current boundaries with no further extension along arterial streets allowed.

**Neighborhood Retail:** The Neighborhood Retail designation recognizes the existence of small neighborhood-serving businesses in locations that are not larger than two acres and that lie outside designated focused growth settings. These locations are usually found along arterial streets, typically at the intersection of two arterials. In neighborhoods that are not served by a focused growth center, existing neighborhood businesses provide nearby residents access to goods and services.

To encourage the creation of mixed-use environments that attract growth in centers, no new neighborhood retail locations should be designated. Further, business expansion at existing locations should be contained within the boundaries occupied by the existing use. Business infill within these boundaries is also allowed. Businesses that are neighborhood-serving and pedestrian-oriented are encouraged in neighborhood retail locations. Buildings should be oriented to the street and provide convenient and easily identifiable sidewalk entries to encourage pedestrian access. Parking lots should not dominate the frontage and should be located behind or on the side of buildings whenever possible. Drive-thru facilities, including gas stations and similar auto-oriented uses tend to provide services to people who live outside the surrounding neighborhood and should not be allowed. Low-density residential uses should be permitted in these areas. Residences may be in the form of single-family homes on individual lots or second-floor apartments above business establishments.

**Neighborhood Mini-Center:** This designation allows the same uses as Neighborhood Retail. Residential use is required at a density of 15 to 30 units per acre.

The Neighborhood Mini-Center designation recognizes the existence of small neighborhood-serving businesses in locations that are two to five acres in size that lie outside specified focused growth settings. Similar to neighborhood retail, the neighborhood mini-center designation consists of small, freestanding businesses usually sited at the intersection of or along arterial streets. Another characteristic of this designation is the greatly restricted potential for redevelopment of the surrounding area to support a full neighborhood center. Consequently, the mini-center designation limits mixed-use development to the boundaries of the existing business uses and contiguous undeveloped property.

These locations are encouraged to become small, mixed-use centers with residential use as the primary component. Residential use adds market demand for neighborhood business and enables enhanced transit service to these locations. The density of residential use should be 15 to 30 units per acre in these areas.

All development sites should demonstrate capability to realize this residential use at the time that development of new or expanded commercial use is proposed. The remaining available site area determines the amount of allowed commercial development. Shared-use parking arrangements are encouraged to increase the development intensity of the site for both residential and commercial uses.

This designation should allow the same uses as the neighborhood retail designation. No new drive-thru facilities, including gas stations and similar auto-oriented uses, should be allowed. Buildings should be oriented to the street to encourage walking by providing easy pedestrian connections. Parking lots should not dominate the frontage and should be located behind or on the side of buildings whenever possible.

**Office:** The Office designation is usually freestanding small office sites and larger sites with two or more buildings located along arterial streets or intersections or as a buffer adjacent to residential areas. Sit-down restaurants and drive-thru or drive-in uses are not allowed. Sites developed with office use are designated office. No expansion of office development is allowed beyond area already developed.

**Institutional:** The Institutional designation includes uses such as middle and high schools, colleges, universities, and large governmental facilities. The institution designation on the Land Use Plan map is a general boundary. It is intended to show where institutional uses are located without defining specific boundaries of institutional development.

**Residential 15+:** This category replaces the High Density Residential designation. The minimum density is 15 units per acre. Medical office uses are not allowed.

**Residential 15-30:** This category replaces the Medium Density Residential designation. Allowed density is a minimum of 15 units and a maximum of 30 units per acre.

**Residential 10-20:** This category replaces the Two-Family Residential designation. The allowed density is a minimum of 10 and a maximum of 20 units per acre. Allowed structure types are single-family residences or two-family residences on individual lots or attached (zero-lot line) single-family residences.

**Residential 4-10:** This category replaces the Single-Family Residential designation. The allowed density is a minimum of four units and a maximum of ten units per acre. Allowed structure types are single-family residences, attached (zero-lot line) single-family residences, or two-family residences in appropriate areas.

**Agriculture:** The Agriculture designation reserves lands suited to long-term agricultural production primarily for agricultural use. This designation is applied to areas that have historically been farmed, contain highly productive agricultural soils, and have large enough parcel sizes for productive farming. These areas have been determined to be highly productive farm lands based on National Resource Conservation Service designations of prime agricultural soils. These areas are expected to remain agriculture for at least the next twenty years. Uses planned for agricultural areas include: farming, green house farming, a single-family residence and caretakers' quarters associated with the agricultural activity, and sales of agricultural products.

