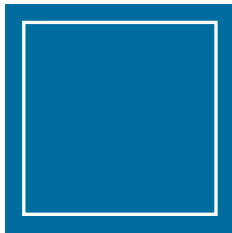
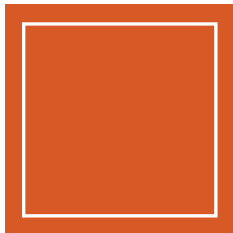
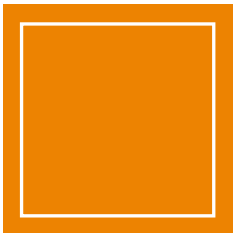
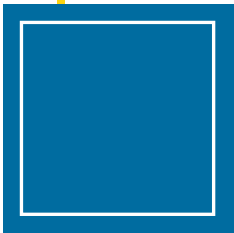




CREATING OUR  
FUTURE



September 2021 ▪ **DRAFT**

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Photo by City of Moses Lake

# Ch. 1 Introduction

## Introduction

People need a safe and secure place to live, an economy that provides jobs, an efficient circulation network, alternatives to the private automobile, schools, and recreational opportunities. In Moses Lake in 2020, the citizens who came together to comment on this plan asked for the City to create a vision for the future and to implement it. Not only is it the local government's responsibility to provide public services and facilities, develop policies, and adopt regulations to guide the growth of a city that meets the needs of its people, it is the responsibility to ensure that the city has a vision and encourages investment in that vision. This plan is for the people of Moses Lake now and for those who will make it home or visit it during the life of this plan.

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## What is a Comprehensive Plan?

A comprehensive plan is a broad statement of community goals and policies that direct the orderly and coordinated physical development of a city into the future. It is also a business plan that identifies how the city is planning to ensure the community goals are enacted. It reflects current community goals and needs, anticipates change, and provides specific guidance for future legislative and administrative actions. It reflects the results of citizen involvement, technical analysis, and the judgement of decision makers.

The goals and policies, and maps of this Comprehensive Plan provide the basis for implementing regulations, programs, and services. The Plan serves as a guideline for designating land uses and infrastructure development.

## **Growth Management Act**

The Growth Management Act (GMA), passed in 1990, seeks to provide a managed framework for growth and development throughout the state. The GMA requires the state’s fastest growing counties, and cities within those counties, to prepare comprehensive plans which guide conservation and development of rural and urban lands respectively for the next twenty years. GMA makes the comprehensive plan the legal foundation and guide for all subsequent planning and zoning. The zoning must be consistent with and implement the Plan. The Comprehensive Plan must be both internally consistent and consistent with plans of other jurisdictions which share either a common boundary or related regional issues. Additionally, it introduces the concurrency requirement. Concurrency means that appropriate public facilities and services must be in place, or funds committed for their provision within six years, to serve new development.

The GMA requires counties, in cooperation with cities, to designate urban growth areas (UGA). All cities are to be within an urban growth area, which is to include areas and densities sufficient to accommodate urban growth expected to occur in the City over the next twenty years. The GMA guidelines for defining urban growth boundaries state that urban growth is to be “... located first in areas already characterized by urban growth that have existing public facility and service capacities to serve such development, and second in areas already characterized by urban growth that will be served by a combination of both existing public facilities and services and any additional needed public facilities and services that are provided by either public or private sources.” The UGA may include “... territory that is located outside of a city only if such territory already is characterized by urban growth or is adjacent to territory already characterized by urban growth.”

The Growth Management Act established the following mandatory elements to be incorporated in each local comprehensive plan: land use, housing, capital facilities, utilities, and transportation. Optional elements include solar energy, conservation, recreation, economic development and sub-area plans. The Act also required each jurisdiction to designate and adopt regulations to protect critical areas and resource lands. To comply with these regulations the city adopted interim wetlands and critical areas ordinances in August 1993.

