



# Spokane County

WASHINGTON

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## AGENDA PACKET

### STEERING COMMITTEE OF ELECTED OFFICIALS

March 20, 2024

Shadle Park Library, Events Room, 2111 West Wellesley Ave, Spokane WA, 99205,  
9:00 AM

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#### **ATTACHMENTS: (Click the following links for review)**

Agenda

Legal Notice

Minutes (DRAFT – January 24, 2024)

PTAC Report and Recommendation

- 2026-2046 First-Round Population Forecast and Allocation

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#### **Public Zoom Webinar Information**

The meeting will be conducted in person and remotely utilizing web and telephone conference tools. To access meeting remotely please input the link below into your web browser:

#### **Webinar Link:**

<https://us06web.zoom.us/j/84251346645?pwd=KzB2DxRdgAH9flEoppwtoZ6lbDWqc3.1>

**Telephone:** 1-253-215-8782 (toll free)

- Meeting ID: 842 5134 6645
- Pass Code: 371799



BUILDING & PLANNING DEPARTMENT  
SCOTT CHESNEY, AICP, PLANNING DIRECTOR

**DATE:** March 13, 2024  
**TO:** Steering Committee of Elected Officials  
**FROM:** Scott Chesney  
**REGARDING:** March 20, 2024 – Agenda  
**LOCATION:** Shadle Park Library, Events Meeting Room

Call to Order 9:00 A.M.  
Minutes Review and approval: January 24, 2024  
Workshop Initial Jurisdictional Population Allocation  
Recommendation from PTAC  
Public Comment  
Adjourn

**NOTICE OF PUBLIC MEETING  
BEFORE THE SPOKANE COUNTY GROWTH MANAGEMENT  
STEERING COMMITTEE OF ELECTED OFFICIALS (SCEO)**

**NOTICE IS HEREBY GIVEN** by the Spokane County Department of Building & Planning, pursuant to Chapter 36.70A RCW, that a public hearing of the Spokane County Growth Management Steering Committee of Elected Officials will be held on Wednesday, March 20, 2024, at the Shadle Park Library, 2111 West Wellesley Ave, Spokane Washington, 99205, and will begin at 9:00 A.M. Participants can also attend the hearing by Zoom.

**Workshop:**

- Initial Jurisdictional Population Allocation Recommendation from PTAC

To ensure everyone attending has an opportunity to speak, testimony may be limited to three (3) minutes per speaker. Virtual Chat is not supported. The Steering Committee reserves the right to adjust the time frame allotted to speakers during the public hearing.

The meeting will be in person and available remotely, utilizing web and telephone conference tools. To access the public hearing remotely, please input the link below into your web browser:

**Webinar Link:**

<https://us06web.zoom.us/j/84251346645?pwd=KzB2DxRdgAH9flEoppwtoZ6lbDWqc3.1>

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Questions or assistance with remote connection or telephone conference prior to the hearing should be forwarded to Elya Miroshin, Planning Commission Clerk (509) 477-7139. Individuals planning to attend the meeting in person who require special assistance to accommodate physical, hearing, or other impairments, please get in touch with the Planning Commission Clerk as soon as possible so that arrangements can be made.

Information on the agenda items above is available at the Spokane County Department of Building and Planning website at <https://www.spokanecounty.org/3473/Steering-Committee-News>. Requests for information should be directed to Elya Miroshin, Spokane County Department of Building and Planning, 1026 West Broadway Ave., 1<sup>st</sup> Floor., Spokane, WA. 99260 Phone: 509-477-1500.

