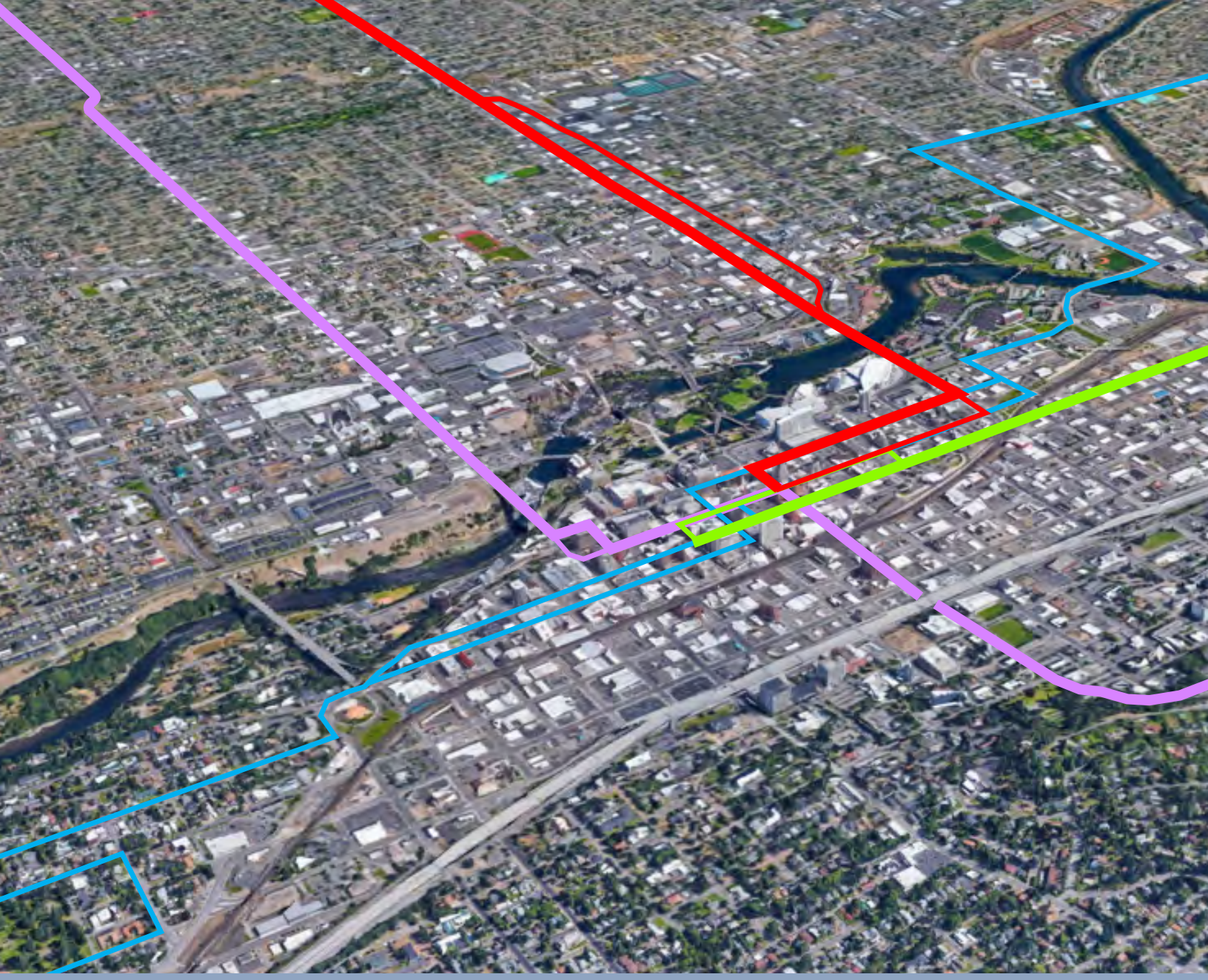

TRANSIT-ORIENTED DEVELOPMENT FRAMEWORK STUDY

A Station Area Planning and Regulatory Guidebook for Spokane's High Frequency Transit Corridors

MARCH 2022

ACKNOWLEDGEMENTS

City of Spokane

City Council (Urban Experience Committee)
Plan Commission
Development and Planning Services
Integrated Capital Management

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Chief Garry Park

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Angelo Planning Group

CITY COUNCIL RESOLUTION #:
DATE:

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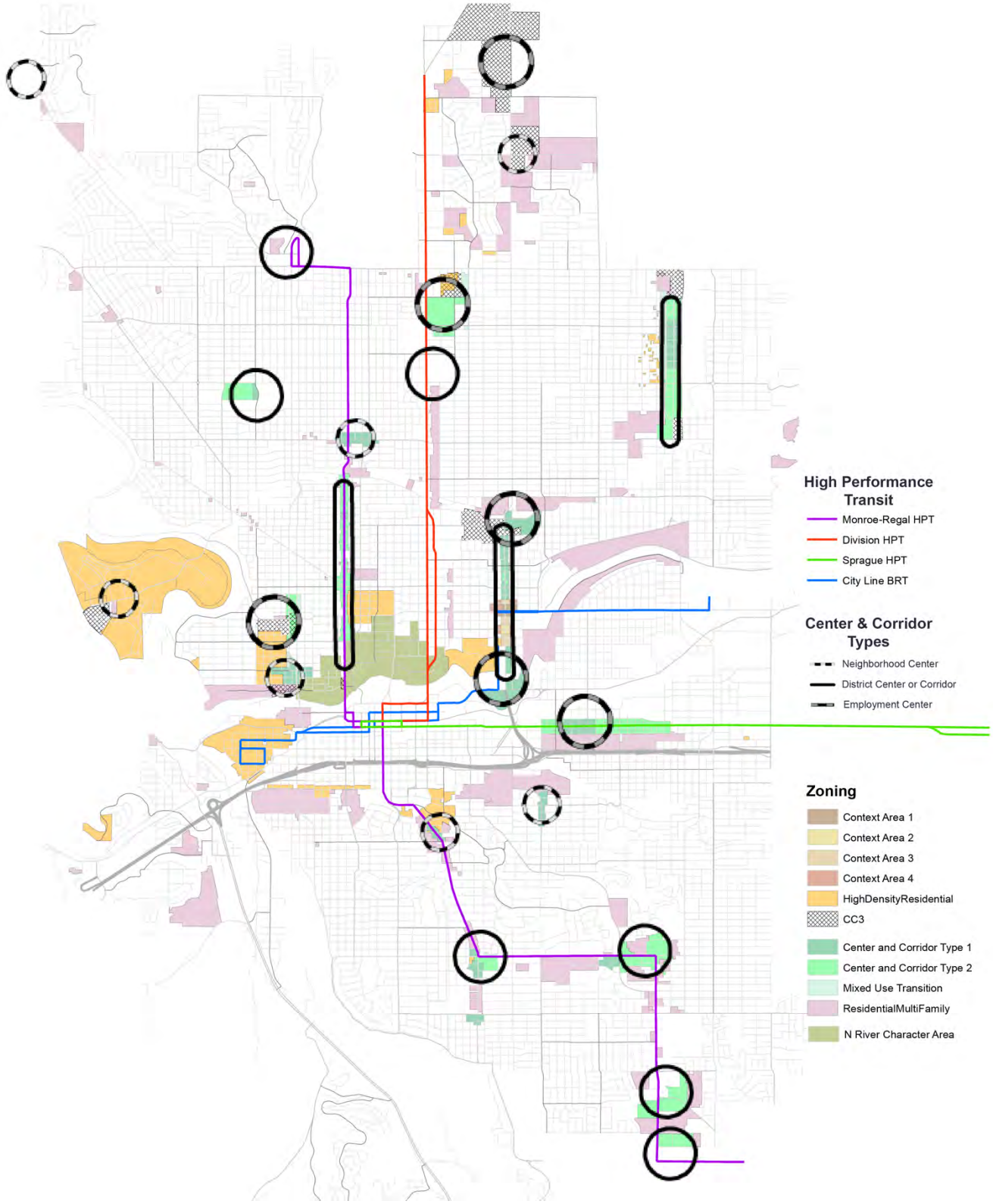


I. INTRODUCTION

As Spokane grows, planning for the future means planning more options for people to live, work, recreate and get around. Public transit investments support these options and promote development along transit corridors. With permanent station infrastructure, including level-boarding and pre-board ticketing, the City Line Bus Rapid Transit (BRT) is estimated to host more than 1 million rides per year and increase land and improvement values by $175 million over 20 years.

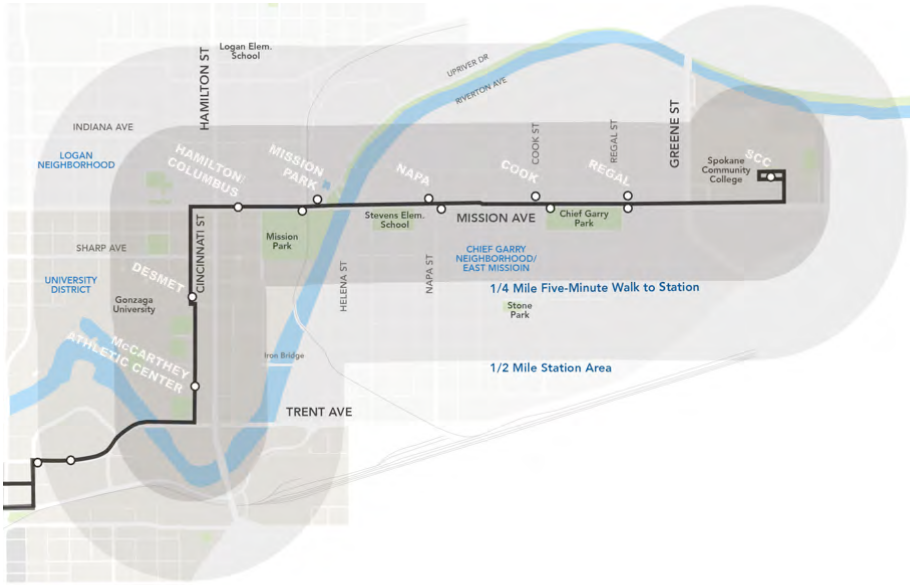
The investment in transit is also an ***investment in communities, where the benefits of BRT through improved access to jobs, education and services within reach of BRT corridors, support shared wealth generation, enhance sustainability, and help to reduce transportation expenses.*** *In a transit-oriented development (TOD), land use and transportation are integrated with a transit route at its core where a mix of housing, commercial businesses, jobs and services are concentrated along walkable and bikeable streets within ¼ mile of the transit route.* ***TOD meets market demands for mixed-use, walkable development in urban areas such as the Spokane Transit Authority's (STA) high frequency transit corridors.***

Transit also helps improve equity and affordability with a lower cost and shared facility to deliver greater benefits to a diverse range of residents. Equitable transit-oriented development, or ETOD, helps ensure people experience the benefits of transit, regardless of income, race, ethnicity, age, gender, or disability. *When centered on social inclusion and community wealth building, ETOD can be a driver of positive transformation for more vibrant, prosperous, and resilient neighborhoods connected to opportunities throughout the city and region and* ***can help prevent displacement of current residents in development****. As the City of Spokane continues to focus on TOD, the City can further identify ETOD policies and guidance to represent a vision to equitably share the benefits of transit for all.*

STUDY PURPOSE

The TOD Framework Study **plans for integrated transit-oriented development** (location, type, intensity and form of development) **and multi-modal access** (walk and bike networks supporting safe and direct access between transit and destinations) within a portion of the City Line BRT (Figure 2).

Figure 2: Study Area



In addition, **the Study identifies recommendations for aligning polices, regulations and investments in public infrastructure to promote transit-oriented development** along Spokane's current and future high frequency transit corridors and to advance the City's growth policies around Centers and Corridors (Figure 1).

Centers and Corridors represent those areas where local policies and regulations allow for and support employment, shopping, and residential activities in shared locations and encourage, through new development and rehabilitation, new areas for economic activity.

The **Study process was structured around the fundamentals of successful transit-oriented development and best practices for increasing transit ridership and promoting equity** that are defined by a set of **guiding principles** (overarching vision and purpose) and **four overarching elements of station area planning** that are necessary to inform policies, regulatory changes and public infrastructure improvements to promote transit-oriented development and transit ridership.

The result of the TOD Framework Study is this guide for promoting transit-oriented development that is consistent with the goals and needs of local residents, neighborhoods, and community leaders and can be applied City-wide to Spokane's high frequency transit corridors.

GUIDING PRINCIPLES

Establish a multi-modal transportation corridor by linking stations with a continuous biking and walking facility.

Increase potential ridership with development supporting an active station environment and walking and biking improvements providing direct access between transit and destinations.

Enable station areas to achieve their development potential by supporting transit-oriented infill or redevelopment opportunities for people to live and promote businesses near transit.

STATION AREA PLANNING

Safety is a priority with activity at the station & well-defined crossings

Direct and continuous walk & bike network links stations to destinations

Density and mix of station & pedestrian-oriented housing, and businesses

Allow a mix of uses, higher densities, & pedestrian-oriented standards with multi-modal streets

Downtown Spokane (View Looking East)

II. EXECUTIVE SUMMARY

STUDY PROCESS

Planning for transit-oriented development around station areas and high-frequency transit lines consisted of four phases.

The TOD Framework Study represents a **model process** (Figure 3) **for aligning polices and regulations with capital infrastructure improvements to promote transit-oriented development.** The process can be applied to the entire City Line corridor, outside of the Downtown zones, and to current and future high-performance transit corridors including—Division, Monroe/Regal, and Sprague.

The study process is collaborative, resulting in a practical and innovative station area planning framework plan and regulatory recommendations developed over the following phases:

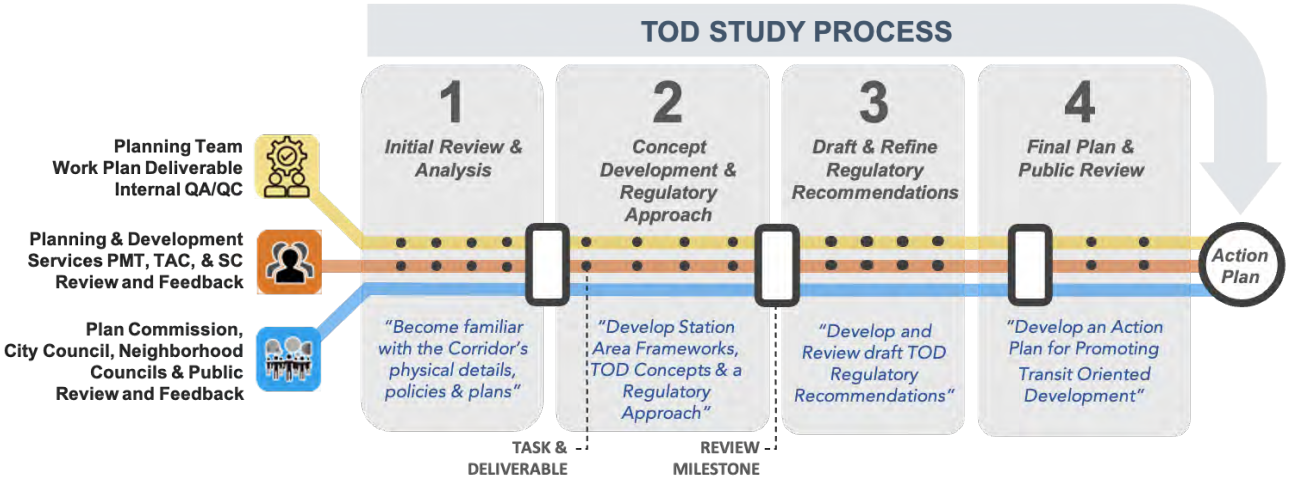
1. Initial Review and Analysis–Provide an assessment and evaluation of existing station environment(s), transit access, land uses, and the lack, or presence, of policies and regulations supporting transit-oriented development. Summarize the challenges and opportunities to be addressed.

