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**Chapter 10**  
**Social Health**  
**Proposed Amendments Z10000-55-COMP**  
**July 2011**

Chapter Contents

<b>10.1 INTRODUCTION .....</b>	<b>5</b>
<b>10.2 GMA GOAL AND REQUIREMENTS AND COUNTYWIDE PLANNING POLICIES.....</b>	<b>8</b>
<b>10.3 VISION AND VALUES.....</b>	<b>9</b>
<b>10.4 GOALS AND POLICIES .....</b>	<b>10</b>
<b>SH 1 FUNDING MECHANISMS TO SUPPORT SOCIAL HEALTH .....</b>	<b>10</b>
SH 1.1 Invest in Social Health	
SH 1.2 Commitment to Youth	
SH 1.3 Equitable Funding	
SH 1.4 Operation and Construction Funds	
SH 1.5 Subsidized User Fees	
SH 1.6 Public/Private Partnerships	
SH 1.7 Vacant Buildings	
SH 1.8 Surplus City Real Property	
SH 1.9 Volunteerism	
<b>SH 2 FACILITIES FOR SPECIAL NEEDS POPULATIONS .....</b>	<b>13</b>
SH 2.1 Care Facilities	
SH 2.2 Special Needs Temporary Housing	
SH 2.3 Compatible Design of Special Needs Facilities	
SH 2.4 Co-Location of Facilities	
SH 2.5 Family Day Care Providers' Home Facilities	
SH 2.6 Joint-Use Facilities	
SH 2.7 Siting Process	
SH 2.8 Fair Housing for Handicapped	
SH 2.9 Exceptions to Fair Housing	
<b>SH 3 ARTS AND CULTURAL ENRICHMENT .....</b>	<b>16</b>
SH 3.1 Support for the Arts	
SH 3.2 Neighborhood Arts Presence	
SH 3.3 Public Art Incentives	
SH 3.4 One Percent for Arts	
SH 3.5 Tax Increment Financing	
SH 3.6 Life-Long Learning	
SH 3.7 Public Arts Program	
SH 3.8 Support Local Artists	
<b>SH 4 DIVERSITY .....</b>	<b>18</b>
SH 4.1 Socioeconomic Mix	
SH 4.2 Dispersal	
SH 4.3 Universal Accessibility	
SH 4.4 Diversity Celebrations	
SH 4.5 Community Festivals	
<b>SH 5 PUBLIC BENEFIT USES.....</b>	<b>20</b>
SH 5.1 Coordination of Human Services	
SH 5.2 Neighborhood-Level Health and Human Services	
SH 5.3 Space for Public Benefit Uses	

**SH 6 SAFETY ..... 21**  
SH 6.1 Crime Prevention Through Environmental Design Themes  
SH 6.2 Natural Access Control  
SH 6.3 Natural Surveillance  
SH 6.4 Territorial Reinforcement  
SH 6.5 Project Design Review  
SH 6.6 Neighborhood Role  
SH 6.7 Community Oriented Policing Services

## 10.1 INTRODUCTION

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“A healthy city is one that is continually creating and improving those physical and social environments and strengthening those community resources which enable people to mutually support each other in performing all the functions of life and achieving their maximum potential.”

Trevor Hancock

The concept of “health” has historically been associated with issues surrounding physical health. However, the healthy communities movement defines health beyond traditional health issues and considers underlying factors that contribute to individual and community health, such as good schools, strong families, and safe streets.

### Background History

When Spokane was young, it was touted as one of the finest cities west of the Mississippi. Since then, Seattle has surpassed it as the economic and cultural center of the state. While the City of Spokane still serves as the regional center for medical care, shopping, and entertainment, the strength of its older neighborhoods has been siphoned off to the suburbs. Much of what remains is a shadow of its former self. In order for Spokane to attain its full potential, people must once again regard it as a desirable place to live and do business.

### Current Trends

A slow economy, an aging population, and suburban sprawl have contributed to Spokane’s current state of decline. The consequences of these factors are many and varied. Working families struggle to make ends meet. Areas of high and extreme poverty continue to expand in the city. There is a sense that the brightest and best go elsewhere for schools and good jobs. Aging seniors struggle to care for themselves and maintain their homes without younger family members available to help them. The American Dream of the 1950s prevails as people continue to live out the belief that moving “up” means moving out. To a large extent, the remaining city residents consist of those whose financial status relegates them to the lower priced housing found in older neighborhoods. Social impacts of intergenerational poverty are evidenced by the high rates of crime, teen pregnancy, and school dropouts in these areas. The city is burdened with the challenge of repairing an aging infrastructure system and an eroding social fabric with a shrinking tax base.

In addition, decreasing social service budgets and the trend toward deinstitutionalization leave special needs populations underserved. The city’s central location and lower property values contribute to the concentration in the city of facilities that serve the region’s disabled and homeless populations. Several neighborhoods with a predominance of large, affordable buildings have become the repository for many of the region’s group homes.



~~Past Zoning zoning~~ patterns have rendered ~~most many~~ shopping and employment sites inaccessible without a car. In addition, medical services and affordable day care are lacking in poor neighborhoods. This is a hardship, especially for the poor, elderly, and youth who either cannot drive or cannot afford to own a car. These people rely on public transportation in order to access services and employment outside their neighborhood. However, the public transit system is not fully responsive to their needs.

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Finally, cultural diversity is all but missing and the arts are undervalued and underutilized. These are two of the most critical components of social health, as they have the capacity to help us build a strong sense of community and adapt to change.

## Scope of the Chapter



The intent of the social health chapter is to describe methods of restoring Spokane to its former vitality. The goals and policies will guide incentives, regulations, future plans, and public investments. Healthy communities embrace a complex set of factors that contribute to good health: housing choices, clean natural environments, efficient public transportation, employment options, job training, quality education, cultural and recreational opportunities, room for diversity, accessible health services, and preventive services. In the Comprehensive Plan, those aspects of a healthy community that are specifically related to housing, natural

environment, transportation, and economic development are addressed in the chapters devoted solely to those topics. The social health chapter addresses the more qualitative aspects that support Spokane's social fabric.

Spokane is often viewed as a city of limited resources. While there may be room to expand the city's financial capacity in the future, Spokane's human capacity is already quite rich. With a full range of choices and opportunities, Spokane can maximize its human resources by enhancing each person's ability to achieve their full potential in the community. Implementation of these ideas need not be expensive if it builds on the assets that already exist. This is a values-driven approach that uses what we have to get where we want to go. Also, it puts people first. When residents are productive, safe, healthy, caring, and civil, the city is prosperous, energetic, supportive, and livable.