DATED THIS 5TH DAY OF MARCH 2024  
SPOKANE COUNTY DEPARTMENT OF BUILDING AND PLANNING



**SPOKANE COUNTY STEERING COMMITTEE OF ELECTED OFFICIALS  
MINUTES OF THE PUBLIC HEARING  
JANUARY 24, 2024**

<b>Steering Committee of Elected Officials Voting Members Present</b>	<b>Steering Committee of Elected Officials Non-Voting Members Present</b>	<b>Spokane County Staff Present</b>
<ul style="list-style-type: none"> <li>-Chair, Mayor Kevin Freeman, City of Millwood</li> <li>-Vice Chair, Commissioner Al French, Spokane County</li> <li>-Council Member Rod Higgins, City of Spokane Valley</li> <li>-Council Member Michael Cathcart, City of Spokane</li> <li>-Council Member Kitty Klitzke, City of Spokane</li> <li>-Commissioner Josh Kerns, Spokane County</li> <li>-Commissioner Amber Waldref, Spokane County</li> <li>-Council Member Micki Harnois</li> <li>-Mayor Cris Kaminskas, City of Liberty Lake</li> </ul>	<ul style="list-style-type: none"> <li>-Joel White, Spokane Homebuilders Association, Citizen-at-Large</li> <li>-Ned Wendle, Representing School Districts</li> <li>-Patrick Burch, Representing Fire Districts</li> </ul>	<ul style="list-style-type: none"> <li>-Robert Brock, AICP, Planner</li> <li>-Laurie Carver, Data Systems Analyst</li> <li>-Elya Miroshin, Clerk</li> <li>-Scott Chesney, AICP, Director of Planning</li> </ul>

**CALL TO ORDER**

The January 24, 2024, public hearing of the Steering Committee of Elected Officials, was called to order by Chair Kevin Freeman at 9:03 A.M. A quorum was present.

The meeting was accessible to the public at the Spokane County Water Resource Center, located at 1004 North Freya Street, Spokane, WA, and via Zoom with web and telephone links provided in the Spokesman Review on January 9, 2024.

**MOTION**

Chair Kevin Freeman entertained a motion to adopt the October 18, 2023, minutes. So moved by Council member Higgins; seconded by Council member Cathcart. No discussion. The motion carries unanimously.

**PUBLIC HEARING**

Mr. Chesney reviewed the Planning Technical Advisory Committee’s (PTAC) recommendation that the Steering Committee of Elected Officials (SCEO) recommend to the Board of County Commissioners (BoCC) the adoption of Office of Financial Management’s (OFM) medium population projection number 654,665. This will commit all jurisdictions within the County planning under the Growth Management Act (GMA) to this projection.

**Chair Freeman opened the 2026-2046 Spokane County Population Projection Public Hearing.**

No Comments.

**Chair Freeman closed the 2026-2046 Spokane County Population Projection Public Hearing.**

**MOTION**

Council member Cathcart moved to recommend adoption to the Board of County Commissioners (BoCC) the medium population projection; seconded by Council member Higgins. No discussion. Motion carried unanimously.

**WORKSHOP**

Melissa Alofaituli introduced herself as the new Commerce representative for the Eastern Region, replacing Scott Kuhta.

**WORKSHOP**

**Tribal Participation:**

PTAC Chair, Heather Trautman, briefed the SCEO members of PTAC's recommendations on legislative changes in GMA regarding Tribal participation in the periodic update as well as the SCEO and PTAC roles in preparing for the 2026 update.

The first PTAC recommendation suggests the SCEO consult with both the leadership of the Kalispel Tribe of Indians and the Spokane Tribe of Indians regarding participation on the SCEO and their preferred form and level of participation.

The second PTAC recommendation suggests the SCEO allow each Tribe to have voting positions and that each Tribe should be allowed to elect a representative from within their government framework including non-elected individuals.

This might preclude an update of the Interlocal Agreement between agencies.

**COMMENTS**

Council member Cathcart questioned if there was flexibility in the SCEO structure, specifically to add an additional representative from the small cities. Mr. Chesney answered that it can be structured in any way the SCEO members see fit with the BoCC's final approval.

Commissioner French is in favor of Tribal participation as voting members on the SCEO recommending Interlocal Agreement reviewal as well as the proposed adjustment of representation as recommended by Council member Cathcart.

Patrick Burch proposed adding a Fire District representative as a voting member to the SCEO.

Council member Klitzke is in favor of Tribal participation as a voting member of the SCEO.

**The SCEO members directed staff to begin consulting with the two tribes to figure out what their preferred form and level of participation is. This may lead to the re-opening of the By-Laws.**

Council member Cathcart suggests the SCEO recommend to the BoCC to add the two Tribal voting member representatives while opening a sub-committee to look at the overall structure of the SCEO.

