



CHAPTER 1

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INTRODUCTION

Purpose: Horizon 2045 is the Metropolitan and Regional Transportation Plan for Spokane County, Washington.

Spokane County is the fourth most populous county in Washington state with 515,250 residents in 2019, as shown in figure 1.1. By 2021, its population was estimated to have grown to 527,600.¹ The City of Spokane is the largest city in the county (second in the state to Seattle) and the county seat. Spokane County has historically functioned as the transportation hub of the Inland Northwest, especially for the mining, timber, and agriculture sectors. Figure 1.2 shows the Spokane Metropolitan Planning Area (MPA), which consists of Spokane County in its entirety. For the purposes of this document, the Spokane region and the SRTC planning area both refer to the Spokane MPA.

HISTORY OF THE REGION

The history of the region has played a major role in how its transportation system has developed. Spokane County is made up of several cities, the largest being Spokane. The city of Spokan Falls (the “e” was added in 1883 and “Falls” dropped in 1891) was incorporated as a city of about 1,000

¹ Washington State Office of Financial Management (OFM) April 1, 2021 official population estimates.

Figure 1.1: Population of Municipalities in the Spokane MPA

Jurisdiction	2020 Population
Spokane	222,000
Spokane Valley	96,720
Cheney	12,410
Liberty Lake	11,000
Airway Heights	9,545
Medical Lake	5,005
Deer Park	4,390
Millwood	1,795
Fairfield	625
Rockford	485
Spangle	280
Latah	195
Waverly	130
Unincorporated County	150,670
Total	515,250

OFM April 1, 2019 official population estimates.

residents in November 1881.² With the arrival of the four major intercontinental railroads soon after, Spokane became a vital transportation center. The gold, silver and lead rush in nearby North Idaho in the late 19th century added to the desirability of our region, creating an economic and population boom for Spokane. The emergence of natural resource industries including agriculture and timber around the turn of the century continued to fuel the population growth and increased demand on the regional transportation system.



Spokane bids farewell to old streetcars owned by the Spokane United Railways in a 1936 parade (Photo courtesy of Spokane Public Library).

This demand led to the beginnings of public transportation in the area; horse-drawn vehicles, steam-powered streetcars and cable cars in the 1880s. In 1922, the Spokane United Railway Company was founded. It consisted of several electric trolley and streetcar lines established by real estate developers to encourage people to buy homes in new neighborhoods outside downtown Spokane. Ridership declined as the popularity of the automobile increased and by 1936 electric trolley lines were replaced by buses.

Transit ridership reached its peak in Spokane in 1946 with 26 million passengers as a result of gasoline rationing from World War II. In the years following, the personal automobile continued to erode transit usage and in 1968 the City of Spokane took over operation of the area’s bus transit system. In 1980 voters approved establishment of the Spokane Public Transportation Benefit Area (PTBA), relinquishing the City’s control of the public transit system. Initially funded by a three-tenths of one percent sales tax, an additional three-tenths was approved by voters in 2004 for a total of six-tenths of one percent (0.6 percent). Another tax increase was approved to maintain, expand and improve transit service in November 2016, meaning a tenth-of-a-penny increase went into effect in April 2017, followed by a second tenth of a penny in April 2019.

Spokane Transit Authority (STA) is the fixed route, paratransit and vanpool public transportation provider for the PTBA. A list of other area public transportation providers is included in the Spokane County Coordinated Public Transit-Human Services Transportation Plan.³

The increase in personal vehicles led to the growth of the Interstate Highway system. Interstate 90 (I-90) came to the area in the 1960s, bisecting Spokane County. I-90 is the

² Arksey, Laura (October 3, 2009). “Spokan Falls (later renamed Spokane) is incorporated as a first-class city on November 29, 1881”. Essay 9176. HistoryLink.

³ http://www.srtc.org/other_documents.html

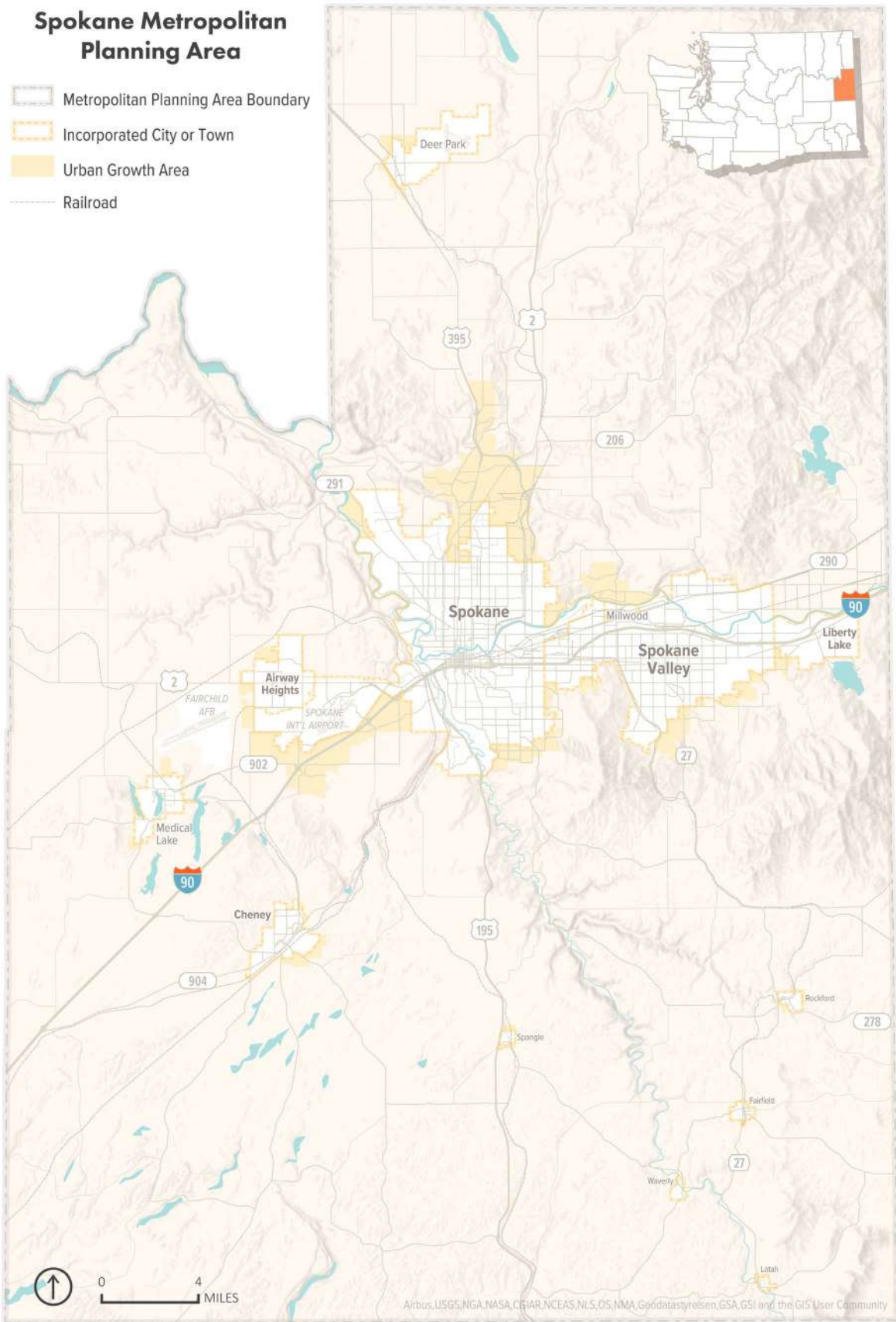


Figure 1.2: The Spokane MPA

longest interstate highway in the U.S., nearly 3,100 miles from Seattle in the west to Boston on the east coast. It is a six lane urban interstate highway from the Garden Springs interchange west of the City of Spokane to Barker Road in the City of Spokane Valley. Other major highways in Spokane County include US-2, US-195 and US-395. Area state routes include SR-904, SR-902, SR-291, SR-290, SR-206, SR-27 and SR-278.

