



City of Spokane

South University District-Sprague Corridor Investment Strategy



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South University District-Sprague Corridor Investment Strategy

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Executive Summary



The South University District and Sprague Avenue Corridor are at the heart of Spokane and are integral parts of the community providing commerce, housing and connectivity. Local businesses and residents are engaged and committed to creating a healthy and promising future. Surrounding the South University District, the continued growth of medical uses to the south and strategic university expansion to the north has led to a renewed focus on the area.

To respond to these opportunities, the City of Spokane initiated the Sprague Corridor Growth & Transportation Efficiency Center (GTEC) Implementation Project in 2011, with funding support from the American Revitalization and Reinvestment Act (ARRA). As addressed in Chapter 1, primary goals for this first phase of the two-phased project are to identify a more compact land use pattern within the South University District and to develop an efficient transportation corridor along Sprague Avenue.

The *South University District-Sprague Corridor Investment Strategy* provides direction for the first phase of the GTEC project. Chapter 2 summarizes the extensive public involvement process and analysis that occurred throughout the study. During the initial phase of this project, the analysis examined the study area's potential for land use efficiency, economic development, sustainability and transportation. The resulting analysis presented in Chapter 3 suggests several areas where changes are needed or desired.

ANALYSIS RESULTS AND PUBLIC RESPONSE

Chapters 3 and 4 provide the foundation for plan development and describe the existing conditions facing the study area and analysis used to weigh the alternatives. The analysis resulted in identifying the community's preferred direction for the future of the South University District-Sprague Corridor study area.

Preferred Development Concept

Based upon the analysis and public feedback, the most desirable elements of the development alternatives were combined to create a preferred development concept that is described in Chapter 5. The intent of the

preferred concept is to promote a mix of uses throughout the South University District. A key focus throughout the planning process revolved around the aim of balancing the creation of new housing and jobs with support for existing businesses. The preferred alternative introduces institutional uses, additional retail space and more refined areas focusing on residential and office infill development.

Preferred Streetscape Design

Chapter 6 addresses the preferred streetscape design alternative for Sprague Avenue. The preferred alternative maximizes on-street parking, maintains access into businesses where necessary and introduces a planted median through the core of the International District and in other strategic locations. With heavy transit ridership along Sprague Avenue, the redesign of Sprague Avenue also attempts to give a level of prioritization to transit and emphasizes pedestrian safety.

IMPLEMENTATION

The final chapter, Implementation, presents strategies and recommendations to complete this first phase and provide direction for action. Based on input from the community, Chapter 7 addresses the types of implementation strategies that will achieve the goals defined by ARRA. This chapter presents the strategies for achieving the vision with an Action Plan, Funding Options and Next Steps.

Action Plan

The action plan outlines the recommended policies, projects and programs for implementing the study.

Funding Options

A summary of funding options highlights recommended resources for funding improvements in the South University District and financing the redevelopment of Sprague Avenue.

Next Steps

Finally, the plan presents next steps that succinctly address the prioritized actions that should be completed in the near future.

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1. The Envisioned Future

The Envisioned Future establishes the blueprint for how the South University District and the inner East Sprague Corridor will grow and evolve over the coming decades. It reflects community input collected throughout the planning and design process. Guided by this Envisioned Future, the *South University District-Sprague Corridor Investment Strategy (Investment Strategy)* articulates design and development concepts and presents specific recommendations to achieve the vision, support the planning principles, and direct future development decisions for the area.

The Envisioned Future is built upon the foundation of previous planning efforts and community input cultivated during the planning process. It includes a Vision Statement, Vision Context and Planning Principles. The Vision Statement and Vision Context paint a picture of what the South University District and Sprague Corridor will become while the Planning Principles help to express what community members consider to be the most desirable characteristics of future investments.

VISION STATEMENT

The South University District is home to a range of *thriving businesses* which provide jobs and services to the neighborhood and the City. *The walkable, mixed use neighborhood* and *employment center* offers a variety of *housing options*, excellent access to *public transit*, and *connections* to adjacent areas.

As a *major growth corridor*, Sprague Avenue plays a central role in the success of the South University District and International District. As a major *linkage* between Downtown and East Spokane, a *safer, calmer and more attractive* Sprague Avenue sets the stage for *continued physical and economic development*.

VISION CONTEXT

The South University District is an integral component of a thriving innovation cluster that also includes Downtown, the Riverpoint Campus, Gonzaga University and the Medical District. The South University District provides a combination of jobs, housing and support services needed to strengthen Spokane’s position as the regional economic hub and incubator of the 21st century economy. The South University District has strong links with neighboring higher education and medical institutions via partnerships and collaboration for research, technology development and job training. The entire area benefits from easy freight movement, excellent transit service, quick connections to major transportation corridors, and new pedestrian and bicycle linkages.

Redevelopment and neighborhood rehabilitation initiatives in the South University District build upon the area’s industrial history, strong employment base and unique residential potential. The result is a distinctly walkable, mixed use neighborhood with a variety of jobs, housing and amenities. The area fosters an atmosphere of creativity, innovation and entrepreneurship; provides unparalleled connectivity for moving goods and people; and creates an exciting urban living and working experience linking East Spokane, Downtown and the Medical District to the larger University District.

The East Sprague Corridor is a major east-west connection through the South University District, International District, greater Spokane and the larger region. The design of the street encourages pedestrian-friendly design oriented to the street, balances economic development and mobility, and provides multimodal access—accommodating pedestrians, motorists, transit users and bicyclists—for trips within and through the City.

The improved relationship between land use and transportation supports a healthy environment by decreasing vehicle miles traveled and related emission of green house gases. At its foundation, business and property owners, residents and employees in the South University District and along the Sprague Corridor are engaged and supportive of well planned growth and continued investment.



“We appreciated [the project process and it’s] sensitivity to the neighborhood and to the property owners and tenants which live, work, and utilize the services found within the area.”

Community Workshop comment (comments provided throughout this plan)



PLANNING PRINCIPLES

Planning principles articulate individual elements of the vision into more concise and objective statements. The 17 principles helped define and evaluate the design alternatives during the planning process, and will serve to guide implementation of the plan.

Economy and Land Use

- *Increase housing options.* A range of housing options for different lifestyles and incomes in the South University District creates a more complete and inclusive neighborhood. Provide housing to support area businesses and employers, and the larger University District.
- *Redevelop underutilized properties.* The redevelopment and reuse of vacant and underutilized properties in the South University District maximizes use of land, supports new and expanding businesses, creates a more complete neighborhood and can bolster property values. Street improvements along the Sprague Corridor will also bolster reinvestment and revitalization.
- *Maintain affordability.* The affordability of the South University District is a major asset that is welcoming to new residents and businesses. Proximity to employment, educational opportunities and daily goods and services lowers transportation costs, further enhancing affordability.
- *Create a more walkable neighborhood.* Community members desire a Sprague Corridor that is well connected to adjacent streets and neighborhoods, with safe sidewalks and crossings and a mix of homes and businesses.
- *Improve public utilities and infrastructure.* Providing adequate public utilities and infrastructure is critical to deliver the amount of water, electric, gas, sewer, and fiber optic that is needed to meet existing needs and future demand of businesses, employers and residents.



Sense of Place

- *Create a destination.* Inviting public spaces and a vibrant street front can enhance the sense of place within the South University District.

The design of Sprague Avenue will support visitors to and commerce within the area.

- *Improve physical aesthetics.* Continuous sidewalks, street furnishings and landscaping are some of the elements that can transform the South University District and Sprague Corridor. Distinctive neighborhoods such as the International District can be supported by street design.
- *Preserve historic assets.* Much of the identity of the study area is based on its history and evolution. This unique story should be preserved and can be interpreted through public art, signage, and context sensitive architecture.
- *Improve public safety.* All modes should be safely accommodated within the study area, with a special emphasis on safe and inviting pedestrian environments.

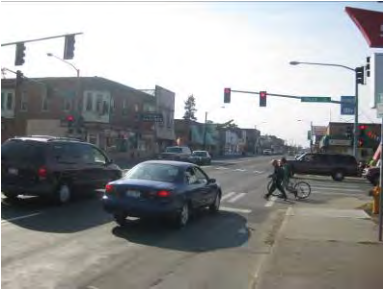
Environment

- *Reduce Greenhouse Gas (GHG) emissions.* Decreasing reliance on driving and encouraging use of public transit and non-motorized modes of transportation can reduce GHG emissions.
- *Incorporate green infrastructure and building techniques.* Green infrastructure and buildings can provide many different benefits, including energy conservation, reuse of materials, and stormwater management. Managing stormwater through vegetated stormwater catchment and other techniques in the study area can offset stormwater runoff leading to a cleaner Spokane River and lower city costs to protect it.
- *Create a better jobs-education-housing balance.* With so little housing in the study area, living near school and work is not really an existing option for most people today. Shorter trips between jobs and housing in the South University District lead to less vehicle miles traveled and reduced vehicle congestion.



Transportation and Parking

- *Reduce vehicle miles traveled (VMT).* A mixture of land uses in close proximity to one another and greater options to walk, bike and use transit can effectively reduce VMT.
- *Improve multimodal safety and operations.* All transportation modes should be safely accommodated within the study area, while maximizing both motorized and non-motorized operations.
- *Meet or exceed City standards for traffic.* The study area currently has excellent vehicle traffic performance which should be maintained with future growth and development.
- *Maintain or enhance on-street parking.* On street parking is important to residents, businesses and visitors in the study area, and should be maintained or enhanced to accommodate existing and future uses.
- *Improve connectivity to adjacent areas.* The South University District's proximity to Downtown, the Riverpoint Campus, the International District and South Hill is a major asset that should be leveraged through improved connections.



2. Background and Process

This chapter describes the project purpose, related planning efforts, and process and public involvement findings that led to the development of alternatives and preferred design and development scenarios.

PURPOSE

The South University District-Sprague Corridor Planning Study that resulted in this *Investment Strategy* is the first phase of the Sprague Corridor Growth & Transportation Efficiency Center (GTEC) Implementation Project. Funded by the American Revitalization and Reinvestment Act (ARRA), the goal of this phase is to, “combine community outreach to encourage commute trip alternatives in conjunction with land use, transit and traffic studies, modeling and analysis.” As defined by the desired outcomes for Phase I, specific goals of this plan are to:

- Identify a more compact land use pattern that includes housing and nearby employment opportunities; and
- Develop efficient transportation alternatives that will reduce energy consumption and green house gas (GHG) emissions.

Through the course of the planning process however, the outcomes include a number of additional benefits to complement the initial project goals and include:

- Improved understanding of local needs;
- Increased collaboration among the city, public agencies, businesses and residents; and
- A renewed focus on desired investment within the South University District and along Sprague Avenue.

RELATED PLANNING EFFORTS

The City of Spokane has a long history of planning for the future, with several plans and studies to guide future development of the study area (Appendix A). The South University District-Sprague Corridor Investment Strategy is based largely on the goals and strategies of these efforts. Building



on this foundation, there are several key themes that informed development of this document and the resulting design recommendations.

Key Findings

- *Neighborhood Identity.* The study area is composed of a diverse range of small businesses, offices and homes. Local organizations and businesses have called for land uses, development and streets that create a unique identity.
- *Pedestrian Improvements.* Improving the pedestrian realm of the street is one of the most common themes in plans related to the study area. Pedestrian improvements include wide sidewalks, decorative street furniture, street trees, safe crossings, and activated street fronts.
- *Multimodal Design.* As a principal arterial street, Sprague Avenue is tasked with providing a primary east-west route across the City for motorists. However, wayfinding and convenient and safe facilities with amenities for bicycling, walking and public transit along the street are a common theme among almost all recommendations and policies, including findings from the 2011 *Spokane University District Pedestrian/Bicycle Bridge Health Impact Assessment (HIA)* (Appendix K).
- *Safe Streets and Crossings.* Safety is a common concern for all modes. Based on existing plans, it is especially crucial that streets are designed to increase safety for pedestrians, bicyclists, and transit users. Notable safety improvements include the Burlington Northern-Santa Fe (BNSF) bike and pedestrian bridge crossing to the study area. As noted in the *Pedestrian/Bicycle Bridge HIA*, specific design treatments to increase safety include lighting, improved visibility, signage and traffic calming approaches.
- *Making Connections.* Connecting neighborhoods, commercial centers and important destinations in Spokane improves transportation and quality of life. Most important are improving connections between the South University District and the Riverpoint Campus, underneath the Thomas O’Keefe Bridge (referred to locally and in this document as Hamilton Street Bridge), as well as connection to

residences and businesses on the north and south sides of the International District.

- *Improved Coordination.* Coordination among different stakeholders in Spokane ensures consistency and concurrency for planning and implementation. Close coordination with neighbors, business owners, and other stakeholders are all needed to ensure buy-in from the neighborhood, and to implement recommendations.
- *Parking Management.* Surface parking uses extensive space and is a primary consideration among existing plans and studies. The *Pedestrian/Bicycle Bridge HIA* provides recommendations related to reducing parking and increasing parking fees. Parking management strategies should consider both on- and off-street parking.

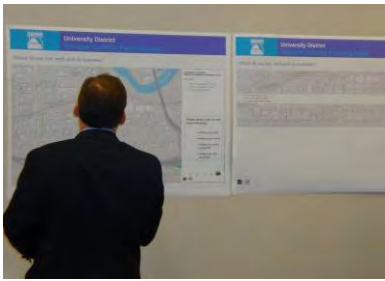
STUDY PROCESS AND PUBLIC INVOLVEMENT

The preferred development strategies presented in this document emerged from the desires of the community. Although initiated by the City of Spokane, interested and engaged citizens, property owners, and businesses provided input on each step.

Project Direction

Throughout the process the project relied on the guidance of the Project Team, the Interdisciplinary Staff Team and the Project Advisory Team. Each group met several times throughout the project to review materials and provide feedback and project direction.

- *Project Team.* The project team consisted of Department of Business and Development Services staff and project consultants. The project team developed the public participation strategy for the plan and coordinated meetings, events and plan development throughout the process.
- *Interdisciplinary Staff Team.* The Staff Team consisted of representatives from the City of Spokane including the Streets Department, Planning Services Department, Economic Development Department and Engineering Services Department. The Staff Team provided technical advice and feedback on project direction and



allowed for a high degree of coordination among city departments. The Staff Team met five times during the project.

- *Project Advisory Team.* The Project Advisory Team consisted of representatives with diverse interests and backgrounds including residents, business and property owners, and public and private agencies and associations. The main function of the team was to review materials, provide feedback and guide project direction. The project team identified team members early in the project and the group helped with ongoing outreach efforts throughout the process.

Project Process

The planning process spanned seven months between September 2011 and April 2012. The process relied on an in-depth public involvement effort to ensure the alternatives and analysis reflected the needs and interests of the community. In addition to stakeholder engagement opportunities and public events, the project included use of mailers and flyers, e-newsletters and a blog site. The process included five phases.

Phase I: Project Kickoff and Background Assessment

Early in the process, the project team met with the staff team and Advisory Team members to conduct a tour of Sprague Avenue and the South University District to assess existing conditions and street design characteristics. This phase included a thorough review of relevant plans and studies affecting the study area. The project team conducted interviews with community leaders; met with the staff team and Project Advisory Team; presented to the University District Advisory Council; and held a project open house to introduce the project and discuss future outcomes.

Phase II: Analysis and Inventory

During the second phase the project team conducted an in-depth analysis of existing conditions, and documented assets, issues and opportunities. This review sets the framework for the alternatives and is summarized in Chapter 3. Phase II centered on the community workshop which allowed the public to weigh-in on the alternatives and provide feedback. The public received an overview of the project and the alternatives, allowing for a discussion of the envisioned future for the area.



Phase III: Planning and Design Alternatives

Based on the ground work of the previous phases, the third phase focused on development of the alternatives. During this phase, the project team worked closely with the staff and advisory teams to develop alternative configurations, and assess each for their potential to meet goals, objectives and principles identified during the previous phase. The alternatives received further direction through the public workshop which also served to begin defining the preferred alternatives.

Phase IV: Preferred Alternative Refinement

In the fourth phase of the project, the project team developed the preferred alternatives according to feedback gathered through the previous phase. Working with the Staff Team and Project Advisory Team, the project team created more detailed elements of the preferred alternatives addressing street design and transit strategy considerations.

Phase V: Implementation Plan and Adoption Process

The final phase included an implementation plan to address cost projections, state-wide environmental requirements, funding and financing opportunities and potential phasing. The public reviewed the preferred alternatives and implementation strategies at the final open house, and the project team discussed final needs with the Staff Team and Project Advisory Team. This phase included draft revisions and the final plan.

3. Existing Conditions

This chapter provides an overview and assessment of the conditions facing the South University District–Sprague Corridor study area related to land use and development, infrastructure and the roadway network. The land uses and design alternatives presented in Chapter 4 are largely based on the key findings of the existing conditions analysis, drawing on the opportunities and challenges that exist within the study area.

This chapter is organized into the following four sections:

- Land use and development;
- Infrastructure;
- Transportation; and
- Sustainability

LAND USE AND DEVELOPMENT

An assessment of existing land use and development patterns provides a solid foundation for future development concept and street design alternatives within the South University District and along the Sprague Avenue Corridor (Figure 1).

Study Area Description

The study area is located in central Spokane, just east of Downtown, and south of the Riverpoint Campus.

South University District

Encompassing approximately 160 acres, the South University District is part of the 770-acre University District and is bordered by the Burlington Northern-Santa Fe (BNSF) Railway along its northern boundary, and I-90 along the south. Division Street marks the study area’s western boundary, while North Hamilton Street (Hwy 290) serves as the eastern boundary. Along with Division Street, Sherman and Arthur streets serve as the only transportation routes that cross I-90, and connect the South University District to the Medical District and South Hill.

Division and Browne streets provide the area’s only direct access to I-90 and the major medical campuses to the south, as well as to the north and the rest

“More people living in the neighborhood can help make it safer and more enjoyable.”

of the University District. The City is in the process of planning a pedestrian and bike bridge at the north end of Sherman Street to connect the South University District to Riverpoint Campus, across the BNSF rail line bisecting the District.

Sprague Avenue Corridor

Sprague Avenue is a principal arterial running through the South University District and the International District. The street runs east/west and links Downtown to eastern Spokane. Before construction of I-90, Sprague Avenue served as the primary transportation route linking east and west Spokane. The auto-oriented uses along the street today reflect this historic use and character.

Population Profile

Existing demographic characteristics contribute to the context of the study area. The 2010 Census for the Spokane Metro Area and City of Spokane provides the most recent population data.¹

Age, mobility, and housing characteristics of Spokane residents contribute to existing conditions, influencing how places and streets should be designed. The total estimated population in the South University District was 330 residents in 2008.² While the overall population is small, it is still worth noting that between 2000 and 2008 population growth in the South University District nearly doubled the growth rate 10.3% for the City of Spokane.



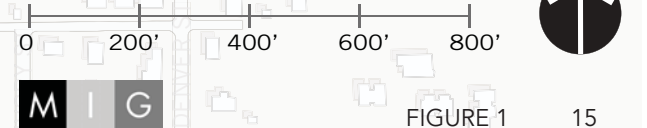
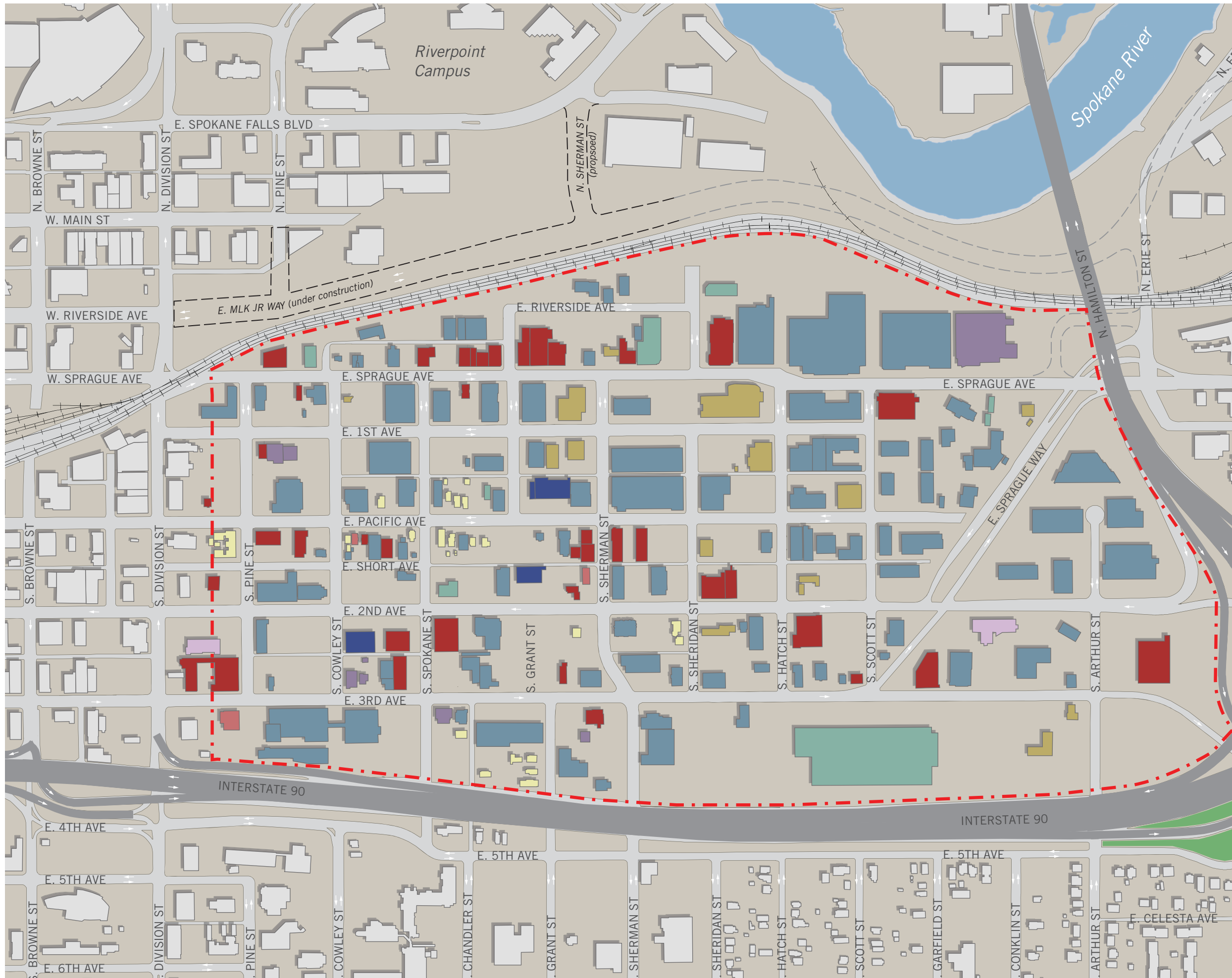
¹ Total 2010 Spokane Metro Area population 471,221

² City of Spokane Business and Development Services, Claritas (2008)

UNIVERSITY DISTRICT - SPRAGUE CORRIDOR PLANNING STUDY

EXISTING LAND USES

- Residential
- Hotel
- Restaurant/Food
- Retail
- Medical
- Office, Light Industrial, Warehousing, Storage
- Cultural, Religious, Gov't, Institutional
- Auto Oriented Retail
- Parks & Open Space
- Vacant
- Outside of Study Area, Unknown
- Study Corridor Boundary



Housing

There is a lower percentage of vacant housing in Spokane than the state average, with a greater percentage of owner-occupied housing. However, based on 2008 data, the percentage of owner-occupied housing in the South University District is only about seven percent (Table 1).³

Table 1: Age, Mobility, and Housing (Spokane MSA)

	Spokane Metro Area	State of Washington
Age and Mobility		
Median Age	36.8	37.3
65 years and older	12.9%	12.3%
Disabled*	13.5%	9.9%
Housing		
Vacant	7.1%	9.2%
Owner-Occupied	64.5%	63.9%
Renter-Occupied	35.5%	36.1%

Source: 2010 ACS 1-Year Estimates.
 *Total civilian non-institutionalized population.

