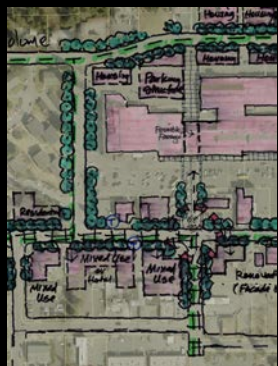




Final Draft
July 2016

Lincoln Heights Neighborhood District Center Plan



A master plan for the **Lincoln Heights District Center**, City of Spokane

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Introduction

The Lincoln Heights district center is on the cusp of transformation. Though significant investments have been made in recent years, the type of retail that established the district center has moved steadily southward. Residential areas surrounding the center are largely built out, with infill and higher-density housing as remaining options. Fortunately, renewed regional growth, coupled with the demand for walkable neighborhoods, mixed-use housing, and places that emphasize local character present opportunities that the Lincoln Heights district center is well-suited to address.

Supported by City and neighborhood planning, this Lincoln Heights District Center Plan (LHDCP) was developed to help shape the district center's transformation - taking advantage of existing resources, encouraging reinvestment and creating a more vital district center.

Recommendations developed through the district center planning process focus largely on public-realm investments, taking advantage of the power of infrastructure and policy to re-shape the district. More immediate actions help improve pedestrian safety and walkability, and support a more diverse transportation mix. Improvements to public spaces are also called for, leveraging the power of parks and recreational facilities to create a more desirable, walkable center.

This plan presents a detailed vision for the Lincoln Heights District Center and strategies to achieve that vision, including the following:

- A conceptual sketch focused on the district center, showing how land uses and corridor conditions may evolve in response to the type of features envisioned (**Chapter 4, Figure 4.01**)

- A district-wide diagram, identifying key features and locations described in corresponding tables covering opportunity sites, streetscape types, and intersections and crossings (**Chapter 4, Figure 4.02, Tables 4.01-03**)
- An “actions” table, listing a wide range of implementing programs sorted by relative urgency, cost and benefit, and identifying actors likely to be involved in moving forward (**Chapter 5, Table 5.01**)

Other chapters describe existing and forecast conditions in the district, or detail past planning and the process used to complete this plan.

It is important to note that as a master plan, ideas presented are conceptual – and in many cases will require additional analysis and identification of funding sources. It will likely take many years to achieve, but the aims outlined in this plan are achievable - and for the Lincoln Heights area and the city as a whole – highly worthwhile.

Conditions Summary

Neighborhood

Suburban residential homes and apartments typify Lincoln Heights, with auto-oriented, strip-style shopping located along 29th Avenue between Southeast Boulevard and South Fiske Street. Multi-family housing, especially developments serving senior and retired residents, are found in many locations near and abutting 29th Avenue, as well as north of 25th Avenue including the Rockwood Retirement Community, which in 2016 expanded with a new residential tower. Demographics track these patterns, with some portions of the district seeing median ages between 76 and 85, and others hosting residents in their mid-20’s and 30’s. Income and educational levels are generally higher than other neighborhoods in Spokane. Lincoln Heights is home to two major parks: Lincoln Park, a more scenic and undeveloped area atop a mesa-like rise overlooking the district, and Thornton Murphy Park, a highly-developed park including the Southside Senior & Community Center. Though walkability is generally poor in the district today, block layouts, land use patterns and overall connectivity provides a solid basis for future improvements.

Streets & Transportation

The Lincoln Heights district features two major commuter corridors: 29th Avenue, an east-west corridor that fronts the district center, and Ray Street, which serves to carry traffic to and from the I-90 corridor along a north-south axis. The area also

includes roadways designated by the City as “Minor Arterials” including Southeast Boulevard and Regal Street and multiple “Local Access” streets. 29th Avenue is currently configured with a four-lane cross section, which exhibits functional issues - typified by turning-movement difficulties for drivers accessing businesses or local streets. The higher speeds and multiple travel lanes along 29th Avenue and Ray Street make pedestrian crossings difficult and hazardous. Sidewalks along 29th Avenue and Ray Street are present, but narrow widths and tight proximity to fast-moving cars and trucks make walking along these corridors unpleasant. Spokane Transit Authority (STA) serves the area with routes that connect at a Park & Ride facility in the study area. STA envisions the creation of a High Performance Transit Network line (HPTN) to serve Lincoln Heights, to be routed along 29th Avenue to Regal Street southward. This latter feature is likely to prove an important component in its ongoing transformation.

Policy Environment

The City of Spokane Comprehensive Plan designates the Lincoln Heights District Center as an area where focused, more intensive land uses including commercial, retail, mixed-use and higher density housing are desired. Regulations support up to 44 dwelling units per acre in the core area of the center, and taller buildings up to five stories, depending on site-specific zoning. The most prominent zoning in the study area is “CC2-DC” (Center and Corridor Type 2, District Center) with smaller sections zoned “RMF” (Residential Multi-Family) and “O-35” (Office 35). In addition to the comprehensive plan, the 2014 South Hill Coalition Connectivity and Livability Strategic Plan supports the growth of the District Center as an important, walkable, diverse place, with improved vehicular circulation, pedestrian and bicycle crossings, and aesthetic conditions along 29th Avenue. That plan also envisions the transformation of 27th Avenue north of the Lincoln Heights Shopping Center into a “Greenway.”

Economic Forecast

A number of factors point to favorable conditions for growth and redevelopment in Lincoln Heights, including:

- Relatively higher household incomes
- High educational attainment
- Recent growth and investment (including Trader Joe’s and the Rockwood Retirement Community tower)
- High traffic volumes (creating high visibility)
- Surrounding residential neighborhoods
- Proximity to two significant parks
- Proximity to downtown and medical employment centers

- Frequent transit service.

These attributes help signal to market-rate developers that Lincoln Heights is an area that's economically vibrant and likely to generate additional demand. Further, the type of housing and retail investment described in this plan track closely to general trends forecast by the Urban Land Institute (ULI) and ESRI Business Analyst services.^{1 2}

District Plan Goals

A wide range of goals and objectives - expressed in existing plans described above - were referenced during the formation of this plan. Additional goals, reflecting neighborhood and district-specific ideals and expectations, are listed below:

Goal 1: Character

Reinvestment should respect the district's existing character, occurring incrementally and at a scale that both encourages diversity in land use and intimacy in street-level detail, while also respecting the neighborhood's ability to absorb higher development intensity.

Goal 2: Development

New residential development should introduce more housing directly into the district center, supporting an increasingly wide range of prosperous, interesting retail shops, employment and professional offices to serve the Lincoln Heights neighborhood and the entire South Hill.

Goal 3: Transportation

The transportation network serving the Lincoln Heights District Center should evolve to become truly multi-modal, serving safely, effectively and conveniently the needs of transit, pedestrians, cyclists, autos, and freight.

¹ The Urban Land Institute (ULI), is a nonprofit research and education organization with offices in Washington, D.C., Hong Kong, and London. The organization publishes research findings on a wide range of land use topics, and leads programs designed to support the creation of active, sustainable communities. A ULI Technical Advisory Panel (TAP), part of that organization's Advisory Services program, led Phase 1 of this plan's development.

² ESRI (<http://www.esri.com/>) develops and publishes ARC GIS (Geographic Information System) software. The corporation also provides business applications for tracking and analyzing geographic and demographic data. Additional economic forecast information is provided in **Appendix A**.

Goal 4: Function

The Lincoln Heights District Center should evolve into a multi-faceted urban place as envisioned in the comprehensive plan, developing a unique and compelling identity that builds on its own momentum and establishing the center as one of Spokane's premier examples of a fulfilling and attractive urban life.

Goal 5: Interaction

More than today, the Lincoln Heights District Center should be a place seen as the "heart" of the neighborhood, where features and activities support community interaction - including shopping, dining, nearby parks and trails, the senior center, plaza areas, walkable streets, recreational, learning and meeting facilities.

Preferred Scenario

This plan, through its public process, developed and evaluated three schematic approaches to growth. The approach ("scenario") that emerged as a preferred option is essentially a hybrid of two approaches considered. This scenario establishes easy improvements that tackle issues of greatest concern and help create district momentum. These align with longer-term, more transformative strategies for the district that create an environment characterized by:

- Busier sidewalks



Figure 1.01 – Participants took part in multi-day workshops during development of this plan. Chapter 3 outlines the public involvement process.

- Shops that cater to folks who walk, bike or take the bus there
- An increased number of housing units nearby
- Less space devoted to surface parking lots
- An increased number of buildings that front the 29th Avenue corridor
- Greatly improved walkability and neighborhood connectivity
- A transformed 27th Avenue, with fronting mixed-use buildings and strong ties to Thornton Murphy Park
- A transformed 29th Avenue, with a 3-lane section (travel lanes and center turn lane/median) in the heart of the district
- A strong sense of district identity and “arrival”
- A general feeling of activity, excitement and neighborhood pride.

Key Strategies

As described earlier, this plan is designed to conceptualize an ambitious, long-term vision for Lincoln Heights, identifying a number of shorter-term efforts to catalyze growth. The following summarizes many of the initial, “first steps” efforts described in Chapter 5 – steps which are considered critical to implementing this plan:

- This plan recommends the creation of a merchant’s association, district advocacy group or similar entity to work with the neighborhood and the City on implementation. Many of this plan’s short-term measures are ideally suited for implementation by such an organization ³
- Recommends reclassifying 27th Avenue to “Collector”, opening the door to new funding opportunities for greenway improvements described in Chapter 4
- Suggests performing a 29th Avenue corridor study to identify and design enhancements that improve the pedestrian realm, accommodate STA’s HPTN service and improve multimodal safety and comfort. This study should include design treatments of the Regal Street/29th Avenue intersection, and the location and design of features outlined in Chapter 4 of this plan
- Encourages performing a design study to identify improvements along 27th Avenue that activate Thornton

³ The South Hill Coalition Connectivity & Livability Strategic Plan recommends the creation of a merchants association covering the entire South Hill area.

Murphy Park and the north side of Lincoln Heights Shopping Center, creating a true “back yard” activity area for the neighborhood. This effort could happen concurrently with a new master plan for Thornton Murphy Park

- Included in the proposed 29th Avenue study, there should be consideration for the installation of improved pedestrian crossings at key locations, including flashing beacon crossings (RRFB/HAWKS) or median crossings
- Recommends the development of a district-wide parking strategy
- Suggests the identification of opportunity sites for in-district mixed-use housing, whether on undeveloped land or added to existing structures, possibly coupled with application of the City’s Multifamily Tax Exemption (MFTE) program.

Although study-related recommendations are listed separately in Chapter 5, it may be advantageous to combine them – the 27th Avenue work and planning for Thornton Murphy Park, for instance, or those two activities combined with work to design 29th Avenue as well. Because this plan provides a design outline for those areas, it may be used to scope such detailed studies, or aid in estimating project costs for long-range planning.

The Future

Circumstances will continue to change as the district and city evolve, and this plan will require modifications and refinements to be kept up-to-date and current. Some of its proposals may be found unworkable - and new issues and solutions will continue to emerge. Needed refinements and changes should be carefully noted and thoroughly considered as part of a regular review cycle and future updates. As change occurs, the neighborhood’s vision should remain the central theme.

The Lincoln Heights District Center faces many challenges, but enjoys many assets and conditions - offering tremendous potential for it to become one of Spokane’s most desirable, best-loved and valued district centers.



Lincoln Heights Neighborhood

Location & History

Lincoln Heights was annexed into the City of Spokane in 1907 and platted in 1909. The neighborhood is located in southeast Spokane, bounded by Southeast Boulevard and Perry Street to the west, Havana Street to the east, 37th Avenue to the south, and 14th, S. Napa Street and 11th to the north (see **Figure 2.01**). Lincoln Heights is bordered by East Central, Rockwood, Comstock and Southgate neighborhoods, as well as the City of Spokane Valley to the east.

In the early 1900s, developers described Lincoln Heights as Spokane's "next big residential area," but most viewed it as being too far away from the city, and so it remained a largely agricultural area until the 1920s and 30s, when people slowly started to move in. Post-war growth, including suburban densities and automobile-oriented street networks, was responsible for the area's largest wave of development.

Today, the Lincoln Heights neighborhood is typified by suburban residential homes and apartments and auto-oriented, strip-style shopping located along 29th Avenue between Southeast Boulevard and South Fiske Street. Though the Lincoln Heights Shopping Center and surrounding retail dates from the 1950s, many neighborhood homes, apartments and commercial developments were built in the 1970s and 1980s.¹ Multi-family housing, especially developments serving senior and retired residents, are found in many locations near and abutting 29th Avenue, as well as north of 25th Avenue including the Rockwood Retirement Community, which recently expanded into a new residential tower. The rest of the neighborhood is dominated by single-family homes.

¹ The Lincoln Heights Shopping Center was constructed in 1954, expanded in 1979, and recently renovated in 2014.

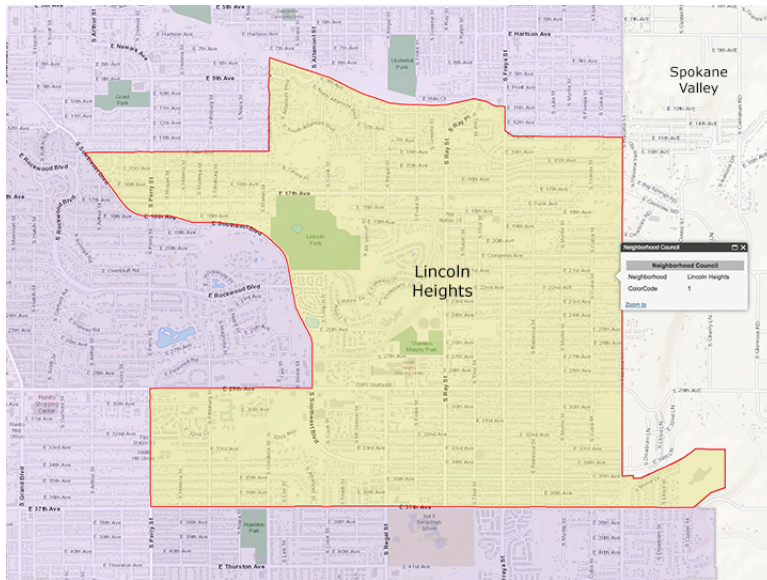


Figure 2.01 – Lincoln Heights Neighborhood Council boundary. (City of Spokane)

The population within a one-mile radius of the S. Regal Street and E. 29th Avenue intersection is approximately 14,000 persons, distributed among 6,300 households. The median household income within that same radius is roughly \$48,000 - somewhat higher than the City-wide median income at just over \$43,000. Median ages vary based on location, with some areas in Lincoln Heights calculated as between 76 and 85 due to senior housing such as the Rockwood community. Other areas (with fewer senior housing units) have median ages in the mid 20s and 30s.

The neighborhood is home to two major parks: Lincoln Park and Thornton Murphy Park, the latter of which borders this plan’s study area.² Lincoln Park, designated a “Community Park” by the department, is situated atop a geographic rise defined to the south and east by steep slopes - creating a mesa-like appearance from the study area. Native vegetation and landscape features typify Lincoln Park, including extensive basalt outcrops and a small natural pond at the center of the park.³ Thornton Murphy Park, located at the southern base of these slopes and bordering both Ray Street and 27th Avenue, is developed as a more active park environment. Thornton Murphy, designated as a “Neighborhood Park”, features two baseball diamonds, basketball courts, a splash pad and playground equipment. Though it borders a natural slope, the eight-acre park is considered developed, and includes 25 parking stalls. Thornton Murphy is home to the Southside Senior & Community Center, a popular facility open to all residents. Two large circular reservoirs, also City properties, are situated just outside the northeast corner of Thornton Murphy.

