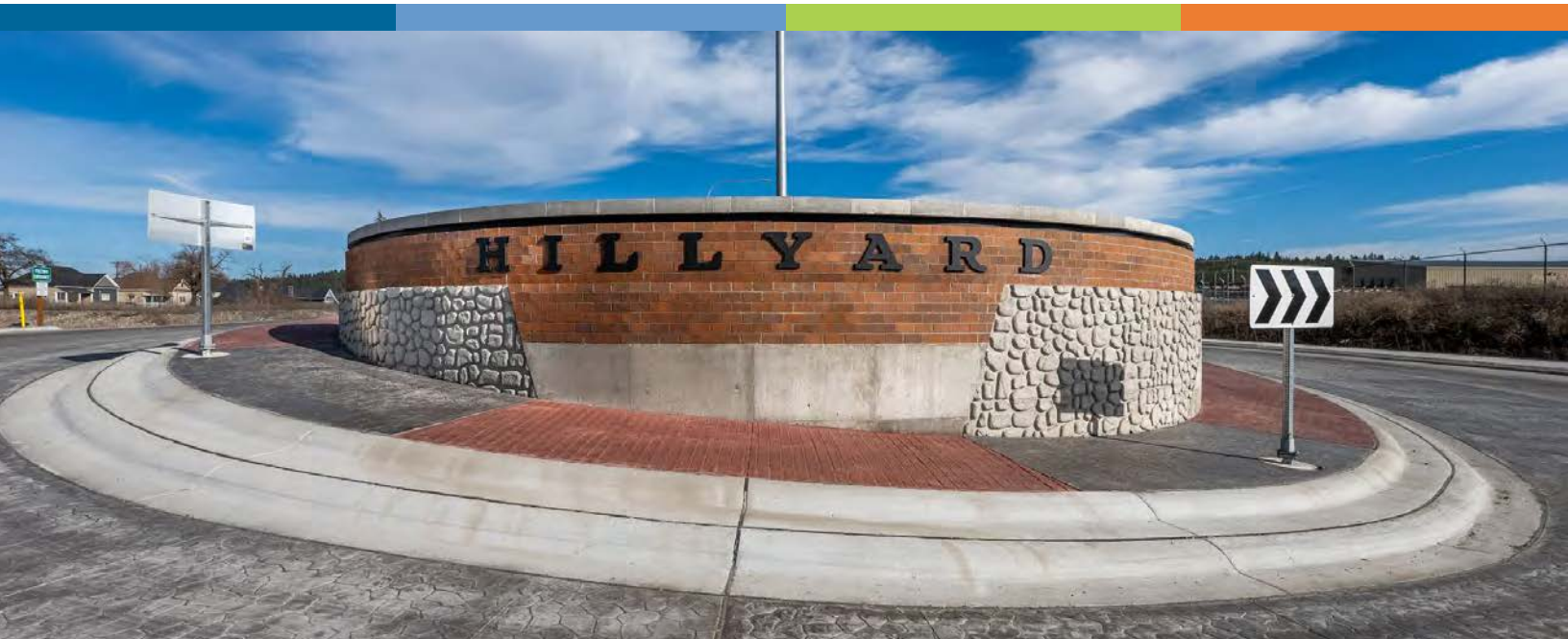


Hillyard

Subarea Plan



AUGUST 2025



NORTHEAST PDA





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Chapter 1

Introduction





SECTION 1.1

Introduction

The **City of Spokane** (the “City”) and **Northeast Public Development Authority (NEPDA)** have partnered to create a Subarea Plan for the Hillyard neighborhood and the surrounding areas nestled in the northeast corner of the City. The overarching project intent is to define a vision for the Hillyard Subarea supported by a series of actionable strategies. The City/NEPDA want to define the long-range goals and vision for the Focus Area and identify near- and long-term actions/investments that would support area revitalization, economic development, and quality of life enhancements.

For this project, Stantec Consulting Services, Inc. (Stantec) served as the lead consultant that will manage the planning activities, the other consultant partners, and serve as the lead facilitator for the engagement activities (and working alongside City/NEPDA staff representatives). Collectively, the City, NEPDA, Stantec, and the other consultants will constitute the “Project Team”.

Section 1.1.1

Project Overview

City of Spokane – Encompassing approximately 60 square miles, the City of Spokane is the second most populated city in Washington, located in the heart of the Inland Northwest. Spokane has a rich history dating back to the mid-19th century. The area was initially inhabited by various Native American Tribes, including the Spokanes meaning “Children of the Sun”, from whom the city gets its name.

Today, Spokane is known for its natural amenities, including the Spokane River, the upper and lower falls, and its vibrant Downtown area. With easy access to these natural assets, Spokane offers abundant outdoor recreational opportunities for residents and visitors, including white-water rafting, camping, hiking trails, and lakes. Spokane continues to evolve and grow, while maintaining its unique character and heritage.

Northeast Public Development Authority (NEPDA) – NEPDA is a public entity jointly established by the City of Spokane and Spokane County to carry out land and economic development plans by facilitating public-private partnerships and financing economic development opportunities. As an integral partner in the Subarea Planning process, its mission is to spearhead the redevelopment, development, and construction of projects that

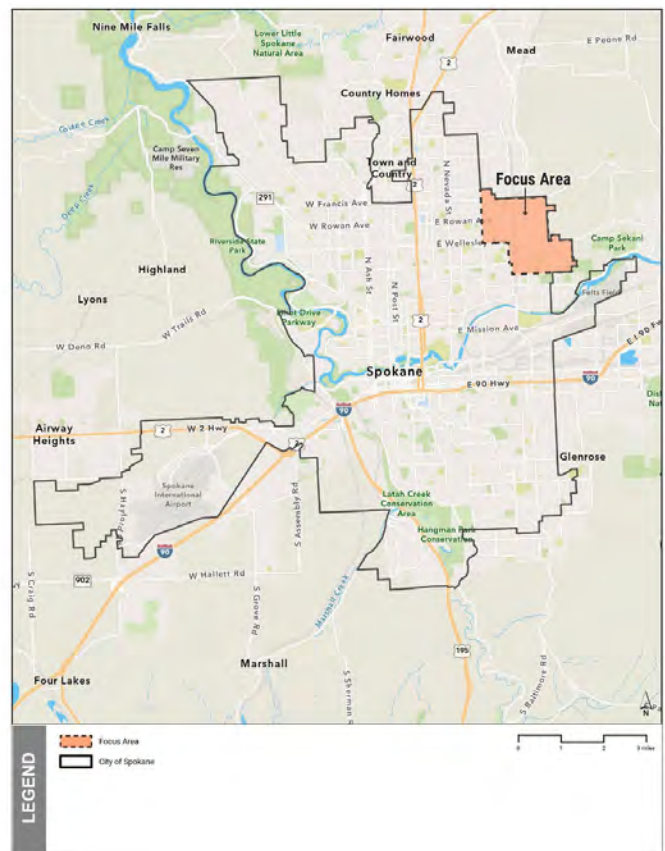


Figure 1.1 – Hillyard Subarea Plan Local Context Map



yield substantial community benefits. These initiatives are strategically designed to stimulate economic vitality and foster job growth within the PDA boundary. NEPDA is a community-centered organization currently championing the expansion of a vibrant business incubator and innovation zone, which serves as a bustling hub for commercial, manufacturing, artisan, and entrepreneurial activities.

The City/NEPDA embarked on a Subarea Planning initiative for the Hillyard neighborhood and the surrounding vicinity to the northeast to build upon past planning efforts and technical studies focused on infrastructure, economic development, brownfield reuse/redevelopment, and responding to the unique needs/opportunities associated with this area of the community. A series of unique neighborhoods, legacy industrial areas, and geographies comprise the Focus Area that will be the subject of this Subarea Plan. Notably, the northeast sections of the Focus Area have experienced prolonged infrastructure deficiencies that have stalled economic development and property reuse, and the legacy commercial corridors have been slow to revitalize. The Subarea Plan examines and responds to these challenges.

The Subarea Plan also assesses and leverages future traffic shifts from the new US 395/North Spokane Corridor (the NSC) and its interchange with East Wellesley Avenue. This new limited-access route from I-90 to the northern suburbs is expected to reshape traffic citywide, creating both opportunities and challenges for legacy east side commercial and industrial areas.

Focus Area – The Subarea Plan Focus Area (the “Focus Area” herein) encompasses the parcels and public rights-of-way within the Hillyard neighborhood (including its business district), the east Hillyard industrial area (also referred to as “the Yard”), portions of the east and west residential Hillyard Neighborhood and the western slopes of Beacon Hill. The approximate 1,740-acre Focus Area is generally bounded by Crestline Street to the west, East Wellesley Avenue/Garnet Avenue to the South, South Havana Street/North Fancher Beacon Lane to the east, and East Francis Avenue to the north.

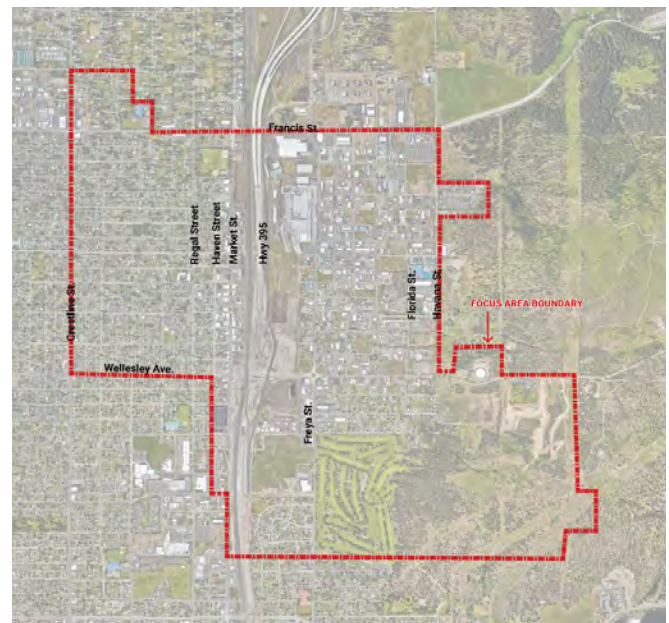


Figure 1.2 – Hillyard Subarea Plan Focus Area Map





Census Tracts – Six individual census tracts (CTs) comprise the Focus Area. Only four were used for the demographic and housing summary (in **Appendix B**) as they cover the majority of the Focus Area: CTs 2.01, 2.02, 16, and 144. Small segments of the Focus Area fall within CTs 112.02 and 112.03; since most of the land comprising those tracts are outside the Focus Area the statistics/values may inaccurately reflect the true demographic/housing conditions for the Subarea Plan. As a result, those CTs were omitted from this analysis. **Figure 1.3** depicts the Census tract map as it relates to the Focus Area. As applicable, the findings include a weighted value for the four CTs to achieve a summary of the Focus Area statistics. **Table 1.1** describes the geographic location for the CTs used in this analysis for the Hillyard Subarea Plan.

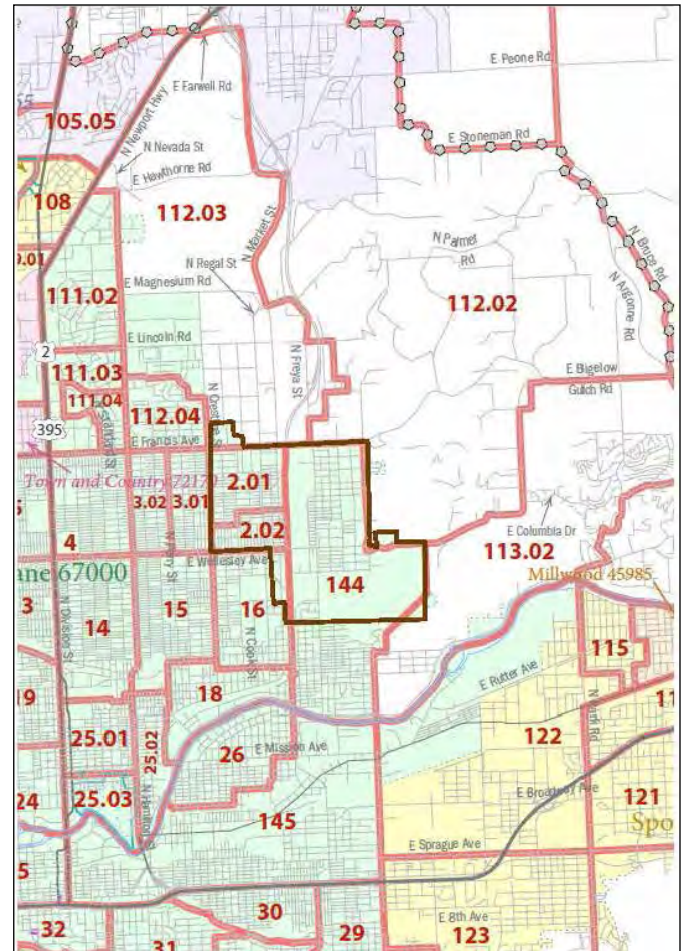


Figure 1.3 – Census Tract Map

TABLE 1.1 CENSUS TRACTS USED FOR THE FOCUS AREA		
Census Tract	Description and Notes	Subarea Plan Character District(s)
2.01	This CT covers the northern portions of the Hillyard Neighborhood and its business district.	District 1: Hillyard Business District District 2: Hillyard Residential
2.02	This CT covers the southern portions of the Hillyard Neighborhood and the central portions of its business district.	District 1: Hillyard Business District District 2: Hillyard Residential
16	This CT covers the southern portions of the Hillyard Business District and some residential areas; notably, the western portions of this CT are outside of the Focus Area.	District 1: Hillyard Business District
144	This CT covers the areas of the Focus Area on the east side of the US 395 highway corridor; notably, the southern portions of this CT are outside the Focus Area.	District 3: The Yard District 4: E. Wellesley Bus. District District 5: Esmeralda District 6: Beacon Hill



Subarea Plan Approach – The Subarea Plan divides the Focus Area into six “Plan Areas” to address each area’s unique land use and infrastructure needs (see **Figure 1.4** for boundaries and designations). The final plan includes elements on community context, vision, land use, urban design, housing, transportation, utilities, drainage, open space, environment, funding, and implementation.

Key goals include developing revitalization strategies to meet long-term housing needs, fix infrastructure gaps, enhance quality of life, boost economic opportunities, and repurpose brownfields and underused properties. The plan also addresses potential displacement of residents and businesses as improvements occur.

The Six Plan Areas are:

- **Plan Area 1: Hillyard Business District** - The Hillyard Business District is located in the heart of the Focus Area, roughly bounded by Regal Street to the west, Hwy 395 and railways to the east, Francis Street to the north, and Garland Street to the south. Market Street is a major north-south corridor running through the center of the locally recognized historic district, which is listed on the National Register. Market Street serves as a vibrant hub of local pubs, antique shops, and entertainment.
- **Plan Area 2: Hillyard Residential** - The Hillyard Residential Plan Area is located just west of the Hillyard Business District. This Plan Area extends to Crestline Street to the west, Wellesley Avenue to the south, and Bruce Street to the north. The Hillyard Residential Plan Area primarily consist of single-unit residential homes.
- **Plan Area 3: The Yard** - The Yard, constituting the majority of the northern portion of the Focus Area, is located east of the Hillyard Business District. It is positioned between Hwy 395 on the west, Francis Street on the north, Havana Street on the east, with its southern boundary stopping just north of Wellesley Avenue. Due to its proximity to the railway tracks, the Yard is currently dominated by light

industrial uses.

- **Plan Area 4: East Wellesley Business District** - The East Wellesley Business District encompasses the properties along the E. Wellesley Avenue corridor between Hwy 395 and Havana Street.
- **Plan Area 5: Esmeralda** - The Esmeralda Plan Area is located south of the Wellsley Business District, between the Beacon Hill Plan area and Hillyard Business District.
- **Plan Area 6: Beacon Hill** - The Beacon Hill Plan Area primarily consists of undeveloped open space concentrated around the southeast corner of the Focus Area. It includes several trails, the Esmeralda Golf Course and the Water Reservoir. The City has plans to incorporate additional residential and neighborhood commercial uses within the Beacon Hill Plan Area.

These can be simplified as either East or West Hillyard with the north-south progression of the NSC serving as the border. West Hillyard contains the Hillyard Residential and Hillyard Business District plan areas while East Hillyard contains the Yard, E. Wellesley Business District, Esmeralda, and Beacon Hill plan areas.

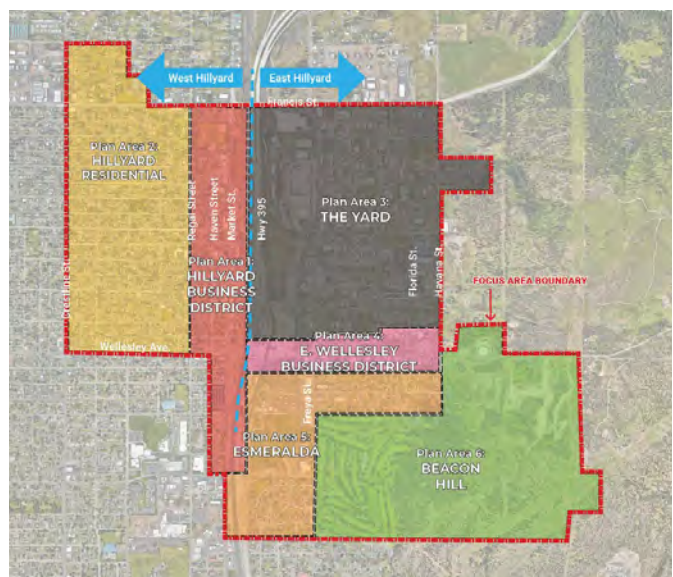


Figure 1.4 – Hillyard Subarea Plan Areas Map



SECTION 1.2

Subarea Plan Project Components

The Subarea Plan project included the following key components (i.e., project tasks):

- **Existing Conditions Analysis** – A review of the existing conditions focusing on area context/property characteristics, housing, transportation/mobility networks, utility and drainage facilities, market conditions, and the current zoning/regulatory framework.
- **Past Plans and Technical Studies** – The Subarea Planning process reviews and build upon past planning documents and technical studies. Notably:
 - **2010 Greater Hillyard North-East Planning Alliance Neighborhood Plan** which focused on area improvements, safety enhancements, business development, educational opportunities, and City coordination.
 - **2017 The Yard Master Plan** which identified transportation, utility, and drainage deficiencies.
 - **2020 Funding Strategies Plan for the Yard** which matched potential state, federal and philanthropic fundings sources to capital projects identified in the 2017 Master Plan.
 - Refer to **Appendix I Plan References and Resources** for a details on the various documents that contributed to the development of this Plan.
- **Community Engagement** – The project involves a comprehensive community engagement plan that provides a variety of opportunities for stakeholders to participate in the Subarea Planning process. Engagement activities include community surveys, stakeholder group interviews, community workshops, and a project steering committee.
- **Property Inventory** (Opportunity Sites) – The planning process includes an inventory of each parcel in the Focus Area with a priority on legacy industrial, commercial, and multifamily properties to document site conditions and to identify potential brownfields. A strategic goal is to identify sites that are conducive to near- and long-term reuse/redevelopment; these properties will be designated as “opportunity sites” which could be the focus of the community’s economic development and developer recruitment efforts.
- **Catalyst Site/Area Planning** – The project features detailed conceptual planning for one catalyst redevelopment site and two business districts aimed to take a more in-depth look at potential infill projects, streetscape enhancements, amenities, and other elements that can support area revitalization at strategic nodes (and community gathering spaces) within the larger Focus Area.
- **Urban Framework Plan/Revitalization Strategies** – The planning process include the creation of an Urban Framework Plan, a diagram showing potential land uses, redevelopment sites, mobility projects, and community amenities. It also analyzes long-term development potential on key sites by use and scale. The outcome is a set of revitalization strategies focused on mobility, infrastructure, amenities, and policy changes.
- **Funding Strategies** – The project will include a list of financing sources and structures the City/NEPDA can employ to leverage future investment, grants, and local monies to fund capital improvement projects.
- **Project Adoption** – As a final step in the process, the Project Team will facilitate the Subarea Plan through the local adoption process.



SECTION 1.3

Project Funding Support

The Subarea Plan is strongly connected to the remediation and reuse of perceived and known contaminated sites within the neighborhood. The Subarea Plan will leverage funding from four sources:

Washington State Department of Ecology (Ecology) Integrated Planning Grant – Ecology awarded to the Northeast Public Development Authority (NEPDA) in 2021. This project centers on the environmental assessment, cleanup planning, feasibility analysis, and redevelopment planning of the property located at 3011 E Wellesley Avenue in Spokane, WA. It also encompasses area-wide planning and community engagement activities focused on the surrounding neighborhood.

The Hillyard Gateway Cleanup and Revitalization Project aims to complete environmental assessments and develop cleanup strategies for a key catalyst site situated at the entrance to the Hillyard Business District—a historically underinvested former industrial area annexed by the City of Spokane in 1924. The district is one of the most diverse in the city and continues to face longstanding challenges, including environmental degradation, elevated crime rates, and persistent poverty.

United States Environmental Protection Agency (EPA) Brownfield Assessment Grant – The US EPA awarded to the City of Spokane (City) a \$500,000 Brownfield Assessment Grant in 2022 with a four-year period of performance. Northeast (NE) Spokane is the primary brownfield target area for this grant. It encompasses three contiguous census tracts (2, 16, and 144), including the historic Hillyard Neighborhood. This neighborhood surrounds the former Hillyard railyard, located approximately six miles northeast of downtown Spokane. For nearly 90 years, the railyard served as a major employment hub, supporting over 2,000 jobs and fueling local economic activity. However, since its closure in 1982, the site has remained idle. Four decades later, the area continues to grapple with persistent poverty, elevated crime rates, and legacy

environmental contamination. While significant infrastructure investments—such as the \$2.2 billion expansion of US 395 through Hillyard—are laying the groundwork for revitalization, key brownfield sites still require environmental assessment to unlock their redevelopment potential.

American Rescue Plan Act (ARPA)– The City of Spokane received over \$80 million in federal funding through the American Rescue Plan Act (ARPA) to support pandemic recovery efforts. These funds were allocated across four primary goals: restoring city services and revenues impacted by COVID-19, supporting community organizations and future growth, investing in long-term resiliency, and providing relief to residents and businesses not reached by other aid programs. A Recovery Plan Work Group was established to guide implementation and foster partnerships with city departments, other governments, and nonprofits. As of now, all major funding opportunities have closed, with the final obligation deadline set for December 31, 2024. The City Council has approved multiple ordinances to allocate these funds, emphasizing equity and community input throughout the process, including the Hillyard Subarea Plan which was allocated \$330,791.91.



Chapter 2

The Vision





SECTION 2.1

The Hillyard Vision

The Project Team collaborated with community stakeholders to shape the vision for the Hillyard Focus Area. **Appendix H** contains a full report on the engagement activities the Project Team undertook during the Subarea Planning Process. The following are the key themes identified during the engagement process:

- **Local Perceptions** – Hillyard faces longstanding negative perceptions, but “The Yard” is seen as a major opportunity for industrial and job growth.
- **Crime and Safety** – Concerns exist about crime, poor property upkeep, and pedestrian hazards.
- **Housing** – There is a strong need for more housing, with concerns about gentrification and industrial-residential land use conflicts.
- **Infrastructure** – Inadequate infrastructure east of the NSC hinders industrial development.
- **Freya Street** – Needs upgrades to function effectively as a freight corridor.
- **Florida Street** – Improvements could unlock redevelopment potential.
- **E. Wellesley Business District** – Broad support for creating a new business district to boost revitalization and services.
- **Haven Street** – Seen as unattractive and unsafe for pedestrians and cyclists; streetscape improvements requested.
- **Pedestrian Bridge** – A new bridge over the NSC is recommended to reconnect East and West Hillyard.
- **Transit** – East Hillyard lacks transit access; interim mobility solutions and shelters in West Hillyard are needed.
- **Action Plan** – Strong desire for a clear vision and action plan, with frustration over past neglect by the City.

Based on the engagement results, the Project Team identified the following vision and five objectives for this Subarea Plan:

Hillyard's Vision

The Hillyard area has significant potential for additional community-serving amenities, employment, and housing. The vision is to “rediscover Hillyard’s historic assets, assets, community, and potential through an actionable plan centered on physical enhancements, supportive infrastructure, and land use planning.”

- **Create Distinctive Places** – Define six unique plan areas within Hillyard, each with tailored land use, scale, and character. Recommend zoning and financial tools to support these visions.
- **Enhance Livability** – Ensure affordable housing to prevent displacement, improve public safety, and expand mobility options for non-drivers.
- **Achieve Economic Vitality** – Promote redevelopment that generates quality jobs, essential services, and sustainable tax revenue.
- **Improve Services** – Develop commercial hubs, support mixed-use and higher-density housing, and invest in infrastructure to attract private investment.
- **Identify Implementation Strategies** – Implement locally driven programs and funding mechanisms to support revitalization goals. The Subarea Plan will complement the City’s Comprehensive Plan, dictate updates to the City’s zoning regulations, and guide future regulations and long-range plans within the Hillyard area.

SECTION 2.2

Urban Framework Plan Overview

The Urban Framework Plan (UFP) consists of six Plan Areas and their respective planning initiatives that help achieve the community's vision. The Plan Areas are defined geographic locations within the larger Hillyard Focus Area, each containing their own unique challenges and opportunities for growth or revitalization. The Plan Areas are depicted in **Figure 2.1**. Each Plan Area and proposed planning initiatives are detailed starting in Section 2.4. Each recommended initiative in the UFP is detailed in **Appendix G**.

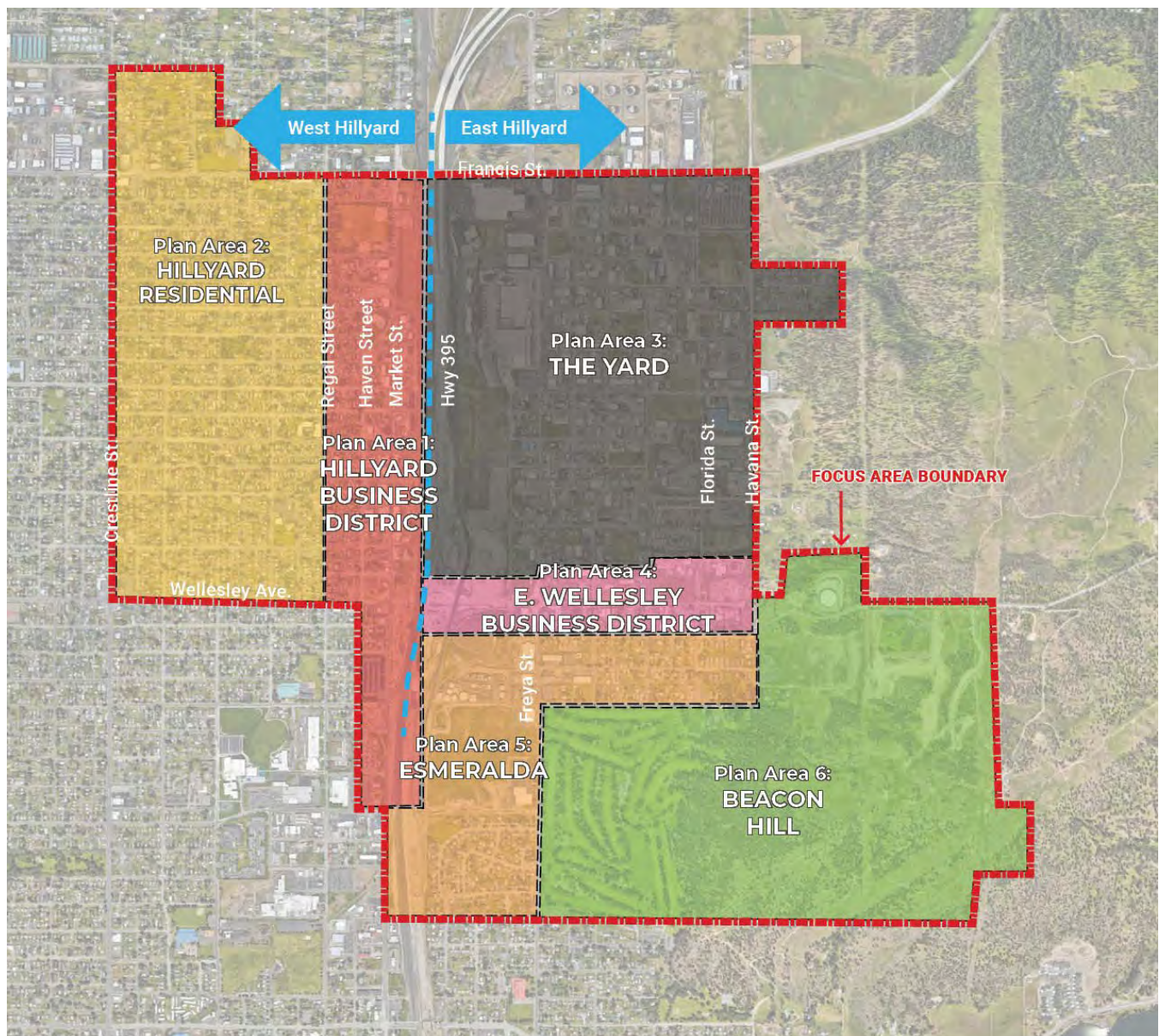


Figure 2.1 – Hillyard Subarea Plan Areas Map



SECTION 2.3

Catalyst Sites

Catalyst sites in the UFP guide targeted redevelopment by engaging property owners, developers, and real estate professionals. Zoning regulations will dictate specific project design and land use. Existing structures may be reused or replaced. Catalyst sites within the UFP are designated to help the City and community stakeholders focus their redevelopment efforts by proactively working with property owners, real estate professionals, and developer entities to initiate redevelopment projects. The underlying zoning will drive the resulting development programs in terms of project design and land uses. It is important to note that some catalyst sites have existing structures; in those situations, there is potential to either adaptively reuse those buildings or entirely redevelop the sites. The City can target its developer recruitment and economic development efforts to these sites.

Figure 2.2 and the UFP identifies the catalyst sites in yellow. A table of all designated Catalyst Sites and descriptions can be found in **Appendix G**.

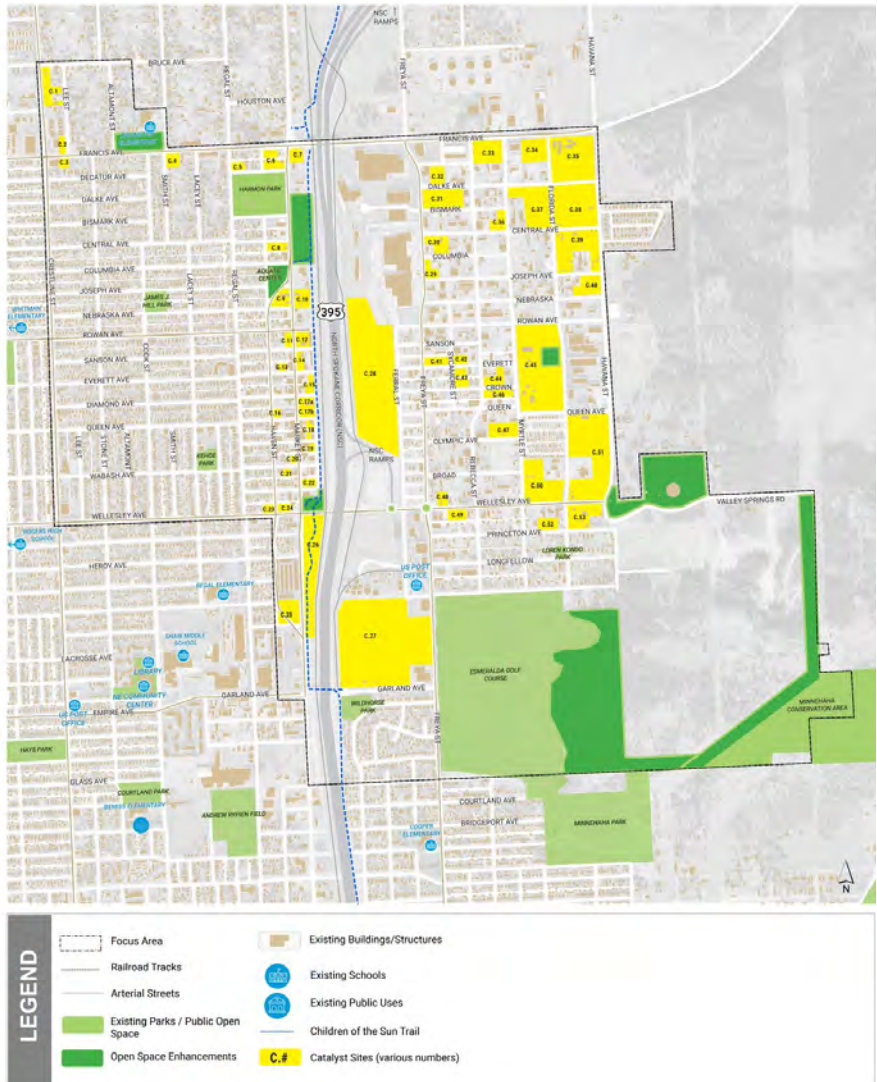


Figure 2.2 – Hillyard Subarea Plan Catalyst Sites Map

Catalyst sites within the UFP are designated to help the City and community stakeholders focus their redevelopment efforts by proactively working with property owners, real estate professionals, and developer entities to initiate redevelopment projects.



Section 2.3.1 Plan Area 1

Hillyard Business District

Hillyard Business District is located in the heart of the Focus Area, roughly bounded by Regal Street to the west, Hwy 395 and railways to the east, Francis Street to the north, and Garland Street to the south. Established around the rail in the 1800s, this district features distinct architectural elements and historic structures unique to that era. Today, Market Street in the Hillyard Business District is vibrant with restaurants, antique shops, and boutique stores. The Subarea planning process aims to build upon these assets, preserving significant historic structures while introducing transportation, land use, and open space enhancements to improve accessibility, connectivity, and diversify uses. Notably, two activity centers (Mixed-Use Neighborhood Center and Hillyard Business District) were identified as areas optimal for redevelopment. A potential redevelopment scenario incorporating these enhancements is shown in **Figure 2.3**.

In the long-run, the City should explore the possibility of de-coupling Market and Haven Street to create a significant redevelopment opportunity around the existing Aquatic Center. This initiative could enhance connectivity, improve traffic flow, and provide more space for green space, mixed-use development, and centralized community amenities.

Proposed improvements also include designing Olympic Avenue and Greene Street as 'festival streets'. These streets attract more visitors and provide opportunities to host community events, boosting sales for local businesses. Greene Street and Olympic Avenue were strategically identified for their prime locations, prominent business presence, and proximity to the Children of the Sun Trail. To prioritize the pedestrian experience, festival street components can include unique pavement markings, traffic calming features, string lights, and public art. Chapter 5 discusses the enhancements associated with this designation.

Hillyard Subarea Plan

Spokane, WA



Figure 2.3 – Hillyard Business District Redevelopment Scenario



Significant redevelopment opportunity around the existing Aquatic Center could enhance connectivity, improve traffic flow, and provide more space for green space, mixed-use development, and centralized community amenities.



Proposed improvements also include designating Olympic Avenue and Greene Street as 'festival streets.'