2. Concept Development and Regulatory Approach–Address challenges and opportunities with a land use and circulation framework, TOD scenarios and a transit supportive regulatory approach.

3. Draft and Refine Regulatory Recommendations–Address areas of transit supportive zoning potentially limiting TOD, areas of non-transit supportive zoning that may preclude TOD, and public infrastructure that is a barrier to transit access and pedestrian activity necessary to promote TOD.

4. Final Plan & Public Review–Prepare documentation summarizing all project phases and an action plan detailing next steps for implementing regulatory and active transportation infrastructure improvement recommendations.

Figure 3: TOD Framework Study Process



PUBLIC ENGAGEMENT

The Study incorporated public engagement throughout each project phase, including meetings and on-line engagement to inform recommendations for policies and regulations modifications intended to guide future development and infrastructure improvements.

The project team conducted virtual public, neighborhood council, committee and subcommittee meetings to **review and gather feedback regarding the challenges to transit access and transit-oriented development, opportunities for promoting housing options, and locating daily-needs goods and services within walking distance of residents.** As well as an approach for transit-supportive regulatory modifications and capital improvement projects promoting walk and bike access within the study area.

A project page on the City website provided balanced and objective project information supported by a *People.Places.Home* video illustrating what transit-oriented development in Spokane could look like and an interactive map to explore the project study area. Two on-line surveys gathered feedback on —**conditions inhibiting walking and biking, and the types of uses that would be desirable within station areas and** —**the ability of transit-oriented development concepts to address transit access impediments and opportunities for future development to support housing and daily-needs goods and services within reach of BRT corridors.**

SESSIONS

2 X Public Meetings
workshops with neighborhood residents

2 X Neighborhood Council
presentations and discussions with Logan and Chief Garry Park Neighborhood Councils

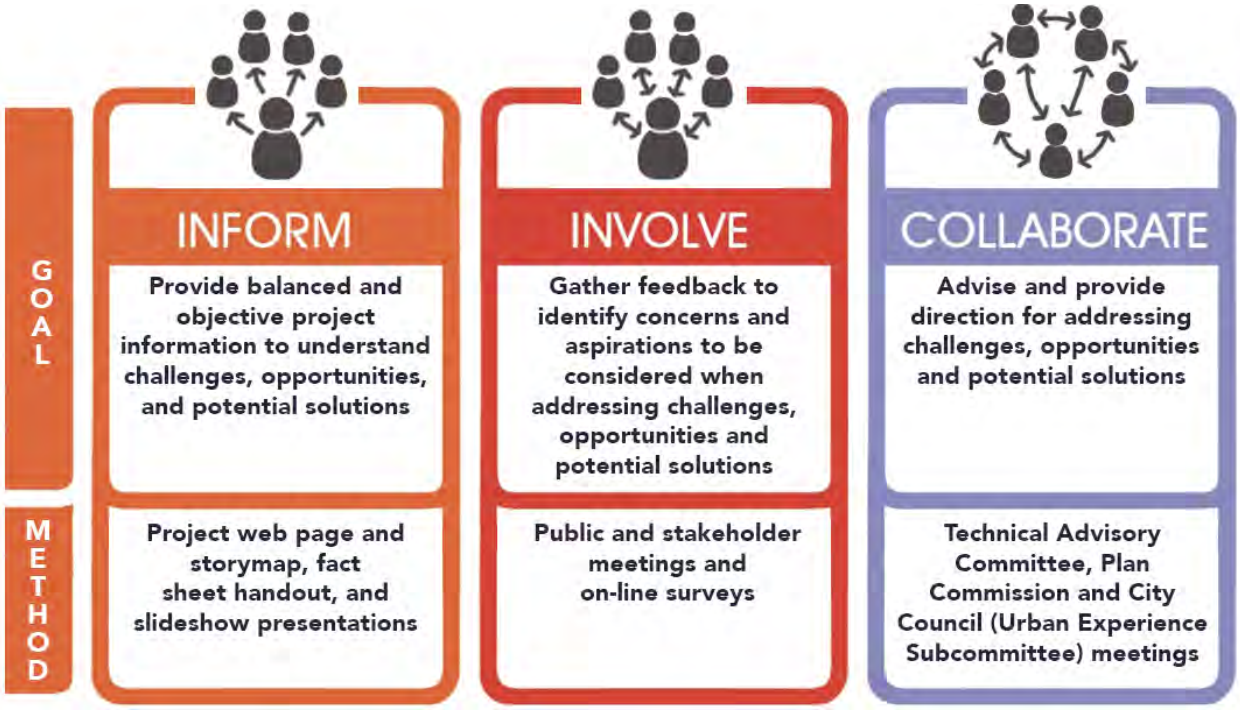
4 X Steering Committee
reviews by community organizations and institutions

4 X Technical Committee
reviews by City departments and partner agencies

4 X Plan Commission
introductory and review presentations and discussions

2 X Council Subcommittee
project update presentation and discussion

Figure 4: Public Engagement Plan



STATION AREA PLANNING

Based on the study area corridor evaluation, station area access and transit-oriented development, frameworks were created and represent an integrated land use and transportation planning approach for the City Line study area.

During the Study's Phase 1: Initial Review and Analysis, a corridor evaluation was performed utilizing transit-oriented development fundamentals and best practices criteria. The criteria addressed three station area planning elements and the necessary conditions for promoting access and development around transit including:

- **station environment—**lack/prevalence of safe and universally accessible stations with adjacent activity generating uses
- **destination and station access—**lack/prevalence of direct and continuous walk and bike access from station to station and between stations and destinations
- **transit supportive land use—**lack/prevalence of a mix of station and pedestrian-oriented housing, jobs and businesses at transit-supportive densities.

Station Area Access Framework

An assessment of walk and bike facilities within each station area identified several necessary walk and bike improvements to promote access to stations and destinations within station areas. The assessment identified gaps in existing facilities and recommends new facilities to improve safe and direct access to stations**. Improvements address auto, pedestrian and bicycle conflicts that impact transit access and the ability to safely reach station area destinations such as parks, schools and jobs.**

Station Area Access Findings

The station access findings at each of the stations identifies the need to:

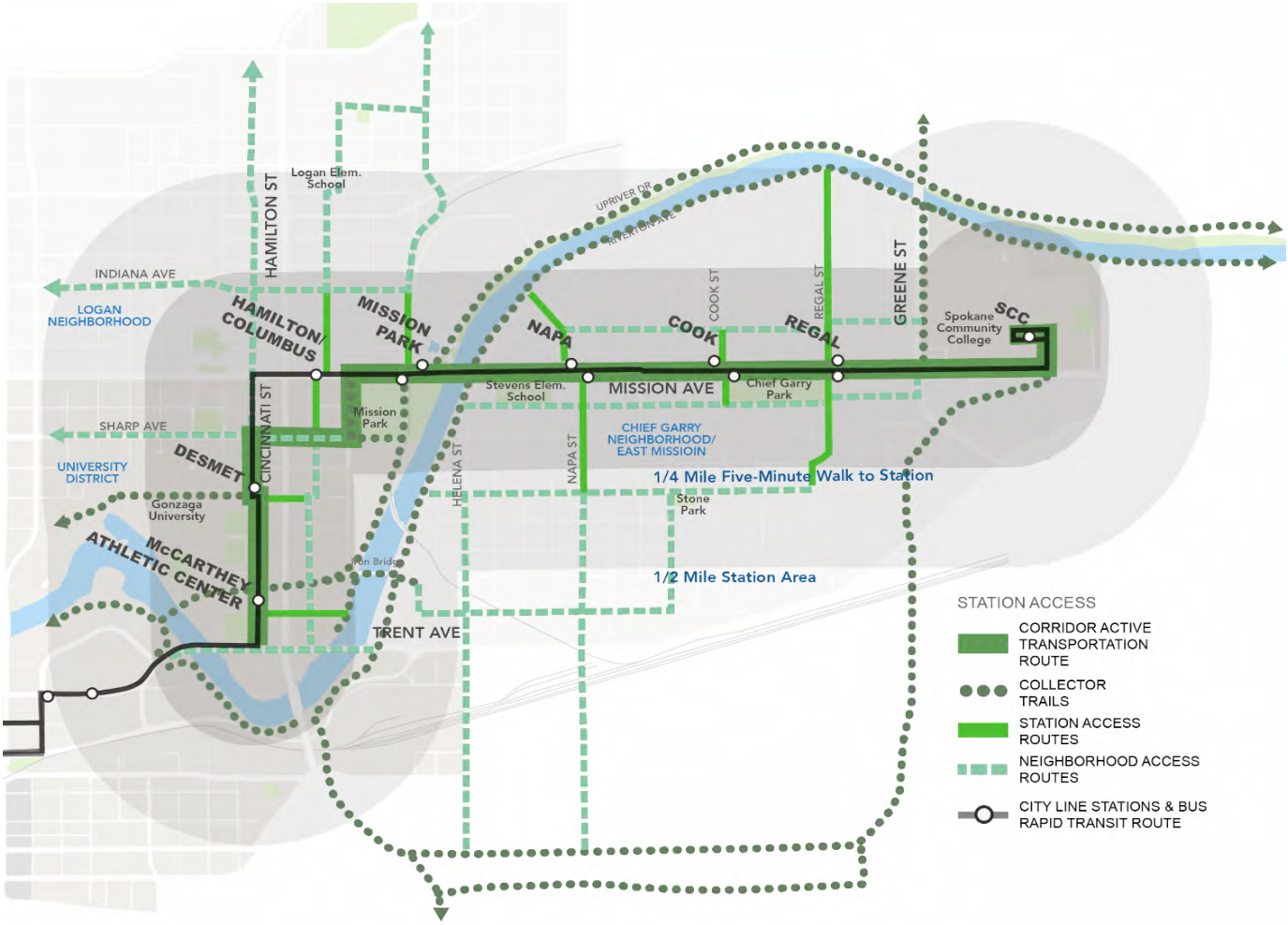
- **Address E. Mission Avenue, N. Greene Street & N. Hamilton Street auto, pedestrian and bicycle conflicts** with enhanced crossings at Riverton Avenue, Napa Street, Cook Street, Regal Street, Greene Street and at the Mission Avenue entry to SCC and lack of bicycle facilities on the bridge and east of the river. A Mission Avenue Land Use & Circulation Study is recommended to address sight-distance issues (in both directions) at the Riverton Avenue intersection, develop detailed design and alignment concepts for multi-modal street improvements along the Mission Avenue corridor in the context of land use goals as well as current and forecasted travel patterns. The study should evaluate and balance the multiple roles of Mission Avenue as a neighborhood main street, arterial river crossing for area-wide circulation and as a multi-modal premium transit corridor.
- **Fill gaps in missing sidewalks and bicycle facilities** both north and south of E. Mission Avenue to ensure safe and direct access to Stevens Elementary School, Chief Garry Park and the existing E. South Riverton Avenue trail.
- **Extend bike lanes and trail segments to fill gaps** in walk and bicycle facilities on E. Sharp Avenue, N. Perry Street and trail segments east and west of the Spokane River.

Complementary Station Area Access Routes

Four types of station access facilities are recommended to provide a complete network of walk and bike facilities and include:

- **BRT Corridor Route**— A continuous walking and biking facility connecting station to station within the BRT corridor route
- **Station Access Route**— the primary walking and biking facilities providing safe and direct access to stations
- **Collector Trail**—the citywide and regional trail system connecting with the BRT corridor, station access and neighborhood access routes
- **Neighborhood Access Route**— Walk and bike facilities within station area neighborhoods linking to schools, parks, and other station area access routes

Figure 5: Station Area Access Framework



Transit Oriented Development Framework

Within the study area, the City Line stations are located in the University District, Logan Neighborhood and Chief Garry Park Neighborhood. Each is defined by existing development patterns, destinations and opportunities for future TOD. The Study provided a summary of each area identifying **distinct characteristics and features** (types of land uses, development patterns, and accessibility), **destinations** (employment, education, commercial and public facilities), and **transit-oriented development opportunities** (vacant, underutilized and potential redevelopment areas). Five distinct station typologies were identified that responds to these areas in addition to adopted policies and plans, specific site, market and demographic conditions as well as best practices for TOD.

Transit Oriented Development Potential Findings

An assessment and evaluation of future transit-oriented development potential at each station indicates that:

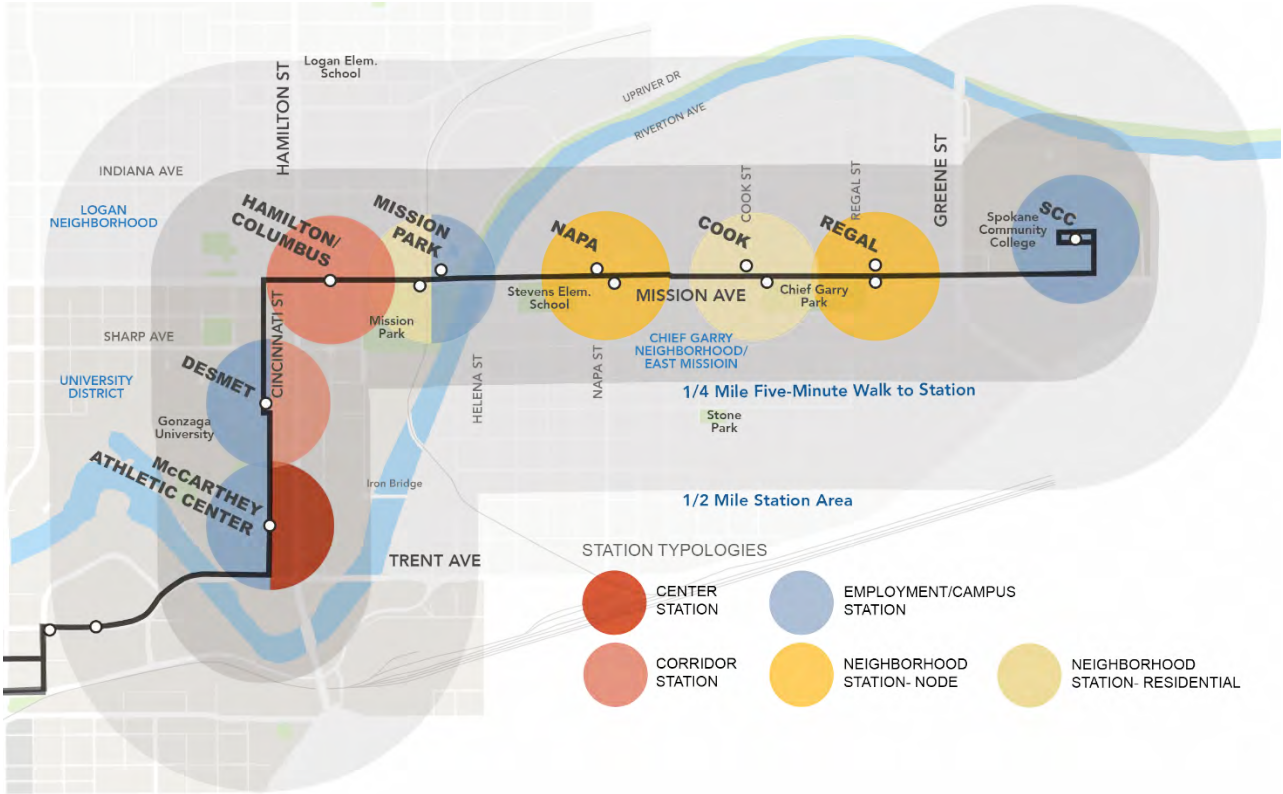
- Stations at **Desmet Avenue, Mission Park and SCC currently have relatively high transit supportive uses and resident/employee populations but limited potential for TOD infill** as these station areas are largely built out. Future development in proximity of the station is dictated by Gonzaga University, AVISTA Corporation, the Parks department (Mission Park/Aquatic Center) and Spokane Community College respectively.
- The **Hamilton/Columbus Station is in proximity to some infill and redevelopment opportunities anchored by the Safeway grocery store** with an adopted Form-Based Code in place to encourage and guide future TOD.
- The **Cook Street Station is dominated by Chief Garry Park and detached single family housing with no potential for TOD infill** (i.e., higher density residential uses) under current regulations.
- The stations at the **McCarthey Athletic Center, Napa Street, and Regal Street offer a high level of TOD potential** due to the prevalence of vacant/underutilized and potential redevelopment areas, good access and visibility from major transportation routes and adequate resident/ employee populations and amenities (open space, parks, and schools) to support transit-oriented development. However, in these station areas **current regulations allow auto-oriented uses** and the Hamilton Avenue and Mission Avenue corridors' **heavy traffic, noise, and inactive building frontages do not support pedestrian and bike activity and act as a barrier to TOD** and transit access.
- **Potential high housing displacement risks exist at the Napa, Cook, and Regal stations.** These stations are also potentially representative of significant numbers of transit dependent riders that are key to the long-term success of the system and that can benefit most from the access to jobs, education and services provide by the City Line BRT.