## Overview

A recurrent theme of the social health chapter is universal accessibility, which means that programs and facilities are physically, financially, and culturally accessible to the entire population. This chapter also emphasizes prevention, collaboration, and civic responsibility as the most cost-effective means to build community and achieve social health. These ideas are not new to Spokane. The town's high level of citizen involvement lays the foundation for expanded participation and volunteer opportunities in the future. The neighborhoods' asset mapping exercises yield valuable evidence of a rich skill pool. Youth and seniors are active both in meeting their own needs as well as serving others. Indeed, Spokane's potential is great.

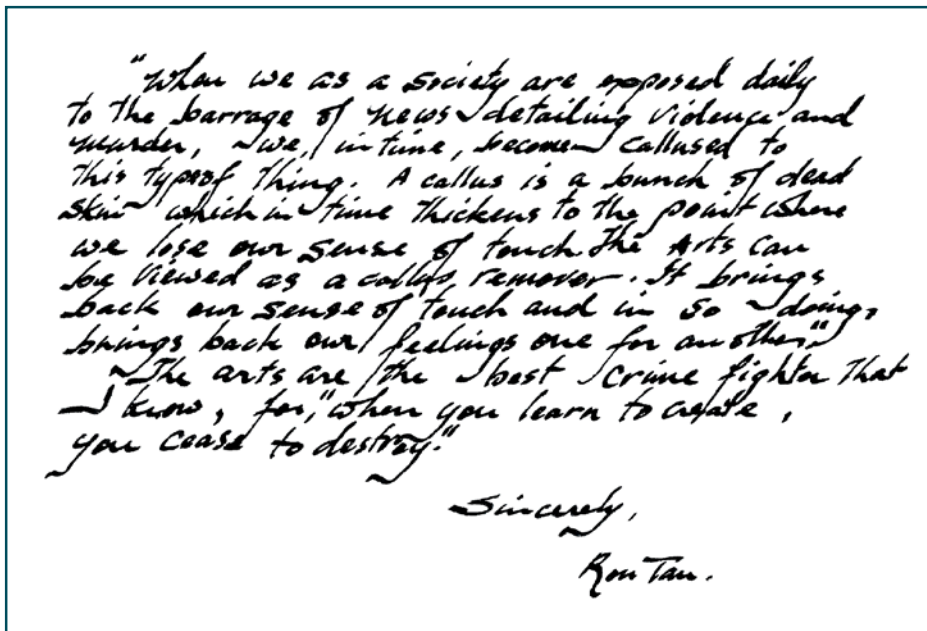
However, the whole city must pull together in order to reach the goal of social health. Policies on funding mechanisms describe roles for both public and private entities that range from budget allocations and cost-sharing agreements to public/private partnerships and user fees. In addition, the City of Spokane can encourage social health through land use regulations that result in an urban landscape where each neighborhood has a full range of housing choices, services, and employment options. The opportunities and services represented complement other existing uses and facilities, meet the unique needs of the local residents, and blend with the visual character of the neighborhood.



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#### Last Revisions Effective 1-17-07

These policies support this chapter's key underlying assumption that social health is strongly related to a sense of community. People feel a greater attachment to place if they associate it with meaningful experiences. When they can shop, work, and play near where they live, they mingle with and get to know their neighbors. One-on-one relationships can erase barriers that arise from differences in age or socioeconomic and cultural backgrounds. For this reason, the social health chapter includes policies that encourage diversity and an arts presence in each neighborhood. It also supports concepts such as mixed-use zoning, joint use of facilities, home businesses, day care facilities in both homes and businesses, and urban design elements that improve safety.



#### Conclusion

The old adage remains true: "United we stand, divided we fall." While American culture cherishes the ideal of individuality, our social fabric will continue to fray unless we can interweave this with a commitment to mutual responsibility. In the end, not only our quality of life but also our pocketbooks are affected. As it is said, "an ounce of prevention is worth a pound of cure." When the guiding principle is one of broad social health, life is better for everyone.

## 10.2 GMA GOAL AND REQUIREMENTS AND COUNTYWIDE PLANNING POLICIES

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### GMA Social Health Planning Goals

While social health is not one of the elements required under the Washington State Growth Management Act (GMA), it falls within the provision for optional elements (RCW 36.70A.080). The social health chapter addresses a range of concepts identified as important by the citizens who participated with Spokane Horizons. For example, schools, libraries, and community centers are discussed as prime examples of public facilities that contribute to the social fabric of a healthy community. The chapter also complies with the GMA's requirement to discuss group homes and foster care facilities (RCW 36.70A.070(2)(c)) as well as the identification and siting of such essential public facilities as inpatient facilities, including substance abuse facilities, mental health facilities, and group homes (RCW 36.70A.200). Also included in this chapter are policies on the location of homes for the handicapped (RCW 36.70A.410) and family day care providers' home facilities (RCW 36.70A.450).

### Countywide Planning Policies

In addition, the social health chapter incorporates requirements stated in the Countywide Planning Policies (CWPPs). For example, the Principle of Ethnic Diversity (CWPP, Statement of Principles) is covered under SH 4, the diversity goal. In addition to the information covered in the housing and capital facilities and utilities chapters, the social health chapter addresses those housing and essential public facilities issues that relate specifically to special needs populations. Maps SH 1 through SH 12 in the Draft Comprehensive Plan/EIS, Volume 2, identify the current locations of:

- ◆ Those essential public facilities that constitute inpatient facilities, including mental health facilities, and alcohol and substance abuse treatment facilities.
- ◆ Group homes, such as adult family homes, boarding and retirement homes, including assisted living facilities and congregate care facilities, nursing homes, transitional housing, emergency shelters, and facilities for the developmentally disabled.
- ◆ Foster care facilities.

These maps demonstrate the extent to which these facilities are fairly and equitably distributed throughout the City of Spokane. They also show whether or not the facilities are located either in areas of need or near similar facilities and public transportation. To identify relevant demographic trends, see the Draft Comprehensive Plan/EIS, Volume 2, Maps SH 17 through SH 23, for housing and population information from the 1990 U.S. Census. When compared with maps showing locations of such facilities countywide, this information also informs Steering Committee decisions related to population allocation between jurisdictions.