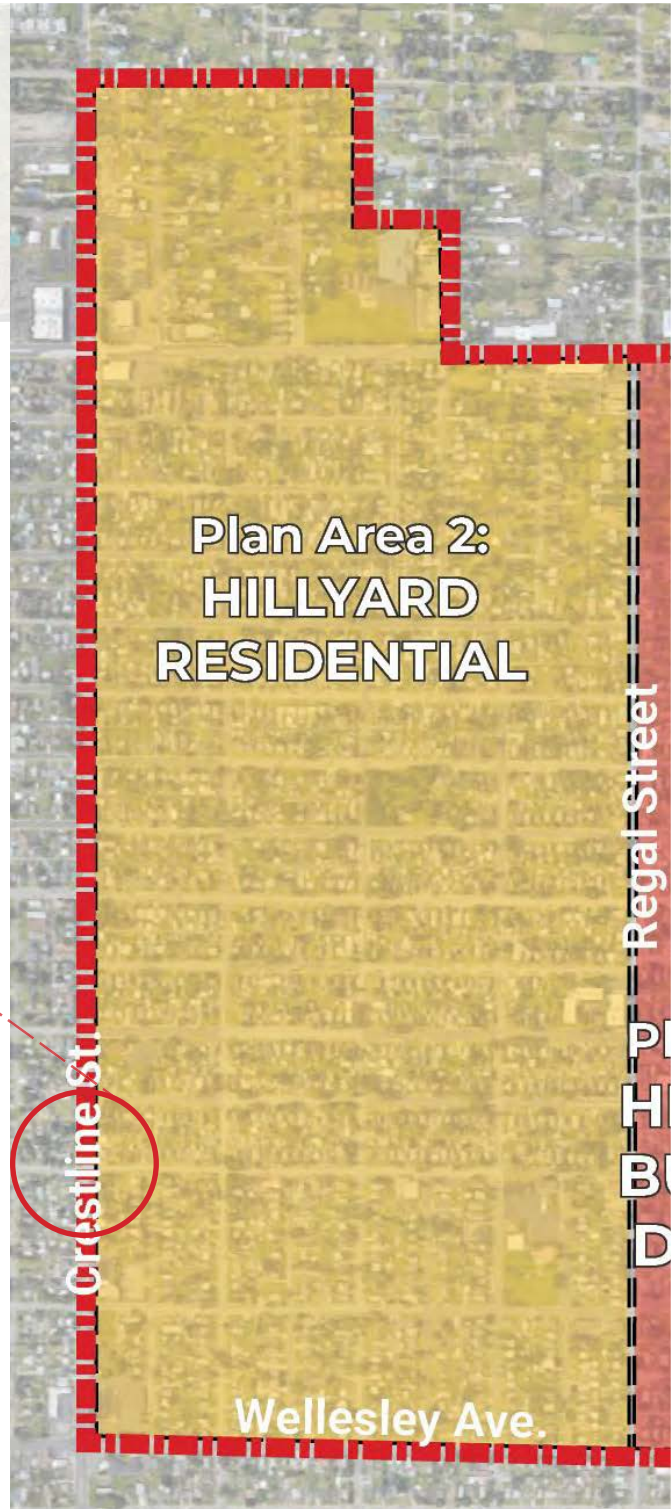
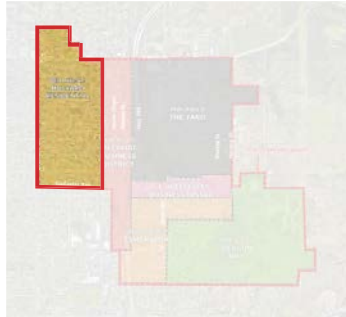


Section 2.3.2 Plan Area 2

Hillyard Residential

The Hillyard Residential Plan Area is located just west of the Hillyard Business District. This Plan Area extends to Crestline Street to the west, Wellesley Avenue to the south, and Bruce Street to the north.

Although the Hillyard Residential Plan Area primarily consists of single-family residential homes, there are opportunities to enhance connectivity and introduce more community-oriented uses. Strategic planning initiatives, including designating key nodes along Crestline Street and Queen Avenue as activity centers, school and park enhancements, and mobility improvements, can help improve access and provide more amenities for Hillyard residents, all while preserving the neighborhood's existing character.



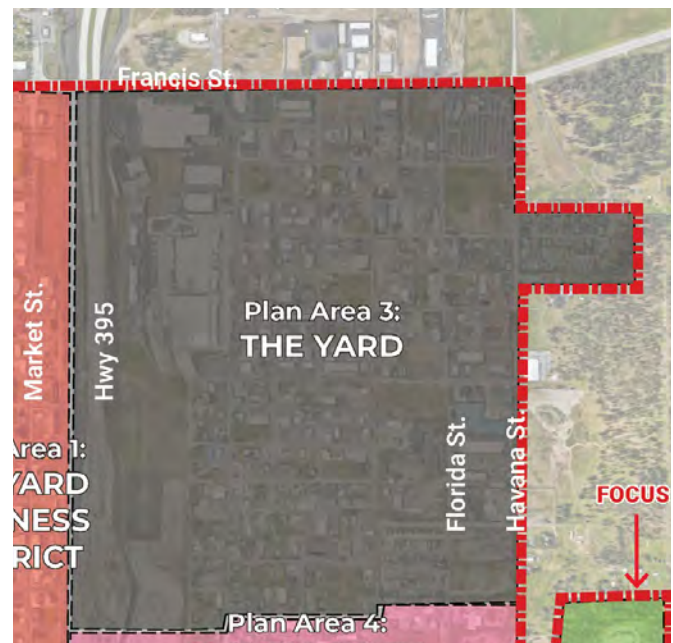
Designate Crestline Street and Queen Avenue as activity centers



Section 2.3.3 Plan Area 3

The Yard

The Yard, constituting the majority of the northern portion of the Focus Area, is located east of the Hillyard Business District. It is positioned between Hwy 395 on the west, Francis Street on the north, Havana Street on the east, with its southern boundary stopping just north of Wellesley Avenue. Due to its proximity to the railway tracks, the Yard is currently dominated by light industrial uses. Significant planning efforts have been undertaken for this Plan Area, most notably the 2017 Yard Redevelopment Master Plan. The Yard is envisioned to evolve into a diverse employment center for the region, supporting industrial and commercial uses as well as workforce housing. To help realize this vision, the Subarea planning process proposes a range of planning initiatives to support future land use and improve connectivity area-wide. See [Planning Initiatives](#)



The Yard is envisioned to evolve into a diverse employment center for the region, supporting industrial and commercial uses as well as workforce housing.





Section 2.3.4 Plan Area 4

E. Wellesley Business District

The East Wellesley Business District encompasses the properties along the E. Wellesley Avenue corridor between Hwy 395 and Havana Street. This Plan Area currently features numerous legacy industrial uses that should be transitioned to larger mixed use projects. The large redevelopment sites shown at the east end of the corridor, and the significant public investment in rebuilding Wellesley Ave. will catalyze this change. Notably, the properties along E. Wellesley Avenue present significant opportunities for infill development, which could include mixed-use commercial, office spaces, and flexspace. This will create a transition from lower density residential uses to the south, through higher intensity mixed use along the Wellesley corridor, and then to light industrial uses to the north. A potential redevelopment scenario incorporating these concepts is shown in **Figure 2.4**.

Reestablishing this Plan Area as an Employment Center can offer more flexibility while aligning with the existing land use mix and adjacent properties



Figure 2.4 – E. Wellesley District Redevelopment Scenario

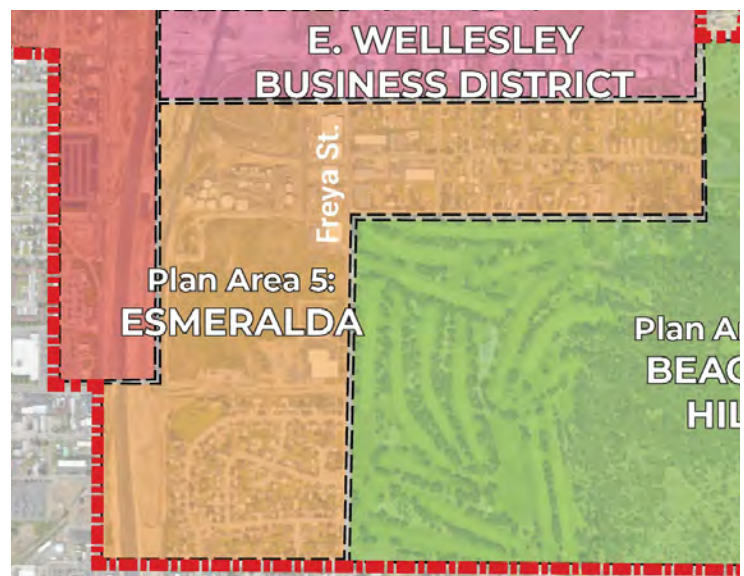
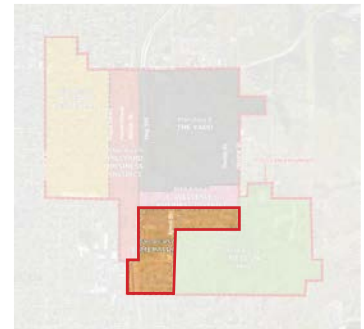
Hillyard Subarea Plan

Spokane, WA



Section 2.3.5 Plan Area 5 Esmeralda

The Esmeralda Plan Area is located south of the Wellesley Business District, nestled between the Beacon Hill and Hillyard Business District Plan Areas. This primarily residential area hugs the Esmeralda Golf Course to the south and east. It mainly comprises single family residential neighborhoods and features several valued community parks, including Loren Kondo Park and Wild Horse Park. The northwest area of Esmeralda also contains a significant (24 acre) redevelopment site that was described in detail in the Yard Master Plan. It is currently undergoing a multi-year redevelopment, with the first phase consisting of a logistics/light manufacturing use. The Subarea Plan aims to take advantage of the forthcoming connections created by the North Spokane Corridor (NSC). The area will have a focus on job creation, elimination of blight, and site design that provides a smooth transition to nearby residential neighborhoods. Specific planning initiatives to support the Esmeralda Plan Area vision by topic and their associated components are shown in **Appendix G**.



The Subarea planning process aims to preserve the residential character while improving connectivity to surrounding parks and major destinations.

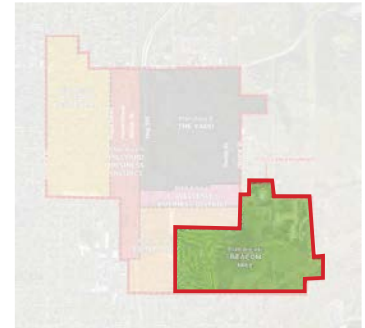




Section 2.3.6 Plan Area 6

Beacon Hill

The Beacon Hill Plan Area primarily consists of undeveloped open space concentrated around the southeast corner of the Focus Area. It includes several trails, the Esmeralda Golf Course and the Water Reservoir. The major catalyst driving change in this area is the planned large-scale redevelopment of approximately 200 acres. The redevelopment will include approximately 2,000 dwelling units along with commercial and amenity spaces. Many planning initiatives aim to highlight this area as a regional recreational attraction, including swimming, natural climbing walls, activities like disc golf, and nearly 50 miles of mountain bike trails. The Subarea Plan recommendations for land use change include commercial uses to support this new neighborhood.



Many planning initiatives aim to improve outdoor recreation opportunities enhancing parks/open space, trails, and connections to these areas.





SECTION 2.4

Planning Initiatives

The planning initiatives pinpoint near- and long-term actions related to land use, transportation, and urban design-related components for each of the Plan Areas, with a goal of enhancing functionality, connectivity, and investment opportunities in the Hillyard neighborhood.

The planning initiatives correlate to the Plan Areas in the UFP and organize recommendations into categories that include (i) Activity Center Designations, (ii) Transportation/Mobility Projects, (iii) Right-of-Way Vacations, (iv) Utility Projects, and (v) Open Space Enhancements. The individual projects/initiatives depicted on the UFP are further detailed in the various elements of this Subarea Plan. The planning initiatives are summarized in the following sub-sections and detailed in **Appendix G**.

- **Activity Center Designations** (AC #): Activity centers focus investment in areas with strong community assets and accessibility, aiming to boost economic, social, and civic activity. These centers promote walkable, vibrant districts by clustering commercial, retail, and recreational uses. They can be formally designated in the Comprehensive Plan, with zoning adjustments to allow greater land use flexibility.
 - **Mixed-use Neighborhood Center** (AC 1, 2, 3, 5, 6): Located outside Hillyard's core in lower-density neighborhoods, these centers aim to evolve into walkable, mixed-use areas with residential and commercial uses. Key features include pedestrian-friendly amenities and community-serving businesses.
 - **Hillyard Business District** (AC.4): Centered on Market and Haven Streets, this core area features restaurants and shops. Redevelopment of catalyst sites here can revitalize underused properties and strengthen existing activity hubs.
 - **East Wellesley Corridor District** (AC.7): This light industrial area east of the railroad has potential for a mixed-use node, blending light manufacturing, artisan spaces, housing, and commercial services.

Goal of enhancing functionality, connectivity, and investment opportunities in the Hillyard neighborhood.



Hillyard Business District



East Wellesley Corridor District

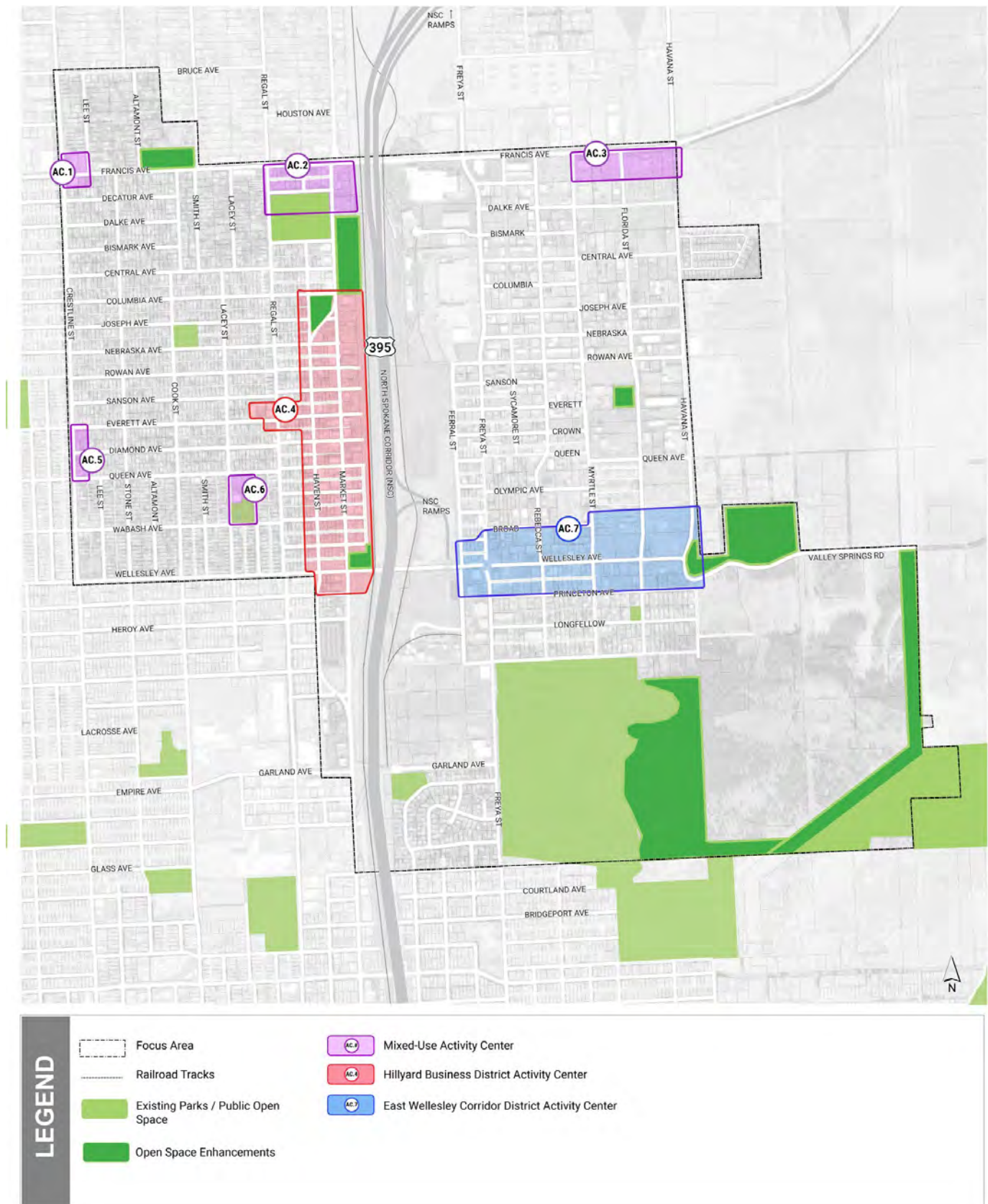


Figure 2.5 – Hillyard Subarea Plan Activity Centers Map

Hillyard Subarea Plan

Spokane, WA



- **Transportation Mobility Projects** (T.#): Streetscape upgrades—like sidewalks, bike lanes, landscaping, and traffic calming—promote walkability and reduce car dependence. Applying universal design ensures accessibility for all. The City should prioritize improvements along key economic corridors using the Pedestrian Improvement Plan as a guide.
- **Right-of-Way Vacations** (V.#): Vacating underused public roads allows adjacent property owners to develop land that was otherwise restricted. North Sycamore Street (between Decatur and Nebraska Avenues) is a prime candidate due to its low use and redevelopment.

Streetscape upgrades—like sidewalks, bike lanes, landscaping, and traffic calming—promote walkability and reduce car dependence.



Pedestrian crossings and bike lanes



Pedestrian friendly businesses



Potential angled parking



Hillyard Subarea Plan



- **Utility Projects (U.#):** To support redevelopment, new utility connections and infrastructure will be needed to accommodate new and existing residents and future businesses. The Focus Area contains four (4) separate stormwater facilities that would greatly benefit from an upgrade; these are discussed in more detail in Chapter 6.
- **Park/Open Space Enhancements (P.#):** Open spaces are often the sites of community events and are major focal points of community cohesion and placemaking. The Focus Area contains several open spaces that could greatly benefit from targeted enhancements. These enhancements are identified in **Figure 2.7**, and outlined in Chapter 7.

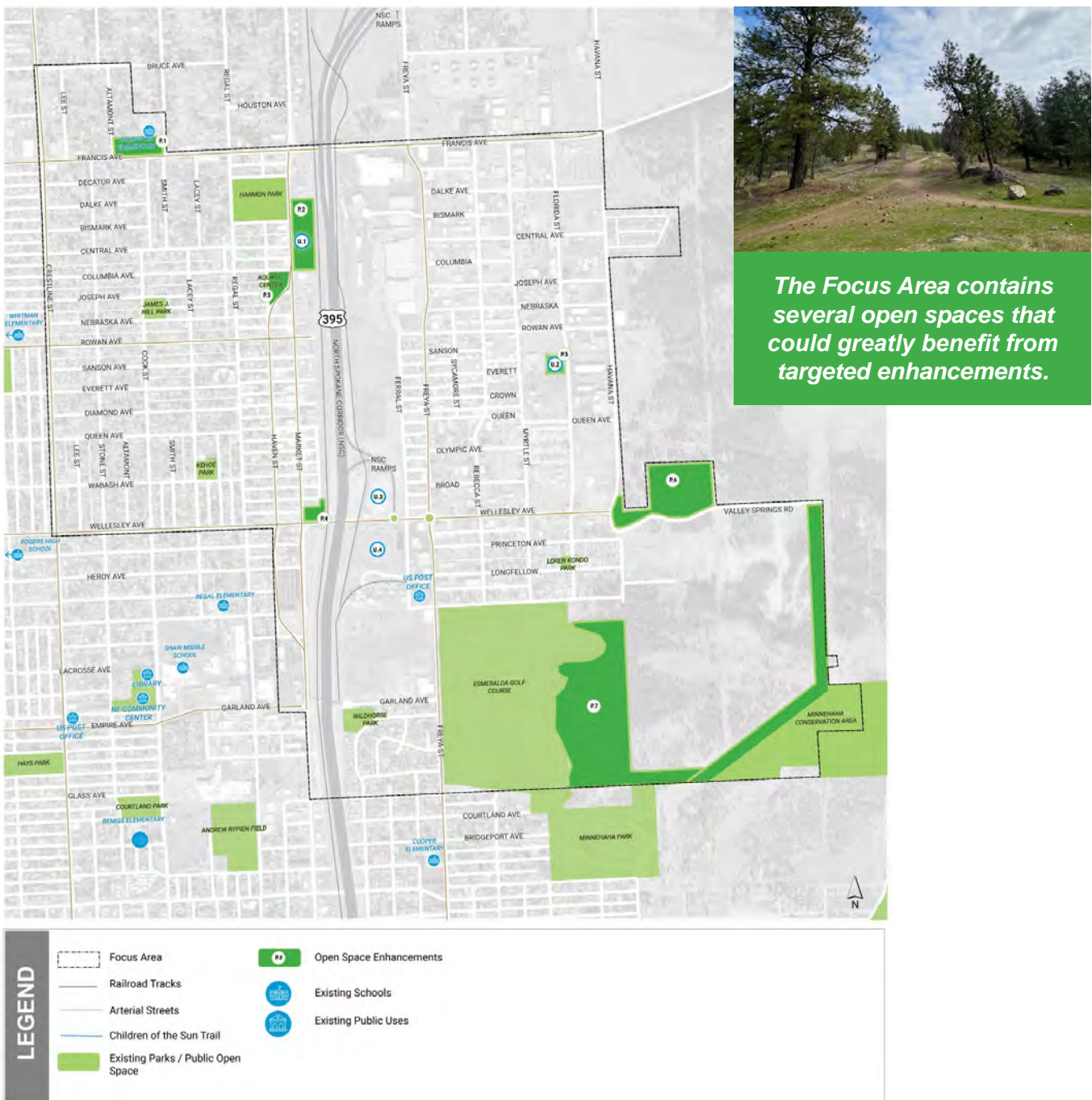


Figure 2.7 – Hillyard Subarea Plan Park/Open Space Enhancements Map



Chapter 3

Land Use and Urban Design Element





SECTION 3.1

Introduction

The Project Team has performed research to understand the prominent plans that shape the progress of development as well the zoning and development standards that currently dictate development within the Focus Area.

These findings are presented to help determine potential amendments and additions to these plans and standards that are consistent with the Hillyard Community's vision and needs as well as supportive of potential project sites.

SECTION 3.2

Land Use in the Comprehensive Plan and Other Long-Range Planning Documents

A critical component of Subarea Planning is to review and build upon other city-wide policy documents as those past planning efforts serve as a foundation for revitalization planning. Specifically, the City's Comprehensive Plan contains the land use designations and policies for properties within the municipal limits and the Yard Redevelopment Master Plan (YRMP) proposes revitalization ideas and infrastructure improvements for the eastern portions of the Focus Area.

Appendix B Plan References and Resources provides more detail on the City's Comprehensive Plan and the YRMP, respectively.



Section 3.2.1

City of Spokane Comprehensive Plan Land Use Designations

The Land Use chapter of the City's Comprehensive Plan established the City's commitment to land usage and area revitalization through city-wide goals and neighborhood policies. This serves as the supportive policy foundation for Subarea Planning in the Hillyard Focus Area. As part of this chapter, the Land Use map was developed to assign each property within the municipal limits a land use designation that defines how the land may be used, the intended development form, and which implementing zoning district can be assigned (to specific properties). The following thirteen (13) land use designations comprise the Focus Area:



- Center & Corridor Core (CC Core)
- Center & Corridor Transition (CC Transition)
- General Commercial
- Neighborhood Retail
- Neighborhood Mini-Center
- Office
- Residential 15+ (Residential High)
- Residential 15-30 (Residential Moderate)
- Residential 10-20 (Residential Plus)

- Residential 4-10 (Residential Low)
- Open Space
- Heavy Industrial (HI):
- Light Industrial (LI):

Descriptions of each of these land use designations can be found in **Appendix B. Figure 3.1** depicts where these land uses fall within the Focus Area.

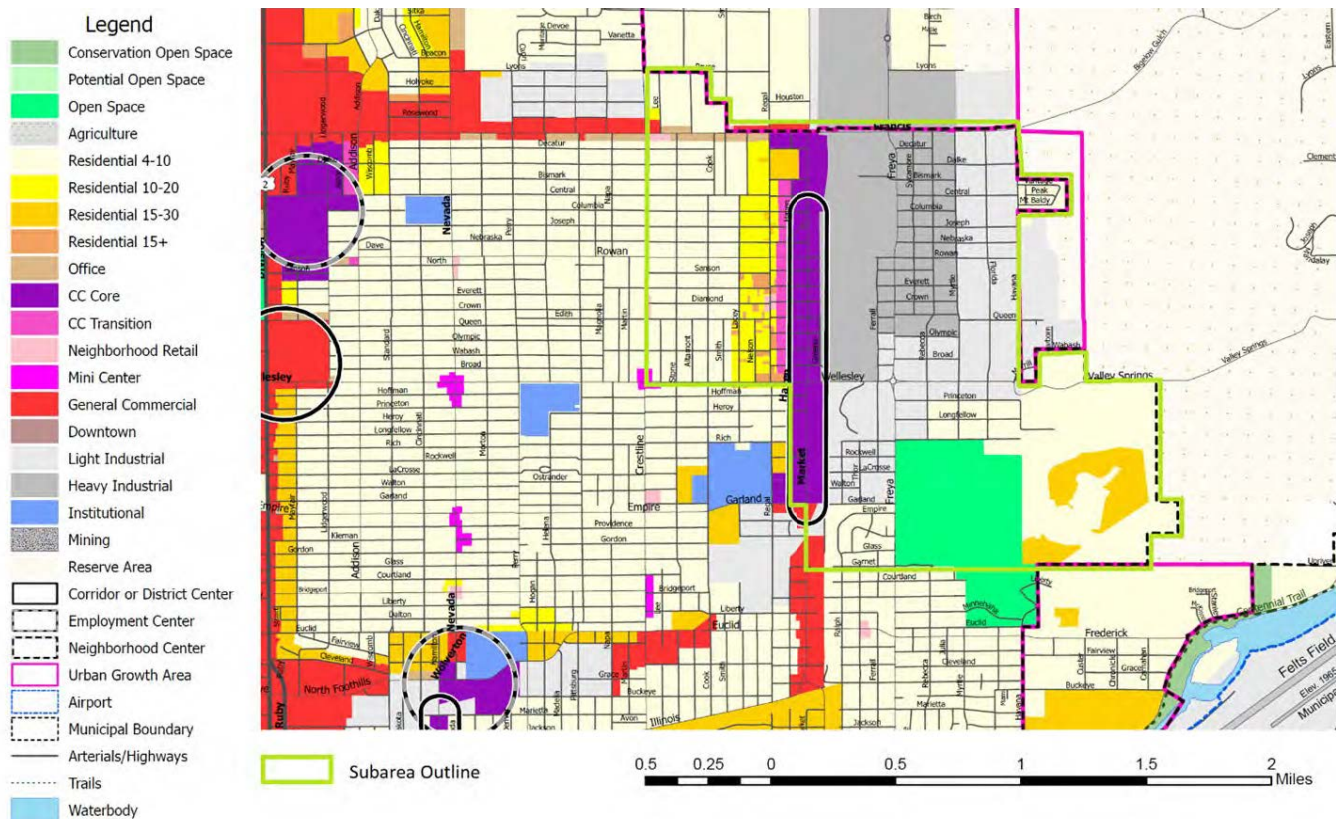


Figure 3.1 – Current Comprehensive Plan Future Land Use Map

As of writing this Subarea Plan, the City is undertaking a periodic update to the City's Comprehensive Plan as required by the Growth Management Act. Due in June 2026, the periodic update will identify policies and future regulations to guide the next 20 years Spokane, complying with new state legislation and community vision. The Hillyard Subarea Plan will inform updates to the Comprehensive Plan, including potential amendments to land use designations within the Focus Area.



SECTION 3.3

Current Zoning and Development Standards

The Spokane Municipal Code Title 17 details all requirements related to zoning. This title establishes standards for the design, materials, methods of construction, location and use of buildings and other improvements to land, as well as procedures for the approval, inspection, and enforcement of those standards. The Hillyard Neighborhood Focus Area overlaps eleven (11) zoning districts, and one overlay zone as shown in **Figure 3.2**. West Hillyard is made up primarily of residential zones, with commercial zoning near the Francis Street and Market Street corridors. East Hillyard is primarily zoned industrial, with residential zoning located near the Esmeralda and Beacon Hill areas. **Appendix B** describes each zoning district and overlay zone as well as summarizes the development standards for each.

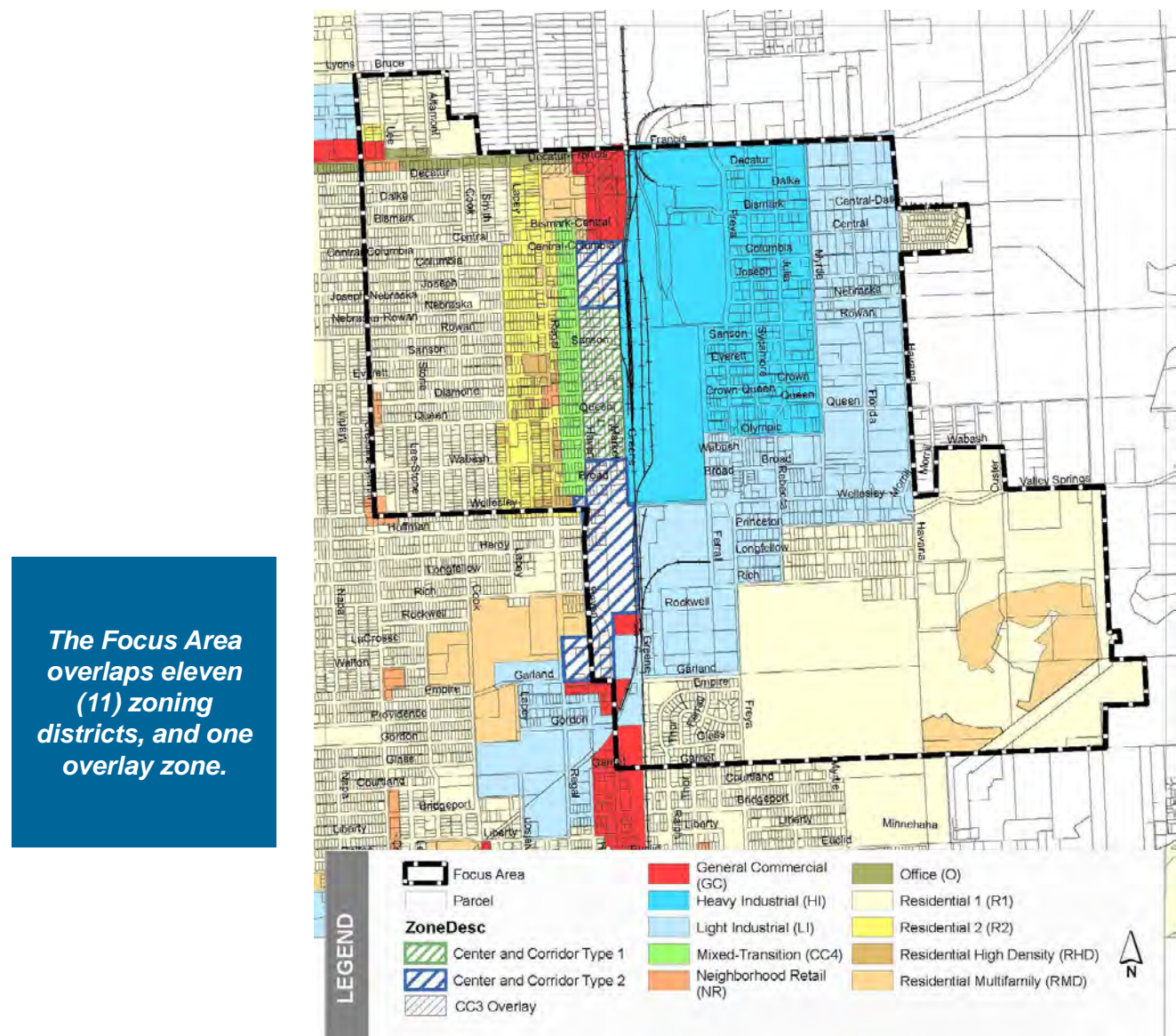


Figure 3.2 – Hillyard Subarea Current Zoning Map



SECTION 3.4

Preferred Land Use Alternative

The preferred land use alternative enables the changes represented in the Urban Framework Plan (Section 2.2). Section 2.1 identified the vision for the Hillyard area: “rediscover Hillyard’s history, assets, community, and potential through an actionable plan centered on physical enhancements, supportive infrastructure, and land use planning.”

Figure 3.3 depicts new future land use categories for the Hillyard Study Area. The changes from the current Comprehensive Plan include minor changes to the industrial designations within the Yard, an Employment Center designation over much of the Wellesley Planning Area, open space designations over the North Hill reservoir, and a Neighborhood Mini Center south of Valley Spring Road within Beacon Hill.

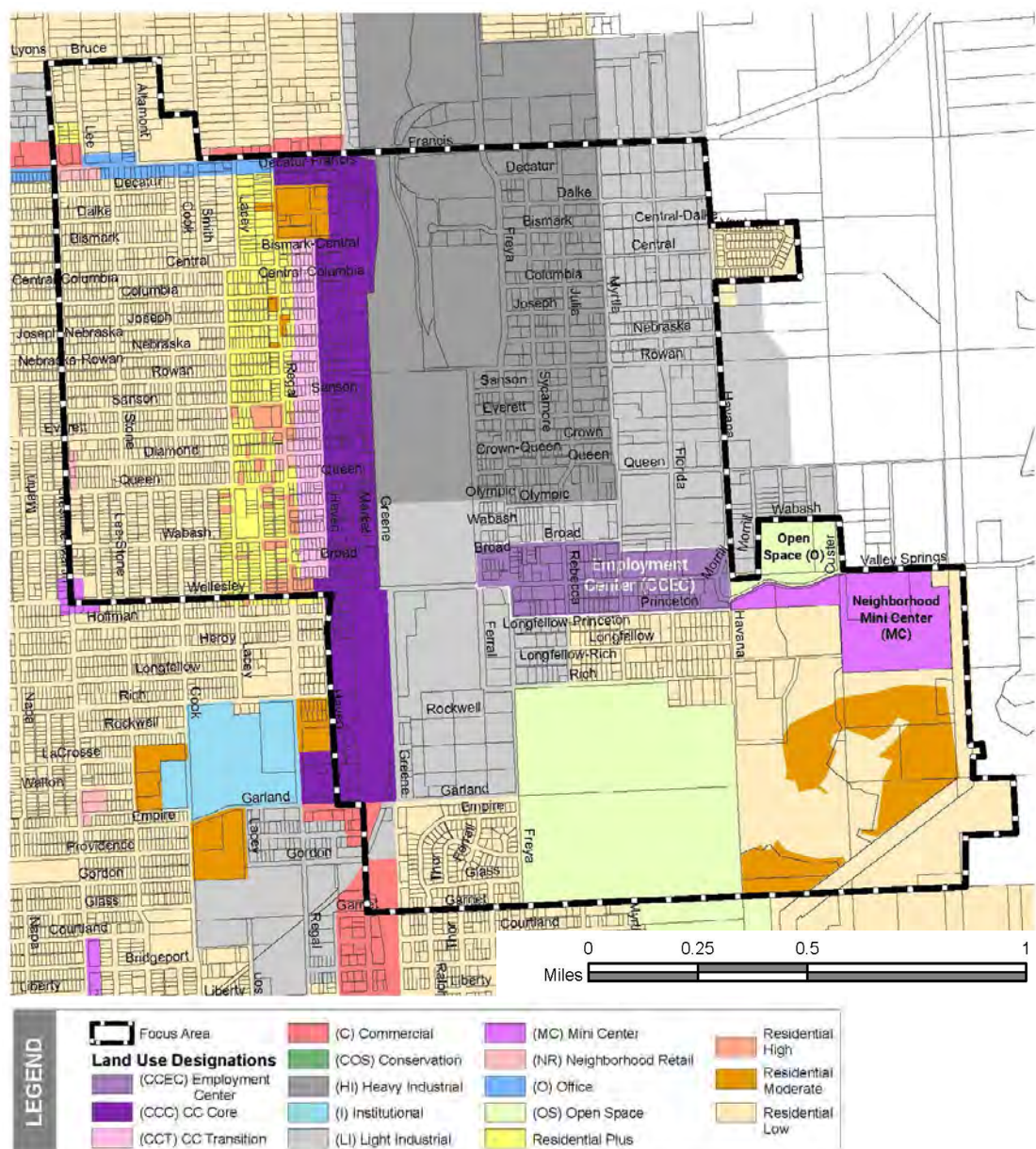


Figure 3.3 – Hillyard Subarea Preferred Land Use Alternative Map



SECTION 3.5

Area Need, Prospects, and Potential

Based on the UFP's designated Catalyst Sites, the Project Team generated the redevelopment potential for those properties based on the vision, future land use categories, and site conditions. These redevelopment estimates can help the City/NEPDA and property owners plan for supportive land use/zoning designations, services/infrastructure, and marketing/incentive programs.