Transit-Oriented Development Typologies

Typologies inform the **type and intensity of future transit-oriented development and station access within station areas.** In some instances, a station is defined by two typologies representative of the diversity of development within the station area. The **typologies range in development density and mix of uses from highest intensity at a district scale to lower intensity at the neighborhood level.** The following station typologies were assigned to stations along the City Line study area as indicated in Figure 6 and include:

- **Center Station**— District-scale high and medium density housing with street-oriented retail, commercial uses, and employment served by public space amenities such as parks, plazas and waterfronts.
- **Corridor Station**— Mixed land use, typically extending one- to two-blocks from the transit route with medium and high-density housing, with street-oriented retail, commercial and employment uses.
- **Employment/Campus Station**— May be predominantly employment, educational, medical campus uses or regional-serving recreation facilities where land use and circulation is dictated by a single institution, City department or major employer. These represent areas of high transit ridership.
- **Neighborhood-Node Station**— Neighborhood-compatible medium density housing, with street-oriented neighborhood serving retail and commercial uses and may include parks, and schools.
- **Neighborhood-Residential Station**— areas of predominately existing single-family housing with infill housing opportunities and often served by parks and schools.

Figure 6: TOD Framework



POLICIES AND REGULATORY RECOMMENDATIONS

The potential for TOD is enhanced through a regulatory approach that modifies use and development standards within transit-supportive base zones, rezones non-transit supportive base zones within TOD opportunity areas and invests in active transportation infrastructure improvements within proximity of the stations and along the City Line BRT corridor (Figure 7).

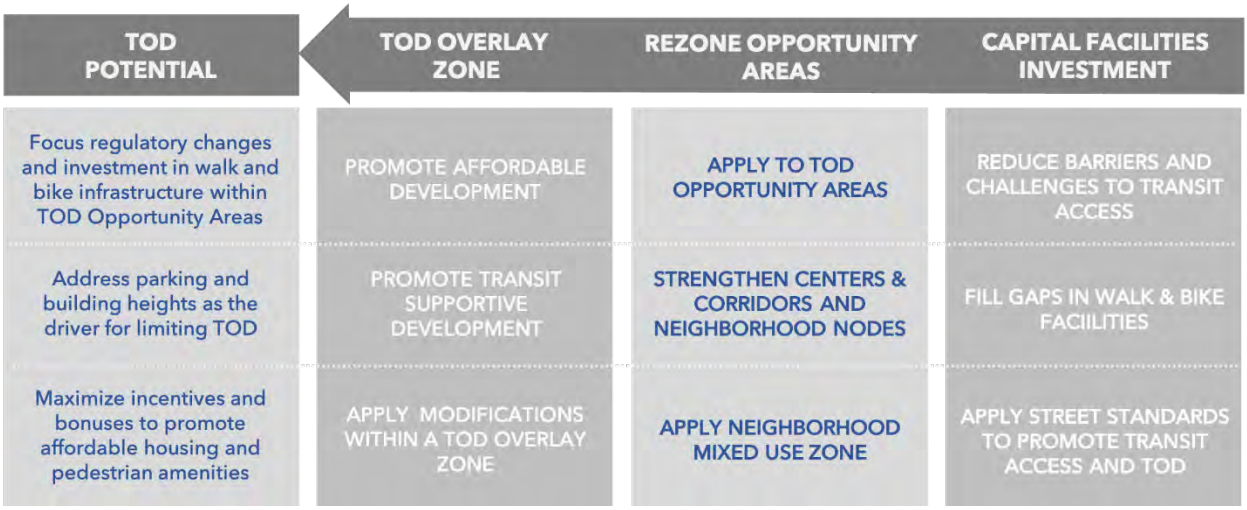
TOD Regulatory Approach

The Title 17C Land Use Standards do provide Residential, Commercial, Center and Corridor, and Form Based Zones that are generally transit supportive but **require some modifications to standards** including Building Height, Building Orientation, FAR, Setbacks, Allowed Uses, Density, Vehicle/Bicycle Parking & Streetscape Amenities **to address barriers to TOD**. In some instances, where conflicting zone designations exist **within potential TOD infill areas, a rezoning is recommended** to promote new uses that stimulate pedestrian activity with mutually reinforcing land use patterns and densities promoting TOD.

Barriers and challenges to transit access and destinations within station areas are prevalent along E. Mission Avenue and at intersections with arterial streets such as, N. Hamilton Street and N. Greene Street. The current roadway design with narrow sidewalks, no buffer to auto traffic, and a lack of bicycle facilities **has a negative impact on the ability to promote street-oriented commercial development that is necessary to provide an active station environment** at the Napa Street and Regal Street stations.

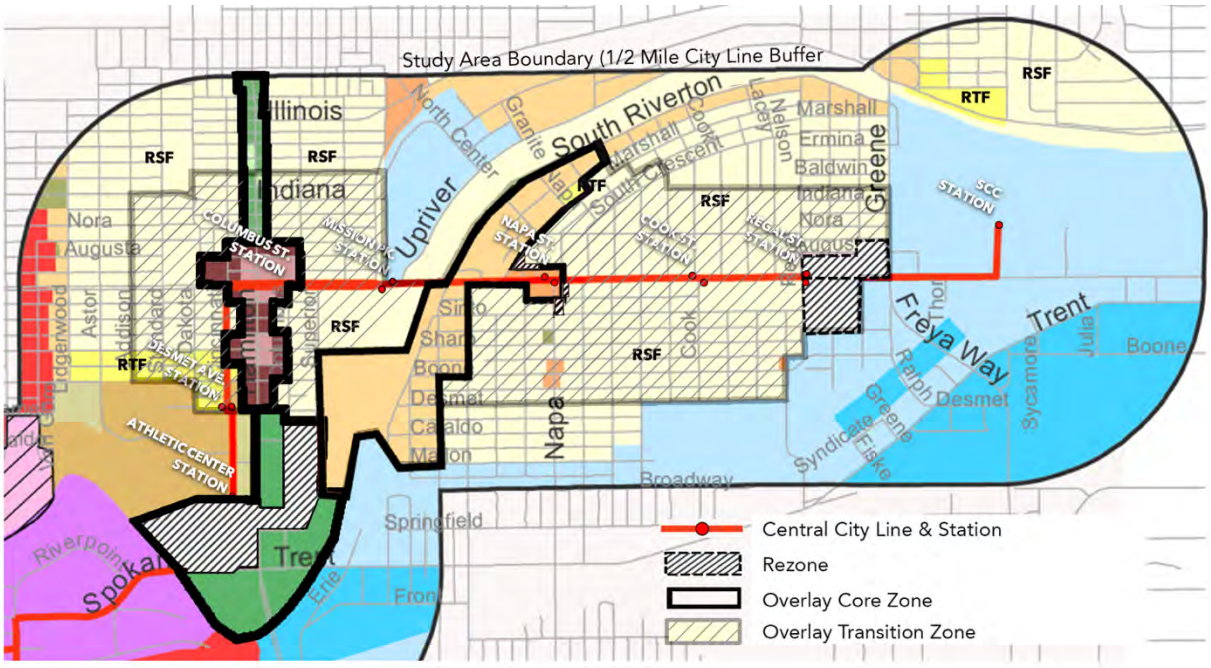
The City should consider the following TOD policy and regulatory recommendations (Figure 8) to provide an integrated land use and transportation approach for promoting TOD along high frequency transit corridors:

Figure 7: TOD Regulatory Approach



1. **Modify TOD Supportive Base Zones within the Title 17C Land Use Standards to more directly promote transit-oriented development.** TOD Supportive base zones include Center and Corridor, Form Based Code, Neighborhood Retail, Neighborhood Mixed-Use, and High Density Residential/Residential Multi-Family designations.
2. **Create an Overlay Zone to apply base zone modifications along high frequency transit corridors.** An Overlay would apply base zone modifications within a **Core Zone** (for the City Line study area that includes the FBC, CC, NR, RMF and RHD zones) and an Overlay **Transition Zone** allowing Middle Housing types for single-family and two-family zones within ¼ mile of the high frequency transit corridor.
3. **Rezone transit-oriented development opportunity areas within the McCarthey Athletic Center and Regal Station Areas.** Potential transit-oriented development opportunity areas include base zones that are non-transit supportive. General Commercial, Community Business & Industrial zones may limit, preclude, or render uncertainty to new uses and development that stimulate pedestrian activity with mutually reinforcing land use patterns and density to support transit.
4. **Conduct additional Planning and Studies to address barriers and challenges to transit access and promote transit-oriented development within TOD opportunity areas.** A Subarea Plan process **has been initiated to facilitate transit-oriented development at the McCarthey Athletic Center, Desmet and Columbus Stations**. This includes reviewing land use, zoning, design standards, and identifying public infrastructure needs to support higher density housing and development in the University District. In addition, **a Mission Avenue Land Use and Circulation study should be initiated** to explore opportunities for transportation, safety, and streetscape changes, as well as, promoting housing, street-oriented commercial uses and an active pedestrian environment at the Napa Street and Regal Street Stations.

Figure 8: TOD Regulatory Recommendations



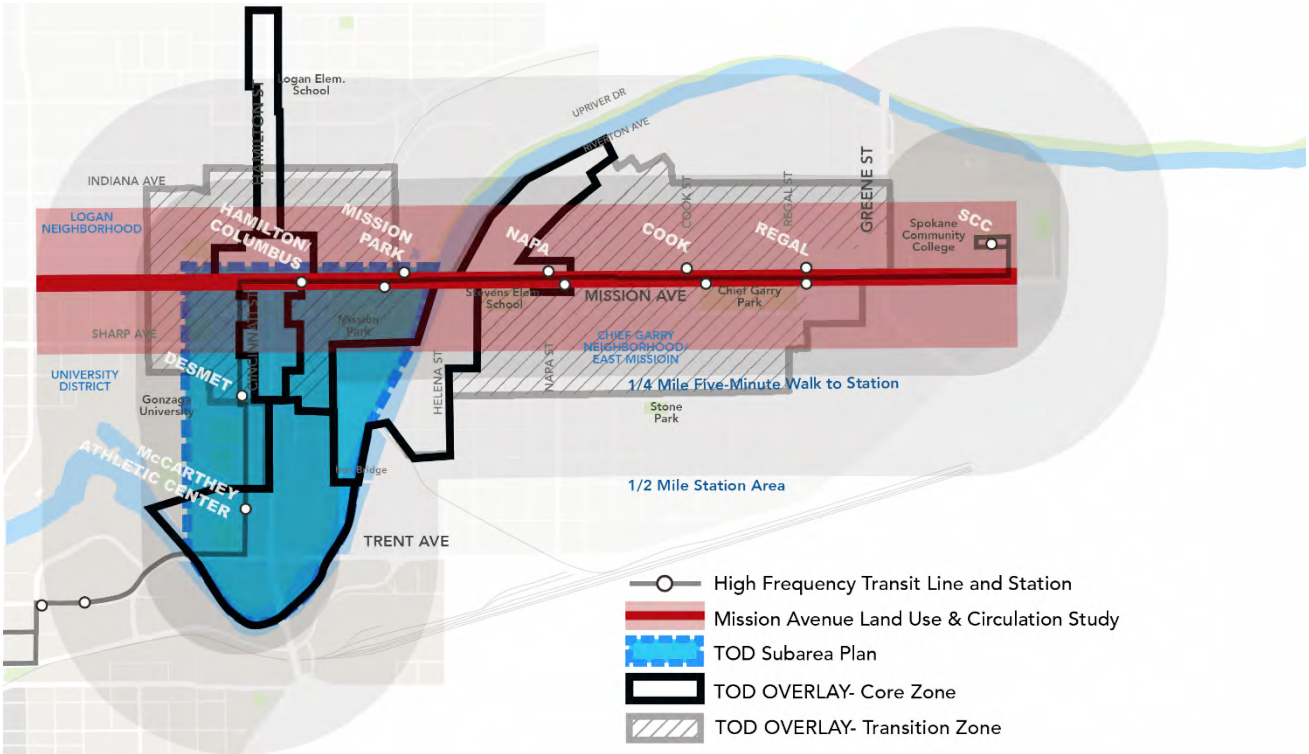
ACTION PLAN

The recommendations from the TOD Framework Study will be implemented under separate processes, with staff assignments, development timing, and Plan Commission and Council scheduling to be determined, based on further discussion about the scope of each recommendation.

Develop and implement a public process for:

1. **Mission Avenue Land Use and Transportation Study (Multi-modal Access, Economic Opportunities and Zoning Needs)–** a transportation and land use study for Mission Avenue between Division Street and Spokane Community College. The study would explore opportunities for transportation, safety, and streetscape changes, as well as, promoting street-oriented commercial uses, an active pedestrian environment, and identifying regulatory changes for promoting transit-oriented development.
2. **TOD Subarea Plan–** In 2022, the City is initiating a Subarea Plan process and SEPA planned action in the South Logan area for the McCarthy Athletic Center, Desmet, and Columbus Station Areas, aligned with a Washington Department of Commerce Transit-Oriented Development Implementation (TODI) grant. The TODI grant is part of the Washington Legislature's effort to increase housing capacity and improved connections with transit. The subarea plan will help facilitate transit-oriented development that leverages investment in the City Line with supportive land uses, housing, and mixed-use development around Gonzaga University and the Hamilton Street Corridor.
3. **TOD Overlay Zone (Core and Transition)–**the City should initiate a process for base zone modifications, to be applied to an Overlay Zone within the extents of the City Line corridor study area.