With a major river running through the metropolitan area, bridges have been and continue to be a critical piece of Spokane County's transportation network. Early in Spokane's history, several wooden and steel bridges spanned the Spokane River. Today, there are a total of 304 bridges in Spokane County.⁴ The iconic Monroe Street Bridge was built in 1911 and underwent a major renovation from 2003-2005. The replacement of Spokane Valley's Sullivan Road West Bridge was completed in 2016.

Spokane County has two Class I railroads, Burlington Northern Santa Fe Railway (BNSF) and Union Pacific Railroad (UP), and one class II line (Montana Rail Link). A major yard and intermodal facility is operated by BNSF in Spokane Valley. There is also a transload facility in Spokane Valley (Inland Empire Distribution Systems) served by both BNSF and UP. Additionally, Amtrak provides passenger rail service to the region, using BNSF tracks.

Spokane County's air travel and air freight needs are serviced by Spokane International Airport (SIA) and Felts Field, two air passenger and cargo service facilities. SIA's 4,800 acre facility is located adjacent to I-90 and State Highway 2. A BNSF spur line, known as the Geiger Spur, also serves the AIR Spokane development site. FedEx, UPS, and the United States Customs and Border Patrol agencies have facilities at SIA. The U.S. Postal Service also has a regional processing facility at the airport business park. More than 3 million passengers and 54 thousand tons of cargo pass through SIA annually. SIA, the Airport Business Park and the Felts Field Airport are jointly owned by the City of Spokane and Spokane County. The facilities are operated and maintained by the Spokane Airport Board as a separate entity through an agreement between the City and County. SIA has a \$754 million annual economic impact to the region.

In 1979, Spokane County Parks proposed to build a bike and pedestrian trail along



The second Monroe Street Bridge over the Lower Falls sometime prior to 1910 (Photo courtesy of Spokane Public Library).

the Spokane River. Today, the Centennial Trail is a paved pedestrian and bicycle path that runs for 40 miles across Spokane County, 37 miles of which is a separated class 1 trail. The Fish Lake Trail, Ben Burr Trail and many other shared use paths, bikes lanes and park trails criss-cross the county.

A handful of smaller cities and towns complete the makeup of Spokane County, each with their own additional transportation facilities and challenges. Cheney has significant traffic on SR-904 headed to Eastern Washington University, Liberty Lake has a park and ride facility utilized by many North Idaho residents employed in Spokane County, and many of the rural communities of the county provide farm products destined for distribution points on the transportation system. Each community within the region works together to make the larger transportation system work.

More information on existing transportation modes and facilities in Spokane County is provided in *Chapter 2: Where We're At*.

WHAT IS HORIZON 2045?

Horizon 2045 is the Metropolitan Transportation Plan (MTP) and Regional Transportation Plan (RTP) for Spokane County. MTPs satisfy a variety of federal planning requirements while RTPs are required by the state under the Washington State Growth Management Act of 1990 (GMA).

Horizon 2045 is a multimodal blueprint for the future of transportation and mobility needs of Spokane County. It provides detail to evaluate the effectiveness of proposed transportation activities; analyze potential social, economic, and environmental benefits and consequences; and demonstrate its financial feasibility through the year 2045.

Horizon 2045 identifies a list of projects and programs expected to be implemented between today and the year 2045. It also includes a list of unfunded transportation needs important to the region to be considered should additional funding become available. Additionally, Horizon 2045:

- Supports regional coordination and collaboration;
- Recognizes that land use and transportation are linked and must be considered together to meet both land use goals and transportation needs;



The Great Northern and Spokane, Portland, and Seattle Station, circa 1945, at the present day location of Riverfront Park (Photo courtesy of Spokane Public Library).

⁴ National Bridge Inventory (NBI) ASCII Files, 2020

- Puts an emphasis on maintenance, preservation, and safety;
- Recognizes that an efficient transportation system/network supports livable communities and is crucial to economic vitality;
- Acknowledges improvements to the efficiency of the transportation system can be made through the use of transportation demand management (TDM) and intelligent transportation systems (ITS);
- Provides a financial plan to meet future needs while demonstrating that funding for all projects and programs in the plan is reasonably available;
- Satisfies state and federal planning requirements and regulations; and
- Is a performance-based plan that establishes metrics for monitoring and evaluating success.

SRTC RESPONSIBILITIES

SRTC is the federally designated Metropolitan Planning Organization (MPO) for Spokane County. Federal law requires any urbanized area with a population greater than 50,000 to establish an MPO to ensure transportation spending is based on a continuing, cooperative and comprehensive planning process. Federal funds for transportation projects and programs are channeled through this process and awarded to local agencies and jurisdictions to address transportation needs.

With an urbanized area of greater than 200,000 residents, Spokane is required to have a Transportation Management Association (TMA); a nonprofit organization made up of private and public sector representatives and other interested parties working to address transportation issues. SRTC serves as the TMA for Spokane County.

SRTC is also a state-designated Regional Transportation Planning Organization (RTPO) for Spokane County. RTPOs serve the same basic transportation planning functions as MPOs with additional responsibilities pertaining to GMA. An RTPO covers both urban and rural areas and receives state funding for planning efforts. As mandated by the Revised Code of Washington (RCW), to advance coordination at the regional and local level, RTPOs are authorized to certify County and local comprehensive plans (including amendments). To be certified by SRTC, plans must demonstrate that their transportation elements are consistent with the RTP (Horizon 2045), reflect the guidelines and principles under, and satisfy the state requirements.⁵

As a regional intergovernmental agency, SRTC encourages communication, coordination, and collaboration among planning and transportation departments at partner agen-

cies, including the City of Spokane, City of Spokane Valley, Spokane County, the Washington State Department of Transportation (WSDOT), STA, the Spokane Airport Board, and small cities and towns to assure connectivity throughout Spokane County. An Interlocal Agreement between these agencies shows our commitment to working together to provide each other, and the public, with quality transportation planning services.