**Conservation Open Space:** The Conservation Open Space land use category includes areas that are publicly owned, are not developed, and are expected to remain in a natural state. The purpose of this category is to protect areas with high scenic value, environmentally sensitive conditions, historic or cultural values, priority animal habitat, and/or passive recreational features. It is expected that improvements would be limited to those supporting preservation or some passive recreation activities, like soft trails and wildlife viewpoints.

**Potential Open Space:** The Potential Open Space land use category identifies areas that are expected to be publicly owned, are not developed, and are expected to remain in a natural state. The purpose and types of improvements in this category are the same as the Conservation Open Space category.

**Active Open Space:** This category includes major publicly or privately owned open space areas, such as golf courses, major parks and open space areas, and cemeteries. These areas usually have facilities for

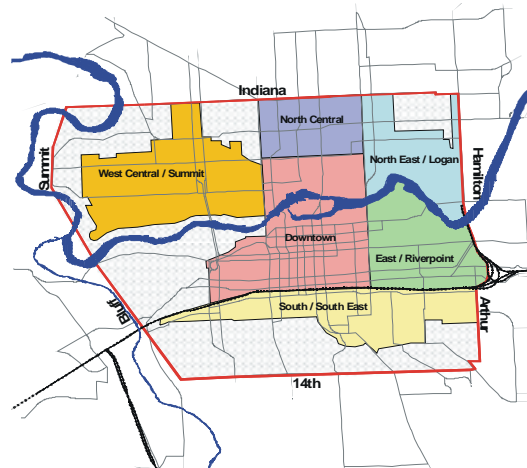
active and passive recreation and include paved and unpaved roads, parking lots, hard surface trails, and buildings and facilities that support activities occurring in the open space area.

## Focused Growth, Central City Alternative

The “Focused Growth, Central City Alternative” focuses growth downtown and in some, but not all, areas adjacent to downtown Spokane. As shown on the following map, the Central City area is bordered on the north by Indiana Avenue, on the south by 14<sup>th</sup> Avenue, on the east by Hamilton and Arthur Streets, and on the west by Summit Boulevard and the western bluff of the South Hill.

In this alternative, the entire Central City develops as an area where people can select from a variety of transportation and housing alternatives while accessing a revitalized urban center. Due to its range of viable transportation choices, mix of land uses, and people-friendly physical environment, it will be feasible to live in the Central City without owning an automobile.

The Central City would be reinforced as the regional center for retail, offices, entertainment, government, education, and health care. Land uses within the Central City would vary, just as they do today, ranging from educational uses at Riverpoint to government near the County Courthouse to medical uses on the lower South Hill to a wide variety of uses downtown. The land uses of some areas would change significantly, while the land uses of other areas would not. Those areas toward the edge of the Central City, such as Browne’s Addition, Peaceful Valley, and the Cliff Park neighborhood, would not change greatly. Downtown Spokane and five other sub-areas within the Central City, however, would, to different degrees, experience land use changes. These six sub-areas are: Downtown, South/Southeast, East/Riverpoint, Northeast/Logan, North Central, and West Central/Summit. Housing would be added to the downtown area and some portions of other sub-areas. Other areas within the Central City would have relatively small increases in housing. The major characteristics of the sub-areas as they are today and changes expected in the future are summarized in the Table LU 1, “Central City Changes.”



A key feature of the Central City alternative is that the entire Central City would feature a variety of viable transportation options. To achieve these options, special attention would be devoted to creating a physical environment that appeals to pedestrians, bicyclists, and transit riders. In the Central City alternative, streetscapes and buildings are pedestrian-friendly. Buildings are usually constructed close to the sidewalk, and transit service is frequent. Light rail connects the Central City with outlying areas. Parking requirements are reduced, surface parking lots are discouraged, and land devoted to existing parking lots offers opportunity for new development. Vacant land is developed; underutilized structures are renovated or replaced. Shopping and services to meet the needs of residents are added.

The Central City would be developed as a desirable place to live, work, shop, attend school, access a wide variety of services, and have fun. New policies, regulations, and incentives would encourage the compact, mixed-use, higher density urban center that is friendly to pedestrians, bicyclists, and transit users.

## Central City Sub-Areas

The following table summarizes some of the key characteristics of the six sub-areas within the Central City. These are the sub-areas within the Central City which would, to different degrees, experience land use changes. Table LU 1 “Central City Changes,” summarizes the sub-areas’ current characteristics and the expected changes that will occur under the Central City alternative.