Specific policies in the social health chapter address particular requirements in the CWPPs, namely:

- ◆ SH 2.7 addresses the need to consider transportation, site design, and other service needs when evaluating potential locations for these particular essential public facilities. It also describes a land use pattern that would promote accessibility to service and activity centers, jobs, and public transportation for special needs populations.
- ◆ SH 2.8 was written in recognition of federal and state fair housing mandates as they relate to the siting and development of housing for special needs populations.

## 10.3 VISION AND VALUES

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Spokane Horizons volunteers identified important themes in relation to Spokane's current and future growth. A series of visions and values was crafted for each element of the Comprehensive Plan that describes 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.

Social health addresses youth, families, senior citizens, people with disabilities, education, public safety, recreation, the arts, and cultural opportunities.

### Vision

"Spokane will be a safe and nurturing community that provides a diversity of social, recreational, educational, and cultural opportunities for all ages. A strong, positive identity for Spokane will be furthered by constructive community events and activities."

### Values

"The things that are important to Spokane's future include:

- ◆ Providing recreational and educational opportunities for all youth.
- ◆ Assuring that Spokane remains a great place to raise a family.
- ◆ Treasuring the youth and elders alike.
- ◆ Maintaining quality education and avoiding overcrowding in the schools.
- ◆ Maintaining a diversity of opportunities for higher education.
- ◆ Eliminating and keeping out drug and gang-related criminal activities.
- ◆ Implementing neighborhood and community oriented policing.
- ◆ Expanding and diversifying cultural opportunities, such as arts, sports, entertainment, and ethnic opportunities.
- ◆ Continuing community events that contribute to Spokane's community identity, such as Hoopfest, Bloomsday, and Pig-Out in the Park.
- ◆ Assuring that access to recreational opportunities is not lost as growth occurs."

## 10.4 GOALS AND POLICIES

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Goals and policies provide specificity for planning and decision-making. Overall, they indicate desired directions, accomplishments, or aims in relation to the growth and development of Spokane. Additional materials for this chapter are in the Draft Comprehensive Plan/EIS, Volume 2, Chapter 24, Social Health.

### SH 1 FUNDING MECHANISMS TO SUPPORT SOCIAL HEALTH

**Goal:** Utilize all funding mechanisms that will help to develop the infrastructure, support, and staffing necessary to provide affordable, accessible opportunities for arts, culture, recreation, education, and health and human services to all citizens, with particular attention to the needs of youth, the elderly and those with special needs.

#### Policies

##### SH 1.1 Invest in Social Health

*Allocate General Fund monies to Arts and Human Services in sufficient amounts to guarantee ongoing support for these programs to achieve their full potential.*

**Discussion:** The Human Services and Arts departments each contribute substantially to the social health of the city. For this reason, it is essential to establish a consistent funding base that supports program stability. This is especially important for leveraging external dollars. To that end, General Fund monies shall be allocated annually to support these functions.

The Spokane City Council has named Human Services as one of its nine priorities. Human Services' budget supports local non-profit organizations that provide services such as child and adult day care, family support services, emergency services, and support services for special needs populations and the elderly. The Arts department provides staff to the Arts Commission, which is the City of Spokane's main proponent for arts and cultural opportunities in the community. Arts staffing levels must be adequate to also pursue and administer state, federal and private grants. In addition, the Arts allocation must be sufficient to provide sub-grants to local arts organizations, and matching money for public and private arts funding.

##### SH 1.2 Commitment to Youth

*Allocate resources to youth-related programs at a consistent level commensurate with the community's high regard for and ongoing commitment to youth.*

**Discussion:** Youth are a vital part of our community's future. They deserve to feel welcome and valued in recognition of the important role they play in a healthy community. They have a right to high quality services, and a voice in the operation of those services. In addition, they have a need for recreational and educational opportunities such as a science center, museum, teen center, and aquatic center or skateboard park.

Community support is demonstrated by dedicating an adequate funding stream to support city-sponsored youth initiatives. A secure funding stream could be generated by a variety of mechanisms. An internationally successful model is the "Children's Promise: Give an Hour; Change a Future" initiative, where each employed person is asked to donate one hour of income per year to fund youth resources not already funded through regular sources.

### SH 1.3 Equitable Funding

*Work with county, state, and federal funding sources and recipients to design a structure for funding and decision-making that recognizes the significant presence of social services of a regional nature within the City of Spokane.*

**Discussion:** Certain of the region's special needs populations tend to concentrate in the City of Spokane, especially mental health clients, those with developmental disabilities, and persons involved with substance abuse treatment programs. The city's Human Services Department works closely with social service providers within the city to coordinate services and allocate funding. For this reason, they must have an active voice in regional decision making processes that address service delivery and allocation of money for services and facilities of regional or countywide significance.

In addition, cost-sharing agreements should address the disproportionate presence of special needs populations in any particular jurisdiction. For example, Spokane County should contribute to the City of Spokane's efforts to care for the region's homeless population.

### SH 1.4 Operation and Construction Funds

*Budget for capital projects to include funding for operations such as staff and equipment, as well as construction.*

**Discussion:** Insofar as facilities are designed to support programs, funding should provide adequately for the entire spectrum of program needs. The balance between operations and construction funding goes a long way to ensure that programs are not only well housed but also effective and sustainable. A new library building or community center cannot serve the public if the doors are closed or the programs are limited because of insufficient operational funding. In the long run, this is a fundamental aspect of good customer service. When calculating the "One Percent for Arts," however, only the construction portion of the budget shall apply.

### SH 1.5 Subsidized User Fees

*Provide subsidized user fees for access to public recreational, cultural, and educational facilities or programs so that everyone is able to participate.*

**Discussion:** User fees are calculated to cover at least part of the cost of facilities and services. Not only do they help to stretch the City of Spokane's budget dollars, they also instill a sense of pride in ownership in the user.

To avoid discriminating against anyone due to inability to pay, reduced rates should be available for one-time access or membership cards in the form of sliding-scale fees and scholarships. Qualification for a wholly or partially subsidized rate will be based on household income levels.