MTP REQUIREMENTS

A new Federal transportation law, Fixing American's Surface Transportation Act (FAST Act), was approved in December 2015. This law replaces the previous law, Moving Ahead for Progress in the 21st Century (MAP-21). It is the first law enacted in over ten years that provides long-term funding certainty for surface transportation. That means states and local governments can move forward with critical transportation projects, like new highways and transit lines, with confidence that they will have a Federal partner over the long term.

Overall, the FAST Act largely maintains current program structures and funding levels between highways and transit. The law also makes changes and reforms to many Federal transportation programs, including streamlining the approval processes for new transportation projects, providing new safety tools, and establishing new programs to advance critical freight projects.

Specifically, the FAST Act puts new focus on the following:

1. Project Delivery; a number of proposals speed the permitting process while protecting resources.
2. Freight formula and discretionary grant programs fund freight transportation projects.
3. A new Innovative Finance Bureau will serve as a one-stop shop for state and local governments to receive federal funding, financing or technical assistance.
4. The Transportation Infrastructure Finance and Innovation Act (TIFIA) Loan program provides financing options for large projects and public-private partnerships.
5. Safety and its' impact on the integration and connectivity of the transportation system, across and between modes, for people and freight.
6. Transit language that includes a number of positive provisions, including reinstating the popular bus discretionary grant program and strengthening the Buy America requirements that promote domestic manufacturing through vehicle and track purchases.
7. Ladders of Opportunity include items that strengthen workforce training and improve regional planning. These include allocating slightly more formula funds to

⁵ RCW 47.80.026 and RCW 36.70A.070(6)

local decision makers and providing planners with additional design flexibilities. Notably, the FAST Act makes Transit Oriented Development (TOD) expenses eligible for funding under highway and rail credit programs. TOD promotes dense commercial and residential development near transit hubs in an effort to shore up transit ridership and promote walkable, sustainable land use.

PLANNING FACTORS

The Transportation Equity Act for the 21st Century (TEA-21), enacted in 1998, established seven planning factors which MPOs must consider in the formulation of transportation plans and programs. SAFETEA-LU, enacted in 2005, revised this to eight planning factors. The FAST Act, continues to emphasize these eight planning factors and added two new ones in the metropolitan planning process.⁶ These factors illustrate the need for transportation plans to recognize and address the relationship between transportation, land use, and economic development. The metropolitan planning process shall provide for consideration of projects and strategies that will:

1. Support the economic vitality of the metropolitan area, especially by enabling global competitiveness, productivity, and efficiency;
2. Increase the safety of the transportation system for motorized and non-motorized users;
3. Increase the security of the transportation system for motorized and non-motorized users;
4. Increase accessibility and mobility of people and freight;
5. Protect and enhance the environment, promote energy conservation, improve quality of life, and promote consistency between transportation improvements and State and local growth and economic development patterns;
6. Enhance the integration and connectivity of the transportation system, across and between modes, for people and freight;
7. Promote efficient system management and operation;
8. Emphasize the preservation of the existing transportation system;
9. Improve the resiliency and reliability of the transportation system and reduce or mitigate stormwater impacts of surface transportation; and
10. Enhance travel and tourism.

The FAST Act maintains MAP-21 additional requirements related to performance measures and targets. Under the FAST Act, MPOs are required to coordinate with State and

public transportation providers to establish targets that address federal performance measures. MPOs are required to include performance targets in their plans within 180 days after the date of enactment of performance targets by the State or public transportation provider.⁷ With this in mind, all performance measure areas are included in Horizon 2045 however the only performance measure with a target at this time is for safety. The remaining performance targets are currently under development. This is discussed more in *Chapter 4: How We'll Get There*.

The Code of Federal Regulations says the MTP must cover no less than a 20-year planning horizon, include both short- and long-range strategies/actions, and must be updated, at a minimum, every five years or every four years in air quality non-attainment or maintenance area.⁸ It also includes a list of other items the MTP must include, such as projected transportation demand of persons and goods; existing and proposed transportation facilities; operational management strategies, including ITS; assessments of capital investments; a financial plan; and more.

The FAST Act came with additional guidance and legislation on MTP development. The MTP shall contain, at a minimum:

- 1. Identification of Transportation Facilities:** Should function as an integrated metropolitan transportation system, giving emphasis to those facilities that serve important national and regional transportation functions including major roadways, transit, multimodal and intermodal facilities, non-motorized transportation facilities, and intermodal connectors.
- 2. Performance Measurements and Targets:** Description of the performance measures and performance targets used in assessing the performance of the transportation system. System Performance Report—evaluating the condition and performance of the transportation system with respect to the performance targets, including:
 - Progress achieved by the MPO in meeting the performance targets in comparison with system performance recorded in previous reports; and
 - For MPOs that voluntarily elect to develop multiple scenarios, an analysis of how the preferred scenario improves the conditions and performance of the transportation system and how changes in local policies and investments impact the costs necessary to achieve the identified performance targets.
 - Consultation—the discussion shall be developed in consultation with Federal, State, and tribal, wildlife, land management, and regulatory agencies.

⁷ 23 U.S.C. 150(c)

⁸ 23 CFR 450, Subpart C

⁶ 23 USC 134 (h) (1) Metropolitan Transportation Planning

CONSISTENCY WITH OTHER PLANS

Federal regulations stipulate that the MTP must be consistent with regional plans and programs including:

- The Transportation Improvement Program (TIP)
- The Regional ITS Architecture Plan
- The Congestion Management Process (CMP)
- Air quality plans
- Other modal plans

3C PLANNING PROCESS

As the MPO for Spokane County, SRTC is charged with ensuring a “3Cs” planning process is utilized; “...a continuing, cooperative, and comprehensive multimodal transportation planning process, including the development of a MTP, that encourages and promotes the safe and efficient development, management, and operation of surface transportation systems to serve the mobility needs of people and freight and foster economic growth and development, while minimizing transportation related fuel consumption and air pollution.”⁹

This process requires SRTC to work directly with local, state, and federal agencies and the public to develop and administer a wide range of transportation program activities. More detail on the cooperative process is provided in the Interagency Coordination and Collaboration Process section of this chapter.

MTP AMENDMENTS & ADMINISTRATIVE MODIFICATIONS

Due to air quality issues in the 1980s and 90s, Spokane County is designated a maintenance area under the Clean Air Act. As a result, SRTC is required to update the MTP every four years. Changes can be made more often, as needed, through two methods: amendment or administrative modification.

Amendments require public review and comment, demonstration of fiscal constraint, or a transportation conformity determination for projects in non-attainment and maintenance areas that are not exempt from conformity. Changes to projects that are included only for illustrative purposes, do not require an amendment.

A revision is a change to the MTP that occurs between scheduled periodic updates. A major revision is an amendment, while a minor revision is an administrative modification.

SRTC worked with the WSDOT, Federal Highway Administration (FHWA) and the Federal Transit Administration (FTA) to

⁹ 23 CFR 450 and 49 CFR 613

develop guidelines for amendments which include:

- New projects or deleted projects;
- Major scope changes (as determined by Interagency Consultation);
- Changes that impact air quality conformity;
- Significant changes in funding for or cost of a project; or
- Any other project or plan change deemed “major” by SRTC via interagency consultation.