## **Grant County County-Wide Planning Policies**

The GMA also directed counties, in conjunction with their cities, to prepare and adopt county-wide planning policies. These policies were designed to help the cities and the County address growth management in a coordinated manner. The policies were adopted by the Board of Grant County Commissioners, and subsequently ratified by the cities, including the City of Moses Lake. Taken together, the Countywide Planning Policies try to balance issues related to growth, economics, land use and the environment. Specific objectives of the Countywide Planning Policies include:

- Designation of Urban Growth Areas;
- Promotion of contiguous and orderly development;

- Siting public facilities;
- Establishing transportation facilities and strategies;
- Providing affordable housing for all economic segments of the population;
- Promotion of joint county and city planning within the UGA;
- Encourage favorable employment and economic conditions in the County;
- Analysis of the fiscal impact;
- Encourage provisions for fully contained communities and master planned resorts;
- Monitor, review, and amend countywide planning policies as needed;
- Establish a method for distribution of state Growth Management funds;
- Development of Special-Purpose Districts;
- Policies to permit flexibility within local policy procedure; and
- Allocate population forecast distribution

Moses Lake’s Comprehensive Plan, however, is more than a response to the mandate expressed in the Growth Management Act and the Grant County County-wide Planning Policies implementing it regionally. It is an essential tool and guide to the preservation and enhancement of Moses Lake’s long term economic growth and community viability and identity. It expresses the vision of the community and how that vision may be realized.

## What’s in the Plan?

This Comprehensive Plan is designed to be a functional document that will guide Moses Lake’s development for the next 20 years. The Comprehensive Plan has the dual responsibility to meet the goals and needs of Moses Lake’s citizens and the fulfillment of its regional responsibilities of growth management.

Once the Comprehensive Plan is adopted, all of the City’s land use related decisions must be consistent with the Plan. Used this way, the Comprehensive Plan minimizes conflict in land use decision making and promotes coordination among programs and regulations.

## Plan Characteristics

The Plan has three general characteristics. It is:

- **Comprehensive.** The Plan includes all geographical and functional elements that have a bearing on the community’s development.
- **Long-range.** The Plan looks beyond the present, anticipating pressing issues that will arise so that the community can act to ensure the community is sustainable 20 years hence.

- **Flexible.** The Plan will continue to evolve after it is officially adopted to reflect Moses Lake’s actual experience and citizens’ concerns. This fine-tuning through annual Plan amendments will ensure that this document remains a reflection of community values.

## Plan Function and Purpose

Specifically, the Comprehensive Plan is intended to serve a range of functions and purposes, including:

- **To provide a vision.** The Comprehensive Plan ensures that a vision is established for the community based on an intensive public process that crossed generations, interest groups, ethnicities, and elected leadership/staff.
- **To promote the general welfare.** The Comprehensive Plan serves to promote the general health, safety, and welfare of the community by ensuring a forward thinking plan is in place that also establishes guidelines for development by facilitating the adequate provision of public services and by encouraging appropriate development.
- **To encourage coordination.** The coordination of private development, community goals and necessary facilities, reduces costs for developers and the community as a whole. The Plan tries to anticipate future development and needs, and coordinates development and needs with existing and planned public programs, facilities, and services.
- **To identify and review City goals and policies.** Updating the Comprehensive Plan gives the City the opportunity to involve the community to determine if existing goals and policies are still appropriate and if new policies are necessary, This is a “refresh” that allows the City to update current practices and policies.
- **To communicate goals and policies.** The Comprehensive Plan contains Moses Lake’s goals and policies in a written form in one document. This aids City decision makers in reviewing developments and directing programs. Written policies assist the public and developers in identifying City requirements and makes the development process more certain and more efficient.

## Comprehensive Plan Elements

The Plan is organized into several chapters, or elements. Goals and policies, and in some cases maps and/or implementation strategies, have been developed for each element. The goals and policies are the planning guidelines and criteria that guide city decisions and actions. The implementation strategies are the necessary steps that need to be taken to achieve the vision set forth in that goal. Moses Lake’s new Comprehensive Plan, which looks ahead over the next 20 years, is made up of primary elements and support chapters. These include the required GMA elements and other elements identified as important to this community:

- Land Use

- Housing
- Utilities
- Transportation
- Capital Facilities. and
- Essential Public Facilities

## Public Engagement in Preparation of the Comprehensive Plan Update

This Comprehensive Plan is informed by a comprehensive public involvement process that originally began in 1995 and culminated in a 2020 with an in-depth round of engagement for the Comprehensive Plan Amendment update process.