### SH 1.6 Public/Private Partnerships

*Encourage public/private partnerships that complement each other as a means to provide coordinated, centrally located services.*

**Discussion:** Since private philanthropists and entrepreneurs are some of a city's greatest assets, appreciation for their efforts should be demonstrated by public cooperation. The City of Spokane should fully utilize creative funding and regulatory incentives to encourage private development in designated centers, consistent with planning objectives. For example, the City of Spokane could pursue grant funding or contribute infrastructure which might be used to leverage private money in order to implement desirable projects, such as a teen recreational site or the inclusion of child care services within an office building or other private facility. Regulatory incentives could include offering an increase in the total allowable floor area ratio to any developer willing to include a public benefit use within their development.

### SH 1.7 Vacant Buildings

*Promote and assist non-profit organizations in purchasing and renovating vacant buildings, in order to provide sites for additional community-related facilities.*

**Discussion:** When buildings within the public realm sit vacant for a long period of time, the dead space eventually creates gaps in the public activity pattern that weaken an area’s integral sense of continuity and community. Once this happens, vacant or abandoned buildings tend to convey a depressing sense of community decline and can present a public health or safety concern. In addition, it is usually a more responsible use of fiscal, physical, and natural resources to make full use of what already exists before creating more of the same.

For these reasons, it is beneficial to the social, physical, and fiscal health, safety, and welfare for the city to take active steps to reduce the amount of time a building stands vacant. Vacant buildings converted to active and constructive use become a resource to the community. It may be that there is little market demand for the building. In this case, the property could be ripe for occupation by a non-profit organization whose mission supports the principles of social health. This could include providers of health or human services, or recreational or cultural activities needed by the community such as rehearsal space for the performing arts, or a meeting place for youth.

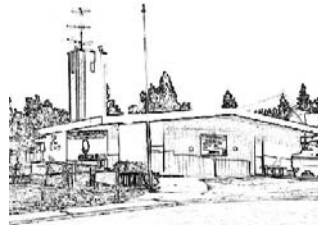
There are a variety of means the City of Spokane can use to assist non-profit organizations in reclaiming vacant or abandoned buildings. Options include floating a Human Services levy, accessing low-interest loans from the state, or allocating Community Development Block Grant Funds, **or tax increment financing**. ~~If Tax Increment Financing were legal in Washington, this would provide another tax incentive to encourage redevelopment in designated areas.~~

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### SH 1.8 Surplus City Real Property

*Establish a dedicated reserve fund within the City of Spokane’s general fund to cover the cost of leasing any unused city-owned building and/or property that has been determined surplus.*

**Discussion:** The Spokane City Council should consider making surplus city property not anticipated for sale available to non-profit organizations for cultural, community, charitable, or civic purposes, according to a sliding scale based on ability to pay, and the relative merit of or need for the intended use for the property. Relevant non-profit organizations receive notification of the disposition hearing on surplus property through the manner outlined in the City of Spokane Charter and RCW 39.33.020.



If a city department has a reimbursable ownership interest in the subject property at the time the City Council decides to donate or lease said property, that department will be compensated from a dedicated reserve fund within the general fund that has been set aside for this purpose.

The goal is to facilitate the delivery of needed programs and services throughout the community. The chosen use must reflect either broad community values, such as the need for more affordable housing, or needs that have been identified by the specific neighborhood. Appropriate categories include housing, arts, education, health and human services, recreation and youth-friendly facilities. Specific uses could range anywhere from affordable housing to a teen center, counseling services or temporary housing, depending on the unique needs of each neighborhood. At least 50 percent of any new housing created should be available to households that earn less than 80 percent of the median household income for Spokane County.

## SH 1.9 Volunteerism

*Promote volunteerism as a way to involve citizens in meeting the needs of their neighbors, stretch City of Spokane funding resources, and build a sense of pride in the community.*

**Discussion:** Volunteerism is a resource management issue, where both money and people are considered valuable resources. When neighbors help neighbors, everyone feels a stronger sense of personal attachment to and investment in their community. Also, it is good stewardship of public money to save it for other projects and programs that would not be as easily undertaken by neighborhood residents. Volunteerism can be encouraged through public recognition and appreciation expressed directly by participating city departments.



Activities that offer opportunities for intergenerational interaction are especially valuable. Familiarity can reduce alienation and engender mutual respect. In addition, the benefit to the community is broadened by the unique contributions of each member. Volunteer opportunities provide an important chance to showcase talents from groups that tend to be under-recognized, such as youth, seniors, and special needs populations. When everyone is seen as a valued member, truly inclusive partnerships yield positive returns for each participant as well as the entire community.

## SH 2 FACILITIES FOR SPECIAL NEEDS POPULATIONS

**Goal:** Enable and encourage development patterns and uses of public and private property that are responsive to the facility requirements of special needs populations.

### Policies

#### SH 2.1 Care Facilities

*Distribute care facilities fairly and equitably throughout all neighborhoods.*

**Discussion:** There is a need, as well as a legal obligation, to distribute essential public facilities fairly and equitably throughout and between all jurisdictions. Facilities of regional/countywide and/or local significance include:

- ◆ Adult day care
- ◆ Child care
- ◆ Long-term care facilities
- ◆ Other special need care facilities



#### SH 2.2 Special Needs Temporary Housing

*Disperse special needs temporary housing evenly throughout all neighborhoods.*

**Discussion:** When group living situations and programs for people with special needs are concentrated in just a few neighborhoods, the consumer's right of choice as to where they will live and receive services is limited. In addition, it inhibits their process of integration and transition back into mainstream society. Therefore, all efforts must be made to ensure that these facilities are evenly dispersed throughout all of the city's neighborhoods. One key way to accomplish this is



to make sure affordable housing options are available through the entire city. Examples of the types of facilities for which this can be an issue include:

- ◆ Emergency shelters
- ◆ Foster care facilities
- ◆ Group homes
- ◆ Transitional housing

Group homes include adult family homes, boarding homes, retirement homes (including assisted living facilities and congregate care facilities), nursing homes, transitional housing, emergency shelters, and facilities for the developmentally disabled. Group homes which are difficult to site will fall under the requirements of the siting process for essential public facilities.

### SH 2.3 Compatible Design of Special Needs Facilities



*Ensure that facilities that accommodate special needs populations blend in with the existing visual character of the neighborhood in which they are located.*

**Discussion:** Neighborhood residents will be more likely to accept a residential care or treatment facility if it contributes to the consistency and appeal of the neighborhood's visual character.

### SH 2.4 Co-Location of Facilities

*Permit key land uses to locate within close proximity to each other so people have the option of convenient access to daily goods and services, especially for those persons with mobility limitations.*

**Discussion:** All citizens should have the option of convenient, local access to daily goods and services. However, past zoning patterns have rendered most shopping and employment sites inaccessible without a car due to their segregation from residential areas. This is a hardship, especially for the poor, elderly, and youth who either cannot drive or cannot afford to own a car.