<b>TABLE LU 1 CENTRAL CITY CHANGES</b>	
<b>Downtown now...</b>	<b>Changes in the future...</b>
<ul style="list-style-type: none"> <li>• Current uses include offices, retail, entertainment, hotels, restaurants, and some housing; it is a regional hub and source of community identity and pride.</li> </ul>	<ul style="list-style-type: none"> <li>• Develops the strongest urban form of the Central City and region.</li> </ul>
<ul style="list-style-type: none"> <li>• Landmark features include the city's tallest buildings, many historic structures, and Riverfront Park.</li> </ul>	<ul style="list-style-type: none"> <li>• Significant amounts of new housing added.</li> </ul>
	<ul style="list-style-type: none"> <li>• Additional stores and services to meet the needs of downtown residents added.</li> </ul>
<b>South/Southeast now...</b>	<b>Changes in the future...</b>
<ul style="list-style-type: none"> <li>• Current uses include medical centers, institutional uses, parking lots, and low, mid, and high rise apartments.</li> </ul>	<ul style="list-style-type: none"> <li>• Is reinforced as one of the most urban portions of the city, though not as urban as downtown.</li> </ul>
<ul style="list-style-type: none"> <li>• Landmark features include the medical centers, Lewis and Clark High School, Pioneer and Cowley Parks, Glover Mansion, and several churches.</li> </ul>	<ul style="list-style-type: none"> <li>• Significant amounts of high density housing are added.</li> </ul>
	<ul style="list-style-type: none"> <li>• Small retail and service uses are added; a mix of uses on one site is desired.</li> </ul>
	<ul style="list-style-type: none"> <li>• With few exceptions, building height is limited to 4 stories or 40 feet.</li> </ul>
<b>East/Riverpoint now...</b>	<b>Changes in the future...</b>
<ul style="list-style-type: none"> <li>• Current uses include higher education and residential uses north of Trent and light industry and small offices south of Trent.</li> </ul>	<ul style="list-style-type: none"> <li>• Some infill, though the area's character (higher ed/residential and light industry/small offices) continues largely as it is today.</li> </ul>
<ul style="list-style-type: none"> <li>• Landmark features include the Schade Brewery building and Centennial Trail.</li> </ul>	<ul style="list-style-type: none"> <li>• Little additional housing is added.</li> </ul>
	<ul style="list-style-type: none"> <li>• Strong transportation links, including the Centennial Trail and light rail, connect the area to surrounding areas.</li> </ul>
<b>Northeast/Logan now...</b>	<b>Changes in the future...</b>
<ul style="list-style-type: none"> <li>• Current uses include Gonzaga University, primarily single-family houses north of Gonzaga, and housing, offices, and light industry southwest of Gonzaga.</li> </ul>	<ul style="list-style-type: none"> <li>• Gonzaga University remains an important educational use and presence.</li> </ul>
<ul style="list-style-type: none"> <li>• Landmark features include Gonzaga's campus and the Mission Avenue Historic District.</li> </ul>	<ul style="list-style-type: none"> <li>• Small amounts of additional housing are added.</li> </ul>
	<ul style="list-style-type: none"> <li>• An enhanced pedestrian environment and more frequent transit provides greater links to downtown.</li> </ul>
<b>North Central now...</b>	<b>Changes in the future...</b>
<ul style="list-style-type: none"> <li>• Current uses include a mix of housing types in residential areas and a mix of office, commercial, light industry, and vacant land.</li> </ul>	<ul style="list-style-type: none"> <li>• Opportunity for higher density housing in much of the area.</li> </ul>
<ul style="list-style-type: none"> <li>• Landmark features include North Central High School, Rockpoint Office Development, and the City of Spokane Fleet Maintenance.</li> </ul>	<ul style="list-style-type: none"> <li>• Opportunity for low rise office development and mixed-uses in selected areas.</li> </ul>
<b>West Central/Summit now...</b>	<b>Changes in the future...</b>
<ul style="list-style-type: none"> <li>• Current uses include government, offices, and a variety of housing, commercial, and vacant land.</li> </ul>	<ul style="list-style-type: none"> <li>• After downtown, this sub-area features the greatest opportunity for more housing, mainly on the Summit property.</li> </ul>
<ul style="list-style-type: none"> <li>• Landmark features include the Spokane County government complex, STA, Monroe Street commercial corridor, and the Summit Properties' vacant land.</li> </ul>	<ul style="list-style-type: none"> <li>• New housing is in a variety of housing types, depending on the area: high and medium density, as well as single-family.</li> </ul>

## Central City Land Use Plan Designations

In March of 1999, the Spokane City Council adopted the Plan for a New Downtown. The Downtown Planning Area is bounded by Boone Avenue to the north, Interstate 90 to the south, Division Street to the east, and Maple Street/Monroe Street to the west. Within this area, the Plan for a New Downtown functions as one of the comprehensive planning components that guide the future of downtown Spokane. This plan is augmented by the goals and policies of this draft Comprehensive Plan.