Figure 9: Action Plan Projects



TOD SUBAREA PLANNING CONTEXT (View Looking North along Hamilton Street)

III. INITIAL REVIEW and ANALYSIS

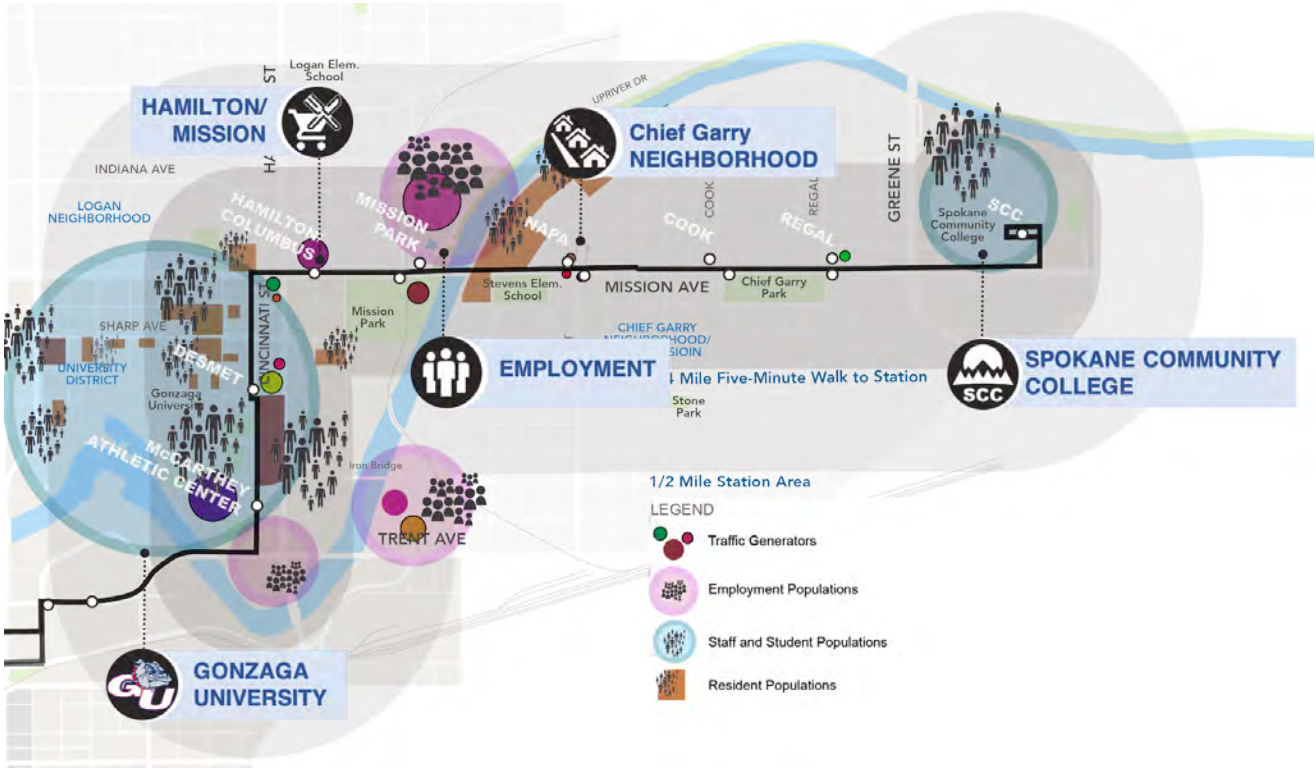
The following initial review and analyses are intended to become familiar with the Corridor's physical details, policies and plans and determine the presence or lack of conditions that support transit-supportive development and ensure safe and direct access between stations and the stations and destinations within a ½ mile of the City Line corridor.

STUDY AREA CONTEXT

The study area is approximately a ½ mile on either side of the City Line high-frequency transit corridor consisting of eight stations along the Cincinnati Street and Mission Avenue corridors through the Gonzaga University campus and the Logan and Chief Garry Park Neighborhoods. Generally speaking, **residential areas** along Mission Avenue and Cincinnati Avenue represent transit origin trips and **are associated with transit dependent riders.** Destinations that have a strong correlation to **higher ridership numbers include Gonzaga University and Spokane Community College** located at either end of the study area corridor. A major employer, AVISTA and the Safeway grocery store also contribute to ridership numbers and to a lesser degree commercial and service uses along Hamilton Avenue.

The presence of **anchor destinations, a diversity of uses** (housing and daily needs goods and services) **and areas of vacant and underutilized parcels is favorable for promoting transit ridership,** as long as intensification, through increased residential and commercial density, is aligned with conversions of the Hamilton Avenue and Mission Avenue roadways to promote walking and biking.

Figure 10: Destinations



UNIVERSITY DISTRICT

Characteristics & Features

- GU housing & athletic facilities, aging manufacturing/warehouse & emerging employment uses.
- Direct access to downtown, I-90 and the Centennial regional recreation trail.

Major Destinations

- McCarthy Athletic Center, athletic fields and residence halls
- Trent Avenue employment

TOD Opportunities

- Aging manufacturing & warehouse sites, vacant/ underutilized sites, & parking lots

LOGAN NEIGHBORHOOD

Characteristics & Features

- GU housing and classroom facilities, apartments, Hamilton commercial corridor, & large employer (Avista).
- Direct downtown & I-90 access; the Centennial regional recreation trail

Major Destinations

- GU residence halls and classrooms
- Safeway, Mission Park, & Avista

TOD Opportunities

- Hamilton Street small lot vacant/ underutilized sites and parking lots

CHIEF GARRY PARK NEIGHBORHOOD

Characteristics & Features

- Single-family housing; apartments, auto-oriented commercial, & SCC
- Mission Avenue, Napa Street, & Greene Street provide neighborhood access. Northern edge Riverfront trial

Major Destinations

- Spokane Community College, Stevens School & Chief Garry Park

TOD Opportunities

- Mission Avenue oriented parking lots, aging commercial/ manufacturing, vacant and underutilized sites.

Figure 11: Study Area Context

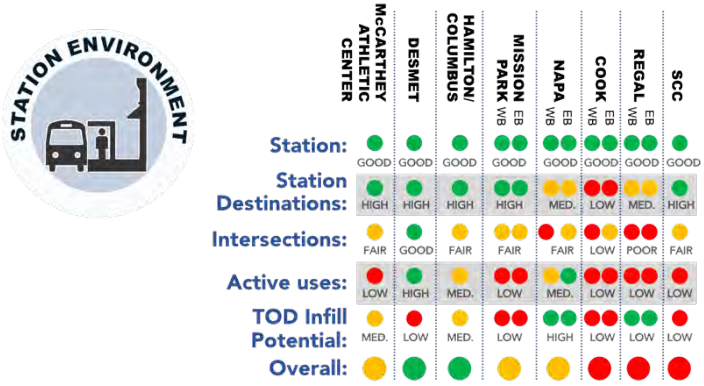
TOD ASSESSMENT and EVALUATION

A corridor assessment and evaluation were performed based on criteria supporting transit-oriented development fundamentals and best practices for station area planning. The criteria address four primary elements.

STATION ENVIRONMENT FINDINGS:

- All stations include a safe, comfortable and accessible station platform and amenities to support transit use.
- There is a need for enhanced Mission Avenue crossings at Napa, Cook and Regal Stations to ensure safe and direct walk and bike access.
- An inactive station environment is prevalent at many of the stations and needs to be addressed in regulatory updates that ensure new development supports an active station environment and a level of density that is transit supportive.

Figure 12: Station Environment Evaluation



Stations: Include ADA accessibility, seating/shelter/fare machines/route schedule & stops map/real time arrival reader

Destinations: high ridership destinations or bus transfers at the station

Intersections: existing/planned crosswalks, ADA accessible corners, and/or adequate traffic control (signals or signs)

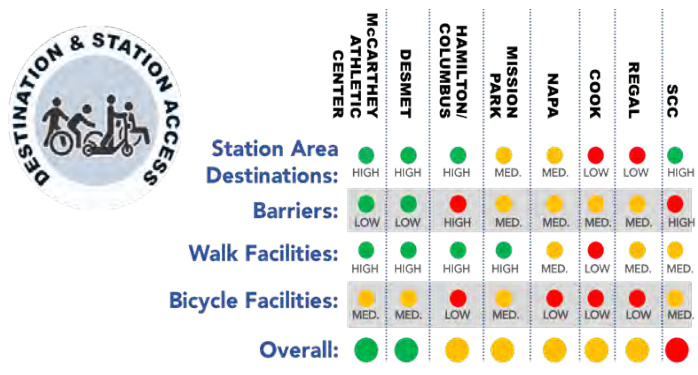
Active uses: presence/lack of buildings with windows and doors oriented to the station and built to the sidewalk

Transit Oriented Development infill potential: vacant, underutilized and/or potential redevelopment sites adjacent to the station

DESTINATION AND STATION ACCESS FINDINGS

- Mission, Greene and Hamilton corridors are a barrier to transit and destinations access.
- Lack of bicycle facilities on Mission Avenue and Napa Avenue and gaps in walk and bike facilities throughout the Chief Garry Park neighborhood
- Future capital infrastructure projects should prioritize investment to address walk and bicycle deficiencies.

Figure 13: Destination and Station Access Evaluation



Station areas destinations: job/population concentrations, anchor uses including public facilities, religious and community services and commercial goods/services/dining within ¼ mile of the station

Barriers to destinations and stations: high traffic, multi-lane streets, lack/presence of traffic control, posted speeds at or above 30 mph, and multiple curb-cuts across sidewalks.

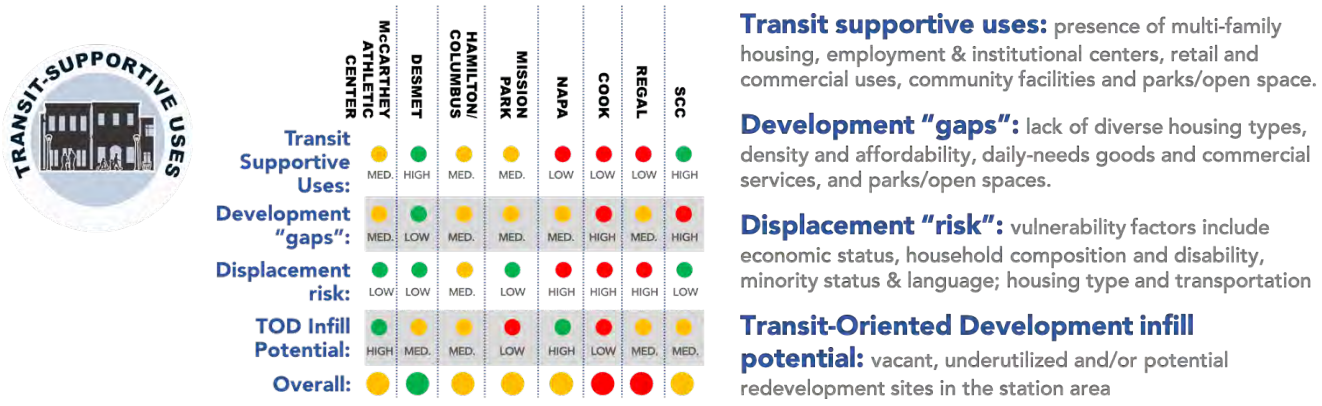
Station areas walk facilities: presence of existing/planned sidewalks within ½ mile of the station.

Station areas bicycle facilities: presence of existing/planned bike facilities within ½ mile of the station.

TRANSIT SUPPORTIVE USES FINDINGS

- Potential for TOD infill on vacant, and underutilized sites at the McCarthey Athletic Center, Napa and Regal Stations
- Gaps in housing options and local goods and services are prevalent at the Mission Avenue stations east of the River.
- Housing displacement of current residents is a concern at the Napa, Cook, and Regal Stations

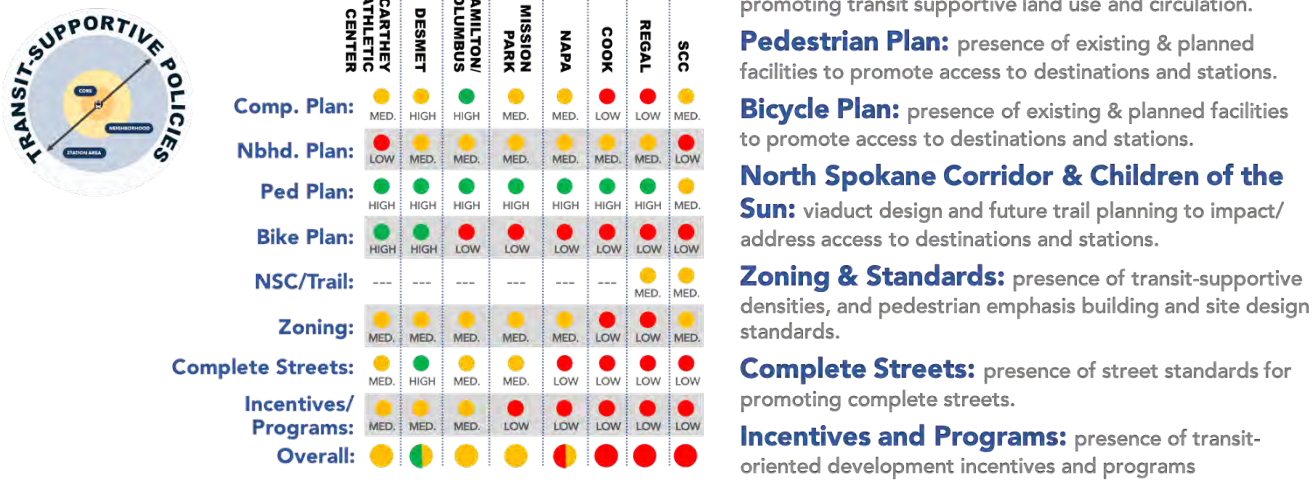
Figure 14: Transit Supportive Uses Evaluation



TRANSIT SUPPORTIVE POLICES FINDINGS:

- Single family zone limits housing density
- Bicycle Plan lacks adequate facilities in the Chief Garry Park neighborhood.
- Auto oriented zoning exists at the McCarthey Athletic Center, Cook and Regal Stations
- Hamilton and Mission are a barrier to transit access and safe walking and biking throughout the corridor.