Customer convenience and provider efficiency and effectiveness are all heightened when various needs can be met within close proximity of each other. Depending on the unique needs of the neighborhood, related facilities that may warrant co-location include child care, schools and other training centers, libraries, employment opportunities, affordable housing, shopping, and health and human services. Features of such a neighborhood center should include but are not limited to:

- ◆ Mixed-use buildings that accommodate both commercial and residential uses
- ◆ Live-work spaces
- ◆ Neighborhood-level services and facilities

Finally, co-location is an excellent example of how the urban form can be used to encourage social interaction. It promotes shared participation in programs and activities that provides a valuable setting in which to strengthen social bonds between neighbors. This, in turn, engenders a strong sense of belonging among residents, which tends to manifest as pride of ownership, thus improving the stability and character of the neighborhood.

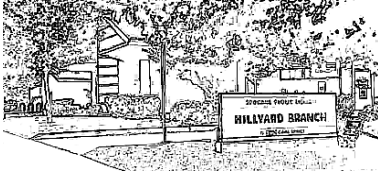
### SH 2.5 Family Day Care Providers' Home Facilities

*Allow use of a residential dwelling as a family day care provider's home facility in all areas where housing exists or is permitted.*

**Discussion:** Zoning regulations that relate to family day care providers' home facilities cannot be any more restrictive than conditions imposed on any other residential dwelling in the same zone. However, certain procedures and conditions may be required insofar as they relate specifically to use of the property as a day care facility, as outlined in RCW 36.70A.450.

## SH 2.6 Joint-Use Facilities

*Provide for the joint use of shared space that combines and clusters facilities for child or adult day care, health care, human services, libraries, schools, and cultural, recreational, and educational programs, as needed.*

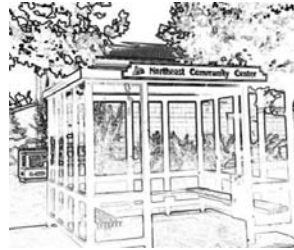


**Discussion:** The provision of many of these services often involves collaboration between government and private entities, such as churches, businesses, schools, and civic groups. However, the government

must take the lead to ensure that services and programs that enhance citizens' lives are available in the community. To accomplish this cost effectively, it is important to make maximum use of existing facilities and programs. For this reason, the City of Spokane encourages joint use of shared space that allows for combined facilities, whether public or private.

## SH 2.7 Siting Process

*Use the siting process outlined under "Adequate Public Lands and Facilities" (LU 6) as a guide when evaluating potential locations for schools, libraries, community centers, and facilities that serve the needs of special needs populations.*



**Discussion:** The "Adequate Public Lands and Facilities" goal (LU 6) outlines a siting process that supplements the model siting process described in the Growth Management Siting of Essential Public Facilities Technical Committee Report. The relevant aspects of this process should also be applied to siting decisions relative to essential public facilities of a local nature, such as libraries, schools, and community centers. In particular, the process should include opportunities for citizen input on issues such as building and site design, as well as social and environmental impacts.

In addition, providers of affordable housing, day care, medical resources, and other social services should employ siting criteria that emphasize their client's need for easy access to facilities and services over the availability of an affordable site. In general, the decision-making process relative to facilities that serve special needs populations should assign a high priority to co-location with related facilities and services, equitable distribution throughout the community, and the availability of public transit.

## SH 2.8 Fair Housing for Handicapped

*Regulate residential structures occupied by persons with handicaps according to the same zoning and development standards that apply to any similar residential structure occupied by a family or other unrelated individuals.*

**Discussion:** According to RCW 36.70A.410 and the mandates of state and federal fair housing laws, regulation of residential facilities for handicapped or disabled persons must concern itself solely with the impacts of the institutional use, not the circumstances of the individual occupant(s). The goal here is to prevent public efforts that might attempt to exclude such facilities from particular neighborhoods, since such efforts would constitute discrimination against handicapped or disabled persons.

## SH 2.9 Exceptions to Fair Housing

*Regulate residential structures occupied by persons who pose a direct threat to the health or safety of other individuals or whose tenancy would result in substantial physical damage to the property of others through appropriate and necessary means to protect the public health, safety and welfare.*

**Discussion:** Group home facilities serving individuals in a residential setting who are not subject to fair housing laws, such as the Federal Fair Housing Act and the State Housing Policy Act, but who pose a significant and serious risk to the public health, safety and welfare may be subject to local zoning regulations. Such a determination must rely on competent and substantial evidence rather than fear, ignorance, or prejudice.

Examples of such facilities include mental health facilities, and residential settings for persons involved with the criminal justice system, such as detoxification facilities, parolee work release facilities, sexual offender treatment facilities, and other re-entry facilities. These facilities are often difficult to site.

Development regulations will identify requirements for on-site supervision, and spacing requirements sufficient to adequately separate uses from each other and buffer vulnerable sites such as schools, day care facilities, parks, community centers, libraries, places of worship and school bus stops. Strategies for public involvement range from initial notification to the option of a public hearing before the Hearing Examiner. The siting process will follow the guidelines in place for siting of essential public facilities.

## SH 3 ARTS AND CULTURAL ENRICHMENT

**Goal:** Support community image and identity through the arts and accessible art activities.

### Policies

#### SH 3.1 Support for the Arts

*Encourage public and private participation in and support of arts and cultural events in recognition of their contribution to the physical, mental, social, and economic well being of the community.*



**Discussion:** Arts are valued for their ability to entertain, inspire, challenge, and enrich us. In addition, artists make a significant contribution to the local economy as small businesses. The full array of artists and arts organizations includes written, visual, musical, traditional, and performing arts.

There is substantial potential for city departments to provide in-kind support for community cultural events. The Arts Commission could then use this in-kind contribution as a match for private funding. In addition, the city could make a public statement about the importance of arts by providing seed money for an arts endowment fund. In return for contributions, private entities could receive tax or development incentives.