Economy

At the Spokane metro area level there are several differences in employment when compared to the state average. Wholesale and retail trade, and transportation and warehousing all employ a greater percentage within the metro area than at the state level. Educational services, health care and social assistance at the metro area level have the greatest share of employment in the metro area. This category is also 5.5% greater than the state average. All of these uses exist in or immediately adjacent to the study area.

Commuting

The way people commute to work in Spokane provides an understanding of transportation preferences and street use. The primary commute method in Spokane is driving alone (Table 2). However, the percentage of those commuting to work by driving alone is higher than the state average and has increased since 2000. Interestingly, the mean travel time to work is lower

³ Ibid

than the state average. There are also fewer commuters relying on carpool and public transportation than the statewide share. Since 2000 however, other means – which includes bicycling – has increased by two percent.

Table 2: Commuting to Work (City of Spokane)

	City of Spokane (2000)	City of Spokane (2010)	State of Washington (2010)
Drove Alone	74.1%	76.7%	73%
Carpooled	12.9%	10.1%	10.5%
Public Transportation	4.2%	4.0%	5.5%
Walked	3.6	3.7%	3.5%
Other Means	0.5	2.5%	2.2%
Worked at Home	3.6%	3.0%	5.3%
Mean Travel Time to Work	19.5 minutes	19.1 minutes	25.1 minutes

Source: 2000 and 2010 ACS 1-Year Estimates.

Zoning: South University District

The underlying zoning designation of the South University District determines the types of uses and associated development that can occur. The zoning boundaries of the South University District closely match the border of the study area. Based on existing zoning, most of the study area is General Commercial. To the west, between Division and Pine streets, the zoning is Downtown South and Downtown General. At the southeastern corner of the study area, the zoning is Residential Single Family.

Table 3 summarizes the existing zoning in the study area. The table includes regulations which impact the design of buildings and lot coverage, including purpose, floor area ratio (FAR), building height, and minimum setback. The FAR regulates the amount of use allowed on a site, and is calculated by dividing interior floor area by total site area. A higher FAR leads to denser development. Most of the study area has a maximum FAR of 2.5, with a maximum building height of 150 feet.

Table 3: Existing Study Area Zoning

Zoning Designation	Purpose	Floor Area Ratio (Max.)	Height	Minimum Setback*
General Commercial (GC-150)	Allows a full range of retail and service businesses and industrial uses	2.5	150’**	0
Downtown South (DTC)	Allows the most intensive building height and massing	No Limit	No Limit	0
Downtown General (DTG)	High density, mixed use oriented for community-serving retail	6	12 stories	0
Residential Single-Family (RSF)	Allows a minimum of four and maximum of ten units/acre, attached and detached	NA	35’	15’

* From street lot line. Does not apply to R-zoned lots.

** The normal height limit for General Commercial zones is 70’, but the South University District area has an exception designated on the official zoning map by a dash and a height (150’) listed after the zone map symbol.

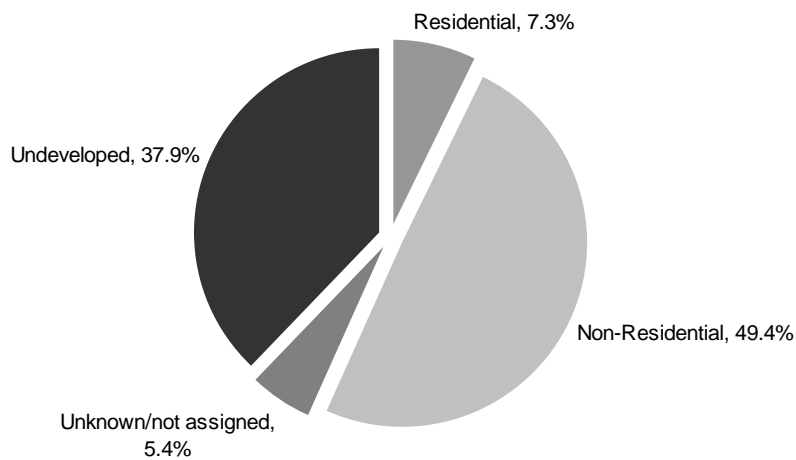
Land Use: South University District

Heading east from Downtown along Sprague Avenue, the physical character of Spokane becomes noticeably more industrial and auto-oriented after crossing Division Street. A mixture of lower building heights and some larger setbacks, surface parking lots, vacant and underdeveloped lots, and an abundance of billboards are all indicators that land use in the South University District is currently dedicated to business and industry.

Based on Spokane Regional Transportation Council (SRTC) data, there are four general land uses present in the South University District:

Nonresidential, residential, undeveloped, and unknown (Figure 2). In addition, the project team conducted a site tour of the district to better understand the nuances of existing land uses (Figure 1).

Figure 2: Existing Land Use⁴



- *Nonresidential.* Nonresidential uses account for the majority of land use with 49.4% of the total parcel base. Institutional uses are included in this category. The predominant land use in the South University District is commercial and retail. There are over 300 businesses within the district offering goods and services ranging from automotive to boat dealers and service, to coffee shops, to computers, to furniture. Warehouses, distribution centers, and transportation related industries are also located within the district. There are no parks or open space within the study area. The nearest parks include Oasis Park (along Sprague Avenue) and the skate park located outside the study area, beneath I-90 along Browne Street.
- *Residential.* Residential uses within the district have the smallest share of the total parcels, with 7.3%. Most are single units which are remnants of the former residential-oriented area that existed prior to the construction of I-90 in the early 1960's. South of I-90, much of the surrounding uses have remained residential. However, there is limited connectivity between these adjacent residential areas and the South University District.

⁴ Parcel information based on SRTC GIS data, Accessed 2011.

- *Undeveloped.* Undeveloped land accounts for the second largest share of the total land use, with 37.9% of the total parcels. These are parcels with no improvements and are generally evenly distributed throughout the district, with a greater concentration along Second and Third Avenues.

“This neighborhood should be attracting younger folks to live here, especially medical students and health sciences students from Riverpoint.”

Destinations and Opportunities

Destinations that attract customers and visitors are found throughout the study area. The many auto-related services along Sprague Avenue, and small businesses and restaurants located throughout the South University District attract customers from throughout Spokane. Along with City initiatives, the efforts of the East Spokane Business Association and emergence of the International District have helped spawn renewed investment in the study area, particularly between Madelia and Crestline Streets along Sprague Avenue. In addition, the future pedestrian bridge linking the Riverpoint Campus to the South University District has potential to attract additional development of new campus related housing and services.

The South University District’s proximity to higher education, research and health care institutions is a major opportunity for the future. Separated from the South University District by the BNSF railway, the Riverpoint Campus plays an important role in Spokane’s University District, home to an abundance of institutions such as Washington State University Spokane, Eastern Washington University Spokane, Whitworth University, and Innovate Washington (formerly Sirti). Gonzaga University is located across the Spokane River immediately north of the Riverpoint Campus.

As a result of existing and potential future higher education and related facilities, the State of Washington designated the University District as an Innovation Partnership Zone in 2007, enabling the district to attract new healthcare and high tech industries and be eligible for state grants related to research and development.⁵

⁵ Ibid

Built Form and Character: South University District

Appropriate density and design, and consistent development patterns are fundamental considerations that impact the success and vibrancy of the district. Development of the South University District has resulted in buildings with a variety of distribution, size, and character.

Most of the continuous building frontage exists along Sprague Avenue. Along the street, most of the buildings are larger in size (10,000 square feet and greater), with smaller setbacks. The smallest building footprints (5,000 square feet and smaller) are clustered near the intersection of Pacific Avenue and Spokane Street, and are used for residential or office uses.

The density of buildings is less concentrated closer to I-90. Shorter block lengths and alleys create opportunities for better pedestrian circulation. Block lengths in the study area are about 300 feet, with midblock alley ways between First and Pacific Avenues, Pacific and Second Avenues, and Second and Third Avenues.

In general, the placement and layout of many of the buildings in the study area are auto-oriented. There is an abundance of surface parking lots, off-street parking in front of building entrances, driveways and curb cuts, drive-thru businesses, and inconsistent setbacks.

The majority of buildings in the study area (approximately 50%) are between 2,500 and 9,999 square feet in size. Very large buildings (40,000 square feet and greater) constitute only four percent of the total inventory. The vast majority of buildings (76%) are between 2,500 and 40,000 square feet.⁶

INFRASTRUCTURE

When maximizing the potential for new physical and economic development, the water, sewer, communications, power, and gas infrastructure are just as important as the design of the street itself.

Throughout the study area, the underlying basalt rock will make earth work and utility installation challenging. There are also multiple underground



⁶ City of Spokane Business and Development Services, 2011

springs that will require further study. The following provides an overview of infrastructure within the South University District.

Water

The study area contains approximately 31,000 lineal feet of City of Spokane water main. Water mains exist along the east/west avenues and intermittently along the following north/south streets: Pine, Cowley (north of Pacific), Scott, Arthur, Ivory, and Perry, as well as along Sprague Way. Pipe diameters range from four to 24 inches. (Appendix J: City of Spokane Water)

Storm and Sanitary Sewer

Stormwater is collected in approximately 150 catch basins and is conveyed through storm pipes to a combined City of Spokane sewer system within the study area. Catch basins are generally located at intersections, except for those located on Sprague Way. An 18-inch storm drain pipe runs along Hatch Street between Pacific and First Avenues.

The study area contains approximately 24,000 lineal feet of City of Spokane sanitary sewer pipe. Sanitary sewer piping exists along Sprague Avenue, most of Second and Third Avenues, and intermittently along the remaining east/west avenues and several north/south streets. Pipe diameters range from eight to 24 inches. (Appendix J: City of Spokane Sewer & Storm)

Communications

Comcast cable (telephone, cable TV, and internet) is provided to customers in the study area along aerial cables that are attached to power poles shared with Avista Utilities and CenturyLink. CenturyLink cable (telephone, cable TV, and internet) is provided to customers in the study area along buried and aerial cables. (Appendix J: Comcast & Century Link Utilities)

Electricity

Avista Utilities is the sole provider of electricity in the project area. There is a large Avista substation south of Third Avenue between Sherman and Hatch streets. A future substation is planned next to BNSF rail just east of the proposed south bridge landing.

Natural Gas

Avista Utilities is the sole provider of natural gas in the project area. A variety of existing and abandoned steel and plastic pipes exist along a number of

east/west avenues and north/south streets, and intermittently along alleys off Second and Third Avenues. (Appendix J: Avista Gas)

TRANSPORTATION

An assessment of the existing transportation system in the University District-Sprague Corridor (UDSC) study area serves to provide context for the alternatives analysis and preferred design. The assessment focused on the UDSC roadway network, the design of Sprague Avenue, traffic volumes and operations.

Roadway network

Streets within the South University District and Sprague Avenue within and east of the district are as important for transportation as they are for commerce. Motorists, pedestrians, bicyclists, and transit users all rely on the street network for their daily needs. Businesses also rely on street traffic as a source for customers.

The adjacent roadway network to the south of the Sprague Corridor is well connected to a local street grid, arterials and regional facilities. The Sprague Way roadways provide one-way south and northbound connections to Second and Third Avenues. The area to the north is constrained by the BNSF rail line, which allows for only a few east-west local streets (East Riverside and Main Avenues). East of Erie Street, connections from Sprague Avenue to the north over the rail line are limited to Helena, Madelia and Napa Streets. The Hamilton Street Bridge and supporting freeway ramps create a barrier between the east and west portions of the study area. Table 4 summarizes the roadways within the study area. The list includes the City's functional classification and existing cross-section features.

Future Projects

Impacts from expansion of I-90 and related construction of the North Spokane Corridor (NSC), and the future redevelopment of Martin Luther King, Jr. (MLK) Way will also impact the function of the Sprague Corridor. Currently, Washington State Department of Transportation (WSDOT) is acquiring property along Second Avenue for construction of the NSC. The alignment of the NSC will be constructed south and east of the study area along Greene Street with a new interchange to link with Trent Avenue.



There are no proposed access points onto Sprague Avenue. Still, a new trail will be constructed to offer options for pedestrians and bicyclists along the west side of the NSC.

This plan is based on the premise that the NSC will connect with I-90, thus assuming future traffic impacts to Sprague Avenue will be offset. Though the NSC project is in various stages of planning, design and completion, the analysis and design alternatives presented in this plan would be impacted if the NSC/I-90 connection is not constructed. This is especially the case along Sprague Avenue at the proposed improvements across I-90 on Altamont.

Table 4: Roadway Network Characteristics

Roadway	City Classification	Lanes	Sidewalks	Bike Lanes	On-Street Parking
East-West Facility					
Sprague Avenue	Principal Arterial	4 lanes	Yes	No	Partial
East Riverside Avenue (Grant to Sheridan)	Local Street	2 lanes	unimproved		
East Riverside Avenue (east of Perry Street)	Local Street	2 lanes	Yes	No	Yes
First Avenue	Local Street	2 lanes	Yes	No	Yes
Second Avenue (one-way)	Principal Arterial	3 lanes	Yes	Yes	Partial
Third Avenue (one-way)	Principal Arterial	3 lanes	Yes	No	Partial
Pacific Avenue	Local Street	2 lanes	Yes	No	Yes
North-South Facility					
Division Street (one-way)	Principal Arterial	3-4 lanes	Yes	No	Partial
Pine Street	Local Street	2 lanes	Yes	No	Yes
Cowley Street	Local Street	2 lanes	Yes	No	Yes
Spokane Street	Local Street	2 lanes	Yes	No	Yes
Grant Street	Local Street	2 lanes	Yes	No	Yes
Sherman Street	Minor Arterial	2 lanes	Yes	No	Yes
Sheridan Street	Local Street	2 lanes	Yes	No	Yes
Hatch Street	Local Street	2 lanes	Yes	No	Yes
Scott Street	Local Street	2 lanes	Yes	No	Yes
Sprague Way northbound	Minor Arterial	1 lane	Yes	No	No
Sprague Way southbound	Minor Arterial	1 lane	Yes	No	No
Ivory Street	Local Street	2 lanes	Yes	No	Yes
Perry Street	Local Street	2 lanes	Yes	No	Yes
Helena Street	Major Collector	2 lanes	Yes	No	Yes
Madelia Street	Local Street	2 lanes	Yes	No	Yes
Pittsburg Street	Local Street	2 lanes	Yes	No	Yes
Magnolia Street	Local Street	2 lanes	Yes	No	Yes
Napa Street	Minor Arterial	2 lanes	Yes	No	Yes
Crestline Street	Local Street	2 lanes	Yes	No	Yes
Lee Street	Local Street	2 lanes	Yes	No	Yes
Stone Street	Local Street	2 lanes	Yes	No	Yes
Altamont Street	Minor Arterial	2 lanes	Yes	No	Yes
Cook Street	Local Street	2 lanes	Yes	No	Yes
Smith Street	Local Street	2 lanes	Yes	No	Yes
Lacey Street	Local Street	2 lanes	Yes	No	Yes
Nelson Street	Local Street	2 lanes	Yes	No	Yes
Regal Street	Local Street	2 lanes	Yes	No	Yes
Haven Street	Local Street	2 lanes	Yes	No	Yes
Fiske Street	Local Street	2 lanes	Yes	No	Yes

Sprague Avenue Design

There are currently two prototypical street sections along Sprague Avenue between Division and Spokane streets: a 72-foot and a 74-foot right-of-way. The 72-foot section exists between North Pittsburgh and North Magnolia Streets. The four-lane section features eight-foot sidewalks along both sides, seven-foot parking lanes along both sides, and two, 10.5-foot travel lanes in the eastbound and westbound sides of the street.

The prototypical street section for the 74-foot section is found along Sprague Avenue between South Cowley and South Spokane streets. The design features a 10-foot sidewalk on the eastbound side, a seven-foot parking lane, and two, 10-foot travel lanes. The westbound side also features a varied 10-foot sidewalk, a seven-foot parking lane, and two 10-foot travel lanes.

Intersections

Sprague Avenue operates with traffic signal control at the Division, Sherman, Helena, Napa and Altamont Street intersections. The Sprague Way ramps near the Hamilton Street Bridge are controlled with yield signs on the side streets. The remaining intersections along the Sprague Corridor are controlled by stop signs on the side streets. The remaining intersections in the study area are controlled by stop signs on the side street or are uncontrolled on all approaches.

Parking

The on-street parking provided on Sprague Avenue has limited width (less than eight feet and as narrow as seven feet in many locations) in most sections which can create a safety issue for both passing vehicles and on-street parking users. Based on multiple site visits, the current use of the on-street parking on Sprague Avenue was observed to be limited.



Transit

Sprague Avenue is designated as a high performance transit route by Spokane Transit Authority (STA). Bus transit along the Sprague Corridor is provided by Route 90. The route currently connects the Downtown Transit Plaza to the Valley Transit Center with 15 minute headways. At the west end of the study area, there are bus stops located at Division, Cowley, Sherman, Sheridan and Ivory Streets, and Sprague Way. Only Division, Sherman and

Ivory Streets have marked crosswalks. At the east end of the study area, there are bus stops located at the intersections of Sprague Avenue and Helena, Pittsburgh, Napa, Altamont, Lacey and Haven Streets. Two of the six bus stops on both sides of the street are connected by a marked crosswalk.

Four additional bus routes serve the South University District area:

- *Route 173*: Valley Transit Center express route (a.m. and p.m. weekday peak hours); 30 min headways; along I-90 and Browne.
- *Route 174*: Liberty Lake Express; 30-minute headways; along Division and I-90.
- *Routes 45 and 94*: 15 minute peak hour headways (non peak, 30 minute headways), along Second and Third avenues.

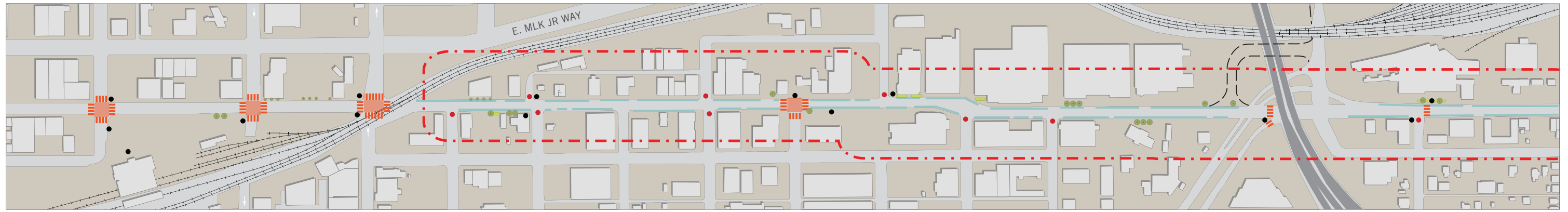
Pedestrian Environment

The Pedestrian Features and Amenities Map (Figure 3) depicts key characteristics of Sprague Avenue that impact pedestrians. Continuous and wide or separated sidewalks, safe street crossings, landscaping, transit stops and amenities, and bike parking are elements that contribute to the pedestrian environment. The presence of these elements varies throughout the length of the street.

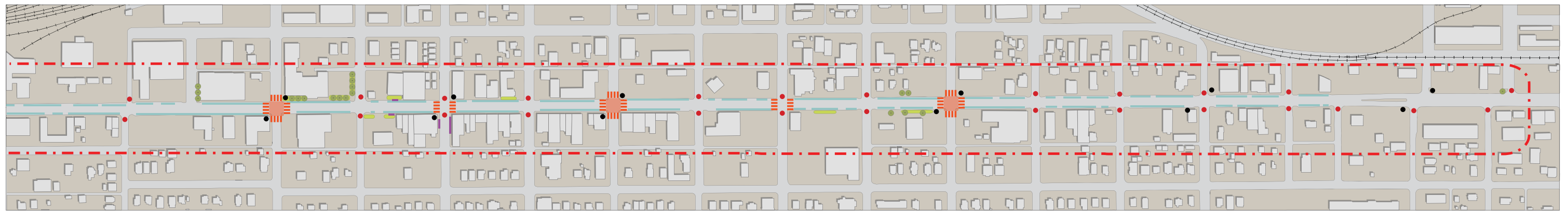
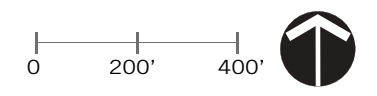
Along the west end, crosswalks are located at Division and Sherman streets, and the east side of East Sprague Way and Ivory Street. Along this section, there is a signalized intersection at Division Street, and another at Sherman Street. Several curb cuts and minimal or inconsistent landscaping is present throughout the west end.

The eastern end of the Sprague Corridor study area has similar conditions. Marked crosswalks exist at Helena, Pittsburgh, Napa, Lee and Altamont streets. Signalized intersections are at Helena, Napa and Altamont streets. Similar to the western half of the street, there are several curb cuts and minimal and inconsistent landscaping.





- E. MLK Jr. Way extension - Phase 2
- Signaled intersection
- Stop sign
- On-street parking
- - - East Sprague Avenue Corridor Boundary
- ≡ Marked crosswalk
- Existing trees
- Bus stop
- Existing landscaping



UNIVERSITY DISTRICT - SPRAGUE CORRIDOR STUDY AREA
 EXISTING PEDESTRIAN FEATURES & AMENITIES

Transit Oriented Development

Compact, walkable development that is close to transit can decrease longer trips between employment and residential uses, increase options for walking and taking transit, and decrease reliance on driving. Currently, there is excellent potential for transit oriented development along Sprague Avenue and within the South University District. New housing projects near bus stops, shopping and employment have already emerged along Sprague Avenue.

Increased transit amenities, safer crossings, improved sidewalks, bike routes, signage, and parking management are all needed at the street level to encourage transit oriented development. Regulatory requirements and financial incentives such as flexible design standards and zoning, developer incentives, and public/private partnering are all necessary for encouraging more compact development with greater access to transit.

Other Considerations

Snow removal and storage in Spokane must also be considered. Medians can be used to store snow with the proper equipment, and sidewalks should be designed to accommodate snow berming to prevent interference with snow removal from streets and pedestrians on the sidewalk. There is inadequate street right-of-way width to consider roundabouts, angled parking or bike lanes without right-of-way acquisition, the removal of on-street parking or reduction of sidewalk width. On-street parking is particularly important to local businesses which depend on available and safe parking along Sprague Avenue. Finally, the extensive basalt rock found throughout the study area may pose issues for the incorporation of stormwater planters and swales and should be evaluated accordingly.



Motor Vehicle Volumes

Traffic count data was collected along the study corridor on August 12, 2011. The data included vehicle turn movement counts during the morning (7 to 9 a.m.) peak period at select intersections and the evening (4 to 6 p.m.) peak period at all study intersections. Table 5 summarizes estimated daily traffic volumes based on a factor of the p.m. peak hour volumes.

Table 5: Existing Study Area Roadway Volumes

Roadway	Location	Estimated Daily Traffic Volume	Peak Hour Traffic Volume	
			AM	PM
East-West Facility				
Sprague Avenue	West of Sherman	11,000	1,058	1,089
Sprague Avenue	East of Napa	15,000	1,211	1,449
North-South Facility				
Cowley Street	South of Sprague	850	57	85
Grant Street	South of Sprague	400	39	42
Sherman Street	South of Sprague	3,600	301	367
Sheridan Street	South of Sprague	200	15	21
Sprague Way northbound	South of Sprague	1,700	-	170
Sprague Way southbound	South of Sprague	200	-	20
Perry Street	South of Sprague	750	59	75
Helena Street	North of Sprague	3,000	277	300
Madelia Street	North of Sprague	800	81	78
Magnolia Street	South of Sprague	300	11	27
Napa Street	North of Sprague	6,100	409	607
Lee Street	North of Sprague	500	40	49
Altamont Street	South of Sprague	5,500	384	552
Lacey Street	South of Sprague	300	47	26
Fiske Street	South of Sprague	600	17	60

Traffic counts conducted on August 12, 2011

Sprague Avenue is a City-designated truck route with heavy vehicles comprising approximately three to 12 percent of the morning peak hour traffic volume and two to five percent of the evening peak hour traffic volume. The highest truck volumes and percentages in the study area were observed at the following locations (truck movements are also included in the queuing analysis presented later):

- Sprague Avenue eastbound at Madelia Street during the AM peak – 12 percent
- Madelia Street north of Sprague Avenue (both directions) during the AM peak – 26 percent
- Altamont Street southbound at Sprague Avenue during the AM peak – 32 percent

Study Intersection Operations

Existing motor vehicle operations were evaluated at the signalized study intersections. The study intersections operations analysis findings are summarized in Table 6.⁷ The City of Spokane operating standard is level of service (LOS) E at signalized intersections. Based on the analysis, all the signalized study intersections operated with LOS B or better during the peak hours.