Previous engagement included public hearings, study sessions, and two citizen advisory committees (CACs), and informed the 2001 Comprehensive Plan, which was ultimately adopted. The City of Moses Lake updates the Comprehensive Plan periodically, which includes additional public engagement to inform updated visioning, goals, and policies. By state law, the Plan can only be amended once a year.

This Comprehensive Plan Update process included a public engagement and visioning process, which consisted of interviews and group discussions, community focus groups, an online Story Map, and an online survey. The engagement process was focused concurrently on the development of the Moses Lake Housing Action Plan (HAP) and the Comprehensive Plan Update process. The goal of the engagement process was to engage people in developing a community vision, assessing housing needs, and identifying important community issues.

### Public Engagement Activities

The following engagement tools and activities were held to gain community and stakeholder input regarding the HAP and Comprehensive Plan Update:

- **Interviews and Group Discussions** – six discussions were held with thirteen housing stakeholders.
- **Community Focus Groups** – nine focus groups were held virtually and included nineteen participants; one group was held in Spanish.
- **Story Map** – An online visual Story Map was created to give community members and stakeholders an opportunity to learn more about the Comprehensive Plan update and concurrent HAP process. Participants provided comments related to community assets, community needs, and future hopes; eighty-two comments were received.
- **Online Survey** – a survey was offered which identified housing needs in Moses Lake,

community assets, community concerns, and respondents' vision for Moses Lake; forty-three survey responses were received.

Key Topics from the public engagement process related to the Comprehensive Plan included:

- Increase activity in Downtown Moses Lake.
- Activate and make use of the Moses Lake Waterfront.
- Improve City relationship with businesses and foster a more supportive and welcoming environment, especially for Spanish-speaking entrepreneurs.
- Plan for growth around Yonezawa Boulevard and on the Peninsula.
- Consider a long-term approach to the relationship with the Larson neighborhood.
- Build perception of a community that is welcoming to new businesses and residents.
- Improve lake water quality.
- Protect prime agricultural land.
- Smart Growth principles to accommodate growth, thoughtfully.
- More housing choices; and
- Opportunities for cooperation and partnership with Grant County, legislature, and business community.

Community members and stakeholders who participated in the Phase I engagement also shared their opinions on assets, concerns, and hopes and desires for Moses Lake. Key themes for each category are detailed below.

## **Assets**

Participants noted that Moses Lake has a great quality of life, including:

- Weather: four complete seasons with lots of sun
- Easy to get around by car
- Good manufacturing jobs
- Outdoor recreation, including the lake

Other assets expressed by participants include:

- Participants like the small town feel and sense of community.
- Central location within Washington and has good access to all parts of the state.
- Affordable electricity, fast internet, and excellent coverage.
- Large number of parks.
- New Downtown transit center which opened in 2017.
- Diversity of people.

## Key Themes Related to Concerns

Participants expressed several concerns as follows:

- Perception that civic institutions are unwelcoming and recalcitrant, including in relation to new and existing businesses.
- Rising housing prices were expressed as a key concern.
- Participants expressed concern about lake water quality and continued deterioration.
- Lack of recreation opportunities for youth, include non-sports activities and indoor activities.
- Increasing homelessness and lack of resources to address it.
- Population growth, sprawl, and strain on existing transportation infrastructure and schools were identified as a concern.
- Decreasing aquifer water supply.
- Lack of daycare services and other childcare options; and
- Lack of high-quality healthcare services, including behavioral healthcare.

Other concerns expressed during the engagement process were related to perceptions of increasing crime and lack of response by the City.

## Hopes and Desires

In addition to assets and concerns, participants were given the opportunity to express their hopes and desires for Moses Lake, as follows:

- Interest in Downtown businesses and parks orienting towards the lake as a key feature of the Downtown.
- Smart investment to improve lake water quality and protect aquifer.
- More vibrant Downtown and investment in businesses.
- Better opportunities for safe, healthy, engaging youth activities, such as arts and sports.
- Better amenities, especially restaurants.
- Build a tourism economy around the lake.
- Improve transportation system with new bridge across the lake.
- Better community aesthetics.
- Enhance Patton and Broadway as a community gateways.
- Keeping Moses Lake's small town feel.
- Jobs for community members, particularly young people who want to stay in the community.