Administrative modifications include any change that doesn’t qualify as an amendment. Administrative modifications do not require public review and comment, demonstration of fiscal constraint, or a transportation conformity determination (in maintenance areas) to confirm the change is consistent with air quality goals.

RTP REQUIREMENTS

As stated earlier in this chapter, SRTC is required to develop and maintain the RTP for Spokane County. The RTP is a requirement of GMA. Horizon 2045 serves as both the MTP and RTP for Spokane County. To satisfy the GMA requirements for an RTP, Horizon 2045 must include:

- A regional transportation strategy;
- Identified existing and planned facilities and programs;
- Level of service standards for the regional system;¹⁰
- A financial plan;¹¹
- Assessment of regional development patterns;
- Assessment of regional capital investment;
- Least-Cost Transportation Planning;
- Compliance among local land use plans, countywide planning programs/policies, and the state transportation plan;¹²
- References to benchmarks that require a reduction in annual per capita vehicle miles traveled (VMT);¹³ and
- References to greenhouse gas reduction goals.¹⁴

As further defined in the RCWs, primary duties of an RTPO include:

¹⁰ RCW 36.70A

¹¹ RCW 47.80.030(1)(d)

¹² RCW 47.80.026, RCW 36.70A.070, RCW 36.70A.210

¹³ RCW 47.01.440

¹⁴ RCW 70.235.020

- “Establish guidelines and principles by July 1, 1995 that provide specific direction for the development and evaluation of the transportation elements of comprehensive plans” (RCW 47.80.026).
- “Certify by December 31, 1996, that the transportation elements of comprehensive plans adopted by counties, cities, and towns within the region reflect the guidelines and principles developed pursuant to RCW 47.80.026, are consistent with the adopted RTP, and, where appropriate, conform with the requirements of RCW 36.70A.070” (RCW 47.80.023).
- “Review level of service methodologies used by cities and counties planning under chapter 36.70A RCW to promote a consistent regional evaluation of transportation facilities and corridors” (RCW 47.80.023).
- “Work with cities, counties, transit agencies, the department of transportation, and others to develop level of service standards” (RCW 47.80.023).

SRTC developed a plan review and certification process in 2015. SRTC met with WSDOT, local jurisdictions, SRTC committees, and area planning commissions from May through August of 2015 to obtain input on this process. The SRTC Policy Board approved the SRTC Plan Review and Certification Process Instruction Manual on September 10, 2015. This document is available on the SRTC website.

As part of its review and certification process, SRTC evaluates regional LOS for the following modes: vehicular, transit, and non-motorized (combined bike/walk). SRTC’s regional vehicular LOS is evaluated for regional mobility corridors with data taken from the SRTC regional travel demand model. For vehicular LOS on interrupted flow facilities, SRTC conducts a corridor-level travel time analysis and for vehicular LOS on uninterrupted flow facilities, SRTC conducts the analysis using corridor-level vehicular volumes. For transit LOS, SRTC evaluates systemwide ridership and for non-motorized LOS, mode share is analyzed.

STATE TRANSPORTATION POLICY

Horizon 2045 is also required to consider the state transportation policy goals, listed in figure 1.3. These were incorporated as part of the process to develop the Horizon 2045 Guiding Principles and Policies included later in this chapter.

MTP & RTP REQUIREMENTS

Requirements for the MTP and RTP between the Federal and state levels overlap in several areas. The requirements for each are shown in figure 1.4.

Figure 1.3: Statewide Transportation Goals

Preservation	To maintain, preserve and extend the life and utility of prior investments in transportation systems and services, including the state ferry system.
Safety	To provide for and improve the safety and security of transportation customers and the transportation system.
Stewardship	To continuously improve the quality, effectiveness and efficiency of the transportation system.
Economic Vitality	To promote and develop transportation systems that stimulate, support and enhance the movement of people and goods to ensure a prosperous economy.
Mobility	To improve the predictable movement of goods and people throughout Washington state.
Environment	To improve the predictable movement of goods and people throughout Washington state.

Figure 1.4: Federal and State Requirements



INTERAGENCY COORDINATION & COLLABORATION

SRTC consults with several other agencies as a required part of the conformity determination process as stated in 40 CFR. Part 93.105, which covers requirements for determining conformity to State or Federal Implementation Plans; transportation plans or programs; or projects developed, funded, or approved under Title 23 or Title 49.

The agencies involved in SRTC's interagency consultation group include the FTA, FHWA, WSDOT, Washington State Department of Ecology, Spokane Regional Clean Air Agency, STA, and the U.S. Environmental Protection Agency (EPA).

SRTC has two different formal interagency groups/processes, one for air quality purposes and another for non-air quality purposes, such as development of the MTP and TIP, financial planning and more.

The interagency consultation group determines which transportation projects should be considered regionally significant for purposes of transportation modeling. This group also evaluates whether projects otherwise exempt from meeting conformity should be treated as non-exempt when potential adverse air quality impacts may exist.

SRTC also coordinates and collaborates with partner jurisdictions including the MPO for neighboring Kootenai County, ID, Kootenai Metropolitan Planning Organization (KMPO). SRTC and KMPO maintain a working relationship of planning for the two adjacent counties; providing a partnership for cooperative transportation decision making within the region.

PUBLIC INVOLVEMENT

SRTC's Public Participation Plan includes several requirements for public outreach and document review during the MTP process. A variety of outreach methods and materials must be used to engage the public. In addition, the MTP must:

- Be updated at a minimum of every four years.
- Be reviewed by SRTC's Policy Board, Transportation Technical Committee and Transportation Advisory Committee prior to being adopted or accepted by the Board.
- Be reviewed through the Interagency Coordination and Collaboration process.
- Have a minimum 30-day public comment period prior to adoption.

- Have a Legal advertisement published including notice of a public comment period to be held to provide the public opportunity to review and submit comments about the document.
- Have notice of the public comment period sent to an extensive email distribution list.
- Have a public meeting hosted during the 30-day public comment period to solicit input.
- Be posted for review and comment on SRTC's web and blog sites.
- Be provided to Federal, State and member agencies for review and comment.
- The final version of the adopted document must be posted on the SRTC website.

In addition to these requirements, SRTC develops a tailored community engagement strategy for each plan, program and study. The engagement strategy includes a variety of outreach methods and ensures that we have considered current demographics, community barriers to participation, challenges, and needs. Each engagement strategy is informed by the SRTC Public Participation Plan that can be found on our website under Public Involvement.

SRTC is committed to nondiscrimination in accordance with Title VI of the Civil Rights Act of 1964, the Civil Rights Restoration Act of 1987, Executive Order 12898 on Environmental Justice, and related statutes and regulations in all programs and activities. Title VI requires that no person in the United States shall, on the grounds of race, color, sex, or national origin, be excluded from the participation in, be denied the benefits of, or be otherwise subjected to discrimination under any program or activity for which SRTC receives federal financial assistance. Any person who believes they have been unlawfully discriminated against under Title VI has a right to file a formal complaint with SRTC. Complaints must be in writing and filed with SRTC's Title VI Coordinator within one hundred eighty (180) days following the date of the alleged discriminatory occurrence.