Table 6: Existing Intersection Motor Vehicle Operations

Intersection	AM Peak Hour			PM Peak Hour		
	LOS	Delay (sec)	V/C Ratio	LOS	Delay (sec)	V/C Ratio
Sherman Street/Sprague Avenue	B	10.9	0.47	A	7.3	0.32
Helena Street/Sprague Avenue	B	10.8	0.44	B	10.3	0.44
Napa Street/Sprague Avenue	A	5.9	0.51	B	10.2	0.61
Altamont Street/Sprague Avenue	B	13.7	0.55	B	12.2	0.48

LOS = Level of Service; V/C Ratio = Volume to Capacity Ratio

A detailed operational analysis of the unsignalized study intersections was not conducted. However, a review of the available morning and evening peak hour traffic volumes showed that the side street demand at the unsignalized study intersections was relatively low and that no operational deficiencies would be expected.

SUSTAINABILITY

Sustainable design and development encompasses a range of practices to improve energy and resource efficiency and conservation, and reduce negative impacts of development on the community and environment. To assess overall sustainability within the study area, the project team applied description and methodology outlined in the LEED for Neighborhood

⁷ The operations were based on turn movement counts conducted in June 2011 and September 2011. The morning and evening peak hour intersection motor vehicle operations were based on the 2000 Highway Capacity Manual methodology.

Development rating system. A complete description of the LEED ND system can be found in Appendix B for reference.

Existing Strengths and Weaknesses

Based on the LEED ND standards of sustainability and available data on the study area, there are several areas in which the study area currently exceeds, meets or partially meets the criteria. Yet there are also multiple LEED ND criteria that are not being met. Table 7 provides an assessment of the overall sustainability of the study area. Based on this cursory assessment, there are multiple opportunities for improving sustainability.

Table 7: Preliminary Sustainability Assessment

Measurement	Unknown/ More research needed	Does not meet requirements	Partially meets requirements	Meets or exceeds requirements
Proximity to transit				✓
Residential density		✓		
Non-residential density		✓		
Building setbacks			✓	
Continuous Building Frontage			✓	
Average FAR of new development	✓			
Distance to food markets		✓		
Distance to schools		✓		
Average building height			✓	
Intersections/square mile				✓
Distance between streets			✓	

Based on the assessment, transit and intersection spacing meet or exceed the sustainability criteria. The study area has excellent access to transit, as all buildings and parcels within the project area are within ¼-mile from transit. Frequent and consistent intersection spacing allows for more convenient transportation routes, greater route options, and more opportunities for redevelopment. LEED ND requires a minimum of 140 intersections per square mile. There are 72 intersections in the study area, representing 235 intersections per square mile, indicating that there are more than adequate intersections and good connectivity in the majority of the study area.

However, development density and proximity to certain services in the study area do not meet the sustainability criteria. Although the study area is predominantly commercial, there is potential to provide more housing. Residential density in the study area is currently very low. There are 24 residential dwelling units in the study area, representing an average of 0.12 dwelling units per acre. Due to the larger size of many non-residential buildings, the average non-residential density is also low. There are 200 non-residential buildings within the 196-acre study area, representing an average of 1.02 nonresidential buildings per acre.

Opportunities to Improve Sustainability

It is important to note that LEED ND is just one potential method for assessing sustainability. Still, the sustainability assessment identified multiple categories that offer excellent opportunities for the future. Transit, building density and design, street system, and connectivity and neighborhood amenities can all be leveraged to improve the overall sustainability of the study area.

“I love the medians. It’s not about driving everywhere. It’s about being there.”

Transit

Denser, more walkable development requires excellent proximity and access to transit, allowing residents and visitors to move around the City without reliance on cars. The availability of public transit is one of the biggest assets for opening development opportunities in the study area, and already provides excellent service along Sprague Avenue and within the South University District.

Building Density and Design

There is excellent potential for infill development within the study area. Currently, both residential density and non-residential building density are below the LEED ND requirements. Yet, City design and development guidelines allow for FARs that can create a more desirable and environmentally friendly density in the study area.

Street System

The existing street network provides options for pedestrians, bicyclists, motorists, and transit users for moving in and around the study area. Based on a tour of the street however, there are many sections of street with broken or missing sidewalks, dangerous crossings and conditions for cyclists.

Presently, there is potential to plant street trees and landscaping throughout the study area, creating a continuous tree canopy and future urban forest. Although existing on-street parking and street lane width are inadequate, there is an overall abundance of right-of-way width with excellent potential for redesigning and redeveloping existing streets to accommodate all modes.

Connectivity

The study area is fortunate to be near an abundance of great neighborhoods and adjacent uses. Good connectivity is central to leveraging these assets, including safe crossings for pedestrians and bicyclists, transit routes, and efficient linkages for vehicles. Projects such as the pedestrian/bicycle bridge connecting to the University District will create new opportunities for development in the study area.

Neighborhood Amenities

A vibrant and livable neighborhood is dependent on a diverse number of amenities for the community, and can create a unique sense of place. Unique shops, public markets, and public art can also make the study area diverse and memorable. With support from organizations such as the University District Development Association, Downtown Spokane Partnership, the Spokane International District and the East Sprague Business Association, there is an emergence of several new initiatives to attract more amenities into the study area.

4. Design Alternatives and Analysis

This chapter describes the alternatives analysis that led to the preferred alternatives presented in chapters 5 and 6. The design alternatives are based on key findings gathered from the public, as well as an assessment of existing conditions and future needs within the study area.

There are two different sets of alternatives proposed for the study area: development concept alternatives for the South University District; and street design alternatives for Sprague Avenue extending through both the South University District and the International District.

This chapter is organized into four sections:

- Development Concept Alternatives;
- Street Design Alternatives;
- Traffic Analysis; and
- Planning Principle Analysis.

“The planned land use would lead to a major revitalization of the area.”

DEVELOPMENT CONCEPT ALTERNATIVES

The intent of the alternatives is to identify the preferred development concept that will shape future growth and investment within the South University District. The initial series of alternatives presented to the public consisted of three options. The following provides an analysis of the alternatives, including an overview of potential development intensity.

Alternatives Overview

Alternatives are based on potential development focus and intensity.⁸ For each alternative, the mixture of land uses is adjusted slightly to achieve a

⁸ Currently, 37.9% of parcels in the South University District study area are undeveloped. For this study, potential new development is based on use of 70% of existing vacant or derelict parcels, or infill sites. Different intensities are based on changes in the density of future development as measured by Floor Area Ratio (FAR). FAR is the ratio of allowable built square footage to lot coverage; a higher FAR results in denser development. The existing FAR in the study area is 0.56. For this study, the alternatives analysis compares

focus for the study area. For each focus, the prevalence of each land use changes based on the potential and desired infill of new development, and either low or medium development intensity. It is important to note that the entire study area is assumed to be mixed use in the future in all alternatives.

Employment Focus

The employment focus assumes more retail and industrial uses south of Sprague Avenue, with an emphasis on residential to the north of Sprague (Figure 4). Table 8 provides a comparison of existing development intensity with potential future development under the employment focus.


There are already concentrations of employment related land uses, especially industrial, and retail. Under a low intensity scenario, changes include slight increases in residential and medical uses. With medium intensity, there is an increase in service/offices and slightly less industrial, manufacturing, etc. Overall, the amount of new residential uses in the employment focus scenario is the lowest among the alternatives. There is no increase in educational uses.




potential low intensity uses (the existing FAR of 0.56) with medium intensity uses with a higher FAR of 1.12.


UNIVERSITY DISTRICT SPRAGUE CORRIDOR PLANNING STUDY


EMPLOYMENT FOCUS

Project Boundary 


Public Opportunity Sites 

-  Ped/Bike Bridge Site
-  Former Costco Site
-  Short & Pacific Site
-  Pacific & Cowley Site
-  2nd & Spokane Site


Priority Pedestrian-Oriented Retail 

Mixed-Use/Residential Emphasis 

Mixed-Use/Industrial Emphasis 

Mixed-Use/Office Emphasis 

Mixed-Use/Institutional Emphasis 

Streetscape Enhancements 

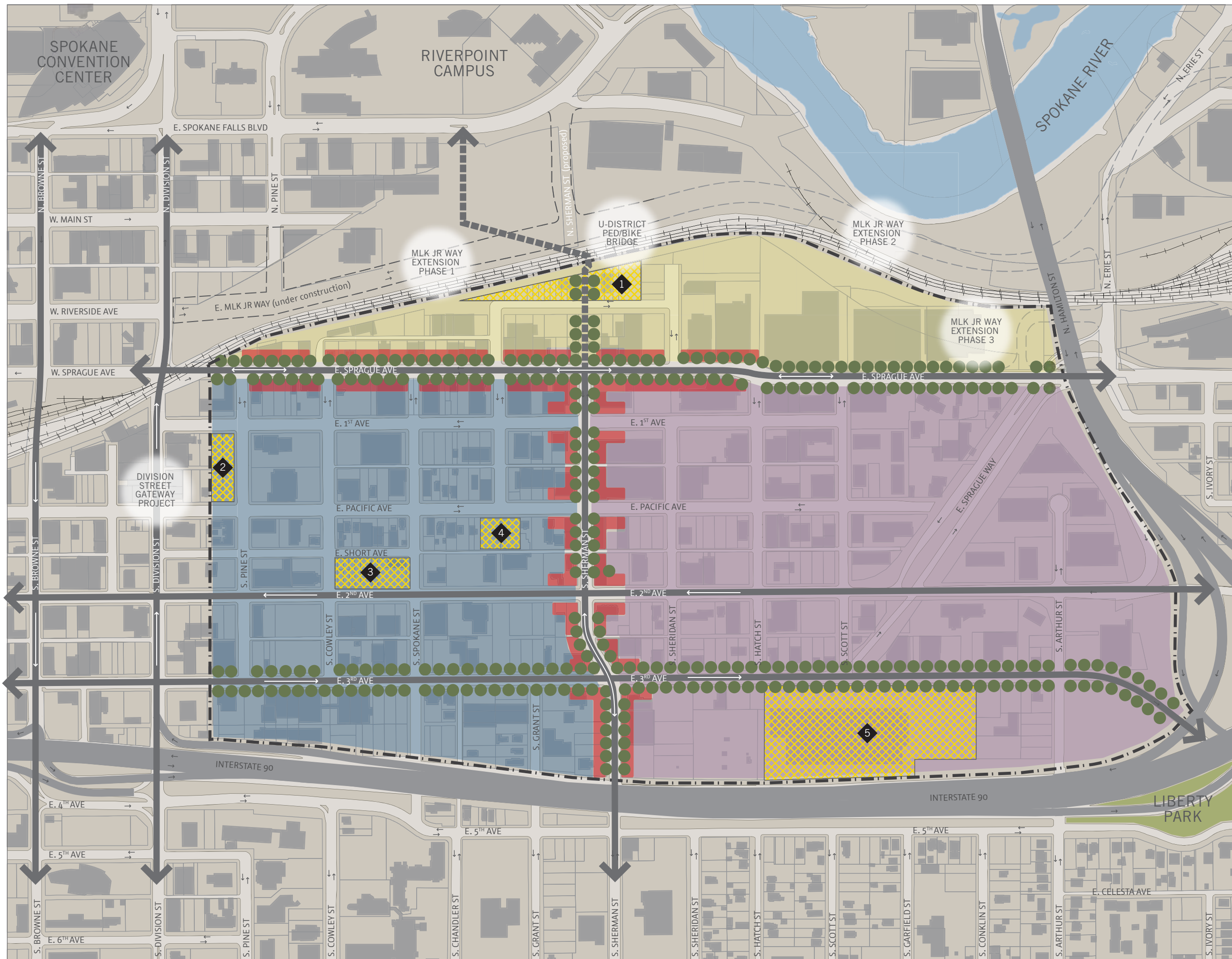


FIGURE 4 39

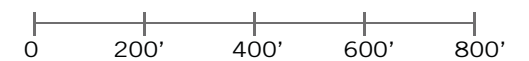


Table 8: Employment Focus Potential Development Summary

Land Use	Development Intensity					
	Existing		Low		Medium	
	SQ. FT.	%	SQ. FT.	%	SQ. FT.	%
Single Family Residential	24,500	1.3%	39,298	1.6%	51,645	1.7%
Multi-Family Residential	26,352	1.4%	66,030	2.6%	103,073	3.4%
Hotels/Motels/ Campgrounds	29,408	1.6%	32,349	1.3%	32,349	1.1%
Industrial/Manufacturing/ Wholesale/Construction	993,712	54.5%	1,191,864	47.7%	1,290,646	43.1%
Retail (Non-CBD)	372,126	20.4%	557,510	22.3%	705,682	23.6%
Services/Offices	184,021	10.1%	301,204	12.1%	399,986	13.4%
Finance, Insurance and Real Estate Services	7,500	0.4%	8,250	0.3%	8,250	0.3%
Medical	19,624	1.1%	70,977	2.8%	120,368	4.0%
Educational*	0	0.0%	0	0.0%	0	0.0%
Vacant	165,467	9.1%	231,404	9.3%	280,795	9.4%
Total	1,822,710	100%	2,498,887	100%	2,992,794	100%

*Includes students and university employees

Urban Village Focus

The urban village focus, or a neighborhood that has a balance of housing, employment and services, includes the most amount of residential of the three alternatives (Figure 5). With this focus, the percentage of total development assumed for industrial and services/offices uses decrease, while medical uses increase. There is a concentration of office infill located south and west of Sherman, as well as an emphasis on industrial infill to the east.

With a low intensity scenario, existing multi-family residential increases to 6.2% of the total development, and 9.4% under the medium intensity scenario (Table 9). Again, there is no increase in educational uses.



Table 9: Urban Village Focus Potential Development Summary

Land Use	Development Intensity					
	Existing		Low		Medium	
	SQ. FT.	%	SQ. FT.	%	SQ. FT.	%
Single Family Residential	24,500	1.3%	51,645	2.1%	76,341	2.6%
Multi-Family Residential	26,352	1.4%	152,464	6.2%	275,940	9.4%
Hotels/Motels/ Campgrounds	29,408	1.6%	106,435	4.3%	180,521	6.1%
Industrial/Manufacturing/ Wholesale/Construction	993,712	54.5%	1,117,779	45.2%	1,142,474	38.8%
Retail (Non-CBD)	372,126	20.4%	532,815	21.5%	656,292	22.3%
Services/Offices	184,021	10.1%	227,118	9.2%	251,814	8.6%
Finance, Insurance and Real Estate Services	7,500	0.4%	8,250	0.3%	8,250	0.3%
Medical	19,624	1.1%	70,977	2.9%	120,368	4.1%
Educational*	0	0.0%	0	0.0%	0	0.0%
Vacant	165,467	9.1%	206,709	8.4%	231,404	7.9%
Total	1,822,710	100%	2,474,192	100%	2,943,403	100%

*Includes students and university employees

Institutional Focus


The institutional focus emphasizes more institutional uses (i.e., medical, educational and government institutions) as well as industrial and office, with some residential west of Sherman (Figure 6). With this focus, there is more multi-family residential development and less industrial uses.


Table 10 provides a summary of development intensity under the institutional focus. As indicated by the table, the percentage of institutional related uses such as medical and educational increase more than other land use alternatives. Under medium intensity, the percentage of medical related uses increases over 6% from existing conditions. Multi-family residential uses also have a larger share from existing conditions, with between 5.2 to 7.8% of the total development square footage.



UNIVERSITY DISTRICT SPRAGUE CORRIDOR PLANNING STUDY


URBAN VILLAGE FOCUS

Project Boundary 


Public Opportunity Sites 


-  1 Ped/Bike Bridge Site
-  2 Former Costco Site
-  3 Short & Pacific Site
-  4 Pacific & Cowley Site
-  5 2nd & Spokane Site


Priority Pedestrian-Oriented Retail 

Mixed-Use/Residential Emphasis 

Mixed-Use/Industrial Emphasis 

Mixed-Use/Office Emphasis 

Mixed-Use/Institutional Emphasis 

Streetscape Enhancements 

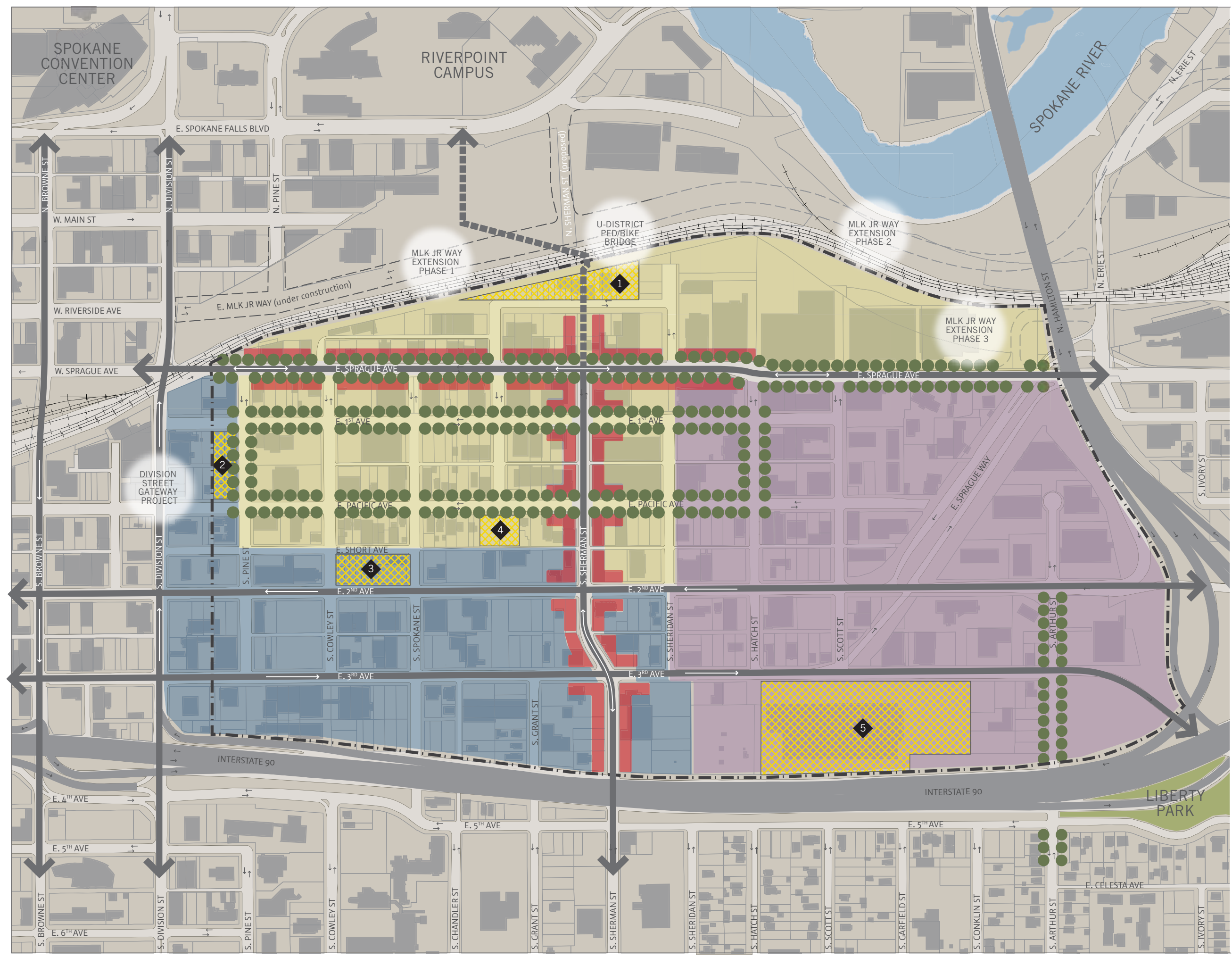
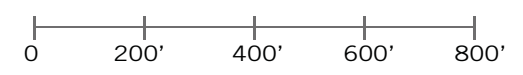




FIGURE 5 43




UNIVERSITY DISTRICT SPRAGUE CORRIDOR PLANNING STUDY


INSTITUTIONAL FOCUS


Project Boundary 


Public Opportunity Sites 

-  Ped/Bike Bridge Site
-  Former Costco Site
-  Short & Pacific Site
-  Pacific & Cowley Site
-  2nd & Spokane Site


Priority Pedestrian-Oriented Retail 

Mixed-Use/Residential Emphasis 

Mixed-Use/Industrial Emphasis 

Mixed-Use/Office Emphasis 

Mixed-Use/Institutional Emphasis 

Streetscape Enhancements 

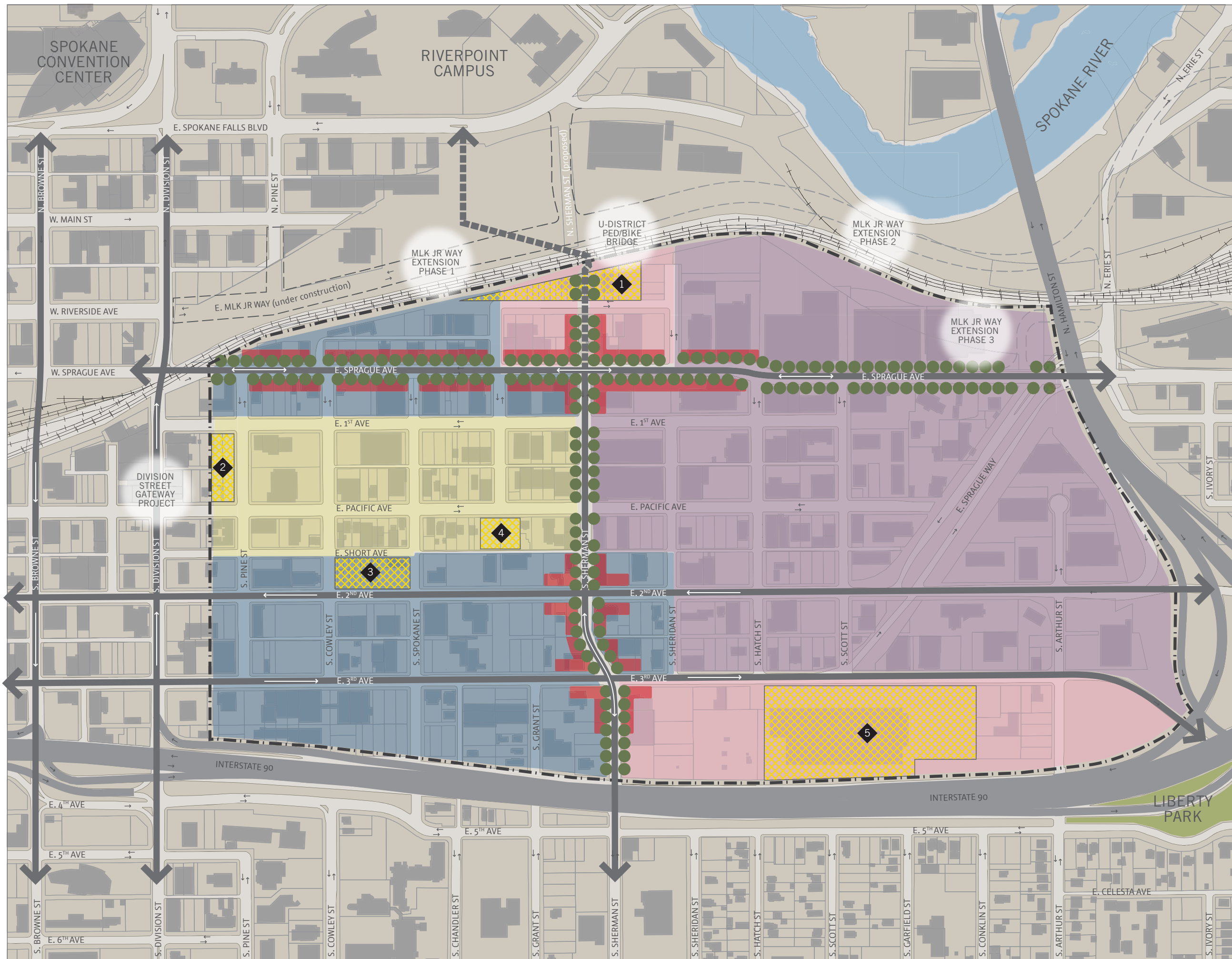


FIGURE 6 45

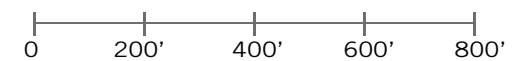


Table 10: Institutional Focus Potential Development Summary

Land Use	Development Intensity					
	Existing		Low		Medium	
	SQ. FT.	%	SQ. FT.	%	SQ. FT.	%
Single Family Residential	24,500	1.3%	26,950	1.1%	26,950	0.9%
Multi-Family Residential	26,352	1.4%	127,768	5.2%	226,550	7.8%
Hotels/Motels/ Campgrounds	29,408	1.6%	57,044	2.3%	81,739	2.8%
Industrial/Manufacturing/ Wholesale/Construction	993,712	54.5%	1,142,474	46.6%	1,191,864	41.2%
Retail (Non-CBD)	372,126	20.4%	483,425	19.7%	557,510	19.3%
Services/Offices	184,021	10.1%	227,118	9.3%	251,814	8.7%
Finance, Insurance and Real Estate Services	7,500	0.4%	8,250	0.3%	8,250	0.3%
Medical	19,624	1.1%	120,368	4.9%	219,149	7.6%
Educational*	0	0.0%	24,695	1.0%	49,391	1.7%
Vacant	165,467	9.1%	231,404	9.4%	280,795	9.7%
Total	1,822,710	100%	2,449,497	100%	2,894,012	100%

*Includes students and university employees

Zoning and Design Conformance

A review of existing regulations aids in determining the feasibility of the potential development concept alternatives. Zoning and design regulations both guide the type and form of development that can occur in the study area.