Commissioner Waldref strongly supports Tribal participation and being able to define what that is for themselves.

Ned Wendle voiced his interest in adding a School District voting member to the SCEO.

Staff will prepare proposals for PTAC study and a review by SCEO.

**Land Capacity Analysis/Population Allocations:**

Kevin Freibott presented PTAC's update of the Urban Growth Area (UGA) Land Capacity Analysis (LCA). The jurisdictions are nearing completion of their property analysis stage, which will then follow up with development capacity analysis. The PTAC's sub-committee is currently working on population allocation by splitting the countywide population into each jurisdictional area. Once the capacity analysis is complete, the second round would consider possible refinement to the jurisdictional population allocation.

**COMMENTS**

Council member Cathcart asked how State Legislation and local changes to middle housing affect projections for the Land Capacity Analysis. Mr. Freibott answered that under the Land Capacity Analysis, after identifying the land you have and determining what that land can hold, each jurisdiction will then come up with an assumed developmental factor in how they expect to grow, providing their own rationale within their report.

Commissioner Waldref asked how the not-yet-updated water system plans will balance the upcoming Land Capacity allocations. Mr. Chesney answered that a proposal to update the Coordinated Water System Plan countywide has been made parallel to the Urban Growth Area Analysis. Commissioner Waldref followed up by asking how different types of zoning affect the allocation decision-making. Mr. Chesney reminded that each individual jurisdiction would make its own analysis, determination, and recommendation. The County will then do the same to ensure that conclusions match. If there is a discrepancy, a re-examination will be made.

Ned Wendle informed the SCEO members that the Spokane County Superintendents expressed wanting to be pre-emptive and have more of a partnership on the forefront regarding planning population allocations.

**PUBLIC COMMENT**

No public comment was made.

**Council member Higgins moved to adjourn, seconded by Council member Cathcart. Meeting adjourned at 9:55 A.M.**

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Spokane County Steering Committee of Elected Officials, Chair Mayor Freeman Date

Scott Chesney, AICP, Planning Director \_\_\_\_\_

Elya Miroshin, SCEO Clerk, Spokane County Building & Planning

DRAFT

# **First-Round Population Forecast and Allocation**

**PLANNING TECHNICAL ADVISORY COMMITTEE (PTAC)**

*Report and Recommendation to the Steering Committee of Elected Officials*

Periodic Update under the Growth Management Act, 2026 to 2046

Written and Recommended by PTAC, February 2024



## Introduction

Following several months of discussion and analysis, the Planning Technical Advisory Committee (PTAC) recommends the following first-round allocation of population in Spokane County through the year 2046. This proposal, if recommended by the SCEO and adopted by the Board of County Commissioners, would constitute an initial allocation of future population that each jurisdiction would use to begin comprehensive planning pursuant to the requirements of the Growth Management Act (GMA).

*The full recommendation is summarized on the last page of this report (page 6).*

## Base Assumptions—Countywide Population Forecast

All the following analysis and recommendations utilize the medium forecast for 2046 provided by the Washington Office of Financial Management (OFM) in 2022. PTAC assumes that this will be the selected countywide growth forecast, but as of the writing of this report the Board of County Commissioners (BOCC) has not adopted that number as the official forecast. If, perchance, BOCC adopts a different forecast for the County, the recommendation provided in this memo will have to be adjusted accordingly.

## Multiple Methods Considered

GMA requires that Counties and the jurisdictions undertake a regional effort to apportion the overall countywide population growth to each of the jurisdictions. While considering how best to do this, PTAC formed a subcommittee of volunteers from among its membership. The subcommittee analyzed and considered several methods that could be used to determine how each jurisdiction might grow. These included:

- A trend created from OFM total population estimates.
- A trend created from annual growth rates (OFM-reported).
- Outputs from the Spokane Regional Transportation Council (SRTC) Land Use Allocation Tool.
- A trend created from American Community Survey/Census reported populations.

After careful consideration of the results, statistical reliability, and relative accuracy of the trends created, PTAC recommends the use of historic OFM population estimates to generate population trends for each jurisdiction.