Planning History

Early plans prepared in 1990 and 1994 provided varying degrees of focus on the area around East 29th Avenue and S. Regal Street.

² Figure 4.02 identifies this plan’s “study area,” indicating the approximate geographic limits and focus of improvements associated with the district center. This plan also recognizes the real and valuable dynamic between uses just outside the study area and those within it, such as the Rockwood Retirement Community and the Sonneland / Quail Run development.

³ Of Lincoln Park’s 51.3 acres, 46.7 acres are left undeveloped.

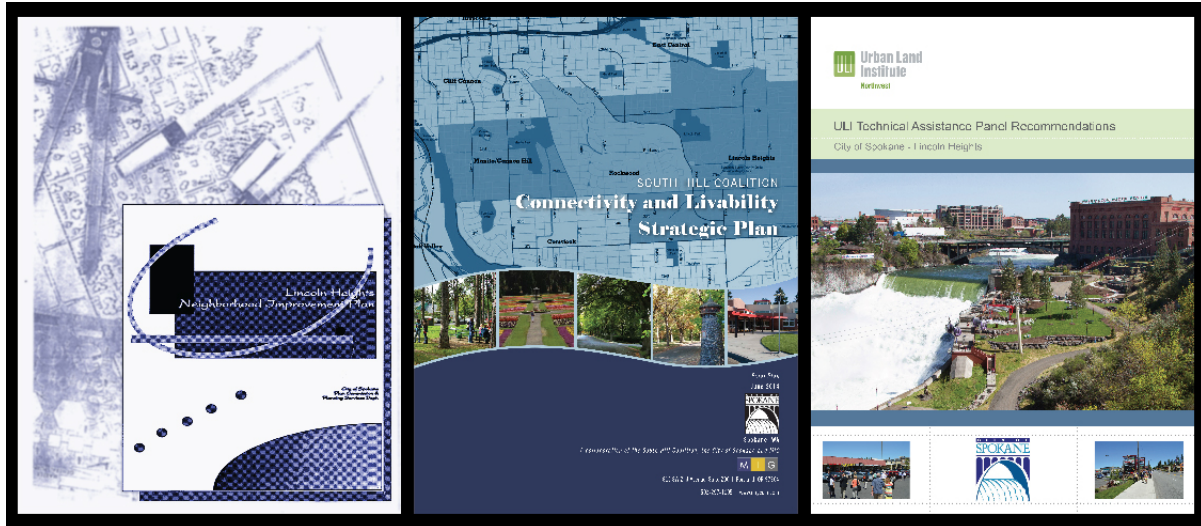


Figure 2.02 – In addition to the City’s Comprehensive Plan, this District Center plan draws from concepts promoted in the (left to right) 1994 Neighborhood Improvement Plan, the 2014 South Hill Coalition Plan, and the 2015 ULI Report, considered Phase I of the District Plan process. (City of Spokane)

These and more recent work, prepared by the South Hill Coalition, are summarized below.

Early Plans

In 1990, the *Lincoln Heights Neighborhood-Specific Plan* was adopted, denoting areas along 29th Avenue as “Community Business” with surrounding areas designated for medium-density residential and office uses.

In 1994, the *Lincoln Heights Neighborhood Improvement Plan* was created and adopted. This plan has since been largely implemented, including improvements such as crosswalks on 29th Avenue and enhancements to Thornton-Murphy Park.

South Hill Coalition Plan

In 2012, five neighborhoods in south Spokane came together to create a 20-year plan for much of the South Hill. That document, entitled “The South Hill Coalition Connectivity and Livability Strategic Plan” (SHCP) was completed in June 2014. The coalition plan envisions several overarching categories of improvements including connectivity, streets, safety, identity, and education. Each of the plan’s categorical recommendations were assigned priority rankings, and where possible, identified on a map where such recommendations apply.

Within the district study area, the coalition plan suggests several “higher priority” projects. These include:

- A “greenway” (bike and pedestrian thoroughfare) running through Lincoln Park to Southeast

Boulevard, then to 27th Avenue to Thornton Murphy Park

- “Arterial Streetscape Improvements” along Southwest Boulevard from Rockwood Boulevard to 29th Avenue, then east to Fiske Street, seeking to improve vehicular circulation, pedestrian and bicycle crossings, and aesthetics

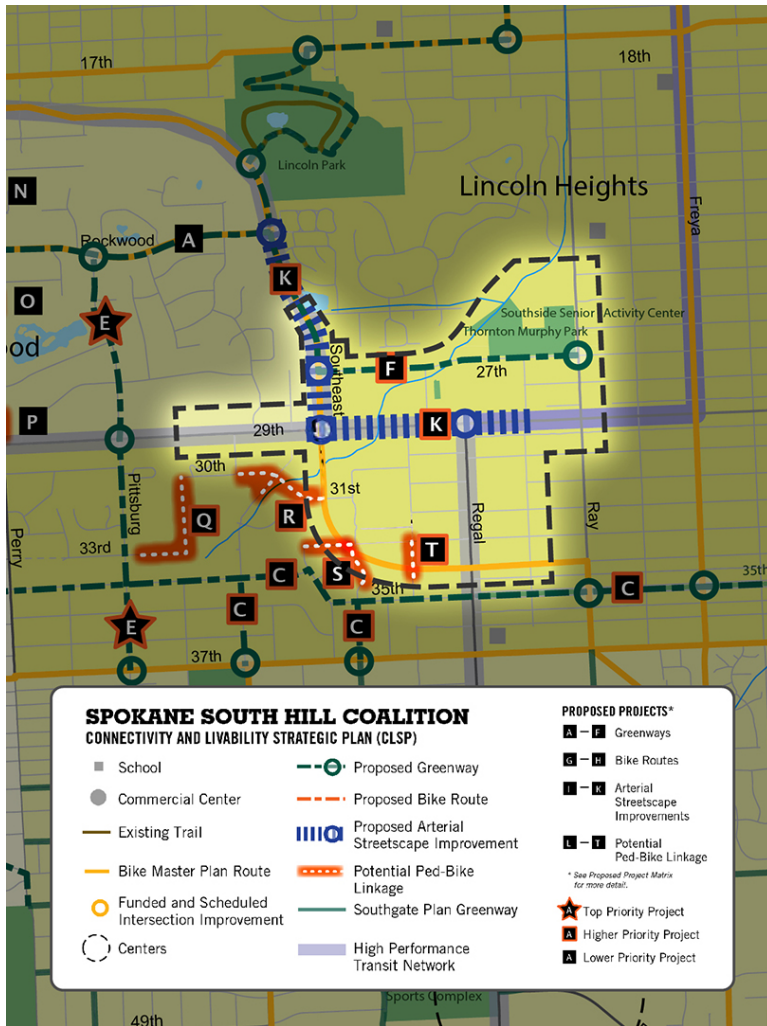


Figure 2.03 – SHCP map enlargement, showing proposed projects in and near this plan’s study area (City of Spokane)

- Three potential “Ped-Bike Linkages” connecting areas to the south and west of the study area to S. Southeast Boulevard (near the STA Park & Ride)
- A greenway/bike and pedestrian thoroughfare (just south of the study area) running east/west along 35th Avenue.

Figure 2.03 provides an enlarged view of the proposed project map from the SHCP, with this plan’s study area as an overlay. This plan’s feature recommendations are coordinated with those provided in the SHCP, as relevant to the study area.

STA Plans

To further improve transit service, Spokane Transit Authority (STA) envisions the creation of a High Performance Transit Line (HPT) along Monroe and Regal streets. Labeled a “Green Line” service type, it prescribes lower speeds but higher access, including a frequency rate of six to 15

minutes. The HPT network is envisioned to support short trips, and provide quick, easy access to other service types. HPT lines are also designed to include expanded hours, improved efficiency and travel times, more distinctive/localized stops, and more passenger amenities. STA’s HPT line is envisioned to track 29th Avenue from Monroe Street to Regal Street, proceeding southward along Regal with a significant HPT stop near that intersection.

Other Reports & Plans

Additional relevant and current planning for the study area, including the City of Spokane's land use, zoning, and transportation network plans, are described below under Policy & Zoning Conditions. The first of the two-phase effort producing this plan is described in Chapter 3, Planning Process.

Policy & Zoning Conditions

Policy Environment

The City of Spokane Comprehensive Plan designates 21 "Center" and "Corridor" areas where focused growth is desired. Such designations are central to the City's overall growth strategy, effectively focusing higher-intensity, mixed land uses including commercial, retail and urban-oriented housing within areas suitable for such development. This strategy works to create walkable, vibrant neighborhood or district centers and corridors - supported by and connected to the citywide transportation network. In the case of Lincoln Heights, the comprehensive plan designates 29th Avenue between S. Martin Street and S. Fiske Street as a "District Center."⁴ This designation provides for higher-density housing (up to 44 dwelling units per acre in the core area of the center) and taller buildings (up to five stories). District Centers also provide for a pedestrian-friendly circulation system supporting access between surrounding residential areas and the district center (LU 3.2). Implementing policies include using incentives and other development requirements to bring about the desired infill development, redevelopment, and new development (LU 3.1).

Land Use designations in the study area are predominantly "General Commercial", followed by "Residential 15-30" and "Office" designations. An area south and west of the 29th Avenue/S. Southeast Boulevard intersection is designated as "CC Core" (see **Figure 2.04**).

Zoning Environment

Regulations have been adopted by the City to implement the comprehensive plan's center and corridor goals. These regulations, gathered under Chapter 17C.122 Center and Corridor Zones, requires new development and redevelopment that promotes a "...relatively cohesive development pattern with a mix of uses, higher density housing, buildings oriented to the street, screened

⁴ The District Center designation was assigned to this area as part of the City's 2001 Comprehensive Plan.

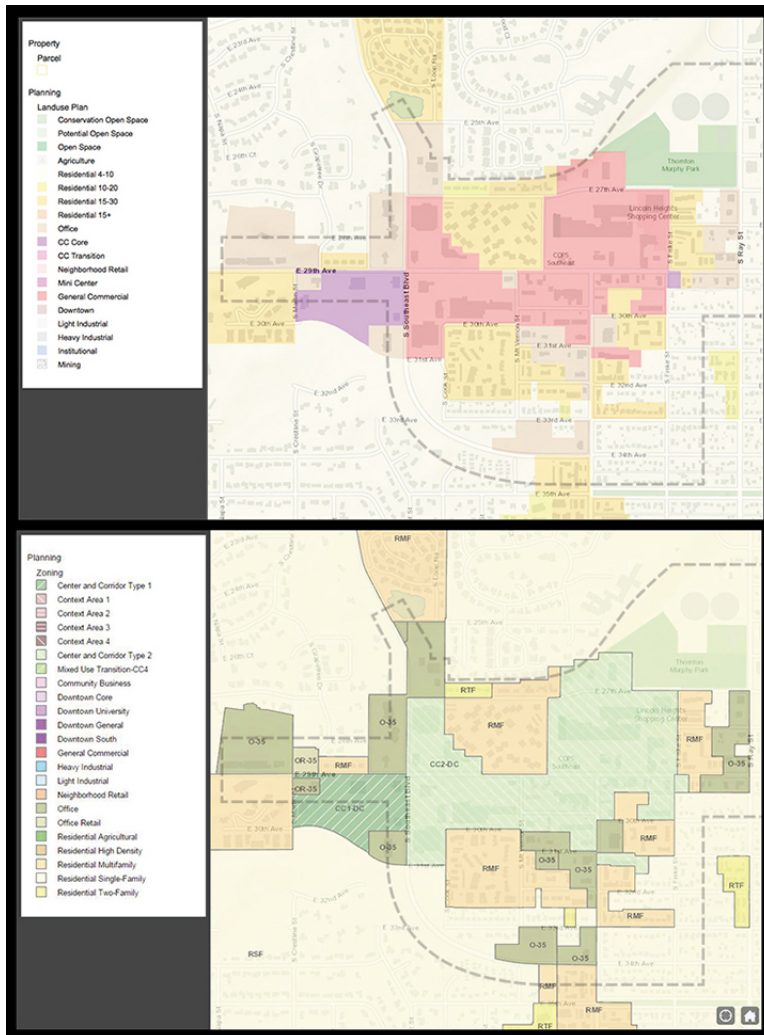


Figure 2.04 – Land Use (upper) and Zoning map (lower) for Lincoln Heights. The dashed line indicates the District Center study area. (City of Spokane)

parking areas behind buildings, alternative modes of transportation with a safe pedestrian environment, quality design, smaller blocks, and relatively narrow streets with on-street parking.” Center zoning designations include incentives allowing for development of a higher floor area ratio (FAR) in exchange for greater public amenities as development and redevelopment happens.

Center and Corridor zoning was applied to the Lincoln Heights center over previous commercial zoning. As new development occurs, it is held to the newer Center and Corridor zoning requirements. As shown in **Figure 2.04**, the most prominent zoning in the study area is “CC2-DC” (Center and Corridor Type 2, District Center) with other sections zoned “RMF” (Residential Multi-Family), “RSF” (Residential Single-Family) and “O-35” (Office 35). “CC1-DC” (Center and Corridor Type 1, District Center) exists south and west of the 29th Avenue/S. Southeast Boulevard intersection, and small “RTF” (Residential

Two-Family) areas are designated along 27th Avenue and near 33rd Avenue and Regal Street. See **Table 2.01** for descriptor text regarding all zoning categories in the study area.

Use & Design Conditions

A variety of medical offices including dentists, physicians, physical therapists, opticians, and veterinarians are located within the district center area. The center is also home to national chain businesses such as Starbucks, Wells Fargo, Les Schwab, McDonalds, and Goodwill. Local offerings include restaurants, hardware, hair salons, and a bowling alley. Perhaps most significantly, the Lincoln Heights Shopping Center (within the District Center) includes national specialty food chain Trader Joe’s, which opened in 2011. The popularity and ability of Trader Joe’s to

attract other national chains and higher-profile tenants has since spurred owners to update and improve many of the façades and exterior treatments of the shopping center, even adding one new building fronting 29th Avenue.

Table 2.01 – Area Land Use and Associated Zoning

Designation	Zone	Description
Residential Single Family	RSF	The RSF zone is a low-density single-family residential zone. It allows a minimum of four and a maximum of ten dwelling units per acre. One- and two-story buildings characterize the allowed housing. The major type of new development will be attached and detached single-family residences. The RSF zone is applied to areas that are designated residential 4-10 on the land use plan map of the comprehensive plan.
Residential Multi-Family	RMF	The RMF is a medium-density residential zone. Allowed housing is characterized by one to four story structures and a higher percentage of building coverage than in the RTF zone. The major types of development will include attached and detached single-family residential, condominiums, apartments, duplexes, townhouses, and row houses. The minimum and maximum densities are fifteen and thirty units per acre.
Residential Two-Family	RTF	The RTF zone is a low-density residential zone. It allows a minimum of ten and a maximum of twenty dwelling units per acre. Allowed housing is characterized by one and two story buildings but at a slightly larger amount of building coverage than the RSF zone. The major type of new development will be duplexes, townhouses, row houses, and attached and detached single-family residences. The RTF zone is applied to areas that are designated residential 10-20 on the land use plan map of the comprehensive plan. Generally, the RTF zone is applied to areas in which the predominant form of development is trending toward duplexes rather than single-family residences.
Office	O-35	The office zoning category is located in areas designated office on the land use plan map of the comprehensive plan. The office (O) zone is used on small sites in or near residential areas or between residential and commercial areas. It is intended to be a low intensity office zone that allows for small-scale offices in or adjacent to residential neighborhoods. The allowed uses are intended to serve nearby neighborhoods and/or have few detrimental impacts on the neighborhood. Development is intended to be of a scale and character similar to nearby residential development to promote compatibility with the surrounding area
Centers and Corridors 1	CC1-DC	The Type 1 center and corridor zone promotes the greatest pedestrian orientation of the center and corridor zones. To accomplish this, some limitations are placed on auto-oriented activities and some types and the allowable size of some uses are controlled.
Centers and Corridors 2	CC2-DC	The Type 2 center and corridor zone promotes new development and redevelopment that is pedestrian oriented while accommodating the automobile. Incentives allowing a higher floor area ratio in exchange for the provision of greater public amenities as land is developed and redeveloped are encouraged in these areas.