#### SH 3.2 Neighborhood Arts Presence

*Provide the regulatory flexibility necessary to support and encourage an arts presence at the neighborhood level.*

**Discussion:** A neighborhood level arts presence adds to neighborhood character and identity, contributes to and diversifies the neighborhood economy, and makes the arts more accessible to neighborhood residents. In order to do this, regulations must allow for such things as artist galleries, live-work spaces, and studios in neighborhoods and must provide for parking and home business standards that support “arts incubator” projects in neighborhoods. Regulations should also encourage the presence of street fairs and market places that include performance and display space for street artisans, thereby lending a festival atmosphere to the neighborhood. Joint use of neighborhood facilities can expand on this arts presence by creating increased opportunities for arts education and rehearsal and performance space.

### SH 3.3 Public Art Incentives

*Provide incentives such as bonus densities or increases in floor-area ratio and lot coverage to encourage the use of public art in commercial, industrial, and mixed-use developments.*

**Discussion:** The City of Spokane desires an aesthetic environment and use of arts in public and private development as a way to connect with local history, reinforce neighborhood identity, and strengthen a sense of belonging. A design committee or art selection committee should review any proposed public artwork, as outlined in the Municipal Art Plan.



### SH 3.4 One Percent for Arts

*Encourage private developers to incorporate an arts presence into buildings and other permanent structures with a value of over \$25,000 by allocating one percent of their project's budget for this purpose.*

**Discussion:** ~~City Ordinance C26408~~ Spokane Municipal Code 07.06.420 requires an expenditure for art equal to one percent of the construction budget for any capital project undertaken by the city that has a value of over \$25,000 and creates a building or permanent structure. That ordinance sets an exemplary standard for private developers as well.

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### SH 3.5 Tax Increment Financing

*Lobby the state legislature for the ability to use tax increment financing for the arts.*

**Discussion:** One of the more creative applications of revenues from tax increment financing (TIF) views public art as a form of infrastructure. There are several good models for implementation of this strategy for funding the arts. One approach includes a partnership between the city's Arts Commission and the development corporation who receives and manages TIF revenues. The Arts Commission administers the public arts projects for the development corporation and the city.

This approach is not limited to public projects. Private projects in redevelopment areas provide a unique opportunity for public/private partnerships where the developer and the development corporation each provide matching funds for the inclusion of public art in the public spaces of a project.

Funds can be applied to support public art, facilities and infrastructure for the performing arts, and other community cultural projects. The portion of a project's budget that funds public art is allocated according to a formula appropriate for the particular project. This goes to cover artist fees (typically 80 percent), finalists' proposals (5 to 10 percent), project administration (5 to 10 percent), related education and maintenance (5 percent), and miscellaneous. When the TIF revenue is used for arts programming, those funds go to the Arts Commission for administration of performing arts or festival activities.

### SH 3.6 Life-Long Learning

*Utilize cultural resources as learning tools, which can help individuals achieve both self-fulfillment and a productive place in the community.*

**Discussion:** Cultural programs can provide important opportunities for learning and enjoyment to people of all ages and circumstances. Cultural events provide a setting where seniors can share their life's wisdom, and youth can feel valued for making a contribution to the community. Providing the opportunity for creative expression can be an



especially effective strategy for stabilizing at-risk youth. Arts activities are also a valuable tool for physical therapy. In addition, participation in the arts helps to develop the critical thinking and problem solving skills needed to successfully deal with our changing world.

Creative delivery options could include poetry and graphic art on railroad viaducts and transit and bus shelters, presentations at major public events, and the treatment of information on public flyers and billing statements. Support is available from the Spokane Public Library's "lifelong learning" materials, programs and services which are designed to promote self-improvement and foster self-fulfillment. Also, their "cultural awareness" programs help customers understand and appreciate their own cultural heritage, as well as that of other groups.

### SH 3.7 Public Arts Program

*Ensure that the Spokane Arts Commission has the staff and resources needed to pursue all means of funding and implementing arts programs and projects within the city.*

**Discussion:** The arts are a callous remover that helps to strengthen our social fabric. In addition, arts and cultural programs are a powerful economic development tool in their ability to enhance Spokane's image and thereby entice new businesses to locate here. For these reasons, the city supports the Spokane Arts Commission's efforts to promote and enhance the arts in Spokane.

The Arts Commission must have stable funding and adequate staff in order to maintain and improve the quality, accessibility and presence of the arts in Spokane. Funding levels should be sufficient to implement specific projects, support community arts organizations through sub-grants, and leverage as matching money for grants. In order to fully achieve these objectives, it is necessary for the Spokane Arts Commission to supplement annual contributions from the City of Spokane's general fund by aggressively pursuing all sources of outside funding. Therefore, Arts Commission staffing levels must be adequate to both develop future funding as well as manage the broad range of ongoing projects and programs supported by these additional funds.

### SH 3.8 Support Local Artists

*Solicit local artists to design or produce functional and decorative elements for the public realm, whenever possible.*

**Discussion:** Working in partnership with the Arts Department, other city departments will take advantage of every opportunity for local artists to design solutions or create some of the components of public projects. An example would be street amenities such as benches, lighting, and gates. In this way, the city not only supports the local arts community but also provides the public with more creative and locally relevant solutions for the same price as a stock product from a nationally based catalog source.

## SH 4 DIVERSITY

**Goal: Develop and implement programs that attract and retain city residents from a diverse range of backgrounds and life circumstances so that all people feel welcome and accepted, regardless of their race, religion, color, sex, national origin, marital status, familial status, age, sexual orientation, economic status, or disability.**

### Policies

#### SH 4.1 Socioeconomic Mix

*Ensure that all neighborhoods contain a mixture of housing types in order to provide an environment that allows for socioeconomic diversity.*

**Discussion:** Large geographic areas within the City of Spokane have become increasingly characterized by low-incomes. This segment has increased dramatically over the last couple decades (see the Draft Comprehensive Plan/EIS, Volume 2, for Maps SH 17, “1980 Census Poverty Tracts” and SH 18, “1990 Census Poverty Tracts”). This not only creates a heavy drain on limited public resources but also diminishes the opportunities and quality of life available to the residents of those areas.

Housing and employment options that produce a socioeconomic mix within neighborhoods provide a range of benefits for all concerned. For example, improved employment opportunities in low-income neighborhoods can counteract the jobs-housing imbalance where workers have to commute long distances from affordable housing to their employment in more affluent communities. In a socio-economically mixed neighborhood, neighbors can serve as role models for those less fortunate, thereby diluting costly negative social trends, such as crime, school failure, and teenage pregnancy, which are typically found in areas with a high concentration of poverty. As a result, the neighborhood is more stable, creating safer conditions for investment. Also, the mutual understanding and appreciation that grows out of interaction between diverse people lends otherwise unknown richness to each person’s life. Finally, when neighbors can share with each other their skills and financial ability to support programs, there is less need for programmatic and financial support from local government, thus stretching everyone’s tax dollars further.