To generate a trend for each jurisdiction, OFM-reported total population for each jurisdiction from 2010 until 2023 were used to calculate a unique linear trend for each jurisdiction. Those trends were used to forecast total population out to 2046, indicating what proportion, or “share,” of the growth should be allocated to each jurisdiction.

## Identified Shortfalls and Opportunities in OFM Trend Data

The resulting trend is entirely informed by actual past growth experienced by each jurisdiction rather than conjecture or projections based on less specific data. This approach has the added value of utilizing a data source strongly supported and recommended by the State Department of Commerce and one used by many other counties and cities throughout the state. While past growth is the most stable, statistically supported method for projecting data into the future, it comes with a few shortfalls:

- Recent events like the COVID pandemic and efforts by many jurisdictions in the past few years to foster greater residential development will not be reflected in the trend. Nor will changes to the development environment anticipated by House Bill 1110 and other similar GMA amendments passed in recent years.
- OFM-reported populations are primarily informed by development permits issued by each jurisdiction. Accordingly, consideration of remaining land supply and infrastructure capacity are not factored into the trend, only actual historic development.
- High growth in larger communities in Spokane coupled with slower growth in a few smaller communities resulted in negative projections for three jurisdictions: Fairfield, Latah, and Spangle. The consensus of the PTAC subcommittee is that this is an artifact of the trend calculations—PTAC does not actually expect those communities to shrink between now and 2046. See later in this memo for how this negative result was adjusted by PTAC.

### **A Two-Step Process for Allocation—Both Past and Present Factors**

It is generally agreed that the allocation of population in Spokane County should be informed not only by mathematical trends but also by real-world conditions and the policy framework of each community. To that end, PTAC recommends a two-step process:

**FIRST ROUND:** Initial population allocation based on historic population trends.

**SECOND ROUND:** Adjusted final population allocation informed by each jurisdictions’ Land Capacity Analysis and other sources.

While the exact process for the second-round allocation is still under discussion by the PTAC, factors that are expected to inform the second-round allocation include:

- Past Growth Patterns
- Infrastructure Considerations (Capital Facility Plans, water studies, sewer studies)
- New Requirements of the Growth Management Act (HB 1220, etc.)
- Jurisdictional Feedback
- Proximity to Employment

Accordingly, the initial first-round allocation provided in this report is only a first step in an iterative process. These growth allocations are expected to change through a collaborative cross-jurisdictional discussion once each community has completed their capacity analyses and other studies.

### **Ensuring a Medium OFM Projection Countywide**

When the results of this method were added together, the countywide population in 2046 exceeded the medium OFM population for the entire county. Accordingly, the results of the various linear trends were “normalized” to ensure that the sum of all populations in 2046 matched the medium OFM population trend. Essentially, the trends for all jurisdictions were adjusted very slightly downward to ensure that the sum of all populations conformed to the OFM Medium population.

The only jurisdiction that did not receive this normalization was Medical Lake, where normalization would result in a zero-growth projection. For Medical Lake, the raw trend was used without normalization, resulting in a very small rate of growth (see the following tables).

## Negative Trends

For the purposes of the first round, PTAC recommends that the three communities showing negative trends (Fairfield, Latah, and Spangle) be manually adjusted to assume zero change, at least for the first round. PTAC feels that it is unlikely these communities will shrink over time, given the current OFM projections for countywide growth. However, lacking better information as to what growth they might expect, manual adjustment is helpful in that it allows time for these three communities to consider their growth potential from other sources before the final second-round allocation is completed. Once those analyses are complete, these numbers will likely rise during the second-round allocation.

## First-Round Population Allocation

The table below (**Table 1**) presents the results of the trend for each jurisdiction, including the corrections and normalization discussed above. The 2023 OFM estimated population for each jurisdiction is shown as well for general information. As discussed above, these numbers are expected to change somewhat in the second round, as more is learned about each jurisdiction’s ability/willingness to grow to this degree and their infrastructure/land capacity. However, this result provides a useful first step in regional and local growth planning.