Zoning

Based on a review of existing zoning, the different land use focuses of all three alternatives would comply with the types of uses that are currently permitted. Based on current zoning however, there are several permitted uses that conflict with the desired future of the South University District. Adult businesses, commercial parking, drive-through uses, and mini-storage facilities are all commercial uses that conflict with the desired future of the area and are currently permitted. Of these, only larger warehouses, outside storage, and adult oriented uses have stricter siting and design requirements.

- *Commercial:* Nearly all forms of commercial uses are currently permitted outright, with the exception of adult businesses and mini-storage facilities which are subject to additional standards. Commercial uses are generally not permitted in the area of the study area zoned Residential Single Family.

- *Residential:* Residential uses are currently a permitted outright use. Group living is a conditional use. Residential is a permitted use in the Residential Single Family zoning. In addition, the *Downtown Plan* and *University District Housing Study* identify a need for additional single and multifamily residential housing types within the study area, including lofts, apartments, row houses and live-work units.
- *Industrial:* Industrial uses are the highest regulated uses in the General Commercial zone. These are either not permitted or are conditional. Uses such as manufacturing and production, warehouse and freight movement, and wholesale sales are all limited in the General Commercial zone. Limitations include restrictions on size (maximum of 50,000 square-foot of floor area per use) to assure these uses do not conflict with the commercial nature of the zoning. In addition, outdoor storage or use is prohibited. Industrial uses are not permitted in the small area zoned Residential Single Family zoning.
- *Institutional:* Institutional uses such as colleges, community service, medical centers, schools, and parks and open spaces are all permitted uses in the General Commercial zone. Parks are a permitted use in the Residential Single Family zoning.

Design

There are a number of design guidelines that influence new development within the study area. While the land use alternatives mostly address the configuration and extent of land uses, design guidelines direct more detailed aspects of new development. It is the intent of all land use alternatives to conform to the design guidelines set forth in these documents.

Based on a review of design requirements, the potential land use alternatives comply with existing regulations. Design elements related to complete streets, bike routes, floor area ratios, and public spaces are addressed below.

- *Complete Streets:* The *Downtown Plan* identifies Pacific Avenue from Grant to Sherman streets as a Type I Complete Street. Type I Complete Streets are slow, two-way streets with wide sidewalks and pedestrian amenities. Sprague Avenue is identified as the only Type II Complete Street, or Community Connector Street. The designation

extends to east to Hatch Street. Second and 3rd avenues are Type III Complete Streets, which call for street trees, wide sidewalks, and safe crossings.

Based on the land use alternatives, uses along Sprague Avenue and Sherman Street will be predominantly retail, with streetscape enhancements along their extent through the study area. According to the Employment Focus alternative, 3rd Avenue will also feature streetscape enhancements. Activating the street front – or allowing for uses and design that will attract pedestrian activity – will serve to create more complete streets along these routes.



- *Bike Routes:* The land use alternatives all emphasize Sherman Street as a major pedestrian and bicycle route, connecting with the pedestrian/bike bridge and the Riverpoint campus. The *Downtown Plan* indicates potential bike facilities along Sprague and Sherman avenues, and a shared bike route along Pacific Avenue, between Sherman and Division. The *Master Bike Plan (2009)* identifies Sherman Street as a bike route, connecting west to Sprague Avenue (a shared route west of Sherman Street), and to 2nd Avenue (a bike lane). The study area is also located within the *Growth and Transportation Efficiency Center Plan* limits, which also illustrates bike lanes along Sherman Street.
- *Floor Area Ratio:* Based on existing zoning, the maximum floor area ratio (FAR) within the study area is 2.5, with maximum height restricted to 150 feet. The FAR is calculated by dividing the total square foot of development on a parcel by the square feet of the parcel itself. A high FAR reflects higher densities. All land use alternatives fit within the stated guidelines. The medium intensity scenario has the highest maximum FAR of 1.12.
- *Public Space:* The *Downtown Plan* shows the location of a public plaza between Pacific and Short, along Sherman, as well as open space between 2nd and 3rd along Sherman. Based on current zoning, parks and open spaces are a permitted use in General Commercial zoning, as well as the Residential Single Family zone.

Public Response

According to public workshop feedback, the urban village focus received the greatest level of support with 71% of responses indicating the alternative somewhat or mostly meets principles. This favorable interest reflects key findings noted in the review of related planning efforts and reaffirms the direction desired by the community. The second alternative, employment focus received 56 percent of responses indicating it somewhat or mostly meets the principles. The third alternative, institutional focus, received the least amount of support and greater percentage of participants indicating the alternative “does not meet principles.”

STREET DESIGN ALTERNATIVES

Initially, the project team developed five potential design alternatives for the Sprague Avenue corridor which were later reduced to three alternatives (Figures 7-9). The study area boundary for the Sprague Avenue corridor extends west from Division Street to Fiske Street to the east. The following provides an overview of these alternatives and an analysis of street design standards.



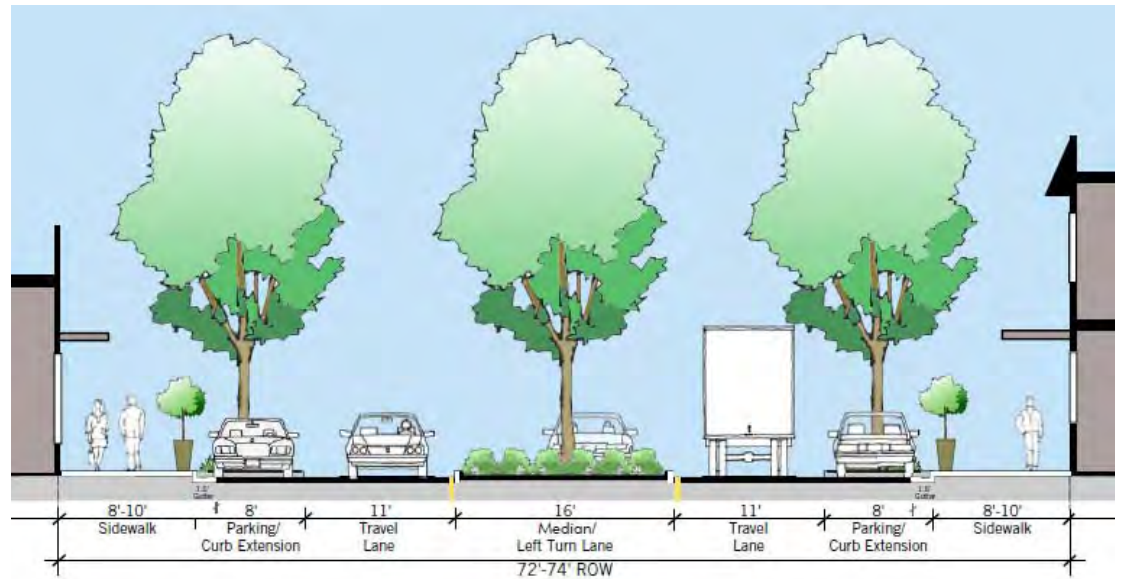
Alternatives Overview

After refining the initial designs, the public provided feedback on three different street design alternatives (Options A-C).

Option A

Option A has two 11-foot travel lanes, a wide 16-foot landscaped median/turn lane, 8-10-foot sidewalks, and 8-foot on-street parking with landscaped curb extensions (Figure 7). This option would retain existing curbs in most locations, and require new striping, curb extensions with curb ramps and/or street trees, and median landscaping where appropriate.

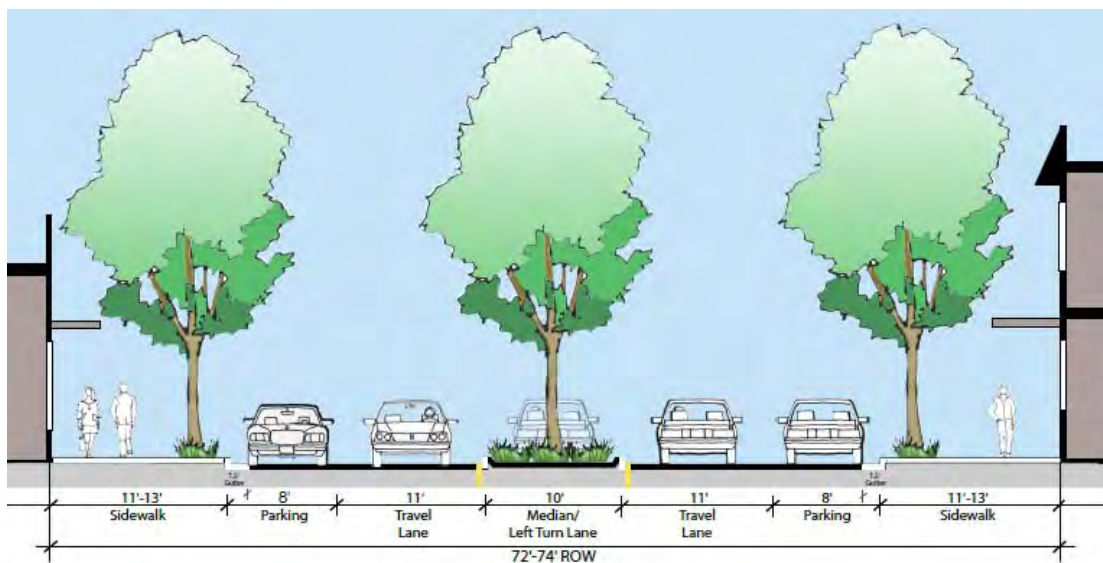
Figure 7: Option A: Typical Street Cross Section



Option B

Option B has two 11-foot travel lanes, a 10-foot landscaped median/turn lane, 11-13-foot sidewalks, and 8-foot on-street parking (Figure 8). This option would require relocation of curbs, new striping, sidewalk street trees, and median landscaping where appropriate. Option B is more similar to the vision expressed by representatives from the International District, but poses many of the same challenges identified by representatives from the South University District.

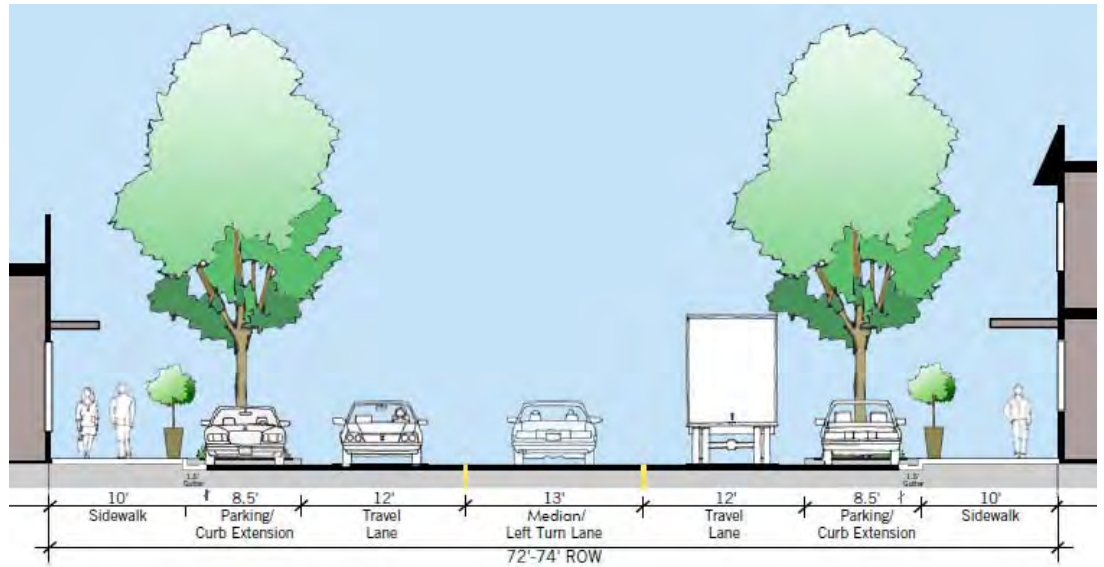
Figure 8: Option B - Typical Street Cross Section



Option C

Option C has two, wider 12-foot travel lanes, a 13-foot median/turn lane, 10-foot sidewalks, and 8.5-foot on-street parking with landscaped curb extensions (Figure 9). This was the only option with 12-foot travel lanes. This option would be the most cost effective, with new striping and the addition of landscaped curb extensions where needed. Option C also would allow unimpeded business access with a continuous two-way left turn lane.

Figure 9: Option C - Typical Street Cross Section



Conformance with Design Regulations

A primary factor in evaluating the alternatives is conformance with existing design regulations. As a principle arterial Sprague Avenue serves as a major transportation route and connects with Downtown and eastern Spokane.

The City of Spokane’s street design standards guide street design within the study area. According to the standards, the typical design for an arterial street promotes adequate width for a design speed of 40 mph. The street is also designated as a freight route and must be designed to accommodate heavy trucks. The proposed alternatives mostly comply with existing street design standards, especially due to wider sidewalks and improved on-street parking.

Within the east side of the corridor, between Perry and Fiske streets, the street design is required to comply with the City’s Centers and Corridor Zone standards. These standards call for a more pedestrian friendly

environment with wider, seven-foot sidewalks, limitations on driveways and curb cuts, and street trees. The proposed designs comply with the sidewalk width and street tree standards.

Within the west side of the corridor, west of Hamilton Street, the *Downtown Plan* identifies Sprague Avenue as a Type II Complete Street, or Community Connector Street. This designation is intended to create a street that provides major pedestrian connections to surrounding neighborhoods and districts. Compared with the existing street design in this area, all three street design options improve conditions for pedestrians with wider sidewalk environments (with at least the addition of bulbouts) and landscaping. Option B provides the widest sidewalks and features street trees.

Public Response

Based on public workshop feedback, designs that featured three lanes (two travel lanes and one turn lane) and on-street parking were the most preferred. An enhanced pedestrian environment with wide sidewalks and landscaping was also a priority along the corridor. Outcomes of the workshop also identified two distinct segments of Sprague Avenue: Sprague Avenue west of Hamilton Street in the South University District and Sprague Avenue east of Hamilton Street through the International District.

“The traffic calming effect and change in appearance to the street landscape will be of great benefit to the area.”

Feedback from those with an interest in the International District tended to prefer a three-lane option with a raised median. They also expressed interest in a narrower median and wider sidewalks. Individuals concerned with the segment of Sprague through the South University District were concerned that a raised median could have negative impacts on businesses by limiting access.

Another key finding was to accommodate most bicyclists off of Sprague Avenue onto a parallel street. The *Downtown Plan* indicates potential bike paths along Sprague Avenue, and a shared bike route along Pacific Avenue, between Sherman and Division. However, the majority of participants felt that a bike route along Sprague Avenue is not desirable due to limited width along the corridor. The fewest number of lanes that can handle existing and future traffic volumes is three. Adding dedicated bicycle facilities to the existing right-of-way would necessitate reducing sidewalk widths to narrower than City standards and/or removing on-street parking.

TRAFFIC ANALYSIS

Changes in land use, future development and street design have a direct impact on traffic within the study area. To understand these impacts, the project team analyzed each of the alternatives based on existing and future traffic. The analysis included an examination of potential impacts of changes in land use intensity and the three lane street design scenario.

Future Traffic Growth Forecasts

Future traffic growth forecasts on Sprague Avenue are a function of the future land use and the surrounding transportation network. Land use is a key factor in how the transportation system operates and how many vehicle trips are on the transportation network. For the purposes of the local traffic analysis, 2011 was considered the existing year and 2030 was considered the future year. For the purpose of travel demand modeling, 2008 was considered the base year and 2030 was considered the future year. Changes in development intensity based on the proposed alternatives were included in the analysis. A more detailed analysis of future traffic growth forecasts for the alternatives is presented in Appendix H.

Under the design alternative scenarios, there would be some minor overall changes in travel patterns and in traffic loading at the study intersections (Table 11). Nearly all of the streets would expect to see minor increases in the number of vehicles. However, under the low build out option for the employment focus and institutional focus alternatives, increases in the mix of land uses help to slightly reduce number of trips into the study area from outside areas.

According to the analysis, the largest increases in traffic volume occur along Sprague Avenue. However, when compared to baseline growth scenario, the impact of the potential land use scenarios is relatively minimal. North-south streets would retain lower traffic volumes, even under medium buildout scenarios.

Table 11: Estimated Daily Traffic Volumes

Roadway	Location	Estimated Daily Traffic Volume							
		2011 Existing	2030 Baseline Growth Scenario	2030 Employment Focus		2030 Institutional Focus		2030 Urban Village Focus	
				Low	Medium	Low	Medium	Low	Medium
East-West Facility									
Sprague Avenue	West of Sherman	11,000	14,700	14,300	14,700	14,500	15,220	15,200	15,500
Sprague Avenue	East of Napa	15,000	18,300	17,900	18,650	17,850	18,450	17,900	18,550
North-South Facility									
Cowley Street	South of Sprague	850	1,030	1,010	1,060	1,030	1,060	1,050	1,080
Grant Street		400	480	470	500	480	500	490	510
Sherman Street		3,600	4,450	4,250	4,750	4,450	4,620	4,500	4,800
Sheridan Street		200	240	240	250	240	250	250	250
Sprague Way northbound		1,700	2,060	2,020	2,130	2,060	2,110	2,100	2,170
Sprague Way southbound		200	240	240	250	240	250	250	250
Perry Street		750	910	890	940	910	930	930	960
Magnolia Street		300	360	360	380	360	370	370	380
Altamont Street		5,500	6,700	6,600	6,650	6,650	6,700	6,750	6,750
Lacey Street		300	360	360	380	360	370	370	380
Fiske Street		600	730	710	750	730	740	740	760
Helena Street	North of Sprague	3,000	3,750	3,800	3,950	3,800	3,950	4,000	4,150
Madelia Street		800	970	950	1000	970	990	990	1020
Napa Street		6,100	6,900	6,700	7,100	6,900	7,000	6,900	7,050
Lee Street		500	600	590	630	610	620	620	640

In general, the urban village focus would generate the greatest increase in traffic volume compared to the alternatives. The low intensity build-out for both the employment and institutional focuses would generate less traffic than the baseline growth scenario traffic volume.

Motor Vehicle Operations and Queuing Analysis

The analysis also addressed future motor vehicle operations and queuing. Operations observe the street’s level of service (LOS), or level of delay experienced at an intersection; and volume to capacity (V/C) ratio, or the street’s capacity at a turn movement.

Operations

Currently, the City of Spokane’s LOS is subject to a LOS of D standard. According to the analysis, the future baseline growth scenario would have a LOS between A and B. None of the potential land use scenarios would result in a LOS below C, meeting the existing standard of D. Based on the V/C ratio however, all the alternatives would result in a slightly higher ratio. For all scenarios, the intersection of Sprague and Sherman would have the highest level of service (As and Bs) of all signalized intersections. Similarly, the Sprague/Altamont intersection would have no change across all scenarios.

Queuing

The queuing analysis examined potential future congestion under the most congested traffic possible, including truck traffic (95th percentile). According to the analysis, the northbound/ southbound queues at the study intersections would not differ greatly between scenarios. Instead, the eastbound/westbound queues showed the greatest propensity to change between the no build scenario and the land use alternatives, notably along Sprague Avenue. To more accurately determine the impacts of future transit stops on vehicle queuing, additional analysis will be required during the design process in Phase 2.

PLANNING PRINCIPLE ANALYSIS

The planning principles presented in Chapter 1 reflect community values and expectations for the future of the study area. Based on public input, staff and Advisory Team meeting feedback, and a review of the alternatives, all alternatives generally conform to the principles. However, the analysis indicated that some characteristics are more desirable than others.

Land Use

- *Increasing housing options.* For the South University District, all the alternatives will increase housing options, but to varying degrees. Currently, residential uses account for about three percent of the total uses in the study area. All the alternatives call for a concentration of residential uses. The urban village focus calls for the largest increase, with eight to 12 percent of the total developable square footage devoted to residential.



- *Redeveloping underutilized properties.* For the South University District, all the alternatives will serve to redevelop underutilized properties. There is currently 1.2 million square feet (20% of the total parcels) of underdeveloped land in the study area. All the land use alternatives assume the use of 70 percent of infill sites.
- *Creating a more walkable neighborhood.* Based on existing conditions, the South University District is predominantly auto oriented, making walking and biking challenging. All the alternatives seek to create more housing and jobs within close proximity to one another. Overall, the urban village and Institutional alternatives have the largest potential to improve walkability by focusing residential to the south of Sprague Avenue, and offering residents a shorter distance to amenities, shopping, and employment within the study area. Of the street alternatives, all will have wide and landscaped sidewalks which will promote walking.

Sense of Place

All alternatives will increase the level of investment in the study area. Streetscape improvements along Sprague Avenue and Sherman Street will improve the physical aesthetics and promote the South University District as a destination. While there are minimal historic assets in the study area, streetscape improvements and existing design guidelines hold the greatest potential to increase the history and historic character of the area. Improving public safety is addressed through the redesign and development of Sprague Avenue, as well as future redevelopment of the study area.

Environment

Reductions in Greenhouse Gas, incorporating green infrastructure, and creating a better jobs-education-housing balance can all be beneficial attributes associated with the land use alternatives.

- *Reducing vehicle miles traveled (VMT) and Greenhouse Gas (GHG) emissions.* The project team conducted an analysis of VMT/GHG impacts based on SRTC estimates for the year 2030. According to the analysis, all alternatives will cause a minor increase in total VMT and related CO₂ emissions over the baseline growth scenario. At the low development level, the institutional focus has the lowest



estimated VMT and CO₂ impacts. The urban village focus has the lowest impacts based on the medium development scenario. A more complete assessment is presented in Chapter 5.