#### SH 4.2 Dispersal

*Work at the state and federal levels to create legislation that mandates even and equitable dispersal of essential public residential facilities for special needs populations, including those mandated under RCW 36.70A.200, among all neighborhoods.*

**Discussion:** Deinstitutionalization has increasingly become the prevailing trend for members of special needs populations, including residents of inpatient facilities such as substance abuse facilities, mental health facilities, and group homes. One of the primary objectives behind this approach is to increase the housing options available to all handicapped people by integrating them into the mainstream of the community, thus allowing them the benefits of normal residential surroundings. In order to implement this approach, there is a recognized need to regulate the dispersion of group homes in residential neighborhoods.

There have been a series of disparate holdings in the courts on this issue, most of which question whether the dispersion provisions in a local zoning ordinance are sincere in their desire to promote a policy of integration of the handicapped and, therefore, consistent with the federal Fair Housing Act. However, it is generally felt that these local laws can support a compelling government interest. This is particularly true when it is shown that ample opportunity exists within the community for implementation of the dispersal ordinance such that it will not effectively amount to a prohibition of group homes within the community.

Another catch appears to be that where a municipality acts without authorization or guidance from the state, its motives are more likely to be viewed as suspect and potentially discriminatory. Therefore, it behooves the city to push for adoption of a state statute or policy that prescribes dispersal of such facilities. Similar amendments to the Fair Housing Act are also appropriate at the federal level. Efforts along these lines should be sustained until they are successful.

#### SH 4.3 Universal Accessibility

*Ensure that neighborhood facilities and programs are universally accessible so that persons of different age groups, ethnic and socioeconomic backgrounds, interests, and abilities can readily interact with one another.*

**Discussion:** Community-based programs and facilities should be physically, operationally, financially, and culturally accessible to all those who desire to participate. Specific barriers to

accessibility may include physical aspects, such as architectural design or building location, hours of operation, public transit routes, income eligibility requirements, and the need for interpretation due to language barriers or hearing, speech, or visual impairment.

#### **SH 4.4 Diversity Celebrations**

*Encourage programs and events that foster the cultural, ethnic, and racial diversity of the community and region.*

**Discussion:** Cultural activities provide an excellent forum in which to share with each other our diverse insights into and experiences of life. This exchange adds a rich texture that improves everyone's quality of life, and helps us to understand, appreciate, and value each other. As tolerance and mutual regard are heightened, it becomes increasingly possible to identify the shared purposes and identity that are so necessary in order to build and maintain a healthy community.

Neighborhood-based events that showcase an ethnic, racial or cultural composition unique to that neighborhood can help to share this synergy with the entire community. Examples include parades organized by a neighborhood, performing arts events, and celebrations dedicated to particular holidays such as Martin Luther King, Jr. Day and alternative commemorations of the year's end. Also, ethnic restaurants are valuable for their ability to draw people from all over the city.

#### **SH 4.5 Community Festivals**

*Support celebrations that enhance the community's identity and sense of place.*

**Discussion:** Community-wide festivals are valuable assets to Spokane for many reasons. They provide an opportunity for members of the community to work together for something positive, outside the social and political boundaries that normally divide us. In addition, they serve as valuable community-building forums that strengthen community identity and establish that identity among the tourist trade. Currently successful examples include Hoopfest, Bloomsday and Pig Out in the Park. The City of Spokane will continue to support community festivals in any way possible, in recognition of the opportunity they provide to build community.

### **SH 5 PUBLIC BENEFIT USES**

**Goal: Create philosophy, policy framework, laws, and regulations that expand and develop wellness programs, affordable and accessible health and human services, child and adult day care, and other public benefit uses.**

#### Policies

##### **SH 5.1 Coordination of Human Services**

*Coordinate with county, state, and federal agencies and other appropriate entities to evaluate existing needs, facilities, and programs relative to health and human services, and develop regionally equitable and comprehensive programs and service delivery systems.*

**Discussion:** Community-based partners in this coordination process may include social service agencies, schools, libraries, community centers, and neighborhood groups. Efforts should be directed toward issues related to persons who are homeless, disabled, in low-income brackets, and others in need. Of particular concern are the impacts of deinstitutionalization and the inequities and inefficiencies of service delivery, which can result when location of service provision, geographic distribution of consumers, and funding and programmatic decision-making become disassociated from one another. Cooperation will result in improved coordination,

**Last Revisions Effective 1-17-07**

reduced duplication of services, and increased efforts to access and leverage any funds available to the respective entities that support these efforts.

## SH 5.2 Neighborhood-Level Health and Human Services

*Provide financial, regulatory, and tax incentives for business and property owners, service providers, and developers in order to increase the number of neighborhood and district centers where health and dental clinics, and human services are available.*



**Discussion:** Access to health and dental care, and human services, is a fundamental aspect of social health. Therefore, facilities and staffing should be sufficient to enable all citizens to obtain health and human services at the neighborhood level, preferably within walking distance of their home. (See the Draft Comprehensive Plan/EIS, Volume 2, for Map SH 13, “AIDS Programs” and Map SH 14, “Health Care Programs for the Uninsured”).

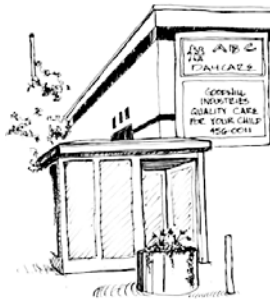
There are a number of ways the City of Spokane can provide financial support for neighborhood-based health and human services. By adequately funding the Human Services department, the city provides both the matching money necessary to access outside funding as well as staff whose technical assistance can help non-profit organizations obtain federal, state and private funding for which they are eligible. These efforts should specifically focus on projects that support the location of human services in neighborhood and district centers.

## SH 5.3 Space for Public Benefit Uses

*Provide regulatory incentives and flexibility that encourage builders, developers, and businesses to make space available in their project for public benefit uses.*

**Discussion:** In order to create an atmosphere of good public health, coordination must exist between private enterprise and public entities such as state, county, and city governments, schools, health and human service agencies, neighborhood groups, and community centers. Each entity must do its share to contribute to social health in whatever manner is consistent with their nature and operations.