Many multi-family units exist in and near the study area, most notably the Rockwood Retirement Communities towers overlooking the shopping center; the Rockcliff Apartments north of 25th Avenue and abutting Lincoln Park; the Lincoln Heights Garden Terrace units immediately west of the shopping center; and the Coventry Estates and Mt. Vernon Terrace housing units fronting Mt. Vernon

Street and N. 30th Avenue. Several other large, retirement and senior living housing facilities or apartment complexes exist just west of the study area along 29th Avenue. Taken together, these units represent a significant base of residents within walking distance of the district center.

Land within the study area is generally built out, but with the City's CC designations and patterns applied, numerous opportunities for development exist. Such opportunities include infill supplanting surface parking lots or drive-through lanes; redevelopment and replacement of under-performing or older buildings and lots; and intensification of existing uses, including adding stories or creating mixed-use projects that might include residential over commercial development. These new buildings could frame and activate important intersections, and capture otherwise un-developed or underdeveloped properties in the area.

A fire in March 2016 destroyed a majority of the strip center at the intersection of 29th and Regal. This opens opportunities to redevelop, constructing buildings closer to 29th Avenue - helping frame and activate the 29th and Regal intersection and incorporating a stop for STA's High-Performance Transit Network (HPTN).

Currently, very few buildings in the study area address the street,⁵ with most being set back from 29th Avenue to accommodate previous off-street surface parking requirements. A small section of the study area, referred to in this plan as the "Miller Block", includes older buildings arranged to address 29th Avenue. Parking generally located behind or in-between buildings service these, including Miller Hardware, Thai Bamboo restaurant, a hair salon and two fast-food outlets. An existing alley running parallel to 29th Avenue aids access to this parking. Most of the study area does not include alleys, and features a double-width block pattern running east to west. The double-width block pattern tends to reduce connectivity and walkability in the district.

Transportation Conditions

Vehicular Travel

Three major commuter corridors – 29th Avenue, Ray Street and S. Southeast Boulevard - flank the Lincoln Heights district center. The area also includes streets classified by the City as "Minor Arterials" including Southeast Boulevard and Regal Street and multiple "Local Access" streets (see **Figure 2.05**).

⁵ Buildings that are built to or are in close proximity to the public right-of-way, are designed for access from and exhibit primary use activities to the right of way are said to "address the street."

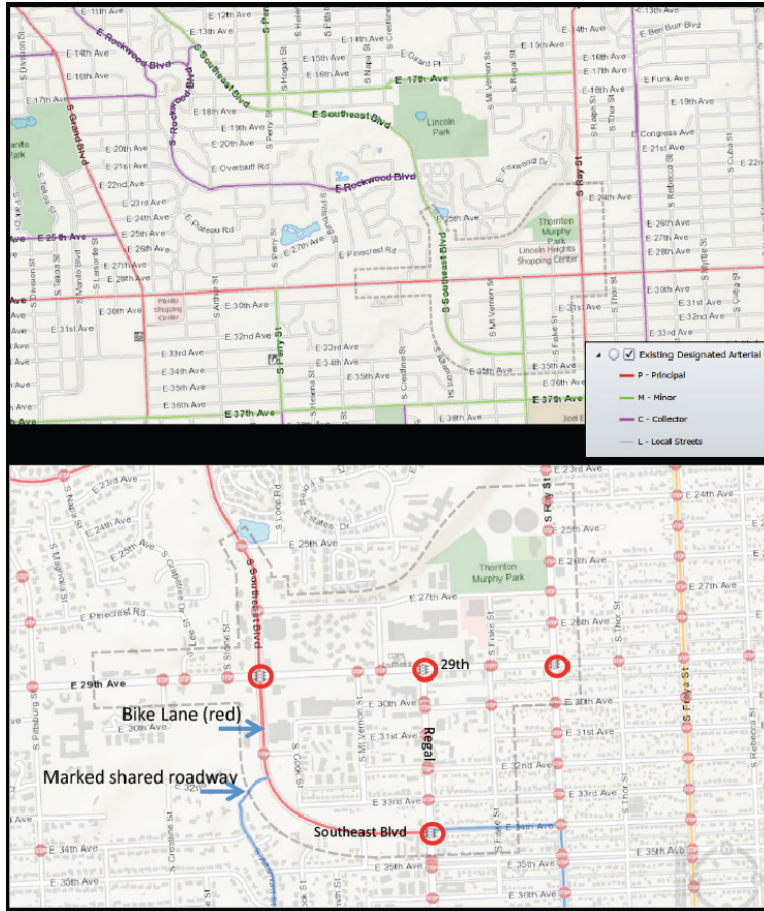


Figure 2.05 – City of Spokane arterial network, including Principal, Minor, Collector and Local Streets (upper) and locations of existing signalized intersections (lower). Dashed lines indicate the District Center study area. (City of Spokane)

City street classifications indicate the number of lanes, purpose, speed, range and the role of each street serving local and citywide mobility. Principal Arterials are considered important routes for vehicles, transit and freight, and any recommended changes for such arterials must work to maintain reasonable operations and safety.⁶ Minor Arterials, while not expected to carry high volumes, are also critical to the city’s street network.

Signalized intersections in the district now exist at Southeast Boulevard and 29th Avenue; Regal Street and 29th Avenue; Ray Street and 29th Avenue, and Southeast Boulevard and 34th Avenue (see **Figure 2.05**).

The City also identifies streets by age of pavement, ranging from “Tier 1” (0-3 years); “Tier 2” (3-5 years); “Tier 3” (5-12 years) and “Tier 4” (over 12 years). Nearly all streets in the study area are designated as Tier 4 streets, with S. Southeast Boulevard north of 29th Avenue and 29th Avenue

through the district as Tier 3 streets.

Traffic volumes on 29th Avenue are currently 16,600-17,900 vehicles per day. City travel models indicate modest future travel growth, adding no more than 1,200 additional vehicles per day (roughly 120 peak-hour vehicles) by 2035.

Configured with a four-lane cross-section, 29th Avenue exhibits functional issues within the district center. These issues are typified by turning movements as drivers attempt to access businesses or local streets, leading to:

- Blocked traffic and congestion
- Compromised safety
- An overall sense of driver and pedestrian discomfort.

⁶ Trucks and tractor-trailer combos traveling south on Ray Street must turn onto 29th Avenue to follow their designated truck route.

Aligned with concepts presented in Chapter 4, it is noted here that 27th Avenue is a relatively wide, underutilized street with potential to address some of the east-west loads now concentrated on 29th Avenue. Use patterns much like Collectors are currently seen on 27th Avenue, even though it is designated as a local street.⁷

Pedestrian & Non-Motorized Travel

As indicated above, four signalized intersections now exist in the study area. These intersections serve as the only “controlled” locations where pedestrians or cyclists can cross with relative safety. Though three of these four signals are located along 29th Avenue, the distance between signals makes a pedestrian uncomfortable when choosing to cross at unmarked or un-signalized intersections between them.

Sidewalks are provided in most of the study area, but are missing in several key locations. Most notably, none are provided along the western and northern edges of the Lincoln Heights Shopping Center, along 27th Avenue east of Fiske Street, or along the northern edge of 27th Avenue west of Mt. Vernon Street. Nearly all sidewalks in the area are of minimal width and abut the street directly (do not feature buffer space between the sidewalk and the curb), creating uncomfortable conditions for pedestrians, especially along 29th Avenue where fast-moving cars and trucks stream past, seemingly just inches from sidewalks. Access to and from areas north of 27th is greatly impeded by topography, though a gated, unpaved trail from the Rockwood Retirement Community does help connect that area to the District Center.⁸ Connectivity to neighborhoods west of Southeast Boulevard is also limited by street layout and, to some extent, topography.

Streets in the area are generally laid out in a north-south grid pattern and in that regard, are well connected for auto access. But block sizes are typically double-width or larger, with most forming two-block by one-block rectangles that impede walkability by forcing pedestrians to travel much further east or west to access north/south destinations.

Lighting in the study area was not formerly inventoried, but street lighting generally exists along major arterials and at many intersections. Lighting is generally not present along local access streets. Existing fixtures are of the large “cobra head” type, extending over streets or parking lots. No pedestrian-scaled lighting is known to exist in the study area.

⁷ Streets classified as “Collector” or higher are eligible for federal funding. Re-designating 27th as a Collector Arterial would improve funding options.

⁸ Use of this trail is currently limited to residents of Rockwood Retirement Community.

A designated bike lane exists along S. Southeast Boulevard to the intersection with Regal Street, where it transitions to a marked shared roadway along 34th from Regal Street to Ray Street. City maps show a marked shared roadway connecting Altamont Street to S. Southeast Boulevard near the existing STA Park & Ride facility.

Transit Travel

Historically, the City of Spokane was serviced by streetcar lines including the Lincoln Heights area.⁹ Currently, STA bus Route 44 - a designated "Frequent Route" - provides main transit service to the area. Following 29th Avenue, Route 44 provides scheduled 15-minute service cycles during the weekday, changing to 60-minute cycles on nights and weekends. It provides frequent connections to downtown, to 29th and Regal Street, and to Spokane Community College. At the South Hill Park and Ride (within the study area), Route 44 becomes Route 34. Two designated "Basic Routes" also transit the area, but are more focused on serving the South Hill Park and Ride. Those routes, Nos. 43 and 45, provide 30 to 60-minute cycles seven days a week during the daytime. Four of the bus stops in the study area average 25 or more weekday boardings.¹⁰ As noted earlier, STA envisions the creation of a High Performance Transit Line along Monroe, Grand Boulevard, 29th Avenue and Regal streets.

Service Conditions

Urban infrastructure provides for City services in the study area, including water, wastewater, stormwater retention and solid waste services. Electrical services are provided by Avista Utilities, and numerous carriers including Comcast, AT&T and others provide communications-related services. As noted earlier, two large circular reservoirs are situated just outside the northeast corner of Thornton Murphy. A large, sub-grade Combined Sewer Overflow (CSO) tank was recently installed just north of the study area along Ray Street.

Economic Conditions & Forecast

The Lincoln Heights District Center benefits from a number of positive attributes, indicating that it is a likely site for growth and redevelopment. These include:

⁹ A 1922 guide map shows streetcar lines following S. Southeast Boulevard onto 29th Avenue and continuing to Freya.

¹⁰ Boarding rates at these stops warrant shelters per STA policies, but none are currently so equipped.

- Relatively higher household incomes
- High educational attainment
- Recent growth and expansion¹¹
- High traffic volumes (creating high visibility)
- Surrounding residential neighborhoods
- Proximity to two significant parks
- Proximity to downtown and medical employment centers
- Frequent transit service.

These attributes help signal to market-rate developers that Lincoln Heights is an area that’s economically vibrant and likely to generate additional demand.

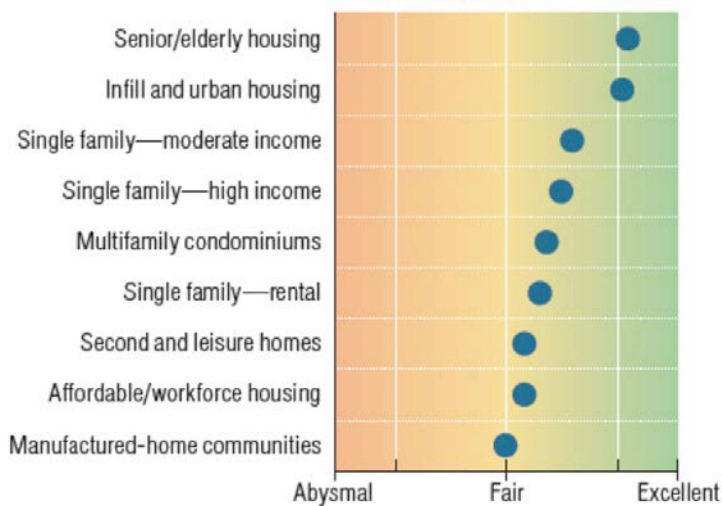


Figure 2.06 – 2016 Housing Investment Forecast (Urban Land Institute)

Growth Factors

Mixed-Use Housing

Figure 2.06 highlights national trends in an annual investment forecast prepared by the Urban Land Institute (ULI) titled “Emerging Trends in Real Estate, 2016.”¹² This year, as with recent years, the ULI forecasts the highest demand and best prospects are for senior and infill/urban housing types. According to plan consultant Leland Consulting Group (Leland), this reflects increasingly strong demand for interesting, mixed-use,

pedestrian-oriented urban environments. In Spokane, several recent and successful projects demonstrate that interest in walkable, mixed-use areas is growing here, too.

Growing density – “rooftops” as developers often call it - boosts support for retail, complementing existing services and creating an environment where additional services are likely to succeed, thus allowing people with spendable income to live in proximity to diverse goods and services as a matter of convenience, as well as quality of life experience.

¹¹ Including Trader Joe’s, updates to the Lincoln Heights Shopping Center and the Rockwood Retirement Community tower

¹² The ULI is national association of real estate development and land use professionals.

According to Leland, housing types appropriate for the Lincoln Heights study area include townhomes, apartments, senior housing, and affordable housing with densities ranging between 15 and 35 units per acre expressed as a maximum of three to four stories. Such housing, given costs and market capacity, would more than likely require on-street and/or surface parking, since structured parking is far more expensive.

Shopping Environments

Another national trend pertinent to this study is the transformation of existing malls into mixed-use, “place-driven” community centers.

Such transformations retain retail, but include office, entertainment, dining, housing, and other uses. Perhaps more significantly, many are designed to convey a greater “sense of place,” featuring more outdoor shopping and places for residents to gather, placing greater emphasis on local character and context, and providing patrons “experiential” opportunities to socialize, dine, and linger.¹³

Successful examples of this movement include the Thornton Place development at Northgate Mall in Seattle; University Village in Seattle; the Old Mill District in Bend, Oregon; and the Village in Meridian Idaho. Additional detail on these and other examples may be found in the Leland analysis included in the appendix.

Another ULI publication, *Ten Principles for Rethinking the Mall* covers territory quite similar to this plan and the Lincoln Heights district center:

“Exploit the mall redevelopment opportunity by creating a vision for the entire district; develop a master plan in which the mall site is a key anchor. Look for and capitalize on opportunities to expand the investment into surrounding residential and commercial neighborhoods to strengthen and revitalize them. Identify synergies with other development opportunities. Plan and integrate your efforts accordingly.”

¹³ “Experiential” retail and service providers emphasize customer experience, providing innovative, memorable, interactive and immersive ways for patrons to enjoy products and brand features, often with friends and family.