## Urban Design Visioning and Visual Preference Surveys

To gather additional feedback from local residents regarding the renewed vision for Moses Lake and the direction of future development in the community, City staff attended community group meetings and set up information stations at public events, such as at the Grant County Fairgrounds. At these engagements, staff answered questions and accepted comments from the public regarding the Comprehensive Plan Update, the Housing Action Plan, and the updated Vision for Moses Lake. Community members also had the opportunity to participate in a visual preference survey exercise, in which they could vote on sample architectural and urban design image to indicate their preferences for future development in Moses Lake.



## Planning Commission and City Council Study Sessions and Hearings

[Summary of legislative process (September-October 2021) will be added before final plan adoption.]

## Annual Amendments to the Comprehensive Plan

The Comprehensive Plan is a flexible document intended to respond to the changing conditions of the community. However, the Growth Management Act stipulates that amendments to the Plan may be considered no more frequently than once per year, with limited exceptions and requires each jurisdiction to identify an amendment process. Extensive updates were completed in 2012 (Transportation and Capital Facilities Elements and the Vision Statement), in 2014 (Land Use, Housing, and Utilities Elements), in 2016 (minor updates to the Transportation Elements and Utilities Elements), and in 2017 (re-designation of 25 acres from Parks/Open Space to Public Facilities).

## Plan Implementation

The Comprehensive Land Use Plan provides a framework for how the City should continue to grow and develop in the coming years. The Plan has developed out of the vision that the citizens and their elected representatives hold for the future of the City. For the Plan to be successful, its implementation must be a coordinated effort on the part of both the public and private sectors.

A number of specific implementation measures and actions should be taken immediately upon adoption of the Plan update; others will be longer term priorities and will take several years to complete.

Once the Plan is adopted all development regulations shall be made consistent with the Comprehensive Plan within one year of plan adoption, including approval of rezones that match the plan's land use designation. The development regulations will include a concurrency ordinance. Subsequent to this action, development regulations shall generally be adopted concurrently with the Comprehensive Plan amendment. Where a new or major revision to the Comprehensive Plan is adopted, new development regulations shall be adopted within a year of the adoption of the Comprehensive Plan revision. As required by state law, the City Planning Commission and City Council shall review and approve the updated development regulations.

Functional plans shall be consistent with the adopted Comprehensive Plan. When new Comprehensive Plans are adopted or amendments that affect a functional plan are adopted, the City shall update the functional plan to make it consistent with the Comprehensive Plan within two years.

Long-term actions include securing resources to complete district planning and revitalization efforts in the Broadway Corridor and Downtown Creative District and urban design and transportation enhancement at major gateway locations along I-90, as well as expanding the city’s water supply and development of a street master plan for the entire urban growth area. The City will actively solicit grant funding to augment City funds. The Comprehensive Plan is supported by the Capital Facilities Element and Capital Facilities Plan (CFP), which is the overall financing plan for the Comprehensive Plan. The pace of the schedule in the CFP will spur the City’s development in the direction envisioned in the Plan and create momentum, assuring the success of this plan.

City Staff recognizes that a successful Plan is one that can respond to changed conditions. Long-term changes in land uses, regional economic trends, and implementation of the community’s vision may result in the need for reassessment. The Comprehensive Plan should be monitored annually and amended as the community needs change.

The following table lists specific actions necessary to implement this plan and, in most cases, identifies a general time frame for completion. A brief description of each action is provided following the table.