The Focused Growth, Central City Alternative Land Use Plan map designations are similar to the Focused Growth, Mixed-Use Centers and Corridors Alternative. The primary difference is the way the Land Use Plan map focuses future growth. Rather than concentrating growth in mixed-use centers and corridors, the Focused Growth, Central City Alternative encourages growth in downtown Spokane and in areas adjacent to the downtown area.

The land use designations and their general characteristics for the areas outside the Downtown Planning Area are as follows:

**Heavy Industrial:** This designation is intended to accommodate heavier industrial uses at locations where there is no interaction with residential uses.

**Light Industrial:** This designation is intended for those lighter industrial uses, which produce little noise, odor, or smoke. No residential or commercial use is allowed.

**General Commercial:** The General Commercial designation includes a wide range of commercial uses. The typical land use includes freestanding business sites and larger grouped businesses (shopping centers). Heavy commercial uses allowing outdoor sales and warehousing are also allowed in this designation. Commercial designated land is usually located at the intersection of or in strips along principal arterial streets. In locations where this designation is near residential areas, zoning categories should be implemented which limit the range of uses that may have detrimental impacts on the residential area. Under this alternative, existing commercial strips are contained at their current boundaries with no further extension along arterial streets allowed.

**Community Business District:** Community business districts may be developed as a shopping center or a cluster of freestanding, independent business units. These districts allow a greater variety of retail, service, and office uses than the Neighborhood Retail or Neighborhood Mini-Center designations. They are usually located at the intersection of principal arterial streets and may be designated in areas of existing commercial development or on vacant land. The typical size of a community business district should be no larger than thirty acres with not more than approximately 300,000 square feet of gross leasable area. They should not extend more than 1,400 feet along a street. The location and quantity of land in a community business district should be commensurate with the needs of the present and potential population within the district trade area, usually an area of approximately one and one half miles surrounding the center.

Community business districts should be a vital part of the area of the city in which they are located and should be attractive to pedestrians. In established commercial areas, more intensive development is encouraged. In established and new community business districts, new auto-oriented development that interferes with pedestrian circulation should be avoided. To encourage walking and transit use, easy pedestrian connections between buildings and the street should be provided. Buildings should be oriented to the street and drive-thru lanes should be located behind buildings. Parking lots should not dominate the frontage and should be located behind or on the side of buildings whenever possible.

**Neighborhood Retail:** The neighborhood retail designation recognizes the existence of small neighborhood-serving businesses in locations that are not larger than two acres and that lie outside of designated focused growth settings. These locations are usually found along arterial streets, typically at the

intersection of two arterials. In neighborhoods that are not served by a focused growth center, existing neighborhood businesses provide nearby residents access to goods and services.

To encourage the creation of mixed-use environments that attract growth in centers, no new neighborhood retail locations should be designated. Further, business expansion at existing locations should be contained within the boundaries occupied by the existing use. Business infill within these boundaries is also allowed.

Businesses that are neighborhood-serving and pedestrian-oriented are encouraged in neighborhood retail locations. Buildings should be oriented to the street and provide convenient and easily identifiable sidewalk entries to encourage pedestrian access. Parking lots should not dominate the frontage and should be located behind or on the side of buildings whenever possible. Drive-thru facilities, including gas stations and similar auto-oriented uses tend to provide services to people who live outside the surrounding neighborhood and should not be allowed. Low-density residential uses should be permitted in these areas. Residences may be in the form of single-family homes on individual lots or second-floor apartments above business establishments.

**Neighborhood Mini-Center:** This designation allows the same uses as Neighborhood Retail. Residential use is required at a density of 15 to 30 units per acre.

The neighborhood mini-center designation recognizes the existence of small neighborhood-serving businesses in locations that are two to five acres in size that lie outside specified focused growth settings. Similar to neighborhood retail, the neighborhood mini-center designation consists of small, freestanding businesses usually sited at the intersection of or along arterial streets. Another characteristic of this designation is the greatly restricted potential for redevelopment of the surrounding area to support a full neighborhood center. Consequently, the mini-center designation limits mixed-use development to the boundaries of the existing business uses and contiguous undeveloped property.

These locations are encouraged to become small, mixed-use centers with residential use as the primary component. Residential use adds market demand for neighborhood business and enables enhanced transit service to these locations. The density of residential use should be 15 to 30 units per acre in these areas. All development sites should demonstrate capability to realize this residential use at the time that development of new or expanded commercial use is proposed. The remaining available site area determines the amount of allowed commercial development. Shared-use parking arrangements are encouraged to increase the development intensity of the site for both residential and commercial uses.