For more information on Title VI, or on Environmental Justice, see the SRTC website at www.srtc.org.

A summary of the Horizon 2045 outreach and public involvement process is provided in Appendix A.

PUBLIC ENGAGEMENT

FOCUS GROUPS

The forecast of future regional transportation conditions includes the aforementioned technical land use analysis and travel demand modeling. Also, input from various outreach activities, including roundtable discussions, has been very valuable in gauging the region's priorities. Where relevant, community input is offered to add depth and personal experience. In summer 2021, SRTC engaged service providers and members of historically excluded communities—including Community Health Workers; LatinX, Asian and Pacific Islander, immigrant, and rural communities; low-income, un-housed, and housing insecure families and individuals; and people with disabilities—in focus groups and key informant interviews facilitated by an external consultant. Community member participants received \$30 for their time, if desired. Participants discussed transportation needs, barriers, and future priorities facing populations that have historically been left out of planning conversations and who often bear the greatest burden of health inequities. The consultant aggregated and summarized these initial conversations with community stakeholders; key lessons learned (as of September 2021) are included throughout the chapter as appropriate.

Focus groups and interviews with service providers and members of historically excluded communities shed light on travel needs and behaviors of special focus populations. Participants reported traveling between various destinations, in-

cluding home, shopping, schools and child care, restaurants, parks and nature, churches, appointments with service providers or the court system, work and jobs, and short trips like checking the mail. Some specific routes were mentioned frequently, including between Spokane Valley and downtown Spokane, and to outlying metro areas such as Medical Lake, Airway Heights, and Coeur d'Alene.

Participants suggested that driving is not accessible for many individuals. Immigrants and English-language learners may not understand local laws, signs, or even legal processes like acquiring a license and insurance. Cultural or household factors may keep certain individuals (women were explicitly referenced) from learning to drive, and seniors and individuals with disabilities face additional barriers to safe driving. Catching a ride with friends or family might be preferred, but newly arrived immigrants and isolated individuals may lack access to a driver.

Without access or ability to drive, many participants described reliance on the public transportation system, including Spokane Transit, Special Mobility Services, and Para-Transit. Others preferred biking, walking, and riding scooters to driving or public transportation. Some participants mentioned using rideshare services, such as Uber.



Photo Credit: Spokane International Airport

2016 AND 2021 PUBLIC OUTREACH FEEDBACK SUMMARY

In 2016, as part of the previous MTP update, SRTC held a series of roundtables, workshops, public meetings, inter-jurisdictional and agency staff meetings, and other community outreach events, to identify perspectives and concerns expressed by the public and stakeholders. SRTC's 2021 engagement with service providers and members of historically excluded communities captured additional perspective on many of these topics. The table below summarizes key perspectives and concerns that were frequently brought up in these two efforts.

Key Concerns from 2016 Outreach Efforts	Additional Feedback on Key Concerns from 2021 Outreach Efforts
Prioritize the maintenance and preservation of existing roadways and bridges.	Community stakeholders who participated in the engagement process in late Summer 2021 specifically identified addressing potholes and surface needs around downtown hospitals as a priority. Participants suggested walkability audits as a tool to assess accessibility of existing infrastructure for pedestrians and active transportation users, especially children and people with disabilities.
Transportation challenges will require both local and regional solutions. Cooperation and coordination among agencies and transportation providers will be critical to our success.	In focus groups and interviews, community stakeholders identified regional transportation service providers, including Special Mobility Services and ParaTransit, as important resources for rural communities. However, participants noted gaps in service of and between these services. For example, the time required to get to a destination on ParaTransit may be too long for children and individuals with medical conditions or disabilities who have medication needs or who struggle with impulse control. Some providers rely on obtaining passenger vans to help individuals access resources or get to work, but shared difficulties finding qualified drivers and needing to bring everyone along when other staff aren't available to stay behind. Participants recommended creative local and regional solutions, such as creating transportation hubs where individuals congregate—like community centers—and...
Technology is changing how people and goods move in our region.	Community stakeholders noted the ability of phone applications to reach across cultural boundaries and suggested an accessible application in multiple languages to help English-language learners and others understand their public transit stop, the correct pronunciation of street names, and other basic navigation strategies and tools.
Our region is diverse and so are the transportation needs.	<p>Conversations with community stakeholders highlighted differences in access and mobility across populations. Local resources such as the Spokane Immigrants Rights Coalition help make our community safer for our growing immigrant and refugee communities; however, language barriers, fears about deportation, and stories of Immigrations and Customs Enforcement on public transit prevent some from accessing resources. Suggestions included systems changes like shared decision-making with community and required cultural humility training, as well as small improvements for cultural relevance such as mobile outreach, music, art and use of color in buses and stops, and welcome and informational signs in multiple languages. Culturally-responsive classes on driving laws, insurance and licensing requirements, and public transit could help increase accessibility, according to community stakeholders.</p> <p>Community stakeholders shared that many people, including individuals who face physical or neurological barriers to accessing transportation, would benefit from more accessible bus stops, public transportation navigators, and low- and no-cost transportation options. Other barriers to accessibility included limits on the number of bags allowed on public transit and space to store walkers, canes, and strollers.</p>
There is a strong desire to improve public transit, walking and biking and to integrate them well with land use.	Community stakeholders emphasized the importance of co-location of people and services. People want “what you need where you need it safely accessible, and emphasized the lack of access to grocery stores, services, and other critical resources within certain neighborhoods and communities.
To plan for the region we need to collect information, monitor and understand the trends.	As our community grows, it also changes. Community stakeholders emphasized the importance of engaging historically excluded groups in planning and decision making.

Key Concerns from 2016 Outreach Efforts	Additional Feedback on Key Concerns from 2021 Outreach Efforts
Implement sidewalk improvements such as fixing damaged sections or filling in gaps.	Participants in community focus groups and interviews suggested walk audits and community engagement to identify barriers to accessibility. Older individuals, children, and those with vision loss face unique barriers; roundabouts, crosswalks, scooters, and buckled, broken sidewalks can represent hazards and barriers to accessibility.
Enhance safety education and enforcement efforts.	Community stakeholders shared helpful cultural context to explain why some individuals may not follow safety and traffic laws and expectations. Costs and administrative barriers associated with licensing, vehicle registration, and insurance keep some individuals from meeting requirements, but do not necessarily keep them from driving. Safety concerns about the bus plaza also kept some individuals from accessing public transit.
Improve snow removal and/or storage to ensure accessibility for all users year-round.	In conversations with individuals serving and representing people with visual impairment, we learned that snow berms on sidewalks and in pedestrian areas represent unique challenges.
Emphasize future investments as part of an integrated, fully connected multimodal network and to prevent significant growth in congestion.	Many of the barriers identified by historically excluded community members and service providers stemmed from transportation, services, and people existing separately, rather than being co-located. Without critical services and recreational opportunities in neighborhoods, individuals and families struggle to find transportation to these resources. Community stakeholders suggested concentrating services near people and transportation hubs.
Health care, in particular mental health is an important and often misunderstood transportation need in our community.	According to community stakeholders, existing services such as ParaTransit and medical needs bus passes can help people access medical care, but these services have gaps and barriers. Individuals may have caregivers who also need to travel to their medical appointments; participants suggested caregiver bus pass options to reduce cost burdens. Other recommendations included reduced fare medical cabs, low-cost and free bus fare, and identifying gaps and solutions for uncovered services and areas.