- *Incorporating green infrastructure and building techniques.* The addition of new street trees along Sprague Avenue and Sherman Street will green the streets in the study area. Street Option A would add the most amount of green space, with a landscaped median and vegetated bump-outs. In addition, there are a range of green infrastructure and building techniques that can be addressed through additional policies and guidelines.
- *Creating a better jobs-education-housing balance.* For the South University District, all three alternatives create a better balance of uses. Currently, office/light industrial uses account for the largest percentage of uses in the study area (61%). Overall, the urban village focus would create the most balanced mixture of uses, focusing a greater emphasis on residential development.

Transportation and Parking

Multimodal safety and operations, traffic carrying capacity, and on-street parking can all be enhanced through the re-design of Sprague Avenue.

- *Improving multimodal safety and operations.* The three street design alternatives improve conditions for pedestrians and motorists with wider sidewalks, landscaping, and improved and safer intersection designs for all modes. Options B and C both provide bump-outs which shorten the street width making conditions safer for pedestrians.
- *Meet or exceed City standards for traffic.* The study area currently has excellent traffic capacity. According to the traffic analysis, the proposed three lane configuration will only slightly reduce the traffic carrying capacity. However, the future impacts will still perform to meet or exceed existing City standards.
- *Maintaining or enhancing on-street parking.* On street parking is important to residents, businesses and visitors in the study area, and

“As a medical student myself, I would ALWAYS prefer to live in a neighborhood where I felt safe walking and biking and I think these should be key elements to the redesign of this neighborhood.”

should be maintained or enhanced to accommodate existing and future uses. All options provide wider on-street parking along both street sides. Option C provides the widest option, with 8.5-foot wide on-street parking which increases safety for motorists parking on-street.

- *Improving connectivity to adjacent areas.* The South University District's proximity to Downtown, the Riverpoint Campus, the International District and South Hill Neighborhood is a major asset that should be leveraged through improved connections. All the street design alternatives provide improved intersection designs which allow for safer turns onto connector streets. Improvements along Sherman Street and the advent of the future University District bicycle and pedestrian bridge will provide one of the largest improvements in north-south connectivity.

5. Preferred Development Concept

Based upon the analysis and public feedback, the most desirable elements of the development alternatives were combined to create a preferred development concept. This chapter provides a description of the preferred development concept for the South University District, outlining considerations for new policies and programs to achieve the desired future.

“The preferred land use alternative is on the right track for the area. A good mix of housing, retail, and office space along with some areas of light industrial seem to fit this portion of Spokane well.”

PREFERRED DEVELOPMENT CONCEPT OVERVIEW

The preferred concept most closely resembles the preliminary Urban Village alternative, but also includes key elements of the other two development concept alternatives. The preferred alternative introduces institutional uses, additional retail space and more refined areas focusing on residential and office development. Similar to the preliminary development concept alternatives, the intent of the preferred concept is to promote a mix of uses throughout the South University District.

Several areas have been identified where new infill development of various types should be encouraged to help achieve the critical mass necessary to support targeted amenities and support services. These areas of development focus should include a mix of existing and new uses with an emphasis on residential, industrial, office and institutional uses (Figure 10).

Table 12 provides an estimate of the total square footage of different land uses expected with the implementation of the preferred development concept. The low and medium intensity development scenarios assume that existing development expands by a factor of 10 percent. Additional growth assumes a relatively conservative level of density on potential infill sites (parcels that are undeveloped, contain vacant buildings or contain non-accessory parking lots).

Table 12: Preferred Development Concept Summary: Development Intensity


Land Use	Development Intensity					
	Existing		Low		Medium	
	SQ. FT.	%	SQ. FT.	%	SQ. FT.	%
Single Family Residential	24,500	1.3%	55,173	1.9%	83,396	2.4%
Multi-Family Residential	26,352	1.4%	299,119	10.1%	440,235	12.5%
Hotels/Motels/ Campgrounds	29,408	1.6%	117,018	4.0%	201,688	5.7%
Industrial/Manufacturing/ Wholesale/Construction	993,712	54.5%	1,121,306	38.0%	1,149,530	32.7%
Retail (Non-CBD)	372,126	20.4%	691,571	23.4%	832,687	23.7%
Services/Offices	184,021	10.1%	258,870	8.8%	287,093	8.2%
Finance, Insurance and Real Estate Services	7,500	0.4%	8,250	0.3%	8,250	0.2%
Medical	19,624	1.1%	134,479	4.6%	190,926	5.4%
Educational*	0	0.0%	56,446	1.9%	84,670	2.4%
Vacant	165,467	9.1%	210,237	7.1%	238,460	6.8%
Total	1,822,710	100%	2,952,470	100%	3,516,935	100%


*Includes students and university employees

While the total square feet of development is important, a key focus throughout the planning process revolved around the aim of creating new housing units and new jobs. At full build-out, the preferred development concept would result in between 301 and 459 new housing units, between 219 and 431 new hotel/motel rooms and between 1,935 and 2,793 new jobs (Table 13).


UNIVERSITY DISTRICT SPRAGUE CORRIDOR PLANNING STUDY


PREFERRED DEVELOPMENT CONCEPT

Project Boundary 


Opportunity Sites 

-  1 Ped/Bike Bridge Site
-  2 Pacific & Pine Site
-  3 Short & Pacific Site
-  4 2nd & Spokane Site
-  5 Former Costco Site

Priority Pedestrian-Oriented Retail 


Mixed-Use/Residential Emphasis 

Mixed-Use/Industrial Emphasis 

Mixed-Use/Office Emphasis 

Mixed-Use/Institutional Emphasis 

Streetscape Enhancements 

Potential Railroad Crossing 

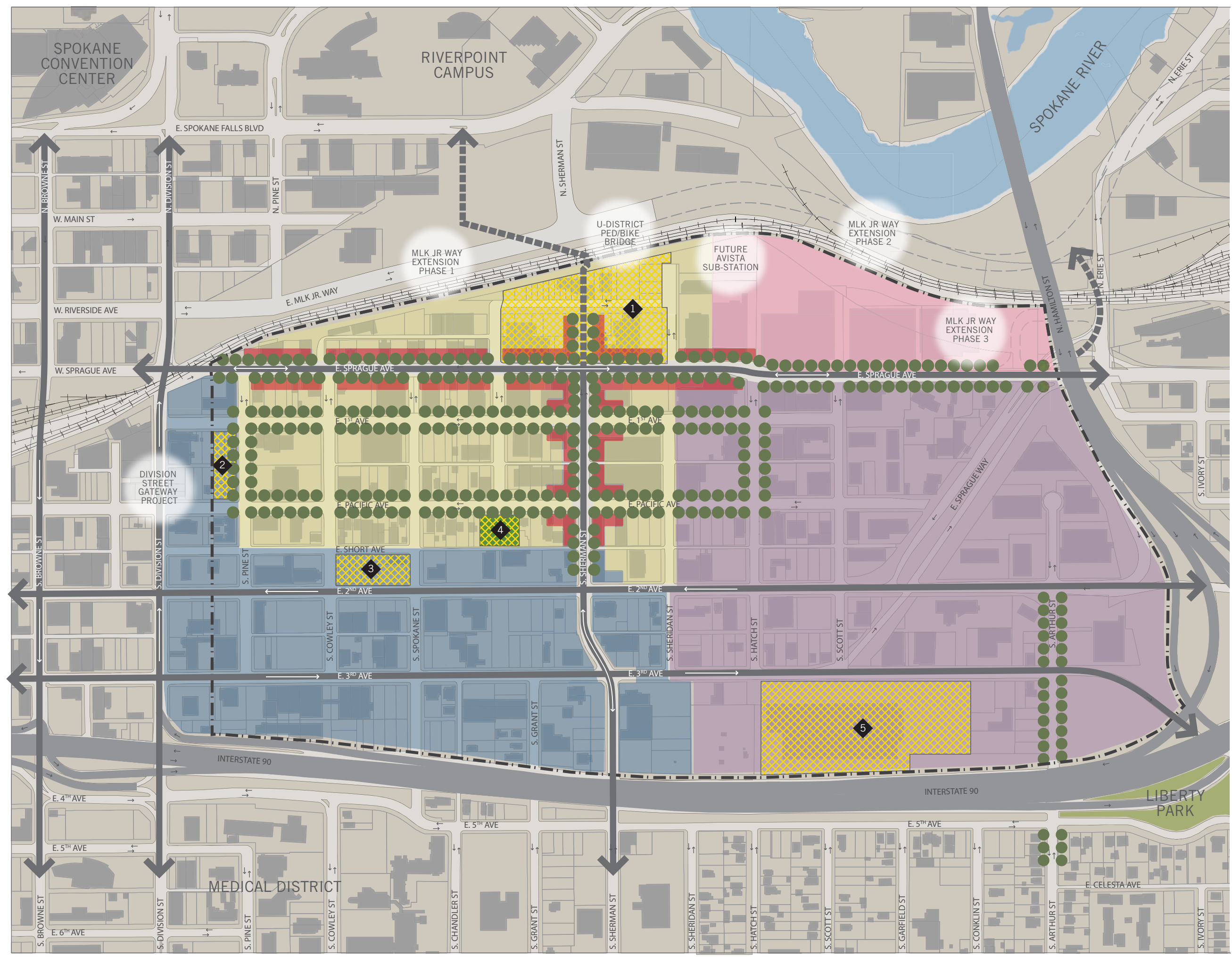


FIGURE 10 63
April 2012

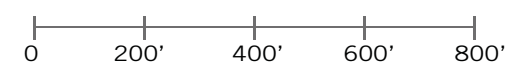


Table 13: Preferred Development Concept Summary: Housing, Lodging and Employment

Housing Type and Employment Category	Development Intensity	
	Low	Medium
New Housing Units		
Single Family Residential	18	34
Multi-Family Residential	284	425
Total Housing Units	301	459
New Lodging (Units)		
Hotels/Motels	219	431
Total Lodging (Units)	219	431
New Jobs		
Industrial/Manufacturing/Wholesale/Construction	179	218
Retail (Non-CBD)	479	691
Services/Offices	225	309
FIRES (Finance, Insurance and Real Estate Services)	2	2
Medical	345	514
Retail Trade (CBD)	0	0
Student University	635	953
Education Employees	0	0
University Employees	71	106
Total Jobs	1,935	2,793

Residential Emphasis

The mixed use area with a residential emphasis benefits from close proximity to several major destinations and amenities. Those include the Riverpoint Campus, Medical District, Downtown, Gonzaga Campus, Entertainment District, high performance transit corridors, the future pedestrian and bicycle bridge across the Burlington Northern-Santa Fe railroad (BNSF), and commercial corridors along Division Street, Browne Street, Sprague Avenue and Sherman Street. The majority of new housing units will be multi-family with a mix of rental and ownership opportunities (Table 13).

Mixed use development—with commercial space on the ground floor and residences above—should be encouraged, especially along Sprague Avenue and Sherman Street where pedestrian activity will be greater. This will allow space for the types of urban services such as restaurants, bars, and shops that



can create a more vibrant neighborhood that supports activity throughout the day.

Parking for new residential development should be a major consideration and an effort should be made to avoid providing too much parking for the target market. With planned transportation improvements and the potential for car sharing longer term, the City should consider a parking maximum for the area. Shared parking, neighborhood parking permits and structured parking should all be considered in the future.

Design direction for residential development in this area should limit setbacks, encourage parking in the rear or interior of a development and discourage inwardly focused projects (i.e., development that orients main entrances to an internal or rear courtyard). As stated above, ground floor commercial space should be encouraged, but caution should be taken against overprescribing retail space due to limited short-term demand. Therefore, efforts should be taken to encourage ground floor housing that engages the street with well-articulated ground floor entrances, entry stoops, porches and common spaces; design features that create a sense of neighborhood into the public realm and that are inviting to pedestrians.

Industrial Emphasis

The mixed use area with an industrial emphasis builds upon the concentration of light industrial, warehousing, manufacturing and wholesale businesses already located east of Sheridan Street. A development strategy for this area should support existing businesses and attract complementary new businesses as well. As articulated in the Vision Statement and Vision Context in Chapter 1, the scope of services and employment should expand to better capitalize on the growing emphasis on health sciences and research in the University District and Medical District.



Close physical proximity to hospitals, Downtown, the Riverpoint Campus and Innovate Washington should be augmented with additional amenities and design considerations. New entertainment and dining options, business support services (e.g. reprographics, shipping, banking, etc.), public spaces and housing will help make the South University District more competitive and attractive to entrepreneurs, start-ups and new investors.

Parking and service areas should be screened with vegetation when possible and new development should be encouraged to orient buildings to the street with service and loading on the side or rear of development. Improvements to streets in this area should ensure that larger trucks can continue to easily access and serve this area.

Office Emphasis

Recent development along 2nd and 3rd Avenues in the South University District illustrates what is possible for future mixed use with an office emphasis. Medical office buildings and other small to medium scale office development should be encouraged to locate near Division Street and along 2nd and 3rd Avenue. With good access to the rest of the University District, the Medical District, Downtown and I-90, this area benefits from good access and large volumes of traffic.



Institutional Emphasis

The mixed use area with an institutional emphasis has been designated for the area north of Sprague Avenue and east of the pedestrian and bicycle bridge landing. While this location does provide advantages related to existing and future connectivity to the Riverpoint Campus and Gonzaga University, there are several areas within the South University District that could support institutional development. If one of the hospitals was to expand or a new clinic was to locate in the South University District, the former Costco site along 3rd Avenue could be a desirable location. Development should be encouraged to engage the street and locate parking on the side or rear of buildings.



OPPORTUNITY SITES

There are five opportunity sites that help exemplify site planning considerations in different areas of the South University District. The sites include:

- The pedestrian and bicycle bridge landing and adjacent property along Sprague Avenue;
- The former Costco site along I-90;
- The Pacific Avenue and Pine Street site;

- The Cowley Street and Short Avenue site; and
- A potential park/plaza space at the intersection of Grant Street and Pacific Avenue.

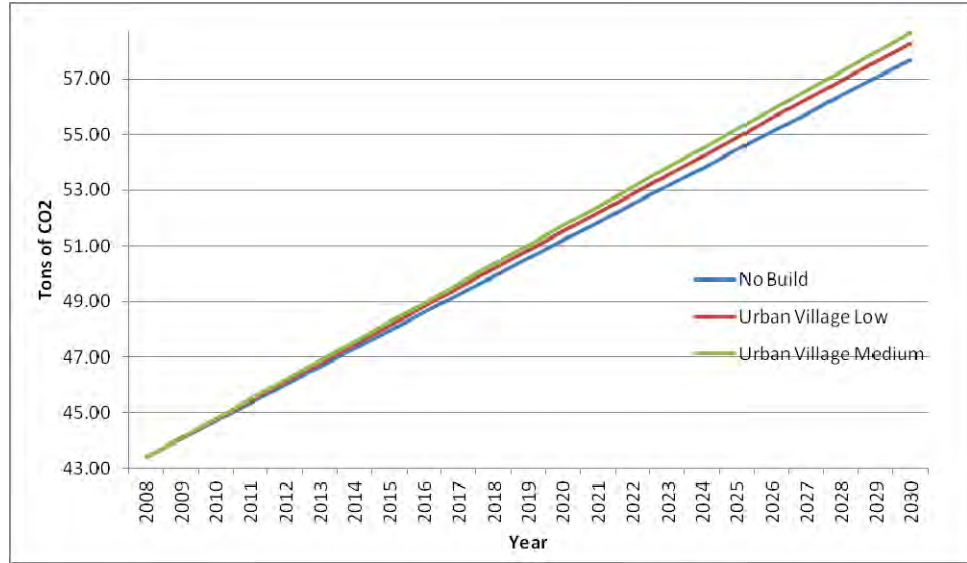
While the development of other sites could be equally catalytic, the property near the pedestrian and bicycle bridge landing should receive high priority. As outlined by the *Pedestrian/Bicycle Bridge HIA*, future development of the site would provide a range of benefits including encouraging non-motorized transportation modes and increasing connectivity. Regardless of when the bridge is completed, the intersection of Sprague Avenue and Sherman Street is the “100 percent” corner of the South University District and the confluence of two major linkages within and beyond the study area. Chapter 7 provides recommendations related to these opportunity sites.

GREENHOUSE GAS EMISSIONS AND VEHICLE MILES TRAVELED

Future greenhouse gas (GHG) emissions were calculated for the passenger cars and light trucks within the study area. Under the existing conditions analysis, it was revealed that large trucks represent approximately two to five percent of the study area traffic. For the purposes of GHG calculations, it has been assumed that the number of trucks would remain constant between the future 2030 Based Line Growth (“No Build”) Scenario and the future preferred development concept. Vehicle miles traveled (VMT) data from the SRTC travel demand model was used to calculate GHG emissions. A more complete overview of the methodology is presented in Appendix I.

Figures 11-13 show the projected change in CO₂E between 2008 and 2030 for base line (“No Build”), low intensity and medium intensity development concepts.

Figure 11: Total CO₂E



As can be seen in Figure 11 the additional houses and jobs added to the South University District would create a relatively minor increases in the total VMT and total CO₂E for the area beyond what would have been expected under a 2030 no build alternative. This increase would be a logical outcome of the increased household and employment density within the study area, and increase in total number of households and employees within the region under the preferred alternative.

Figure 12: Total CO₂E/Dwelling Unit (Daily)

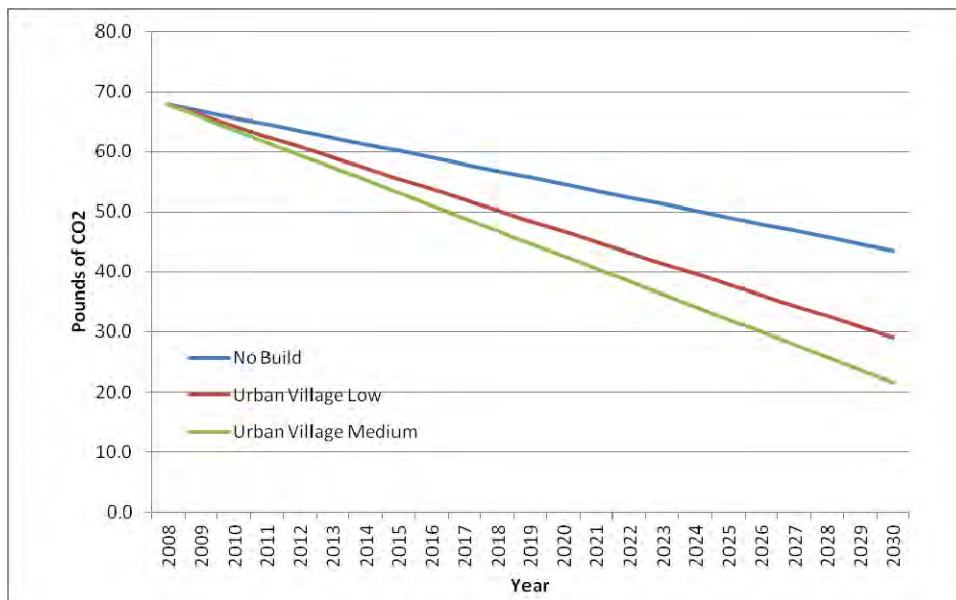
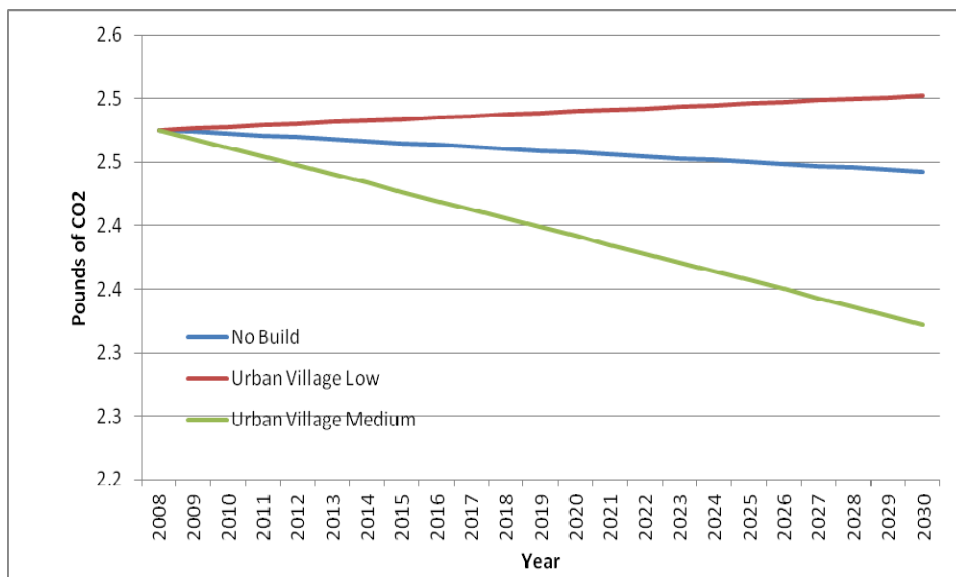


Figure 13: Total CO₂E/Employee



More importantly, Figures 12 and 13 show that while the total CO₂E would increase with increased VMT, the ratio of CO₂E per dwelling unit (DU) or per employee would be significantly reduced. This indicates that there would be a potential to reduce the per employee and per dwelling unit CO₂E through the mix of housing, employment and retail land uses proposed under the preferred concept.

6. Preferred Streetscape Design

Based upon the analysis and public feedback, the most desirable elements of the streetscape design alternatives were combined to create a preferred design concept. This chapter provides a description of the preferred streetscape concept for Sprague Avenue, outlining considerations for future detailed design and streetscape configuration in Phase 2.

PREFERRED STREETScape ALTERNATIVES

As a result of the public planning process, three preferred streetscape alternatives were developed for the two segments of Sprague Avenue. Based upon this input, the preferred alternative for Sprague Avenue maximizes on-street parking, maintains access via left-hand turns into businesses where necessary and introduces a planted median through the core of the International District and in other strategic locations (Figures 14-16). Analysis demonstrates that a three-lane (one travel lane in each direction with a center turn lane/median) typical section can accommodate future traffic volumes. Additional right turn lanes are recommended at signalized intersections.

Street Sections

- *International District Core.* Spokane's International District spans Sprague Avenue between Hamilton and Fiske. The typical street section recommended for the core of the International District has two 11.5-foot travel lanes, a 12-foot landscaped median/turn lane, 10-foot sidewalks, and 8.5-foot on-street parking with landscaped curb extensions in select locations (Figure 17).

This option generally retains existing curb locations and requires new striping, curb extensions with curb ramps and/or street trees, and median landscaping including street trees, shrubs and ornamental grasses where appropriate. A phased approach to implementation may be possible whereby the existing roadway prism is restriped. Planting areas should be used for parking and/or turning movements in the short term or they could be converted to temporary planting areas with moveable planters. This arrangement should include additional street design considerations such as signage and improved crossings to

“Please keep multimodal transportation at the forefront of your mind in this neighborhood-- as it is in every neighborhood supporting a vibrant university.”

be successful. All changes would also be required to comply with existing clear zone requirements for visibility. An interim restriping option will require additional analysis prior to implementation to ensure that existing traffic signals can support vehicle operation.

- *South University District and International District (Two-way Left Turn Lane)*. Typical street sections along Sprague Avenue in the South University District and certain sections of the International District should include two 12-14 foot travel lanes, a 10-12-foot two-way turn lane with pedestrian refuge islands and short planted medians in strategic locations, 8-10 foot sidewalks, and 8-foot on-street parking with landscaped curb extensions (Figure 18).

This option would require relocation of curbs, new striping, and sidewalk street trees with room for additional accent planting materials. A raised median was not included through this segment for two main reasons. Businesses located along this portion of the corridor expressed strong concerns that a raised median would limit access and be detrimental to economic health and growth along this segment of the corridor. Secondly, variation in the section between the two districts also allows each area to strengthen their unique identity.

- *South University District and International District (at signalized intersections)*. Street sections at signalized intersections along Sprague Avenue along the study corridor have two 11-foot travel lanes, a 12-foot left turn lane, a 12-foot right turn lane, 9-foot sidewalks, and 8-foot on-street parking on one side of the street. Sidewalks allow enough room for at grade planters, which is necessary along Sprague where additional turning options from dedicated lanes are needed. Elements include new street striping, planters and the addition of landscaped curb extensions where appropriate (Figure 19).