It is important to note that these estimates represent the maximum potential development of the catalyst sites, not the likely amount of development within the planning horizon. The Public Financing Strategy Report in Appendix G provides more detail on assumptions about the pace of buildout of the Catalyst Sites.

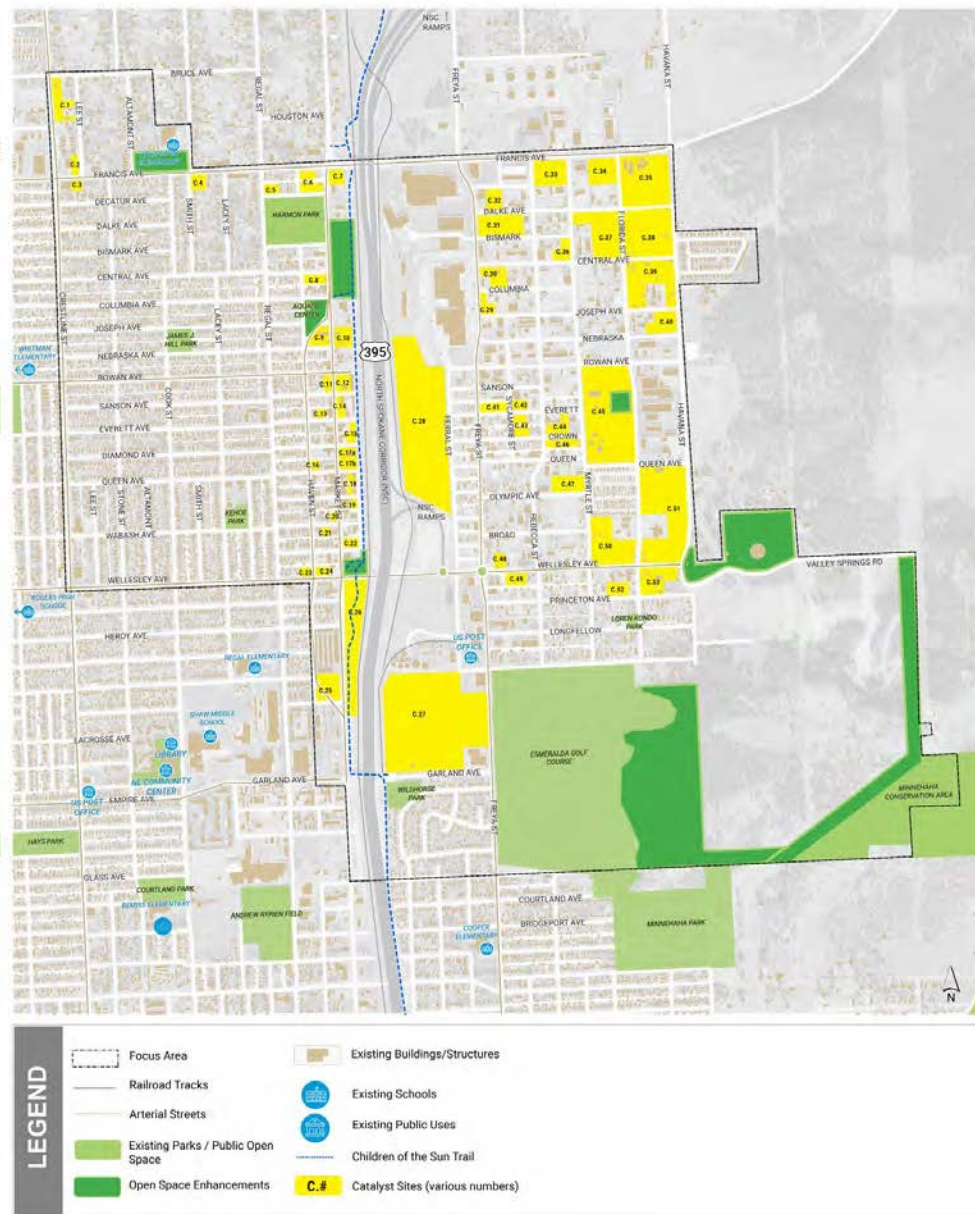


Figure 3.4 – Hillyard Subarea Plan Catalyst Sites Map



Section 3.5.1 Redevelopment Potential

To calculate the redevelopment potential of a site, several assumptions had to be made. At the time of this plan, the City is updating the Comprehensive Plan, and reviewing many of the zoning districts that will apply to the Hillyard area. The redevelopment estimates in this Subarea Plan are based on future land use guidance from the current Comprehensive Plan. The following specific assumptions apply:

TABLE 3.1 – REDEVELOPMENT ASSUMPTIONS

TABLE 3.1 – REDEVELOPMENT ASSUMPTIONS								
		FAR (with amenities) and Density Assumptions						
Future Land Use Category, 2017	Zoning District	Non-Residential	Residential	Combined	Assumed FAR	Maximum Density (Units per acre)	Assumed Density-Low (Units per acre)	Assumed Density-High (Units per acre)
Res Low	R-1					10	6.5	8.5
Res Moderate	RMF					30	19.5	25.5
Res High	RH					30	19.5	25.5
Res +						20	13	17
Office	O	0.8		0.8	0.5			
Center & Corridor Employment Center	CC1-EC	3.0		3.0	2.0	44	28.6	37.4
Center & Corridor Core ¹	CC1	1.0		3.0	2.0			
	CC2	0.8		2.3	1.5			
	GC	2.5		2.5	1.5			
Center & Corridor Transition	CC4 ²	0.5		1.5	1.0	22	14.3	18.7
Commercial	GC	2.5		2.5	1.6			
Heavy Industrial	HI ³	0.4		0.4	0.3			
Light Industrial	LI ³	0.4		0.4	0.3			
Neighborhood Mini Center	NMU ⁴	1.0		1.0	0.7	30	19.5	25.5
Neighborhood Retail	NR ⁵	0.8		0.8	0.5	22	14.3	18.7

¹ Use existing parcel zoning

² In the CC4 zone the FAR for all nonresidential uses may not be greater than the FAR for the residential uses located on the same parcel. Nonresidential uses are limited to a maximum of three thousand square feet per parcel.

³ Code does not list FAR limits: for Subarea Planning purposes, a 40% FAR was applied for all HI and LI zones

⁴ No residential density listed in NR district. Comp plan describes the Mini-Center district as also including high-density residential (higher than Neighborhood Retail), so assumed same density as RH.

⁵ No residential density listed in NR district. Comp plan describes the Neighborhood Retail district as also including "higher-density residential", so assumed same density as Res+ here.



Section 3.5.2

Redevelopment Assumptions

Based upon the assumptions in **Table 3.1**, the existing characteristics of the catalyst sites, and the preferred future land use alternative presented in Section 3.4, we estimate the total development potential of the study area as follows:

TABLE 3.2 - CATALYST SITES DEVELOPMENT POTENTIAL							
	Acres	Square Feet (SF)	Non Residential (sf)	Residential (sf) Low	Residential (sf) High	Dwelling Units Low	Dwelling Units High
Total Estimates	187.4	8,160,966	6,439,708	1,701,834	2,391,166	1,702	2,391

Section 3.5.3

Market and Economic Conditions

A market study of the Focus Area was conducted to inform the area-wide planning process. Key findings listed by topic are outlined below; the full study is found in **Appendix J**.

Population and Employment

- **Modest Population Growth:** The Focus Area, currently home to 9,686 residents, is projected to grow by just over 3% in 10 years (0.32% annually), compared to 8% citywide growth in Spokane. The Focus Area has the potential to absorb a higher proportion of the city's population growth through new development projects and infrastructure improvements such as the NSC project.
- **Housing Demand:** Up to 434 new housing units will be needed in the next decade, along with substantial renovation of about 414 existing units to keep them market-ready.
- **High Employment Growth:** The Focus Area is expected to add over 1,000 jobs in the next 10 years (1.8% annual growth), aligning with broader trends in Spokane County.
- **Need for Commercial Space:** Job growth could drive demand for up to 400,000 square feet of commercial and employment space over the next 20 years, including office, industrial, retail, and institutional uses.
- **Income Disparity:** Median household income is \$41,000 in West Hillyard (28% below city median) and \$61,000 in East Hillyard (7% above city median).
- **Housing Affordability:** About 26% of households are cost burdened. Renters are especially affected, with 47% spending over 30% of income on housing, highlighting the need for more affordable rental options.



Development Forecasts and Available Land

- Land Availability:** The Focus Area has 622 acres of undeveloped or unoccupied land—more than enough to meet the projected 10-year demand of 108 acres, resulting in a surplus of 514 acres.
- Commercial Development:** Land zoned to allow commercial and industrial uses exceeds projected needs, with a 514-acre surplus available for employment-related growth.
- Residential Development:** Over 230 acres are available for residential use, easily covering the forecasted 73-acre demand over the next decade. This includes mixed-use zoned land.
- Opportunity Sites:** The Project Team identified 53 catalyst sites; these are identified in **Appendix G**. Of the catalyst sites, 22 were identified as ‘opportunity sites’ due to being underutilized. The opportunity sites total 217 acres; which could meet all forecasted commercial demand and 8% of residential demand.

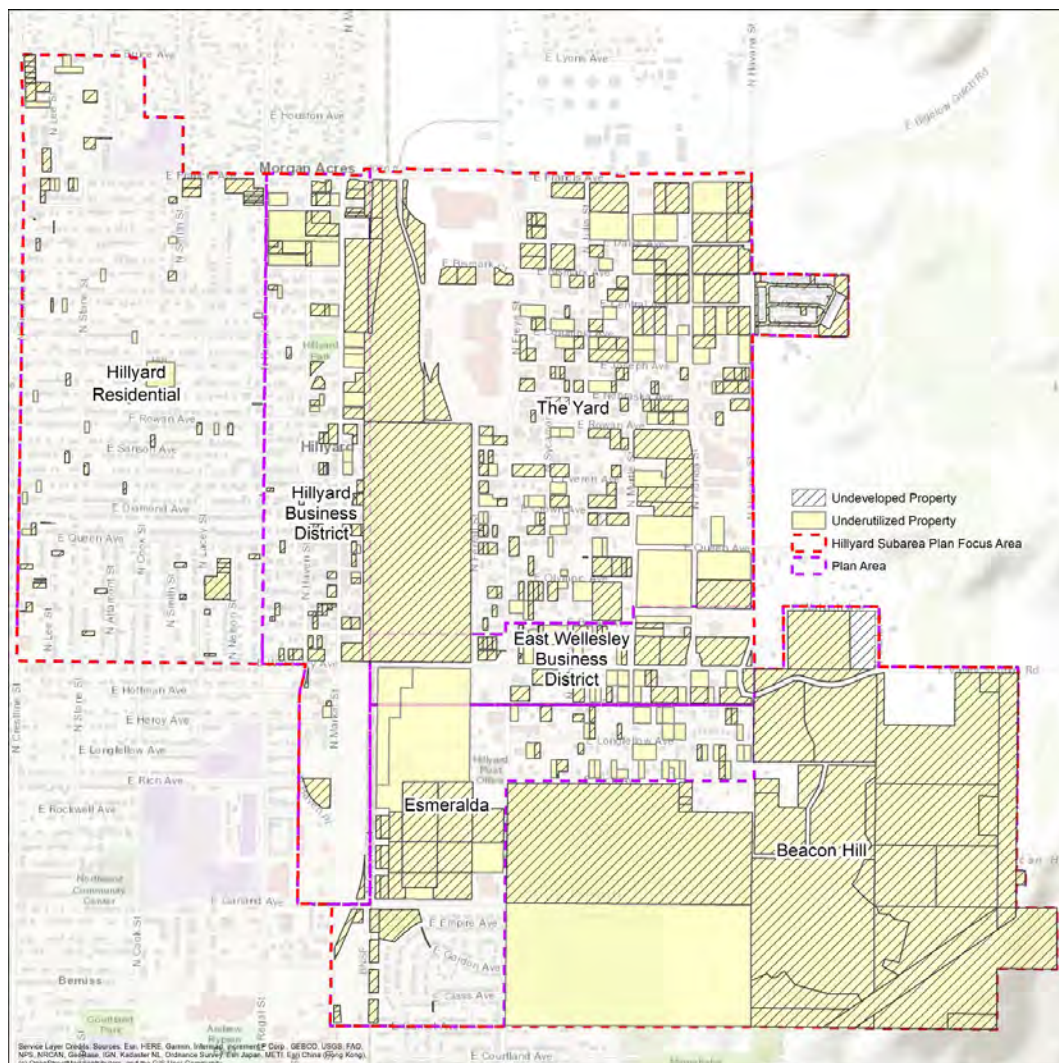


Figure 3.5 – Hillyard Subarea Undeveloped and Underutilized Properties Map



SECTION 3.6

Land Use and Urban Design Strategies

In addition to the specific projects recommended within the Urban Framework Plan, this section presents more general land use and urban design strategies to be implemented within the City's regulatory framework.

Section 3.6.1

Supportive Comprehensive Plan Amendments

The preferred land use concept, shown in **Figure 3.6**, depicts some changes that will be required of the Comprehensive Plan's future land use map. Specifically, recommended amendments to the future land use map include:

- Change the area labeled Employment Center (CCEC) from Light Industrial to CCEC.
- Change the area labeled Potential Open Space (O) from Residential Low to O.
- Change the area labeled Neighborhood Mini-Center (MC) from Residential Low to MC.

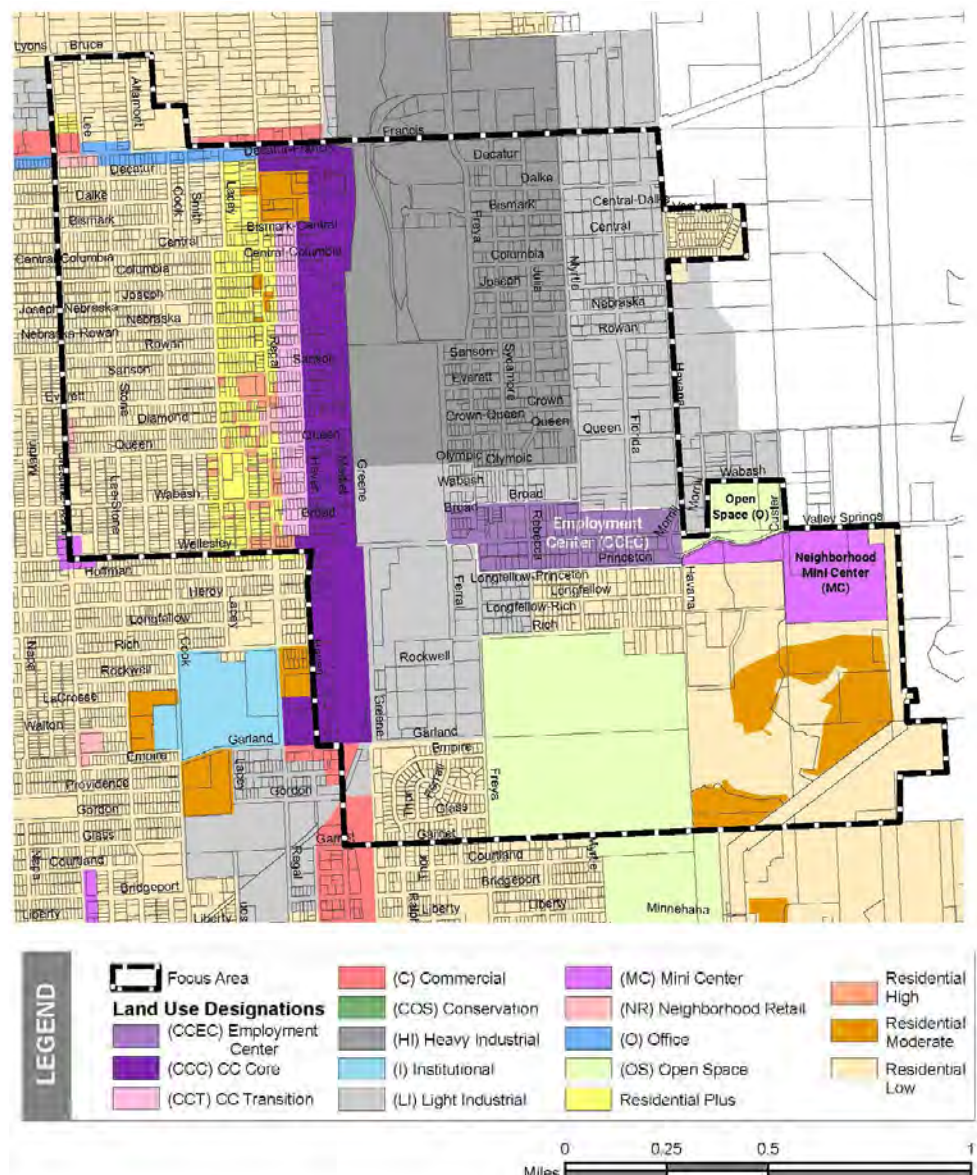


Figure 3.6 – Hillyard Subarea Preferred Land Use Alternative Map



Section 3.6.2

Supportive Zoning and Map Amendments

Currently, the City is examining the Corridors and Centers, which is both a land use and zoning approach within the city. This study will provide recommendations to inform both the comprehensive plan and development regulations. Because of this ongoing work, this Plan does not make specific recommendations for zoning changes within the study area.

Key recommendations in the Corridors and Centers study will center around:

- Creation of a new family of mixed-use zones for centers and corridors, including zones that could apply outside of the designated Centers and Corridors in the land use plan.
- Emphasizing maximum building heights and height transitions in each of the mixed-use zones.
- Updates to block frontage standards along pedestrian-oriented streets that include allowable uses, transparency requirements, weather protection areas, prohibition of freestanding signs, and more.
- Reduced block size and enhanced connectivity standards for large lot development.

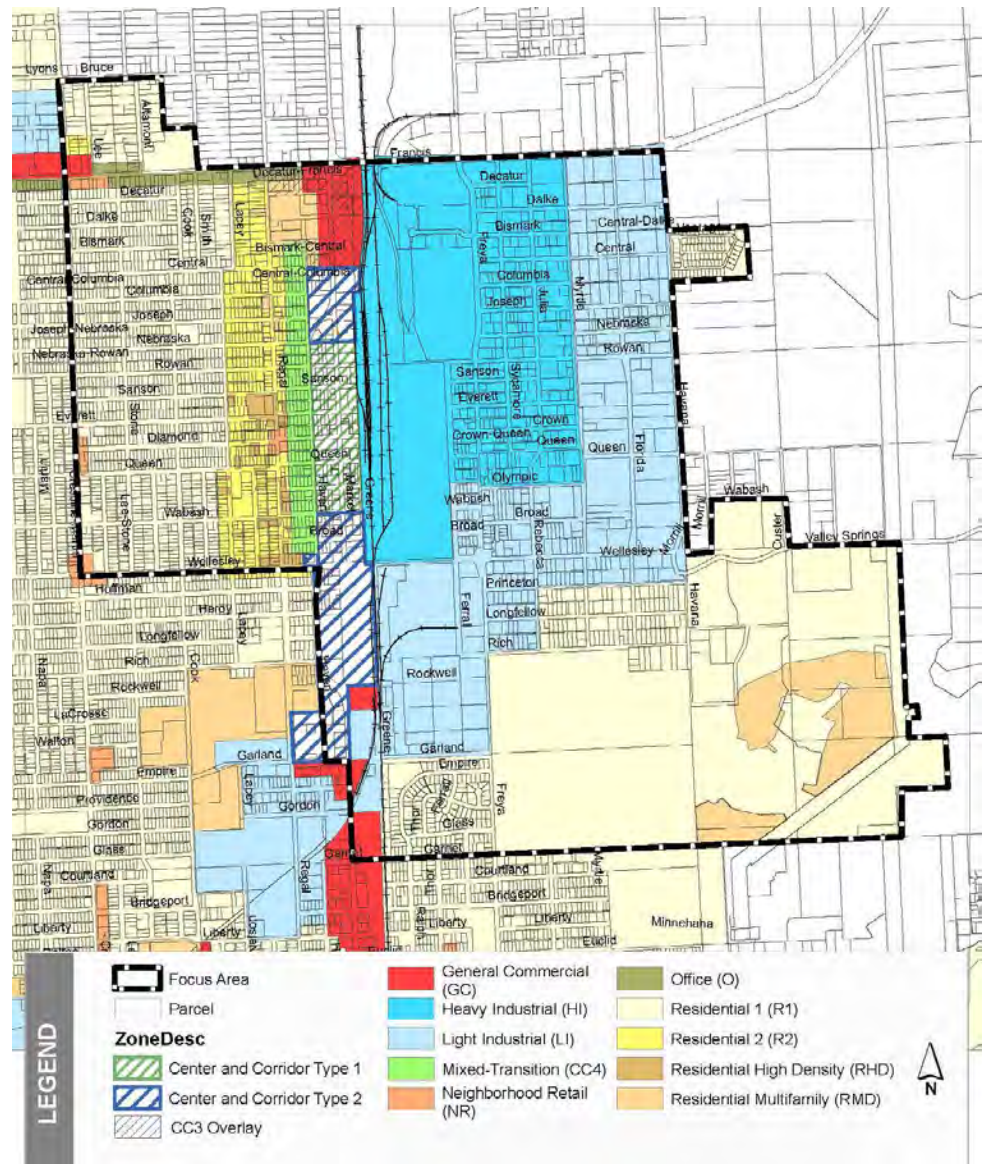


Figure 37 – Hillyard Subarea Current Zoning Map



Section 3.6.3

Other Supportive Land Use/Urban Design Strategies

In addition to amendments to the comprehensive plan and zoning ordinance, the following strategies can support the successful redevelopment and revitalization of the Hillyard area:

- Create design standards for the public realm outside of the zoning ordinance. These standards should guide public investments during street projects and may include streetscaping, sidewalks and/or multi-use trails.
 - Street design standards for industrial areas
 - Street design standards that include modifications to implement complete streets principles
- Implement Crime Prevention Through Environmental Design principles to reduce both crime and fear of crime. Applicable principles include:
 - Lighting, landscaping, and clear sight lines to enhance natural surveillance
 - Use of barriers such as fencing or plantings to provide orientation and a pedestrian-friendly environment, discouraging would-be offenders by making non-compliance obvious
 - Use of physical attributes like art, signs, landscaping and more to define areas of “ownership” and care.
 - Increasing physical maintenance and code enforcement in the area, using low-maintenance landscaping materials, removal of trash, and other programs to maintain a clean and orderly environment
 - Ensure access to goods and services by designing pedestrian amenities, public parks, transit, employment and housing areas together.
- Create evaluation criteria for when a right-of-way should be vacated.
- Build on existing, or previously existing, façade improvement programs for existing businesses.
- Consider programs, both enforcement and incentives, to increase property maintenance.
- Consider performance-based zoning standards to ensure that industrial and large employment uses are good neighbors to commercial and residential areas.





- Activity Center Designation: Designate areas within each Plan Area that are prime for redevelopment as activity centers (see **Figure 3.6**).
 - Hillyard Business District - AC.2 and 4.
 - Hillyard Residential - AC.1, 5, 6.
 - The Yard – AC.3.
 - Wellesley Business District – AC.7.
- Specific strategies for the Hillyard Business District Plan Area:
 - **Mixed-use Development:** Prioritize a variety of uses by concentrating mixed-use development at activity centers and catalyst sites.
 - **Zoning:** Utilize zoning to direct the type, location, and density of development to help realize the Plan Area’s vision by aligning current zoning with the future land use plan. Create flexible zoning language that allows for a variety of employment, residential, and commercial uses including mobile vendors.
 - **Transitional Development:** Harmonious Development: Create performance standards, including criteria for when they are triggered, that minimize noise, vehicular traffic, and other impacts on adjacent neighborhoods.
 - **Facade and Site Enhancements:** Establish a program that incentivizes property owners to improve their site and exterior building facades. This program can include financial grants, historic preservation grants, tax incentives, and design assistance to encourage participation and ensure high-quality improvements.



Figure 3.6 – Hillyard Subarea Plan Activity Centers Map





Chapter 4

The Housing Element





SECTION 4.1

Introduction

One important objective of this plan is to enhance livability by providing affordable housing so that as the Hillyard area improves, existing residents are not displaced. The City has done significant work recently to promote the development of more housing. This chapter summarizes those initiatives, provides background on the current state of housing, and recommends strategies for the city and its partners to do even more.

SECTION 4.2

Current Housing Supply and Characteristics

This section provides a snapshot of the housing supply and characteristics specific to the Focus Area, including housing units and tenure, housing types, and unit size. Information in this section is based on readily available census data accessed in July 2023, which may differ slightly from the City's Housing Action Plan adopted in July 2021. A full analysis of housing supply and demand can be found in the Market Study in **Appendix J**.

Section 4.2.1

Housing Units and Tenure

The Focus Area contains 5,304 housing units, with a 97% occupancy rate—58% owner-occupied and 42% renter-occupied. This ownership rate is slightly higher than the City of Spokane but about 5% lower than Spokane County and Washington State.

Most housing in the area is older, with 79% built before 1980 and 21% built since. Homes built before 1978 may contain lead-based paint, which can be managed with proper care. An aging housing stock also requires ongoing maintenance and, in some cases, significant repairs.

Section 4.2.2

Housing Types

The majority (76 percent) of housing types within the Focus Area are single unit, detached homes. Housing with 20 or more units make up the second largest percentage at 7 percent. Three and 4-unit buildings make up 4 percent. Single unit attached homes make up 3 percent of the housing. Finally, the remaining 10 percent of housing types are comprised of 2-unit, 5- to 9-unit, 10- to 19-unit, and manufactured housing, which individually make up less than 3 percent of the housing share (1 percent, 3 percent, 3 percent, 3 percent, respectively).



TABLE 4.1 - HOUSING TYPES, WITHIN FOCUS AREAS CTS

Number/Percent of Housing Units by Geographic Area

Housing Characteristic	WA State	Spokane County	CT 2.01 ¹	CT 2.02 ¹	CT 16 ²	CT 144 ³	Focus Area CTS ⁴	City of Spokane
Total housing units	3,170,695	221,968	1,345	714	1,432	1,813	5,304	99,933
1 unit, detached	63.00%	65.30%	68.60%	75.60%	62.60%	92.50%	76.09%	63.60%
1 unit, attached	4.10%	3.40%	8.70%	2.80%	1.60%	0.80%	3.29%	2.80%
2 units	2.30%	2.40%	2.30%	1.50%	1.30%	0.00%	1.14%	3.10%
3-4 units	3.60%	3.00%	3.50%	6.00%	10.00%	0.00%	4.40%	4.10%
5-9 units	4.40%	4.20%	2.70%	6.00%	5.00%	0.00%	2.92%	5.30%
10 to 19 units	4.80%	5.80%	0.70%	1.30%	9.40%	0.00%	2.89%	6.20%
20+ units	11.70%	10.30%	12.00%	6.20%	10.20%	0.00%	6.63%	13.30%
Mobile home	5.90%	5.30%	1.50%	0.00%	0.00%	6.70%	2.67%	1.60%
Boat, RV, van, etc.	0.20%	0.10%	0.00%	0.00%	0.00%	0.00%	0.00%	0.00%

¹ Prior to 2021 census data, CTs 2.01 and 2.02 were combined as CT 2.

² Focus Area covers a portion of CT 16 (the western portions are outside the Focus Area).

³ Focus Area covers a portion of CT 144 (the southern portions are outside the Focus Area).

⁴ Statistics reflect a weighted calculation of CTs 2.01, 2.02, 16, and 144.

Source: US Census / American Community Survey 2021-5-year estimates

Like many communities across the United States, the Focus Area has a lack of ‘Missing Middle Housing’ – types that fall somewhere in between single-unit homes and mid-rise or higher-unit apartment buildings. With three-fourths of the housing in the Focus Area comprised of single detached units, housing choice is greatly limited in this area. A lack of diversity in housing types can create a mismatch between preference and reality, and it can also lead to – like tenure mix – a lack of diversity in the neighborhood in terms of age, income, and household type.

Within the Focus Area, there is extensive opportunity to increase housing type diversity, whether it be through redevelopment, existing housing conversion, or adding units on existing residential lots, for example, by way of accessory dwelling units.



Credit: Google Earth Streetview

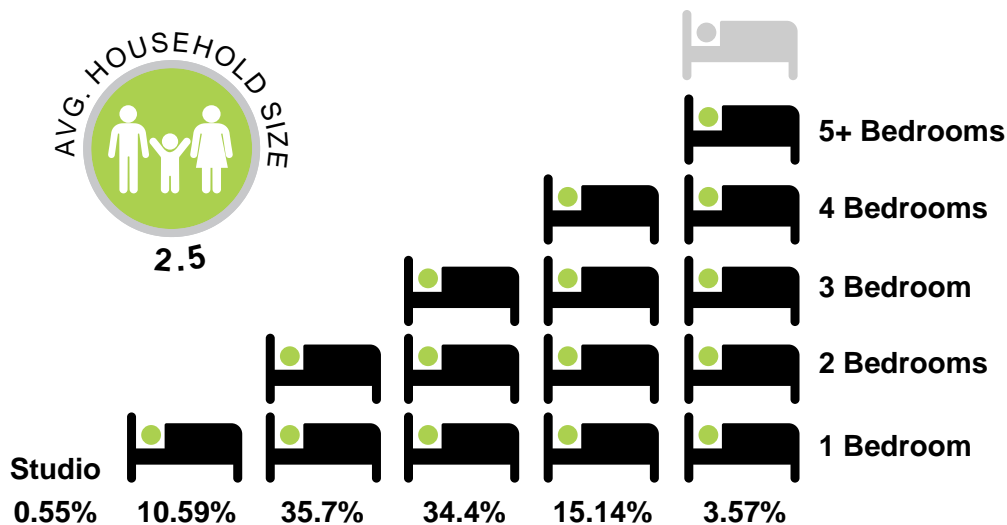


Section 4.2.3

Unit Size

The Focus Area has a range of housing unit sizes. Approximately 70 percent are either 2 or 3 bedrooms (35.70 percent and 34.44 percent, respectively). 4-bedroom units are 15.14 percent. One-bedroom units make up 10.59 percent of the housing stock. Finally, 3.57 percent of units have 5 or more bedrooms, and less than 1 percent (0.55 percent) of the units do not have a bedroom (studio units).

The Focus Area has an average household size of 2.5 people, and an average family size of just over 3 people.



As with housing tenure and type, too much of one unit size in terms of number of bedrooms limits choice and impacts the diversity of people found within a neighborhood.

Additionally, neighborhoods with a diverse range of unit sizes will attract diverse households into the neighborhood but also allow them to move and stay within the neighborhood for longer periods of time as the needs and space of households and families change.

With 70 percent of the housing in the Focus Area consisting of 2- and 3-bedroom units, there is opportunity to add housing in this neighborhood on either side of the spectrum – studio and 1-bedroom units, as well as 4+ bedroom units.

Section 4.2.4

Housing Cost and Affordability

For the Focus Area, the median household income ranges from \$37,330 to \$60,850. Three of the Census Tracts (CTs) are below the City's median household income of \$65,016, and all CTs are below both the County and State levels. (source: 2020 US Census)

The average household poverty rate for the Focus Area is 18.5 percent. The poverty rates for the Focus Area are higher compared to the City, County, and State.



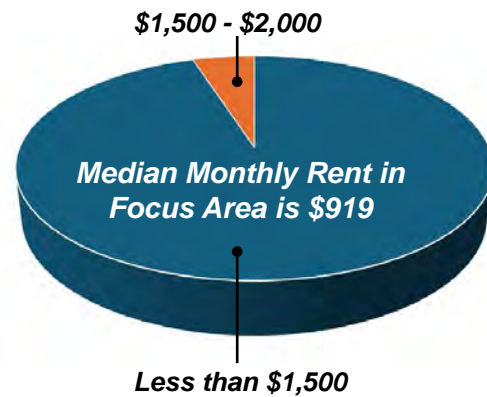


4.2.4.1. Affordability, Renter-occupied units

Median monthly rent in the Focus Area is \$919, which is slightly below the Citywide and County median rent, and much lower than the statewide median rent. Approximately 95 percent of monthly rental rates are less than \$1,500, and based on 2021 data, no rental rates are above \$2,000.

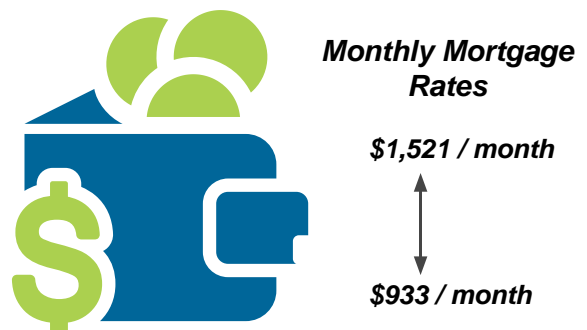
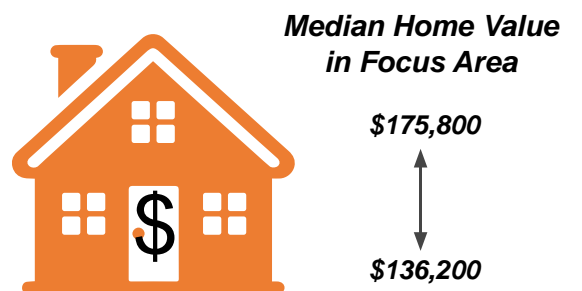
Nearly half of the people living in the Focus Area (47.6 percent) are cost-burdened households, households where gross rent is equal to or over 30 percent of household income. Approximately 34 percent of households spend 35 percent or more of their income on rent.

Rental housing units that are more affordable to those at lower income levels are in great need within the Focus Area.



4.2.4.2. Affordability, Owner-occupied units

The median home value in the Focus Area ranges between \$136,200 and \$175,800, which is lower than the city, county, and statewide home values. Approximately 35 percent of residents have paid off their mortgages. Of those units with a mortgage, 97 percent are paying less than \$2,000 monthly. Based on the median household income ranges in Section 7.2.4, and the 30 percent rule, a household should be spending between \$933 and \$1,521 in monthly mortgage rates. In addition to renters in the Focus Area, there are also homeowners that are housing cost burdened.





SECTION 4.3

Housing Demand

The City's [Housing Action Plan](#) included a Housing Needs Assessment, which is summarized below.

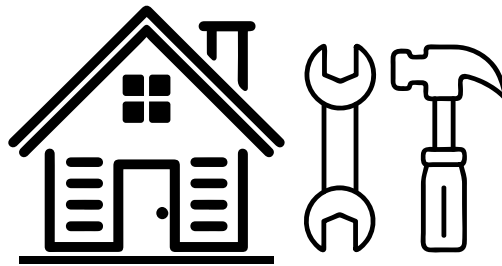
Spokane is experiencing steady population and job growth, with an estimated need for at least 6,800 new housing units over the next 20 years. Demographic shifts—particularly among baby boomers and millennials—are increasing demand for smaller homes and assisted living options. However, current housing is dominated by single-family homes and larger multifamily buildings, limiting choices.

The Comprehensive Plan and Housing Action Plan call for expanding “missing middle” housing—such as townhomes, duplexes, and accessory units—especially in lower-density zones, to improve affordability and meet diverse needs. The Housing Action Plan also recommends policy and code changes to support this goal.