The 2016 outreach efforts identified the following additional key concerns that were not brought up by the groups and individuals participating in the 2021 effort:

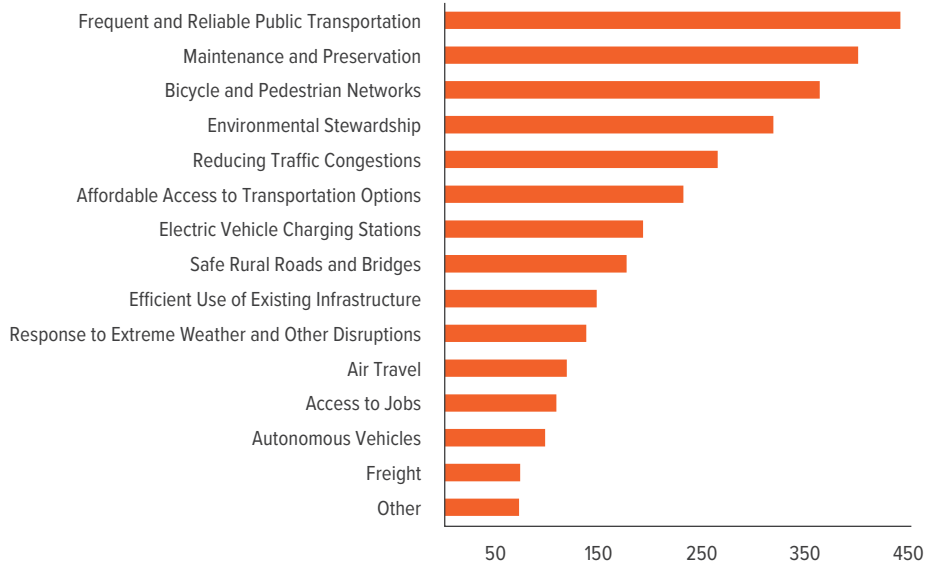
- Ensuring freight mobility is sustained and enhanced for the region’s economic benefit
- Using least cost planning to make rational decisions regarding investments in the transportation system

PUBLIC OPINION SURVEY

To supplement the public engagement efforts of the preceding MTP update, SRTC designed a public engagement strategy for Horizon 2045. One component to that strategy was the development and distribution of a transportation questionnaire. The questions were designed to gather input regarding the public’s individual transportation needs, challenges, barriers, and priorities. SRTC also wanted to know how they could best engage with members of the community within the region. The questionnaire was distributed through SRTC media, email blasts, news press releases, partner agency dissemination, and shared through many other outreach methods. SRTC received 626 responses while the questionnaire was open from June 30, 2021, to August 15, 2021.

What are your priorities for a complete and reliable transportation system?*

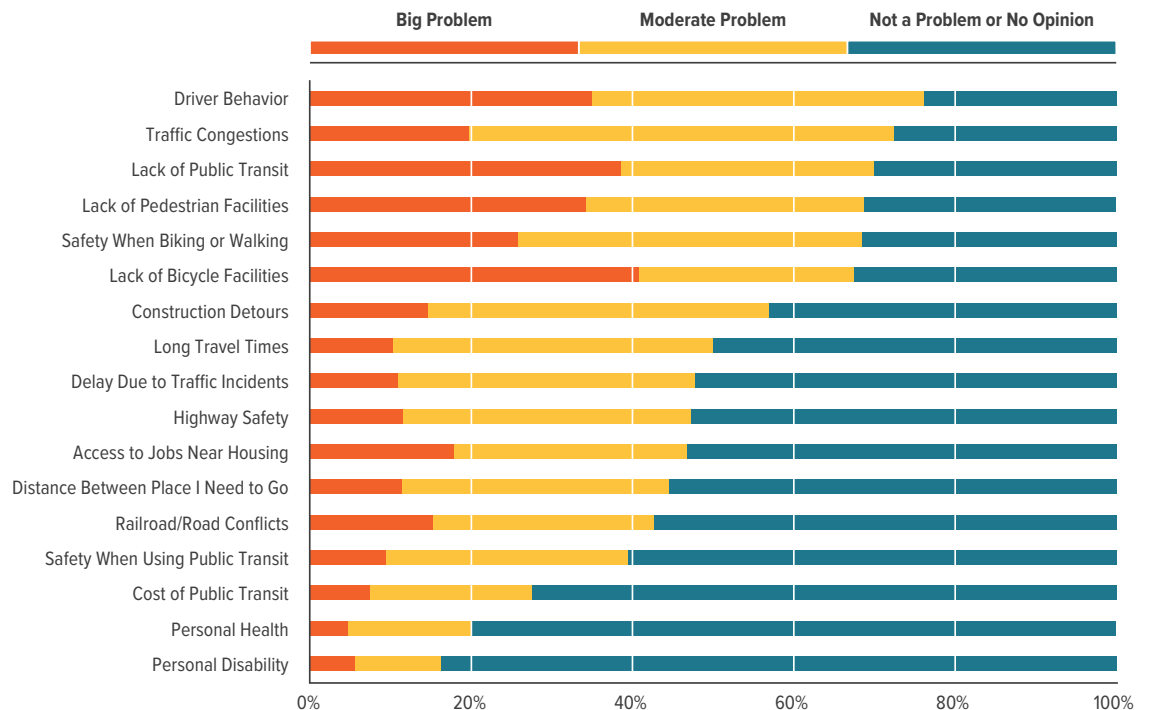
As the Spokane region continues to grow, community members shared that their number one priority in creating a complete and reliable transportation system is ensuring frequent, reliable, and well connection public transportation.



*Survey respondents were able to select more than one priority.

Which of the following are a problem for you to get where you need to go in the region?

Community members shared issues that pose a big problem when traveling around the region and those are the lack of bicycle facilities, lack of public transportation, and negative driver behavior.



GUIDING PRINCIPLES & POLICIES

SRTC's underlying values. What we will do and how we will do it.

REGIONAL VISION FOR 2045

A critical step in any long-range planning process is to establish a regional vision of Spokane and its future. SRTC's Unified Regional Transportation Vision and Implementation Strategy (Vision Project), completed in 2011, serves as the first step in realizing Spokane's desired vision. The Vision Project was a study to determine the long term transportation vision and goals for the area for the next 30 to 50 years. The vision statement resulting from the Vision project reflects the needs and desires of the region:

Future transportation investments will help the Spokane Region maintain its appeal as a livable community with a thriving business and cultural atmosphere nestled within the beautiful scenery of eastern Washington. A well-maintained regional transportation system provides a high level of service across urban and rural areas with sustainable transportation choices and connectivity that advance accessibility and reliability for all users.