Figure 15: Transit Supportive Policies Evaluation



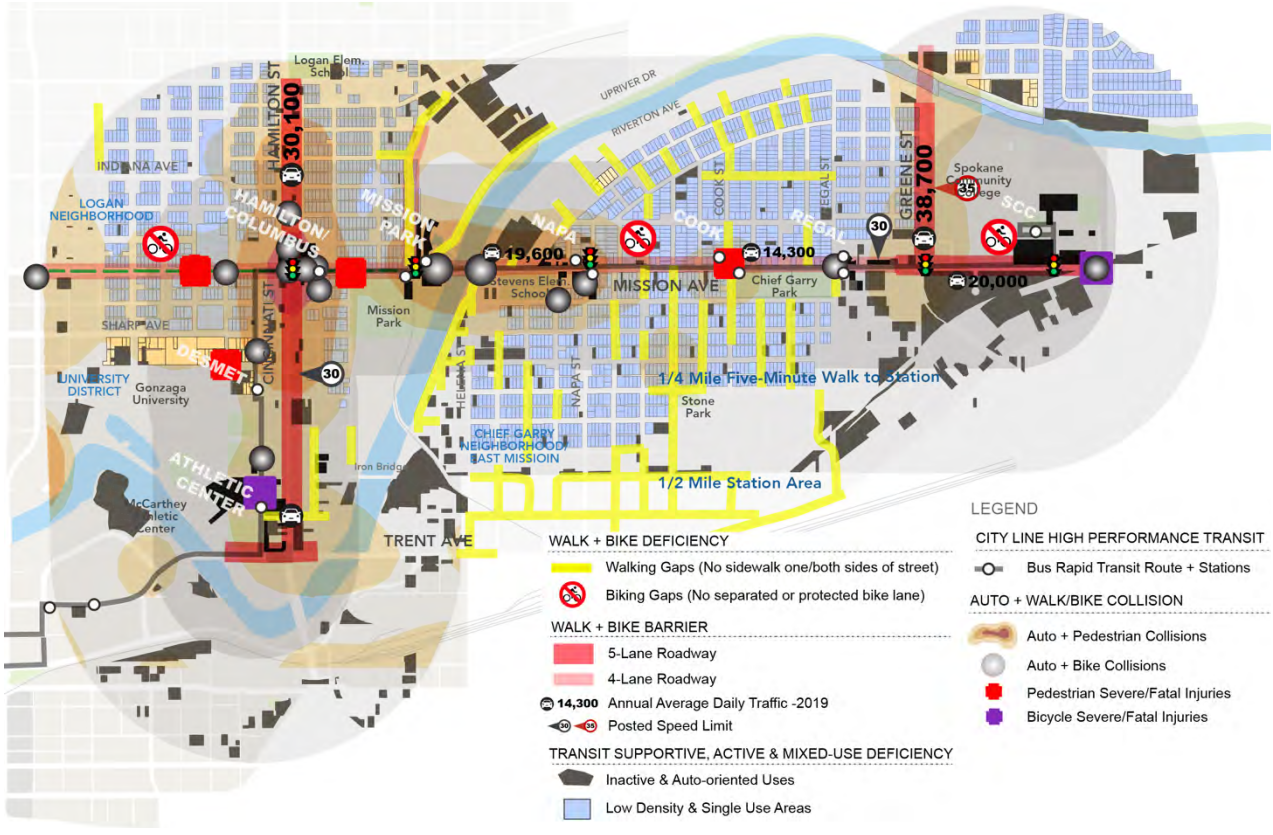
TOD CHALLENGES

Today, there are challenges for those who choose to walk or bicycle in the area 1/2 mile around the City Line BRT stations. In some areas auto-oriented uses, low density development and vacant, underutilized properties negatively **impact transit ridership by discouraging walking–affecting 70 percent of transit riders. This type of current development prevents the density, mix of uses and housing options consistent with best practices for transit-oriented development.**

CHALLENGES TO ADDRESS

- **Walk and Bike Barriers–**Traffic speed, multi-lane roadways and limited traffic control (i.e., stop sign or traffic signal) can be a barrier to station access and destinations along the corridor. Instances of auto/pedestrian and auto/bicycle collisions occur at busy intersections and at station locations all along the BRT corridor.
- **Transit Supportive and Active Use Deficiency–**A lack of transit supportive uses exists along Cincinnati Street & Mission Avenue include light industrial/manufacturing uses, large surface parking lots and vacant, underutilized properties.
- **Lack of Housing Options and Neighborhood Serving Uses–**Mission Avenue, east of the Spokane River, offers limited housing options (i.e., primarily single-family residential) and a lack of neighborhood serving goods and services to meet daily needs within walking or bicycling distance of some stations.

Figure 16: TOD CHALLENGES



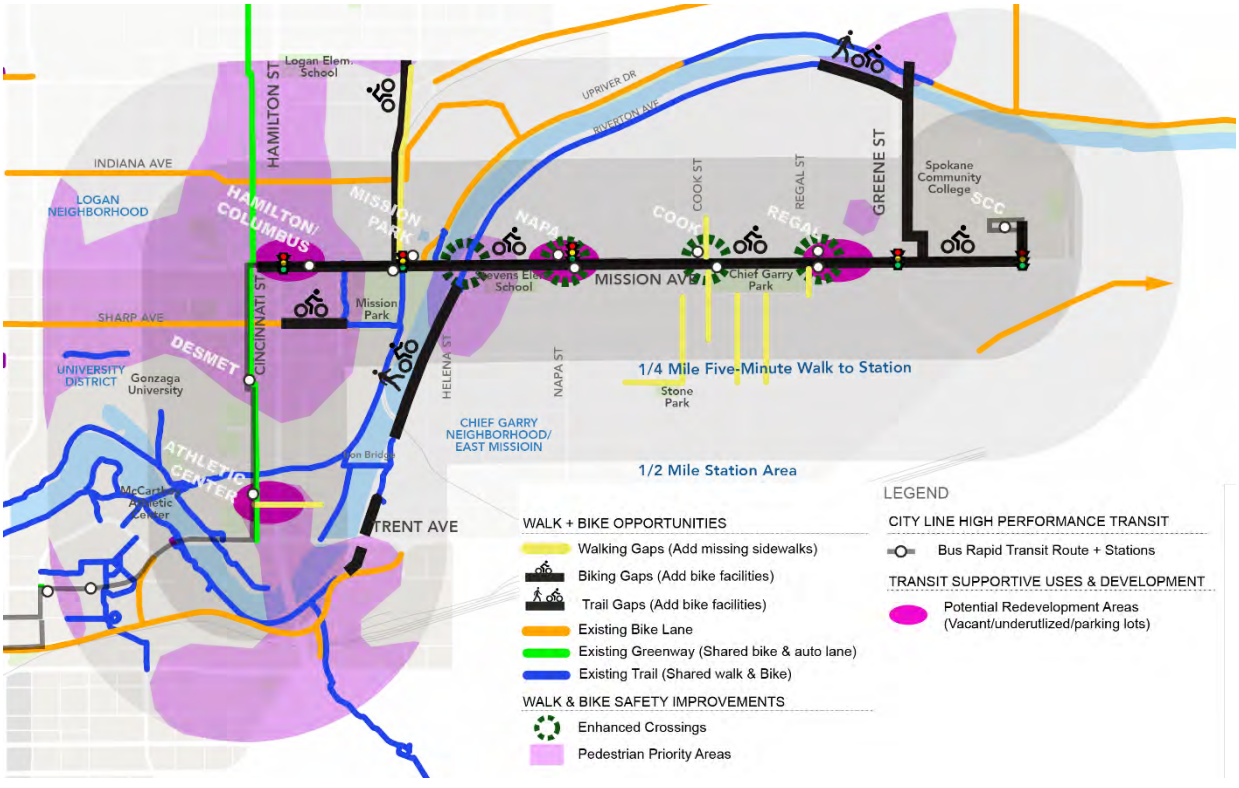
TOD OPPORTUNITIES

In the future, within the City Line BRT station areas, there are a number of **potential ways to improve safety and support walking and bicycling to the station and neighborhood destinations**. Potential new development and redevelopment of existing properties along Cincinnati Street and Mission Avenue could provide **additional affordable and mixed-income housing, more jobs, and nearby goods and services to meet the daily needs of current and future residents.**

OPPORTUNITIES TO CONSIDER

- **Fill Gaps in Walk and Bicycle Facilities–**Add missing sidewalks and bicycle facilities with an emphasis around stations, and City designated Pedestrian Priority Zones and Suggested Walk Routes
- **Enhanced Crossings at Intersections–** Design and fund enhanced crossings improvements to address speed, lack of traffic control and pedestrian and bike collisions at intersections along E. Mission Avenue, N. Greene Street, N. Hamilton Street and & E. Spokane Falls Avenue/ E. Trent Avenue. Consider grade-separated crossing treatments at Riverton Ave. to connect off-street pathway network along the River and to address sight-distance challenges on the vehicle approaches to this intersection.
- **TOD Infill Opportunity Areas and Middle Housing–** Consider encouraging "middle housing" such as, duplexes, triplexes and fourplexes) rowhouses and cottage cluster housing in single family and two-family residential zones along the corridor. In addition, consider parking reductions coupled with increasing maximum buildings heights to promote density, additional housing supply and lower costs for affordable housing.

Figure 17: TOD OPPORTUNITIES



IV. STATION AREA PLANNING

The City and the Spokane Transit Authority's ***high-performance transit investments helps ensure the viability and greater utilization of the City's existing built environment****, which can reduce housing and transportation costs that burden households, reduce GHG emissions and impacts to the natural and built environment, that in turn,* ***supports a more safe, equitable, and enhanced quality of life and sustainable future.***

TOD FUNDAMENTALS and BEST PRACTICES

Station area planning is associated with a set of distinct geographies (station, core, and neighborhood), a streets hierarchy (multi-modal 5-minute walk and bike networks), and development typologies (density range and mix of uses from highest intensity at the core to lower intensity at the neighborhood) providing a framework for transit-supportive development and promoting transit ridership.

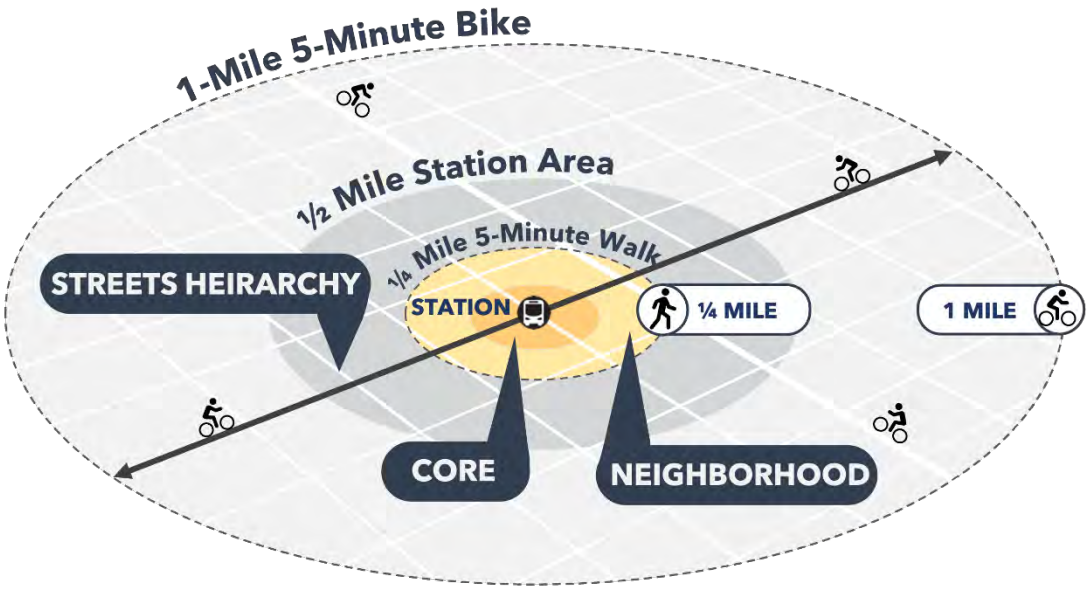
STATION– Universally accessible with comfortable amenities such as wide sidewalks, landscaping, seating, shelters and lighting, electronic reader boards, and station platform ticketing.

CORE– A dense hub and mix of neighborhood-serving retail, service uses, and multi-family housing oriented to the transit station and supporting an active station environment.

NEIGHBORHOOD– A mix of rental and ownership properties that support a range of income levels and accommodate a broad spectrum of middle housing types including apartments, townhomes, "plexes" (duplexes, triplexes and fourplexes), rowhouses and cottage cluster housing compatible with adjacent single-family neighborhoods.

STREETS HEIRACHY– A connected network of streets fosters TOD and are designed to accommodate all modes of transportation providing safe and direct access to the station within a 5-minute walk or bike ride.

Figure 18: TOD Planning Area and 5-Minute Network



EQUITABLE TRANSIT ORIENTED DEVELOPMENT (ETOD)

TOD fundamentals inherently contribute to equity, but it requires policy directives with explicit actions to ensure equity, such as investments in transit, walk and bike facilities, and regulatory changes to allow for increasing housing supply, promoting affordability and contributing to added housing choice within station area neighborhoods.

The Metropolitan Planning Council of the greater Chicago region offers five principles of ETOD (Figure 19) that are relevant to the City Line study area and are addressed in the station area planning frameworks and TOD regulatory recommendations.

The Study offers direction toward equitable development where:

- The station area access framework **recommends priority infrastructure investments that fill gaps in walk and bike facilities and enhanced Mission Avenue intersections to address barriers and challenges to stations and station area destinations access** within the Chief Garry Park neighborhood.
- The transit-oriented development framework establishes and locates typologies that **promote a dense mixed-use housing, employment, and commercial District supported by parks, trails, and an active waterfront**. Neighborhood-Nodes consist of **street-oriented storefronts supporting daily-needs good and services within walking distance of residences,** opportunities for multi-family housing and townhomes, and an active station environment.
- TOD infill development scenarios within potential opportunity areas **identify sites for a range of housing types including affordable, market rate, mixed-income, and transitional housing.** A Mission Avenue concept **identifies a multi-modal conversion of the roadway to improve walk and bike access to stations, Stevens Elementary School and Chief Garry Park.**
- The regulatory approach **recommends, in concert with the City's adopted Housing Action Plan, modifications to zoning** that reduce parking requirements, increase building height, expand bonuses to promote affordable housing and allow "plexes" (duplexes, triplexes and fourplexes), rowhouses and cottage cluster housing within existing single-family zones.

Figure 19: Principles of ETOD (Source: Metropolitan Planning Council- Chicago Region)

STATION AREA ACCESS FRAMEWORK

The station access framework provides for **a complete network of complementary walk and bike facilities** supporting a system of safe and direct access within a 5-minute walk (1/4 mile) or bike ride (1-mile) to stations and station area destinations.

Four types of station access facilities provide a complete network of walk and bike facilities that build off the robust existing trail system, address access barriers within station areas, and supports the City's adopted Pedestrian and Bicycle Plans.

BRT Corridor Route— A continuous walking and biking facility connecting station to station within the BRT corridor route. The route—located along N. Cincinnati Avenue **consists of a built "bike greenway"** (a shared use roadway with auto, bus and bike on a low traffic volume and low speed 10-mph street). The E. Mission Avenue segment is **envisioned as part shared use trail** (10' minimum) **and part bi-directional protected bikeway** (10' minimum plus a buffer) located along the south side of the street between Mission Park and SCC. A portion of the route is along Sharp Avenue as a "greenway" segment connecting to Cincinnati Avenue. The Action Plan for this project recommends a Mission Avenue Land Use & Circulation Study to evaluate detailed bicycle facility design and alignment options, incorporating Mission Avenue and parallel routes in the context of current and forecasted travel demand and adjacent land use goals.