This designation should allow the same uses as the neighborhood retail designation. No new drive-thru facilities, including gas stations and similar auto-oriented uses, should be allowed. Buildings should be oriented to the street to encourage walking by providing easy pedestrian connections. Parking lots should not dominate the frontage and should be located behind or on the side of buildings whenever possible.

**Office:** The Office designation is usually freestanding small office sites and larger sites with two or more buildings located along arterial streets or intersections or as a buffer adjacent to residential areas. Sit-down restaurants and drive-thru or drive-in uses are not allowed. Sites developed with office use are designated as office. No expansion of office development is allowed beyond area already developed.

**Institutional:** The Institutional designation includes uses such as middle and high schools, colleges, universities, and large governmental facilities. The institution designation on the Land Use Plan map is a general boundary. It is intended to show where institutional uses are located without defining specific boundaries of institutional development.

**Residential 15+:** This category replaces the High Density Residential designation. The minimum density is 15 units per acre. Medical office uses are not allowed.

**Residential 15-30:** This category replaces the Medium Density Residential designation. Allowed density is a minimum of 15 units and a maximum of 30 units per acre.

**Residential 10-20:** This category replaces the Two-Family Residential designation. The allowed density is a minimum of 10 and a maximum of 20 units per acre. Allowed structure types are single-family residences or two-family residences on individual lots or attached (zero-lot line) single-family residences.

**Residential 4-10:** This category replaces the Single-Family Residential designation. The allowed density is a minimum of four units and a maximum of ten units per acre. Allowed structure types are single-family residences, attached (zero-lot line) single-family residences, or two-family residences in appropriate areas.

**Agriculture:** The Agriculture designation reserves lands suited to long-term agricultural production primarily for agricultural use. This designation is applied to areas that have historically been farmed, contain highly productive agricultural soils, and have large enough parcel sizes for productive farming. These areas have been determined to be highly productive farm lands based on National Resource Conservation Service designations of prime agricultural soils. These areas are expected to remain agriculture for at least the next twenty years. Uses planned for agricultural areas include: farming, green house farming, a single-family residence and caretakers' quarters associated with the agricultural activity, and sales of agricultural products.

**Conservation Open Space:** The Conservation Open Space land use category includes areas that are publicly owned, are not developed, and are expected to remain in a natural state. The purpose of this category is to protect areas with high scenic value, environmentally sensitive conditions, historic or cultural values, priority animal habitat, and/or passive recreational features. It is expected that improvements would be limited to those supporting preservation or some passive recreation activities, like soft trails and wildlife viewpoints.

**Potential Open Space:** The Potential Open Space land use category identifies areas that are expected to be publicly owned, are not developed, and are expected to remain in a natural state. The purpose and types of improvements in this category are the same as the Conservation Open Space category.

**Active Open Space:** This category includes major publicly or privately owned open space areas, such as golf courses, major parks and open space areas, and cemeteries. These areas usually have facilities for active and passive recreation and include paved and unpaved roads, parking lots, hard surface trails, and buildings and facilities that support activities occurring in the open space area.

**Mixed Use: Small Commercial/Residential:** This designation allows a mix of office, small retail-service, and residential use in close proximity to downtown Spokane. The minimum residential density is 15 units per acre. The size of retail and service uses is limited so that they primarily serve nearby residents and office workers.

**Mixed Use: Large Commercial/Residential:** This designation, also located in close proximity to downtown Spokane, allows a mix of office, retail, and residential use. It is the more intensive of the two mixed-use categories, allowing larger retail and service uses that serve several neighborhoods. The minimum residential density is 15 units per acre, and there are no maximum floor area limits in this category.

# 17.3 POPULATION PROJECTIONS

## Population Densities

Two significant factors that influence the density of population are the size of residential lots and the distribution of multifamily residences. In areas where there are smaller lots and a large number of multifamily residences, the population density is higher than areas where there are mostly large lots and few multifamily residences. In Spokane, the pattern of development includes smaller lots and concentrations of multifamily residences in neighborhoods near downtown. These neighborhoods include Browne’s Addition, Peaceful Valley, the lower South Hill, and parts of the West Central neighborhood. Generally, as distance from the downtown area increases, the density of population decreases. For example, the number of housing units per acre is higher in most of the area located south of Francis Avenue and north of 29<sup>th</sup> Avenue than it is on the north side of Francis and on the south side of 29<sup>th</sup>. The lowest population densities are found in the Indian Trail and Five Mile Prairie neighborhoods on the north side and in the Latah Valley and Moran Prairie neighborhoods on the south side of the city. Outside the downtown area, there are several city locations that have large concentrations of multifamily residences. This type of development is usually located in areas isolated from single-family residential areas and is often located next to major commercial areas and principal arterial streets.