In the Hillyard study area, 434 new housing units are needed by 2033, along with rehabilitation of 414 existing units to maintain supply. This represents a 12% increase, with an annual absorption rate of 43 units—significantly higher than the current average of 7 new units per year.



**434 New Housing Units
needed by 2033**



**Rehabilitation of 414 existing
units to maintain supply**



**12% increase
with
absorption
rate of 43
units annually**

Housing examples that can be built in Hillyard





SECTION 4.4

Current City Housing Policies

This section includes housing-related goals and policies/strategies adopted as part of the City's Comprehensive Plan (2017) and Housing Action Plan (2021). Both citywide documents contain goals and policies or strategies that the City has committed to that must be considered in tandem with this Subarea Plan.

Section 4.4.1

City of Spokane Comprehensive Plan Housing Goals and Policies

The City's Comprehensive Plan details specific goals and policies for ensuring diverse, affordable, and equitable housing selections for its residents. The following is a summary of the housing policies relevant to the Focus Area.

- **Efficient Growth:** Focus new housing in areas with existing infrastructure and services.
- **Equity & Inclusion:** Encourage socioeconomic integration and mixed-income developments citywide.
- **Affordable Housing:** Require affordable units in new developments, support funding sources, and assist in developing low-income housing.
- **Housing Diversity:** Expand housing types including townhomes, accessory dwelling units (ADUs), manufactured homes, and single-room occupancy units.
- **Individuals with additional needs & Senior Housing:** Support housing for seniors and individuals with special needs, ensuring geographic distribution and accessibility.
- **Rehabilitation & Preservation:** Provide support for housing rehabilitation and preservation beyond code requirements.
- **Connectivity:** Link housing with transportation, jobs, education, and services to enhance livability and reduce barriers.

More detail on each of these housing policies and their respective goals can be found in **Appendix B**.

Section 4.4.2

City of Spokane Housing Action Plan (HAP) Goals and Strategies

The HAP identifies actions that the City can implement to support increased housing options and create more homes for more people. Below is a summary of the strategies from the HAP:

- **Expand Housing Supply**
 - Encourage diverse housing types, especially missing middle housing.
 - Increase affordable housing to support mixed-income neighborhoods.
 - Simplify permitting processes.
- Focus development near transit, centers, and corridors.
- Update ADU standards for flexibility.
- Use public/partner-owned land for affordable housing.



▪ **Preserve Existing Housing**

- Strengthen code enforcement for safety and quality.
- Align resources to maintain affordable housing.
- Protect and support renters.
- Monitor short-term rentals to reduce negative impacts.

▪ **Promote Equity and Access**

- Remove barriers to housing for underserved groups.
- Address racial disparities in housing.
- Support low-income homeownership stability.

▪ **Strengthen Planning and Partnerships**

- Align growth with the Comprehensive Plan.
- Collaborate across sectors (health, education, transit) to support housing goals.
- Improve use of housing data for informed decision-making.

More detail on each of these housing policies and their respective strategies can be found in Section I.6.1 of **Appendix I** Plan References and Resources.

Section 4.4.3

Building Opportunity and Choices for All (BOCA) and Building Opportunity for Housing (BOH)

To support the goals listed in the HAP to increase housing supply, an interim zoning ordinance, BOCA, was proposed to quickly permit and encourage more housing types in response to rising rents and home prices. The BOCA pilot program is a one-year initiative intended to modify residential zoning to facilitate more diverse housing types in Spokane neighborhoods. Throughout the program, Planning Services staff collaborated with stakeholders and community members to develop permanent changes to the zoning code in order to improve housing choices for residents. Interim regulations were in effect between August 2022 and December 18, 2023, and provided the following:

- Duplexes, triplexes and fourplexes city-wide
- Townhomes (“attached homes”) allowed on all residential lots with no cap on number of townhomes, except in the Residential Agriculture (RA) zone
- Modified lot development standards to control building bulk and placement for detached single-family homes, duplexes, townhomes, triplexes and fourplexes to support the construction of middle housing types
- Unit density calculations for all projects approved under the pilot are permitted to round up
- Specific incentives for mixed-use residential construction in the Center and Corridor Zones were also included:
 - Modified building standards for development that are made up of at least 50% residential units to make construction more feasible
 - Reduce vehicle parking requirements for the residential floor areas
 - Floor area ratio and building height increases



While the BOCA initiative provided an immediate response to housing supply, it was only a temporary solution. The Building Opportunity for Housing (BOH) program was intended to address this issue by introducing more permanent amendments and policy changes to the Comprehensive Plan and Municipal Code to enhance housing choice, specifically to promote the development of middle housing and increase opportunities for home ownership. BOH permanently went into effect in Winter 2023, following Comprehensive Plan Amendments (Phase 1) and Municipal Code Amendments (Phase 2). These amendments included:

- Design standards for single-unit detached homes and Middle Housing developments
- No parking required for residential uses within ½ mile of a transit stop
- No lot density maximums for lots less than 2 acres
- Reduced lot size minimums
- Expanded Unit Lot Subdivision process to allow for greater site flexibility
- Implementation of footprint and impervious surface maximums
- Increased building height and reduced front and rear setbacks for some zones

SECTION 4.5

Housing Strategies

In addition to increasing supply, it is a priority to prevent displacement of current residents of the area as improvements and redevelopment happen. There are also further regulatory and incentive-based strategies that can help housing production in the Hillyard area.

Section 4.5.1 Anti-Displacement Strategies

Because the Hillyard area has a supply of naturally occurring affordable housing, and a significant population that is housing-cost burdened, it is important to approach redevelopment and revitalization with an eye toward keeping people in their neighborhoods. According to the Housing Displacement Risk Assessment done by the City in 2021, the Hillyard area has a very high risk of displacement due to socioeconomic status. As shown in **Figure 4.2**, displacement is tied to rising property values as new investment comes to a neighborhood.



Figure 4.1 – Types of Anti-Displacement Policies (source: South Logan TOD Housing and Anti-Displacement Plan)



Tools that can help with the anti-displacement priority include:

- Utilize a template development agreement which includes a checklist of priorities specific to Hillyard that would govern development or redevelopment over a certain size threshold.
- Establish a Community Preference policy which allows preference for existing residents in applications for new affordable housing units in the Hillyard neighborhood.
- Create a rental assistance fund to minimize displacement impacts on the most economically vulnerable. The fund would be available to residents needing relocation cost assistance or to cover security deposits or moving expenses.
- Utilize the Spokane Low Income Housing Consortium to acquire land for affordable housing.
- Explore the creation of a Hillyard Business Improvement District (BID), which would have the power to collect revenues and directly support initiatives which mitigate displacement of local businesses.
- Adopt a series of anti-displacement metrics that can be monitored throughout the implementation of this plan. Examples include: preserved housing units affordable to at or below 50% AMI; at-risk (for displacement) individuals served by financial technical assistance programs; or number of long-term designated affordable home ownership opportunities created (down payment assistance, new construction) or preserved (foreclosure assistance, home repair, mortgage assistance).

Section 4.5.2

Regulatory Strategies

The following strategies should also be considered to build on the City's previous work:

- Include flexibility in housing types allowed in the corridors and centers districts, currently being studied.
- Review design standards to minimize standards that increase housing costs but do not produce desired, priority outcomes.
- Reduce or eliminate requirements for ground floor retail in mixed-use developments in the Hillyard area, including in applicable corridor and center zoning districts. Market demand for bricks-and-mortar retail is unpredictable and can present a financial hardship to developers.

Section 4.5.3

Incentive and Other Strategies

The city is currently using all available incentives for housing allowed by Washington state law. These strategies should be targeted to the specific housing needs of current and future Hillyard residents.

- Target financial incentives to the production of studio and one-bedroom units, the type identified as most needed in the Market Study.
- Consider public-private partnerships with employers looking to add new employment opportunities to provide affordable housing to workers in Hillyard.



Chapter 5

The Transportation & Mobility Element



SECTION 5.1

Introduction

The infrastructure that supports our movement within a community plays a pivotal role in shaping the character and vibrancy of that place. A well-designed, connected, accessible, and multimodal transportation system has the power to drive economic growth, enhance social equity, and elevate the overall quality of life for residents. For communities like Hillyard to thrive, there is value in creating a multimodal transportation network that services a variety of users, ranging from motorists to pedestrians. Through the Subarea Planning process, there is opportunity to expand the existing transportation network so that all needs of the community are met, and growth can be accounted for. This chapter illustrates the current transportation network of the Hillyard Focus Area, identifies gaps within it, then describes existing plans and unique strategies to improve aspects of the network.

SECTION 5.2

Guidance on Transportation and Mobility in Existing Plans and Documents

A review of transportation and mobility recommendations from other current plans relevant to the Focus Area was conducted, and a summary of key recommendations is included below.

Section 5.2.1

City of Spokane Comprehensive Plan and Policies

The City's 2017 Comprehensive Plan has a variety of applicable transportation-related goals and policies. The most relevant goals speak to providing mobility choices that need the needs of walking, biking, public transportation, private vehicles, and other modal choices. Additionally, the comprehensive plan priorities fiscal responsibility, safety, efficient operations, and innovation within the transportation system. As it is reflected in this Plan, the comprehensive plan guides transportation and land use decisions to be integrated so mobility can provide improved access to jobs, retail, and housing.

Appendix B Plan References and Resources contains descriptions of each transportation-related goal and policy of the Comprehensive Plan.





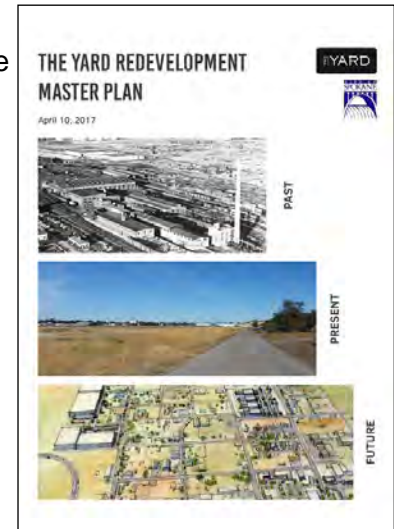
Section 5.2.2

The Yard Redevelopment Master Plan

The Yard Redevelopment Master Plan (YRMP) recommended several transportation-related improvement projects for the eastern portions of the Focus Area with a geographical emphasis on the legacy industrial areas of the community. The YRMP recommended a centralized stormwater treatment facility to support future development and ROW acquisition on sections of Rebecca, Julia, and Freya to improve multimodal connections within the study area and its nearby destinations.

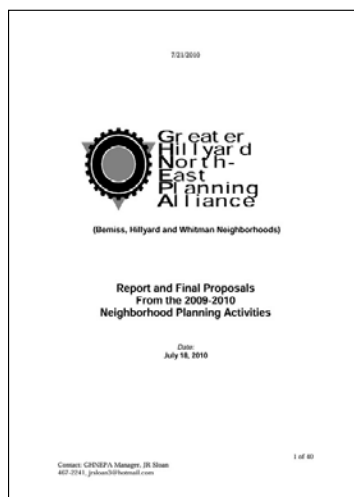
The YRMP also recognized that the City's existing design standards for arterials and collectors that feature bicycle lanes, pedestrian paths, and street trees might not be appropriate for the unique zoning make-up of the Yard. They recommended an industrial corridor cross-section be created as a means of providing a thickened pavement section, reducing pedestrian facilities, and oversized lanes especially catering to larger truck traffic. Additionally, the Heavy Freight Users likely require a high level of infrastructure service as they rely on heavy freight transportation with 1000-2000 ADT per facility. The conditions of infrastructure during the study were assessed as unsuitable, particularly on Freya Street.

Appendix B contains descriptions of each priority transportation improvement for the Focus Area that are recommended in the YRMP.



Section 5.2.3

2010 Greater Hillyard Northeast Planning Alliance (GHNEPA) Plan



Of the 10 strategies developed by this plan, Strategy 6 – Transportation and Infrastructure Improvement intends to develop and maintain a fully coordinated transportation and infrastructure concept that serves identified needs of neighborhood residents, area businesses & industry clusters, and interfaces with the plans of surrounding communities. It identified objectives to realize this strategy that included prioritizing intra-district transportation routes for funding, using a rail spur to secure economic and community development advantages, promoting access through streets and light rail, and supporting an integrated network of paved pedestrian routes.

Appendix B provides a description of the 2010 GHNEPA Plan and lists the strategies and objectives that apply to the Focus Area.

Section 5.2.4

Bigelow Gulch Corridor Safety and Mobility Project

The Bigelow Gulch Corridor Safety and Mobility Project is an effort comprised of various roadway improvements to the Bigelow Gulch Corridor, an 8.2-mile rural road in Spokane County that connects the City of Spokane to the City of Spokane Valley. The project is intended to provide alternate freight routes for the region. This corridor improvement project is expected to generate additional traffic volumes in the Hillyard Focus Area which, in turn, could spur industrial and commercial development in the area.

Appendix B provides greater detail on the Bigelow Gulch Corridor Safety and Mobility Project as well as a visualization of the roadway improvements it proposes.

Bigelow Gulch Corridor Safety and Mobility Project RAISE FY 2021 GRANT APPLICATION

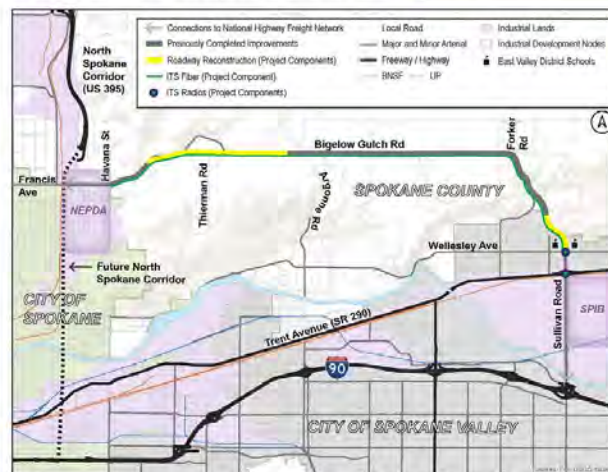
Applicant: Spokane County, WA

PROJECT OVERVIEW

The Bigelow Gulch Corridor is a 8.2 mile rural road in Spokane County that provides a vital connection for regional goods and freight movement. The corridor has a deadly crash history due to congestion, absence of passing lanes, poor sightlines, steep grades, and sharp curves.

Spokane County has secured \$17.015 million to complete the upgrades to this rural corridor and is seeking \$9.855 million in RAISE funding to realize the \$70.5 million in total benefits to the region.

This funding will allow the County to complete the reconstruction and upgrading of the corridor to four-lane arterial. Intelligent Transportation System (ITS) fiber, cameras, signs and other components will be installed along the corridor, connecting to and supporting the regional ITS systems.



LET'S TALK BIGELOW GULCH:

Commissioner Al French

Email: AFrench@spokanecounty.org | Phone: (509) 477-2265

Web: <https://www.spokanecounty.org/4647/Bigelow-Gulch-Corridor-Safety-and-Mobility>



PROJECT FUNDING



FUNDING PARTNERS



PROJECT SUPPORTERS



KEY PROJECT BENEFITS

- Connectivity to Jobs in Rural Communities:** Improving regional connectivity to over 1,100 acres of employment centers, with over 500 acres in the Northeast Public Development Authority (west end of the project) and over 600 acres in Spokane Valley's Business and Industrial Park and Northeast Industrial Area (east end of the project).
- Freight Mobility and Connectivity:** Improving freight mobility between the US395 in Spokane, Washington and US95 in north Idaho and enhancing connectivity of agricultural freight movement in the Inland Northwest.
- Safety:** Reducing anticipated collisions for the traveling public by 29%. Reducing pedestrian/vehicle conflicts by constructing a pedestrian tunnel connecting the East Valley High and Middle Schools, wide shoulders, and a separated pathway in certain locations.
- Travel Time Savings:** Improved travel time for movement of goods (agricultural freight and commercial trucking) and travelers (passenger automobiles) by saving 5.4 million person hours of travel time.
- Incremental Operations and Maintenance Savings:** Reducing the operations and maintenance costs by bringing poor infrastructure to a state of good repair.
- Environmental Improvements:** Reducing emissions by 30,987 tons.

BENEFIT COST ANALYSIS (BCA)

KEY BCA METRICS	RESULT AT A DISCOUNT RATE
Total Benefits	\$70.5M
Total Costs	\$25.6M
Benefit-Cost Ratio	2.75

"Bigelow Gulch Road is in urgent need for expansion/improvements to handle the existing and future traffic for reasons of safety, environmental and economic vitality. This road is the main corridor between the Spokane Valley and North Spokane. Our company and employees use Bigelow Gulch/Forker Road daily. Please implement the design changes to widen the road to four lanes and straighten the dangerous curves for the safety of our families, friends, and employees." - MATTHEW EWE, IEDS LOGISTICS



SECTION 5.3

Current Transportation and Mobility Characteristics

The existing transportation and mobility network is a defining feature of the Hillyard community, as the area is bisected by rail lines and the recently completed North Spokane Connector highway (NSC or US 395); the availability of mobility choices vary greatly on the West and East sides of the Focus Area.

The West portions of the Focus Area (west of the NSC) are well-served with a traditional street grid, multiple transit lines, bicycle routes, sidewalks, and the Children of the Sun regional trail. However, the area needs some infrastructure improvements and service enhancements to better serve its population, enhance quality of life, and support economic development. (e.g., sidewalk gaps, pavement wear). Specifically, the Hillyard Business District is the center of commerce/civic life and intended to be a strong pedestrian environment, yet Haven/Market Streets support heavy traffic volumes, its side streets are wide and exhibit sidewalk wear, and there is a lack of crossing locations. In the residential areas, many of the streets are also wide, presenting potential hazards to cyclists and pedestrians. Enhancements to select corridors would calm traffic speeds, create additional mobility choices, and support infill/redevelopment projects therein.

Haven Street
– Several participants noted that Haven Street is a heavily travelled corridor with high traffic volumes and vehicle speeds. Participants noted that it is both difficult and uncomfortable for pedestrians (especially children) to cross the street and there is a lack of designated crossings and street trees. Additionally, some of the sidewalk segments along the corridor are in disrepair. (participants of walking tour, 9/20/23)

Hillyard Business District is the center of commerce/civic life and intended to be a strong pedestrian environment, yet Haven/Market Streets support heavy traffic volumes, its side streets are wide and exhibit sidewalk wear, and there is a lack of crossing locations

The east portions of the Focus Area rely heavily on roadways for travel and lack a wider variety of mobility choices. Currently, East Hillyard (the lands east of the NSC) has undersized arterial roadways (to accommodate freight vehicles), several unimproved rights-of-way, a lack of sidewalks/bicycle lanes, and an absence of transit service. Freya Street and Florida Streets are major corridors serving the legacy industrial area but are not constructed to City standards (which limits infill and redevelopment potential in the Yard). The City has near-term plans to improve E. Wellesley Avenue (between Freya and Havana Streets) with new pavement, sidewalks, drainage swales, and a shared use pathway. Currently,

there is no transit service in the East Hillyard vicinity, and the connections to West Hillyard (via Wellesley Avenue and Francis Avenue) are said to be less comfortable for pedestrians and cyclists due to the roadway designs. Notably, golf carts (and similar vehicles) are allowed to utilize streets and sidewalks which creates a unique travel option.

This section discusses the Focus Area's existing transportation and mobility network, including the major streets and their condition, public transit system, bicycle facilities, and sidewalk network, and concludes with a table that identifies all the transportation and mobility-related deficiencies within the Focus Area.



Section 5.3.1

Streets and Roadways

Well-designed and maintained streets are vital to a community's ability to move people, goods, and services. Functional roadways are essential infrastructure elements to support property use and redevelopment activities; parcels remain inactive where there is not adequate public access. For communities to thrive and to effectively provide equitable access, streets and roadways should be designed to accommodate a variety of users including pedestrians, cyclists, motorists, and transit riders. A community's street design has a direct impact on the surrounding land use patterns and development forms – roads designed solely for motor vehicles will result in an auto-centric development pattern.

An established street grid forms the urbanized portions of the Focus Area, whereas the western slopes of Beacon Hill are mostly devoid of roadways (though a developer entity is constructing a new residential subdivision). The subsections herein provide an overview of the existing streets and roadways in and around the Focus Area; this serves as baseline information to plan for additional mobility options, potential capital projects, and future land uses at specific geographic locations within the Focus Area. **Figure 5.1** depicts the current roadway network in and around the Focus Area, including roadway classification and travel speed for each arterial and collector roadway.



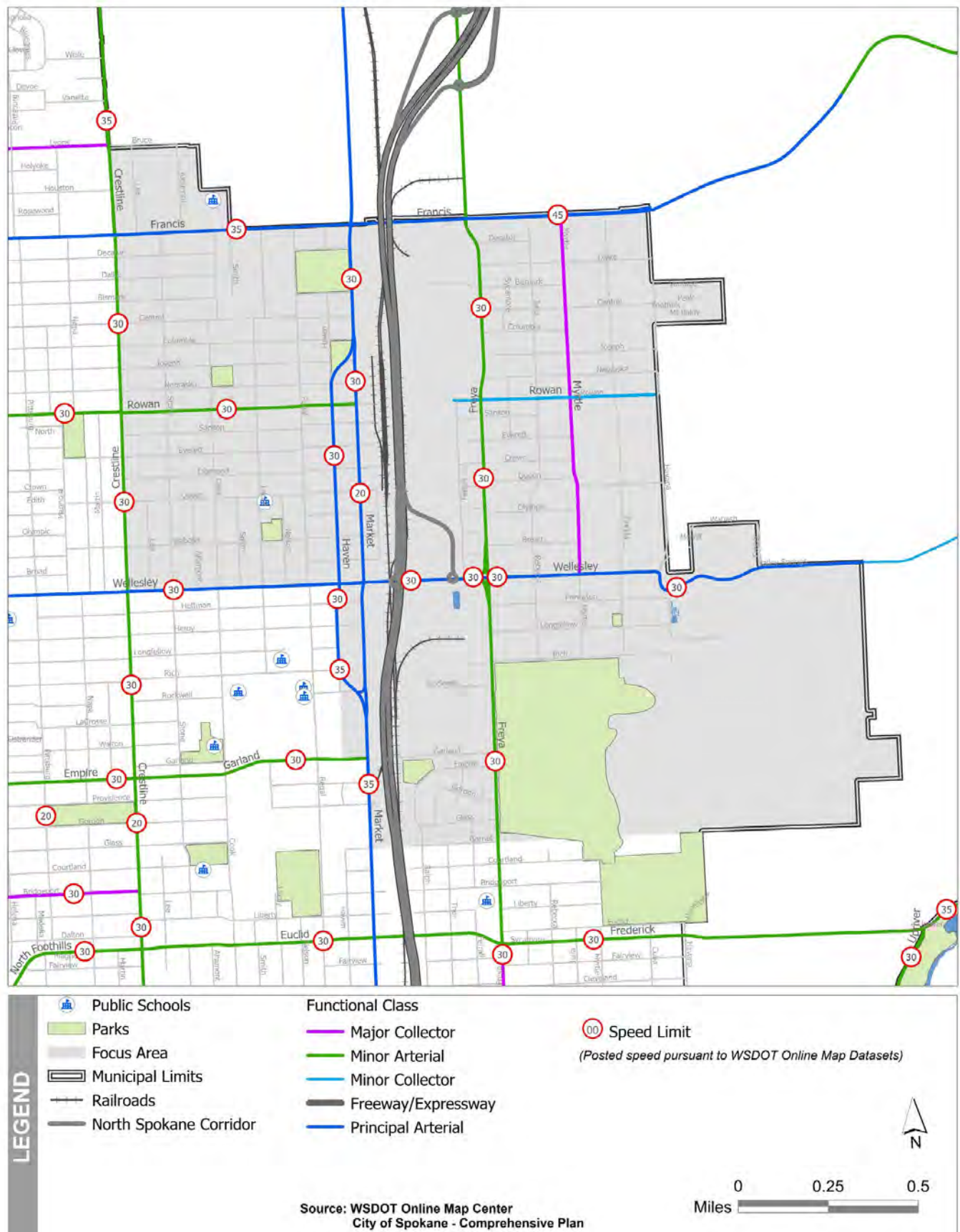


Figure 5.1 – Current Street/Roadway Map

Hillyard Subarea Plan

Spokane, WA



5.3.1.1: Major Streets/Roadway Inventory

This subsection summarizes the current primary streets/roadways serving the Focus Area. For each major street/roadway.

The North Spokane Corridor (NSC) - The NSC (Hwy 395) is a recently completed 10.5-mile limited access highway/freeway segment that passing through the central portions of the Hillyard Focus Area. In its completed state, the NSC serves as a freeway between I-90 (to the south) and the communities to the north and is believed to divert much of the heavy freight vehicles (i.e., semi-trucks) off of the city's surface streets. The NSC includes on/off ramps on E. Wellesley Avenue (between Market and Freya Streets), and E. Freya Street (just north of the Focus Area boundaries); roundabouts are provided at each ramp to maintain vehicle movement. The Children of the Sun multi-use trail was constructed as part of the NSC project and alongside the freeway; the trail passes through the Hillyard Business District on the west side of the Focus Area.



Focus Area East-West Primary Roadways

– Francis Avenue and Wellesley Avenue are primary aerial roadways that provide east-west connections through the Focus Area and other major destinations in the region. Francis Avenue is a heavily traveled arterial for freight, commuter travelers and transit that passes along the north boundaries of the Focus Area. Sidewalks line both sides of the corridor, but amenities like pedestrian crossings, trees/landscaping, transit shelters, and designated bicycle lanes are limited or non-existent. The City has plans to reconstruct Wellesley Avenue segments between Freya and Havana Street with new travel lanes, sidewalks, and drainage facilities. Currently, the corridor is devoid of trees/landscaping, transit shelters, bicycle lanes, and other streetscaping elements.





West Hillyard Primary Roadways – The primary street corridors in the West Hillyard portions of the Focus Area are built to urban cross section designs with paved travel lanes, curbs, and sidewalks, though some corridors are showing signs of wear and could benefit from capital improvements to enhance mobility options for a wider variety of users. These include Market Street, Haven Street, Crestline Street, East Rowan Avenue, Queen Avenue, Diamond Avenue, and East Garland Avenue.

East Hillyard Primary Roadways – The primary street corridors in the East Hillyard portions of the Focus Area provide local and regional access but many are not built to City standards in terms of lane widths, traffic control, and pedestrian/bicycle elements. These include Freya Street and Florida Street.

5.3.1.2: Unimproved Roads

There are several unimproved roadway segments in the East Hillyard portions of the Focus Area clustered in The Yard Plan Area north of Wellesley Avenue. While public rights-of-way are in place, several segments exist today as gravel or dirt streets. Those unimproved segments remain wet in the winter months and produce dust during the dry summer season. Pursuant to City policies, private development projects are required to include street improvements for the right-of-way segments along their property's frontage; this has resulted in a fragmented local street network in the Yard Plan Area. Today, many segments remain unimproved. **Figure 5.2.** depicts the unimproved roadways in the Focus Area.



Diamond Avenue



Yard Area - Myrtle Street - unpaved roads

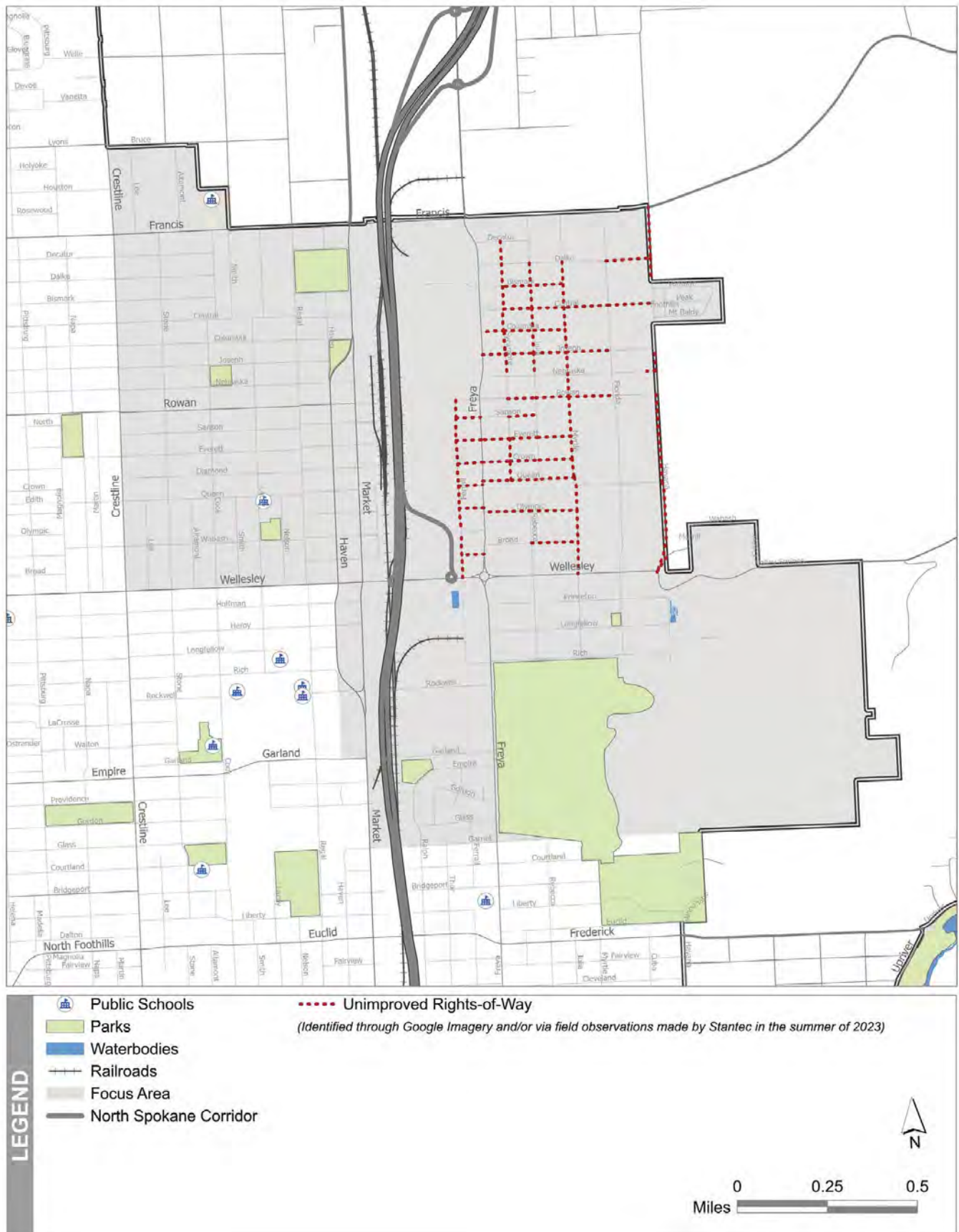


Figure 5.2 – Unimproved Local Roads



Section 5.3.2

Public Transit

Public transit provides a vital service for our communities as it lessens the dependence on automobile use, provides individuals with mobility independence, and supports a more compact development form. Where transit is present and ridership rates are high, communities can benefit from increased pedestrian activity, smaller streets, and more land devoted to community-serving uses (in lieu of parking and pavement). Fortunately, the Spokane Transit Authority (STA) operates five fixed bus routes in the Focus Area, whereas transit service is concentrated in West Hillyard. Based on STA's 2026-2031 Transit Development Plan, Route 36 will be extended north on Freya past Francis to the North Spokane Corridor roundabout. Other planned changes include an upgrade to Route 33 to a high performance transit route on Wellesley and installation of nine new bus stops on the extended Route 36 per STA Bus Stop Design Standards. Four shelters will also be added at high ridership locations.



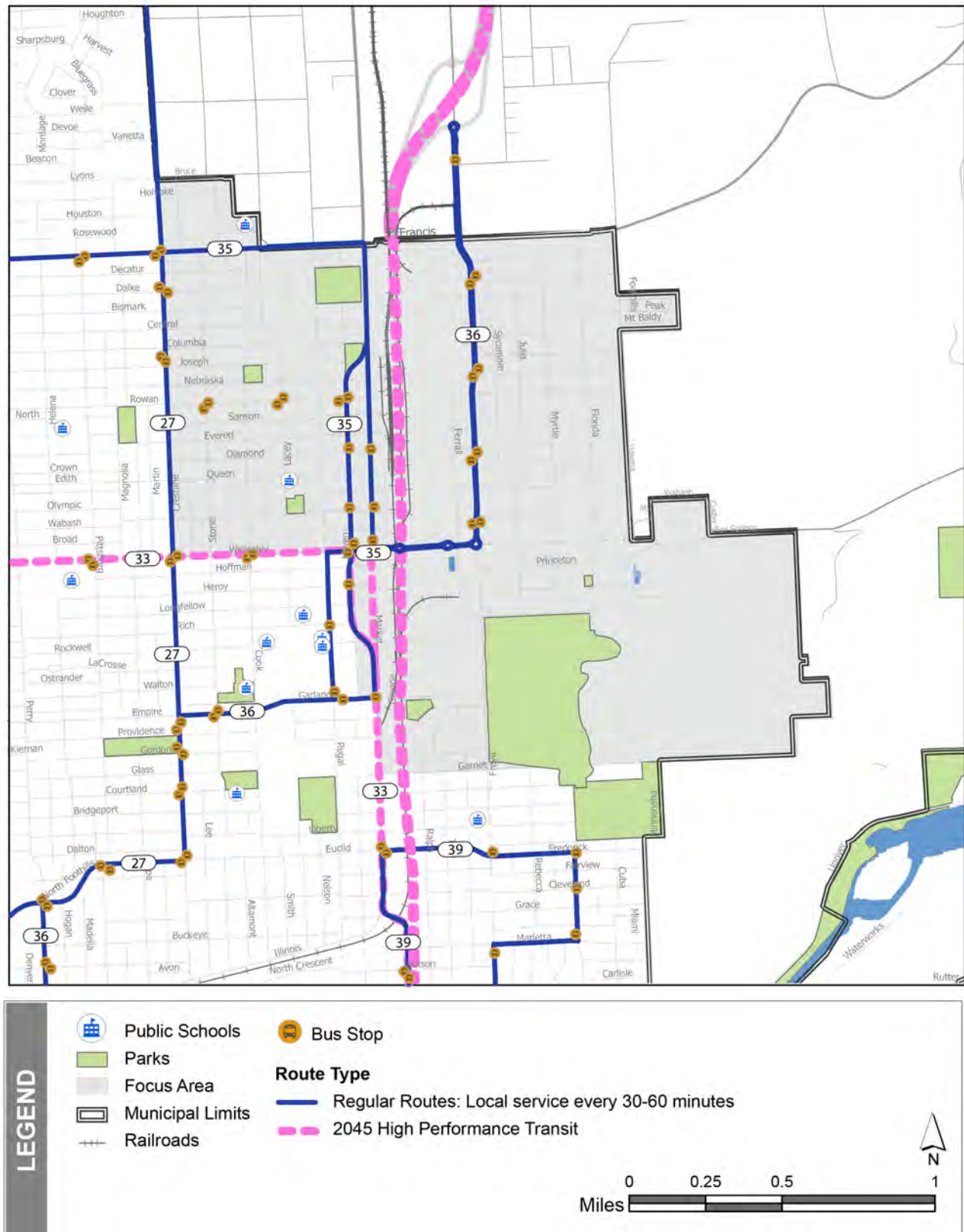


Figure 5.3 – Public Transit Routes and Stops



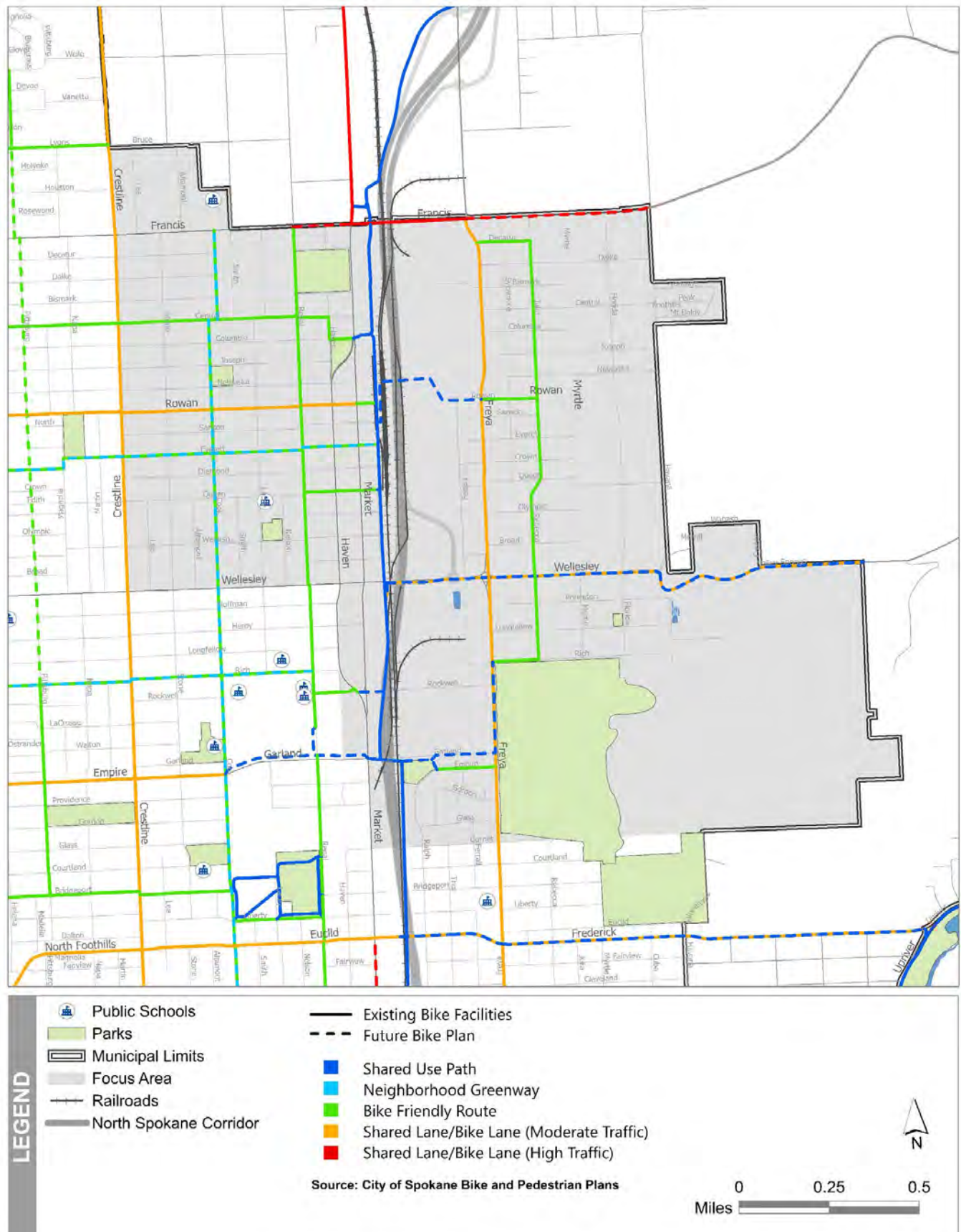
Section 5.3.3

Bicycle Lanes and Multi-use Pathways

Bicycle travel is a legitimate and important transportation mode for communities as it serves as an alternative to motor vehicles, provides mobility options to a wide variety of individuals (e.g., children, seniors), reduces travel costs (compared to a private automobiles), and does not create carbon emissions. To support cyclists and to achieve a more equitable transportation network, communities should provide high quality bicycle infrastructure, so this mode is safe, convenient, and effectively integrated into the urban fabric. This may come in the form of designated bike lanes (separated from motor vehicle traffic), multi-use pathways, cycle tracks, and similar facilities.