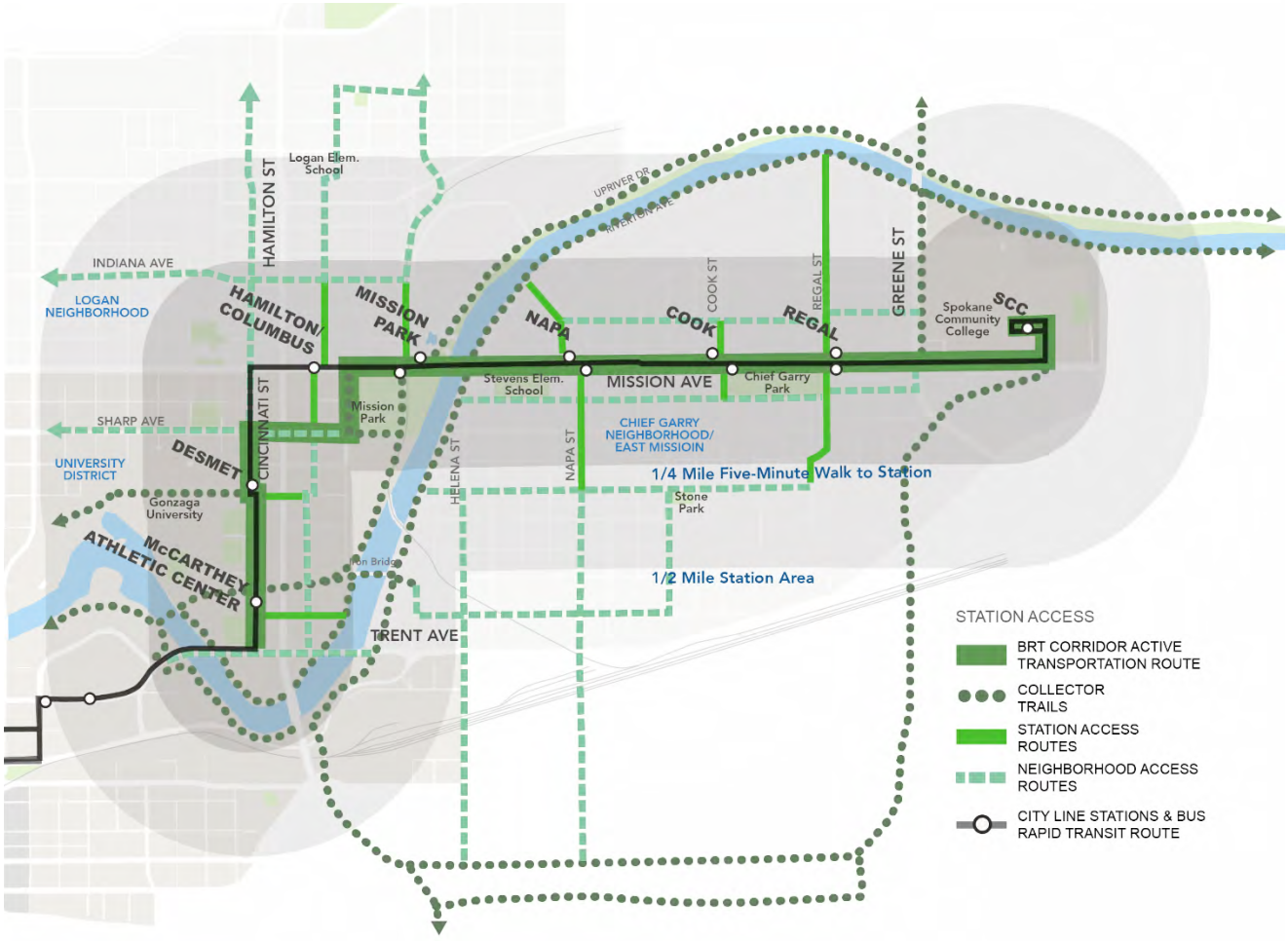
Station Access Route— the primary walking and biking facilities providing safe and direct access to stations and should be considered priority infrastructure improvements to ensure station access. These routes are **envisioned as "bike greenways"** at E. Desmet Avenue (will require modifying the N. Hamilton Street concrete median to allow east/west through travel for bikes), N. Columbus Street, N. Magnolia Street (North of E. Mission Avenue), N. Cook Street, E. Springfield Avenue, N. Regal Street. N. Napa Street (east side of the street and south of E. Mission Avenue) and N. Perry Street are envisioned as **protected bikeways or shared-use path** (12' minimum) along the eastside of each roadway

Figure 20: Station Area Access Types

Collector Trail—the citywide and regional trail system connecting with the BRT corridor, station access and neighborhood access routes. **Filling "trail gaps" is an infrastructure investment priority.**

Neighborhood Access Route— Walk and bike facilities within station area neighborhoods linking to schools, parks, and other station area access routes. These routes **correspond with significant gaps in sidewalk and bicycle facilities within the Chief Garry Park Neighborhood.** "**Bike greenways" are envisioned** along E. Sinto Avenue and E. Nora Avenue (between Riverton Avenue and Greene Street), E. Springfield Avenue and N. Cincinnati Street (built). **Bike lanes are envisioned** along N. Helena Street, N. Columbus Street, E. Sharp Avenue, E. Indiana Avenue and N. Perry Street. At E. Trent Avenue and N. Napa Street **protected bikeways or shared-use path** (12' minimum) are envisioned.

Figure 21: Station Area Access Framework- CITY LINE Study Area Corridor



TRANSIT ORIENTED DEVELOPMENT FRAMEWORK

The transit-oriented development framework supports neighborhood/district character and function and informs the type and intensity of transit supportive development within station areas.

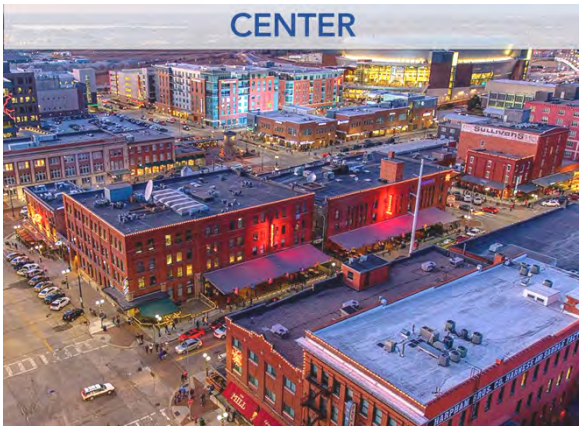
Five distinct **station typologies were identified that responds to adopted policies and plans, specific site, market and demographic conditions as well as best practices for TOD**. The typologies range in development density and mix of uses from highest intensity at a district scale to lower intensity at the neighborhood level. The following station typologies were assigned to stations along the City Line study area.

Center Station– District-scale high and medium density housing with street-oriented retail, commercial, and employment uses served by public space amenities—parks, plazas and waterfronts. Safe, direct and convenient walk and bike access between stations and destinations often includes enhanced intersection design, a separation of bicycles from auto traffic, and wide sidewalks serving an active street environment. The **McCarthey Athletic Center Station is designated a mixed Center and Employment/Campus Station** with opportunities for district-wide TOD consistent with the Center comprehensive plan designation.

Corridor Station— Mixed land use, typically extending one- to two-blocks from the transit route with medium and high-density housing, with street-oriented retail, commercial and employment uses. Safe and direct walk and bike access between stations and destinations often includes pedestrian enhanced intersection design and a separation of bicycles from auto traffic. A **portion of the Desmet and the entire Hamilton/Columbus Station are designated Corridor Stations** and reflects the nature of the Hamilton Street commercial corridor.

Employment/Campus Station— May be predominantly employment, educational, medical campus uses or regional-serving recreation facilities where land use and circulation is dictated by a single institution, City department or major employer. Safe and direct walk and bike access between the station, campus and nearby destinations is a priority as these represent areas of high transit ridership. Portions of the **McCarthey Athletic Center, Desmet, Mission/Park and the entire SCC station are designated an Employment/Campus Station**.

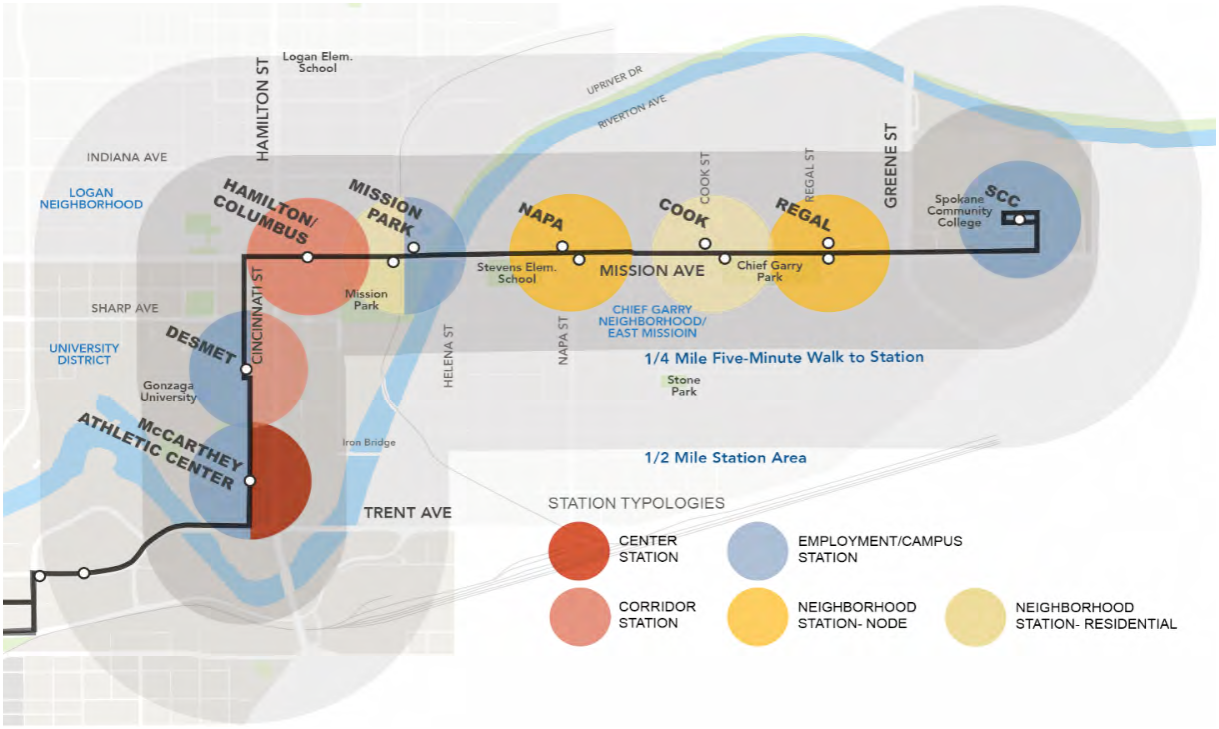
Figure 22: Station Typologies



Neighborhood-Node Station— Neighborhood-compatible medium density housing, with street-oriented neighborhood serving retail and commercial uses and may include parks, and schools. Safe, direct and convenient walk and bike access between stations and destinations often includes enhanced intersection design, a separation of bicycles from auto traffic, and wide sidewalks serving an active street environment. The **Napa and Regal Stations are designated Neighborhood-Node stations.**

Neighborhood-Residential Station— Areas of predominately existing single-family housing with infill housing opportunities and often served by parks and schools. Safe and direct walk and bike access is often provided along lower traffic streets between stations and destinations. Pedestrian enhanced intersection design and a separation of bicycles from auto traffic may be necessary where higher-traffic streets traverse or intersect the station area. A portion of the **Mission Park Station and the entire Cook Station are designated a Neighborhood-Residential Station**

Figure 23: TOD Framework- CITY LINE Study Area Corridor

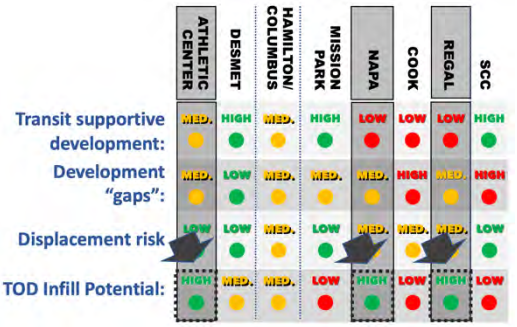


TRANSIT ORIENTED DEVELOPMENT INFILL POTENTIAL

Transit oriented development scenarios **provide a snapshot of the type, intensity and form of transit-oriented development** within vacant, underutilized, and potential TOD sites. The McCarthey Athletic Center, Napa and Regal Stations represent stations with a prevalence of vacant, underutilized and potential redevelopment areas, good access and visibility from major transportation routes and adequate resident and employee populations and amenities to support redevelopment.

Scenarios for these stations considered existing station area barriers and assets to TOD, recent development trends, and adopted plans and regulations. Scenarios promote pedestrian activity and a mix of uses to address gaps in housing, commercial, employment and public facilities and are organized around street-level commercial hubs supported by parks and open space amenities.

Figure 24: TOD Infill Potential- Evaluation



MCCARTHEY ATHLETIC CENTER TRANSIT ORIENTED DEVELOPMENT

The McCarthey Athletic Center Station is **designated as a Campus /Institutional and Center Station typology representative of district-scale transit-oriented development.** The scenario **is consistent with the Center zoning designation, promotes** new uses in Centers that stimulate pedestrian activity with mutually reinforcing land use patterns and integrates development and transit with improved walk and bike access along key routes.

Figure 25: Transit Oriented Development Infill Potential

Barriers

- **Heavy traffic, noise, and inactive frontages** discourage pedestrian and bike activity.
- Existing warehouse and manufacturing **uses are not transit supportive**
- **An incomplete trail network** limits continuous riverfront access and linkages to existing crossings
- **Lack of direct river access or areas for riverfront activities** to promote this asset as a destination

Assets

- **Drive-by-traffic, high visibility, and direct access** to downtown & I-90
- **Market supported by GU resident and staff population**; emerging employment uses, & activity generated from sports facilities
- Aging uses on **large and predominately single ownership parcels**
- Amenity rich with **extensive river frontage and portions of a trail network**

TOD Scenario

The scenario supports **a retail and commercial hub of activity along Springfield Avenue** characterized by edge-to-edge retail and commercial uses lining the street between Gonzaga University and the riverfront. **New linear parks serve as amenities** for high density housing and creation of a station neighborhood.

Trent Avenue serves as the front door and signature street supporting a "Health Peninsula"— a cluster of research, development and high-tech office uses. The **waterfront is enhanced as a district destination** with a new park, trail extensions and non-motorized watercraft landings access to the Spokane River.

Figure 26: TOD Scenario- McCarthey Athletic Center Station

Concept for discussion purposes only and does not represent an adopted plan or funded infrastructure project

MISSION AVENUE TRANSIT ORIENTED DEVELOPMENT

The Napa and Regal Stations are **designated as Neighborhood- Node Stations supporting neighborhood -scale transit-oriented development**. The Comprehensive Plan and Zoning at the **Napa Station consists of a neighborhood mini-center with Neighborhood Retail zoning designations that allow for TOD**. At the **Regal Station, current zoning– Commercial Business & Industrial is incompatible with TOD.**

Mission Avenue Concept

In an effort to address the challenges for walking and biking, provide for a more active pedestrian environment at the stations and to support street-oriented neighborhood serving commercial uses, the TOD Study offers a concept for **conversion of Mission Avenue into a more balanced multi-modal street with opportunities to promote TOD.** The concept is for discussion purposes only and does not reflect an adopted plan or funded infrastructure project. The concept would **convert one of the four lanes of traffic on Mission Avenue to a bi-directional protected bikeway** (south side of the street) providing station-to-station, Stevens Elementary School and Chief Garry Park access. Auto traffic would be channelized to three lanes (two lanes westbound and one lane eastbound).

Pedestrian and bicycle **enhanced intersections would ensure safe and direct access to the station** at Napa Street, a trail crossing at Riverton Avenue, crossings at the Regal Street Station, Green Street and Mission Avenue intersections and at the entrance to Spokane Community College.

Barriers

- **Heavy traffic, speed** and limited crosswalks and signals
- Poor pedestrian environment with no **bicycle facilities on Mission Avenue**
- **Auto-oriented developments** discourage pedestrian and bike activity.
- **Warehouse, manufacturing uses, and parking lots** are not transit supportive

Figure 27: TOD Barriers – Napa Street, Cook Street and Regal Street Stations

Building setbacks for street-oriented commercial uses would allow for widened sidewalks and on-street parking necessary to support commercial development, reduce traffic speed and promote pedestrian activity in proximity of the station.