Any of the following uses qualify as a public benefit use, so long as they are available to the general public: child and/or adult day care; health and human services, such as employment counseling and walk-in clinics; recreation facilities; educational or vocational activities; community meeting rooms; and art galleries or museums. Such arrangements may be mutually beneficial and therefore attractive in their own right. For example, public benefit uses within a business facility could draw in more clientele to the business. Also, day care centers at places of employment increase worker stability and therefore lower the employer’s retraining costs.



## SH 6 SAFETY

**Goal:** Create and maintain a safe community through the cooperative efforts of citizens and city departments, such as Planning, Design Review, Police, Fire, Human Services, Youth, Recreation, and Neighborhood Services.

### Policies

#### SH 6.1 Crime Prevention Through Environmental Design Themes

*Include the themes commonly associated with Crime Prevention Through Environmental Design (CPTED) in the normal review process for development proposals.*

**Discussion:** The CPTED concept packages quality planning and design standards into a development tool that supports public safety. Certain themes commonly associated with the CPTED approach include:

- ◆ **Activities vs. Locations:** Create a presence of normal activity, which dominates the tone of acceptable behavior and ownership for any given space.
- ◆ **Elimination of Anonymous Spaces:** Employ methods that create a perception of territorial ownership in public spaces, such as artwork (as approved by the Arts Commission) on bus shelters, underpasses, and parking lots, as one means to reduce vandalism.
- ◆ **Friendly Streetscapes:** Encourage on-street parking (as opposed to expansive parking lots), narrower streets, crosswalks, and sidewalks.
- ◆ **Lighting:** Design lighting to specifically support safety, identification, environmental integration, beautification, attraction, and recreation.
- ◆ **Variety of Uses:** Include a variety of uses in the same building, which helps to ensure that someone is around the building more frequently; e.g., residential and commercial uses in the same building.
- ◆ **Natural Barriers:** Provide natural barriers, such as distance or terrain, to separate conflicting activities.
- ◆ **Pedestrian Amenities:** Encourage public interaction and create street activity by providing pedestrian amenities, such as sturdy seating and pedestrian-level lighting in parking lots, walkways, entrances, and exits.
- ◆ **Property Maintenance:** Create the impression that someone is monitoring a property by consistently maintaining the property in a way that conveys a pride of ownership.

#### SH 6.2 Natural Access Control

*Use design elements to define space physically or symbolically and control access to property.*

**Discussion:** Examples of acceptable natural or symbolic elements include visually permeable fences, low walls, prickly shrubbery and canopy trees, signs, pavement, art, and vegetative or fenced screening. These tools can be used effectively to notify an intruder that they have entered someone's space. The idea is to create a safe environment that still has a people-friendly feel to it. The goal is to discourage access control methods that feel institutional, ranging from labor-intensive organized methods, such as guards, or overt mechanical devices, such as locks and gates. Through application of restraint, it is possible to limit access and declare ownership without sacrificing aesthetics.

### SH 6.3 Natural Surveillance

*Design activities and spaces so that users of the space are visible rather than concealed.*



**Discussion:** Activity patterns can be influenced through the design of parking, building orientation, and elements such as windows and landscaping, which encourage visibility and public interaction. It is usually more efficient and cost-effective for people who know their neighbors to assert ownership over their personal and public space than to expect this level of oversight from an outside presence such as a police patrol. Also, people's behavior often corresponds to the quality and character of their environment. For example, people tend to rise to the expectations of a humane environment, whereas an impersonal or anonymous environment suggests that people may not need to be accountable for their actions.

### SH 6.4 Territorial Reinforcement

*Employ certain elements to convey a sense of arrival and ownership and guide the public through clearly delineated public, semi-public, and private spaces.*

**Discussion:** The type of behavior that tends to prevail within a defined space relates directly to the character of the ownership asserted there. Marking territory conveys the message that the owner is prepared to defend it. For this reason, anonymous spaces that do not seem to belong to anyone are susceptible to vandalism or other anti-social behavior.



Examples of elements that can be used to indicate the location of defensible space include sidewalks, pavement, lighting, landscaping, signage, art, low walls, fencing, and changes in elevation. Public spaces are those intended for all to use, semi-private spaces are intended for specific users or uses, and private space is intended for private use by businesses, tenants, and homeowners.

### SH 6.5 Project Design Review

*Include the crime prevention principles of CPTED in any analysis of projects that come before the Design Review Committee.*

**Discussion:** Design review for crime prevention should result in recommendations that encourage voluntary, creative solutions rather than mandates, which require specific actions.

### SH 6.6 Neighborhood Role

*Encourage neighborhood residents to apply CPTED principles in their consideration of development issues within their own particular neighborhood.*

**Discussion:** Information on CPTED principles should be available to citizens who are interested in proactive steps they can take to make their neighborhood a safer place to live, work, shop, and play. They should be encouraged to refer to these guidelines in making a wide range of decisions, from landscaping their own yard to defining their neighborhood design guidelines.

## SH 6.7 Community Oriented Policing Services

*Continue to support the operation and administration of neighborhood-based Community Oriented Policing Services (C.O.P.S.).*

**Discussion:** Spokane's Community Oriented Policing Services (C.O.P.S.) is an international model for successful community mobilization and neighborhood level problem solving. This prime example of neighbors helping neighbors is a very effective way to improve neighborhood safety, a key aspect of social health. C.O.P.S. Substations also provide vital venues for decentralized, neighborhood-based collaborative outreach between agencies such as [Department of Corrections Community Corrections Officers, Code Enforcement, Blockwatch and in the future Spokane Regional Mental Health.]

In addition to direct financial support as a percentage allocation from the General Fund, there are many other creative ways the City of Spokane can help to ensure the continuation of the C.O.P.S. program. In-kind contributions might include waiver of Parks and Recreation Department exhibitor fees, reduced fees for parade permits and block party permits, no-charge access to equipment such as street barricades, and gas card vouchers for Neighborhood Observation Patrols. Also, a C.O.P.S. store might be designated as the primary site for sale of city surplus items. In exchange for this service, a percentage of the revenue would go toward sustaining the C.O.P.S. program. In addition, C.O.P.S. Substations' ability to serve as neighborhood convening spots could be enhanced by providing secured receptacles for utility payments at C.O.P.S. Substations, and partnering with the Office of Neighborhood Services to provide space for a neighborhood council presence in C.O.P.S. Substations.