## Future Population Growth

Detailed demographic information is provided in Volume 2, Chapter 20, Housing, including population trends and projections, household size, and income data. Tables H 1, 2, and 3 from Volume 1, Chapter 7, Housing, are repeated in this section to provide background information for determining projected land needs to accommodate future population growth. These tables provide information regarding historical population, population forecast, and population allocation.

## Historical Population

Table H 1, “Historical Population (1980-1999),” demonstrates the population growth between 1980 and 1999 within the City of Spokane and Spokane County. Table H 1 also includes the 1990 city study area population that the City of Spokane is evaluating for possible inclusion within the final urban growth boundary.

TABLE H 1 HISTORICAL POPULATION (1980-1999)			
Year	County	City	City Study Area
1980	341,834	171,300	N/A
1985	354,300	175,100	N/A
1990	361,333	177,165	203,382
1995	401,200	188,800	N/A
1999	414,500	189,200	220,471

## Population Forecast

The Washington State Office of Financial Management (OFM) has provided high, medium, and low population forecasts for Spokane County from 1995 to 2020. Over the next decade (2000 to 2010), population growth in the county is expected to be almost evenly split between an increase of the native population and in-migration. The population allocation adopted by the Board of County Commissioners in Resolution 97-0321 is based on a 2015 population projection of 527,689. This projection is 3.28 percent higher than the OFM medium projection for the year 2015. In order to provide for a 20-year planning

period, the 2015 population allocation was projected to 2020 based on the procedure recommended by the Regional Steering Committee of Elected Officials. Based on OFM estimates, Spokane County has made adjustments to account for growth that occurred between 1995 and 1998 to derive a 1999 to 2020 population allocation. Between 1999 and 2020, Spokane County has chosen to plan for a population increase of 151,432 residents, as illustrated in Figure H 1, “Population Trend and Forecast for Spokane County (1980-2020)” of the Volume 1 Housing chapter.

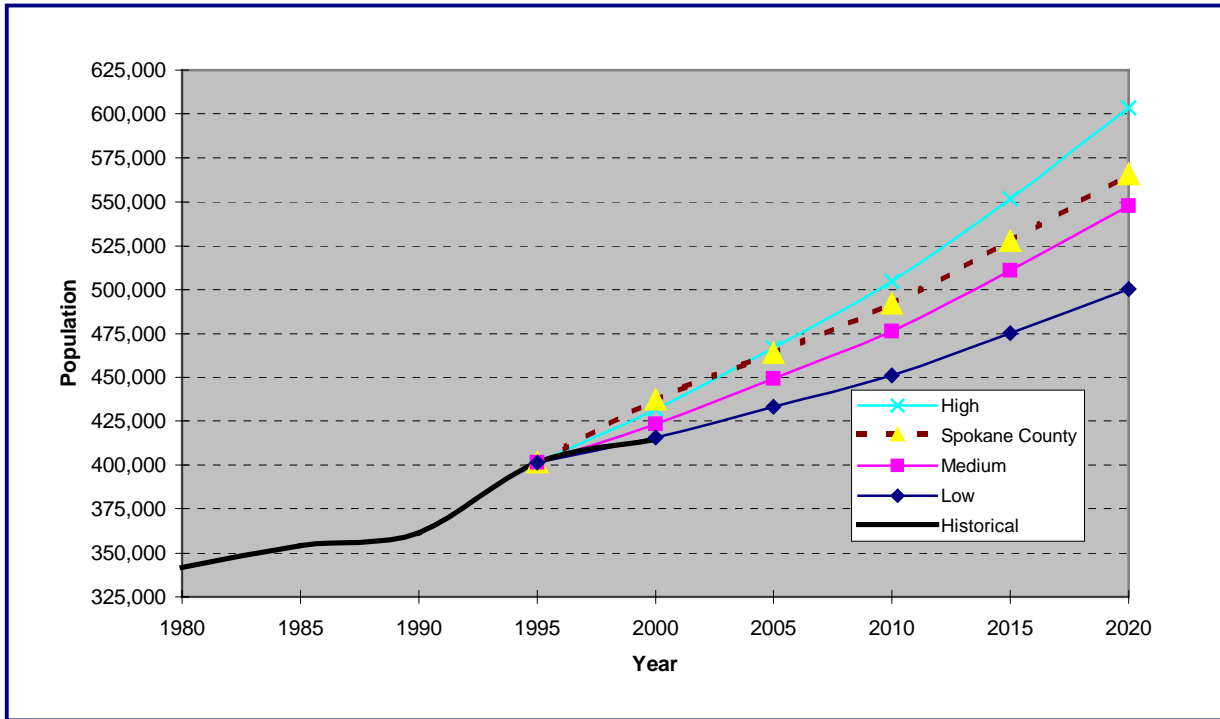


Figure H 1 Population Trend and Forecast for Spokane County (1980-2020)