Recognizing the multiple roles of Mission Avenue as a multi-modal transit corridor, as the main street for neighborhood residents and as an arterial river crossing for area-wide travel, a Mission Avenue Land Use & Circulation Study is recommended to further develop detailed alignment and design options in the context of land use goals for the corridor as well as area-wide travel demand and circulation and will include consideration of options and impacts on parallel routes.

Mission Avenue Improvements

- **Convert 4-lane to 3-lane (**two westbound lanes and one-eastbound lane)
- **Maintain 4-lane section at key intersections** to support turn movements and bus operations
- **Add two-way bikeway and buffer (**south side of the street)
- Widen sidewalks and add **on-street parking at TOD sites**
- **Enhance crossings** (striped crosswalks, removal of double left turns at Napa Street) **and signalization** (pedestrian, bike and transit priority)
- **Further develop detailed design recommendations through a Mission Avenue Land Use & Circulation Study.**

Figure 28: Mission Avenue Improvements

Concept for discussion purposes only and does not represent an adopted plan or funded infrastructure project

Concept for discussion purposes only and does not represent an adopted plan or funded infrastructure project

TOD Scenarios

These two station areas are **optimal as a neighborhood hub** to serve residents, SCC and drive-by traffic that is **anchored by the Stevens Elementary School and Chief Garry Park** including:

- Redevelopment of the former Service Center Building (Magnolia and Mission) and Mission Village strip mall (Fiske and Mission)
- **New storefronts with multi-family housing** along Mission Avenue.
- **Expanded community facilities** including a commercial storefront and permanent transitional housing at the Napa Station
- Multiple blocks of multi-family and townhome development offer **a range of housing types and potential affordability**.

Figure 29: TOD Scenarios- Napa and Regal Stations

V. POLICIES and REGULATORY RECOMMENDATIONS

The ability to transition high frequency transit corridors from non-transit supportive lower intensity uses and auto-oriented development to transit oriented development requires an integrated transportation and land use approach that looks to ***modify policies and regulations for use and development standards in conjunction with investments in multi-modal infrastructure and placemaking.***

REGULATORY APPROACH

The Study's regulatory approach for promoting TOD within the City Line study area is intended to:

Focus regulatory changes and priority investments in walk and bike infrastructure within TOD opportunity areas

Figure 30: TOD Regulatory Approach

TOD POTENTIAL	TOD OVERLAY ZONE	REZONE OPPORTUNITY AREAS	CAPITAL FACILITIES INVESTMENT
Focus regulatory changes and investment in walk and bike infrastructure within TOD Opportunity Areas	PROMOTE AFFORDABLE DEVELOPMENT	APPLY TO TOD OPPORTUNITY AREAS	REDUCE BARRIERS AND CHALLENGES TO TRANSIT ACCESS
Address parking and building heights as the driver for limiting TOD	PROMOTE TRANSIT SUPPORTIVE DEVELOPMENT	STRENGTHEN CENTERS & CORRIDORS AND NEIGHBORHOOD NODES	FILL GAPS IN WALK & BIKE FACILITIES
Maximize incentives and bonuses to promote affordable housing and pedestrian amenities	APPLY MODIFICATIONS WITHIN A TOD OVERLAY ZONE	APPLY NEIGHBORHOOD MIXED USE ZONE	APPLY STREET STANDARDS TO PROMOTE TRANSIT ACCESS AND TOD

These areas are defined by vacant, underutilized and potential redevelopment sites with good access and visibility from major transportation routes and adequate resident and employees' populations to support redevelopment. Regulatory changes are most beneficial when applied to these areas as they tend to be optimal for locational efficiencies (convergence of multimodal access with transit supportive uses and densities) that promote transit ridership. These locational efficiencies also potentially contribute to reduced household expenditures on transportation and housing, promote affordability, and increase spending on local goods and services, resulting in a host of financial and environmental benefits often termed the "green dividend" (Cortright, Joe (2013). Green Dividend. CEOs for Cities.)

Figure 31: Regal Station TOD Opportunity Area

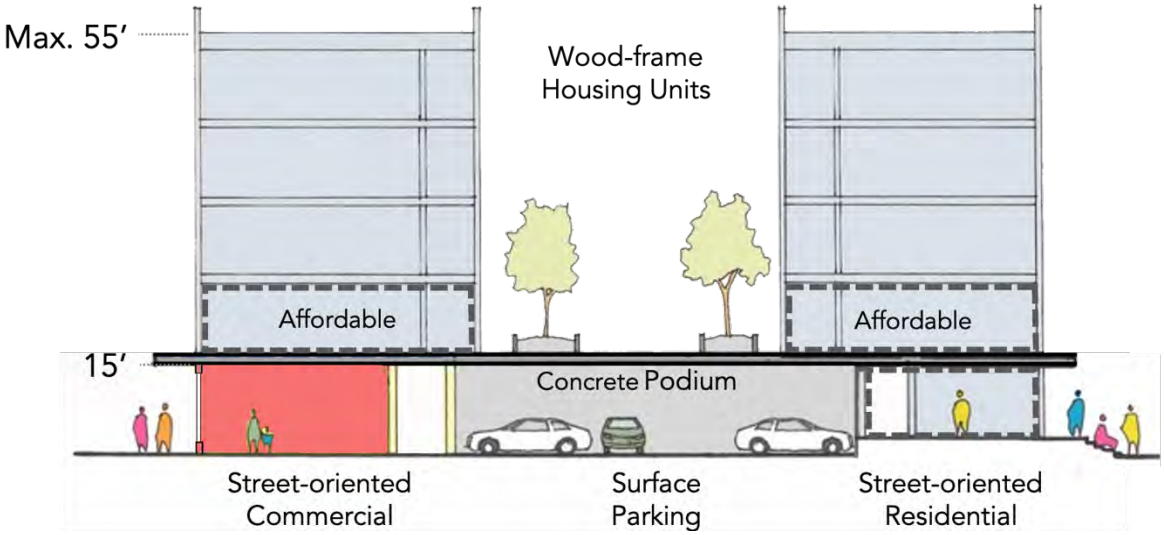
Address the Role Parking and Building Heights Play in Limiting TOD

Building heights less than 40', in conjunction with minimum parking requirements, discourage dense mixed-use (ground-floor commercial with upper floor housing) transit-supportive development and creation of walkable station areas. In some instances, this requires that the majority of a development site's ground-floor area be committed to surface parking (Figure 32)—effectively removing an entire floor of revenue-generating uses. Low maximum building heights compound the issue, resulting in development projects that can't meet maximum allowable development thresholds.

By increasing allowable building height in concert with parking reductions, development can achieve an active commercial ground-floor (parking located behind the building) and housing above that supports revenue-generating uses on all floors. This produces the desired effect of promoting a dense mix of transit supportive uses and a walkable station area (Figure 33).

Figure 32: Parking Impacts on TOD

Figure 33: Dense Mix of Transit Supportive Uses



Maximize Incentives and Allowances to Promote Affordable Housing and Pedestrian Amenities

Affordability is intrinsically linked to development costs (land and construction) and housing or commercial supply (low supply = higher cost). In an effort to promote affordability, **policies and regulations can impact development cost by reducing or eliminating parking requirements (cost of parking is passed along as increased rents) and affect supply** by encouraging desirable development such as affordable housing through height bonuses or floor area ratio (FAR) incentives.

Figure 34: Middle Housing- SE Division Street, Portland OR

Expanding allowable housing options (termed "middle housing" inclusive of duplexes, triplexes and fourplexes) in lower density single-use residential zones can play a role in promoting affordability, supply, and variety within existing neighborhoods.

ZONING MODIFICATIONS

Modify TOD Supportive Base Zones and Residential Zones within the Title 17C Land Use and Design Standards to more directly promote transit-oriented development.

Transit-Supportive Base Zones: Title 17C Land Use Standards Modifications

The Title 17C Land Use Standards do provide Residential, Commercial, Center and Corridor, and Form Based Zones that are generally transit supportive but **require some modifications to standards** including Building Height, Building Orientation, FAR, Setbacks, Allowed Uses, Density, Vehicle/Bicycle Parking & Streetscape Amenities **to address barriers to TOD**.

Context— In some instances, TOD Supportive Base Zones have allowed uses and development standards that promote auto-dependency, parking requirements that may increase the cost of development, limit density, and development efficiency, and may serve as a barrier to vertical mixed-use development.

Discussion—Within these base zones currently allowed non-transit supportive uses such as a drive-thru, auto-oriented sales, warehousing, and parking lots should not be permitted in areas where TOD is being encouraged. Because all transit riders begin and end their trips as pedestrians, regulations for transit-supportive uses, with appropriate standards for densities and built form that promote a safe and active pedestrian environment, are necessary to sustain and grow transit ridership. During Phase 1 Initial Review and Analysis of the Study, a code audit identified TOD-Supportive Base Zones issues and recommendations for modifications. That analysis focused on a number of standards that can impact the ability to develop land in a financially feasible manner at densities and with a mix of uses that support transit.

See APPENDIX A-2 TOD REGULATORY APPROACH MEMORANDUM for recommended Title17C Land Use Standards modifications.

Transit-Supportive Base Zones: Title 17C Design Standards Modifications

Modifications to design standards will promote a safe and active street-level pedestrian environment across the base zones.

Context— Standards for building design along high frequency transit corridors should ensure a safe and inviting pedestrian environment that supports the function and quality of the public realm. Four primary components are the most significant attributes of buildings for promoting pedestrian activity and consist of the **design** (form, massing, scale and materials), **orientation** (front windows and doors facing the street), **access** (window transparency and primary entries from street adjacent sidewalks—not parking lots) and **frontage** (percent of building façade along the front lot). Additional building elements such as signage, lighting, and weather protection play a role in promoting pedestrian access, safety and comfort.

Discussion—During the Study's Phase 1 Initial Review and Analysis, a station environment audit identified areas where there was a presence or lack of buildings with windows and doors oriented to the station and built to the sidewalk. In many instances parking lots between buildings and the street are common conditions adjacent to and in close proximity of the City Line transit stations.

A code audit of the Base Zones design standards identifies issues and recommendations for modifications. The audit focused on standards that can impact the ability to support pedestrian activity and a safe station environment while promoting some degree of privacy for street-level residential uses.

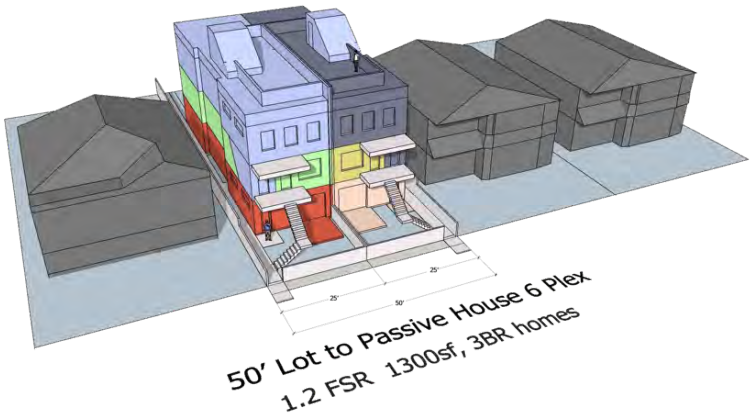
See APPENDIX A-2 TOD REGULATORY APPROACH MEMORANDUM for recommended Title17C Design Standards modifications.

Title 17C Residential Zones Modifications

Middle Housing defined as duplexes, triplexes, quadplexes, cottage clusters, townhouses, and accessory dwelling units (ADU) provides an opportunity to increase housing supply in developed neighborhoods and can be compatible with detached single-family dwellings.

Context— A significant segment of the Mission Avenue corridor is predominately single-family housing with resident populations and density that moderately contribute to transit ridership. Rental and multi-family options are limited, which reduces housing choice and potentially affordable housing options. Middle Housing defined as duplexes, triplexes, quadplexes, cottage clusters, townhouses, and accessory dwelling units (ADU) provides an opportunity to increase housing supply in developed neighborhoods and can be compatible with detached single-family dwellings.

Figure 35: Middle Housing- 6-Plex (Source-Lanefab Design/Build)



Discussion—Consider allowing for and encouraging development of more "middle housing" by expanding residential use types in the single-family and two-family residential zones located along the corridor in the areas between stations and surrounding nodes of transit supportive zones. The current Title 17C Land Use Standards do allow cottage cluster housing in its RA, RSF, and RSF-C zones, with specific development and design standards for this type of housing. Changes to standards for middle housing could include some combination of the following revisions city-wide or within a certain distance of the TOD corridor (e.g., ¼ or ½ mile) in a TOD Overlay Zone Transition Zone (See TOD Overlay on the following pages for further details)

- Allow middle housing types in more residential zones; for example, duplexes, and multi-dwelling structures with 3 or 4 units could be allowed in the RA, RSF, RSF-C and RTF zones in addition to attached single-family housing which is already allowed in these areas.
- Reduce lot sizes or increase maximum densities for middle housing types; for example, minimum lot sizes could be reduced to approximately 2,000-2,500 square feet per unit for these housing types.
- Reduce setbacks and lot coverage (e.g., a modest reduction of the front setback from 15 feet to 10 feet and an increase in lot coverage from 50% or 60%-70% on smaller lots). Rear setbacks also could be reduced in the RA, RSF and RSF-C zones to 10-15'. Rear setbacks could be reduced even further for lots served by alley access.
- Continue to apply FAR limitations to help control the massing of middle housing but increase FAR on smaller lots to increase the feasibility of development.
- Reduce off-street parking requirements. Requirements could be reduced for middle housing types to eliminate the additional one space per bedroom after 3 bedrooms requirement for these housing types.

See APPENDIX A-2 TOD REGULATORY APPROACH MEMORANDUM for recommended Title17C Residential Use Standards modifications.

TOD OVERLAY ZONE

Address areas of transit supportive zones with regulations potentially limiting TOD, by applying base zone modifications within a geographic area along designated high frequency transit corridor. A TOD Overlay Zone would not affect the base zone in other parts of the City and would focus necessary modifications in areas that will promote transit ridership and support the investment in transit infrastructure. The TOD Overlay would consist of "core" and "transition" zones.

Transit Overlay Core Zone- the core zone would apply base zone modifications within a geographic area along designated high frequency transit corridors versus city-wide.