Hillyard and the greater vicinity benefit from existing and planned bicycle-related infrastructure, though most of these facilities are within the western portions of the Focus Area (i.e., west of the NSC). **Figure 5.4** depicts the existing and planned bicycle facilities and multiuse paths in and around the Focus Area – this information reflects data contained in the City’s bicycle plans. Currently, the Focus Area includes improved/dedicated facilities such as a designated bike lanes and separated shared use paths (for non-motorized modes of transportation), as well as non-dedicated facilities that share roadways with motor vehicles (i.e., bike friendly routes and shared lanes). While non-dedicated facilities exist along many of the local and arterial streets throughout the Focus Area, the area is not well served by improved bicycle facilities, particularly east of the NSC/rail lines.





Hillyard Subarea Plan

Spokane, WA



Section 5.3.4

Sidewalk Facilities

Pedestrian travel is the most basic of all the travel modes and sidewalks are vital mobility components for people to be independent and to provide access to individual land uses/properties. Most of the community spends at least a portion of their travel on foot, for others, this is their only travel mode (e.g., children, seniors). It's also important to note that some individuals have physical impairments which may limit their ability to walk independently, and they rely on physical aids (e.g., wheelchairs, canes, and/or other individuals). Furthermore, sidewalks help create vital neighborhoods and business district, as patrons can seemly travel between land use and local destinations (without feeling compelled to drive between each venue). A continuous sidewalk network is also vital to transit use as riders rely on sidewalks to reach their destinations after departing from public buses.

The Focus Area has varying levels of sidewalk infrastructure; the western portions have extensive sidewalk cover with a few gaps in the network, whereas the legacy industrial areas (east of the NSC) has a missing or fragmented sidewalk network.

Figure 5.5 depicts the missing sidewalks around the entire Focus Area and demonstrates that the street sections without sidewalks are concentrated in the eastern portions of the Focus Area, especially the Yard Plan Area. Sidewalks are only available on Francis Avenue and extended along select local streets by two blocks. There are a few disconnected sidewalks on the local streets mid-section between Francis Avenue and Wellesley Avenue, specifically along Nebraska Avenue, Rowan Avenue, Sanson Avenue, and Julia Street. The recently completed roundabout at Freya Street and Wellesley Avenue have new sidewalks around its edge, however the sidewalks along these two arterials leading into the roundabout are incomplete. Notably, the residential neighborhoods south of Wellesley Avenue (and east of Freya Street), and north of Garnet Avenue (and west of Freya Street) have a well-connected sidewalk network.

Planned Sidewalks – The Pedestrian Master Plan identifies Pedestrian Priority Zones and Streets to guide the City's future capital investments in sidewalk infrastructure. Priority Zones are identified west of the NSC and there are several "highest" priority zone streets as well. Although much of the east side of the Focus Area is missing sidewalks, the streets are categorized with a low pedestrian demand score and as moderate priority.

Section 5.3.5

Known Transportation and Mobility Deficiencies

As introduced at the beginning of this section, the NSC and the active rail line separate the Focus Area as two distinct geographic areas in terms of transportation infrastructure. West of US 395/NSC, there is a well-developed street network with asphalt surfaces, curbs, concrete sidewalks, several bike-friendly connections, and transit access. In contrast, east of US 395/NSC, many streets are unimproved, lacking curbs, sidewalks, and bicycle infrastructure. Additionally, the eastern portions of the Focus Area are not served by transit and lack a dedicated bike network. **Appendix H** defines these mobility deficiencies in greater detail.

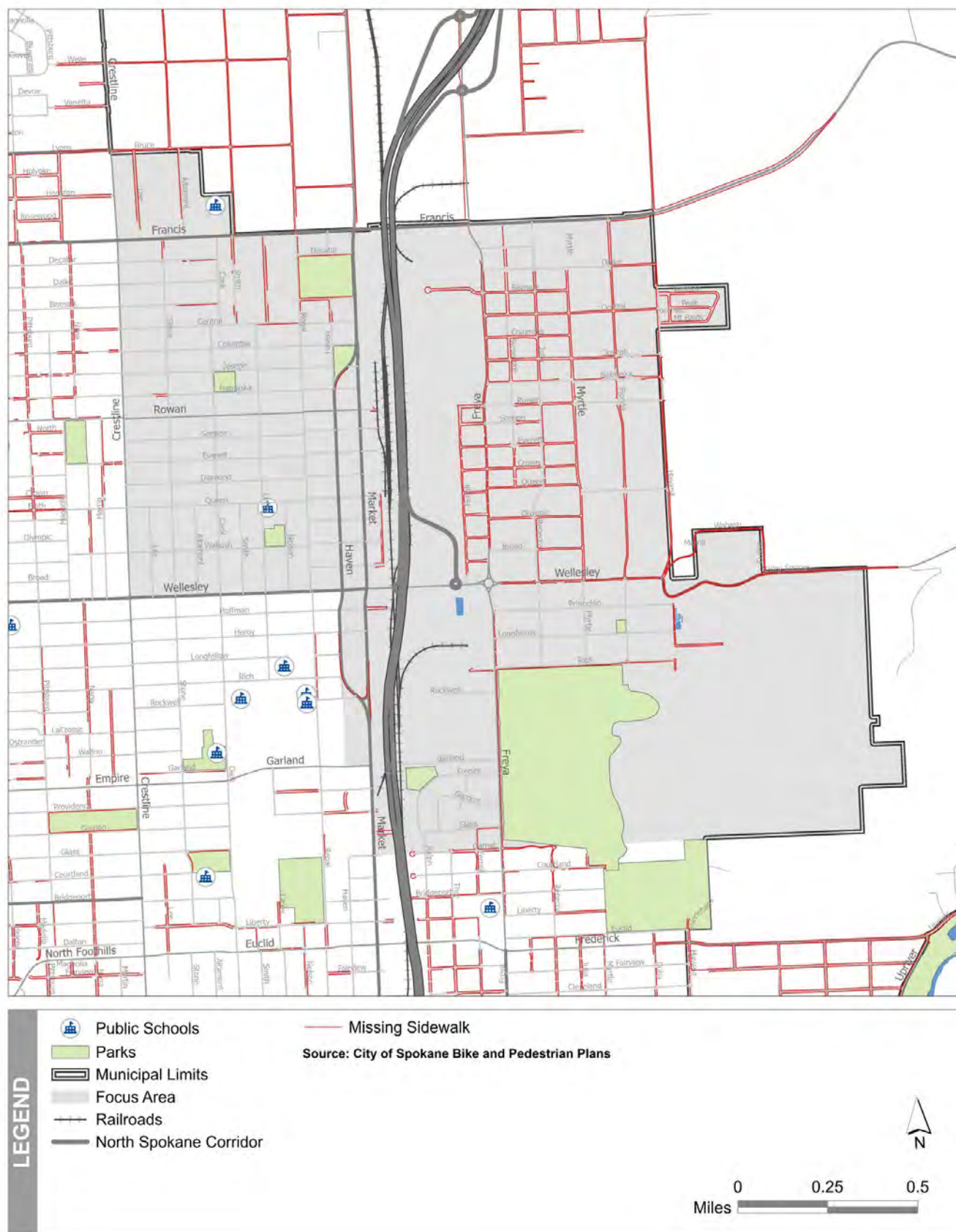


Figure 5.5 – Overview of Missing Sidewalks in the Focus Area



SECTION 5.4

Current and Projected Mobility Demand

A successful area-wide redevelopment effort must capture the current demands placed on the area's transportation network and calculate how these demands will change in time from factors such as population growth, new land uses, and the addition of new roadways. In the Hillyard Focus Area, the opening of the NSC, regional growth, changes in land use patterns, and increased mobility options in the City are expected to have a significant impact on how the area's transportation demand will change over time.

The Spokane Regional Transportation Council (SRTC) is the Metropolitan Planning Organization (MPO) and the state-designated Regional Transportation Planning Organization (RTPO) for Spokane County, making it the lead agency for transportation planning in the Focus Area. SRTC manages regional travel demands models that were used to develop the future travel demands displayed in this Section.

Section 5.4.1

Current and Projected Traffic Volumes

Based on SRTC models and readily available City datasets, traffic volumes are expected to change substantially over the next twenty years; some corridors are forecasted to decrease in traffic volume while others are expected to increase.

These changes in traffic volumes present revitalization opportunities for the Hillyard Business District since a large portion of the motor vehicle traffic is expected to shift to the NSC; in the future this will improve walkability and accommodate other travel modes within this important activity node within the Focus Area. At the same time, traffic volumes are forecasted to increase substantially in the E Wellesley Avenue corridor (east of Freya), this may improve commercial viability and attract new community-

serving uses (as traffic volumes could translate to potential customers passing through the area).

Currently, the highest traffic volumes are present on Market Street (between Garland Avenue and Wellesley Avenue), and along Francis Avenue. To a lesser extent, Wellesley Avenue (west of Haven Street), Crestline Street, and Freya Street also possess sizable traffic volumes.

The SRTC model includes traffic forecasts in the Focus Area through 2045, as shown in **Figure 5.6**. The NSC, among other roadway improvements and demographic changes forecasted by SRTC, results in increased volumes on many of the corridors running through the Focus Area. The most significant changes to traffic volumes will occur along Wellesley Avenue; the most substantial volume increase will occur within the segment between Freya and Havana Streets.

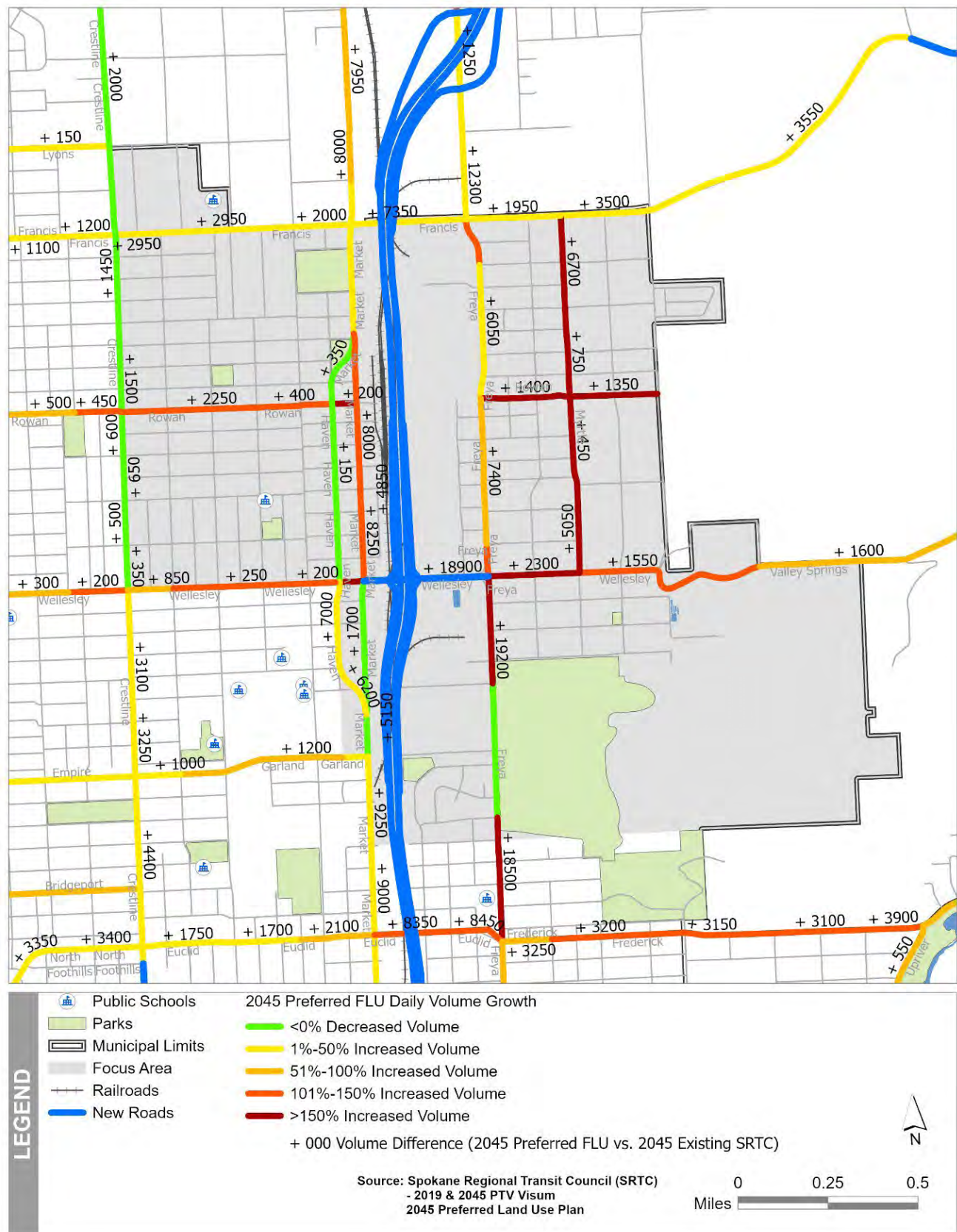


Figure 5.6 – 2045 Preferred FLU Daily Volume Growth in the Focus Area



5.4.2 Projected Travel Demand Resulting from Hillyard Subarea Plan

The potential development of nearly 6.5 million square feet of new non-residential use and 1.7 million square feet of new residential use in the Hillyard Focus Area, as indicated by the Preferred Land Use Concept proposed in Section 3.4 of this document, are not accounted for in the SRTC projected traffic volume model. To understand how the traffic volumes of a fully built out Focus Area would deviate from those currently projected by the SRTC model, the Project Team conducted an analysis using the land use assumptions described in Section 3.5.2.

It is important to note that the transportation analysis summarized in this section includes the calculation of transportation demand that results at the maximum buildout included in the land use analysis. The exact mix of commercial, retail, and housing could fluctuate, but the travel demand increases forecast the worst case maximum transportation impact. As development occurs, it will be important to revisit the forecasts with updated and more specific land uses to more precisely forecast expected travel demand.

5.4.2.1: Changes in Households and Employees within Each SRTC Zone

Based on the Hillyard Subarea Plan's catalyst site potential and preferred future land use (FLU) alternatives developed by the Project Team, the estimated number of households and employees were calculated for each SRTC Zone contained in the Focus Area. **Table 5.1.a** summarizes the estimated number of employees and households within each SRTC Zone for 2019 and 2045 (base model) and the 2045 preferred FLU scenario model.

TABLE 5.1 – HOUSEHOLD AND EMPLOYEE NUMBER ESTIMATES BY SRTC ZONE FOR 2019, 2045, AND 2045 UNDER THE PROPOSED FLU.								
SRTC Zone	Catalyst Sites in Zone	FLU Categories in Zone	Number of Households			Number of Employees		
			2019	2045	2045+FLU	2019	2045	2045+FLU
523	C.1 and C.2	Residential Low	499	502	521	259	312	312
120	C.3	Commercial	280	294	294	42	42	88
121	C.4-C.8, C.10	Neighborhood Retail, Office, CC Core	296	344	392	101	215	433
126	C.9, C.11-C.14	CC Core	304	305	577	62	142	252
127	C.15-C.20	CC Core	324	328	577	185	285	335
128	C.21-C.24	CC Core	375	376	447	77	158	166
135	C.25 and C.26	CC Core	158	158	743	342	582	825
136	C.27	Light Industrial	228	229	229	44	469	3,690
129	C.28-C.53	Heavy Industrial, Light Industrial, CCEC	294	297	695	2,513	2,992	10,239



5.4.2.2: Travel Demand Differences between Base Model and Preferred FLU Model

The household and employee numbers contained in **Table 5.1** were applied to the Focus Area's transportation network to understand how travel demand volumes may differ between the base model and those of the preferred FLU model. As a result, the nearby roads under the preferred FLU model are estimated to have between equal to three times the number of vehicles as under the SRTC base model. **Figure 5.7** compares the 2045 SRTC Model with new scenario results based on preferred FLU.

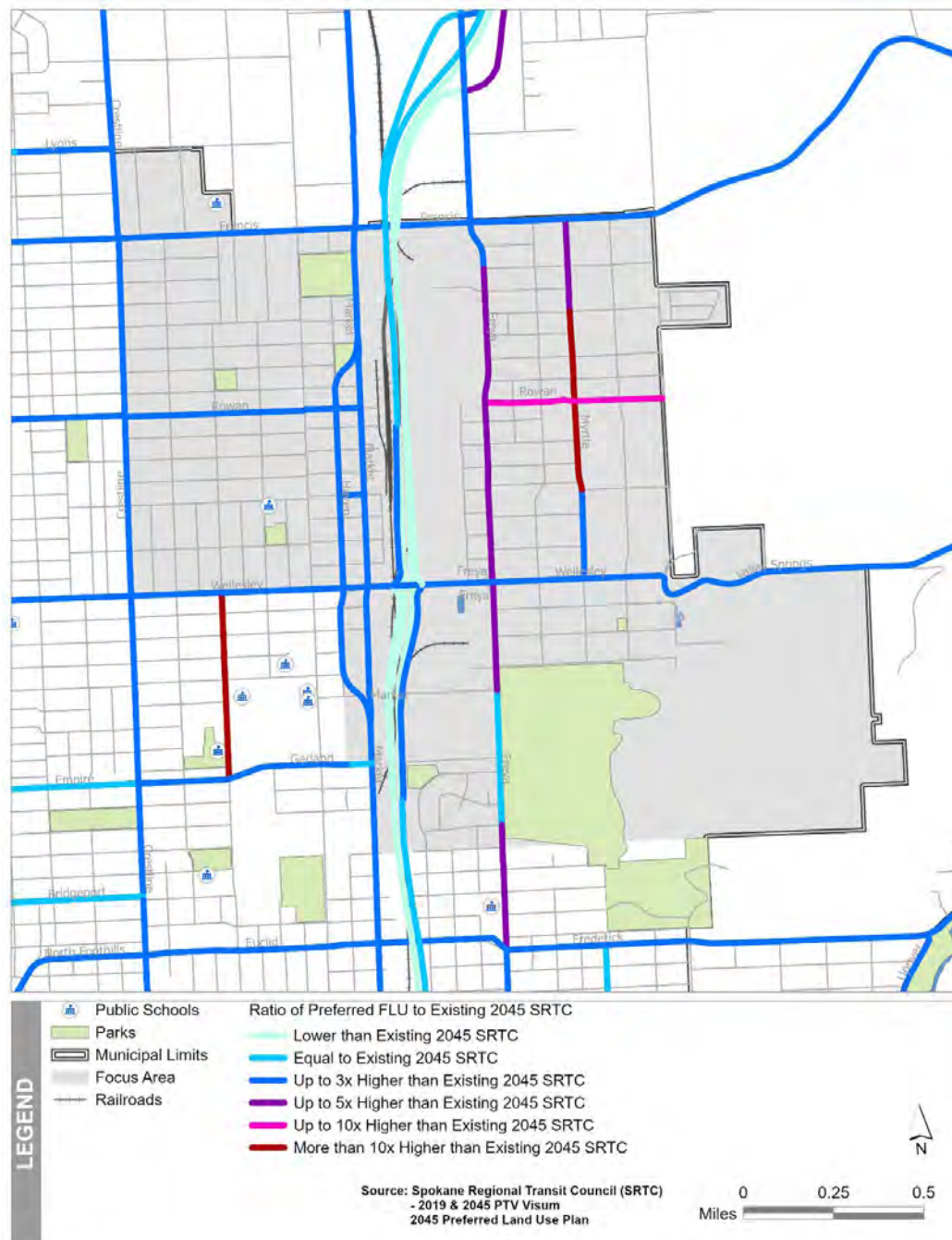


Figure 5.7 – 2045 SRTC vs .Preferred FLU Growth Rate Map



SECTION 5.5:

Transportation and Mobility Strategies

The maximum potential growth for the Study area has been projected at nearly 6.5 million square feet of new non-residential use (generating an additional 11,777 commercial and industrial employees) and more than 1.7 million square feet of new residential area (resulting in 1,702 new households). While actual growth will almost certainly be less than that, the study area still requires strategic and well-coordinated investments in transportation infrastructure. A major barrier to this new development is the lack of infrastructure that has stagnated investment. Prioritizing freight mobility, multimodal access, and equitable transit solutions will be essential for ensuring that Hillyard can accommodate future growth with an efficient and sustainable transportation network.

Additionally, the City's current system of infrastructure investment prioritization may not direct implementation funds to the study area based solely on its existing criteria. The recommended transportation improvements in the Hillyard subarea are necessary for reasons related to economic development, safety of residents and employees, revitalization of a disinvested neighborhood, and integration of connected multimodal systems. Creating new streets with associated infrastructure, filling sidewalk gaps, vacating underutilized alleys and streets, and other projects necessary for the success of this Plan may not conform to a standard prioritization formula, but other goals will be achieved.

As a start, the City can utilize the following evaluation criteria to prioritize this section's recommendations:

- **Catalyst for New Development:** Projects that are essential to catalyze large-scale development should be given higher priority for public funding opportunities.
- **Impact on the Existing Community:** Projects that significantly improve the quality of life for existing residents or have a high positive impact on the community should be prioritized.
- **Funding Availability:** Projects with identified or secured funding from other sources should be prioritized to ensure effective utilization of funds.
- **Readiness and Feasibility:** Projects that are fully designed and ready for implementation can be prioritized as short-term.
- **Economic and Social Benefits:** Projects that stimulate local economic growth, create jobs, or attract businesses should be prioritized.
- **Bicycle Infrastructure Enhancements:** Projects that improve or expand bicycle infrastructure, such as bike lanes, bike paths, and bike parking facilities, should be prioritized.
- **Safety Improvements:** Projects that address critical safety concerns, reduce crashes, or improve pedestrian and bicyclist safety should be prioritized.
- **Maintenance and Upgrades:** Projects that involve the maintenance or upgrading of existing infrastructure to extend its lifespan and improve functionality should be prioritized.

These criteria should help ensure a comprehensive and balanced approach to prioritizing transportation projects in the Hillyard Subarea Plan.



Section 5.5.1

Street-Specific Transportation Recommendations

To accommodate the increased transportation needs of the Plan, the following improvements are recommended:

- **Roadway Infrastructure and Freight Mobility:** Implement roadway design standards that are conducive to heavy freight vehicles for roads in the east Hillyard area, including wider lanes, thicker pavement, and traffic management strategies that minimize congestion and queuing such as passing lanes to support increased heavy vehicle volumes.
- **Industrial and Commercial Connectivity:** To accommodate the projected growth in industrial employment and facilitate efficient freight movement, expand key arterial roads for accessing the Focus Area and connecting to the North Spokane Corridor (NSC) and BNSF rail line.
- **Multimodal Transportation and Pedestrian Access:** As more than 1,700 new households are projected in the FLU, providing safe and convenient pedestrian, bicycle, and transit connectivity will decrease reliance solely on automobiles for travel. Recommended improvements include developing new multi-modal corridors east of NCS to connect residential neighborhoods with the rest of the city such as:
 - **Transit Services for Employment Hubs:** With significant anticipated employment growth, efficient public transit services will transport workers to industrial and commercial centers. New transit routes should be developed to connect residential areas with major employment hubs, industrial zones, and the downtown core.
 - **Pedestrian and Bicycle Infrastructure Expansion:** Continue the trail and bike network expansion and address the current gaps in sidewalks and pedestrian amenities to connect residents to transit stops, employment centers, and parks.
- **Equity and Accessibility for Growing Populations:** As new households and employees are added to the area, prioritize transportation improvements that enhance equity and accessibility for underserved Hillyard communities.

A combination of recommendations from previous planning documents, the 2024-2029 Capital Improvement Program (CIP), and new projects recommended based on the modeling analysis (FLU) were formulated and summarized for the Hillyard Subarea in **Table 5.2**.

These recommendations are assigned to major streets in the Hillyard Focus Area and include an estimated planning level project cost.



TABLE 5.2: STREET SPECIFIC TRANSPORTATION RECOMMENDATIONS

Street Name	Street Section	Projects from Other Planning Documents	Project Type	Recommendations Based on Preferred FLU	Est. Cost
E Wellesley Ave	N Crestline St – Valley Springs Rd	CIP (5200-400): Construction of full-depth pavement with drainage systems, sidewalks, and bike lanes.	Street Reconstruct	Full reconstruction of Wellesley Ave. within the project limits, widening for turn lanes at intersections. Includes new sidewalk, ADA ramps, lighting, drainage improvements and bike facilities.	\$2,110,000
N Freya Street	E Francis Ave – E Wellesley Ave	The Yard: 44 ft paved width 3 lanes of industrial road CIP (5200-400): Rebuilding and widening the roadway and installation of drainage systems.	Pedestrian & Bikeways	Install sidewalks throughout the corridor on both sides of the road to accommodate pedestrian traffic and ensure accessibility for people with disabilities.	\$1,375,000
	E Wellesley Ave – E Garnet Ave		Street Design	Rebuilding and widening the roadway and installation of drainage improvements. Install bike lanes and sidewalks on both sides of the streets with street trees.	\$2,380,000
N Market Street	E Francis Ave – E Garland Ave.	N/A	Pedestrian & Bikeways	Improve substandard sidewalks throughout the corridor on both sides of road to accommodate pedestrians. Incorporate pedestrian-friendly infrastructure, including a tree canopy, to improve the overall walkability and aesthetic appeal of the corridor.	\$1,610,000
N Haven Street	Nebraska Ave.– E Rockwell Ave	N/A	Street Design	Rebuilding and widening the roadway and installation of drainage. Bike lane and Sidewalk on both sides of the road	\$2,100,000
N Myrtle Street	Dalke Ave – E Wellesley Ave	Comprehensive Plan: Proposed Major Collector	Street Design	Rebuilding and widening the roadway and installation of drainage. Sidewalk on both sides of the road.	\$5,810,000
N Florida Street	E Queen Ave – E Princeton Ave	N/A	Street Design	Rebuilding and widening the roadway and installation of drainage. Sidewalk on both sides of the road, street parking, and bike-friendly route.	\$1,730,000
E Rowan Avenue	N Crestline St – N Market St	Bike and Pedestrian Plan: Future Shared-use Path; Ped/Bike Bridge The Yard: 40 ft paved width 2 lanes of local road	Pedestrian & Bikeways	Install bike lane on both sides of the street	\$70,000
	N Ferrall St – N Havana St		Street Design	Rebuilding and widening the roadway and installation of drainage with sidewalk on both sides of the road.	\$1,110,000
	N Greene St – N Ferrall St		Pedestrian & Bikeways	Bridge over NSC/railroad tracks to connect both sides of Rowan	\$18,960,000



TABLE 5.2: STREET SPECIFIC TRANSPORTATION RECOMMENDATIONS

Street Name	Street Section	Projects from Other Planning Documents	Project Type	Recommendations Based on Preferred FLU	Est. Cost
N Havana Street	E Francis Ave – E Rich Ave	N/A	Street Design	Rebuilding and widening the roadway and installation of drainage improvements. Install bike lanes and sidewalks on both sides of the streets with street trees.	\$6,870,000
E Rich Avenue	N Crestline St – N Haven St	N/A	Street Design	Rebuilding and widening the roadway and installation of drainage improvements. Install bike lanes and sidewalks on both sides of the streets with street trees.	\$3,570,000
	N Freya Street – N Havana Street		Pedestrian & Bikeways	Installation of sidewalk north of Esmeralda Golf Course and replant trees along the segment; Install crosswalk to Havana St	\$300,000
N Greene Street	E Queen Ave – E Broad Avenue	N/A	Street Design	Rebuild and install sidewalk along the corridor.	\$480,000
General: Local Roads in West Hillyard*		N/A	Street Design	Rebuilding and widening the roadway and installation of drainage with sidewalk on one side of the road.	\$15,840,000
General: Local Roads in East Hillyard Hillyard*		N/A	Street Design	Rebuilding and widening the roadway and installation of drainage. Sidewalk on both sides of the road, street parking, and bike-friendly route.	\$1,340,000
North Hillyard Sidewalk*		N/A	Pedestrian & Bikeways	Installation of infill sidewalk and ADA ramps where needed.	\$1,000,000

Notes:

*See Appendix D –Hillyard Transportation Analysis and Recommendations Memorandum for the full list of roads and their section that apply to this recommendation.



Section 5.5.2

Other Supportive Transportation and Mobility Strategies

Along with the roadway-specific recommendations for transportation improvements, four site-specific recommendations have been developed for improvements to non-vehicular transportation infrastructure not tied to a roadway corridor in the Hillyard Business District:

- **NSC Open Space/Stormwater Facility:** Add landscaping, walking path connecting to Harmon Park to the Children of the Sun Trail, and educational signage that informs the public on stormwater management.
- **Market/Haven Decoupling** Removing the existing one-way pair and creating two-way traffic on Market and Haven Streets is a signature recommendation of this plan. The goal of this “decoupling” is to slow vehicular traffic, improve the pedestrian environment, and provide opportunities for outdoor seating, parklets, and other activities to activate the street. The concepts below show opportunities for formally incorporating elements such as a park or open space, festival street, mixed use development, and recreation space.
- **Children of the Sun Trailhead Festival Streets:** Establish a formal trailhead for the Children of the Sun trail at the Wellesley Avenue intersection, featuring additional seating, public art installations, and rental bikes/scooters for public use. The trailhead would also serve as a welcoming gateway into the Hillyard Festival Streets: Olympic Avenue and Greene Street attract many visitors and provide opportunities to host community events, boosting sales for local businesses. Greene Street and Olympic Avenue were strategically identified for their prime locations, prominent business presence, and proximity to the Children of the Sun Trail. To prioritize the pedestrian experience, festival street components can include unique pavement markings, traffic calming features, string lights, and public art.



Figure 5.8: Greene Street and Olympic Avenue Festival Street Designations



Figure 5.9: N. Market Street and Haven Street De-Coupling Scenario



Chapter 6

The Utilities Element





SECTION 6.1:

Introduction

This chapter documents existing utility conditions to identify the current level of service and areas requiring utility expansion to facilitate redevelopment. New projects will need to connect to public water and sanitary sewer services which are costly site elements. This will require utility lines to be located in close proximity to development sites for easy connection and sized appropriately to accommodate the current and long term service demands. This chapter discusses the six (6) utility services of potable water, sanitary sewer, stormwater management, broadband, electrical power, and natural gas services. Each of these utility services are given its own section that discuss existing conditions, current and projected utility demand and deficiencies, and utility strategies.

Section 6.1.1

Utilities Element Methodology

Existing Conditions: The Project Team reviewed the following source materials to determine the existing utilities characteristics of the Focus Area:

- 2024-2029 Citywide Capital Improvement Program “CIP”
- City of Spokane Comprehensive Plan “Comp Plan”
- The Yard Redevelopment Master Plan by Maul, Foster, Alongi (2017) “YRMP”
- Hillyard Infrastructure Assessment and Needs Analysis by Maul, Foster, Alongi (2015)
- Hillyard Industrial Area Stormwater Management Alternatives by Maul, Foster, Alongi (2020)
- City of Spokane Broadband Assessment by Petrichor Broadband (2023)
- City of Spokane Water System Plan (2023)
- The Map Spokane On-line GIS Application (accessed various times in 2023 and 2024)
- Comments by City staff resulting from review of Existing Utilities Memo (2024)

Current and Projected Demand and Deficiencies: To gather this information, the Project Team reviewed documents produced by the City (Hillyard Infrastructure Assessment and Needs Analysis), Avista Utilities, and Petrichor Broadband as well as interviewed individuals from these organizations. Furthermore, the Project Team utilized the City’s GIS map to identify deficiencies in drainage-related infrastructure within the Focus Area. These subsections within each utility service summarize the Project Team’s findings for the current and future utility demands and deficiencies for each utility service available in the Focus Area.

Utilities Strategies: Based on the City’s policy framework from Element 5 of the Comprehensive Plan - Capital Facilities and Utilities, the Project Team has considered the City’s ability to serve new land uses and development projects as well as the necessary capital investments when developing recommendations for utility strategies, notably level of service, concurrency, impact fees, intergovernmental coordination, multi-mode uses, and environmental protection.