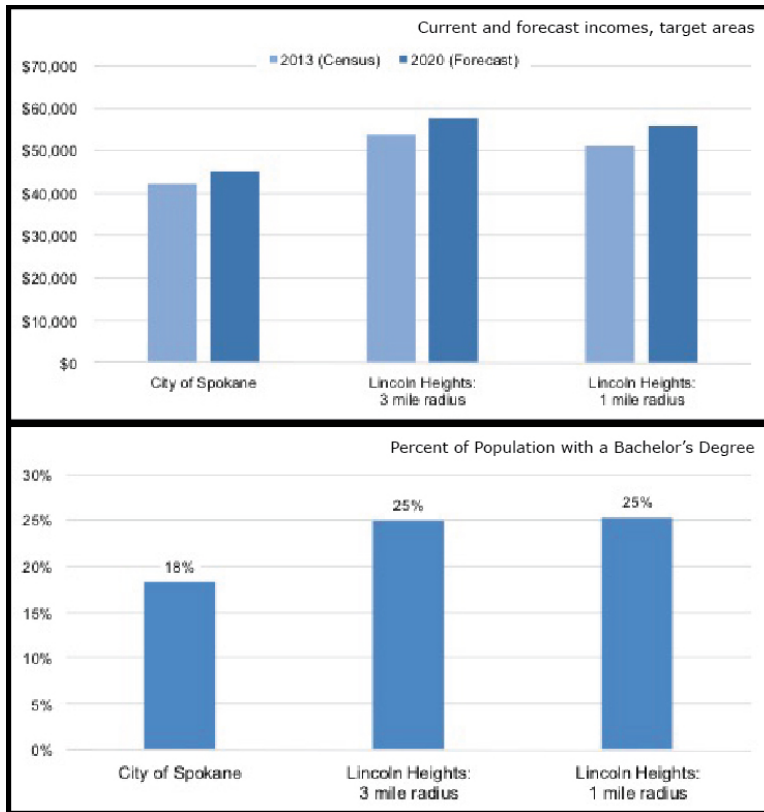


Figure 02.07 – Incomes in and near Lincoln Heights (upper) and percentage of residents with a Bachelor's Degree or higher (ESRI Business Analyst Services)

*Integrate the mall site, to the extent possible, with other community anchors such as cultural facilities, civic buildings, municipal parks, office concentrations, and nearby street-front retailing and restaurant clusters. Integration can increase the market draw, expand the trade area, and create a more compelling destination for the mall site as well as for the larger district. It's important to ensure that onsite and off-site uses create synergy - are complementary - and don't cannibalize each other. Joint marketing can help.*¹⁴

Local Marketplace

Spokane's economy and development market is showing strong signs of recovery following the national recession. Signals including downtown's ongoing revitalization; current growth in the U-District; the success of

Kendall Yards; rapid expansion of senior living facilities in and near the study area; and the continued success of the South Perry District all demonstrate market demand and readiness for the type of transformation this plan envisions.

Regarding incomes, current (2013) and forecast (2020) ESRI business service reports show that incomes within one and three miles of the district center are higher than the average for the city (see **Figure 2.07**). Residents within a one and three-mile radius of Lincoln Heights also tend to have higher levels of educational attainment compared to the city as a whole - a quality that some retailers (like Trader Joes, reportedly) look for.¹⁵

Retail leakage is something that areas strive to avoid, occurring when residents of an area spend a significant portion of their retail dollars beyond where they live. According to ESRI services, the area within a three-mile

¹⁴ "Rethinking the Mall", http://www.uli.org/wp-content/uploads/ULI-Documents/Tp_Mall.ashx_.pdf

¹⁵ ESRI indicates both one and three-mile areas host populations with 25% holding a bachelor's degree or greater, compared to an 18% rate citywide.

radius surrounding Lincoln Heights shows a significant retail surplus - meaning people from surrounding areas are coming to the district to spend retail dollars. Figures within a one-mile radius are mixed; for instance, spending for "all retail" categories indicates a surplus, but food and beverage categories show leakage taking place. This suggests potential opportunities for additional restaurants within a one-mile radius of the Lincoln Heights study area.

Retail Trends

Retail in general is not currently a preferred property type for developers and investors. This is because retail spending continues to move online, that the Internet has eliminated other retail categories (e.g., book and movie rental stores), and retailers require less space for warehousing due to technological improvements in supply chains. However, retail, commercial, and restaurants that emphasize "experience" and that can be shared by friends and family - from brew pubs to gourmet grocers - continue to do relatively well. These are the types of features that newer mixed-use centers provide, and may not be achieved on-line.

In conclusion, very few locations nationwide merit large-scale expansions of retail square footage. Instead, many retail centers will be rehabbed, redeveloped, and reinvented within their existing footprints. New tenants, especially those that emphasize distinctive experiences, will continue to arrive in markets across the country and replace existing tenants.



Overview

The Lincoln Heights District Center Plan is intended to achieve the goal of encouraging reinvestment in the district, consistent with City of Spokane “Centers and Corridors” policies. As policies must also respond to specific context, this process sought to clarify how center-related City policy best suits Lincoln Heights, including the desired mix and balance of land uses; the potential for future development - especially as related to transportation investments; and to better understand public realm and place-making desires.

Efforts initiated by the neighborhood and the City established a two-phase process that brought together experts from the Urban Land Institute (ULI), numerous volunteers, City staff, elected leadership and a locally-led consultant team to create the plan with its various strategic and project-related recommendations.

Phase one focused on compiling relevant information regarding the Lincoln Heights district, connecting the team from ULI with local stakeholders to identify challenges and opportunities, and preparing a set of broadly-defined recommendations for revitalization within the district center. These tasks were accomplished in approximately four months, and engaged numerous community members, local developers and public agency officials as “champions” from various sectors to help lay the groundwork for a successful plan. The final component of the phase one effort presented a set of recommendations - in report and presentation forms - which established foundations for the second phase, master planning process.¹

Phase two involved the preparation of a publicly-supported master plan to identify strategies to encourage reinvestment in the Lincoln Heights district center. This effort, using the ULI report as its foundation, included delivering a successful public engagement

¹ The final ULI Report is presented in this plan’s appendix section.

process to refine and complete a redevelopment strategy, including illustrations to locate and detail supporting projects. A consultant team led by Studio Cascade, Inc. (SCI) was hired to lead phase two, directing public involvement and using ULI findings to focus more detailed assessments of land use and transportation systems, and to produce the completed district center plan. Work to engage the public included:

- Meeting with neighborhood leadership and residents
- Hosting an open house meeting featuring a Pulse-Pad questionnaire to evaluate phase-one concepts
- Holding a multi-day drop-in and workshop event allowing the consultant team to meet face-to-face with residents and property owners as the plan's concepts were developed and evaluated
- Making all results and process documents available online via a project-specific City web-page
- Working to ensure all events were well-publicized and described in advance, using postcard mailings, press releases, and City of Spokane Facebook and Twitter feeds.

This work culminated with a "roll out" meeting presenting the final plan and outlining its goals, concepts and strategies, and detailing steps for the City and community to take to begin plan implementation.

Both plan phases worked to identify and refine broadly-defined issues and goals into more specific objectives and project concepts, using these to develop and examine various possible solutions. Phase two enlisted residents, stakeholders and neighborhood leaders in evaluating various strategies and crafting a preferred direction - and finally creating a framework to execute actions to implement the plan. The following section details phases one and two of the Lincoln Heights District Center Plan process.

Phase I: ULI Report

In June of 2015, an Urban Land Institute (ULI) technical assistance panel visited the study area to make an initial assessment of conditions and to create a strategic framework for the Lincoln Heights plan. Following an extensive presentation of background data developed by City staff, the team, together with representatives from key agencies, the development community, neighborhood leaders and others, toured the Lincoln Heights district and related areas. Observations and ideas from this tour were collated in a follow-up meeting where staff assisted in preparing a summary for the ULI team to use in its deliberations. The team then began work in a charrette-style, concentrated set of

meetings where phase one strategies were developed with City staff input.

ULI staff and team leaders worked during subsequent weeks to develop the final report. The completed document was then delivered to the community as a slideshow presentation and written report.

The ULI report ordered its various recommendations within four broadly-defined categories:



Figure 3.01 – The 2015 ULI Report provided quick, expert impressions on district center opportunities. (City of Spokane)

- District-Wide Strategies – These included recommendations to create a “theme” for the district, establish gateway features, re-shape 27th Avenue as a key district feature, slow traffic on 29th and several other, related strategies.

- Retail & Business Strategies – These included recommendations to create and maintain a merchants and owners association; working to landscape parking lots, and creating a district-wide parking management strategy.

- Housing Strategies – These included recommendations to examine the viability of building height incentives for mixed-use buildings in the district; identification of site-specific opportunities for housing development/redevelopment; and application of the City’s Multi-Family Tax Exemption (MFTE) program

- Community Strategies – These included a range of concepts including re-programming Thornton Murphy Park; creating strategies that more fully engage senior citizens; and bringing in an “activity anchor” such as a YMCA.

The ULI report also summarized input received and/or observed during the course of their work, noting issues such as the general lack of

walkability, the need to address congestion and traffic flow, especially at the 29th Avenue and Regal Street intersection, and the need to improve transit features and complete the local bicycle routes network.

The ULI Technical Assistance panel presented their initial findings on June 18, 2015 and the completed written report was delivered to the City in late August 2015.

Phase II: Master Plan

Phase two of the planning process engaged a team led by Studio Cascade, Inc. (SCI) to take ULI report findings and recommendations through a public engagement process, affirming baseline objectives, gauging support for the various ULI concepts, developing and reviewing several strategic alternatives, and finally producing a master plan to articulate and aid implementation of a preferred strategy. The following sections describe both process and outcomes of the main events in phase two.

Open House

On September 30th, 2015 an open house was held at the Southside Christian Church, a large facility located in the north-facing portion of the Lincoln Heights Shopping Center. This meeting was attended by over 40 community members, and City staff and consultants presented the ULI findings, as well as the plan's scope and expected timeframe. This presentation included an electronic "Pulse Pad" exercise allowing attendees to take part in a real-time poll, designed to test acceptance of the ULI recommendations for the area – and show polling results on-screen immediately following each question. That activity was followed by a strategy review exercise in which table-size worksheets were laid out around the room, each including descriptions of the various strategies offered by the ULI report. Attendees were invited to indicate how valuable they thought each strategy could be to improving the district, and to note any related comments or qualifications regarding the strategies.

Pulse Pad Results

For this, participants were asked questions regarding perceived value of strategies to the betterment of the district - and using an electronic keypad - indicated answers including "Agree", "Somewhat agree", "Don't know", "Somewhat disagree", or "Disagree". Overall, respondents expressed strong support for nearly all concepts, with variances generally associated with qualitative concerns about implementation. Questions with the highest percentage of support were ULI strategies addressing the intersection design of 29th and Regal (87% indicating "Agree"), and developing a pedestrian/ bike strategy (79% indicating "Agree"). The ULI strategy deemed least valuable was "increase housing" with 37% of the participants either answering "Somewhat disagree" or "Disagree." (See full results in **Appendix C**).

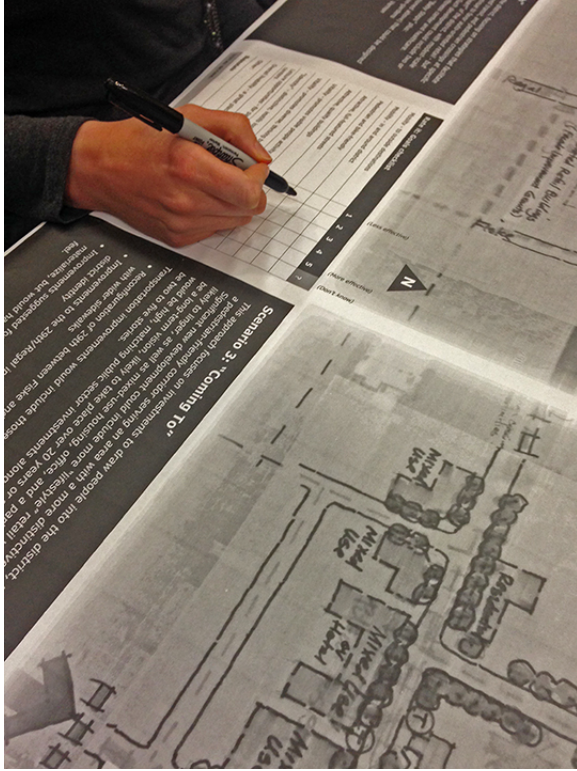


Figure 3.02 – The November 5 workshop gave attendee groups the chance to evaluate each of three plan scenarios versus neighborhood goals. (Studio Cascade, Inc.)

Worksheet Results

All ULI strategies were presented on table-sized worksheets adjacent to descriptive posters. Participants were invited to rate and detail thoughts on the relative value of each concept (many of which were not included in the Pulse Pad exercise). Mirroring the first exercise, respondents expressed strongest support for improving streetscapes and district walkability, including through-block pathways wherever possible. ULI concepts grouped under “Big ideas” received many positive comments, especially the idea of improvements to help activate Thornton-Murphy Park. Responses to other concepts, such as slowing traffic on 29th, received mixed responses, generally indicating the desire that such strategies actually improve, not exacerbate conditions. The ULI strategy to seek “opportunity sites” for additional housing also received mixed responses, with comments indicating qualitative concerns and some stipulating that new housing be mixed use, no more than two or three stories, and utilize “green” construction methods. Some indicated concerns about resulting traffic congestion, or that it might be overly expensive.

Storefront Studio

On November 4 and 5, 2015, the master plan consultant team held a “Storefront Studio” event. This particular meeting approach assembled the team during the course of both days, with the opportunity for participants to drop in at their convenience, discuss ideas or concerns with staff and consultants face-to-face, view display materials, engage in informal exercises and view the team at-work preparing the various plan schemes. Day two of the studio finished with a formal presentation and public workshop. As with the Open House, this two-day event was held at the Southside Christian Church at Lincoln Heights Shopping Center. Activities during the studio also included site tours by consultants, and in-person meetings with business and property owners.

Goals of the Storefront Studio included:

- Translate ULI recommendations and community concerns into prioritized actions for implementation
- Integrate objectives in the South Hill Coalition Connectivity and Livability Strategic Plan into the master plan

- Identify priority catalyst sites and actions for near-term implementation
- Evaluate existing policy, guidelines, and the City's development code for ability to satisfactorily fulfill district expectations
- Explore the economic foundations necessary to fulfill the district center vision
- Identify roles and responsibilities as part of implementation action plan.

During the course of the studio, three schematic maps were developed and offered for attendees to draw and comment on, each exploring differing approaches to the plan's objectives. These were refined for review at the concluding workshop, and are described below. Images of Scenarios 1 and 2 are presented in Appendix X. The Scenario 3 sketch is presented in Chapter 4:

Scenario 1: "Baby Steps"

This approach was described as one focused on smaller improvements and projects, promoting strategies that utilize existing features and conditions. This scenario largely left the look, feel, and function of retail along 29th Avenue largely unchanged. As such, 29th Avenue would continue to favor auto-oriented retail with improvements limited to concepts such as:

- Pedestrian crossings at key locations
- Limited "gateway" features, perhaps limited to a single example at 29th Avenue and Southeast Boulevard
- Incentivizing renovation of buildings facing 29th Avenue on the "Miller Hardware" block
- Market-paced redevelopment of buildings at the "Wheelsport Plaza" site
- Changes needed to accommodate STA's High Performance Transit (HPT) network on 29th Avenue and Regal Street.
- Incremental, low-cost improvements supporting cycling and walkability
- Formalized pedestrian routes around Safeway and between the STA Park & Ride and 29th Avenue.

With "Baby Steps", the majority of transportation improvements would happen along 27th Avenue, including easy-to-implement features such as:

- Bike sharrows and pedestrian crossings at key intersections along 27th and Fiske
- Filling in missing portions of sidewalk along 27th

- Creation of a pedestrian-oriented walkway fronting Trader Joe's and connecting 29th Avenue to 27th Avenue
- Improving connections to senior housing north of the district center, including improvements to walking paths to and from the hilltop.