### Accommodated Population

The City of Spokane is planning for 45 percent (68,800 people) of the total 1999 to 2020 population growth projected for Spokane County. This assumes a final population allocation as depicted in Table H 2, “Population Allocation.” This is based on the population allocations to specific joint planning areas that are being studied for inclusion within the City of Spokane’s comprehensive plan alternatives. The “Rural” allocation reflects assumptions made by the Spokane Regional Transportation Council that recommend revised urban and rural allocations to more closely reflect rural growth trends that are occurring and the amount of vested capacity outside of the Interim Urban Growth Area Boundary.

TABLE H 2 POPULATION ALLOCATION		
Jurisdiction	1999-2020 Allocation	Percent of Total
City of Spokane	68,800	45
Spokane Valley - JPA	39,148	26
Rural	30,000	20
Other Cities	13,484	9
<b>Total</b>	<b>151,432</b>	

## 17.4 PROJECTED LAND NEEDS

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A report on the amount of land necessary to support the 1999 to 2020 population allocation will be completed as a part of the final draft Comprehensive Plan. This land quantity report will be used to document the city's final urban growth area (UGA) boundary proposal to the Spokane County Board of County Commissioners. Each of the three comprehensive plan alternatives has different land use and density assumptions that result in a different amount of land necessary to support the population allocation. The land use categories and their general characteristics are described in Section 4.5, Description of Land Use Designations.

The Countywide Planning Policies provide guidelines for the inclusion of industrial land in the UGA. According to these policies, each jurisdiction may provide any land for industrial growth that meets land suitability criteria and can be served by required urban governmental services

Land suitability criteria include:

- ◆ Currently industrial use
- ◆ At least five usable acres
- ◆ Demonstration of land use compatibility

Required urban governmental services include:

- ◆ A public water supply
- ◆ Wastewater treatment
- ◆ Fire protection
- ◆ Police
- ◆ Access to transportation facilities, including all weather roads

Absence of defined "critical environment (wetlands, habitat, steep slopes, etc.) or an ability to mitigate environmental constraints for industrial use.

Information on projected needs for commercial and industrial land has been developed using two different methodologies. The first methodology, adapted from a State of Washington Department of Community, Trade and Economic Development (DCTED) guidebook, analyzes both commercial and industrial land needs. The second methodology, adopted by the Spokane County GMA Steering Committee, analyzes only commercial land demand.

### DCTED Methodology

The methodology utilized for this analysis was obtained from the DCTED guidebook titled Preparing the Heart of Your Comprehensive Plan: A Land Use Element Guide published in April of 1993. Land area requirements were calculated based upon required space needs for employees as demonstrated by current land use patterns. Current and projected employment data for the comprehensive plan study area were obtained from the Spokane Regional Transportation Council. The data is broken down by land use type. It is the same data utilized in developing the land use element for the Current Patterns Alternative, which is the most land consumptive of the three comprehensive plan alternatives. Land use categories were classified as either commercial or industrial. The same methodology is used for estimating both commercial and industrial land needs.

<b>TABLE LU 2 STUDY AREA EMPLOYMENT</b>			
<b>Study Area Employment by Land Use Type</b>	<b>1998 Employees</b>	<b>2020 Employees</b>	<b>Land Use Category</b>
Hotel/Motel	4,559	5,790	Commercial
Agriculture, Forestry, Mining, Industrial, Manufacturing, and Wholesale	35,000	43,601	Industrial
Retail Trade	32,920	41,014	Commercial
Services and Offices	15,657	19,511	Commercial
Finance, Insurance, and Real Estate	8,407	10,478	Commercial
Medical	15,731	19,592	Commercial

The following is a summary of the methodology:

1. Determine the average amount of land (in acres) per employee in each sector by dividing the amount of land currently in use by the total number of current employees in that sector.
2. The projected total number of employees for the year 2020 is located in Table LU 2, "Study Area Employment." This number is multiplied by the amount of space required for each employee to obtain the total projected industrial land demand.
3. The amount of land currently in use is then subtracted from the projected demand to generate the additional amount of land required for development. A market supply factor of 25 percent is added to compensate for the fact that not all land can be expected to come on the market over the 20-year planning period.
4. The resulting number, plus the total amount of land already in use, is subtracted from currently zoned land to determine how much, if any, new land is required to meet the expected demand.