SECTION 6.2

Guidance on Utilities in Existing Plans and Documents

A variety of existing documents prepared by or for the City detail the current extent and/or intended growth of utility services in the Focus Area. The review of these documents ensures that the content of this plan aligns with the policies, intentions, restrictions, and visions that have already been established for the development of utility services in the Focus Area.

Section 6.2.1 City of Spokane Comprehensive Plan Utility Goals and Policies

The City's Comprehensive Plan contains the Capital Facilities and Utilities Element, an entire chapter dedicated to ensuring the effective and timely design, development, coordination, and management of capital facilities and utilities within the City's Urban Growth Boundary. Rather than providing technical detail pertaining to existing or planned utility lines and system capacity (e.g., line sizes, service deficiencies), this element focuses on how the City intends to provide and evaluate utility service within the municipal limits and the City's Urban Growth Area. It also sets goals to provide capital facilities and utilities as community revitalization and economic development tools, managing levels of service standards to serve both existing and future development, and using funding sources like impact fees as a possible mechanism to fund capital improvements.

Appendix B Plan References and Resources describes each utility goal and its respective policies that apply to the Focus Area.

Section 6.2.2 The Yard Redevelopment Master Plan Utility Recommendations

The Yard Redevelopment Master Plan contains several roadway and utility improvement recommendations for the eastern half of the Focus Area ("East Hillyard" herein) that are summarized in the previous section.

In 2020, a Stormwater Management Alternatives Study was completed as a follow up to the recommendation from the YRMP to develop a regional stormwater management system. This report considered two alternatives: 1) Regional Alternative –a single treatment and containment site serving the entire Yard Plan Area through a network of pipes, and 2) Clustered Alternative – a series of localized or "clustered" facilities serving smaller portions of the Yard independently of one another.



Section 6.2.3

City of Spokane Broadband Assessment

In 2023, the City of Spokane Broadband Assessment report detailed a planning-level analysis of the City's broadband accessibility and strategies to improve service. This document was a crucial component to address (and improve) broadband service in the three Public Development Authorities (PDAs) in the City: Northeast, University District, and West Plains/Airport Area PDAs. These PDAs were ideal focal points for the study as they contain some of the highest concentrations of disadvantaged households in the city. The Northeast PDA (NEPDA) boundary encompasses most of the Focus Area except for the Hillyard Neighborhood plan area.

The City developed Target Investment Areas (see **Figure 6.1**) to incentivize broadband development in historically disinvested areas using available incentives such as Multi-Family Tax Exemption, Historic Preservation and New Market Tax Credits. These Target Investment Areas were determined by the City based on four criteria:

- Community opportunity and support.
- Available incentives.
- What the City has accomplished or hopes to accomplish in areas of infrastructure and capital investments.
- Level of continued resources and staff support needed.

Target Investment Areas for Digital Equity/Inclusion

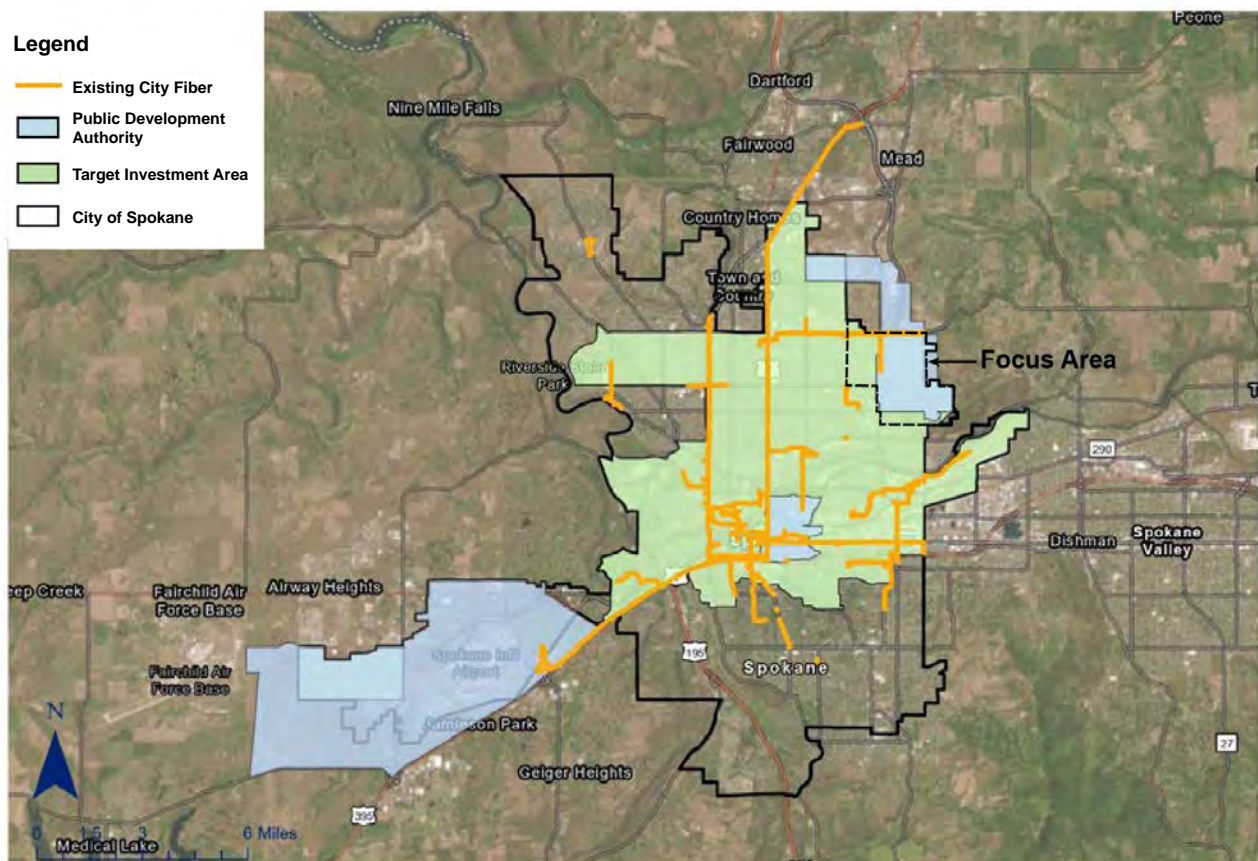


Figure 6.1 -Target Investment Areas for Digital Equity/Inclusion



SECTION 6.3:

Potable Water Service

The City of Spokane is the sole water purveyor in the Focus Area and obtains its potable water supply from the Spokane Valley-Rathdrum Prairie Aquifer via multiple source wells. Potable water is conveyed through a system of pumps, reservoirs, and over 1,000 miles of water mains and smaller trunk lines. According to the Capital Facilities Plan (contained within the Comprehensive Plan), the total system pumping capacity is 282 million gallons per day (MGD). The City's water system does not extend north of the Focus Area, and potable water for many of these properties is supplied by Water District 8.

Section 6.3.1

Potable Water Service Existing Conditions

6.3.1.1: West Hillyard

West Hillyard is generally well-served with water infrastructure: most rights-of-way have water mains beneath streets that can connect to adjacent properties. Notably, 30" transmission mains run beneath Central Ave, Wellesley Ave, and Haven St that serve as the primary water sources from which individual distribution lines bring water service to individual properties.

Hillyard Residential Plan Area – A 12" ductile iron (DI) water line distributes water throughout the legacy Hillyard residential neighborhood. Currently, there are no water lines along Stone St. (between Queen Ave. and Francis Ave.) or Lacey St. (between Queen Ave. and Central Ave.) which pass in the north-south direction through the neighborhoods, whereas most properties could connect into water mains located on the side streets. Notably, no water lines are present for the properties north of E Bruce Ave.

Hillyard Business District – The 30" steel transmission line on Haven St. and a 12" water line on Market St. serve as the backbone for the water distribution system in the Hillyard Business District. No water lines are present along Regal St (between Queen Ave and Central Ave).

6.3.1.2: East Hillyard

East Hillyard has several geographic areas that are adequately served with water infrastructure, but other areas (mostly in the Yard Plan Area) lack water mains adjacent to key redevelopment sites.

The Yard Plan Area – The City provides potable water to the Yard Plan Area through a network of pipes within the public Right-Of-Way (ROW). The existing water distribution system provides a reasonable level of service to the Yard Plan Area and the existing transmission mains provide high pressures and flows to most of the area. Currently, there are no water lines along N. Florida St. (between E. Queen Ave. and E. Wellesley Ave., and between N. Drake Ave. and Rowan Ave.), N. Havana St. (between E. Queen Ave. and Joseph Ave.), and Queen Ave. (between N. Myrtle St. and N. Florida St.).

E. Wellesley Business District – Currently, there is no water distribution infrastructure present on the side streets of N. Rebecca St., and N. Myrtle St. (between E. Princeton Ave. and E. Wellesley Ave.); but the majority of lots along these rights-of-way also have frontage with east-west rights-of-way that do contain adequate distribution.

Esmeralda Plan Area – Currently, there is no water distribution infrastructure present on the side streets of Rebecca, Myrtle, and Florida streets (between Rich Ave. and Princeton Ave.), but the majority of lots along these rights-of-way also have frontage with east-west rights-of-way that do contain adequate distribution.

Hillyard Subarea Plan



Beacon Hill Plan Area. Beacon Hill is undeveloped and does not have any water infrastructure to support future development. However, a large portion of the western slope is being developed as a residential subdivision, the developer successfully tested a new water booster station in 2023 and subsequently received a permit from the City to install a 57,000-gallon water storage tank. Water utility lines are being installed as part of the initial roadway infrastructure.

6.3.1.3: Planned Water Service Projects

The 2020-2025 CIP identifies several water improvement projects in (and around) the Focus Area; these are listed and summarized in **Table 6.1**. As the community plans for revitalization, it will be important to recognize these utility-related investments and plan for land uses (and urban intensities) that capitalize the expanded utility services they provide.

TABLE 6.1 PLANNED WATER PROJECTS IN THE FOCUS AREA – 2024-2029 CIP

Project	Description
Focus Area	
WAT-2016-94	The Well Evaluation Study determined that the new vertical well field on the Electric Well Station property will meet the objectives of improving the reliable capacity and augmenting yields. This project funds the investigation needed to construct a new well station. Design was anticipated to begin in 2021. Project meets comprehensive plan goals CFU 1.2 Operational Efficiency and CFU 1.3 Maintenance.
E. Wellesley Business District	
WAT-2015-118 – NSC Wellesley Ave Transmission Main	Existing riveted steel water main constructed in the 1900s to be replaced with 30" ductile iron main along Wellesley Ave from Market St to Freya St. Replacement required as part of the North Spokane Corridor (NSC) project. Project design has been completed and construction was scheduled to begin late 2019. Work will be coordinated with project IPM-2017-111. Project meets comprehensive plan goals CFU 1.2 Operational Efficiency and CFU 3.2 Coordination of Utility Installations.
WAT-2018-43 – Wellesley Ave Freya St to Havana St Main Replacement	Replacement of existing cast iron mains with 12" DI along Wellesley Ave between Freya St to Havana St Design and construction of this project is coordinated with project 2018091. Work will be completed along with reconstruction of Wellesley Ave, IPM-2018-98. Project meets comprehensive plan goals CFU 1.2 Operational Efficiency and CFU 1.3 Maintenance.
The Yard	
WAT-2017-26 – Freya St Transmission Main Garland Ave to Francis Ave	Construction of 30" ductile iron transmission main along Freya St between Wellesley Ave and Francis Ave. Existing 30" steel line to be replaced with 30" ductile iron main along Freya St between Garland Ave and Wellesley Ave. Project design to begin in 2024 and construction is anticipated to begin in 2025. Work will be completed along with reconstruction of Freya St, IPM-2017-101. The project meets comprehensive plan goals CFU 1.2 Operational Efficiency, CFU 1.3 Maintenance and CFU 3.2 Coordination of Utility Installations.



Section 6.3.2

Potable Water Service Current and Projected Demand and Deficiencies

The City's Comprehensive Plan sets a Level of Service goal for the potable water system to operate at a pressure of 45 psi but, acknowledging that this threshold cannot be achieved throughout the entire network on all days, also establishes a minimum requirement of 30 psi.

The Capital Facilities Plan (contained within the Comprehensive Plan) states that the highest recorded maximum day demand (MDD) for the City's water system is only 67% of the system's pumping capacity (188 MGD), indicating that overall supply is adequate.

While the City's water system has adequate capacity for growth, deficiencies exist in its infrastructure in the Focus Area, such as end of useful life of mains and insufficient standby storage volume in the North Hill Pressure Zone, as noted by the City's Water System Plan. The following subsections describe the known water system deficiencies for each major geographic division of the focus area (West and East Hillyard). These known water service deficiencies are summarized in **Table 6.2**.

9.3.2.1: West Hillyard

Water infrastructure is in place in most rights-of-way, lessening the financial burden to extend water lines great distances to serve specific redevelopment projects. The old age of some of the conveyance pipes could pose risks to the water system's performance and public safety. Pipes of substandard size (6") could fail to meet level of service standards for specific redevelopment projects, depending on the water demand.

9.3.2.2: East Hillyard

As documented in the Yard Redevelopment Master Plan (2017), portions of the existing potable water service system in the Yard Plan Area do not meet current City standards and are unable to fully serve future industrial use based on user demand. The Water System Plan notes that the Freya St. Transmission Main needs replacement because of old age, and that additional transmission is needed to support growth in the Yard Plan Area.



TABLE 6.2 PLANNED WATER PROJECTS IN THE FOCUS AREA – 2024-2029 CIP

Topic	Location	Description
Stagnation issues and gaps	The Yard Plan Area	Poor water circulation due to dead end mains and isolated gaps along several streets including Bismark Ave, Joseph Ave, Central Ave and Sanson Ave.
Low fire flow due to substandard pipe sizes	The Yard Plan Area	Undersized 6" water mains located on Dalke Ave, Columbia Ave, Everett Ave, Princeton Ave, Rich Ave, Myrtle St, Florida St and Havana St
Infrastructure Age	Various locations	With the significant age of some water mains comes the risk of substandard material and/or deterioration, which could negatively impact public safety (water quality), performance (leaks, bursting), and serviceability
Inadequate Transmission	East Hillyard	No transmission main exists through the Yard Area. Existing Freya St Transmission south of Wellesley Ave is approaching the end of its useful life. Replaced in May/June 2025 with NEPDA funding
Insufficient Standby Storage Volume	North Hill Pressure Zone	Water System Plan notes additional reservoir is needed for this pressure zone to achieve the minimum required standby storage volume.



6.3.3: Potable Water Service Strategies

To improve the potable water service for the Focus Area as a whole, additional Standby Storage Volume should be provided to serve the North Hill Pressure Zone (the pressure zone encompassing the Focus Area), which should occur within the next 20 years according to City Staff. Due to differences in infrastructure, West and East Hillyard each have strategies for enhancing potable water service that are unique to them.

6.3.3.1: West Hillyard

As infill development occurs, the City should investigate the age and condition of distribution piping and require replacement if warranted. Typically, an applicant would provide a calculated demand volume associated with the development, then the City would assess the utility infrastructure to determine whether line replacement or other infrastructure upgrades are warranted to adequately serve the development's water demand while maintaining the system-wide level of service. For lots without direct access to a distribution main (for example some lots on Regal St, Haven St, Stone St and Lacey St), the City should require private development to extend public distribution mains these relatively short distances to serve the proposed development.

6.3.3.2: East Hillyard

The City should significantly upgrade both distribution and transmission conveyance infrastructure within the Yard. The Subarea Plan recommends a continuation of transmission main along Freya St. between Wellesley Ave. and Francis Ave., consistent with CIP WAT-2017-26. An additional transmission main should be installed along Rowan St. under the NSC between Freya St. and Haven St. to provide looping of this transmission main; a casing has been installed under the NSC for this exact purpose according to City Staff. Looping of water conveyance increases performance and provides resiliency to the system. Regarding distribution improvements, the City should install a network of larger diameter pipes (12" to 18") along major rights-of-way, such as Francis Ave, Rowan Ave, Wellesley Ave, Julia St, Rebecca St, and Havana St.

Future study should include a hydraulic analysis of the Yard Plan Area's water system that considers the water demand of a fully developed Yard and provides the sizing and exact location of transmission and distribution mains as appropriate. In some places, existing distribution mains may be adequate for continued use.



SECTION 6.4: Sanitary Water Service

The City of Spokane is responsible for the operation and maintenance of the sanitary water collection system in the Focus Area. The City collects, conveys and treats sanitary water from residential, commercial, and industrial sources, then discharges the treated effluent to the Spokane River, with emphasis placed on protecting the underlying aquifer and sole water source. The most notable components of the City's sanitary water service are the North Interceptor, a large pipe into which most of the City's sanitary sewer pipes feed into, and the Riverside Water Reclamation Facility, the building that treats sanitary water from the North Interceptor before discharging it into the Spokane River.

Section 6.4.1 Sanitary Water Service Existing Conditions

The Focus Area, as a whole, is generally well served by sanitary sewer infrastructure. However, pockets of little to no sanitary sewer infrastructure exist in the Focus Area, notably along the railway in the Yard Plan Area and in a large portion of the Beacon Hill Plan Area.

6.4.1.1: West Hillyard

The West Hillyard sanitary sewer system is generally in good condition and has adequate capacity to handle current and projected flows.

6.4.1.2: East Hillyard

East Hillyard is also connected to the City's centralized sanitary sewer network through a series of pipes that convey wastewater to the Northeast Terrace Lift Station, where it is pumped across the NCS before flowing into the Regal St interceptor in West Hillyard.

The Yard Plan Area – The City's sanitary sewer pipes serving this area range from 8" to 18". The existing sewer pipes can handle current and future wastewater flows in the area based on past studies conducted by the City. An 8" force main is currently being installed parallel to the existing 14" force main to increase the pumping frequency and reduce the buildup of corrosive and, in large quantities, explosive gas (hydrogen sulfide).

E. Wellesley Business District – Multiple 8" pipes connect to 10" and 12" lines along Myrtle St. The wastewater from the district discharges north to the Northeast Terrace Lift Station.

Esmeralda Plan Area – The sewer pipes north of the golf course are routed to the Northeast Terrace Lift Station. Smaller 8" pipes connect to the 10" line in the E. Wellesley Business District Plan Area. The Hill Estates subdivision west of the golf course features 8" pipes that drain south.

Beacon Hill Plan Area – The Beacon Hill Plan Area is mostly undeveloped and has no sewer pipes to accommodate future development. However, a developer entity is currently developing the land for a new residential project and is presently constructing streets and utility lines.

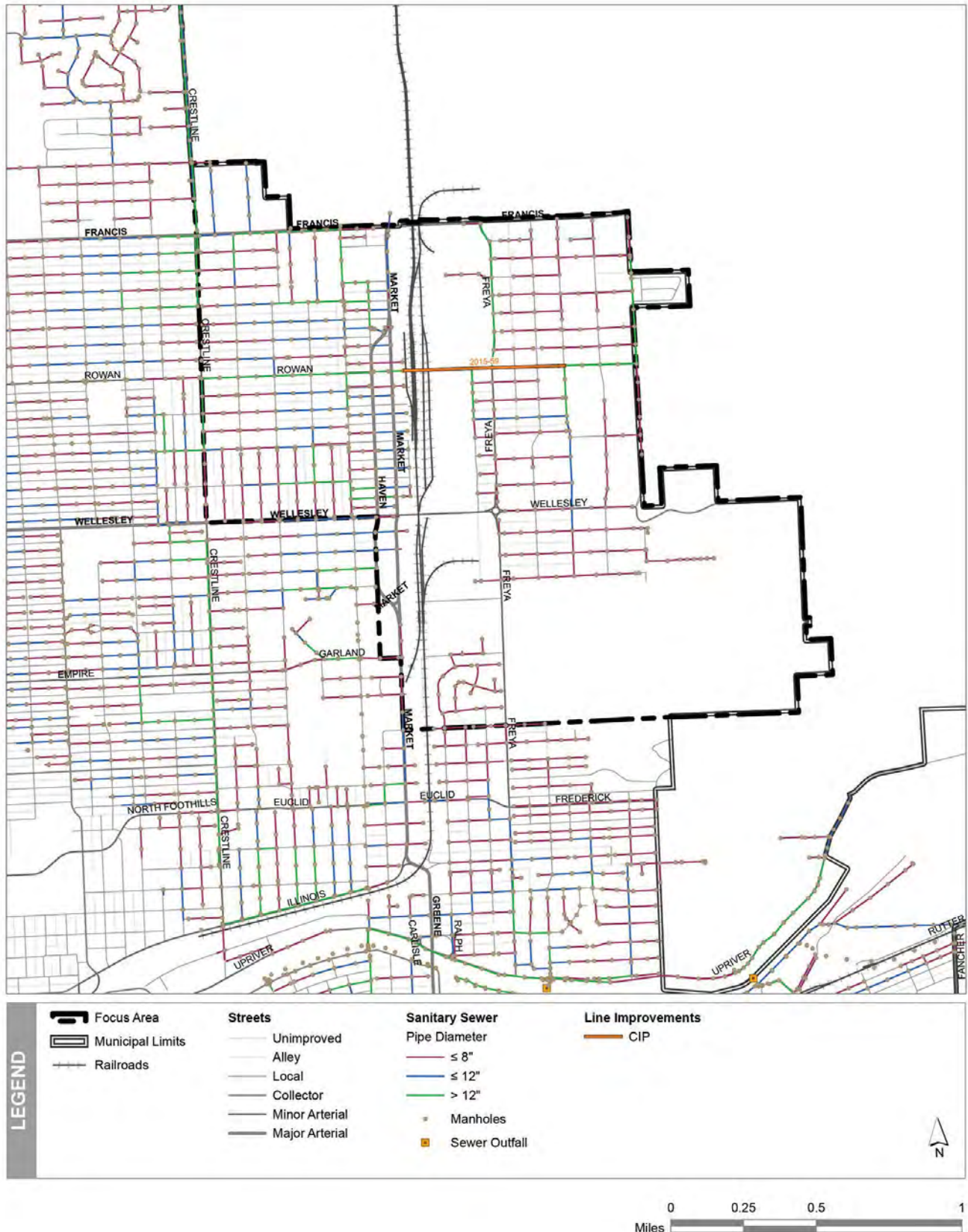


Figure 6.2 - Planned (now completed) Sanitary Sewer Service Projects Map



Section 6.4.2

Sanitary Water Service Current and Projected Demand and Deficiencies

The level of service goal for the City's sanitary sewer system, as set by its Comprehensive Plan, is 100 gallons per day per capita (gpdpc). The City uses the Integrated Clean Water Plan, the Sanitary Sewer Management Program, and the Regional Sanitary Sewer Manual to inform improvements and additions to sanitary sewer infrastructure in the Focus Area.

City Staff have indicated that both West and East Hillyard may contain sites with unpermitted connections of stormwater downspouts to the sanitary water conveyance systems. During moderate to heavy rainfall and snowmelt events, these connections can greatly increase the volume of untreated water and exceed the capacity at the treatment plant, resulting in untreated sewage overflowing into the Spokane River.

6.4.2.1: West Hillyard

Based on a review of utility maps and readily available utility information, many of the sanitary sewer service lines date back to World War II or earlier. Sanitary sewer pipes of this age should be closely and consistently monitored for signs of deterioration.

6.4.2.2: East Hillyard

The lift station on N Havana St. and E Dalke Ave. is currently oversized and is anticipated to have sufficient capacity for future growth. The following deficiencies are also present in East Hillyard:

Unserved areas – A 40-acre area near the northwest corner of the Esmeralda Golf Course, north of Garland Ave. and south of Wellesley Ave. is currently unserved by the City's sanitary sewer system. Viable points of connection to serve this area may exist on Rich Ave., Garland Ave., and under the BNSF ROW. In the Esmeralda Plan Area, no sanitary sewer infrastructure currently exists west of Freya St. between Garland Ave. and Rich Ave. The Beacon Hill Plan Area is highly undeveloped and does not have any sanitary sewer infrastructure to support future development.

Pipe Age and Condition – Some of the existing sanitary sewer pipes and manholes in the Focus Area are old, in poor condition, or conflict with other projects. For example, an existing 8" sanitary sewer pipe along Broad Ave. between Ferrall St. and Freya St. in the E. Wellesley Business District conflicts with a proposed WSDOT roundabout at Freya St. and Wellesley Ave. Additionally, an existing 8" sanitary sewer main along Rowan Ave. between Freya St. and Myrtle St. in the Yard Plan Area is undersized.



TABLE 6.3 KNOWN SANITARY SEWER DEFICIENCIES

Topic	Location	Description
System condition and capacity	West Hillyard	Generally good, but some segments are aging and may be in poor condition.
Unpermitted stormwater downspout connections	These potentially exist throughout the Focus Area	Combined systems may exist where there are unpermitted downspout connections.
Unserved areas	Esmeralda Plan Area and Beacon Hill Plan Area	Some areas have no sanitary sewer service or infrastructure (though a private development project is under construction in Beacon Hill which will include public utilities).
Sewer Age, Condition and Conflicts	E. Wellesley Business District and Yard Plan Area	Some pipes and manholes are old, in poor condition, and/or conflict with other planned development.

Section 6.4.3 Sanitary Sewer Service Strategies

For the Focus Area as a whole, some sewer line segments, due to their age, may need to be updated to accommodate new (re)development projects. Developers typically provide sewer demands in the design phase, and the City will have the opportunity to evaluate impacts to those sanitary sewer segments; in situations where lines need replacement (or upsizing), those improvements would be provided concurrently with the development. The City should require developers to inspect the sewer main adjacent to their development with a sewer camera to assess the condition of the piping immediately downstream of the intended point of connection, and for the developer to provide replacement if necessary.

Any development within the Focus Area proposing to keep existing buildings should demonstrate that existing downspouts are either not connected to public sewer conveyance, or to include plans for disconnecting roof drains from sanitary sewerage

as part of the development. Where combined sewer connections exist (i.e. private storm line connected to public sanitary sewer system), the City should require developers to disconnect the storm from the sanitary sewer main, and to treat stormwater separately, as per the Spokane Regional Stormwater Manual.

6.4.3.1: East Hillyard

The City should conduct a detailed hydraulic analysis specifically on the Yard Plan Area using forecast future demands. The City should adhere to the recommendation from the Spokane County Sewer Standards Manual to use 2,200 gpd per acre to estimate the sewer load resulting from industrial use buildout for the Yard Plan Area.

Any development within the Yard Plan Area seeking to keep existing buildings should demonstrate that either the structures are not connected to a septic or cesspool system, or to provide plans for connection to public conveyance and decommissioning of said septic or cesspool system.

Some conveyance should be relocated to avoid conflicts with proposed development of a WSDOT roundabout on Wellesley Ave.



SECTION 6.5: Stormwater Management

The City's current stormwater management infrastructure is provided to guard against flooding and protect water quality and natural stormwater systems. The Focus Area is located over the City's soul source of drinking water (the Spokane Valley-Rathdrum Prairie Aquifer) making stormwater management a critical concern to prevent water supply contamination issues associated with runoff from the Focus Area.

Section 6.5.1 Stormwater Management Existing Conditions

The City of Spokane provides stormwater management infrastructure by way of inlets, pipes, bio-infiltration swales¹, underground injection controls (UICs),² and outfalls to collect and convey stormwater runoff from the Focus Area.



¹ Bio-infiltration Swales are stormwater collection sites that employ natural features such as soil and plants to filter the stormwater before it enter groundwater sources.

² Underground Injection Controls (UICs) are wells or other structures that allow stormwater to percolate into the ground and recharge the aquifer

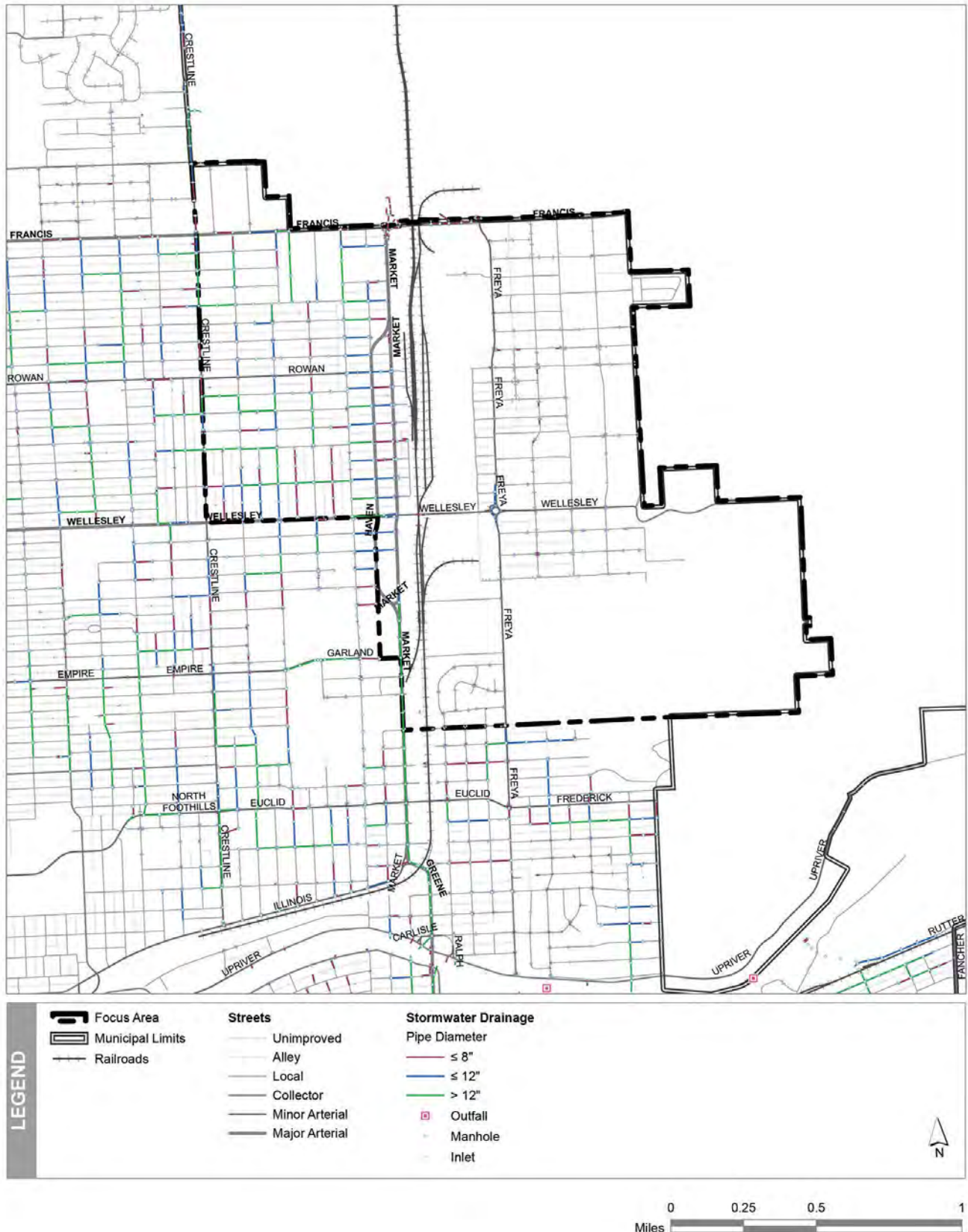


Figure 6.3 - Existing Conditions – Storm Drainage System



6.5.1.1: West Hillyard

West Hillyard is served by storm sewers that outfall to the Spokane River via a large diameter interceptor. Some areas in West Hillyard are served with bio-infiltration swales.

Hillyard Residential Plan Area – Runoff from this neighborhood is conveyed to inlets in adjacent streets, where it enters the storm sewers and flows south before discharging into the Spokane River. Large diameter storm lines located on Wabash Ave., Sanson Ave., Nebraska Ave., and Central Ave. convey runoff from the residential area to the storm main in the Hillyard Business District. There are no existing regional stormwater treatment systems in this area.

Hillyard Business District – This District drains to a storm main on Regal St. A large stormwater pond along Market St. north of Columbia Ave. serves as a detention and treatment facility for the runoff from the NSC. A small stormwater pond between Market Pl. and Market St. serves adjacent roadways.

6.5.1.2: East Hillyard

East Hillyard is served primarily by UICs, and some areas possess bio-infiltration swales. Having historically been a site for industrial and railroad activities, East Hillyard contains six (6) notable cleanup sites registered with the State of Washington's Department of Ecology (DOE): the BNSF Railway Black Tank Property, Burlington Northern Yard, SemMaterials LP Spokane, BNSF RR Bunker C Spill Area, Aluminum Recycling Corp, and Sicilia Trucking. The soils on these sites contain petroleum-based pollutants and, therefore, can potentially affect the groundwater. Several other cleanup sites in East Hillyard are documented with the U.S. Department of Energy (DOE) as "Cleanup complete", including a lead-contaminated site at the historic BNSF rail yard.

The Yard Plan Area – Existing development generally drains runoff to inlets in adjacent streets, where it is conveyed to numerous nearby UICs. There are no existing regional stormwater systems for treating stormwater.

E. Wellesley Business District – Most stormwater in this district is treated by UIC with the exception of a bio-infiltration swale adjacent to the new roundabout at the intersection of Freya St. and Wellesley Ave.

Esmeralda Plan Area – Stormwater in this district is solely treated by UIC.

Beacon Hill Plan Area – The Beacon Hill Plan Area currently contains no public stormwater.



Section 6.5.2

Stormwater Management Service Current and Projected Demand and Deficiencies

Level of Service goals for stormwater management, as established by the City's Comprehensive Plan, require development to prevent property from flooding during a 25-yr rainfall event and prevent buildings from being damaged during a 100-yr rainfall event. In considering drainage and stormwater management deficiencies, some portions of the Focus Area experience regular flooding and ponding, especially during heavy rain or snowmelt events. These issues have been attributed to inadequate storm sewer capacity, clogged or damaged UIC devices, poor drainage design, and/or lack of maintenance. To address these issues, the City has identified some of the problem areas and planned drainage improvement projects, such as upgrading or replacing stormwater infrastructure, installing new stormwater facilities, and implementing green infrastructure practices. The City's Integrated Clean Water Plan, the Stormwater Management Program, and the Regional Stormwater Manual have been significant tools for carrying out these projects. **Table 6.4** summarizes the known stormwater management deficiencies of the Focus Area.

6.5.2.1: West Hillyard

The current deficiencies of the stormwater management system in West Hillyard can be categorized into two general concepts: aging and undersized infrastructure and untreated stormwater discharges. The storm sewers and storm mains in West Hillyard are old and may not be able to handle the increased runoff from future growth and redevelopment. Specifically, the storm mainline on Regal St., for example, is only 12" in diameter near Francis Ave. and may not be able to accommodate runoff from redevelopment where an increase in runoff is anticipated. Additionally, the potential existence of combined systems (unpermitted downspouts) can create water quality and ecological health impacts for the river.

6.5.2.2: East Hillyard

East Hillyard experiences similar stormwater management system deficiencies as West Hillyard. East Hillyard lacks regional stormwater management facilities that can detain and treat stormwater runoff, and the area's various drywells are potentially deteriorated and in need of upgrades due to their age. Additionally, The Yard has a long history of industrial use, several known contaminated sites, and the possibility for several unknown and untreated contaminated sites. Considering this fact, untreated stormwater that has travelled through this plan area has an increased risk of carrying harmful pollutants.



TABLE 6.4 KNOWN DRAINAGE DEFICIENCIES IN FOCUS AREA

Topic	Location	Description
Lack of regional stormwater systems	The Hillyard Residential and the Yard plan areas.	No adequate detention and treatment for runoff, increasing flood and pollution risk. Vacant lots offer opportunities for creating regional stormwater systems
Aging and undersized infrastructure	Storm sewers and storm mains in the Hillyard Business District, the E. Wellesley Business District, and the Esmeralda Plan Area	Old and small pipes that may not handle increased runoff from future growth and redevelopment. Some pipes need to be upsized or replaced
Stormwater pollution and contamination	The Yard Plan Area	Runoff from potentially contaminated sites in the Yard and could carry pollutants to the river or the aquifer, affecting water quality and ecological health

Section 6.5.3

Stormwater Management Strategies

The City of Spokane requires new projects to address both detention and water quality standards in the management of stormwater on their property in accordance with the Spokane Regional Stormwater Manual. This means that runoff must be cleaned before it is released to storm inlets and discharged or infiltrated; the underlying soils in the Focus Area are generally suitable for disposal by infiltration. Typically, new projects will address stormwater on-site, reducing their usable land area.