### Exhibit 1-1. Plan Implementation Actions

Action	Department/Agencies Involved	Task Time Frame	
		Start Date	To be Complete By:
<b>Unincorporated UGA Development Regulations</b>	Com. Dev. Staff and Grant County Com. Dev. Staff	To be determined	Contingent on agreement by City Council and Grant County Board of Commissioners
<b>Development Regulations Review and Update</b>	Com. Dev. Staff	Upon Adoption of Comprehensive Plan	Within 1 year of Comprehensive Plan Adoption
<b>Update Permit Procedures</b>	Com. Dev. Staff	Concurrent with Development Regulations Review and Update	
<b>Parks and Recreation Comp. Plan Update</b>	Parks and Recreation Department	Summer 2020	December 2021
<b>Master Street Plan for Corporate Limits</b>	Municipal Services Department – Engineering Division	Upon Adoption of Comprehensive Plan	Within 1 year of Comprehensive Plan Adoption
<b>Master Street Plan for Unincorporated UGA</b>	Com. Dev. Staff and Municipal Services Dept. in coordination with Grant County Public Works	To be determined	
<b>Wastewater Treatment Facilities Plan Update</b>	Municipal Services Dept. – Engineering Division	2021	December 2022
<b>Comprehensive Water System Plan Update</b>	Municipal Services Dept. – Engineering Division	2021	December 2022

Action	Department/Agencies Involved	Task Time Frame	
		Start Date	To be Complete By:
Stormwater Comprehensive Plan	Municipal Services Dept. – Engineering Division	2022	December 2023

- A. **Unincorporated Urban Growth Area Development Agreements.** Development and land use activities occurring at urban densities adjacent to the city will have an impact on the city. It is important that joint planning agreements are reached between the city and the county which identify development standards, concurrency issues, development review procedures, etc. Development should be required to meet city standards, so that if annexation occurs undue financial burden is not placed upon the city at a later date. Concurrency standards, especially relative to transportation issues, should adhere to the city’s LOS.
- B. **Development Regulations.** Existing development regulations should be reviewed and updated as appropriate to incorporate the concepts contained in the Plan within one year of Plan adoption. A concurrency ordinance, consistent with RCW 36.70A.070(6), shall be developed and adopted which assures the provision of public facilities in accordance with Level of Service Standards adopted within the Plan. In addition to the existing regulations, there are several land use categories that may benefit from new review standards, design guidelines, or other forms of documentation as they are implemented over time. These include the following:
  - Existing Development Regulations**
    - MLMC Title 18 Zoning, including rezone approvals consistent with new land use designations.
    - MLMC Title 17 Subdivision
  - New Land Use Designations**
    - Downtown
    - Gateway Commercial
- C. **Update Permit Procedures.** RCW 36.70B requires jurisdictions planning under GMA to establish integrated and consolidated project permit procedures. The City shall review the permit processes and develop policies consistent with the RCW in conjunction with the Development Regulations update.
- D. **Parks and Recreation Comprehensive Plan Update.** The City’s Parks and Recreation Plan was last updated in 2016. The Plan is currently being updated and is anticipated to be adopted in 2022. The City shall use the annual amendment process to incorporate the Parks and Recreation plan into the Comprehensive Plan.
- E. **Master Street Plan.** The City does not have a Master Street Plan. A master street plan should be developed consistent with the Land Use Element and the Transportation Element within one year of Comprehensive Plan adoption. Additionally, a street plan should be created and

adopted for the unincorporated UGA. This action will require coordination between Grant County and the City of Moses Lake and should be considered subsequent to the adoption of UGA development agreements. In both cases consideration should be given to transit, pedestrian, and bicycle facility plans.

- F. **Wastewater System Master Plan.** The City’s Comprehensive Wastewater Plan was last updated in 2015. The Plan provides details on the City’s existing collection system and tributary summary reports. The City has two wastewater treatment facilities: Sand Dunes Wastewater Treatment Facility, and Larson Wastewater Treatment Facility.
- G. **Comprehensive Water System Plan Update.** Moses Lake’s Water System Plan was completed in 2000 and updated in 2016. The updated plan identifies improvements for the distribution of potable water and addresses water right issues. The Plan is based on the population projections contained within the Land Use Element of the Comprehensive Plan, and through site visits and evaluation of existing wells, pump stations, and reservoirs in Moses Lake.
- H. **Stormwater Comprehensive Plan.** As discussed in the Utilities Element (Chapter 5), the City manages urban stormwater under a Phase II Municipal Stormwater Permit issued by the Washington Department of Ecology and has adopted a Stormwater Management Program. The City should also establish a Stormwater Comprehensive Plan to address capital planning needs for the stormwater utility. This comprehensive plan would include an inventory of existing infrastructure, establish a level of service standard for future development, and document future capital needs for system repairs and upgrades.