<b>TABLE LU 3 INDUSTRIAL LAND REQUIREMENT</b>			
<b>Industrial Land</b>		<b>Surplus</b>	<b>Deficit</b>
Total Amount of Industrial Land In Use	7,033 acres		
Number of Industrial Employees	35,000		
Amount of Industrial Space per Employee	0.20 acres		
Projected Number of Industrial Employees	43,601		
Total Projected Industrial Land Demand	8,761 acres		
New Industrial Development	1,728 acres		
25% Market Factor	432 acres		
Total Amount of Industrial Land Needed	9,193 acres		
Total Amount of Existing Industrial Zoned Land	10,745 acres		
Total Amount of Surplus Industrial Zoned Land		+1,552 acres	

TABLE LU 4 COMMERCIAL LAND REQUIREMENT			
Commercial Land		Surplus	Deficit
Total Amount of Commercial Land In Use	1,961 acres		
Number of Commercial Employees	77,274		
Amount of Commercial Space per Employee	0.03 acres		
Projected Number of Commercial Employees	96,385		
Total Projected Commercial Land Demand	2,446 acres		
New Commercial Development	485 acres		
25% Market Factor	121 acres		
Total Amount of Commercial Land Needed	2,567 acres		
Total Amount of Existing Commercial Zoned Land	2,379 acres		
Total Amount of Deficit of Commercial Zoned Land			-188 acres

## Steering Committee Methodology

The land demand allocation and ratio development methodology adopted by the Spokane County GMA Steering Committee were utilized to formulate an alternative analysis for commercial land demand.

### Definitions

**Population Allocation (PA):** The official population allocated to each jurisdiction by the Spokane County GMA Steering Committee.

**Current Population (CP):** The Office of Financial Management’s final estimate of population in each jurisdiction.

**Growth Factor (GF):** The factor by which a jurisdiction will grow in population over a twenty year time period (population allocation divided by the current population).

**Commercial Acres in Use (CA):** The amount of land actually being used for commercial purposes within a jurisdiction.

**Commercial Acres of Demand (CAD):** The amount of land needed over the next twenty years for commercial purposes.

**Land Utilization Factor (LUF):** The purpose of the land utilization factor is to balance jurisdictional flexibility with a minimum standard in determining commercial growth. One element of the LUF may be a percentage determined by the Steering Committee that mandates jurisdictions to use their land more efficiently for commercial uses (For example, reduce site area by 10 percent due to lower requirements for surface parking). Jurisdictions may add other variables in the LUF that can raise or lower the factor to reflect local options and desires in commercial growth.

**Adjusted Commercial Acres of Demand (ACAD):** The result of multiplying the amount of land needed over the next twenty years by a land utilization factor that will result in a growth pattern anticipated by each jurisdiction.

**Market Factor (MF):** A land market supply factor used by each jurisdiction as a cushion in determining how much land will be needed over the next twenty years. The commercial land formula uses 25 percent or a 1.25 factor.

**Total Commercial Acres of Demand (TCAD):** The amount of land, adjusted for utilization and market factors, that a jurisdiction anticipates will be needed for twenty years of commercial growth.

**Commercial Acres Zoned (CAZ):** The number of acres zoned for commercial use by a jurisdiction.

<b>TABLE LU 6 COMMERCIAL ACREAGE NEEDED</b>	
Population Allocation	257,100
Current Population	188,300
PA/CP=GF	1.37
Commercial Acres in Use	1,961
GF X CA=CAD	2686.57
Land Utilization Factor	0.90
CAD X LUF=ACAD	2417.91
Market Factor	1.25
ACAD X MF=TCAD	3022.39
Commercial Acres Zoned	2,379
TCAD - CAZ = Commercial Acreage Needed	643.99

Based on the above methodologies and tables, there is a projected surplus in the amount of industrial land and a projected deficit in the amount of commercial land. The projected deficit in the amount of commercial land is larger using the steering committee methodology than it is using the DCTED methodology. The surplus and deficit numbers are not excessive and are reasonable for planning purposes because the comprehensive plan is based on a 20-year planning period. Over time, it is possible that the amount of land needed for commercial and industrial development will change. It is likely that there will be more intensive use of land resulting in a lesser amount of land needed for these commercial and industrial uses in the future. Another factor that makes these numbers reasonable is that the formula for determining the amount of commercial land does not consider the significant amounts of available vacant and underutilized commercial building space, as well as the potential for multistory construction on existing zoned sites.