6.5.3.1: West Hillyard

Due to their age, some stormwater infrastructure in the ROW may need to be update. Such improvements would be provided by the developer and concurrently with the development. Additionally, the City should require developers to inspect the storm main adjacent to their development with a sewer camera to assess the condition of the piping immediately downstream of the intended point of connection, and for the developer to provide replacement if necessary.



East Hillyard

It is recommended that the City design and implement regionally shared stormwater treatment systems so that infill and redevelopment projects can maximize more of their site. This recommended regional facility approach is described in further detail in the Hillyard Stormwater Alternatives Report by Maul, Foster and Alongi dated 2020 as “Option 2 – Clustered, Scenario 2”. Option 1 is discouraged, as it does not allow for piecemeal or phased construction; one large facility must be built and significant initial investment in pipe conveyance must be made before any service is possible, while Option 2 would provide service for dozens of parcels with each individual cluster facility installed, and conveyance could reasonably be expected to be provided by developers. Scenario 1 is discouraged as it neglects roadways. Drywells serving these roadways within the Yard are either aged or missing, and runoff to these wells is untreated. Scenario 2 would allow for decommission of all existing public UICs in the Yard over time, allowing for savings of repairs/replacements that would have otherwise been required of these drywells, and consolidates maintenance and operations costs to relatively few facilities.

If for any reason drywell functionality is to be preserved, then developers should be responsible for assessing the quality and performance of these drywells within fronting ROW, and the development should be responsible for bringing these UICs into compliance if deficiencies are discovered concurrently with development.

Undiscovered or undocumented spills may exist within the Yard Plan Area, therefore the City should require soil sampling on new development projects to test for common pollutants of concern in the area, notably Halogenated and Non-halogenated Organics, Petroleum, Naphthalene, Polycyclic Aromatic Hydrocarbons (PAHs), Chloride, Fluoride, Nitrates, Nitrites, and Lead. If contaminants are discovered, the development shall register the site with Department of Ecology (DOE) as a spill site and take appropriate action to remediate the contaminated soil per DOE requirements. Targeted pollutants may be revised by City staff who are familiar with the aquifer’s water quality concerns.



SECTION 6.6

Broadband Service

Broadband service in the Focus Area is composed of networks of buried fiberoptic cables and conduits in buried pipes where fiber cables can be easily pushed through. These fiberoptics cables and the conduits that may precede or accompany them are laid, operated, and maintained by various service providers.

Established in 2022 by the Spokane County Commissioners, the Spokane Regional Broadband Development Authority, or Broadlinc, works with local governments, Tribes, public and private entities, nonprofit organizations, and consumer-owned and investor-owned utilities to enhance broadband infrastructure and access through the development of strategies and plans.

Section 6.6.1

Broadband Service Existing Conditions

According to the 2023 Petrichor broadband assessment, the NEPDA, which encompasses the Focus Area, has a strong existing fiber infrastructure base to build from, equipped with sufficient City- and provider-owned fiber. Additionally, the NEPDA contains a framework of conduits further adding to the area's fiber scalability; see

Figure 6.4 for the location of existing fiber and conduit placement. Internet performance for households in the Focus Area is generally good; according to Spokane County's Equity and Inclusion Methodology Tool, most households have internet speeds above 200Mbps.

6.6.1.1: Planned Broadband Projects

The Broadband Assessment Conducted by Petrichor recommended that the City place conduit within the Wellsley underpass (beneath the NSC) that had been under construction by the City at the time of the report. According to City Staff, this recommendation has been addressed; this addition is denoted in yellow in the **Figure 6.4**.

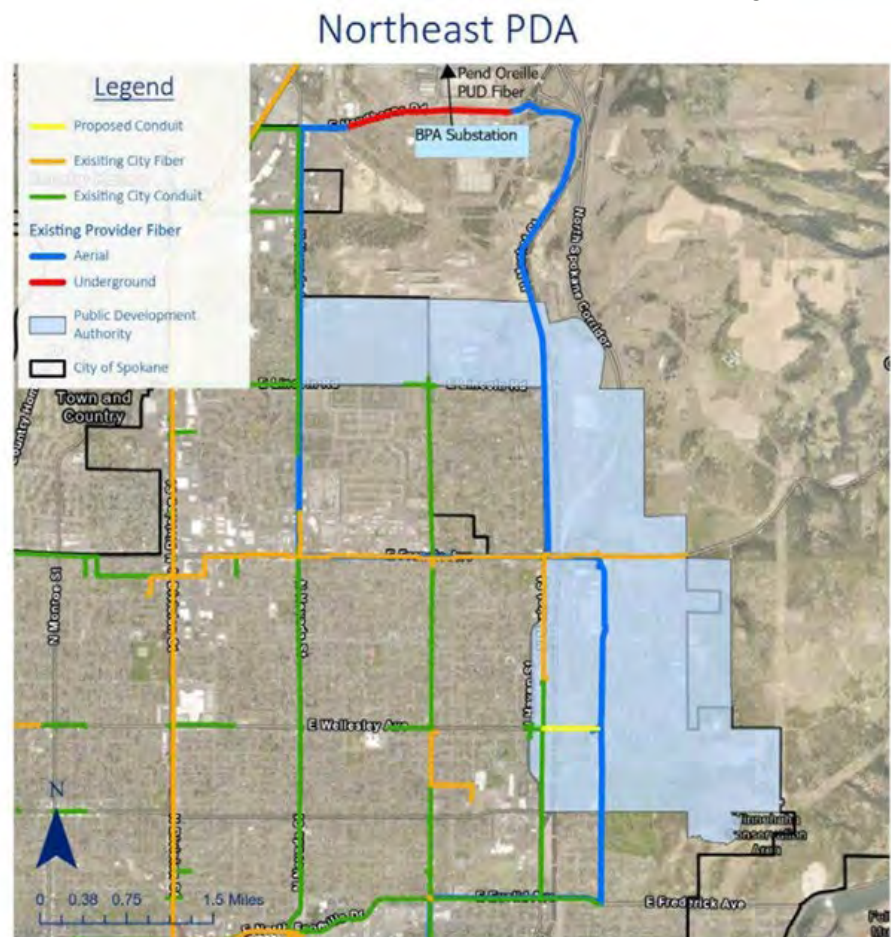


Figure 6.4 - Fiber Concept for Northeast PDA



Section 6.6.2

Broadband Service Current and Projected Demand and Deficiencies

According to Spokane County's Equity and Inclusion Methodology Tool, pockets of households with internet speeds below the 200mbps threshold exist along the railway and the intersection of E Wabash Ave. and N Morrill St.

6.6.3: Broadband Service Strategies

In support of Goal CFU 3 – Coordination in the Comprehensive Plan, the City should coordinate with Petrichor Broadband and Broadlinc to track and plan for significant changes in planning, capital improvement projects, or development trends in the Focus Area.

The City of Spokane Broadband Assessment provided three primary recommendations for increasing broadband infrastructure within the NEPDA service area as follows:

1. Work with WSDOT to understand the North Spokane Corridor's applicability as a telecommunications right-of-way (ROW).
2. Place conduit within the Wellsley underpass being constructed by the City. According to City staff, this recommendation has been completed.
3. Place additional conduit in the areas where sewer and electrical infrastructure are being installed for the new Esmeralda Business Park

In addition to the recommendation above, Attachments A and B in the City of Spokane Broadband Assessment discuss infrastructure investment proposals aimed at leveraging funding from the American Rescue Plan Act's (ARPA) Build Back Better Regional Challenge (BBBRC) to improve or reconstruct roadways in the City. Specifically, Impact Region Project 1 in Attachment B is a proposal to reconstruct all nonpaved roads, the majority of which exist in the Focus Area. In the event this project proceeds, the City should utilize this large groundbreaking opportunity to install conduits/fibers along the right of ways of the newly reconstructed roads.

SECTION 6.7

Electrical Power and Natural Gas

Electrical power and natural gas services in the Focus Area are provided by Avista Utilities, a regional energy service provider. Avista's power generation comes from a blend of mostly renewable energy sources as outlined in **Table 5** and serves portions of Eastern Washington and Northern Idaho.

TABLE 6.5 AVISTA ELECTRICAL POWER SOURCES		
Source	Renewable?	Percentage
Hydro	Yes	48%
Wind	Yes	9%
Biomass	Yes	2%
Natural Gas	No	33%
Coal	No	8%



Section 6.7.1

Electrical Power Existing Conditions

Electrical power is provided to the Focus Area by transmission lines from the Northeast Substation which is then further distributed by above- and below-ground feeder and distribution lines to serve residential, commercial and industrial customers. **Figure 6.5** displays the power feeders and their capacities in the Focus Area.

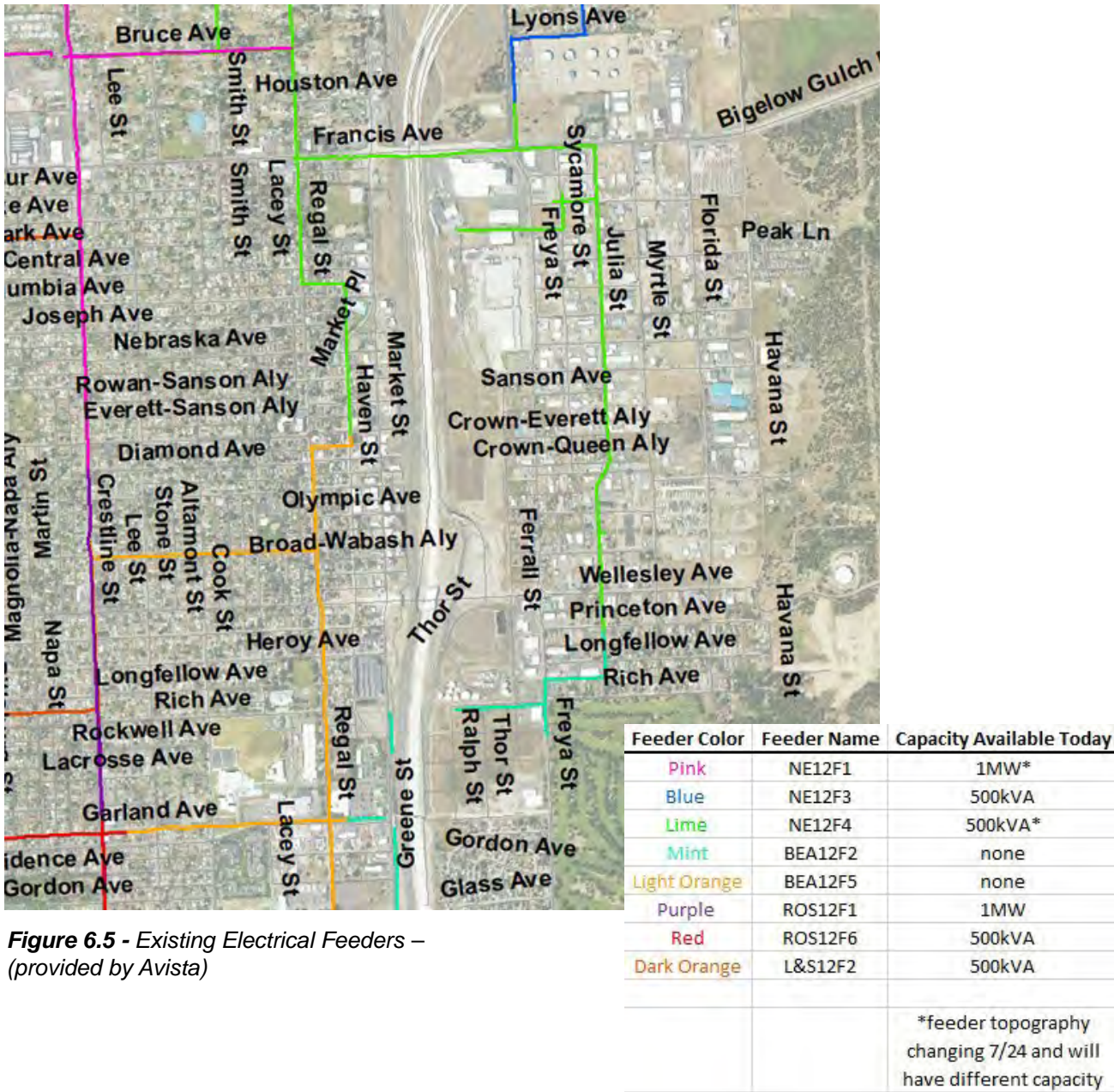


Figure 6.5 - Existing Electrical Feeders –
(provided by Avista)



6.7.1.1: Planned Electrical Projects

A summary of electrical projects planned by Avista for the Focus Area can be found in **Table 6.6**.

TABLE 6.6 PLANNED ELECTRICAL POWER PROJECTS	
Project	Description
Crestline Feeder Line	There are plans to update the feeder line on Crestline Drive with service coming from the west via Bruce/Lions.
Upgrade to Northeast Substation	There are plans to increase the power capacity at the Northeast Substation from 15,000 kVA to 20,000 kVA.
Future Florida/Dalke Substation	Long-range plans to construct a new substation at the intersection of Florida St and Dalke Ave. Transmission lines would follow the foot of Beacon Hill.



Section 6.7.2

Electrical Power Current and Projected Demand and Deficiencies

Avista is responsible for monitoring the current and future electricity demands in the Focus Area then planning infrastructure improvements and additions accordingly. Avista has identified some service issues in the near- and long-term as outlined in **Table 6.7**.

TABLE 6.7 AVISTA ELECTRICAL POWER CONCERNS	
Issue	Discussion
Climate Commitment Act	The State of Washington's Climate Commitment Act could significantly limit the use of natural gas in future developments. Avista anticipates that customers who would have otherwise utilized natural gas (i.e. for heating, dryers, etc.) will instead rely more heavily on the power grid, possibly causing a strain on the electrical grid.
Esmeralda Commerce Park	Current plans for a light industrial park along Freya Ave. and Garland Ave. would, at full build-out, significantly strain the power grid.
Electric Vehicle Charging Stations	Recent revisions to the building code in the City of Spokane requires private development to include electric vehicle charging stations. Installation of multiple fast charging stations (Type 3) would strain the power delivery system in the area. Avista is currently studying the impact that recent revisions to the building code will have on grid demand.
Electric Buses	Spokane Transit Authority is expanding service via electric buses, including wireless charging technologies, which could have a significant strain on the power grid.

Section 6.7.3

Natural Gas Existing Conditions

The available natural gas supply capacity was determined for each Plan Area and assigned a designation of "Fair", "Good", "or "Excellent" based on the area's proximity to large gas mains and regulator stations. Provided by Avista, the designations for each Plan Area are shown in **Figure 6.6**. The majority of the Focus Area meets the "Good" or "Excellent" designation; however, the E. Wellesley Business District and the Beacon Hill District are listed at the "Fair" available capacity designation.

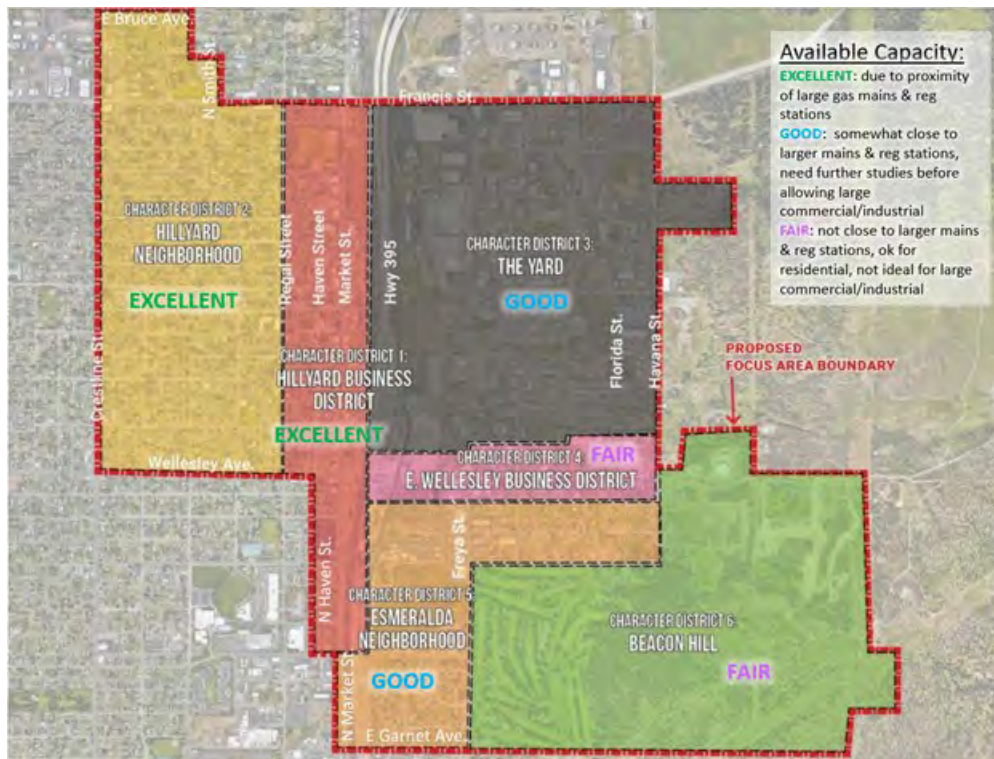


Figure 6.6 - Existing Electrical Feeders – (provided by Avista)

Section 6.7.4

Natural Gas Current and Project Utility Demand and Deficiencies

Similar to electrical power service, Avista monitors the status of natural gas demand in the Focus Area and will determine improvements and additions as they prove necessary. Avista currently has no plans for capacity-related enhancements in the Focus Area but anticipates that the State of Washington's Climate Commitment Act will limit natural gas demand in the future.

6.7.4.1: West Hillyard

Gas level of service in West Hillyard is “excellent” as depicted in **Figure 6.6**.

6.7.4.2: East Hillyard

Gas level of service in the E. Wellesley Business District and the Beacon Hill District are “Fair” as depicted in **Figure 6.6**, otherwise the rest of the region is “good”.

Section 6.7.5

Electrical Power and Natural Gas Strategies

The City should coordinate with Avista Utilities to track and plan for any significant changes in planning, capital improvement projects, or development trends in the Focus Area.

Notably, the City and Avista Utilities should prioritize the E. Wellesley Business District for natural gas infrastructure improvement, as this district is currently inadequate for commercial development.



Chapter 7

Parks and Open Space





SECTION 7.1

Introduction

This chapter aims to preserve and enhance the area's natural landscapes, parks, and open spaces.

The chapter provides an overview of existing plans that outline long-range goals for parks and open spaces, details the current parks and natural features within Hillyard, and presents strategies to enhance these spaces and increase access to recreational amenities.

SECTION 7.2 Guidance on Parks and Open Space in Existing Plans and Documents

The following plans establish overarching goals and strategies that address parks, open space, and the natural environment in Spokane. These goals and policies play a crucial role in preserving the city's natural assets, enhancing recreational opportunities, and promoting sustainable practices.

Section 7.2.1

City of Spokane Comprehensive Plan Parks and Recreation Goals and Policies

The Comprehensive Plan provides policy directives that seek to sustain and enhance the inventory of parks and open spaces within Spokane's Urban Growth Area (UGA) boundaries. Policies throughout the plan emphasize the need to protect and preserve areas for the public's use that fall under the following criteria:

- Areas that contain wildlife habitat and/or distinct landforms such as rock structures
- Hold culturally significant or aesthetic value
- Serve as a buffer between two conflicting land uses
- Are near or can provide linkages to existing parks and/or open space
- Are located near or on riparian areas, flood plains, or wetlands
- Fall under the designation of a shoreline as outlined in Spokane's Shoreline Master Program, such as areas along the Spokane River and Latah Creek

The plan also encourages the City to establish and annually update a six-year capital

improvement program for the implementation of the Parks, Recreation and Open Spaces Plan.

Appendix B Plan References and Resources lists the goals and policies that address parks and recreation in the Focus Area.

Section 7.2.2

Spokane Parks and Natural Lands Master Plan

The Spokane Parks and Natural Lands Master Plan was adopted in 2022, and is intended to guide the development and management of Spokane's parks and natural areas over the next decade. The plan aims to preserve and enhance the city's green spaces to ensure they meet the needs of current and future residents. Through 'Equity Zones', the plan prioritizes project areas for investment based on history of investments, current conditions, and demographics.

Looking within the Focus area, the Hillyard Residential District and the Hillyard Business District were designated as the highest equity priority. Wildhorse Park, near the southeastern border of the Hillyard Business District, is one of two parks within the city that is designated as the highest investment priority. The Yard District has a high concentration of households more than a 10-minute walk from a park, and is classified as an opportunity area for new parks within the plan.



Section 7.2.3

Greater Hillyard-Northeast Planning Alliance / Bemiss, Hillyard and Whitman Neighborhoods

The Greater Hillyard-Northeast Planning Alliance (GHNEPA) is the formal, collaborative planning effort of the Bemiss, Hillyard, and Whitman neighborhoods to produce, track, and assure development goals of these communities. Using public engagement, the GHNEPA established ten strategy areas of community focus. One of these strategies is to improve parks and trails and is broken down into four objectives:

1. **Gatherings for strengthened sense of community:** Ensuring the existing parks are adequately equipped to support community events and child safety.
2. **Increase awareness and attendance of neighborhood events:** Find ways to leverage existing resources and partnerships to maximize community awareness and participation in public gatherings held at neighborhood parks and school facilities.
3. **Improve parks and paths and increase their use:** Outline actions to promote the stewardship of existing parks amongst community members independent from the City and ways to involve the community in planning park development and improvement.
4. **Use school buildings and grounds for events:** Identify strategies for working with schools to use their facilities for community events and recreation.

Section 7.2.4

Environmental Policy Plans

Updated in 2021, the Sustainability Action Plan (SAP) outlines strategies for reducing greenhouse gas emissions, conserving water, and promoting sustainable practices across various sectors, including the natural environment. One of the most important outcomes of the SAP is the identification of lack of tree canopy as one of the biggest climate threats in northeast Spokane. The natural environment chapter of the SAP focuses on preserving and enhancing the city's natural resources. Key objectives include:

1. **Biodiversity Conservation:** protect and restore habitats to support diverse plant and animal species
2. **Water Resource Management:** Implement sustainable water management practices to ensure the health of rivers, lakes, and aquifers
3. **Urban forestry:** Expand and maintain the urban tree canopy to improve air quality and provide shade
4. **Green Infrastructure:** Implement systems like rain gardens and green roofs to manage stormwater and reduce urban heat islands
5. **Community Engagement:** encourage residents to participate in conservation efforts and environmental stewardship



SECTION 7.3: Current Parks and Natural Features

Hillyard is home to a variety of parks and natural assets that contribute to the area's unique charm and community character. Hillyard features several well-maintained parks that offer residents and visitors opportunities for recreation and relaxation. The Subarea Plan aims to enhance and expand upon existing parks and open space, leveraging current assets while identifying opportunities for park improvements that align with the city's long-term vision and meet community needs.

Section 7.3.1 Current Parks and Open Space

The Hillyard Subarea contains a total of 5 parks excluding the Esmeralda Golf Course and the Hillyard Aquatic Center. According to the City of Spokane's Parks and Natural Lands Master Plan, these five parks are separated into 2 categories:

1. **Neighborhood Park:** Parks that are 4 to 15 acres and serve a neighborhood population by being geographically centered for safe biking and bicycle access.
2. **Pocket Park:** Small parks or a specialized facility typically 2 acres or less serving a concentrated or limited population or specific group such as children or seniors.

Table 7.1 below lists each of the five parks within the subarea and their characteristics as identified in the plan.



Harmon Park

TABLE 7.1 CURRENT PARK FACILITIES IN FOCUS AREA		
Park Name	Classification	Acreage
Harmon Park	Neighborhood Park	10.9
James J. Hill Park	Pocket Park	1.88
Kehoe Park	Pocket Park	1.7
Loren Kondo Park	Pocket Park	0.5
Wildhorse Park	Neighborhood Park	2.72



James J Hill Park



Kehoe Park



Loren Kondo Park



Wildhorse Park



Section 7.3.2

Current Environmental Features and Natural Resources

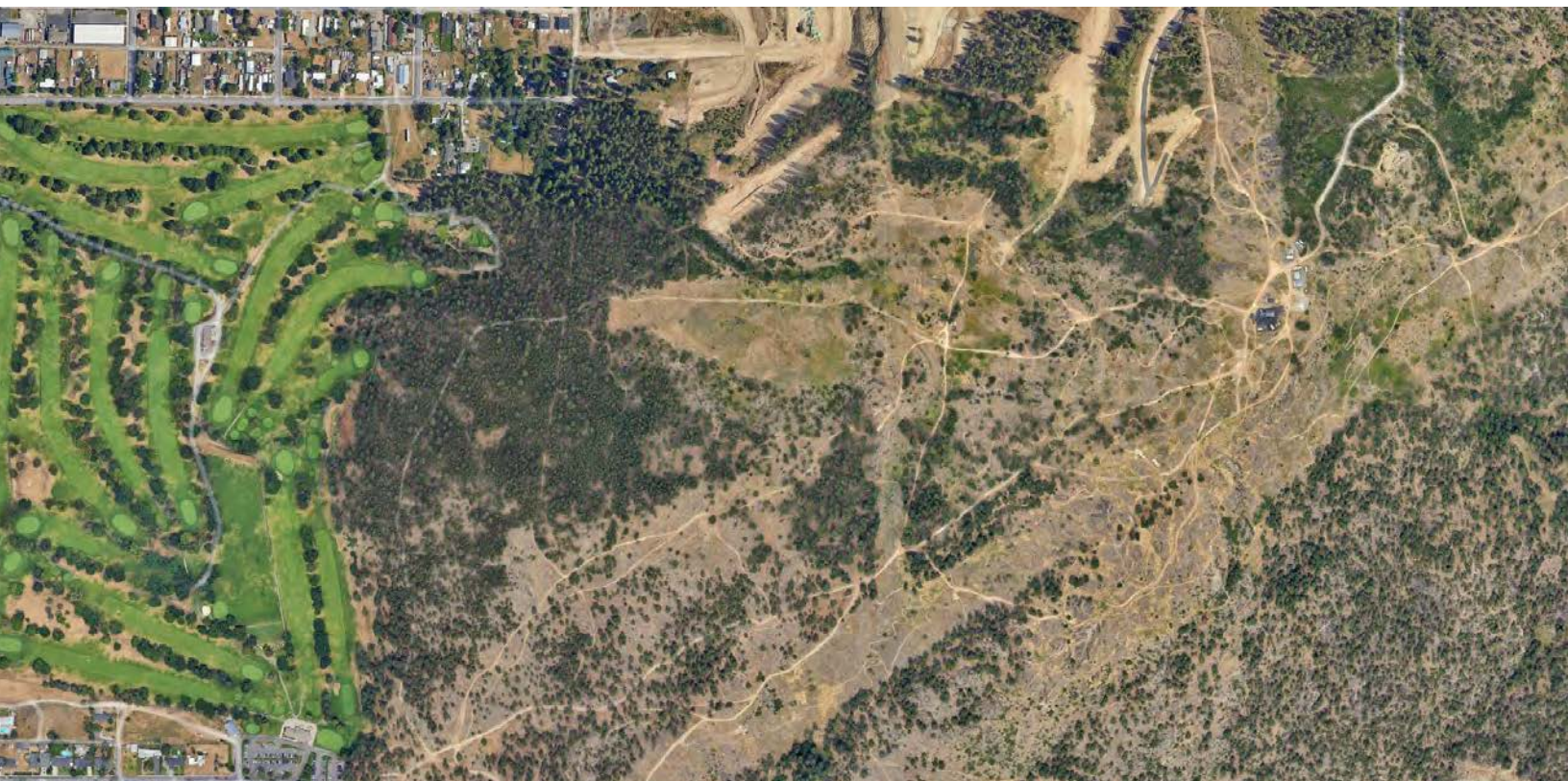
The following are natural features that are important to consider when planning for the Focus Area.

Wetlands and Streams – There are no wetlands or streams in and around the Focus Area. The nearest body of water is the Spokane River just south of the Focus Area. Wet areas generally will not be a concern as the area changes or as redevelopment occurs.

Rathdrum Aquifer – Most of the Focus Area overlies the Spokane Valley-Rathdrum Prairie Aquifer. This aquifer is the sole source of water for most of Spokane County, as well as neighboring Kootenai County in Idaho. It is a “sole source aquifer” which means it supplies at least 50 percent of the drinking water for its service area where there is no reasonably available alternative source should the aquifer become contaminated. This aquifer is highly susceptible to contamination; best practices include eliminating septic tanks and pre-treating stormwater over the aquifer. The latter is important to consider as potential redevelopment and/or streetscaping occurs.

Erodible Soil – Several large areas with erodible soils exist adjacent to the Focus Area on the east, and overlap slightly into the Focus Area, especially east of the Esmeralda Golf Course. Areas with varied topography (Beacon Hill) which can contribute to soil that is more susceptible to erosion. The hilly topography and erodible soil contribute to less suitable areas for development.

Habitat - Most of the Beacon Hill area is considered part of the local white-tailed deer’s wintering ground and migratory route as well as a movement corridor for elk, moose, various raptors throughout remnant ponderosa pine habitat surrounded by urban development. Future development of the Hillyard area may increase wildlife-vehicle collisions.”





SECTION 7.4

Implementation Strategies

Specific strategies identified for each Plan Area related to parks and open space:

Hillyard Business District

- **NSC Open Space/Stormwater Facility:** Add landscaping, a walking path connecting to Harmon Park to the Children of the Sun Trail, and educational signage that informs the public on stormwater management. This is P.2 on **Figure 7.1**.
- **Aquatic Center Site:** Explore possibilities of vacating the ROW to expand and enlarge the existing open space area for additional recreational use. This is P.3 on **Figure 7.1**.
- **Children of the Sun Trailhead:** Establish a formal trailhead for the Children of the Sun trail at the Wellesley Avenue intersection, featuring additional seating, public art installations, and rental bikes/scooters for public use. The trailhead would also serve as a welcoming gateway into the Hillyard area. This is P.4 on **Figure 7.1**.

Hillyard Residential

- **Arlington Elementary School Site Improvements:** Enhance the existing playground and open spaces at Arlington Elementary School. This is P.1 on **Figure 7.1**.

The Yard

- **Public Works Open Space and Stormwater Facility:** Provide new and additional landscaping; turn the site into a passive gathering area. This is P.5 on **Figure 7.1**.

Beacon Hill

- **Beacon Hill Reservoir Open Space:** Convert this site into a new park. This is P.6 on **Figure 7.1**.
- **Minnehaha Conservation Area and Park Enhancements:** Improve the existing trails, and add wayfinding signage to enhance the user experience of the park. This is P.7 on **Figure 7.1**.
- **Additional Access to Beacon Hill Bike Park:** Consider additional city-sanctioned access points to Beacon Hill bike trail system to augment existing access points to the south and east. Possible locations at east end of Valley Springs Rd. or north side of Esmerelda Golf Course. Include wayfinding elements from Children of the Sun Trail and Hillyard Business District.
- Consult with Washington Department of Fish and Wildlife biologists on mitigation strategies and habitat management to increase the safety of both wildlife and people in new developments.





Chapter 8

Costs and Funding



SECTION 8.1

Introduction

The goal of this chapter is to provide a model for funding the catalytic improvements necessary to foster the revitalization and development opportunities envisioned in this Plan.

The Plan identifies 53 catalyst sites with the potential for new development or redevelopment throughout the study area. However, the catalyst sites in West Hillyard are primarily small vacant commercial properties on Market Street and Haven Street. These properties are on completed streets and are largely expected to be able to be developed without major infrastructure investments. Thus, this chapter focuses on the Yard area and the infrastructure investments needed for redevelopment of the catalyst sites there.

A major barrier to new development in The Yard is the lack of infrastructure that has stagnated investment in the area, particularly for industrial development. One of goals of the Plan is to determine how infrastructure investments in The Yard can help it capture a greater share of industrial development. This chapter provides a summary of the costs and funding analysis included in the complete Funding Strategies Report in **Appendix K**.

SECTION 8.2

Phase 1 Framework

The Plan has identified 20 catalyst sites within The Yard totaling 95 acres and with up to 852,000 square feet of development capacity. The Plan also identified up to \$39.5 million in road and utility infrastructure improvements needed to make these properties “development ready.”

The primary funding and financing challenge addressed in this chapter is how to pay for the up-front infrastructure needed for The Yard to be competitive and capture its share of potential industrial development within the region.

Table 8.1 shows these costs in greater detail.

Table 8.1 - The Yard Total Infrastructure Costs

Description	Cost
Potable Water Service	
Increased Standby Storage - North Hill Pressure Zone	—
Distribution & Transmission Conveyance Infrastructure	\$4,450,000
Distribution & Transmission Extension	\$1,850,000
Larger Diameter Network	\$5,250,000
Subtotal	\$11,550,000
Sanitary Sewer Service	
No City Costs Listed	—
Subtotal	—
Drainage & Stormwater Management Facilities	
Clustered Regional Facilities (Initial Phase)	\$10,960,000
Clustered Regional Facilities (Buildout)	\$5,475,000
Subtotal	\$16,435,000
Broadband Service	
No City Costs Listed	—
Subtotal	—
Electrical Power and Natural Gas Services	
No City Costs Listed	—
Subtotal	—
Road Improvements	
Freya St - Wellesley Ave to Francis Ave	\$1,375,000
Rowan Ave - Sycamore St to Myrtle St	\$996,526
Myrtle St - Wellesley Ave to Dalke Ave	\$5,652,726
Florida St - Queen Ave to Princeton Ave	\$2,118,478
Local Roads - East Side Improvements	\$1,100,000
Wellesley Ave - Freya St to Havana St	\$226,048
Subtotal	\$11,468,778
Total City Investment in the Yard Infrastructure	\$39,453,778



Due to large infrastructure requirements for the Yard totaling \$39.5 million, which would be required to develop most of the catalyst sites within the Yard, the Plan narrows the scope of the financial and development analysis to an initial first phase of development that would reduce the amount of upfront infrastructure needed to catalyze initial development. This initial Phase 1 area includes the southern portion of the Yard and all the Wellesley Business District. By shifting the focus area, the known infrastructure costs were reduced from \$39.5 million to \$14.4 million. **Figure 8.1** depicts the smaller geographic area and catalyst sites.