The region's prosperity will also be the result of investments in our transportation systems to move freight and facilitate commerce that will ensure retention and attraction of new employers and family wage jobs, as

well as increase our ability to attract quality employees. Implementing sustainable, efficient, effective, and reliable solutions to existing and future transportation challenges in the Spokane Region will be key to making the Inland Northwest a fantastic place to visit, live, work, play, and raise a family.

POLICY FRAMEWORK

As mentioned in the MTP Requirements section, federal planning factors clearly illustrate the need for long range transportation plans to recognize and address the relationship between transportation, land use and economic development planning. Horizon 2045 addresses each of the planning factors and the state's transportation policy goals in the following Policy Framework.















The Guiding Principles were crafted by SRTC's Board and were the first step in creating a policy framework for Horizon 2045. Policy language was developed based on the Guiding Principles. The policies guide decision-making in order to reach the envisioned future. Additional tasks, such as identifying goals that support the Guiding Principles and objectives that serve to measure progress, are necessary to complete the framework.




Horizon 2045 provides an opportunity to test and analyze regional transportation policies. The Guiding Principles and Policies are the foundation for the Horizon 2045 evaluation framework. The performance measures allow for an evaluation of our progress in meeting the established policies. The following pages provide detail about each of the Guiding Principles and Policies, in figure 1.5.



Photo Credit: Spokane International Airport

Figure 1.5: Horizon 2045 Guiding Principles and Focus Areas

<h2 style="margin: 0;">Horizon 2045 GUIDING PRINCIPLES</h2>																												
<h3 style="margin: 0;">FOCUS AREAS</h3>																												
<ul style="list-style-type: none">  Financial  Public Transportation  Safety  Air Operations  Condition of Assets 	<ul style="list-style-type: none">  Regional Coordination  Operations, Maintenance & Preservation  Quality of Life  Freight  Active Transportation 																											
1) ECONOMIC VITALITY	2) COOPERATION AND LEADERSHIP	3) STEWARDSHIP																										
																												
<p>Investments and improvements in the regional transportation system will promote economic vitality by moving people, freight and goods to enhance the global competitiveness of the regional economy. Major transportation facilities, and the mobility they provide to, between and within economic activity centers, will stimulate commerce. Horizon 2045 should prioritize and coordinate regional transportation investments aimed at the development of a multimodal system that provides transportation opportunities that enhance accessibility and connections among city centers, regional service centers and attractions, towns, and regional employment areas.</p>	<p>Horizon 2045 will provide the forum to develop regional transportation priorities, to identify transportation funding needs and to develop strategies to acquire funding in accordance with federal and state planning requirements. Horizon 2045 will help coordinate efforts to communicate with business and community groups and give the public sufficient time to review and comment at key milestones in the transportation planning process. These efforts will bring together all community stakeholders and transportation planning partners in order to present a unified voice in support of the region’s transportation needs</p>	<p>Transportation decisions should maximize a positive impact on the human environment while minimizing negative impacts to the natural environment. Investments will follow federal, state and local transportation, environmental and land use plans and policies. This is in addition to following federal and state and local goals as adopted by statute, ordinance, resolution or executive order. Horizon 2045 will use performance measures to ensure coordinated regional policies make progress towards established objectives. SRTC and project proponents should demonstrate that projected revenues will sustain current facilities and services, and ensure sufficient population demand is anticipated such that new facilities are a prudent application of fiscal resources.</p>																										
POLICIES: To promote economic vitality and prioritize transportation investments, Horizon 2045 will:	POLICIES: To provide a regional forum for transportation planning and funding, Horizon 2045 will:	POLICIES: To protect the environment and minimize impacts from transportation, Horizon 2045 will:																										
<table border="1" style="width: 100%; border-collapse: collapse;"> <tr> <td style="width: 5%; text-align: center;">1A</td> <td>Prioritize transportation investments by mode that enhance accessibility and connections between city centers, regional centers, attractions, towns, and areas of regional employment.</td> </tr> <tr> <td style="text-align: center;">1B</td> <td>Support areas of potential economic development.</td> </tr> <tr> <td style="text-align: center;">1C</td> <td>Support the efficiency of freight movement.</td> </tr> </table>	1A	Prioritize transportation investments by mode that enhance accessibility and connections between city centers, regional centers, attractions, towns, and areas of regional employment.	1B	Support areas of potential economic development.	1C	Support the efficiency of freight movement.	<table border="1" style="width: 100%; border-collapse: collapse;"> <tr> <td style="width: 5%; text-align: center;">2A</td> <td>Provide leadership by facilitating coordinated, cooperative and comprehensive transportation planning.</td> </tr> <tr> <td style="text-align: center;">2B</td> <td>Incorporate public processes in significant planning efforts.</td> </tr> <tr> <td style="text-align: center;">2C</td> <td>Promote regional transportation interests, plans and projects to federal, state and local public and private entities.</td> </tr> <tr> <td style="text-align: center;">2D</td> <td>Coordinate transportation relevant data for shared use among regional stakeholders</td> </tr> <tr> <td style="text-align: center;">2E</td> <td>Strengthen avenues of involvement for all people including those considered underserved regardless of race, national origin or income in the decision-making process.</td> </tr> </table>	2A	Provide leadership by facilitating coordinated, cooperative and comprehensive transportation planning.	2B	Incorporate public processes in significant planning efforts.	2C	Promote regional transportation interests, plans and projects to federal, state and local public and private entities.	2D	Coordinate transportation relevant data for shared use among regional stakeholders	2E	Strengthen avenues of involvement for all people including those considered underserved regardless of race, national origin or income in the decision-making process.	<table border="1" style="width: 100%; border-collapse: collapse;"> <tr> <td style="width: 5%; text-align: center;">3A</td> <td>Ensure transportation decisions minimize impacts to natural resources and conserve non-renewable resources.</td> </tr> <tr> <td style="text-align: center;">3B</td> <td>Make investments that maximize transportation benefits and support federal, state and local goals and maintain a federally compliant TIP.</td> </tr> <tr> <td style="text-align: center;">3C</td> <td>Ensure plans provide for the responsible use of public and private funds while demonstrating financial constraint.</td> </tr> <tr> <td style="text-align: center;">3D</td> <td>Encourage evaluating shared-use of infrastructure for stakeholders and all transportation users.</td> </tr> <tr> <td style="text-align: center;">3E</td> <td>Use performance measures to evaluate how policies and investments support key transportation objectives.</td> </tr> </table>	3A	Ensure transportation decisions minimize impacts to natural resources and conserve non-renewable resources.	3B	Make investments that maximize transportation benefits and support federal, state and local goals and maintain a federally compliant TIP.	3C	Ensure plans provide for the responsible use of public and private funds while demonstrating financial constraint.	3D	Encourage evaluating shared-use of infrastructure for stakeholders and all transportation users.	3E	Use performance measures to evaluate how policies and investments support key transportation objectives.
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4) SYSTEM OPERATIONS, MAINTENANCE, AND PRESERVATION		5) SAFETY AND SECURITY		6) QUALITY OF LIFE	
					