Scenario 2: "Going Through"

This scenario stressed mobility throughout the district, focusing on facilitating vehicle throughput on 29th Avenue, improved transit, and pedestrian crossings at specific locations along 29th Avenue. As in scenario one, 29th would continue to favor auto-oriented retail, but this scenario proposed that 27th Avenue receive the largest share of physical and land use improvements, helping transform it into a much more active, vital corridor – effectively the "heart" of the district. Such work would include encouraging modest-scale development framing the corridor, such as two or three-story townhouses, a recreation/fitness center, re-programming Thornton Murphy to complement such uses, and fostering a range of activities centered on 27th as the neighborhood's centerpiece and "backyard".

This scenario included concepts presented in scenario one, plus:

- Installation of medians on 29th between Fiske and Mt. Vernon
- Enhanced "gateway" features along 29th Avenue and at both ends of 27th Avenue within the district
- Creation of a pass-through feature creating a mid-block, pedestrian pathway extending from 29th and Regal through the Lincoln Heights Shopping Center to 27th Avenue
- Creation of structured parking near 27th Avenue and Mt. Vernon Street, facilitating parking consolidation and increased visitation to the Thornton Murphy area
- Creation of a "green street" concept on 27th that could be designed as a curbside festival street, integrating trees and rain-gardens.

Scenario 3: "Coming To"

A long term vision, likely taking place over 20 years or so, this approach would be focused on drawing people into the district, and re-shaping 29th Avenue into a true, pedestrian-friendly corridor with a more distinctive "urban village" feel. Significant new development for this scenario could include

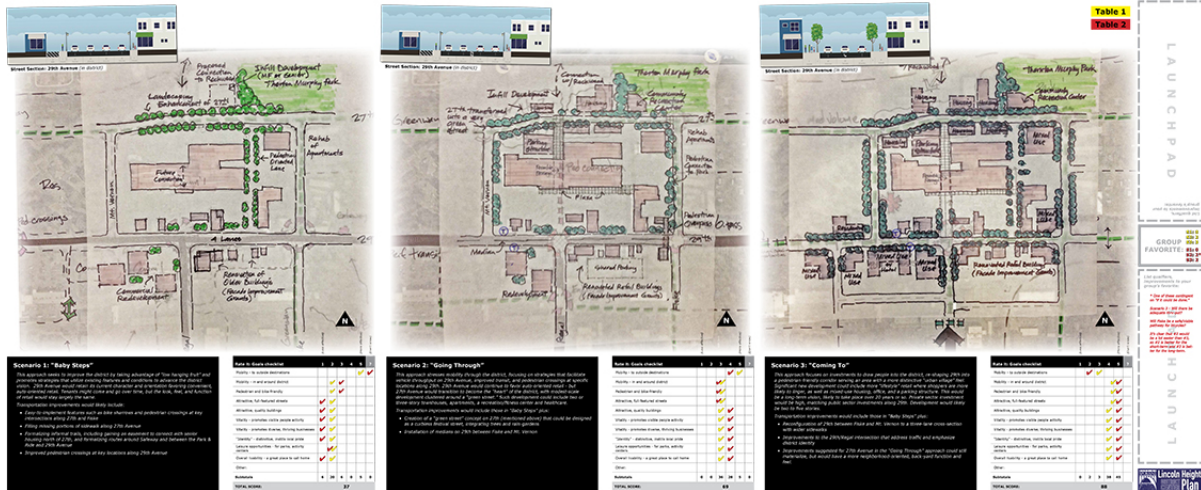


Figure 3.03 - The November 5 workshop gave attendee groups the chance to evaluate each of three plan scenarios versus neighborhood goals. (Studio Cascade, Inc.)

more “lifestyle” retail² – both at the Lincoln Heights Shopping Center and across the street along 29th - where shoppers would be more likely to linger. As implied by the title, this scenario envisions the district center as the central feature of Lincoln Heights, developed into a place likely to attract residents from outside the neighborhood. This scenario essentially builds on both scenarios one and two, including most of the features suggested there, still developing 27th Avenue as a neighborhood “backyard” but also transforming 29th Avenue with mixed-use housing, offices, and infill. Private sector investment would be high, matching public sector investments along 29th, with development likely being two to five stories. Transportation improvements would include those described above, plus:

- Reconfiguration of 29th between Fiske and Mt. Vernon to a three-lane cross-section with wider sidewalks
- Improvements to the 29th and Regal intersection
- Improvements suggested for 27th Avenue in the “Going Through” approach could still materialize, but would have more neighborhood-oriented, back-yard function and feel.

The concluding workshop presentation summarized the process thus far, including the objectives and schematic alternatives for attendees to consider. Two exercises were offered: Exercise one asked participant groups to review the three different alternatives and score each on how effective they’d be in addressing the district center goals. The second exercise asked the same groups to score

² A lifestyle center is a shopping center or mixed-used commercial development that combines the traditional retail functions of a shopping mall with leisure amenities oriented towards upscale consumers ([https://en.wikipedia.org/wiki/Lifestyle_center_\(retail\)](https://en.wikipedia.org/wiki/Lifestyle_center_(retail)))

and prioritize a set of ten action items, indicating when they should be done and which seemed the most critical.

Exercise 1 Results

As described above, participant groups were asked to rank scenarios 1, 2, and 3 for effectiveness in addressing neighborhood and district center goals. From worksheets and presentations made by each group, Scenario 3 (“Coming To”) was deemed most effective. Table groups indicated projects boosting mobility in and around the district, making the area more pedestrian and bike friendly, and creating attractive, full-featured streets would be most effective as sub-strategies.

Exercise 2 Results

The second activity asked table groups to graph a set of 10 projects or actions. On the x-axis, actions were rated from short to long-term; on the y-axis, actions were rated from most to least critical. All groups ranked the “most critical” projects as short-term ones. General consensus placing projects as short-term and critical called for pedestrian crosswalks and signals; creating an association to promote, advocate, and coordinate the district; create mid-block pathways to improve connectivity; and working to improve addressing of storefronts to pedestrians.

Lincoln Heights Neighborhood Council Meeting

On January 26th 2016, the City and Studio Cascade attended a neighborhood council meeting to discuss the process and plan for the Lincoln Heights District Center. Information was provided beginning with a review of what the process included, what the next steps were, and what the ultimate outcome would be. Approximately 20 residents attended.

Additional Events, Roll-Out

Text describing remaining events in the master planning process.



Introduction

The proposed master plan for Lincoln Heights' district center reflects the community's desire for deliberate and incremental change that honors its existing success while laying the groundwork for positive transformation. Finding the balance between the community's comfort with existing conditions and its excitement about a new, more diverse type of place – a true "heart" of the greater neighborhood - is a major function of this master plan.

Another major function of this plan is to identify and recommend near-term incremental steps, aligning them with an overall strategic vision that will likely take much longer to achieve. As described in Chapter 3, the community was given the opportunity to recommend "first move" steps, basing them on a field of recommendations advanced by the ULI report or by participants in this process.

This chapter articulates the goals, objectives and implementing features of the District Center Plan, including a diagrammatic illustration of the study area, which shows the general extents of several plan sub-areas and locates many of the plan's envisioned features.

It is important to note that as a master plan, ideas presented are conceptual recommendations - in many cases needing additional analysis and identification of funding sources in order to be implemented. The plan will also require a number of players to implement, with some actions best suited to City leadership, some by property owners or the development community, some by business owners, and some by neighbors and community members.

Existing Policies

Comprehensive Plan

Lincoln Heights District Center is identified in the City's Comprehensive Plan as a "District Center" - an area where focused growth (both commercial and residential) is encouraged. As indicated in Chapter 3 of this plan, the overall goal of the Lincoln Heights District Center Plan is to encourage reinvestment in the district, consistent with City "Centers and Corridors" policies contained in the comprehensive plan. For an understanding of what those policies promote, an abbreviated summary from the City's land use element follows:

District Centers

- *"...offer a wide range of retail and service activities including general merchandising, small specialty shops, personal and professional services, offices, food, and entertainment. They should include plazas, green space, and a civic green or park to provide a focal point for the center." (LU 1.2)*
- *"...buildings are oriented to the street and parking lots are located behind or on the side of buildings whenever possible...it is important to encourage buildings in the core area of the district center to be taller. Buildings up to five stories are encouraged. The circulation system is designed so pedestrian access between residential areas and the district center is provided. Frequent transit service, walkways, and bicycle paths link district centers and the downtown area." (LU 3.2)*

South Hill Coalition Plan

This plan also reflects goals and recommendations developed in the 2014 *South Hill Coalition Connectivity and Livability Strategic Plan*. These affirm City Centers and Corridors policy, adding other objectives including:

- *"Urban Forest - Preserve and enhance the tree canopy throughout the South Hill."*
- *"Crime Prevention - Identify ways to make our neighborhoods safer."*
- *"Traffic Safety - Work with the City to explore ways to make the streets and rights-of-ways safer and with Spokane Public Schools to identify Safe Routes to Schools."*
- *"Unique Neighborhoods, Unified District - Develop and maintain individual neighborhood identities with wayfinding and*

interpretive features that also communicate how the South Hill is a unified and special place within Spokane.”

District Plan Goals

Other goals emerged during the process of developing this plan, reflecting input from the public on neighborhood and district-specific ideals and expectations. These, listed below, should be viewed as supplemental recommendations to the goals and policies listed above. A full range of actions and tools needed to implement these recommended planning goals is provided in Chapter 5.

Goal 1: Character

Encourage reinvestment that respects the district's character, occurring incrementally and at a scale that both encourages diversity in land use and intimacy in street-level detail, and respecting the neighborhood's ability to absorb higher development intensity.

Goal 2: Development

Promote new development that introduces more housing directly into the district center, supporting an increasingly wide range of prosperous, interesting retail shops, employment and professional offices to serve the Lincoln Heights neighborhood and the entire South Hill.

Goal 3: Transportation

Encourage the evolution of the district center's transportation network into one that's truly multi-modal - serving the needs of transit, pedestrians, cyclists, autos, and freight safely, effectively and conveniently.

Goal 4: Function

Encourage the growth of the Lincoln Heights District Center as envisioned in the comprehensive plan - a multi-faceted urban place with a unique and compelling identity that builds on its own momentum, establishing the district center as one of Spokane's premier examples of fulfilling, attractive urban life.

Goal 5: Interaction

Recommend the growth of the Lincoln Heights District Center into the acknowledged "heart" of the neighborhood, where features and activities support community interaction - including shopping, dining, nearby parks and trails, the senior center, plaza areas, walkable streets, recreational, learning and meeting facilities.

Study Area

The Lincoln Heights neighborhood covers an area much larger than the district center, and established commercial uses along 29th Avenue and Regal Street extend well beyond the limits of the district center. While this plan's study area is defined rather concisely, it is understood that transformation within the center also relies on factors that lie outside of it. For this reason, the plan's goals, objectives, and recommendations are generally tied to the study area, but some are designed to take advantage of the synergy between the study area and the amenities and activities that surround it.

Plan Scenarios

Phase one of this planning process - the ULI report - provided a set of recommendations, but it was not intended to be as specific as a master plan. Its function was to identify potential actions that might help the district center evolve into the type of place described in the comprehensive plan, but not necessarily cover all worthwhile actions, tailor them in ways the community might see as suitable, or locate them spatially. This second phase in the process worked to achieve those more detailed recommendations, working with the community to lay out a viable, comprehensive approach to district transformation.

One important "tailoring" question examined in phase two concerned the desired character of the district's various streets and roadways. For example:

- 29th Avenue is an important east/west street (carrying 16,600 to 17,900 average vehicles per day in the study area), but to what degree should vehicles transiting the area control the street's design or adjoining land uses?
- How should 27th Avenue be transformed into a "green street" as proposed in the South Hill Coalition Plan, and integrated into the district plan?

To address these and other recommendations, consultants sketched out three differing plan scenarios for the community to reflect on, rank, and configure as a preferred alternative. As described in the previous chapter, these were titled "Baby Steps", "Going Through" and "Coming To", each representing varying degrees of transformation – especially concerning the role of 29th Avenue through the district center. The following briefly summarizes each of the schemes (described more fully in Chapter 3):

- Scheme A, "Baby Steps" - This approach proposed taking advantage of smaller improvements and projects, utilizing

existing features and conditions. This scenario largely left the look, feel, and function of retail along 29th Avenue the same, favoring convenient, auto-oriented retail.

- Scheme B, “Going Through” - This scenario built on the incremental Baby Steps model with additional improvements to create a “green street” concept for 27th Avenue, with changes on 29th Avenue focused on streamlining through-district traffic flow, improving pedestrian safety and improving mobility throughout the district.
- Scheme C, “Coming To” – This scenario was described as a long term vision, but one focused on drawing people into the district (versus facilitating movement through it) and re-shaping 29th Avenue into a pedestrian-friendly corridor serving an area with a more distinctive urban village feel. In this scheme, 29th Avenue might be seen as the district’s “front yard”, while the ideas promoted for 27th Avenue might be designed to achieve a feel of the neighborhood’s “backyard.”

Preferred Scenario

This plan’s preferred scenario includes much of the “Baby Steps” approach (Scheme A), describing easy improvements to tackle issues of greatest concern and help create district momentum. The way in which these short-term actions are taken, however, is designed to align with the long-term, transformative recommendations outlined in the “Coming To” scenario (Scheme C). As such, Lincoln Heights’ district center is envisioned to be a very different place in 20 years, characterized by:

- Busier sidewalks
- Shops that cater to folks who walk, bike or take the bus
- An increased number of housing units nearby
- Less space devoted to surface parking lots
- A general feeling of activity, excitement and neighborhood pride.

Figure 4.01 presents a conceptual drawing of Scheme C, showing prospective layouts of future buildings, street configurations and other features. It is intended to complement Site and Features Diagram (**Figure 4.02**), and the implementation table in Chapter 5, which lists all of this plan’s recommended projects, programs and initiatives. **Figure 4.01**, **Figure 4.02** and **Table 5.01** together form this plan’s preferred scenario.