Jurisdiction	2023 Baseline		2046 Allocation -- RECOMMENDATION			
	TOTAL		TOTAL		GROWTH	
	Total Population	% of Total	Total Population	% of Total	New Population by 2046	% of All County Growth
Spokane County (Whole)	554,600	100.00%	654,665	100.00%	100,065	100.00%
Unincorporated County (inclusive)	163,390	29.46%	198,626	30.34%	35,236	35.21%
Unincorporated Outside UGA Only	93,934	16.94%	98,642	15.07%	4,708	4.70%
Unincorporated Inside UGA Only	69,456	12.52%	99,984	15.27%	30,528	30.51%
Incorporated Spokane County (sum)	391,210	70.54%	456,039	69.66%	64,829	64.79%
Airway Heights	11,280	2.03%	17,945	2.74%	6,665	6.66%
Cheney	13,160	2.37%	16,535	2.53%	3,375	3.37%
Deer Park	4,925	0.89%	6,290	0.96%	1,365	1.36%
Fairfield	600	0.11%	600	0.09%	0	0.00%
Latah	185	0.03%	185	0.03%	0	0.00%
Liberty Lake	13,150	2.37%	21,934	3.35%	8,784	8.78%
Medical Lake	4,915	0.89%	5,159	0.79%	244	0.24%
Millwood	1,925	0.35%	1,974	0.30%	49	0.05%
Rockford	570	0.10%	636	0.10%	66	0.07%
Spangle	280	0.05%	280	0.04%	0	0.00%
Spokane	232,700	41.96%	256,057	39.11%	23,357	23.34%
Spokane Valley	107,400	19.37%	128,313	19.60%	20,913	20.90%
Waverly	120	0.02%	131	0.02%	11	0.01%
Source	OFM	CALC	CALC	TREND	CALC	CALC

Notes: UGA = Urban Growth Area, OFM = Office of Financial Management population estimate, CALC = Calculated Value, "inclusive" = includes both inside and outside the UGA

## Comparison of Previous and New Allocations

The last time the County and Cities were asked to adopt a population allocation was during the 2017 Comprehensive Plan Update process. Since that time, growth in the County has generally outstripped the projections provided by OFM. Accordingly, the new countywide OFM projection provided by OFM assumes somewhat higher overall growth in Spokane County than before, in line with the actual growth seen between 2017 and 2023. In other words, OFM has corrected for the error in the previous forecast.

Because the growth expected in the future is significantly greater than last round, it is more useful to compare the share of overall growth allocated to each jurisdiction rather than the numerical growth in people. As shown in **Table 2** below, the overall share of growth that each jurisdiction is expected to accommodate has not changed significantly since the 2017 updates, save for the unincorporated UGA and the unincorporated rural areas outside the UGA.

**Table 2: COMPARING 2017 AND 2026 SHARE OF GROWTH**

Jurisdiction	2017 UPDATE CYCLE			2026 UPDATE CYCLE			COMPARISON	
	CURRENT	FUTURE		CURRENT	FUTURE		Share is Higher or Lower?	Change in Share %
	2017 Population	Growth through 2037	Share of County Growth	2023 Population	Growth through 2046	Share of County Growth		
Spokane County (Whole)	499,348	84,061	100.00%	<b>554,600</b>	100,065	100.00%	-	-
Unincorporated County (inclusive)	144,903	31,877	37.92%	<b>163,390</b>	35,236	35.21%	Lower	-2.71%
Unincorporated Outside UGA Only	91,010	17,653	21.00%	<b>93,934</b>	4,708	4.70%	Lower	-16.30%
Unincorporated Inside UGA Only	53,893	14,224	16.92%	<b>69,456</b>	30,528	30.51%	Higher	13.59%
Incorporated Spokane County (sum)	354,445	52,184	62.08%	<b>391,210</b>	64,829	64.79%	Higher	2.71%
Airway Heights	9,071	5,226	6.22%	<b>11,280</b>	6,665	6.66%	Higher	0.44%
Cheney	11,827	2,949	3.51%	<b>13,160</b>	3,375	3.37%	Lower	-0.14%
Deer Park	4,110	1,215	1.45%	<b>4,925</b>	1,365	1.36%	Lower	-0.08%
Fairfield	620	40	0.05%	<b>600</b>	0	0.00%	Same	-0.05%
Latah	195	0	0.00%	<b>185</b>	0	0.00%	Same	0.00%
Liberty Lake	9,780	6,129	7.29%	<b>13,150</b>	8,784	8.78%	Higher	1.49%
Medical Lake	5,072	970	1.15%	<b>4,915</b>	244	0.24%	Lower	-0.91%
Millwood	1,808	139	0.17%	<b>1,925</b>	49	0.05%	Lower	-0.12%
Rockford	470	0	0.00%	<b>570</b>	66	0.07%	Higher	0.07%
Spangle	281	7	0.01%	<b>280</b>	0	0.00%	Lower	-0.01%
Spokane	215,839	20,859	24.81%	<b>232,700</b>	23,357	23.34%	Lower	-1.47%
Spokane Valley	95,264	14,650	17.43%	<b>107,400</b>	20,913	20.90%	Higher	3.47%
Waverly	108	0	0.00%	<b>120</b>	11	0.01%	Higher	0.01%
Source	SCEO	SCEO	CALC	OFM	PTAC	CALC	CALC	CALC