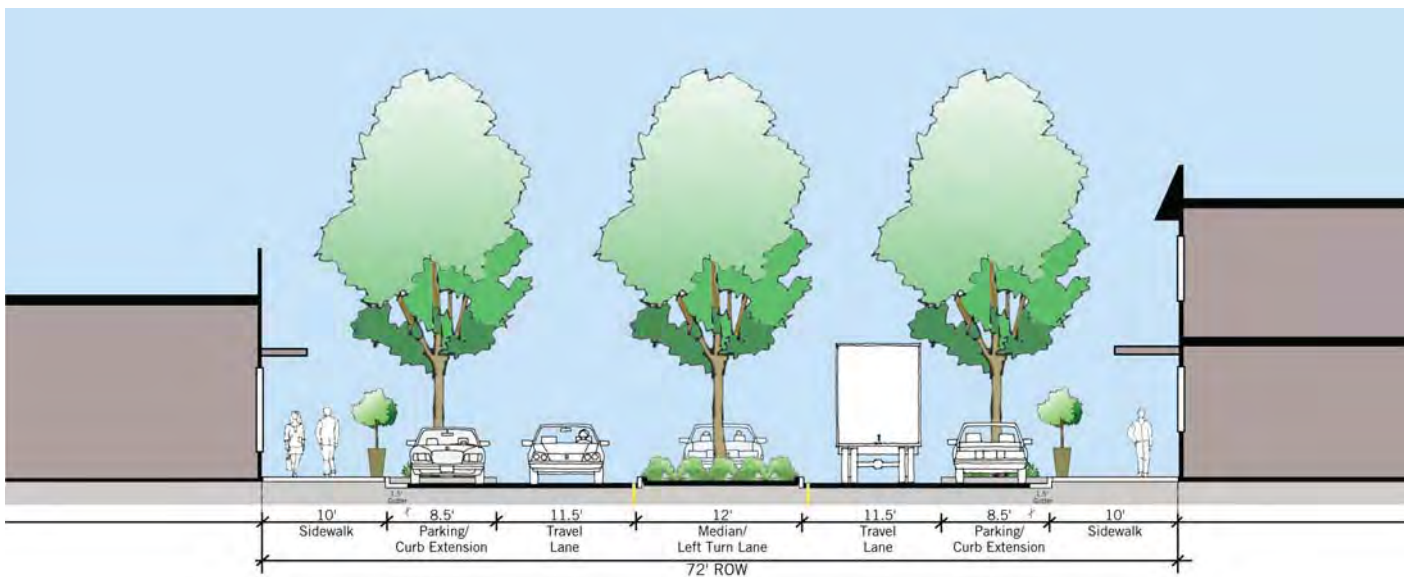
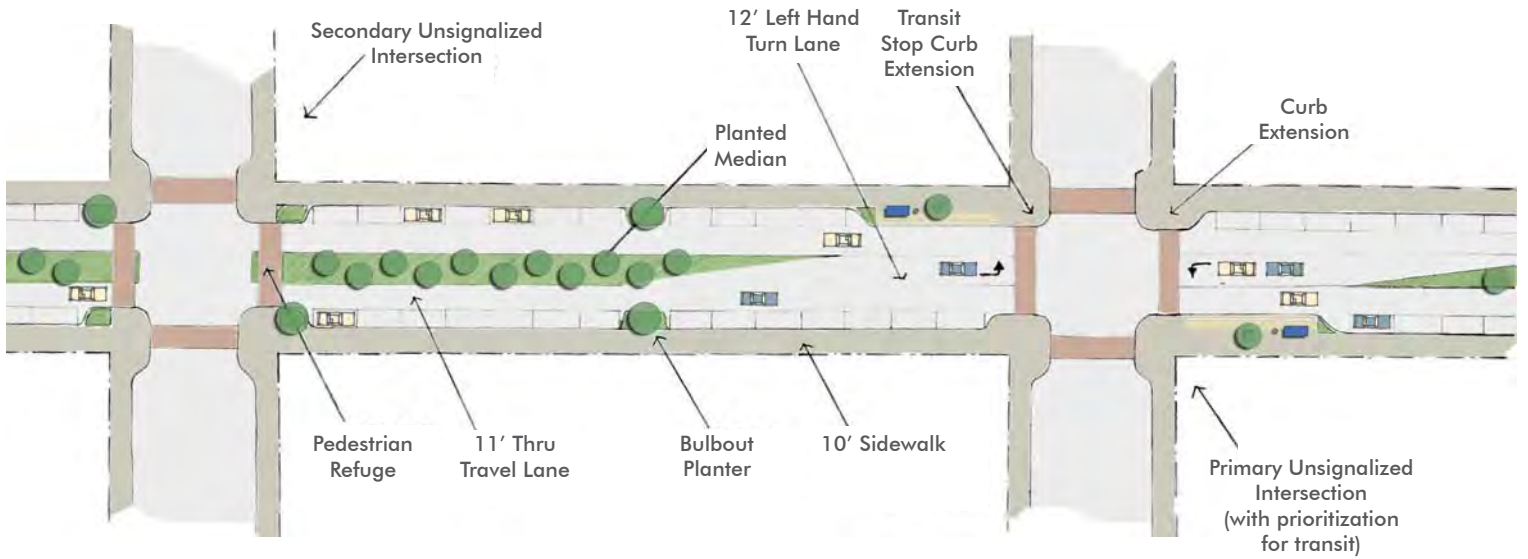
FIGURE 14: SPRAGUE AVENUE EXISTING 73



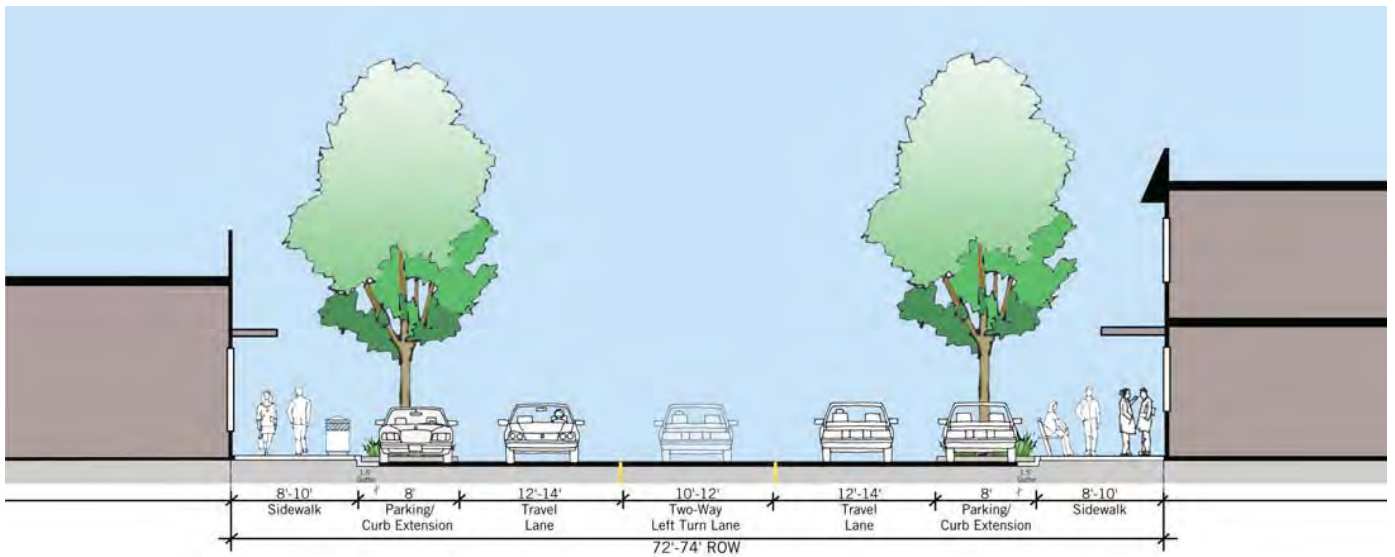
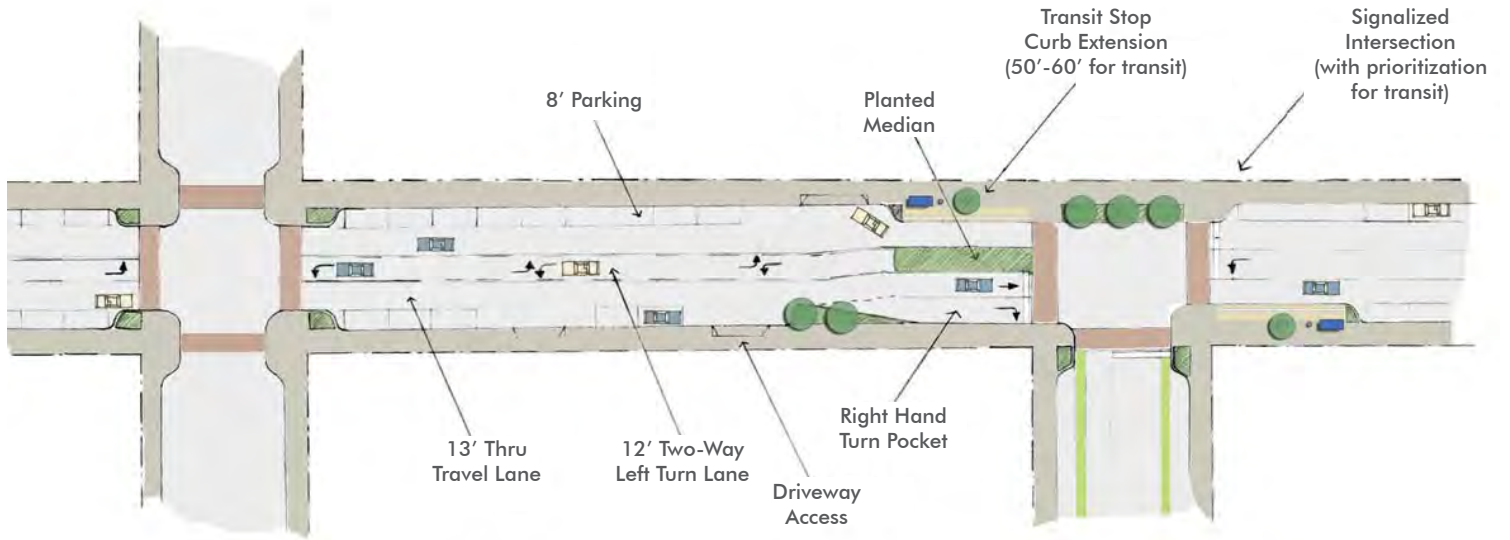
FIGURE 15: SPRAGUE AVENUE
STREETScape IMPROVEMENTS



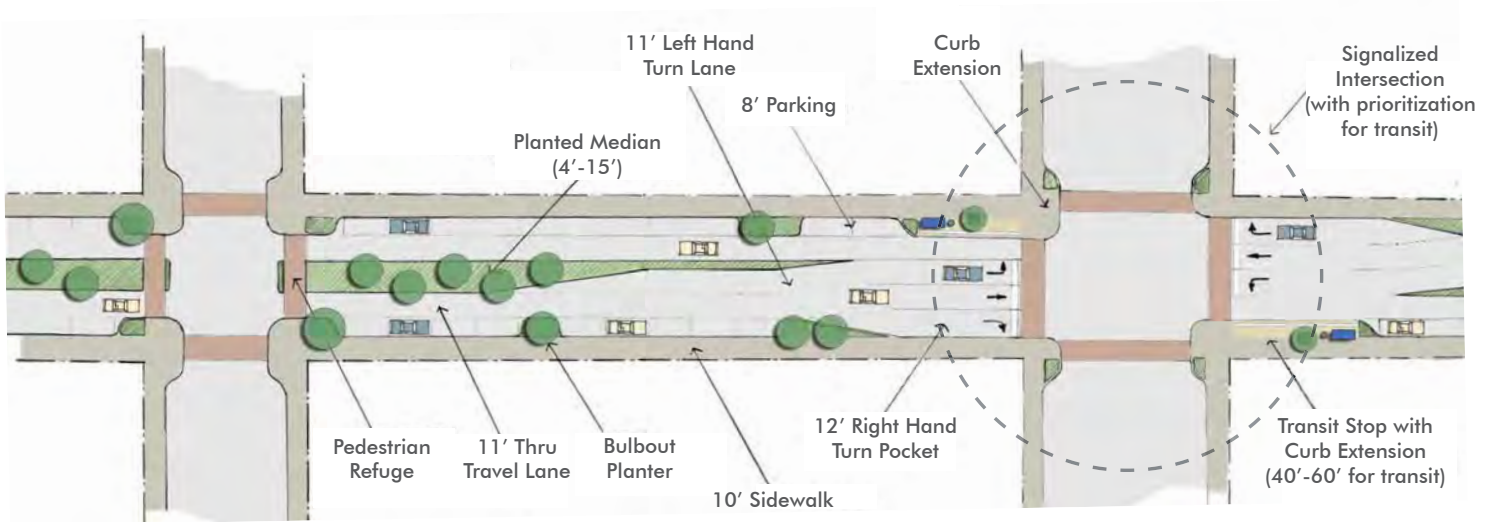
FIGURE 16: SPRAGUE AVENUE STREETSCAPE IMPROVEMENTS WITH EXPECTED DEVELOPMENT



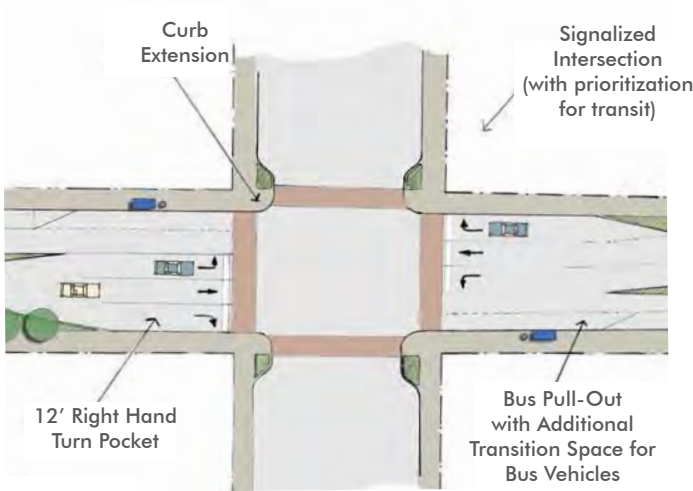
UNIVERSITY DISTRICT - SPRAGUE CORRIDOR PLANNING STUDY
 International District Core Preferred Streetscape Concept



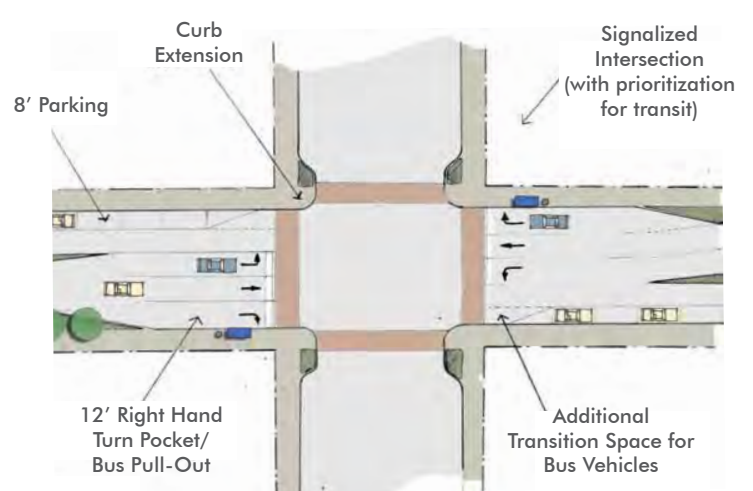
UNIVERSITY DISTRICT - SPRAGUE CORRIDOR PLANNING STUDY
 South University District and International District Streetscape Concept
 (Two-Way Left Turn Lane)



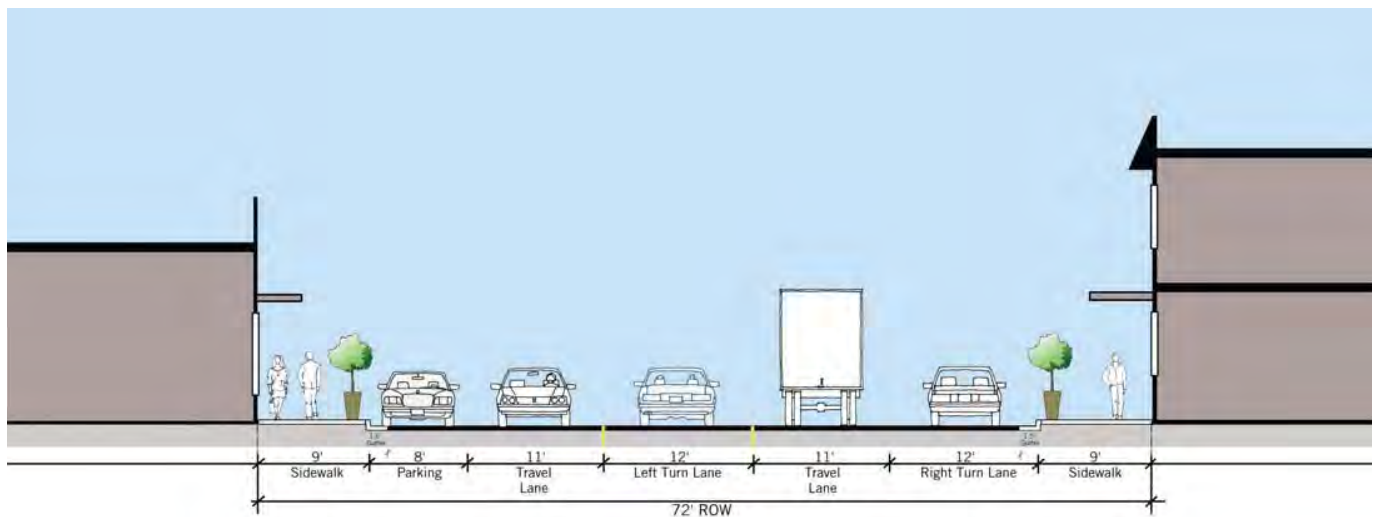
A. Far Side Transit Stops with Curb Extensions



B. Far Side Pull-Out Transit Stops



C. Near Side Transit Stops with Shared Right Turn Lane/Bus Pull-Outs



UNIVERSITY DISTRICT - SPRAGUE CORRIDOR PLANNING STUDY

South University District and International District Streetscape Concepts A, B & C (Signalized Intersections) for Additional Study

- *South University District and International District (at unsignalized intersections)*. Unsignalized intersections along the Sprague Avenue Study Corridor have three possible configurations (Figure 20).
 1. The first configuration (not depicted in Figure 20), would include a 12-foot left-hand turn lane that separates turning traffic from through traffic. This configuration is not desirable given the low turning volumes at unsignalized intersections (Table 11), the large amount of dedicated space given over to vehicles and general lack of landscaping that is feasible with left-hand turn lanes introduced at both ends of a block.
 2. The second configuration has a 13-foot planted median, one 11-foot travel lane for each direction of travel, 8.5-foot on-street parking on both sides of the street and a 10-foot sidewalk with bulb outs at crossings. This configuration could include up to three possible options for cars turning north or south from Sprague onto cross streets:
 - a) The first option has no restrictions for left-hand turns from the travel lane. As vehicles approach the unsignalized intersection, they yield to oncoming traffic while other vehicles queue behind and wait. The break in the median could provide storage for one small to mid-size vehicle.
 - b) The second option would place restrictions on left-hand turns from the travel lanes during peak travel hours. During off-peak travel hours, vehicles can turn from the travel lane as described in the first option.
 - c) The third option has an outright restriction on left-hand turns from east-west travel lanes on Sprague. Vehicles must turn right at the secondary unsignalized intersection or go to the next intersection that allows left hand turns to go around the block where they can cross Sprague from the north or south. This will result in some out of direction travel, but

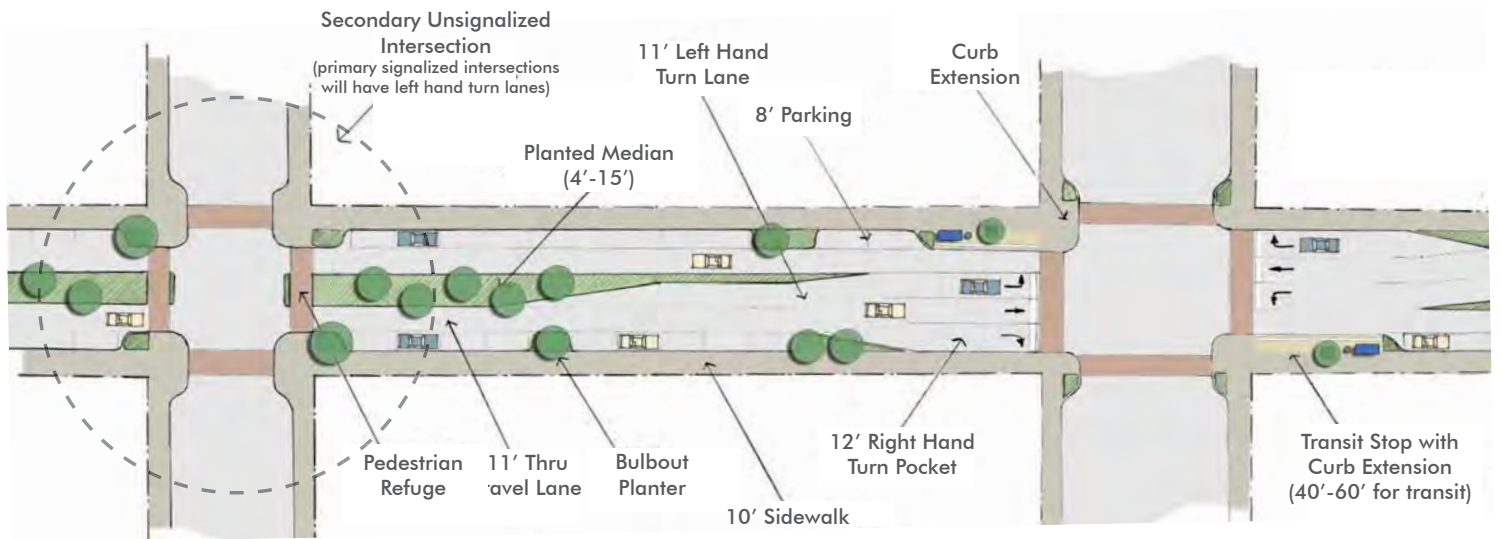
given that turn volumes are very low at unsignalized intersections, it remains a viable option.

3. In the third configuration, a planted median is continuous through the length of the intersection. This design disallows left-hand turns at these types of intersections onto and from Sprague, but will increase its carrying capacity because no queues will form behind turning vehicles in the travel lane. This configuration also provides safer crossing amenities for pedestrians and bicyclists moving north and south across Sprague Avenue. The continuous median has wide enough cut-throughs for bicyclists seeking protected refuge at the north-south crossing. As a unique and highly visible feature within the roadway, a continuous median will function as a traffic calming device when pedestrians are present.

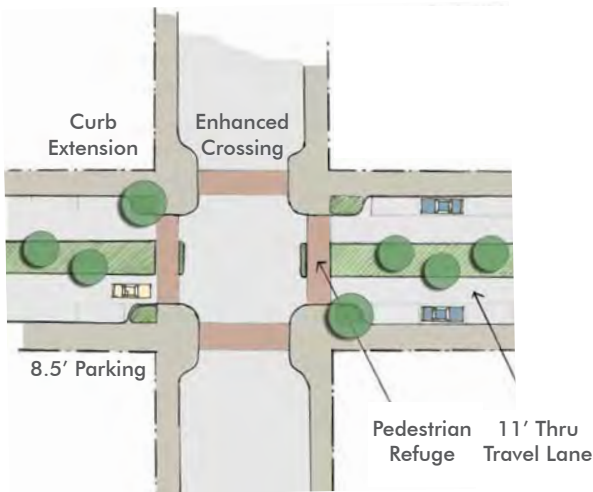
In summary, preliminary analysis shows that all three of the described configurations are feasible and result in acceptable levels of service. For analysis purposes, the model allowed left-hand turns from travel lanes without dedicated turning facilities at all secondary unsignalized intersections. Additional analysis and businesses outreach should be conducted to decide on the appropriate treatment at each secondary unsignalized intersection.