"Coming To"



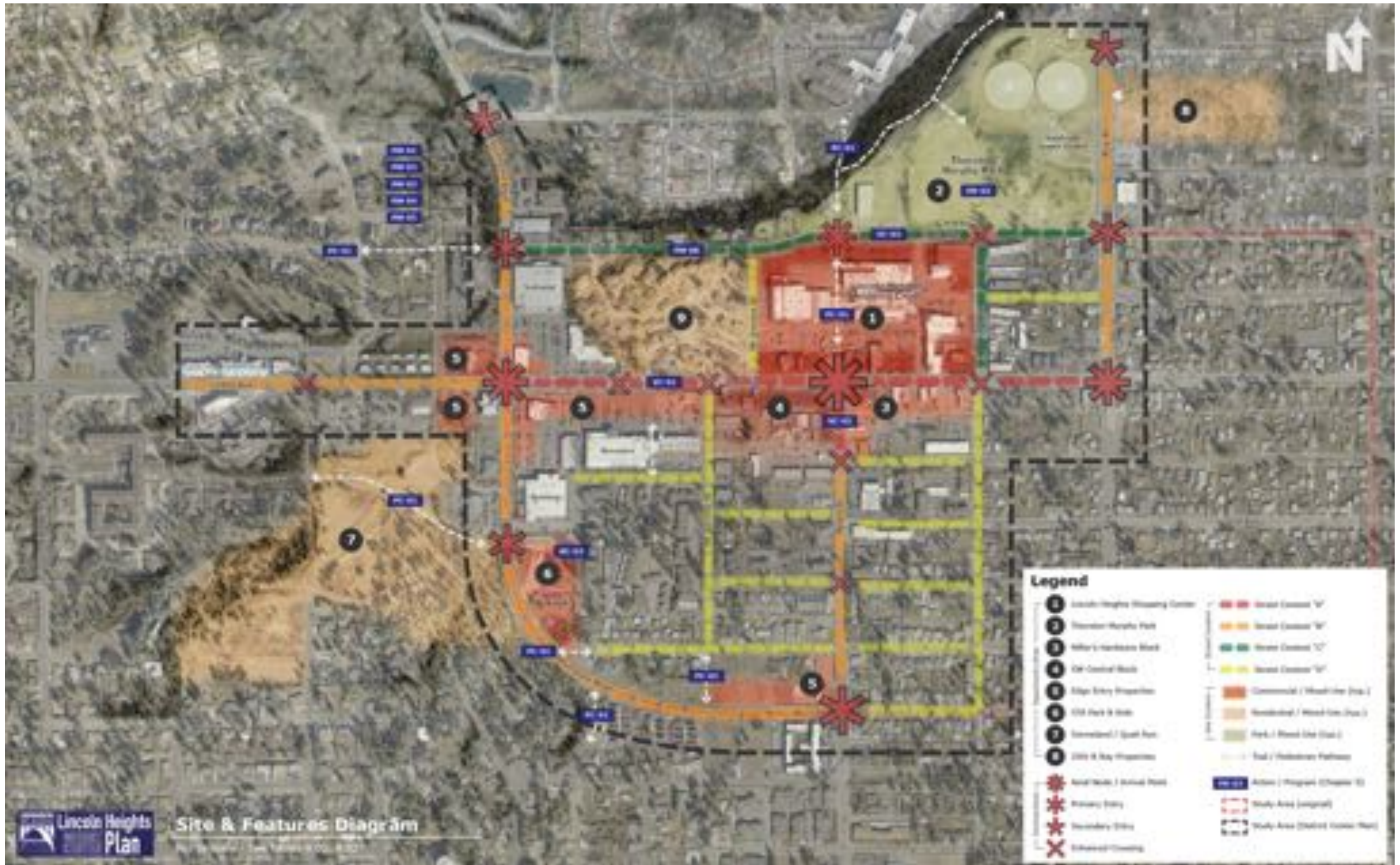


Figure 4.02 – Site and features diagram, including symbols and keynotes describing envisioned conditions for the Lincoln Heights District Center (Studio Cascade, Inc.)

Site Diagram Key

The following tables support the Site & Features Diagram (**Figure 4.02**), describing each of the opportunity sites identified on the map (**Table 4.01**), and features generally associated with public realm areas (**Tables 4.02-03**). All tables are intended to describe the general type and character of each area, for use in guiding future consideration and development of implementing actions.

Table 4.01 – Site & Features Diagram: Opportunity Site Key

Map No.	Title	Description & Vision
1	Lincoln Heights Shopping Center	This shopping center is the district’s focal point, providing opportunities to establish a character and development type that will set the stage for the district center’s transformation. Work has already begun – with façade renovations and the securing of a Trader Joe’s. Next steps can include increased emphasis of bringing buildings to the street edges along 29th and 27th Avenues, and improving opportunities for north-south pedestrian access through the center. STA hopes to include a station for its HPT line here too, adding to the shopping center’s prominence. Second-generation changes would incorporate development of apartments above retail space - when the market supports it. These changes will increase the level of pedestrian activity in and around the shopping center - making it even more of a destination than it is today.
2	Thornton Murphy Park	Calls for increased civic activity in the district center suggest the need for an evolution of Thornton Murphy Park. Today, the park hosts the Southside Senior & Community Center, a basketball court, a “splash pad”, a playground, picnic area and two baseball fields, addressing many recreational and social needs. In this plan, park’s envisioned future increases its role as a gathering space, perhaps including the inclusion of a YMCA or similar facility, a covered or outdoor marketplace, or even a more developed trail network to draw a wider audience to the park. Expanding the park’s offerings will enhance its scenic and functional relationship with enhancements envisioned for 27th Avenue and the development opportunities to the south, making it a true activity center and integral part of the neighborhood’s identity. So configured, the park will help catalyze the growth of the entire district, including residents, businesses and visitors.
3	Miller’s Hardware Block	The surviving street-front buildings on the south side of 29th Avenue east of Regal provide an important “anchor” presence, adding a sense of neighborhood history and exemplifying the type of scale and formal relationship to the street envisioned for much of the district. These buildings might also be eventually modified to include second-story housing units above (one such feature already exists atop the Hair Works space) adding to the sense of arrival at the district center and contributing to the street character of 29th Avenue. Over time, parking should be consolidated and spaces now placed between buildings should move to the rear, allowing for compatible infill and renovation, and enhancing the retail and aesthetic value of the block.
4	SW Central Block	This block hosts a disparate collection of pieces, each created with a focus on parking and visibility to passing vehicles. A fire in March 2016 destroyed a majority of the strip center at the intersection of 29 th and Regal, but tenants elsewhere on the block appear secure and provide needed retail and service functions. This plan envisions western portions of this block continuing to

Table 4.01 – Site & Features Diagram: Opportunity Site Key

Map No.	Title	Description & Vision
		<p>provide neighborhood-scale services, with redevelopment of the eastern half of the block edging closer to 29th Avenue to help frame and activate the 29th and Regal intersection, ideally reflecting patterns at the Lincoln Heights Shopping Center and the Miller’s Hardware block. This site will also become increasingly important as STA’s High-Performance Transit Network (HPTN) services begin, providing opportunities for uses compatible with convenient transit links to downtown and higher volumes of pedestrian and bicycling traffic. As with future generations of development in the central part of the district, housing may also be incorporated here, adding to the vitality of the center.</p>
5	<p>“Edge Entry” properties: Rosauer’s/Safe-way Plaza/SE Boulevard</p>	<p>These properties include diverse conditions today, but represent future development opportunities that help establish a more pronounced, activated set of entry points into the district center. Two such areas, the existing Rosauers and Safeway sites, already provide an important range of retail offerings. This plan anticipates little significant change at either of these locations, understanding that large-format grocery and associated retail are essential to the success of the district. However, there are opportunities to increase north-south pedestrian access through the Rosauers site, making the commercial area more available to residents south of it and encouraging non-motorized connections to residential and commercial areas north of 29th Avenue. Gradual development of storefronts along or near the street edge along 29th, coupled with the enhancement of landscaping along the street edges will make the area even more vital, and improve the pedestrian environment. Similarly, sites surrounding the intersection of 29th Avenue and Southwest Boulevard are envisioned to more fully activate and “frame” that intersection, much as the new mixed-use building fronting the southwest corner now does. Another “edge entry” site is identified at the intersection of Southeast Boulevard and Regal Street - offering strong potential for redevelopment that anchors this important corner and establishes a visual and functional entry point for visitors arriving from the south.</p>
6	<p>STA Park & Ride</p>	<p>STA has indicated that the need for transit services at this location will continue. However, the need for a park-and-ride may not - allowing for creative thought on how much of the site might be reused. Proximity to the Rosauers Plaza and the Sonneland property make it an attractive place for housing or professional office options, perhaps incorporating STA’s existing stop as a central feature. This site is envisioned to also play a role in defining entry into the district, both for those traversing Southeast Boulevard and those approaching the district from future development at the Sonneland Property. For this reason, future development should work to provide a more pronounced street-edge presence, helping to establish and strengthen the district’s identity.</p>
7	<p>Sonneland Property / Quail Run</p>	<p>Much of this land lies beyond the study area boundary, but its development will play a strong role in establishing the district’s character and long-term success. Plans prepared by the property owners now call for a mix of housing, retail, open space and professional offices, creating uses that transition from commercial frontage along 29th Avenue to residential neighborhoods further south and west. This plan - concurrent with those of the developer - envisions an east-west connection to Southeast Boulevard, introducing another entry point into the district center near the current STA Park & Ride.</p>

Table 4.01 – Site & Features Diagram: Opportunity Site Key

Map No.	Title	Description & Vision
8	25th & Ray Properties	Another relevant site just outside the study area is a large holding east of Ray Street along right-of-way identified as E. 25 th Avenue. The owners of these undeveloped properties (Jump-Off Development) express a strong desire to develop housing and possibly a small mixed-use project along Ray. However, land use designations now allow only residential development, meaning that the type of change envisioned will require a comprehensive plan amendment and zone change. Still, development of this site offers potential to enhance the sense of entry into the district center, complement changes envisioned for Thornton Murphy Park, and contribute to the overall vitality of the district.
9	Lincoln Heights Garden Terrace	This development, currently providing government-subsidized one and two-bedroom apartments for low-income seniors, plays an important role in providing homes immediately adjacent to the Lincoln Heights Shopping Center. Though no changes are envisioned for the short or mid-term, the age of these units suggests that longer-term change seems likely. Regardless, this plan recommends public-realm improvements surrounding this site, including sidewalks along both sides of Mt. Vernon Street, better lighting, crosswalks and other means of beautifying and enhancing connectivity to and from the Garden Terrace development. Pedestrian improvements along 27 th Avenue improvements would significantly benefit this senior population.

Table 4.02 – Site & Features Diagram: Streetscape Design Key


Context Type	Description & Vision
"A" 	<p>This street context type is envisioned as the most full-featured, pedestrian and transit-friendly configuration in the Lincoln Heights District Center. Through functional and aesthetic design, it supports the full range of district objectives, including auto, transit, bike and pedestrian mobility, urban-style commercial and mixed-use housing. Building forms abutting this street type are envisioned to be two or more stories, featuring zero-setbacks along the street edge. Land uses are envisioned to be commercial / mixed use. Design features common to this type include:</p> <ul style="list-style-type: none"> • Two (2) drive lanes with center turn lane ● • Street trees, both sides ● • Pedestrian-scaled lighting, both sides ● • Five-foot (5') sidewalk, buffered ● • Four-foot (4') planter/lighting buffer ● • Two-foot (2') "shy space" fronting building façade, wall or fence ● • Zero-setback buildings ● • Decorative banners / basket planters ● • Transit stops, covered ● • Street benches ● • Bicycle racks ● • Planter medians ○ • Paver strips / decorative street surfacing ○ • Two (2) bike lanes ○ • On-street parking ○

Table 4.02 – Site & Features Diagram: Streetscape Design Key

Context Type	Description & Vision
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- Four (4) drive lanes ○

● = Strongly applicable; ◐ = Applicable, as option; ○ = Generally not applicable, include as exception

“B”



This street context type is envisioned as a full-featured, pedestrian and transit-friendly street type, but may have a greater focus on unimpeded traffic flow and a somewhat lesser focus on district identity. Building forms abutting this street type are envisioned to be one or more stories, with zero-setbacks along the street edge encouraged. Land uses are envisioned to be commercial / mixed use. Design features common to this type include:

- Street trees, both sides ●
- Five-foot (5') sidewalk, buffered ●
- Four-foot (4') planter/lighting buffer ●
- Two (2) drive lanes with center turn lane ◐
- Four (4) drive lanes ◐
- Planter medians ◐
- Two (2) bike lanes ◐
- Pedestrian-scaled lighting, both sides ◐
- Two-foot (2') “shy space” fronting building façade, wall or fence ◐
- Zero-setback buildings ◐
- Decorative banners / basket planters ◐
- Street benches ◐
- Bicycle racks ◐
- Paver strips / decorative street surfacing ○
- On-street parking ○

● = Strongly applicable; ◐ = Applicable, as option; ○ = Generally not applicable, include as exception

“C”



This street context type is envisioned as a full-featured and transit-friendly street type, but is designed to slow traffic and focus most heavily on landscaping, aesthetics and overall walkability. Building forms abutting this street type are envisioned to be one to three stories, with zero-setbacks along the street edge encouraged. Land uses are envisioned to be commercial / mixed use with parks and residential as complementary to overall objectives. Design features common to this type include:

- Two (2) drive lanes with center turn lane ●
- Planter medians ●
- Paver strips / decorative street surfacing ●
- Two (2) bike lanes ●
- Street trees, both sides ●
- Pedestrian-scaled lighting, both sides ●
- Five-foot (5') sidewalk, buffered ●
- Four-foot (4') planter/lighting buffer ●
- Two-foot (2') “shy space” fronting building façade, wall or fence ●
- Decorative banners / basket planters ●
- Street benches ●
- Bicycle racks ●

Table 4.02 – Site & Features Diagram: Streetscape Design Key


Context Type	Description & Vision
	<ul style="list-style-type: none"> • Curb-free design ○ • On-street parking ○ • Zero-setback buildings ○ <p>● = Strongly applicable; ○ = Applicable, as option; ○ = Generally not applicable, include as exception</p>
<p>"D"</p> 	<p>This street context type is envisioned as a full-featured residential street type, designed to slow traffic and facilitate pleasant, walkable access to and from the district center. Building forms abutting this street type are envisioned to be one to two stories, with setbacks accommodating a front porch encouraged. Land uses are envisioned to be residential, with mixed-use as complementary to overall objectives. Design features common to this designation include:</p> <ul style="list-style-type: none"> • Two (2) drive lanes ● • On-street parking ● • Street trees, both sides ● • Five-foot (5') sidewalk, buffered ● • Four-foot (4') planter/lighting buffer ● • Two-foot (2') "shy space" fronting building façade, wall or fence ● • Planter medians ○ • Paver strips / decorative street surfacing ○ • Two (2) bike lanes ○ • Street benches ○ P • Pedestrian-scaled lighting, both sides ○ • Zero-setback buildings ○ • Decorative banners / basket planters ○ <p>● = Strongly applicable; ○ = Applicable, as option; ○ = Generally not applicable, include as exception</p>

Table 4.03 – Site & Features Diagram: Intersection / Crossing Design Key


Symbol	Category	Description & Vision
	Axial Node / Arrival Point	<p>This intersection / crossing type is envisioned as the most full-featured, pedestrian-friendly and place-oriented configuration in the Lincoln Heights District Center. Through functional and aesthetic design, it supports the full range of auto, transit, bike and pedestrian mobility. This category is intended to convey a sense of centrality in the district, acting as visual point of reference. Design features common to this type include:</p> <ul style="list-style-type: none"> • Signalized or controlled traffic allowing safe, comfortable crossing ● • Paver strips / decorative street surfacing ● • Decorative banners / basket planters ● • Decorative / functional art ● • District-specific signage ● • Roundabouts / traffic circles ○ • Planter medians (approach) ○

Table 4.03 – Site & Features Diagram: Intersection / Crossing Design Key

Symbol	Category	Description & Vision
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- Street trees, all sides ●
- Pedestrian-scaled lighting, all sides ●
- District-specific wayfinding ○

● = Strongly applicable; ● = Applicable, as option; ○ = Generally not applicable, include as exception



Primary Entry

This intersection / crossing type is envisioned to focus on conveying a sense of entry or arrival in the district. Pedestrian-friendly and place-oriented, this type includes features such as:

- Signalized or controlled traffic allowing safe, comfortable crossing ●
- Paver strips / decorative street surfacing ●
- Pedestrian-scaled lighting, all sides ●
- Decorative banners / basket planters ●
- Decorative / functional art ●
- District-specific signage ●
- Street trees, all sides ●
- Traffic circles ○
- Planter medians (approach) ○
- District-specific wayfinding ○

● = Strongly applicable; ● = Applicable, as option; ○ = Generally not applicable, include as exception



Secondary Entry

This intersection / crossing type is envisioned as a more full-featured crossing than “Enhanced”, establishing its relationship with the district, and helping convey a sense of proximity to the heart of the area. This type includes features such as:

- Signalized or controlled traffic allowing safe, comfortable crossing ●
- District-specific signage ●
- District-specific wayfinding ●
- Street trees, all sides ●
- Planter medians (approach) ○
- Paver strips / decorative street surfacing ●
- Pedestrian-scaled lighting, all sides ○
- Decorative banners / basket planters ○
- Decorative / functional art ●

● = Strongly applicable; ● = Applicable, as option; ○ = Generally not applicable, include as exception



Enhanced Crossing

This intersection / crossing type is envisioned as a way for pedestrians to cross streets safely and comfortably, with design cues establishing its relationship with the district. This type includes features such as:

- Planter medians (mid-crossing) ●
- District-specific wayfinding ●
- Signalized or controlled traffic allowing safe, comfortable crossing ○
- Paver strips / decorative street surfacing ○
- Pedestrian-scaled lighting, all sides ○

Table 4.03 – Site & Features Diagram: Intersection / Crossing Design Key

Symbol	Category	Description & Vision
●		Decorative banners / basket planters ●
◐		Decorative / functional art ◐
○		District-specific signage ○

● = Strongly applicable; ◐ = Applicable, as option; ○ = Generally not applicable, included with exception

Important Considerations

The following summarizes important considerations driving the recommended choices and trade-offs associated with the Lincoln Heights District Center Plan. Together, they represent an incremental, but substantial re-shaping of infrastructure, helping drive equally significant changes in land use to achieve the community’s vision. While this may seem a formidable challenge, the type of deliberate, vision-driven investments in the public-realm this plan recommends – coupled with policy suggestions to match – will steer growth towards a successful outcome. In 1950, as real growth in Lincoln Heights was just getting underway, policy and infrastructure designed around car mobility created one type of environment. In much the same fashion, actions recommended by this plan set a course to evolve today’s environment in response to fresh demands and challenges.