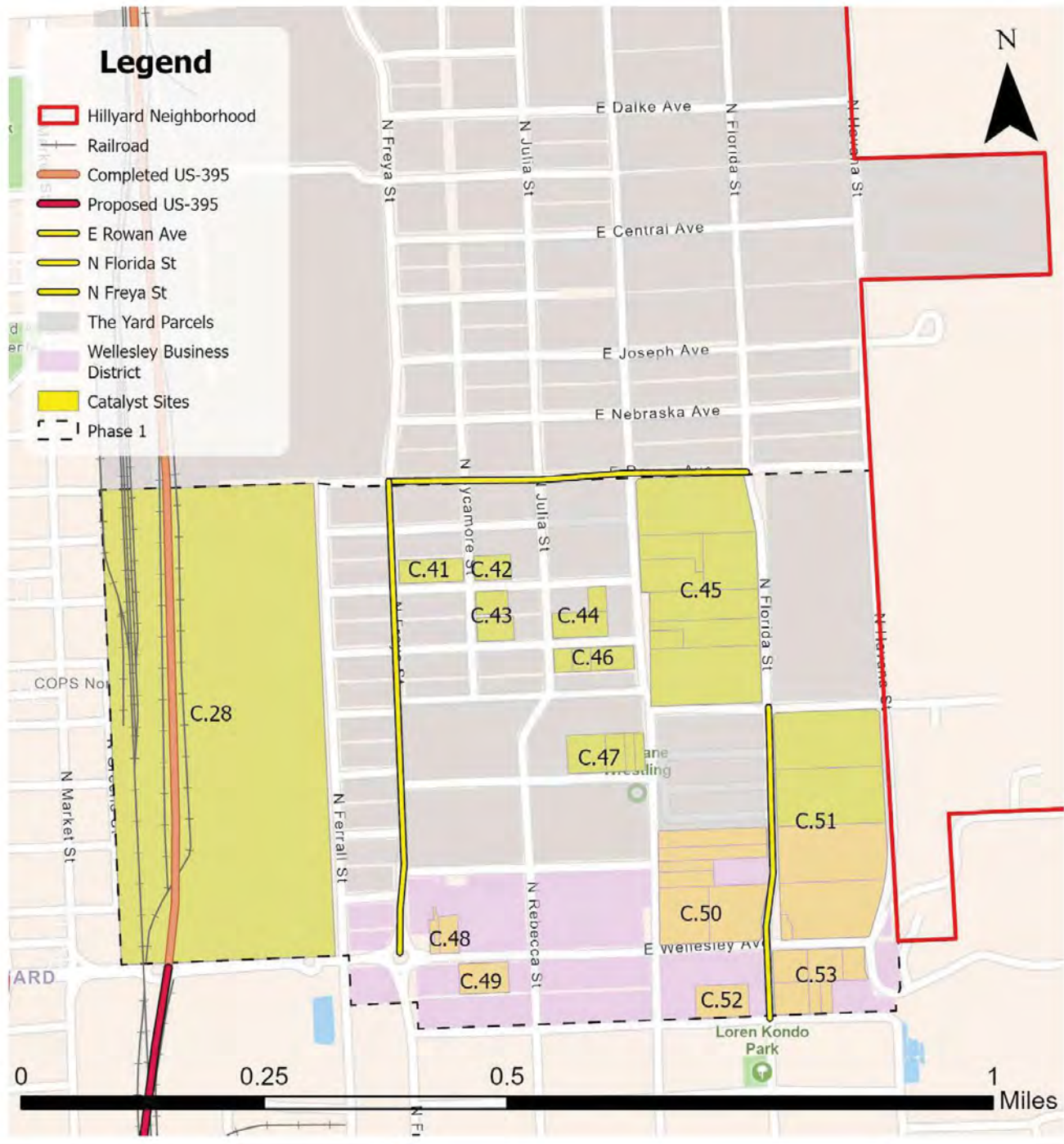


Figure 8.1. - Phase 1 Area



Section 8.2.1

Absorption Projection

The Phase 1 area reduces the upfront infrastructure needed but still includes 14 of the 20 catalyst sites in The Yard including the largest and most marketable parcels.

The medium absorption scenario is used as a basis for creating the projected absorption for the 14 catalyst sites. In addition, EPS discussed each site in detail with stakeholders to determine an estimated timing of development for each site given the infrastructure investments needed in the area. This resulted in a development timeline stretching from 2027 to 2037. Additional assumptions include an FAR of 0.3 for all commercial uses, and a multifamily assumption of 25 dwelling units per acre with 1,000 square foot units, as shown in **Table 8.2**.

Table 8.2 - Phase 1 Projected Absorption

Description	Land Use Type	Acres	Site Sq. Ft.	Units	Bldg. Sq. Ft.	Est. Year Built
The Yard						
Site C28	Industrial & Flex	25.3	1,102,068	—	330,620	2035
Site C41	Industrial & Flex	1.0	44,431	—	13,329	2036
Site C42	Industrial & Flex	0.6	27,007	—	8,102	2036
Site C43	Industrial & Flex	1.1	47,480	—	14,244	2037
Site C44	Industrial & Flex	1.2	54,014	—	16,204	2032
Site C45	Industrial & Flex	17.2	750,539	—	225,162	2032
Site C46	Industrial & Flex	1.3	54,866	—	16,466	2034
Site C47	Industrial & Flex	2.0	87,120	—	26,136	2034
Subtotal		—	50	2,167,546	—	650,264
Wellesley Business District						
Site C48	Industrial & Flex	0.8	33,106	—	9,932	2028
Site C49	Office	1.0	44,867	—	13,460	2029
Site C50a	Office	4.0	175,111	—	52,533	2028
Site C50b	Multifamily	6.2	267,894	154	153,750	2028
Site C51a	Industrial & Flex	8.7	378,972	—	113,692	2027
Site C51b	Multifamily	7.9	344,560	198	197,750	2027
Site C52	Industrial & Flex	1.2	50,094	—	15,028	2030
Site C53	Office	3.3	142,006	—	42,602	2027
Subtotal		—	33	1,436,609	352	598,747
Total by Class						
Industrial & Flex		60.4	2,629,717	—	788,915	—
Office		8.3	361,984	—	108,595	—
Retail		0.0	0	—	0	—
Multifamily		14.1	612,454	352	351,500	—
Subtotal		82.7	3,604,154	352	1,249,010	—
Total		82.7	3,604,154	352	1,249,010	—

Source: Stantec, Economic & Planning Systems

The majority of this development would consist of industrial and flex uses, which accounts for 788,915 square feet of commercial space. The addition of 352 multifamily units will be significant for the neighborhood, especially considering that only 475 multifamily units currently exist.



Section 8.2.2

Capital Projects

Infrastructure costs for The Yard include those for roadway improvements, potable water, and stormwater management. The analysis assumed known costs for the capital projects. For proforma modeling purposes, all projects with an unknown timeframe have been modeled over a three-year period (2027 to 2029). **Table 8.3** identifies the projects, associated costs, and timeframes.

TABLE 8.3 CAPITAL PROJECTS AND COSTS		
Project	Cost	Timeframe
Roads		
Freya Street (from Wellesley to Rowan)	\$3.7 million	2027 to 2029
Rowan Avenue (from Freya to Florida)	\$236,000	Unknown (modeled 2027-2029)
Florida Street (from Queen to Princeton)	\$3.2 million	Unknown (modeled 2027-2029)
Potable Water		
Freya Street Water Distribution Infrastructure	\$452,000	2027 to 2029
Rowan Avenue Water Distribution Infrastructure	\$0	Unknown (modeled 2027-2029)
Florida Street Water Distribution Infrastructure	\$370,000	Unknown (modeled 2027-2029)
Stormwater Management		
Regional Stormwater Facility	\$6.0 million	Unknown (modeled 2027-2029)

Stormwater is the costliest investment out of all the capital improvements. If completed, this investment would significantly benefit the Yard as many of the sites are small with little room for on-site stormwater detention. With a clustered facility, the need for on-site detention would be diminished, significantly improving the ability to develop smaller parcels within the Yard. Given its cost, it may need to be funded using multiple sources. Additional capital projects are referenced in **Chapters 5 and 6, and Appendices H and I.**



SECTION 8.3

Public Financing Framework

Section 8.3.1

Available Public Financing Tools

The primary funding tool anticipated to be used for funding redevelopment costs within The Yard is tax increment financing (TIF). TIF Districts can be enabled by cities through several different acts and programs including Local Improvement Districts (LIDs), the Community Revitalization Financing (CRF) Act, the Local Infrastructure Financing Tool (LIFT), and Local Revitalization Financing (LRF) Program. The City of Spokane established a TIF District in 2019 for property within the Northeast Public Development Authority (NEPDA).

NEPDA was formed in 2012 as a special revenue district. The City and County established the first TIF district for northeast Spokane in 2019 as a revenue source for NEPDA. The City and County then expanded the TIF boundary in 2023, as shown in **Figure 8.2**. NEPDA TIF revenues are anticipated to be a primary source of revenues for infrastructure investments. NEPDA can issue loans and bonds, and it also has governance over its boundaries as outlined in ordinance and its charter.

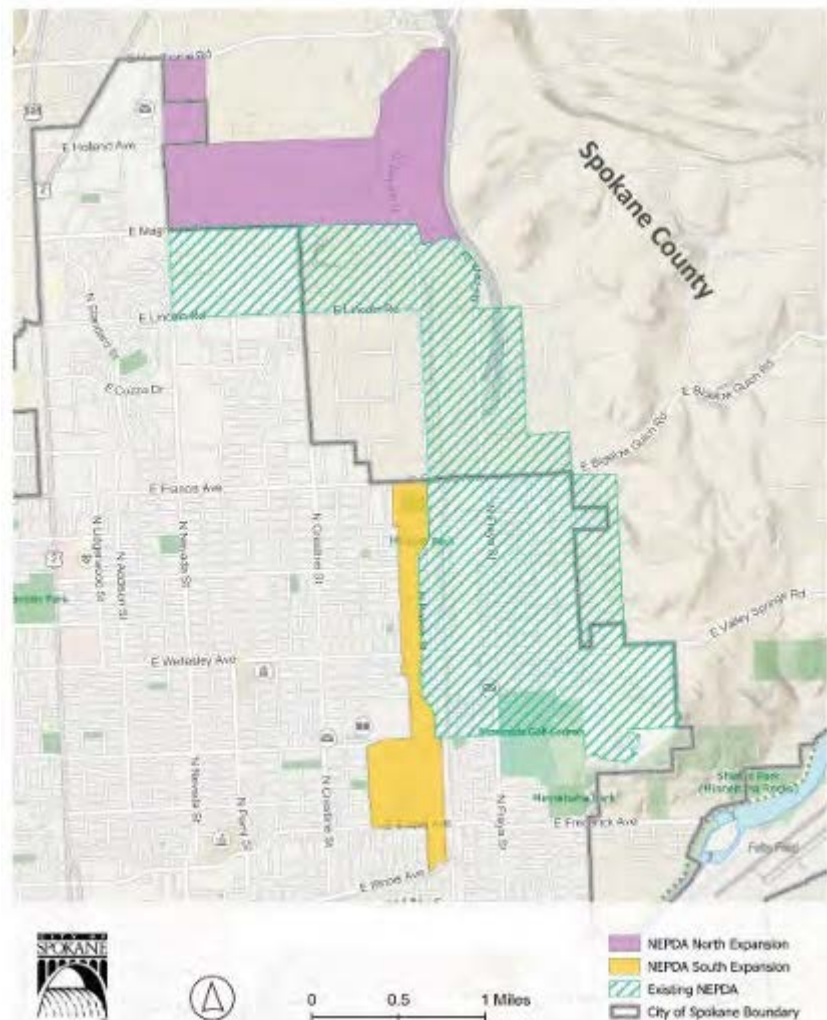


Figure 8.2. - Current NEPDA Boundary



Section 8.3.2

Other Funding and Financing Tools

There are several other financing districts enabled in the State of Washington that could be used to help with redevelopment and infrastructure funding in The Yard. Some of the potential districts including LIFT and LRF utilize TIF as their primary financing tools so are largely redundant to the TIF District established for NEPDA. The other available districts and programs that rely on other revenue streams are summarized below.



8.3.2.1 Local Improvement District (LID)

LIDs are special assessment districts that are formed by a city or county, with the approval of the property owners within the district. LIDs are not self-governing special purpose districts. LIDs are most often formed to assess the cost of site-specific improvements such as local streets or sidewalks. However, in some cases, a developer could establish a LID that would require future property owners to pay their share of local infrastructure improvements.

An additional beneficial function of LIDs is the ability to form a Utility Local Improvement District (ULID), which can be done during initial LID formation or after traditional LID formation (RCW 35.43.042-.043). In addition to the special assessment, ULIDs capture additional revenues from utility revenues within the district (i.e., tap fees, etc.). With a traditional LID, any utility revenues would be pledged to the local entity rather than the LID. This is particularly applicable in The Yard, where most improvements needed are utility improvements.

Over time, the implementation of a site-specific LID and/or ULID would allow the City to invest in targeted areas of the Yard to help bring sites closer to being “development ready.” This could include road and water service improvements for Freya Street between Wellesley Avenue and Rowan Avenue, road improvements for Myrtle Street between Wellesley Avenue and Rowan Avenue, road improvements for Florida Street between Wellesley Avenue and Rowan Avenue, and road and water service improvements for Rowan Avenue between Ferrall Street and Havana Street.

8.3.2.2 Public Utility District (PUD)

A PUD is a special improvement district established for purposes of funding utility improvements, including water, wastewater and storm drainage. Improvements can be funded through general obligation or revenue bonds using property tax or special assessments. A district can be established by a county or by voter petition, which then transfers governance to the PUD.

A PUD may be an appropriate district for distributing a portion of the costs of a regional stormwater facility, especially given its significant cost in relation to other infrastructure projects that are planned in the Yard. In addition, a LID could be formed within the PUD to help fund site-specific costs through special assessment bonds. One challenge of forming a PUD in the Yard would be its requirement to be established through voter petition.

8.3.2.3 Local Infrastructure Financing Tool (LIFT)

The LIFT program was established by the state in 2006 to provide financial support for local infrastructure projects in designated areas called Revenue Development Areas (RDAs). Economic activity within the RDA is expected to generate tax revenue that meets or exceeds the state’s contribution. Cities receive their contribution from the state by imposing a local sales and use tax (LIFT) that is credited against the state sales tax. One benefit of the program is that consumers do not see an increase in sales tax.

The LIFT program could be established in a broadly defined area in-and-around the Yard to help capture additional revenue. While the Yard itself does not generate a lot of revenue



from sales tax, its surrounding retail uses could help provide additional revenue. In addition, any use tax collected by the state during the development of the Yard could also be captured as a one-time revenue source. One challenge of establishing an RDA for the LIFT program would be the expectation that the total sales and use tax revenue generating economic activity within the Yard either meets or exceeds that of the state's contribution.

8.3.3: Grants and Other State Programs

The Spokane area has been successful obtaining a few state and federal grants including two BUILD (Better Utilizing Investments to Leverage Development) grants for road and multimodal improvements near Spokane International Airport. These two grants total \$34.1 million and were issued in 2019 (\$11.3 million) and 2023 (\$22.8 million). Grants are competitive and one-time revenue sources, but they can be an important source of capital funding and can be a way to accelerate the development of needed projects in the CIP. The following grant and state programs should be pursued as qualified projects are identified.

8.3.3.1 BUILD Grant Program

BUILD grants are federal grants issued by the U.S. Department of Transportation (US DOT) for surface transportation infrastructure projects with

significant local and/or regional impact. Eligible projects include highway and bridge projects, public transportation projects, railway projects, freight and intermodal projects, multimodal transportation projects, and port infrastructure improvements.

Projects submitted to the US DOT are evaluated based on if the project can improve public safety, promote environmental sustainability, enhance quality of life, promote economic growth, encourage collaboration, replace or rehabilitate aging infrastructure, utilize innovative technology, and support underserved communities. A few projects in the Yard that may be good candidates for a BUILD grant including improvements to major thoroughfares in the area including Wellesley Avenue, Freya Street, and Francis Avenue. Many of the local road projects, such as improvements to Rowan Avenue, would likely be too small in scale to be considered for a BUILD grant.

8.3.3.2 Community Economic Revitalization Board (CERB)

The CERB finances public infrastructure through loans and grants to support private business development. Currently, there are four programs the CERB administers: the Committed Private Partner Program (CPP), the Planning Program (PP), the Prospective Development Program (PD), and the Rural Broadband Program (RB). The PP and RB program only serve rural communities.

Section 8.4 Tax Revenue Forecasts

The Plan created a cash flow model used to estimate annual projected revenue and expenses, taxes, and other revenue sources over time to help support the cost of new capital infrastructure improvements in Phase 1. This section summarizes this work – detail can be found in **Appendix K**.

8.4.1: Pro Forma Cash Flow Model

A pro forma cash flow model was created to analyze Phase 1 revenues and expenses over a 30-year period. The project's financial returns are evaluated on both a levered and unlevered basis to estimate the funding gap. A third scenario evaluates the removal of stormwater costs altogether as they are the most expensive and serve a larger area-wide function.

8.4.1.1 Revenues

The model considers existing and future revenues due to the NEPDA. These include property tax TIF, local sales tax TIF, New Construction Sales Tax (NCST), and NEPDA's existing TIF revenues. Additional sources, such as grants, are considered but have not been included in this version of the model. Future versions of the model could be modified to include additional revenue sources. It



should be noted that all revenue sources currently projected will come through NEPDA, a levered scenario.

Using a 2 percent inflationary factor, both property tax TIF and sales tax TIF are projected out 30 years. It is important to note that this model does not consider any additional increment collected outside of the subject area. Based on this projection, over a 30-year period NEPDA's existing property tax TIF revenues will total \$19.48 million and NEPDA's existing sales tax TIF revenues will total \$6.21 million. 2024 is used as the base year in this model.

8.4.1.2 Expenses

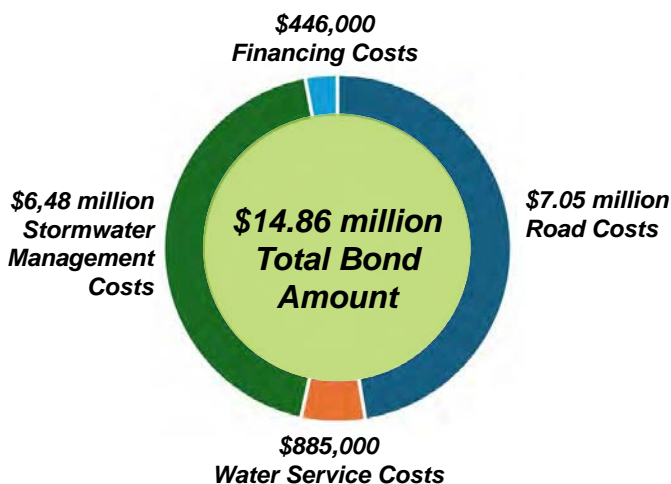
Expenses listed in the model include the three road projects, three water projects, and a new regional facility for stormwater management, as identified earlier in this chapter, and NEPDA's annual operating costs. The costs for each of the road and water projects are inflated 2 percent year-over-year and split in the following manner: 50 percent of total cost in 2027, 25 percent of total cost in 2028, and 25 percent of total cost in 2029.

On top of necessary capital investments in Phase 1, NEPDA would need to continue to account for its day-to-day operations. In 2024, NEPDA's operating costs were \$504,575. Over a thirty-year period, this totals \$21.4 million. To account for this in the model, this cost is inflated annually at 2 percent. Any significant changes to the operating budget could be accounted for, if necessary.

8.4.1.3 Funding Gap

Leveraged Scenario: In the base unlevered development scenario (not including bond financing), the net operating income (NOI) over a thirty-year period is \$3.69 million. This assumes that all current NEPDA revenues, in addition to new revenues, would be contributed to the capital investments in Phase 1. If only accounting for new revenues, the NOI drops to negative \$25.45 million. In addition, NOI is significantly impacted in Years 3-5 and would realistically not be funded without the use of bond financing.

Realistic Leveraged Scenario: The most realistic financing scenario would be to issue **TIF revenue bonds** to finance the costs of investing in the necessary capital infrastructure. This would result in all the necessary infrastructure project costs and associated financing costs being paid for up front by a bond. The total bond amount needed to cover these costs would be \$14.86 million. This includes \$7.05 million in road costs, \$885,000 in water service costs, \$6.48 million in stormwater management costs, and \$446,000 in financing costs. The assumed terms of the bond include a 30-year term with a 7 percent interest rate.



Under this levered scenario, from 2024 to 2054, NEPDA Operating Costs are projected to total \$21.38 million. Meanwhile, total revenues are projected to total \$39.48 million, resulting in a NOI of \$18.1 million. Bond Debt Service Payments would total \$35.59 million. This results in an overall Debt Service Coverage Ratio (DSCR) of 0.51, which indicates that not enough revenue would be generated to cover the debt obligations. To achieve a DSCR of 1.25, an additional \$26.38 million in funding sources would be needed.

If the stormwater management project, the largest upfront cost at \$6.5 million, were to be removed from the model, the Bond Debt Service payments would total \$20.05 million, as shown in **Table 8.4**, a significant reduction from \$35.59 million. While revenues would still not fully account for the cost of debt (DSCR of 0.90), the funding gap is significantly reduced. To achieve a DSCR of 1.25, an additional \$6.96 million in funding sources would be needed.



Description	Total	2024 Year 0	2025 Year 1	2026 Year 2	2027 Year 3	2028 Year 4	2029 Year 5	2030 Year 6
Operating Costs								
NEPDA Operating Costs	-\$21,383,617	-\$504,575	-\$514,687	-\$524,960	-\$535,459	-\$546,168	-\$557,092	-\$568,234
Total Costs	-\$21,383,617	-\$504,575	-\$514,687	-\$524,960	-\$535,459	-\$546,168	-\$557,092	-\$568,234
Revenues								
<i>Northeast Public Development Authority (NEPDA)</i>								
NEPDA Existing Property Tax Increment	\$19,479,879	\$459,654	\$468,847	\$478,224	\$487,789	\$497,544	\$507,495	\$517,645
NEPDA Existing Sales Tax Increment	\$6,210,251	\$146,539	\$149,470	\$152,459	\$155,509	\$158,619	\$161,791	\$165,027
NEPDA New Property Tax Increment	\$9,006,136	\$0	\$0	\$0	\$85,749	\$146,463	\$153,333	\$159,304
NEPDA New Sales Tax Increment	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0
NEPDA New Construction Sales Tax, County	\$3,447,677	\$0	\$0	\$0	\$617,171	\$836,067	\$311,454	\$39,811
NEPDA New Construction Sales Tax, City	\$1,339,424	\$0	\$0	\$0	\$239,771	\$324,820	\$121,000	\$15,467
Subtotal	\$39,483,367	\$606,193	\$618,317	\$630,683	\$1,585,989	\$1,963,534	\$1,255,074	\$897,254
<i>Grants</i>								
(fill)	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0
Subtotal	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0
Total Revenues	\$39,483,367	\$606,193	\$618,317	\$630,683	\$1,585,989	\$1,963,534	\$1,255,074	\$897,254
Leveraged Project Cash Flows								
Net Operating Income (NOI)	\$18,099,750	\$101,618	\$103,650	\$105,723	\$1,050,529	\$1,417,365	\$697,982	\$329,021
Bond Debt Service Payments	-\$20,051,747	\$0	-\$668,392	-\$668,392	-\$668,392	-\$668,392	-\$668,392	-\$668,392
Debt Service Coverage Ratio	0.90	—	0.16	0.16	1.57	2.12	1.04	0.49
Net Present Value (NPV) (2025)	-\$714,827	\$101,618	-\$527,796	-\$491,456	\$311,938	\$571,388	\$21,097	-\$226,137
DSCR Goal	1.25							
Bond Debt Service Payments	<u>\$20,051,747</u>							
Total Funding Needed	\$25,064,683							
Current NOI	<u>\$18,099,750</u>							
Funding Gap	\$6,964,933							

Source: Economic & Planning Systems

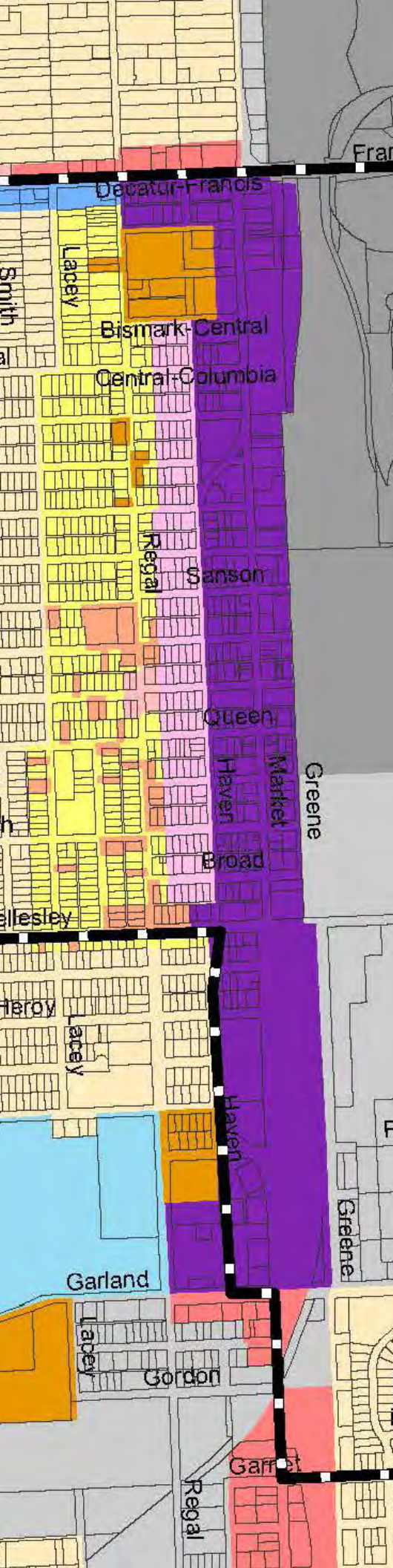
Table 8.4 - Levered Pro Forma without Stormwater, 2024 to 2054

SECTION 8.5

Summary

The Phase 1 Financial Model is a work in progress. The scenarios tested demonstrate that a financing plan based on using the existing NEPDA sources of TIF revenues have the potential to cover a substantial portion of the infrastructure needed to develop the catalyst sites in The Yard. Nevertheless, there is still a funding shortage regardless of the scenarios presented. The City and NEPDA will need to identify one or more additional funding sources, and/or evaluate an even smaller initial phase of development that further reduces upfront infrastructure investments. The financial pro forma model developed herein can be used to test other scenarios and/or variations in financing approach. It can also be used to incorporate other revenue sources including any grants that the City may ultimately receive.

Overall, in spite of the strategies applied, the project continues to have a funding gap, though the alternative without stormwater is the closest to being financially feasible. This is indicative of the lack of additional funding sources for capital improvement projects. To fund some of these projects, and in particular to fund the stormwater management system, additional funding from other local, state and federal sources will be necessary.



Chapter 9

Implementation





SECTION 9.1

Introduction

This chapter consolidates all of the goals and actions from previous chapters, organized by category, and prioritizes them for implementation. These are categorized with targeted timelines that are short-term (complete within the next two years), mid-term (complete within two to five years), or long-term (complete in five or more years).

Section 9.1

Implementation Tables

NOTE: Implementation actions from the Urban Framework Plan are located in **Appendix K** and implementation actions that are directly associated with Capital Improvements Planning are located in **Appendix L**.

TABLE 9.1 IMPLEMENTATION TABLE										
ID	Initiative Name	Plan Area	Category	Description	Involved Parties	Priority	Timeframe	Estimated Cost	Potential Funding Sources	Status
Land Use and Urban Design Strategies (Chapter 3)										
L.1*	Future Land Use	Hillyard Study Area	Comp Plan	Update Future Land Use Plan to reflect the preferred land use concept in the Subarea Plan	City of Spokane – Community and Economic Development Department	High	Short Term			
L.2*	Mixed Use	Hillyard Study Area	Comp Plan	Create a new family of mixed-use zones for centers and corridors, as recommended in the Corridors and Centers study.	City of Spokane – Community and Economic Development Department	High	Short Term On-going			On-going
L.3*	Walkability Changes	Hillyard Study Area	Zoning	Consider modifying block size, frontage, and connectivity requirements to achieve a more walkable environment.	City of Spokane – Community and Economic Development Department	High	Short Term			
L.4*	Design Standards	Hillyard Study Area	Zoning	Create design standards for the public realm outside of the zoning ordinance to guide public investments during street projects.	City of Spokane – Community and Economic Development Department	High	Mid Term			
L.5*	CPTED	Hillyard Study Area	Zoning	Explore implementation of Crime Prevention Through Environmental Design principles.	City of Spokane – Police Department – Neighborhoods, Housing, and Human Services	High	Mid Term			
L.6*	ROW Vacation	Hillyard Study Area	Zoning	Create evaluation criteria for when a right-of-way could be vacated and formalize a process for bulk vacations.	City of Spokane – Community and Economic Development Department; – Public Works Department – NEPDA	High	Mid Term On-going			On-going

*

High Priority

TABLE 9.1 IMPLEMENTATION TABLE										
ID	Initiative Name	Plan Area	Category	Description	Involved Parties	Priority	Timeframe	Estimated Cost	Potential Funding Sources	Status
Capital Improvements Plan										
L.7	Facade Improvements	Hillyard Study Area	Programs	Build on existing, or previously existing, façade improvement programs for existing businesses.	City of Spokane – Community and Economic Development Department; business owners – NEPDA		Mid Term On-going			On-going
L.8	Code Enforcement	Hillyard Study Area	Programs	Collaborate with Code Enforcement and others to resolve property maintenance concerns.	City of Spokane – Community and Economic Development Department; business owners		On-going			
L.9	Facade Improvement Incentives	Hillyard Business District	Programs	Establish a program that incentivizes property owners to improve their site and exterior building facades.	City of Spokane – Community and Economic Development Department; – NEPDA		Short Term On-going			On-going
L.10	Activity Centers	Hillyard Business District	Programs	Designate areas within the Hillyard Business District prime for redevelopment as activity centers	City of Spokane – Community and Economic Development Department; – NEPDA		Short Term			
L.11	Performance-based Zoning	Hillyard Study Area	Zoning	Consider performance-based zoning standards including criteria for when they are triggered, to ensure impacts are addressed to maintain quality of life for neighborhood residents.	City of Spokane – Community and Economic Development Department – Engineering Department		Short Term			
L.12	Mixed-Use Zoning	Hillyard Business District	Zoning	Implement appropriate zoning that allows for a variety of employment, residential, and commercial uses including mobile vendors within the individual districts.	City of Spokane – Community and Economic Development Department		Short Term			

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High Priority

TABLE 9.1 IMPLEMENTATION TABLE										
ID	Initiative Name	Plan Area	Category	Description	Involved Parties	Priority	Timeframe	Estimated Cost	Potential Funding Sources	Status
Housing Strategies (Chapter 4)										
H.1	Existing Resident Preference	Hillyard Study Area	Housing	Consider policies or programs that allow preference for existing residents in applications for new affordable housing units.	City of Spokane – Community and Economic Development Department – Affordable housing partners – Neighborhood, Housing, and Human Services (NHHS) Department		Short Term			
H.2	Anti-Displacement	Hillyard Study Area	Housing	Consider a series of anti-displacement metrics that can be monitored throughout the implementation of this plan.	City of Spokane – Community and Economic Development Department		Short Term			
H.3*	BID	Hillyard Business District	Housing	Explore the creation of a Hillyard Business Improvement District (BID), which would have the power to collect revenues and directly support initiatives which mitigate displacement of local businesses.	City of Spokane – Community and Economic Development Department – NEPDA	High	Short Term On-going			On-going
H.4	Rental Assistance	Hillyard Study Area	Housing	Create a rental assistance fund to minimize displacement impacts on the most economically vulnerable.	City of Spokane – Community and Economic Development Department; Neighborhoods, Housing, and Human Services		Mid Term			
H.5	Land Bank	Hillyard Study Area	Housing	Utilize the Spokane Land Bank to acquire land for affordable housing.	City of Spokane – Community and Economic Development Department; Neighborhoods, Housing, and Human Services		Mid Term			

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High Priority

TABLE 9.1 IMPLEMENTATION TABLE										
ID	Initiative Name	Plan Area	Category	Description	Involved Parties	Priority	Timeframe	Estimated Cost	Potential Funding Sources	Status
Housing Strategies (Chapter 4)										
H.6	Design standards	Hillyard Study Area	Housing	Amend design standards to reduce soft costs that can increase construction costs, with a focus on making supporting construction of more housing types.	City of Spokane – Community and Economic Development Department		Mid Term On-going			On-going
H.7	Ground Floor Retail	Hillyard Study Area	Housing	Consider reducing or eliminating requirements for ground floor retail in mixed-use developments in the Hillyard area, including in applicable corridor and center zoning districts.	City of Spokane – Community and Economic Development Department		Mid Term			
H.8	Financial Incentives for Housing	Hillyard Study Area	Housing	Identify possible financial incentives to the production of studio and one-bedroom units, the type identified as most needed in the Market Study.	City of Spokane – Community and Economic Development Department – NEPDA		Mid Term			
H.9	Public-private partnerships	Hillyard Study Area	Housing	Consider public-private partnerships with employers looking to add new employment opportunities to provide affordable housing to workers in Hillyard.	City of Spokane – Community and Economic Development Department – NEPDA		Mid Term			
Transportation and Mobility Strategies (Chapter 5)										
T.1*	Infrastructure Prioritization	Hillyard Study Area	Transportation and Mobility	Add criteria reflecting economic development potential, impact on existing community, and areas economic and social benefits to the City's infrastructure prioritization matrix	City of Spokane – Public Works Department	High	Short Term On-going			On-going
T.2*	Market / Haven Decoupling	Hillyard Business District	Transportation and Mobility	Take steps to effectuate a decoupling of Market and Haven Streets to create a functioning urban center that places priority on the pedestrian experience.	City of Spokane – Public Works Department	High	Short Term On-going			On-going

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High Priority

TABLE 9.1 IMPLEMENTATION TABLE										
ID	Initiative Name	Plan Area	Category	Description	Involved Parties	Priority	Timeframe	Estimated Cost	Potential Funding Sources	Status
Housing Strategies (Chapter 4)										
T.3*	Equity and Accessibility	Hillyard Study Area	Transportation and Mobility	Equity and Accessibility for Growing Populations: As new households and employees are added to the area, prioritize transportation improvements that enhance equity and accessibility for underserved Hillyard communities.	City of Spokane – Public Works Department	High	LongTerm			
T.4	Roadway Infrastructure and Freight Mobility	Hillyard Study Area	Transportation and Mobility	Roadway Infrastructure and Freight Mobility: Implement roadway design standards that are conducive to heavy freight vehicles for roads in the east Hillyard area.	City of Spokane – Public Works Department		Mid Term			
T.5	Multimodal Transportation and Pedestrian Access	Hillyard Study Area	Transportation and Mobility	Multimodal Transportation and Pedestrian Access: Develop new multi-modal corridors east of NCS to connect residential neighborhoods with the rest of the city such as: <ul style="list-style-type: none"> • Transit Services for Employment Hubs: New transit routes should be developed to connect residential areas with major employment hubs, industrial zones, and the downtown core • Pedestrian and Bicycle Infrastructure Expansion: Continue the trail and bike network expansion and address the current gaps in sidewalks and pedestrian amenities to connect residents to transit stops, employment centers, and parks. 	City of Spokane – Public Works Department		LongTerm			

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High Priority

TABLE 9.1 IMPLEMENTATION TABLE										
ID	Initiative Name	Plan Area	Category	Description	Involved Parties	Priority	Timeframe	Estimated Cost	Potential Funding Sources	Status
Open Space (Chapter 10)										
O.1	Aquatic Center Open Space	The Yard	Open Space	Aquatic Center Site: Explore possibilities of vacating the ROW to expand and enlarge the existing open space area for additional recreational use (UFP P.3)	City of Spokane – Public Works Department – Aquatic Center		Mid Term			
O.2	Children of the Sun Trailhead	Hillyard Business District	Open Space	Children of the Sun Trailhead: Establish a formal trailhead for the Children of the Sun trail at the Wellesley Avenue intersection, featuring additional seating, shade structures, public art installations, and rental bikes/ scooters for public use. The trailhead would also serve as a welcoming gateway into the Hillyard area. (UFP P.4)	City of Spokane – Public Works Department – Parks and Recreation Department		Mid Term			

Appendices

Appendix A - Plan References and Resources

Appendix B – Current Zoning and Development Standards

Appendix C– Demographics & Housing Conditions Report

Appendix D – Property Inventory

Appendix E – Community Engagement Activities

Appendix F – Urban Framework Plan (UFP)

Appendix G – Hillyard Transportation Analysis and Recommendations

Appendix H – Utilities and Drainage Report

Appendix I – Market Study Report

Appendix J – Public Financing Strategy

Appendix K – UFP Planning Initiatives Table

Appendix L – Capital Improvements Table