<p>Horizon 2045 will strive to provide adequate funding for projects that address documented transportation needs, reduce lifecycle operation and maintenance costs, conserve energy, and preserve and prolong the existing infrastructure. SRTC and project proponents will use performance-based plans that provide efficient system management.</p>		<p>The regional transportation system will be designed, constructed, operated and maintained to enable healthy, safe, and secure movement of people and goods. The system will enhance safe and secure choices, access and usage of all transportation modes through best-practice design, operational improvements, education and outreach, and technological strategies. Emphasis should be placed on maintenance activities and education to make the system safer.</p>		<p>Quality of life issues will be considered in transportation decision-making. The community will strive to have urban, suburban and rural neighborhoods offer safe and convenient forms of healthy, active transportation options for people of all abilities. Decision-making will work toward creating transportation choices through increased availability and improved service. Strengthening existing connections and creating new connections will improve mobility for all users. This includes connections within street networks, to port, rail and airport facilities; and within transit, pedestrian, and bicycle modes. Shared-use infrastructure will increase transportation choices and maximize returns for investments by increasing multi-modal connectivity. Through context sensitive design, the community will strive to support social, cultural and commercial activity and protect unique or indigenous cultural and landscape features.</p>	
<p>POLICIES: Maximizing the operations and physical condition of the transportation network will require strategic investments. To accomplish this Horizon 2045 will put a priority on programs and projects that:</p>		<p>POLICIES: Maximizing the operations and physical condition of the transportation network will require strategic investments. To accomplish this Horizon 2045 will put a priority on programs and projects that:</p>		<p>POLICIES: To improve choice and mobility, Horizon 2045 will put a priority on programs, services and projects that:</p>	
4A	Develop cost-effective strategies; pursue alternative funding sources and mechanisms.	5A	Support improvements to roadway safety deficiencies in order to reduce crashes within all modes of transportation.	6A	Incorporate complete streets policies into transportation planning that enhance and expand bike, walk and transit networks and their connectivity.
4B	During winter weather conditions, ensure snow and ice removal and snow storage is regularly maintained and designed for roadways and sidewalks to improve user safety and mobility and to keep the transportation system operational..	5B	Protect critical infrastructure from natural and human threats.	6B	Improve access and the quality of access to transit for all people including those considered underserved, regardless of race, age, national origin, income or ability.
		5C	Promote safety through supporting education, outreach and enforcement of rules of the road for all modes that use the roadways.	6C	Implement transit that improves frequency, span and reliability of transit services with a variety of service levels and transit modalities within the region.
		5D	Support transportation infrastructure and operational strategies for emergency response.	6D	Support health-promoting transportation options for users of all abilities to increase opportunities for physical activity while improving demand-management strategies to reduce Single Occupant Vehicle (SOV) trips.
				6E	Support transportation projects that protect culture, value and unique characteristics of communities and contributes to a sense of place.

STRATEGIES

While the preceding principles and policies are guiding rules intended to influence decisions and actions, strategies are required in order to deliver change by implementing those policies. With the requirement in the FAST Act to establish performance targets, each strategy in Horizon 2045 has one or more performance measures. The United States Department of Transportation (USDOT) is required to establish national performance measures. MPOs are then required to establish targets for each measure. MPOs are required to establish targets in coordination with the relevant state(s) and with providers of public transportation. Please see the Strategies and Monitoring sections of *Chapter 4: How Will We Get There*, for more detail.

In order to develop strategies and reach goals set for the future, it is important to have an understanding of where we stand today. Chapter 2 of this document, *Where We're At*, looks at existing conditions for our region, including area employment; commute patterns, the condition of area bridges, traffic volumes, movement of freight and goods, and much more.

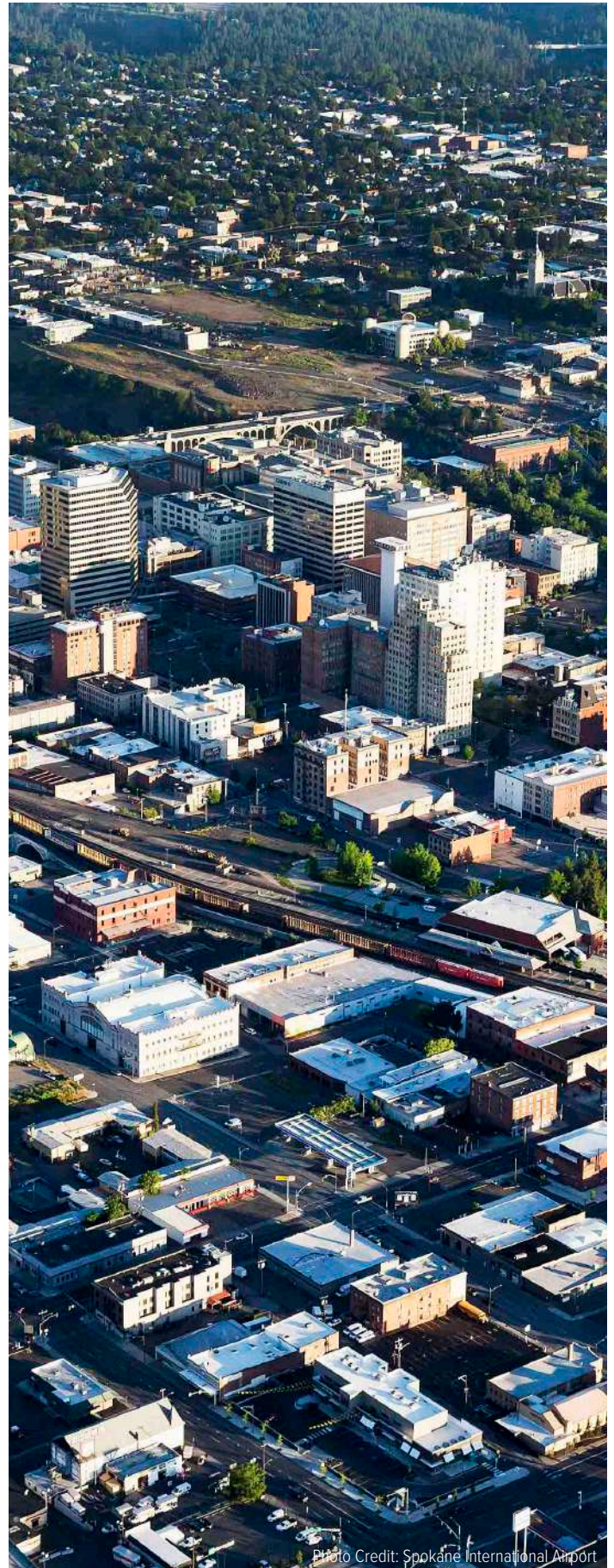


Photo Credit: Spokane International Airport