Notes: UGA = Urban Growth Area, CALC = Calculated Value, PTAC = Round One Population Allocation Recommendation (see Table 1 above), "inclusive" = includes both inside and outside the UGA, SCEO = Steering Committee of Elected Officials Report, Population Forecast and Allocation, November 2015.

As **Table 2** shows, most jurisdictions can expect very similar shares of future growth compared the previous comprehensive plan update process. Most shares would change less than two percent, except for Spokane Valley which indicates slightly more than a four percent increase in share.

Of note, the share of growth expected in the Unincorporated UGA and Unincorporated Outside the UGA areas differs more than 13 percent when comparing the 2017 and 2024 cycles. The assumption during the 2017 update cycle was that more growth would occur in the rural areas outside the UGA than in the unincorporated UGA. However, growth reported by OFM since 2020 has been significantly higher in the unincorporated UGA areas than in the rural areas. By using historic population to create trends for these areas, the recommended allocation for this round corrects that inconsistency and allocates much more growth to the unincorporated UGA than to the rural areas. The trend utilized by PTAC to form this first-round recommendation made this adjustment naturally without the need for any manual adjustment of the projection—development since 2017 was truly higher inside the UGA than outside it, creating a higher projected growth trend.

## Conclusion & Recommendation

In consideration of the data and analysis described above, the PTAC recommends to the SCEO the following:

1. Approve a First Round Population Allocation for Spokane County and its jurisdictions based on the following share of future growth through 2046:

<b>Table 3: PTAC Recommendation, 2046 Forecast and Allocation</b>			
<b>Jurisdiction</b>	<b>% of Future Growth</b>	<b>Additional Population in 2046</b>	<b>Total Population in 2046</b>
Spokane County (Whole) <sup>1</sup>	100.00%	100,065	654,665
Unincorporated County (inclusive)	35.21%	35,236	198,626
Unincorporated Outside UGA Only	4.70%	4,708	98,642
Unincorporated Inside UGA Only	30.51%	30,528	99,984
Incorporated Spokane County (sum)	64.79%	64,829	456,039
Airway Heights	6.66%	6,665	17,945
Cheney	3.37%	3,375	16,535
Deer Park	1.36%	1,365	6,290
Fairfield <sup>2</sup>	0.00%	0	600
Latah <sup>2</sup>	0.00%	0	185
Liberty Lake	8.78%	8,784	21,934
Medical Lake	0.24%	244	5,159
Millwood	0.05%	49	1,974
Rockford	0.07%	66	636
Spangle <sup>2</sup>	0.00%	0	280
Spokane	23.34%	23,357	256,057
Spokane Valley	20.90%	20,913	128,313
Waverly	0.01%	11	131
<i>Notes:</i>	<sup>1</sup> The Spokane County number represents the medium OFM projection for Spokane County, expected to be adopted by the BOCC in a meeting in the first quarter of 2024. It is not a part of this recommendation. <sup>2</sup> It is not expected that the growth for these three jurisdictions will remain at zero through the final allocation.		

2. Ask each Jurisdiction to provide input to the PTAC on their capacity and ability to serve this amount of growth as well as any known or reasonably expected development that might change the population they can expect to accommodate within 20 years, after which PTAC will provide any recommended changes to the table above to achieve a final recommended allocation.