Context—The Overlay Zone boundary would encompass the Center and Corridor, Form Based Code, Residential Multi-Family, and Residential High-Density transit supportive base zones along a high frequency transit corridor. (Figure 36)

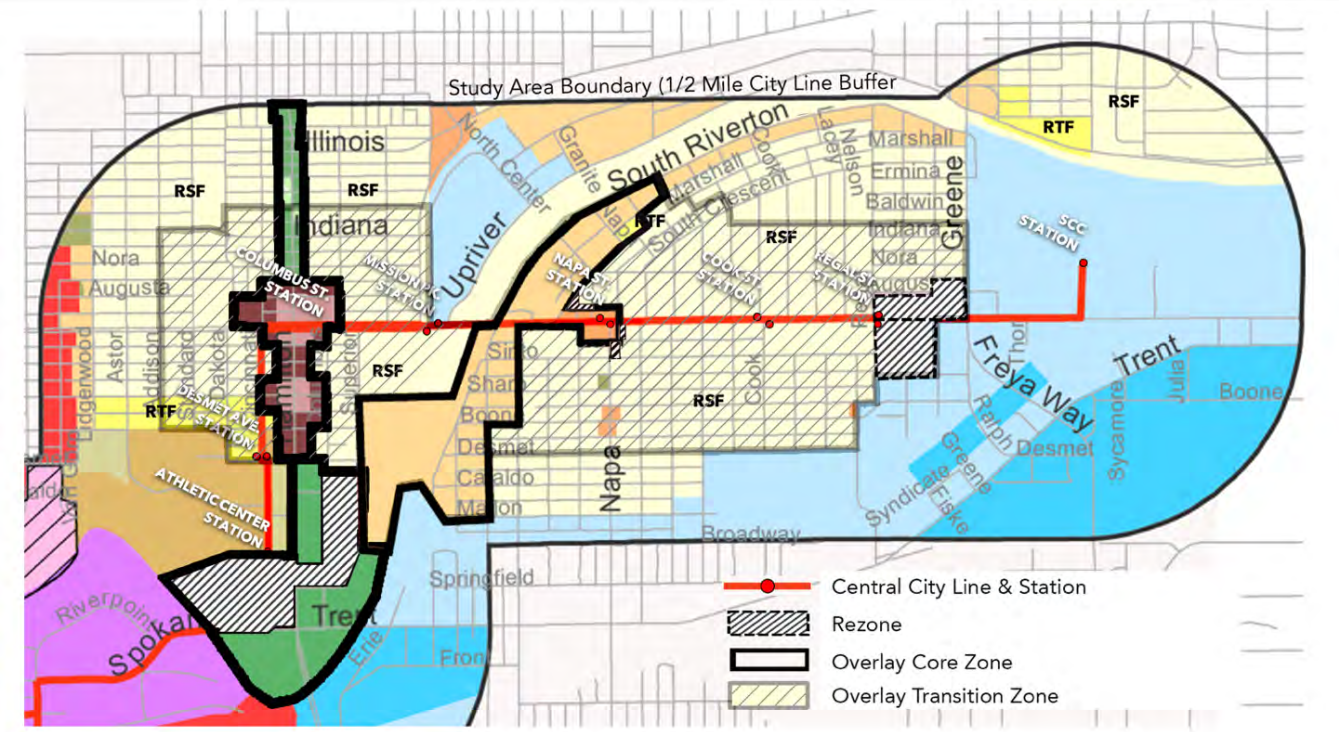
Discussion— *An* Overlay Zone has the potential to greater promote the City's growth strategy by aligning significant investments in multi-modal modal infrastructure (frequent transit service and improved walking and biking between transit and corridor destinations) with market demands for mixed-use, walkable development in urban areas along high-frequency transit corridors. The Overlay would apply the recommended base zone modifications mentioned previously. Standards in the Overlay are intended to supersede any correlating standards in the underlying base zones and modify the underlying standards or add additional design variables or requirements.

Transit Overlay Transition Zone- the transition zone would address lower density residential areas in close proximity to transit by expanding opportunities for compatible infill and increased housing density within ¼ mile of a high frequency transit corridor. (Figure 36).

Context— A significant segment of the Mission Avenue corridor is predominately single-family housing with resident populations and density that moderately contribute to transit ridership. Rental and multi-family options are limited which reduces housing choice and affordable housing options. Middle Housing defined as duplexes, triplexes, quadplexes, cottage clusters, townhouses, and accessory dwelling units (ADU) provides an opportunity to increase housing supply in developed neighborhoods and can be compatible with detached single-family dwellings.

Discussion— Consider allowing for and encouraging development of "middle housing" by expanding residential use types in the single-family and two-family residential zones located along the corridor in the areas between stations and surrounding nodes of transit supportive zones.

Figure 36: TOD Overlay Zone & Rezoning



REZONE TOD OPPORTUNITY AREAS

Potential transit-oriented development opportunity areas include base zones, such as single family/two-family zones with residential densities that are not transit supportive, preclude housing choice and potentially limit affordable access to housing.

Context—Use and development standards for General Commercial, Commercial Business and Industrial zones allow auto-oriented uses with development patterns supporting a low number of jobs-per-acre which limits pedestrian activity and employment densities to support transit ridership.

Discussion—The TOD opportunity areas at the McCarthey Athletic Center and Regal stations have the potential to transition from a lower density and auto-oriented environment to a more transit supportive development form. The NMU, and Center and Corridor Type CC-1 are generally transit-supportive zones (allowing street-oriented mixed-use commercial and residential uses) that should be considered to replace General Commercial, Community Business and Industrial zones. Consider the following for potential TOD opportunity areas:

- Modify uses and standards within the CC-1 zone and rezone General Commercial to CC-1 at the McCarthey Athletic Center Station. The rezone establishes a contiguous CC-1 designation with uses, and development standards that are transit supportive.
- Modify uses and standards within the Neighborhood Retail (NR) zone at the Napa Street Station.

- Modify the NMU zone to be a medium-scale mixed-use zone intended for Neighborhood-Node typologies such as the Regal Station to be applied along high-frequent transit routes and allows a range and mix of neighborhood serving commercial, employment and residential uses. See Appendix A-3 NEIGHBORHOOD MIXED USE (NMU) PROPOSED AMENDMENTS-DISCUSSION DRAFT
- Rezone the Community Business (CB) and Industrial (I) at the Regal Station to a modified NMU zone.

Figure 37: TOD Opportunity Areas-Rezone

MULTI-MODAL CAPITAL FACILTIES INVESTMENTS

Carry out multi-modal infrastructure investments to complete the sidewalk, bikeway and trail networks while improving the safety of arterial crossings.

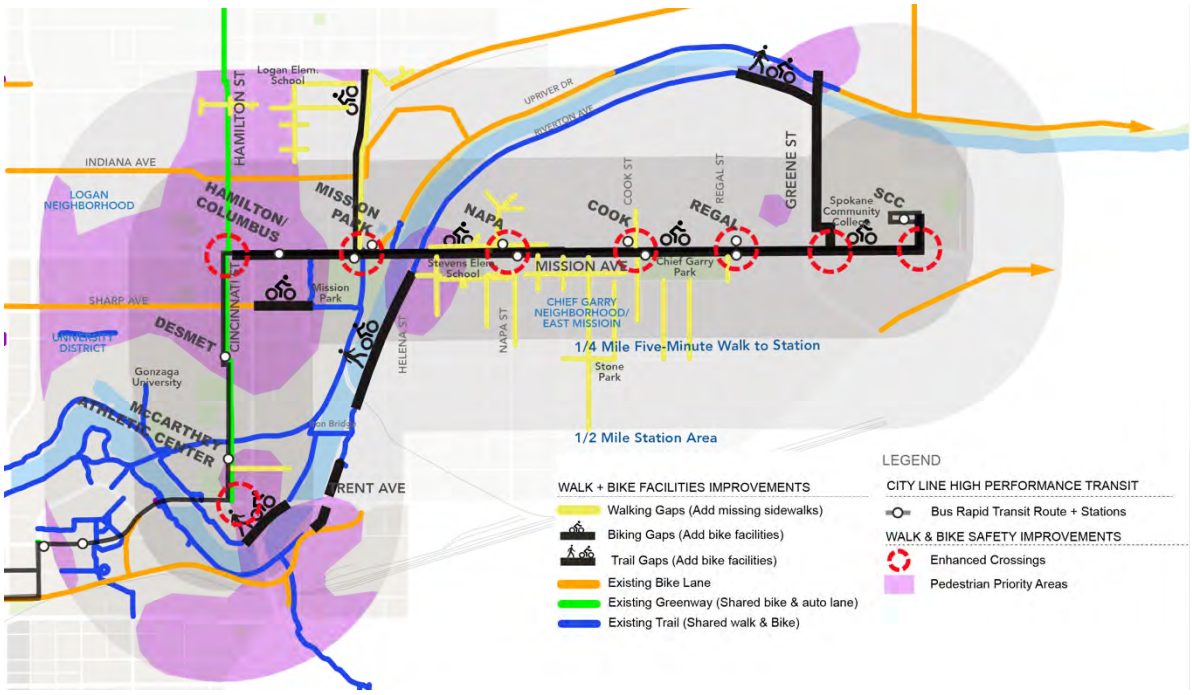
The City of Spokane collects a wealth of data and analyses to promote objective and responsive planning, design and implementation for active transportation projects. This data was utilized to determine the type and location of walk and bike facilities improvements that should be considered as priority projects to ensure safe and direct access to City Line study area stations and access to destinations within station areas.

Multi-modal Capital Facilities Investments **should be allocated to those improvements that address auto, pedestrian and bicycle conflicts impacting transit access and the ability to safely reach stations and station area destinations such as parks, schools and jobs.** The facilities investment map (Figure 38) illustrates the improvements necessary to address gaps in existing facilities and new facilities to improve safe and direct destinations and station access. **A Mission Avenue Land Use & Circulation Study is recommended to develop detailed designs and alignments for improvements along Mission Avenue**

The station access findings identify the need to:

- **Fill Gaps in Walk and Bicycle Facilities–**Add missing sidewalks and bicycle facilities with an emphasis around stations, City- designated Pedestrian Priority Zones and Suggested Walk Routes. Priority sidewalk improvements include streets north and south of E. Mission Avenue in proximity of the Cook and Regal Stations.
- **Enhanced Crossings at Intersections–** Design and fund enhanced crossings improvements to address speed, lack of traffic control and pedestrian and bike collisions at intersections along E. Mission Avenue, N. Greene Street, N. Cincinnati Street & E. Spokane Falls Avenue/ E. Trent Avenue, N. Hamilton Street and & E. Spokane Falls Avenue/ E. Trent Avenue.
- **Extend bike lanes and trail segments to fill gaps** in walk and bicycle facilities on E. Sharp Avenue, N. Perry Street and trail segments east and west of the Spokane River, including completing the planned pathway extending along Riverton Avenue and evaluating grade-separated crossings at the Trent and Mission Avenue bridges.

Figure 38: Multi-modal Capital Facilities Improvements



VI. ACTION PLAN

The recommendations from the TOD Framework Study will be implemented under separate processes, with staff assignments, development timing, and Plan Commission and Council scheduling to be determined, based on further discussion about the scope of each recommendation

MISSION AVENUE LAND USE AND TRANSPORTATION STUDY

The City should initiate a transportation and land use study for Mission Avenue between Division Street and Spokane Community College. The study would explore opportunities for transportation, safety, multi-modal access along Mission Avenue and adjacent streets, recommend streetscape changes for promoting street-oriented commercial use and an active pedestrian environment, and carry out regulatory changes for promoting transit-oriented development within the Napa, Cook and Regal Station Areas

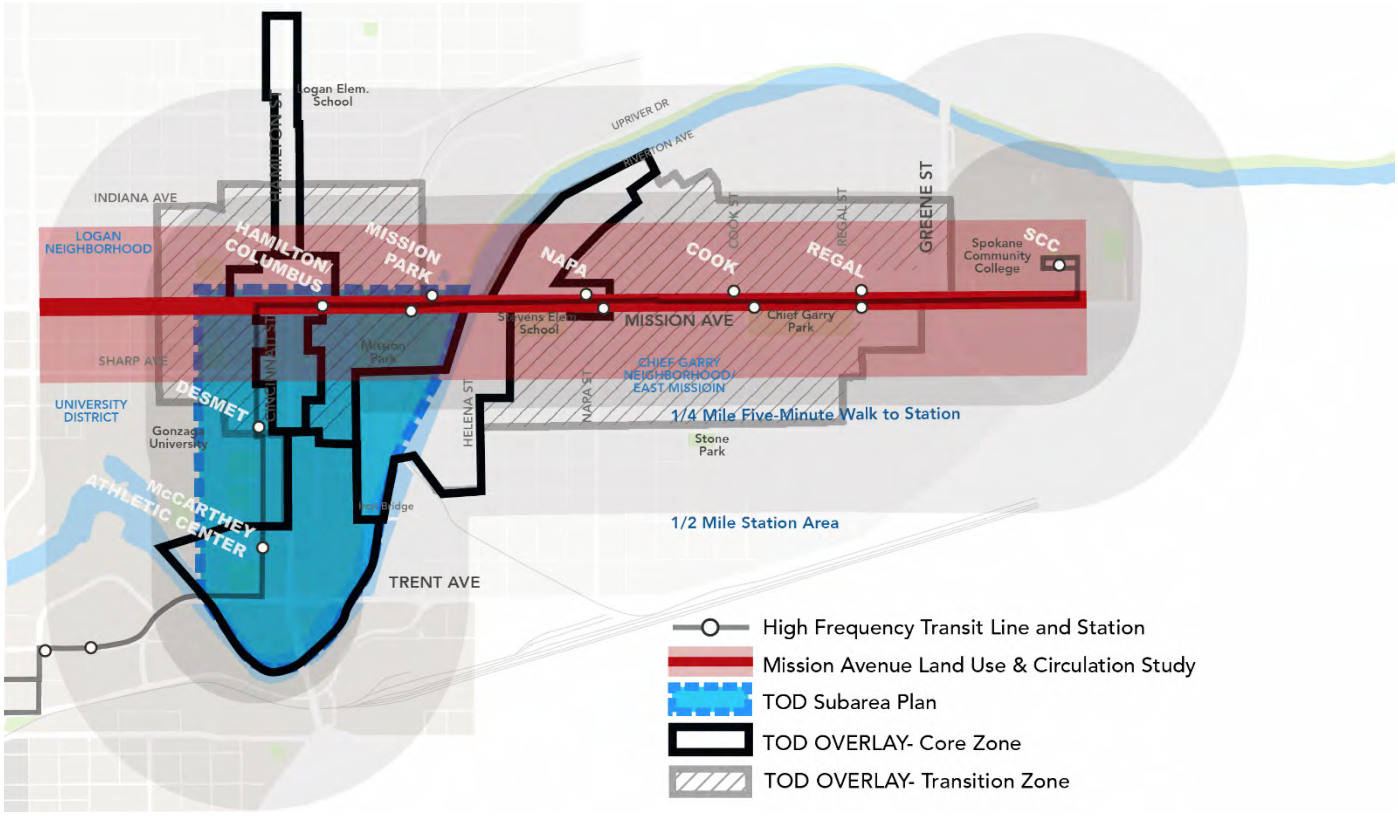
TOD SUBAREA PLAN

The City has initiated a Subarea Plan process for the McCarthy Athletic Center, Desmet, and Columbus Station Areas and SEPA planned action aligned with a Washington Department of Commerce Transit-Oriented Development Implementation (TODI) grant. The TODI grant is part of the Washington Legislature's effort to increase housing capacity and improved connections with transit. The transit-oriented development that results will be an efficient way to absorb the state's expanding population and build high-quality neighborhoods, while minimizing traffic and costly sprawling development. **The TOD Subarea Plan will facilitate transit-oriented development along Spokane's first bus rapid transit (BRT) route, The City Line. This includes reviewing land use, zoning, design standards, and identifying public infrastructure needs to support higher density housing and development in the South Logan Neighborhood/University District area.** As a part of the scope, a planned action environmental impact statement (EIS) will help the City conduct a comprehensive review of land use, transit, stormwater, utilities, and other critical components in the proposed study area before individual projects are proposed.

TOD OVERLAY ZONE (CORE AND TRANSITION)

An Overlay would apply base zone modifications within a **Core Zone** (for the City Line study area that includes the FBC, CC, NR, RMF and RHD zones) and an Overlay **Transition Zone** allowing Middle Housing types for single-family and two-family zones within a ¼ mile of the high frequency transit corridor. The City should initiate a process for base zone modifications and creation of an Overlay Zone within the extents of the City Line corridor study area.

Figure 39: Action Plan Projects



A. APPENDIX

A-1: CODE EVALUATION MEMORANDUM

A-2: TOD REGULATORY APPROACH MEMORANDUM

A-3: NEIGHBORHOOD MIXED USE (NMU) PROPOSED AMENDMENTS-DISCUSSION DRAFT