MOTOR VEHICLE OPERATIONAL AND QUEUING ANALYSIS

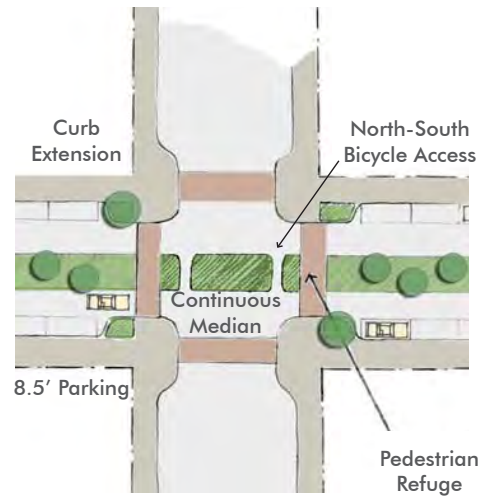
The future motor vehicle operational and queuing analysis of the Sprague Corridor has been conducted for the signalized study intersections. The unsignalized intersections have not been included, since the increase in motor vehicle volume at these locations would be fairly small. A more detailed analysis is presented in Appendix I.



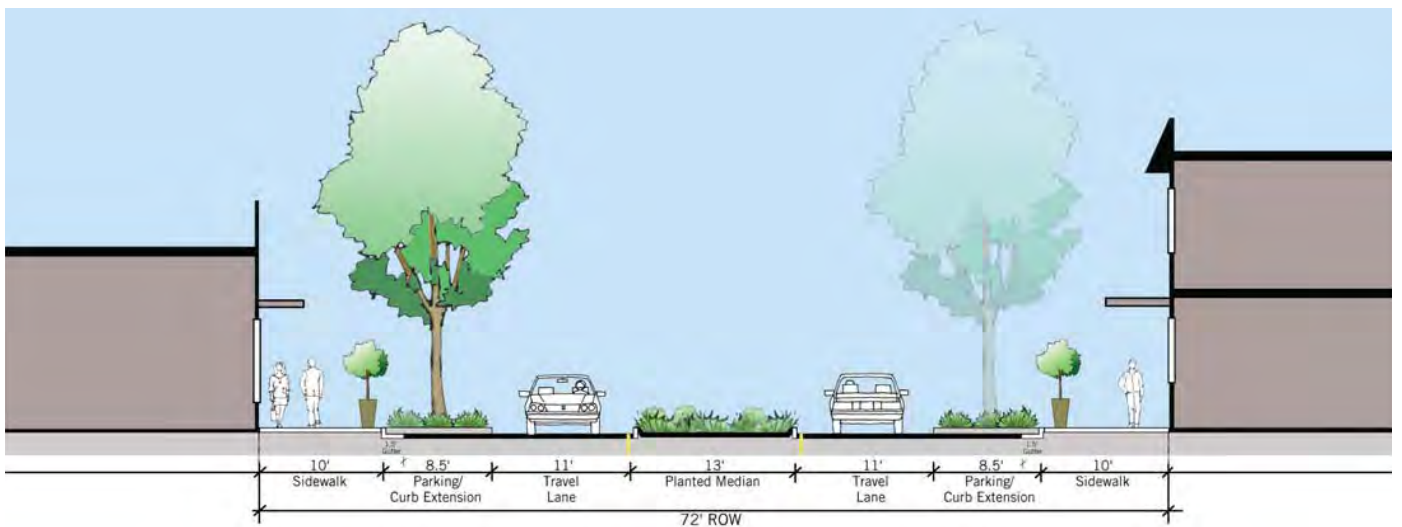
Potential Treatments for Secondary Unsignalized Intersections



A. Interrupted Median



B. Continuous Median



UNIVERSITY DISTRICT - SPRAGUE CORRIDOR PLANNING STUDY
 South University District and International District Streetscape Concepts A & B
 (Secondary Unsignalized Intersections)

Operational Analysis

The preferred development concept results in a slight increase the number of vehicles using Sprague Avenue and would also slightly increase the volume to capacity (v/c) ratio and associated average delay at signalized intersections (Table 14). The increase in delay would be relatively minor and in some instances result in a change in the LOS. Despite these changes in v/c ratio and delay, all of the study intersections would continue to meet the City’s mobility standards with the preferred streetscape concept and the preferred development concept for the South University District.

Table 14: 2030 PM Peak Hour Intersection Operations

Intersection	Baseline Growth Scenario			Preferred Development Low			Preferred Development Medium		
	Delay	LOS	v/c Ratio	Delay	LOS	v/c Ratio	Delay	LOS	v/c Ratio
Sprague /Altamont	13.5	B	0.55	20.7	C	0.79	22.7	C	0.85
Sprague /Napa	11.2	B	0.67	29.9	C	0.83	28.5	C	0.86
Sprague/Helena	11.5	B	0.51	19.1	C	0.69	16.8	B	0.7
Sprague /Sherman	9.5	A	0.45	10.6	A	0.62	10.4	B	0.63

Source: Data based on Synchro 7 software, relying on Highway Capacity Manual 2000 methodologies.

Queuing Analysis

The 95th percentile queuing analysis revealed that the northbound/southbound queues at the study intersections would not differ greatly between scenarios. Instead, the eastbound/westbound queues showed the greatest propensity to change when comparing the no build alternative to the preferred concept. This change was mostly seen in increases in queue length for the through movements and decreases in queue length for the left and right turns off of Sprague Avenue. This type of pattern was to be expected, however, since the lane configuration would be modified from shared turn/through movement lanes to separate dedicated left turn and right turn lanes at the study intersections.

Nearly all of the queues fit within one block, with the exception of the eastbound/westbound queues at the study intersections of Sprague Avenue/Napa Street and Sprague Avenue/Altamont Street. The longest of these queues (eastbound at Napa Street) would extend approximately 650

feet to west from Napa Street, cross Magnolia Street and come to within about 100 feet of Pittsburg Street. Further study may be required to address the design and operation of this specific intersection. Optimization to the signal timing and intersection layout in more detailed design may help reduce the length of this queue.

TRANSIT STOP DESIGN

With heavy transit ridership along Sprague Avenue, the redesign of Sprague Avenue attempts to give a level of prioritization to transit and emphasizes pedestrian safety. Equally important, the transit stop design improves access to transit which serves to improve overall VMT/GHG impacts. The impacts of transit on motor vehicle traffic and operation were also components of the approach to transit.

Based on these factors, the alternatives analysis evaluated a near side pull-out option, a far side bulb-out option and a far side pullout configuration (Figures 17-19). All three options provide different advantages for transit service and other transportation modes along Sprague Avenue. While there are several other pros and cons, the most obvious trade-offs include:

- Bulb-outs provide more operational efficiency for transit operations and transit users, while pull-outs allow motor vehicles to pass stopped buses; and
- Far side stops tend to be safer for pedestrians because their position in relation to the adjacent crosswalk encourages transit users to cross the street behind the bus whereas transit users often cross in front of buses stopped at near side stops, significantly decreasing visibility of motor vehicles and pedestrians.

Spokane Transit Authority (STA) and the City have agreed that more detailed modeling will be required in the next phase of design to establish the preferred transit stop location for different locations along the corridor. Signal prioritization should be considered as part of the transit stop design as well. The following provides a short overview of each transit stop configuration still under consideration.



Transit Stop Configuration

Near Side Pull-outs

Bus pull-outs allow buses to stop for passengers by leaving the thru travel lane to allow vehicles to pass. Pull-outs also take the place of on-street parking and/or bulb-outs (using approximately four on-street parking spaces) to allow for adequate approach and departure distances. The near side pull-out option would utilize the right hand turn lane. The outside lane at signalized intersections would be right turn only except for buses. Buses could use the lane as a pull-out and then continue through the intersection and remerge with traffic. With signal modification, buses can have the ability to jump the queue at near side stops. However, this would require additional analysis and funding.

Far Side Bulb-outs

Bus bulb-outs allow buses to stop for passengers without leaving the travel lane, and create additional space for transit amenities. The full length bulb-outs (50 to 60-foot lengths to accommodate articulated buses in the future) take the place of on-street parking and allow for transit users to use both front and rear doors of the bus. A benefit of bulb-outs is that fewer parking spaces are typically taken because the transition space to remerge with traffic is not required. Bulb-outs will feature a covered transit shelter, and street trees located to minimize conflict with transit operations as well as sidewalk users.

Bulb-outs can also be designed using contrasting materials and/or colors to indicate a departure from the sidewalk and waiting area for transit users. During the winter, sections of the bulb-outs can also be used for snow storage. In these conditions however, it is critical to maintain access from transit stops to the sidewalk. Far side stops increase pedestrian safety by encouraging transit users to cross the street behind the bus where approaching traffic visibility is best. With signal modification, buses can have the ability extend signals to have more time to reach far side stops. However, such a design can also impede traffic LOS at signalized intersections.

Far Side Pull-outs

A far side bus pull-out would operate similarly to a far side bus bulb-out, but would require the transit vehicles to leave the thru travel lane and remerge

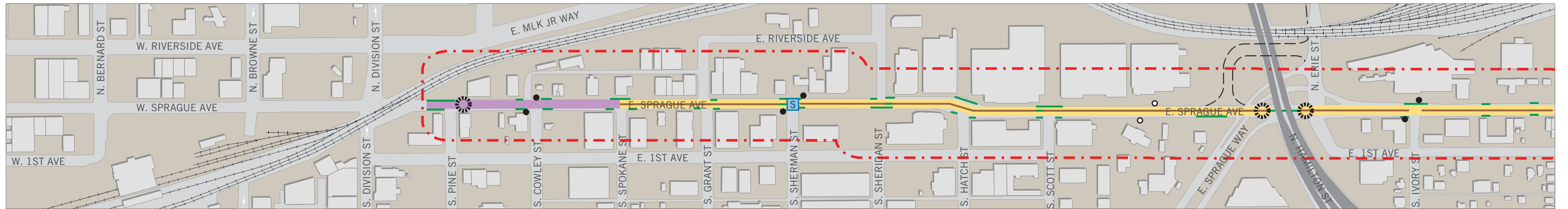
after boarding and alighting passengers. The far side pull-out option would require the removal of parking spaces for the stop itself and the transition space required for remerging with traffic. Bus pull-outs allow buses to stop for passengers, leaving the thru travel lane to allow vehicles to pass. As stated above, far side stop locations tend to improve pedestrian safety. With signal modification, buses can have the ability to extend signals to have more time to reach far side stops.

Signal Prioritization

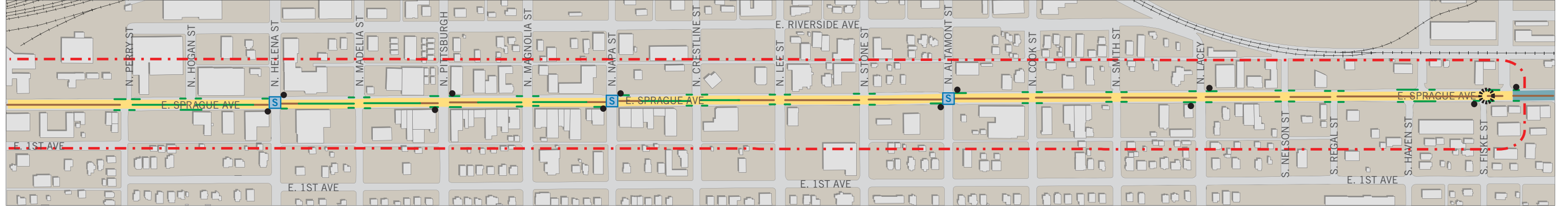
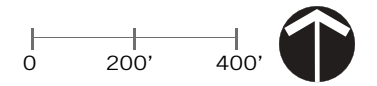
The timing of traffic controlled intersections can greatly improve transit operations. In general, transit signal prioritization allows for efficient operations of transit vehicles, improving reliability and speed of transit service. Timing can include extension of “green time” or transit activated green light detection. Once the detection of an approaching transit vehicle is made, the signal allows for additional time for transit vehicles. Several studies, such as the U.S. DOT’s *Transit Signal Priority Handbook* (2005), show that such a technique is effective when applied correctly. A variation to signal timing that could benefit near side bus pull-outs is a system whereby transit vehicles waiting at a red light could effectively jump the queue of vehicles in the thru travel lane. As mentioned earlier, such a project would require more detailed analysis and additional funding to implement.

PREFERRED CORRIDOR CONFIGURATION

Based upon the analysis and preferred typical sections, an initial preferred corridor configuration has been developed for the study area (Figure 21). The three-lane roadway configuration discussed earlier is recommended between Spokane Street and Fiske Street. Spokane Street is a sufficient distance from both Division Street and Sherman Street to allow for the transition from two eastbound lanes to one. On the eastern end of the corridor, the three-way intersection at Fiske Street provides a good opportunity to transition from five lanes (east of Fiske Street) to three lanes (west of Fiske Street). The second westbound lane would become a right-turn only lane as it approaches Fiske Street and not continue through the intersection.



- E. MLK Jr. Way extension - Phase 2
- East Sprague Avenue Corridor Boundary
- 3-lane typical section
- 4-lane typical section
- 5-lane typical section
- Landscaped Median/Bulbout (appx. length)
- Left turn lane
- Study area signaled intersections (with transit priority)
- Transit stop (type to be determined)
- Transit stop with bus pullouts
- Gateway feature



UNIVERSITY DISTRICT - SPRAGUE CORRIDOR STUDY AREA
PREFERRED CORRIDOR CONFIGURATION

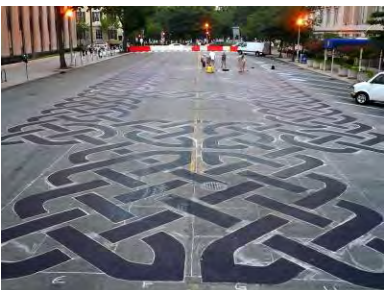
As noted in the previous section, the typical section of the three-lane configuration through the South University District and sections of the International District will not include a raised median and will include a continuous two-way left turn lane. In the core of the International District, a raised median will replace the left turn lane in most locations. Curb extensions are recommended at all intersections where no right hand turn lane is present. Right turn lanes are recommended at Sherman (eastbound only), Helena, Napa, Altamont and Nelson.

Existing signals at four of the intersections noted above (Sherman, Helena, Napa and Altamont) should be upgraded to include prioritization for transit vehicles. This will allow for the use of the right turn lanes to double as transit vehicle pullouts. For transit stops with bus bulb-outs, the curb extensions should extend approximately 50 feet in length in order to accommodate articulated transit vehicles measuring up to 60 feet. These longer curb extensions for transit stops would also provide additional space in the pedestrian realm for transit amenities such as shelters, benches, trash cans and signage. If a bulb out configuration is deemed appropriate, longer curb extensions for transit should be provided at Sherman (westbound only), between Scott and Hamilton, Ivory, Altamont (westbound only), Lacey, and Haven.

Gateway features should be implemented at the western and eastern ends of the corridor study area (near Pine and Fiske respectively). The western gateway should mark the entrance to the University District and the eastern gateway should mark the entrance to the International District. Gateway markers or signage should also be considered at or on the Hamilton Street Bridge to signal the transition from the South University District to the International District and vice versa. Plantings, furnishings and public art are discussed in the following section.

PLANTINGS, FURNISHINGS & PUBLIC ART

The western portion of Sprague Avenue (Division to Hamilton) has the potential to further develop as a resource for the surrounding campuses of Gonzaga University and the Riverpoint Campus. The eastern portion (Hamilton to Fiske), is located in the International District planning area. This segment is characterized by small businesses, restaurants, shops and



services catering to a diverse user base. It follows that the proposed choice of street furnishings, plantings and public art will acknowledge and positively accent the differences between the identified street segments.

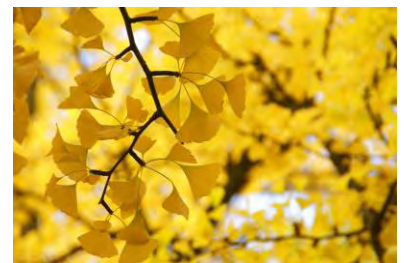
The *International District Neighborhood Action Plan* outlines the importance of retaining the District’s historic architecture and details, promoting the cultural diversity of the area, the need for safety improvements and enhancing multi-modal transit. An earlier 2007 streetscape design planning effort also highlighted wish-list items such as special pavement at corners and curb extensions, wider sidewalks, integration of existing furnishings, hanging planter baskets, pole banners, irrigated street trees and pedestrian-scale lighting. It follows that the proposed choice of street furnishings, plantings and public art in the International District area will address stated goals from the Neighborhood Action Plan and includes elements articulated in the 2007 streetscape planning effort. As mentioned earlier, all elements are required to conform to existing clear zone requirements for visibility.

The street design efforts currently in process for Division Street also affect the choice of furnishings proposed for Sprague Avenue. This is especially true for the transition areas between Sprague and Division in the South University District, where the need to create a seamless experience for pedestrians and other users can improve overall navigation, safety, aesthetic appeal and functionality of the wider area. Unlike street construction and maintenance, landscaping, furnishings and public art are largely the responsibility of adjacent properties.

Plantings

Street trees are selected for their capacity to thrive in Spokane’s semi-arid climate, for their ability to survive in urban growing conditions and for their potential to contribute to the pedestrian experience on Sprague Avenue. Trees are also required to comply with the City’s approved list of tree species. Deciduous trees with seasonal leaf color can best maximize impact on the street and to provide pedestrians access to sunlight during winter months and could include:

- *Ginkgo biloba* is climate appropriate for Sprague Avenue, growing in USDA hardiness zones 3-8 (Spokane is in zone 5b-6).



- *London plane tree* is a broadleaf variety that is extremely tolerant of urban growing conditions and provides excellent shade in the summer time. It has a distinctive mottled bark as well. London plane trees are hardy to zone 5.

The use of climate appropriate, drought tolerant shrubs and ornamental grasses planted densely in landscape medians can provide a cue to drivers they are approaching pedestrian crossing areas. Possible species include *Deschampsia cespitosa* (Tufted hair grass) and *Pennisetum alopecuroides* (Fountain grass), both providing excellent seasonal color, texture, movement and hardiness.

Furnishings

Street furnishings include features such as seating benches, bollards, trash receptacles, banners, bike racks and pedestrian lighting. The South University District segment of Sprague Avenue should include furnishings that reflect the institutional presence of the academic institutions of Riverpoint and Gonzaga University campuses and relate to the streetscape concepts for Division Street.

Street furnishings in the International District will transition to a new look and feel east of Hamilton. More color, bold angles and distinctive patterns will give pedestrians a strong sense of the change of setting. They also respond better to the desire of surrounding businesses to promote the International District as a unique destination in Spokane.

Public Art

Public art along the Sprague Corridor in the International District should acknowledge the city's international roots and its sister cities of Jecheon, Korea; Limerick, Ireland; and Jilin City, China. For example, Korean and Chinese-inspired public art may be evocative and bold in color, size, texture and detailing.

Public art along the Sprague Corridor in the South University District will acknowledge the role of higher education in Spokane and help activate the streetscape at planned activity and high traffic nodes.



Strategic use of specialty pavement at curb extensions, hardscape plazas, gathering and transition areas are other ways to express artistic traditions of international cultures.

7. Implementation

This chapter presents strategies and recommendations for the next phase of this effort and provides direction for short-term and long-term action. This direction is based on input from the community and addresses the types of implementation strategies that will best achieve project goals. The chapter is organized into three sections:

- Action Plan;
- Funding Options; and
- Prioritized Recommendations

ACTION PLAN

Realizing the envisioned future of the study area will take a comprehensive approach to implementation. The action plan outlines recommended policies, projects and programs to carry the vision and preferred concepts forward. Recommended actions include:

Policies

- Update Land Use Standards and/or Design Guidelines
- Streamline the Permitting and Review Process

Projects

- Improve Sprague Avenue
- Create a New Innovation Cluster
- Rebuild Opportunity Sites to Spur Development
- Improve Transit
- Create Gateways, Signage and Wayfinding
- Coordinate with Future Projects

Programs

- Establish Clear Leadership
- Improve Communication
- Provide Business Incentives

*“Maintain flexible zoning.
Get the pedestrian bridge
built. Commit to action.”*

- Build Partnerships
- Develop Transportation and Parking Management Oversight
- Improve Access Management
- Improve Freight Circulation
- Create a Marketing and Branding Campaign

Policies

Update Land Use Standards and/or Design Guidelines

One of the primary concerns for the study area is improving the street front appearance, design of buildings and parking. A street that is designed for all users can encourage walking, biking and transit use and reduce dependency on driving. Throughout the study, feedback focused on a need to create unique nodes of development, making the potential for redevelopment easier.

Existing zoning offers the flexibility to allow for desired uses and building design. Almost the entire South University District is zoned General Commercial, which is one of the most generous types of zones in the City. Yet this flexibility is also a potential pit-fall because it allows undesirable uses and building design. During the planning process, participants indicated a desire for developer and investor certainty. Standards and guidelines that specify what future investors can expect from adjacent properties are attractive to those investors interested in making a long-term commitment and/or contribution to the community.

There are several tools which the City can consider for implementation. Each should be carefully weighed against the Planning Principles as the chosen course of action must meet the intent expressed by the community.

Overarching themes include:

- Allowing flexibility in siting and site design to encourage infill development;
- Requiring new development to create active ground floor facades;
- Limiting a handful of undesirable uses;
- Locating parking beside or behind buildings;

- Removing or reducing minimum parking requirements;
- Increasing landscaping and screening to begin improving overall appearance;
- Allowing for and encouraging green infrastructure and stormwater collection methods such as bioswales and use of pervious surfaces; and
- Preserving local history through rehabilitation and adaptive reuse of existing building stock where practicable.

Form-based code, an overlay district, and district design guidelines are some of the planning tools available to improve land use and design and create certainty. While existing uses would retain their land use status, new and redeveloped sites would conform to newly adopted standards that more closely match the focus areas depicted in the preferred development concept. New design standards should be crafted to streamline administrative and processing time.

It is important to note that these recommendations will require additional study and refinement. This study does not include code changes and will not result in existing uses being deemed non-conforming. Any changes to existing code, standards or guidelines will require an additional public involvement process, public review and formal adoption.

Streamline the Permitting and Review Process

A cumbersome and time intensive permitting and review process discourages interest and/or potential for redevelopment. Feedback gathered from the public and through stakeholder interviews indicated that the existing process is challenging for these reasons. To address these issues, the City of Spokane has already made significant changes to the review process by shortening the review window.

The City should seek to make the permitting and review process more efficient and understandable to reduce negative cost impacts to developers and the City. This is especially important for allowing and encouraging green development practices and green certified development, and other desirable site improvements that increase the initial costs of a project. Because some of these techniques are new and outside of traditional building and development

codes, the City must be prepared with the necessary technical expertise to streamline review.

Projects

Improve Sprague Avenue

The preferred design of Sprague Avenue will occur over time, based on available funding and opportunities for redevelopment. The City of Spokane should consider the appropriate phasing of improvements based on a funding strategy that leverages both private and public contributions (see following section, *Funding Options*). Improvements between Pine and Erie streets would be eligible for University District Revitalization Area (UDRA) funding. Table 15 summarizes planning level cost estimates for specific segments of Sprague Avenue from Pine to Fiske streets. The preliminary estimates are intended to provide a rough gauge of future retrofitting costs. Estimates include all costs associated with street design and construction excluding right-of-way acquisition and utilities.