High Performance Transit

One of the key features expected to make this area a success is STA’s long-term plan to make the Lincoln Heights shopping center a major stop along its High Performance Transit Network (HPTN). This plan supports an enhanced stop with off-board fare payment, real-time transit information, and seating. Concurrent with STA’s plans, the preferred scenario envisions revisions to the intersection at 29th and Regal, allowing both location of the HPTN stop and viable passage through the corner by HPTN vehicles. Additional, related concepts suggested by this plan include:

- Preferred location of the HPTN stop west of 29th and Regal
- District-wide focus on providing safe pedestrian and bike access to transit stops, including enhanced pedestrian crossings, buffered sidewalks, and bicycle parking
- Consideration of opportunities to develop a shared use parking structure between STA and the Lincoln Heights Shopping Center



Figure 4.03 – STA’s plans include a “High Performance Transit Network” (HPTN) stop servicing the district center. HPTN is envisioned to utilize specially branded vehicles, and include a range of service improvements to reduce delays and enhance ridership experience (Studio Cascade, Inc.)

- Consideration of integrating the HPTN stop with new development or redevelopment, sharing costs and seeking designs that create public/private benefit
- Incorporation of transit signal priority in the corridor to minimize delay for buses
- Consideration of STA’s preference for travel-lane stops, eliminating merge-in slowdowns.

29th Avenue Design

As noted in Chapter 2, traffic volumes on 29th Avenue (in the study area) are 16,600-17,900 vehicles per day.¹ A review of the City’s travel model indicates that future travel growth is relatively modest, adding no more than 1,200 additional vehicles per day (roughly 120 peak hour vehicles) by 2035. These traffic volumes are at the upper end of the spectrum where a three-lane conversion would be recommended, but even with forecast growth, the three-lane conversion remains a reasonable option that could provide benefits to the district.

It is widely recognized that the district’s current four-lane cross-section doesn’t function well. Business access is “uncontrolled”, meaning that turning vehicles block through-traffic. These conditions contribute to a sense that this portion of the corridor is prone to fender-benders and overall driver discomfort. Given the under-performance of the cross-section, a well-designed three-lane cross-section is suggested, providing similar operations (in terms

¹ Demographics Now, Library Edition search, May 28, 2015 (City of Spokane research)

of capacity for through and turning vehicles) by reducing conflicts in individual lanes, which may offer substantial benefits to other goals recommended by the neighborhood planning process. These benefits include:

- Providing for a center turn lane supporting turning movements, or, in some areas, center medians to beautify the district, and enhance crossing safety for pedestrians
- Providing space for a much wider, more comfortable pedestrian environment, including buffering from vehicle traffic, wider sidewalks, and incorporation of street trees and lighting
- Potential for inclusion of bike lanes along the corridor.

In addition, it is noted that 29th Avenue features a median-split cross-section just east and west of the district - so narrowing this section of street would be more consistent with the overall street design, and potentially reduce merging activity. Space gained by a three-lane conversion would also facilitate streetscape improvements envisioned by the South Hill Coalition Plan. An engineering study will be required in the future to provide more information on this concept.

27th Avenue Design

The South Hill Coalition plan and Phase I and II of this process (ULI Report) support changes to 27th Avenue. As a wide, relatively underutilized street, 27th offers numerous possibilities to support a far more active, feature-rich environment that interfaces with Thornton Murphy Park. The first step toward improving 27th should be changing its functional classification to "Collector," thereby making proposed 27th Avenue improvements eligible for federal funding. Such a reclassification would be consistent with the current character of the street, since it connects local streets with arterials, including Southeast Boulevard and Ray Street.

In terms of design treatments, this plan envisions the following for 27th Avenue:

- In addition to changing the street's functional classification, designation of 27th Avenue as a "greenway", consistent with the South Hill Coalition plan and enhancing its value for walking and biking
- Consideration of a curbless design for portions of the street, facilitating use of the street for festivals especially adjacent to the park
- Narrowing of travel lanes to calm traffic speeds, using saved space to incorporate rain gardens and/or angled parking (especially useful for visitors to Thornton Murphy Park).
- Improvements to intersections at Southeast Boulevard and Ray Street to make pedestrian crossings easier. Many feel crossing

conditions on Ray Street are difficult for pedestrians, and future development just east of Ray will very likely increase the need for such improvements. Such features should also incorporate features marking entry to the district (a.k.a. “gateways”). HAWK-style crossings (high-intensity activated crosswalk beacons) may be an option.²

Streetscapes

In general, this plan encourages the construction of more buildings directly fronting the street, supporting a more mature, walkable, interesting urban environment. Depending on proximity to the “heart” of the study area, building heights could vary greatly – up to, perhaps, the City’s existing 55-foot limits – tapering to one and two-story heights farther away from the core and adjoining housing areas. Recommended revisions to street sections along 29th and 27th Avenues would allow space for a greatly improved streetscape, allowing for wider, buffered sidewalks, street trees and lighting, and enhanced transit stops.

Pedestrian Environment

In addition to improving sidewalks throughout the district, the plan recommends (as a high priority) improvements to pedestrian crossings. Proposed improvements to internal circulation within the district include:

- Recognizing and improving informal pathways, such as the existing Rockwood Retirement Community trail connection, including lighting and other enhancements to create more viable, pleasurable routes into the district center
- Creating new pathways from residential areas to the district center and/or to sidewalk routes, such as from E. Pinecrest Road to 27th Avenue and S. Southeast Boulevard; from 33rd Avenue, and from Cook Street to S. Southeast Boulevard; ensuring such a route is included in the build-out of the Sonneland Property, leading from E. 30th Avenue to S. Southeast Boulevard at E 31st Avenue.

² City staff expressed preference for location of a HAWK along Ray at 25th instead of 27th Avenue, since this would be less likely to affect operations of the intersection at 29th, and would be valuable in assisting safe crossings to Lincoln Heights Elementary.

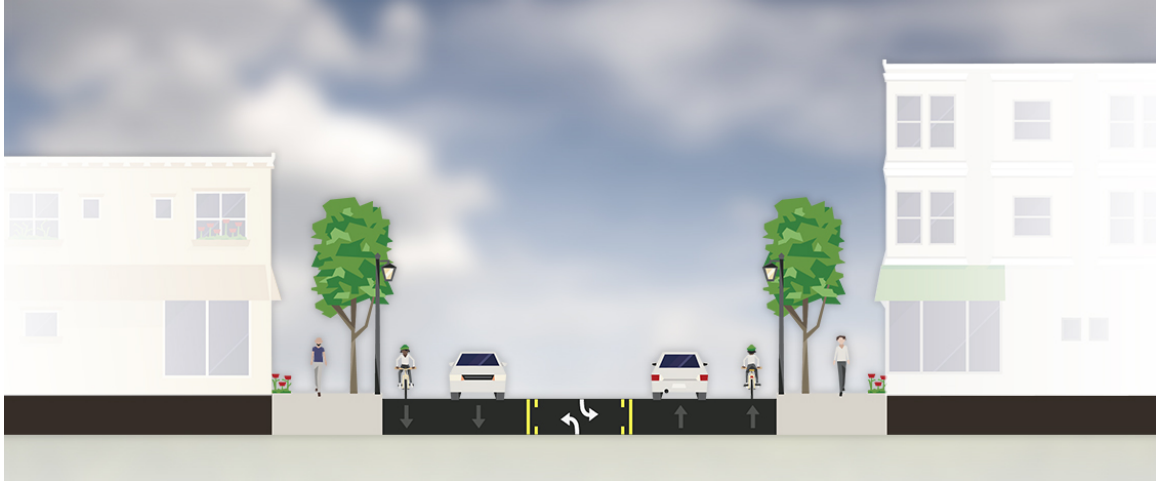


Figure 4.04 – This conceptual drawing shows how the 29th Avenue corridor might be configured in the heart of the district center (Studio Cascade, Inc.)

- Creating mid-block routes through existing developments, including potential pedestrian-only pathways connecting 29th Avenue to 27th Avenue through the Lincoln Heights Shopping Center, and a similar feature connecting E. 30th Avenue to 29th Avenue through the Rosauers block.

Parks Environment

Long-term re-imagining of features and uses at Thornton Murphy Park could further activate and enhance the usefulness of the park for neighborhood and district center benefit. As with many parks, Thornton Murphy presents an existing public resource with powerful capacity to catalyze and connect surrounding areas – adding value and “landmark” sense of place for the entire neighborhood. Potential improvements for consideration as this plan is implemented include:

- Revisions to the adjoining streetscape to create opportunities for farmers markets and other “festival” type events that utilize both park and the public right-of-way
- Revisions that reflect and/or encourage the creation of nearby mixed-use buildings, housing, or a major activity center such as a YMCA, library or other civic use to increase the neighborhood’s use of the park
- Programming and/or features that connect the existing reservoir tank area with the park and the Combined Sewer Overflow (CSO) installation near Ray and E. 21st Avenue ³

³ A large, forested and un-developed area between the reservoir and CSO facilities, currently listed as owned by the City and by “Spokane Methodist Homes”, presents an intriguing opportunity to tie Thornton Murphy to the CSO installation. The City’s reservoir property also includes numerous outbuildings and an attractive, historic pump station functionally abandoned in 2012.

- Creative designs that incorporate stormwater treatment/flow into the park, relating it to the nearby CSO facility (just west of Lincoln Heights Elementary)
- Consideration of a trail route through the treed slopes above the park, potentially leading to Lincoln Heights Park.



Introduction

This chapter provides the full listing of implementing actions and projects associated with the Lincoln Heights District Center Plan, assembled in **Table 5.01**. Many of the proposed actions and projects listed were developed during phase one (ULI Report), or have been modified in response to community input. Other recommendations were developed during the course of the phase two efforts, emerging in concert with the preferred scenario for the District Center. Some recommended actions listed reference objectives and features described in Chapter 4.

Each of the recommended actions have been numbered and generally categorized as follows:

- Policy / Management (PM) – Actions to help define and direct investment of resources
- Vehicular Context (VC) – Actions to implement desired improvements for vehicular uses
- Pedestrian Context (PC) – Actions to implement improvements for non-motorized travel along and crossing vehicular travel lanes
- Building Context (BC) – Actions to help diversify land uses and improve the look and function of buildings
- Public Realm Context (PR) – Actions to create, improve and activate parks, recreational facilities, trails, and public gathering spaces.

The numbering of actions expresses no particular priority or order.

Table 5.01 also includes several columns to offer evaluation and proposed implementation. These identify various considerations such as:

- First Steps – Items including a check-mark (✓) indicate the action is considered a high-priority, early implementation item

- Timeframe - Identifying each effort as a “short”, “medium”, or “long-term” project (recommended or anticipated)
- Cost - Using one to four “\$” symbols to express relative fiscal cost and/or resources
- Benefit - Using one to four star symbols (★) to express relative benefit or effectiveness
- Actors – Identifying those groups or agencies likely needed to implement proposed actions
- Notes – Listing associated conditions, likely challenges, related additional actions for coordination, etc.

These considerations are highly subjective and are provided as good-faith descriptions of conditions at the time of this plan’s adoption. Some of the recommended actions are contingent on or related to other proposed actions, such as completion of street improvements following a detailed design process. Note that it may be advantageous to combine studies recommended in this plan – for instance, work recommended for 29th Avenue might be combined with similar efforts for 27th Avenue. The notes column in **Table 5.01** lists many such options.

“First Steps” Work

As described in Chapter 4, this plan is designed to share the vision for, and provide implementation recommendations to bring about an ambitious, long-term vision for Lincoln Heights, identifying a number of short-term efforts to direct and catalyze growth. In this way, the future envisioned in the “Coming To” strategy (Scheme C) could be realized using many of the ideas suggested in the “Baby Steps” strategy (Scheme A).¹

The following lists and describes initial, “first steps” work considered critical in implementing this plan. Some may be relatively easy to achieve, while others may require long-term work and commitment to realize. In all cases, however, the actions described could be highly transformative – and should be considered first. The full range of proposed implementing actions, including those below, is provided in **Table 5.01**.

Leadership & Research Efforts

The success of this plan will require stable, long-term leadership to bring about implementation and champion efforts both large and small. The South Hill Coalition Connectivity & Livability Strategic Plan, recommendations from the ULI report and this plan encourage the creation of a merchant’s association, district advocacy group or similar entity to work with the neighborhood

¹ See Chapter 3 for descriptions of strategies considered in developing this plan.



Figure 5.01 – Development patterns are strongly influenced by roadway design, and this plan looks to roadway design as an important implementation tool. (City of Spokane)

and the City on recommended implementation tasks and actions. Many of this plan's short-term proposals are ideally suited for implementation by such an organization; for this reason, identifying and providing support for motivated, stable and effective leadership is a critical first step.