## Roles & Responsibilities

### Purpose

The other Elements of Comprehensive Plan focus on the natural and built environments, where the City has a mandated and historic responsibility. These preceding goals and policies are concerned with how lands are used and protected and the extent to which the physical environment and design promotes positive human interaction, mobility, and a sense of community. However, the City of Moses Lake and its citizens recognize the role and importance of individuals, the family businesses, government, and public organizations in maintaining a safe, secure, and successful community.

The Roles and Responsibilities Element deals with the social environment and aims to relate the goals and policies described elsewhere in the Plan to the City’s role of compassion and support, responsibility and involvement, and education and organization that are essential to a viable community. It recognizes the importance of the individual and the need to provide for and support individuals, families, and organizations; and, therefore, that planning is not just for the broad community well-being, but for individual well-being as well.

The goal and policies of this element lay out the components of an approach to defining the roles and responsibilities of the City of Moses Lake and how to implement them to achieve the community envisioned in this Comprehensive Plan.

## General Goals and Policies

### The Government Program

#### Goal 1.1 Provide a service oriented government that works with all interests in the community to implement their vision

**Policy 1.1.1** Ensure frequent and open communication as an operating principle in all affairs of the City.

##### *IMPLEMENTATION STRATEGIES*

- Early public notification of land use applications.
- Provide opportunities for all community members to be informed of local government issues, activities, and events.
- Clear, well-documented administrative processes.

**Policy 1.1.2** Encourage community organizations (PTA, service clubs, community clubs, youth sport clubs, etc.) that highlight service and respond to issues and needs.

##### *IMPLEMENTATION STRATEGIES*

- Allow city hall to be clearing house for the dissemination of information on local and regional programs.

**Policy 1.1.3** Ensure that land use, urban design, transportation and circulation policies, plans and projects in Moses Lake benefit existing and future populations in an equitable manner. Efforts should be made to promote health, safety, and the quality of life through responsive and responsible investment of public funds toward social and human services.

##### *IMPLEMENTATION STRATEGIES*

- Seek strategies and incentive plans for public/private partnerships that will promote the development of day care and similar services, social services and offices, public recreational uses, and community facilities.

**Policy 1.1.4** Foster an environment of safety and security for those who live in, work in, and visit Moses Lake, through long-term partnerships between residents, businesses, schools, Moses Lake Police Department, and other City staff, in crime intervention and safety enhancement programs.

##### *IMPLEMENTATION STRATEGIES*

- Design guidelines that implement defensible space principles for crime prevention.
- Community-oriented policing plan, (e.g., block watch program)
- Police satellite centers
- Education programs, such as D.A.R.E. and personal safety
- Strict enforcement of health and safety codes.

**Policy 1.1.5** Participate in the maintenance and updates of the county-wide Emergency Services Plan.

**Policy 1.1.6** The City will design processes and programs that are user friendly for the public.

*IMPLEMENTATION STRATEGIES*

- Clear, well-documented administrative processes
- Clear, well-documented permitting processes
- Periodic and comprehensive review of the Moses Lake Municipal Code to eliminate contradictions
- Regulations and programs that are easy to understand for all citizens.
- Re-examine and improve processes so that City staff may provide recommendations and findings at quasi-judicial procedures.

**Policy 1.1.7** Recognize the diverse population within the community and use a variety of participation techniques to reach all segments of the population, where appropriate, at a suitable level of involvement and effort for the issue at hand.

*IMPLEMENTATION STRATEGIES*

- Support programs that improve access to educational resources and economic opportunities for minorities, women and economically disadvantaged individuals.
- Develop additional citizen participation strategies which provide alternatives to conventional notification procedures when appropriate.'

**Policy 1.1.8** Encourage the participation of dedicated, community-oriented volunteers on City Boards and Commissions; aiming for a balance of representatives that reflect the diverse nature and interests of the community.