In summary, a total estimated cost range of \$15.6 to \$20.4 million will be needed to complete redevelopment of the street; a distance of roughly two miles. The table includes estimates for signalized intersection improvements. The cost for the intersections would be between \$500,000 and \$775,000. This reflects the cost of reconstructing half or the entire signal and also includes the cost of building the approaches for all four legs of the intersection. Signal prioritization and timing will also be needed to implement the preferred transit strategy.

Table 15: Sprague Avenue Cost Estimates

Segment		Length	Cost per Linear Foot		Cost Estimate	
From	To		Low	High	Low	High
Pine	Spokane	750	\$1,150	\$1,500	\$862,500	\$1,125,000
Spokane	Sherman	710	\$1,250	\$1,600	\$887,500	\$1,136,000
Sherman	Erie	2,320	\$1,250	\$1,600	\$2,900,000	\$3,712,000
Erie	Helena	1,660	\$1,300	\$1,650	\$2,158,000	\$2,739,000
Helena	Napa	1,400	\$1,300	\$1,650	\$1,820,000	\$2,310,000
Napa	Altamont	1,400	\$1,300	\$1,650	\$1,820,000	\$2,310,000
Altamont	Fiske	2,400	\$1,300	\$1,650	\$3,120,000	\$3,960,000
Subtotal					\$13,608,000	17,292,000
Signalized Intersections						
Sprague/Sherman					\$500,000	\$775,000
Sprague/Helena					\$500,000	\$775,000
Sprague/Napa					\$500,000	\$775,000
Sprague/Altamont					\$500,000	\$775,000
Subtotal					\$2,000,000	\$3,100,000
TOTAL					\$15,608,000	\$20,392,000

All costs in 2011 dollars. Costs will need to be adjusted in future to account for inflation (typically 2-4% per year).

The low and high costs for street construction are based on location of the existing street and sidewalk. The cost per linear foot for the three lane section with a center turn lane would be around \$1,600. This assumes that all of the street and sidewalk will need to be removed. If this is not the case then the cost per linear foot would be closer to \$1,250.

The cost per linear foot for the three lane section with the center median would be around \$1,650. This assumes that all of the street and sidewalk will need to be removed. If this is not the case then the cost per linear foot would be closer to \$1,300. Utility upgrades will also add to these costs.

The existing utilities along Sprague Avenue are adequate to serve additional demand and therefore utility costs are not included with street construction. Based on discussions with utility providers, utility installation costs also vary greatly and would lessen the reliability of the preliminary cost estimates. For example, a general estimate for replacing the water main along Sprague Avenue could range from \$150 to \$250 per lineal foot, and installation of

individual fire hydrants ranges between \$5,000 and \$10,000. Storm and sanitary sewer line costs could range between \$50 to \$200 per lineal foot depending on diameter, along with additional costs for manholes and reinforcement.

Discussions throughout the planning process revealed a constraint to adaptive reuse of existing buildings and new development related to the new International Building Code. There is an insufficient number of fire hydrants along the corridor and the size of existing water supply lines does not allow most parcels to meet the requirements for sprinklers. The next phase of design should include a more detailed assessment of the fire hydrant and supply line needs along the Sprague Avenue corridor to ensure that the new infrastructure can be coordinated with roadway improvements.

Create a New Innovation Cluster

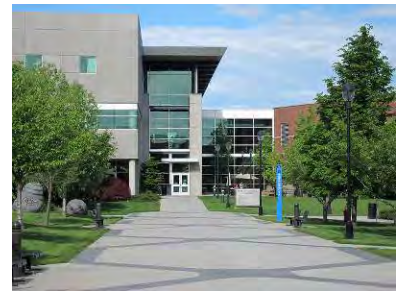
A strong physical link of development should connect the South Hill Medical District with the Riverpoint Campus and Gonzaga University. This would entail the addition of new light industrial flex space, research, offices and live-work spaces in the southern and eastern portions of the South University District.

Technical education and lifelong learning uses should be recruited to the South University District to capitalize on proximity to the existing educational institutions to the north and existing land uses in the area, attracting new health industry and other employment opportunities.

Rebuild Opportunity Sites to Spur Development and Create Jobs

During the planning process, the public weighed-in on the redevelopment and reuse of several opportunity sites in the South University District. Stemming from the Spokane Downtown Plan and University District Strategic Master Plan, these sites have a high potential to act as a catalyst for further infill development due to their unique location and role in the South University District. As shown on the Preferred Development Concept diagram, there are five opportunity sites in the South University District.

- *Pedestrian/Bike Bridge Landing.* This site includes the landing of the future pedestrian/bike bridge and parcels adjacent to Sprague Avenue. It will serve as a gateway to the Riverpoint Campus, and its





redevelopment will be the primary catalyst for spurring investment of neighboring businesses and driving economic growth in the South University District. The planned iconic bridge and increase in foot and bicycle traffic will draw attention to the site for new housing and businesses. The preferred land use focus identifies a mix of uses within this site, with an emphasis on residential overall and ground floor retail adjacent to Sprague. The City should consider incentivizing development of student housing and campus-oriented retail uses for this site.

- *Pacific & Pine Site.* Along Pine Street, between 1st and Pacific avenues, the existing half-block site is currently used as surface parking. The preferred land use focus identifies mixed use/office space for this site, to spur development of similar uses. Working with a willing seller, the City should identify a partner that can solicit developers to create new office/flex space, or live/work units on this site.
- *Short & Pacific Site.* Along 2nd Avenue, this site is mostly undeveloped and is identified as future mixed use/office space. With recent redevelopment of properties along 2nd Avenue and great access, this site would be an excellent location for new office space. Because the site is composed of several parcels, the City should identify a partner that can work towards consolidating land to facilitate redevelopment.
- *2nd & Spokane Site.* Currently undeveloped, this site has great potential for a public plaza or park. Several plans and studies including the East Central Neighborhood Plan have called for increased parks and public open space. This site is centrally located and is near the Sherman Street pedestrian and bike route making it an ideal location for a public space. The City should identify this site on future updates to the parks plan and consider acquiring this site for development of an urban park or plaza.
- *Former Costco Site.* With great highway access and visibility, the former Costco site offers potential for a large office or institutional complex. There is potential for adaptive reuse of the building into

smaller units for a range of medical or educational related uses. The City should incentivize redevelopment and reuse of this site to spur economic activity.

Improve Transit

Currently, there is a lack of transit amenities along Sprague Avenue. Stop amenities are inconsistent and stop locations are not well identified. Over time, the preferred transit strategy will feature common transit stop amenities at every stop along the corridor. Stops will shelter transit users from the elements and feature up-to-date transit information to make transit use more practical and predictable.

The preferred corridor configuration is largely based on accommodating transit vehicles and stops, and access to transit. Lane widths, medians and intersection design all must be carefully designed to allow for transit vehicles and pedestrian and transit user access. Street design elements to enhance transit performance and pedestrian safety should include:

- Lane widths optimized for transit vehicle movements;
- Wider sidewalks and/or bulb-outs to allow passengers to wait and board transit vehicles safely, while minimizing disruption to businesses;
- Transit signal prioritization to enhance transit operations and minimize impacts to motor vehicle operations;
- Medians, pedestrian refuges islands and crosswalks that allow for safe pedestrian crossing and to access transit stops;
- Longer transit bulb outs or pull outs for consideration of future transit vehicle design (e.g. multi-door, articulated buses).

Create Gateways, Signage and Wayfinding

A gateway, signage and wayfinding program will inform residents and visitors of the importance of the study area with a clear and cohesive identity. Such a program will also provide necessary direction to community services, retail shops and businesses, restaurants, parking and other information. A hierarchy should be developed to provide both directional and identification signage.



The Spokane Regional Convention and Visitors Bureau (CVB) is currently undertaking a signage and wayfinding project. The City and the University District should coordinate with the CVB to participate in this effort.

Coordinate with Future Projects

There are a number of planned and future projects that will impact the study area. A review of existing plans and studies, feedback from the public, as well as input from staff and the Advisory Team identified several projects that will require close coordination during the next phase of the project. Some of the most noted projects include:

- *Bike access*, including routes that parallel Sprague Avenue, connection to Erie Street improvements, and the potential for use of East Sprague Way;
- *I-90 traffic and potential expansion*, and impacts to traffic and land use;
- *Ben Burr Trail connection*, to improve non-motorized access to the study area;
- *Pedestrian/Bike Bridge*, including connections to Sherman Street land redevelopment;
- *Division Street Gateway*, to improve safety and aesthetics at the western entrance to the South University District; and
- *Off-street parking*, including opportunities for employee parking, public parking and a structured garage.

Programs

Establish Clear Leadership

Long-term success requires the involvement of a dedicated champion. The University District Development Association, University District Advisory Council, East Spokane Business Association, the Downtown Spokane Partnership and Innovate Washington all have a stake in the successful transformation of the South University District.

The Spokane University District Advisory Board has already proven its capacity to effectively lead planning and redevelopment efforts with implementation of the University District Strategic Master Plan, and could continue to lead the future growth of the South University District in partnership with the business community in the area. A focus must be placed to the south of the Riverpoint Campus, encouraging development that will be both university dependent and independent.

With this plan as a guide, the board will be instrumental in leveraging existing partnerships, forming new alliances and carrying out the action plan. It will be crucial for the board to work directly with the City and engage community members to build momentum and secure funding. It will be particularly important to enlist expertise in property acquisition, real estate and marketing. A sub-group or committee that has representation from the stakeholder institutions, local business and property owners and the East Central Neighborhood should coordinate resources, direct investment and ensure the implementation of key projects, programs and policies.

“Take the steps necessary to get the Sprague Corridor project elements into the Capital Facilities Program or Plan.”

Improve Communication

Existing businesses and property owners in the study area are vital to a successful future. Businesses and residents of the South University District and along Sprague Avenue care about the future of the area. Implementation of this Study will require deliberate and continued outreach to ensure communication and to address potential issues and changing needs.

Maintenance is a primary concern of the City and businesses alike. Snow removal, street furnishing and landscaping maintenance can become potentially challenging as City resources become extended. It will be important for the City to establish maintenance responsibilities prior to street improvements to ensure a timely flow of information among project contractors and local residents and businesses. A memorandum of understanding should be established between organized business groups and the City. During construction, it will also be crucial for the City to work with businesses to ensure uninterrupted access to and signage for businesses impacted from construction.

Provide Business Incentives

Incentives can help attract and retain businesses and lead to increased reinvestment. Spokane already provides several incentive programs for businesses and development such as general facilities charge waivers. Façade improvement programs are another way to effectively improve existing buildings and support the existing local economy. An enhanced façade improvement program is recommended to complement the streetscape and other private property improvements. Simple façade improvements to existing properties can greatly increase the visual impact of the urban landscape with relatively inexpensive investment. Many property owners are interested in upgrading and/or retooling existing buildings, but lack the capital to make such improvements. The City should consider establishing a low-interest loan program for tenant improvements that support the vision.

Build Partnerships

Achieving the long-term vision for the study area will take strong partnerships among public and private entities. This plan is the source of the future vision of the area and serves as the guide for establishing the partnership process. Public/private partnerships allow for a unique and creative method for redeveloping and revitalizing underdeveloped urban areas. This form of partnership has successfully resulted in mixed use development projects, public facilities such as convention centers and affordable housing. Potential projects that could benefit from such a partnership in the study area include new housing at the landing of the future pedestrian/bike bridge, office and flex space along 2nd Avenue and a new public park or plaza between 2nd Avenue and Spokane Street.

Organizations in Washington State and the Spokane region offer a range of support for economic development and business growth. A partial list that should be considered to build partnerships is provided below.

State Partnership Resources include:

- Washington State’s Business Retention and Expansion (BRE) Program;
- Small Business Development Centers (SBDC);

- Regional Partnership Resources;
- Inland Northwest Women’s Business Center (WBC); and
- Eastern Washington University Center for Entrepreneurial Activities.

Local Partnership Resources include:

- Spokane’s Neighborhood Business Centers Program (NBC);
- Spokane Neighborhood Economic Development Alliance (SNEDA);
- East Spokane Business Association (ESBA); and
- Spokane International District.

Develop Transportation and Parking Management Oversight

Long-term improvement of parking and transportation in the study area will require an organized and ongoing management system. Downtown Spokane has already implemented such a strategy as recommended by the Downtown Spokane Parking Study. A Transportation Management Association (TMA) is an organized group that works towards improving transportation options and management in a given area. TMA’s exist in many communities and are typically initiated as a partnership between public agencies and private industry. Once established, the TMA is funded through levies to the member businesses as well as through grant funding.

For the study area, formation of a TMA can help encourage alternative modes of transportation and cost sharing. Shared parking, neighborhood parking permits and structured parking should all be considered in the future. As businesses opt-in to the TMA, participating commuters can benefit from decreased commuting and parking costs and improved commute times. TMA’s provide a resource for brokering or consulting transportation services. Other benefits include monitoring transportation conditions, building consensus and advocating and educating the community about transportation solutions. A TMA or similar organization – whether new or existing – should also consider coordination of shared parking facilities, employee transit pass programs and provision of end-of-trip facilities for bicycles.



Improve Access Management

The existing street corridor has hundreds of driveways and curb-cuts that provide direct access from Sprague Avenue to businesses and parking areas. Some properties have multiple and/or underused entrances, while still others have non-functional driveways that lead to nowhere. Each curb cut presents a potential conflict location for all road users. For vulnerable road users (pedestrians and bicyclists) the conflict at these locations is the potential for a crash with a motor vehicle as well as difficulty navigating the sidewalk for disabled or pedestrian users. Motor vehicle users on Sprague can also be affected through increased risk for a crash and increased delay from vehicles using the curb cuts.

Access management is a broad set of techniques that can be specifically tailored for a corridor to balance the need to provide efficient, safe and timely travel with the ability to allow access to individual properties. This comprehensive approach to addressing safety and mobility issues focuses on the coordination between roadway design and land use to improve transportation. It involves changing land use planning and roadway design practices to limit the number of driveways and intersections on arterials and highways, constructing medians to control turning movements, encouraging clustered development and creating more pedestrian-oriented street designs. Proper implementation of access management techniques should help to reduce congestion, reduce crash rates, reduce the need for roadway widening, conserve energy, and reduce air pollution.

Improve Freight Circulation

A freight circulation plan investigates the quality of the local freight network and recommends improvements to facilitate the movement of bulk goods and materials. Given the type of development adjacent to and accessed from the Sprague corridor, the efficient movement of freight, both raw materials and finished products, is important to the area's economic health.

A freight circulation plan seeks to balance the need for freight access to industrial areas and the provision of mobility for all modes along the City's street network. At a minimum, a freight circulation plan would contain the following elements:

- *Connectivity:* Access between freight generators (industry and manufacturing), distribution points, and customers is greatly influenced by the connectivity of the street network and the ability for it to efficiently convey traffic. A freight circulation plan would look at the street network and recommend potential improvement to increase access and connectivity.
- *Truck Maneuverability:* Large trucks have different operating characteristics than passenger vehicles. Trucks make wider turns and are slower to accelerate and decelerate. A freight plan would investigate intersection alignments and geometries within the study area.
- *Neighborhood Livability:* Large trucks can create real and perceived neighborhood impacts. A freight circulation plan would identify areas where truck traffic could be focused to limit the potential impact on surrounding neighborhoods.
- *Master Plan:* The master plan would be a list of potential projects and freight routes for improving the freight circulation within the area.

Create a Marketing and Branding Campaign

A marketing and branding campaign is necessary to build identity and attract residents, businesses and visitors to the study area. This is also called out in the University District Strategic Master Plan. Street banners, promotional materials and use of printed and social media can drive the message to the City and region. With relatively small public investment, the South University District is well-positioned for new investment. Attracting investors and businesses to the area will require a concerted marketing and branding effort. This will allow the City to clearly communicate the long-term vision for the entire University District and the many amenities that exist today and those that will be added in the future.

FUNDING OPTIONS

Relying on a mixture of funding tools from private and public sources is the best way to achieve the envisioned future. Still, for any publicly supported funding resource it is critical for the City to communicate the benefit and

need for redeveloping the study area, for which there are three primary outcomes. First, funding support will bring near-immediate change through redevelopment of Sprague Avenue, as well as eventual benefit through the resulting reinvestment of new and reenergized businesses and housing. Next, the City of Spokane will generate more property tax revenue once a building is redeveloped and occupied, allowing the City to reinvest into additional projects and programs recommended in this plan. Finally, pedestrian-friendly streets, safe conditions for motorists and for on-street parking and inviting storefronts are all positive benefits that can spur economic and social benefits.

“Wherever possible, improvements need to be done conservatively so that project costs are kept to a minimum. This will produce the best chance of public support and thus implementation.”

With the number of benefits and benefactors that the redeveloped corridor will create, the City should consider a range of funding resources to spread the costs for those that will benefit. Ultimately, no one resource will provide all the funding and support necessary for the envisioned build-out of the study area. New and non-traditional funding sources – such as a solar energy special improvement district – are great ways to add depth to the list of potential resources.

The most likely funding sources for project implementation include:

- University District Revitalization Area (UDRA);
- Local Improvement District (LID);
- Public Development Authority (PDA);
- Transportation Benefit Districts (TBD);
- Parking and Business Improvement Areas (PBIA);
- Bonds; and
- Grant Financing

University District Revitalization Area (UDRA)

UDRA is a unique tax increment financing tool created under the State’s Local Revitalization Financing (LRF) program to provide financing assistance for certain public improvements within the University District. The current boundary of the District includes the South University District study area, roughly extending between Browne and Hamilton streets. Under the UDRA

program, the City can dedicate future incremental property and sales tax revenue from the district together with an annual State match and other local sources to pay for the costs associated with identified public improvements.

The improvements are eligible for this funding because they are considered necessary and important to stimulate new private investment in the district, resulting in increased property values and sales tax revenues which in turn generate the incremental sales and property tax revenue that funds the improvements. Eligible improvements include streetscape enhancements, utility upgrades and pedestrian and bicycle safety improvements among others. The City leveraged use of the UDRA to fund the Division Street Gateway project – a redesign of approximately a mile in length of Division Street – focusing on streetscape and gateway enhancements. A priority for UDRA funding in the South University District should include implementation of the preferred development concept and street improvements along the Sprague Avenue corridor.

Local Improvement District (LID)

LIDs assist benefiting properties in financing needed capital improvements through the formation of special assessment districts. LIDs are generally used for capital improvement projects that benefit multiple property owners. The formation of LID districts could be considered as a potential primary source of funding streetscape improvements because there will be direct benefits to multiple property owners. For the nearby Playfair development, the City purchased the former Playfair horse track which has subsequently been sold to a private developer for development of a business and industrial park. In agreement with the City, the developer initiated an LID to complete street and utility improvements for the development.

Public Development Authority (PDA)

A PDA is an independent agency from local government that allows for public improvements without restrictions or funding limitations of City government. As such, PDA's require no support from the General Fund while relying heavily on private contributions and volunteers. The benefits of a PDA include more flexible use of federal funding; ability to combine public taxes and private donations; and potential for tax-exempt borrowing. For the



study area, a PDA would be instrumental in aggregating parcels and acquiring right-of-way for property redevelopment.

Transportation Benefit District (TBD)

Transportation benefit districts (TBDs) are quasi-municipal corporations with independent taxing authority, including the authority to impose property taxes and impact fees for transportation purposes. The City of Spokane currently imposes a vehicle license fee which helps support transportation related improvements.

Parking and Business Improvement Area (PBIA)

A parking and business improvement area (PBIA) is designed to aid general economic development and to facilitate merchant and business cooperation. Like an LID, a PBIA is a local self-help funding mechanism that allows businesses and property owners within a defined area to establish a special assessment district. Funds raised can be used to provide management, services, facilities and programs to the district.

Bonds

At present, the City is not in a financial position to pay for substantial capital improvements with fund reserves or taxes. In the absence of assisted funding and low-cost loan programs, the City may need to rely on conventional municipal bond debt to finance the construction of its proposed capital program. There are some benefits to this form of financing; first, as with all debt, it spreads capital costs over the term of the bonds; second, bonds implement a level of equity by dissipating the burden among current and future customers; and, finally, bonds allow flexibility in the term/number of years for repayment.

The upcoming bond package for 2014 should include funding for improvements to Sprague Avenue. While bond funding typically includes support for street maintenance, the City should use bond funding to fund street improvements. Once in place, this strategy will allow for the initial reinvestment which will leverage future revenue for the University District Revitalization Area (UDRA) to continue improvements. As mentioned earlier, it will be important to communicate the benefit of street redevelopment to tax payers to garner support for funding the project. The

existing TIF district is one way to prove the City's existing support for economic development of the study area.

Grant Financing

Grants offer some potential for the capital improvement projects and initiatives that the City is considering. The City can leverage local dollars as a match for non-local grant funding. In 2007, the State of Washington designated the University District as an Innovative Partnership Zone, enabling the district to attract new healthcare and high tech industries and be eligible for state grants related to research and development. Recommended grant sources for implementing this project are listed below.

- *Infrastructure Assistance Coordinating Council (IACC)*. Over 200 programs that are available to assist local governments and communities in Washington are outlined in this easy to use database. This organization promotes partnerships among federal, state and local programs, works to enhance efficiency and coordination in the delivery of financial and technical assistance, acts as a forum to discuss issues that get in the way of helping local governments meet their infrastructure needs and sponsors training workshops and conferences in these arenas throughout the year.
- *Transportation Improvement Board (TIB)*. The Legislature created the Transportation Improvement Board to foster state investment in quality local transportation projects. The primary purpose of the TIB is to select and administer transportation projects that best address the criteria established by the Board. Each funding program has its own set of criteria used to rate project applications. For 2012, the City is working to secure a TIB grant for bike and pedestrian safety improvements to the study area.
- *Community Development Block Grant (CDBG)*. The City of Spokane's Community Development Department administers federal CDGB funds allocated for community development and housing activities. Federal CDBG funding is also eligible for public infrastructure improvements and economic development. A portion of the City's CDBG funds is currently allocated to eligible neighborhoods.

- *Local Grant Program.* Revolving loan funds or small grant programs are an effective way to increase local businesses and provide funding for building improvements. Based on this model, the City of Richland Washington has started a local grant program called the Commercial Improvement Program (CIP). Using business license fee revenues, the City has awarded funding support to encourage business improvements, the formation of Business Improvement Districts and the promotion of areas businesses. Funding from the CIP goes to improve the exterior of businesses ranging from small scale projects such as sign refurbishing, to complete façade improvements.

PRIORITY RECOMMENDATIONS

There are a number of administrative and policy steps that need to be taken within the next year to implement the plan. These include:

Determine Feasibility of Street Restriping and Landscaping Where Possible

It may be possible to convert certain sections of Sprague Avenue to three-lane through street restriping. Large planters can also be located at intersections to begin greening the street. The City should work to identify the need for any signal timing and/or infrastructure changes, determine the costs for restriping and any infrastructure upgrades, and work closely with adjacent property owners and businesses to identify the most suitable street segment for restriping. The City could then monitor the impacts of restriping on traffic operations, transit performance, walkability and economic development.

Create an Implementation Steering Committee

The City and/or the University District should formally create an Implementation Steering Committee to oversee Phase I implementation. The members of the study Steering Committee can serve as the nucleus for the new committee. Additional members can be added to better represent the larger focus of the community's vision.

Begin Identifying Funding Sources for Phase II

Funding resources such as the upcoming bond package and UDRA revenue should be investigated for funding improvements to the South University District and Sprague Corridor.



Coordinate with Transportation Staff and Officials and Spokane Transit Authority for Installation of Transit Amenities and Signal Improvements

City staff should consult with transportation staff and officials as well as STA to identify next steps for changing traffic signals for prioritizing transit.

Establish Partnership for Parking Management

Improve parking management by consulting with the University District, Downtown Spokane Partnership and other groups to identify future parking management in the study area.

Conduct a Study to Develop New Design Guidelines

City staff should begin working with property owners to explore new regulatory approaches to improving standards and/or design guidelines for the South University District.

Work toward Securing Public Plaza/Park Site

The City should contact potential partners and funding sources to assist in funding site acquisition, design and development.

Initiate Public Input and Design Process for Gateway Features

The City should begin a public involvement process in conjunction with the design of gateway features recommended for Sprague Avenue.