The transformation of 27th Avenue as envisioned by this plan is also seen as a priority. For this reason, it is strongly recommended that an investigation determining whether 27th Avenue may properly be reclassified as a "Collector" street is another "First Steps" recommendation, potentially opening the door to new funding opportunities and leveraging other proposed improvements. (PM-02, PM-03, PM-08)

Transportation Network Transformation

The following recommendations shape the Lincoln Heights transportation network to serve a wider range of users and land uses, addressing immediate needs and concerns while putting in place a physical framework to help shape the district's long-term evolution. "First steps" transportation recommendations include:

- The following investment priorities be included in the Comprehensive Plan, with funding pursued and leveraged for inclusion in the City's six-year Transportation Improvement Plan (TIP):
 - 29th Avenue Corridor Study - Perform a corridor study to identify and design enhancements from S. Martin Street to just east of Ray Street to improve the pedestrian realm, accommodate STA's HPTN service and improve multimodal safety and comfort - while accommodating current levels of traffic operations. This study should include design treatments of the Regal Street/29th Avenue

intersection, and the location and design of features outlined in Chapter 4 of this plan (VC-01)

- Design Study for 27th Avenue – Perform a design study to identify possible improvements along 27th Avenue from Southwest Boulevard to S. Ray Street, incorporating concepts promoted in this plan and “greenway” concepts promoted in the South Hill Coalition plan; activating the north side of Lincoln Heights Shopping Center, and Thornton Murphy Park; and accommodating traffic appropriate for “Collector” street status. This study should also include the location and design of features outlined in Chapter 4 of this plan (VC-03)
- Crossing enhancements – Reflecting recommendations in this plan and in anticipation of direction from the proposed 29th Avenue study, seek funds for installation of proposed improved pedestrian crossings at key locations, including flashing beacon crossings (RRFB/HAWKs) or median crossings (PC-02)
- 29th Avenue reconstruction – In anticipation of improvements outlined in this plan and detailed in the proposed 29th Avenue Corridor Study, identify, seek and leverage funds for reconstruction of 29th Avenue from S. Martin Street to S. Ray Street (VC-02)
- 27th Avenue reconstruction – In anticipation of improvements outlined in this plan and detailed in the proposed design study for 27th Avenue, identify, seek and leverage funds for reconstruction of 27th Avenue from Mt. Vernon Street to S. Ray Street (VC-04)
- Seek support by the City, neighborhood leadership and others for proposed local transit service improvements, especially STA's proposed High-Performance Transit (HPT) through the Lincoln Heights District Center. Location of future HPT stops along both sides of 29th Avenue near the Regal Street intersection is critical to improving transit in the district. (VC-05)

Park Transformation

As discussed in Chapter 4, this plan recognizes the tremendous potential offered by Thornton Murphy Park to further benefit the neighborhood and to help catalyze district objectives. Supporting concepts described in Chapter 4 as important “First Steps” actions involves the creation of a master plan for Thornton Murphy Park – suggested to be done concurrently or in concert with the 27th



Figure 5.02 – Thornton Murphy Park may help catalyze a wide range of district center plan objectives.

Avenue design study recommended above. Though it may or may not directly involve Thornton Murphy Park, another important “First Steps” recommendation urges the City and others to help create an “activity anchor” in the Lincoln Heights District Center, such as a new YMCA. (PR-02, PR-03, VC-04)

Incentive / Investment Options

As noted in Chapter 3, there is strong community desire and potential for additional, higher-density and mixed-use housing in the district center. While some of this potential may be achievable under current conditions, the type of walkable, active, “experience-rich” environment many buyers seek is far from realized. At the same time, developing and sustaining experience rich retail and services is difficult without existing housing (customers). This “chicken and egg” conundrum is a common one, and requires time-intensive, incremental steps to overcome. This plan recommends a combination of development possibilities,

incentives and public-realm investment to help further the district’s goals. Specifically:

- The City’s Multifamily Tax Exemption program could be considered, ideally configured to incentivize compatible mixed-use housing in targeted areas (PM-05)
- Public-realm investments like those envisioned for 29th and 27th Avenue, and for Thornton Murphy Park, are strongly recommended as means to spur private investment and market value. Investments in Thornton Murphy and 27th in particular are seen as essential in helping make E. 27th Avenue the “heart” of neighborhood activities as described in Chapter 4
- Identification of opportunity sites for in-district mixed-use housing (increasing housing and customers), whether on undeveloped land or added to existing structures, will help direct infill toward high-benefit, catalytic projects (BC-01)

Conclusions

Commitment to Implementation

The many hours devoted by citizen volunteers, City staff, neighborhood leadership and others to shape this plan confirm a

strongly-held, broad-based desire for bettering the Lincoln Heights District Center, and that actions be taken to begin those efforts.

Effective implementation is highly reliant on the ongoing commitment of local residents to insist upon, fund and enable work by elected and appointed officials, City staff, neighborhood leadership and others. This plan recommends vital tools in directing the future growth and development of the study area, and should be used and referenced in funding pursuits, localized planning studies and staff reports, as well as in informal, planning-related discussions. Maintaining a high “visibility” for the plan and its vision will help make it a successful, dynamic and powerful means of guiding Lincoln Heights’ future.

Ongoing Process

Circumstances will continue to change as the district and city evolve, and this plan will require modifications and refinements to be kept up-to-date and current with the neighborhood’s vision and desire. Some of its proposals may be found unworkable - and new issues and solutions will continue to emerge. Needed refinements and changes should be carefully noted and thoroughly considered as part of a regular review cycle and future updates. As change occurs, the neighborhood’s vision should remain the central theme, and work to unify deliberations.

Items contained in the following table are in no way obligations for the City. Rather, they are intended to enable district advocates to understand, at a glance, which actions are considered important to the aims of this plan, who ought to be involved in leading initiatives, and how some concepts may offer multi-faceted benefits.

Table 5.01 - Actions Table

Policy / Management Actions – Actions to help define and direct investment of resources						
Action / Program	First Steps	Timeframe	Cost	Benefit	Actors	Notes
PM-01 – Create a district-wide theme, brand and logo		S	\$	★★	LHN, COS, LHDA, SHC	<ul style="list-style-type: none"> • Consensus may be difficult to create • Creation and implementation best led by organization such as district association • Coordinate with SHC branding plans
PM-02 – Create and sustain a group to organize and champion district objectives (district association or similar)	✓	S	\$\$	★★★★	LHN, COS, DV, LO, SHC	<ul style="list-style-type: none"> • Critical factor for implementation • Serves multiple objectives • Coordinate with SHC ideas for South Hill business organization • Coordinate with PM-03
PM-03 – Evaluate formation of a Business Improvement District (BID) for Lincoln Heights	✓	M	\$\$	★★★★	COS, LHN, DV, LO, LHDA	<ul style="list-style-type: none"> • Formation may be difficult • Powerful tool for plan implementation • Review East Sprague example • Coordinate with PM-02
PM-04 – Create a district-wide parking management strategy		M	\$	★★★	LHN, COS, LHDA, DV, LO	<ul style="list-style-type: none"> • May also aid goals implemented via Building Context, Pedestrian Context
PM-05 – Identify and implement incentives program, supporting district objectives such as: <ul style="list-style-type: none"> • Compatible multifamily/mixed-use housing • Compatible retail/service uses • Parking management/consolidation 	✓	S	\$	★★★	LHN, COS, LHDA, DV, LO	<ul style="list-style-type: none"> • Coordinate with BC-01 • May also aid goals implemented via Building Context, Public Realm
PM-06 – Partner with schools for events and programming		M	\$	★	LHDA, LHN, SPK, SPS	

PM-07 – Partner with seniors and senior service providers for events and programming		M	\$	★	LHDA, LHN, SPK, SSAC	
PM-08 – Analyze reclassification of 27th Avenue to “Collector”, potentially supporting: <ul style="list-style-type: none"> Enhanced funding opportunities for improvements Features implementing the “greenway” goal in SHC plan 	✓	S	\$	★★★	COS, LHN	<ul style="list-style-type: none"> Confirm functional capacity

Abbreviation Key: LHN = Lincoln Heights Neighborhood; COS = City of Spokane; LHDA = Lincoln Heights District Association (future); DV = Developers; LO = Landowners; SHC = South Hill Coalition; STA = Spokane Transit Authority; SPK = City of Spokane Parks Department; SPS = Spokane Public Schools; SSAC = Southside Senior & Community Center

Vehicular Context Actions – Actions to implement desired improvements for vehicular uses						
Action / Program	First Steps	Timeframe	Cost	Benefit	Actors	Notes
VC-01 – Complete a 29th Avenue corridor study, identifying and designing enhancements from S. Martin Street to just east of Ray Street, including: <ul style="list-style-type: none"> Improvements to the pedestrian realm Accommodations for STA’s HPTN service Improved multimodal safety and comfort Maintenance of existing traffic volumes Design of the Regal Street/29th Avenue intersection Location and design of features recommended in Chapter 4 	✓	M	\$\$	★★★★★	LHN, COS, LHDA, STA, LO, DV, SHC	<ul style="list-style-type: none"> Coordinate and/or combine with VC-03 Coordinate with PC-02 May also aid goals implemented via Pedestrian Context, Building Context, Public Realm Consider Planned Action Ordinance (PAO) option to spur investment, partnerships
VC-02 – Identify funds for reconstruction of 29th Avenue from S. Martin Street to S. Freya Street	✓	M	\$\$\$\$	★★★★★	COS, LHDA, LO, DV, STA	<ul style="list-style-type: none"> Coordinated with / directed by VC-01 Preliminary estimate may be guided by Chapter 4 recommendations

<p>VC-03 – Complete a 27th Avenue design study to identify improvements from Southwest Boulevard to S. Ray Street, incorporating:</p> <ul style="list-style-type: none"> • Concepts activating the north side of Lincoln Heights Shopping Center and Thornton Murphy Park • Features implementing the “greenway” goal in SHC plan • Location and design of features recommended in Chapter 4 	✓	S	\$\$	★★★★	LHN, COS, LHDA, STA, SPK	<ul style="list-style-type: none"> • Coordinate and/or combine with VC-01, PR-02 • May also aid goals implemented via Pedestrian Context, Building Context, Public Realm • Consider Planned Action Ordinance (PAO) option to spur investment, partnerships
<p>VC-04 – Identify funds for reconstruction of 27th Avenue from Southwest Boulevard to S. Ray Street</p>	✓	M	\$\$\$	★★★★	COS, LHDA, DV, STA, SPK	<ul style="list-style-type: none"> • Coordinated with / directed by VC-03, PM-08 • Preliminary estimate may be guided by Chapter 4 recommendations
<p>VC-05 – Support implementation of transit improvements, especially STA’s proposed HPT service</p>	✓	S	\$	★★★	LHN, COS, LHDA, STA	<ul style="list-style-type: none"> • May also aid goals implemented via Pedestrian Context, Building Context, Public Realm • Coordinate with VC-01, VC-02

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Pedestrian Context Actions – Actions to implement improvements for non-motorized travel along and crossing vehicular travel lanes

Action / Program	First Steps	Timeframe	Cost	Benefit	Actors	Notes
<p>PC-01 – Create through-block pathways and trails improving ties from the district to surrounding neighborhoods</p>		M	\$\$	★★	LHN, COS, LHDA, DV, LO	<ul style="list-style-type: none"> • See Chapter 4 for recommended locations • May also aid goals implemented via Vehicular Context, Building Context, Public Realm

PC-02 – Install improved pedestrian crossings at key locations, including possible flashing beacon crossings (RRFB/HAWKs) or median crossings	✓	M	\$\$\$	★★★	LHN, COS, LHDA, STA	<ul style="list-style-type: none"> • See Chapter 4 for recommended locations • Coordinated with and/or directed by VC-01
PC-03 – Implement streetscape revisions/improvements outlined in Chapter 4 (those outside the scope of / not further defined by VC-01 and/or VC-03)		L	\$\$\$	★★★	LHN, COS, LHDA, STA	<ul style="list-style-type: none"> • May also aid goals implemented via Pedestrian Context, Public Realm

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Building Context Actions – Actions to diversify land uses and improve the look and function of buildings						
Action / Program	First Steps	Timeframe	Cost	Benefit	Actors	Notes
BC-01 – Identify and promote pilot projects for compatible mixed-use housing	✓	M	\$	★★★	COS, LHDA, DV, LO	<ul style="list-style-type: none"> • Coordinate with PM-05 • See Chapter 4 for potential locations • May also aid goals implemented via Public Realm
BC-02 – Evaluate and create site-specific redevelopment options for the STA Park and Ride facility		S	\$	★★	COS, LHDA, DV, STA	
BC-03 – Explore the “edge retail” concept for limited, small (neighborhood-scale) commercial uses in and near the district edges		L	\$	★	COS, LHN, LHDA	<ul style="list-style-type: none"> • Investigate during comprehensive plan cycles, consider as developer interest emerges • May also aid goals implemented via Public Realm

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Public Realm Context Actions – Actions to create, improve and activate parks, recreational facilities, trails, and public gathering spaces

Action / Program	First Steps	Timeframe	Cost	Benefit	Actors	Notes
PR-01 – Pursue “grey to green” strategies that reduce asphalt and reuse the land		M	\$	★★	LHN, COS, LHDA	<ul style="list-style-type: none"> • May also aid goals implemented via Building Context
PR-02 – Create a master plan for Thornton Murphy Park, supporting concepts and objectives outlined in Chapter 4	✓	S	\$\$	★★★★	LHN, COS, LHDA, SPK, SPS	<ul style="list-style-type: none"> • Concurrent or combined with VC-03 • May also aid goals implemented via Building Context, Public Realm • Coordinate with schools, senior community re: facility needs • Consider Planned Action Ordinance (PAO) approach to spur investment
PR-03 – Bring in an “activity anchor” such as YMCA, providing public-realm gathering space and service assets to the district	✓	S	\$	★★★	LHN, COS, LHDA, DV, LO, SPK	<ul style="list-style-type: none"> • May also aid goals implemented via Public Realm • May support PM-06, PM-07 actions • Consider Planned Action Ordinance (PAO) option to spur investment, partnerships

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Appendix

Market Strategy

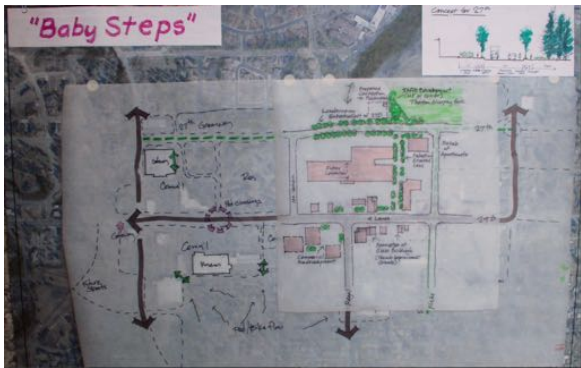


Lincoln Heights
DISTRICT
CENTER Plan

Lincoln Heights Market Strategy

Date January 2016
To Bill Grimes and Rick Hastings, Studio Cascade
From Brian Vanneman, Leland Consulting Group

Plan Alternatives



National Context

Nationally, real estate trends generally favor development that is infill and mixed-use, with a set of both urban and suburban attributes.

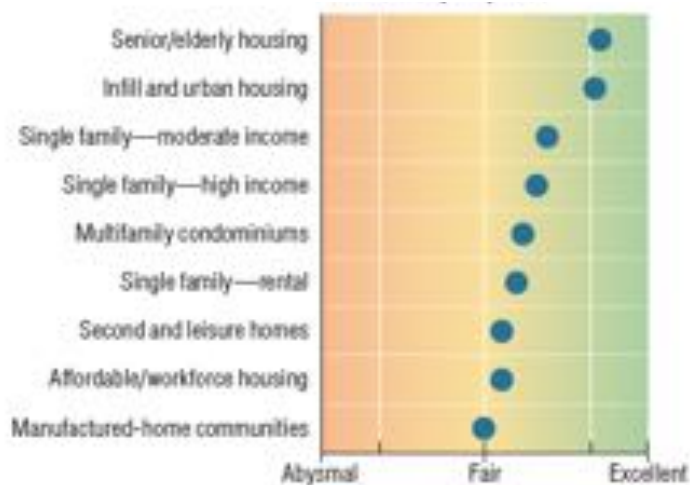
While outward, suburban development will continue in most metropolitan regions, urban infill development and redevelopment holds very strong appeal for Americans of all ages, and particularly the millennial and baby boomer groups, which are the country’s largest demographic cohorts.

This trend of strong urban growth has been identified by numerous policy and media outlets, including the Wall Street Journal, whose 2013 article “U.S. Cities Growing Faster Than Suburbs” stated that:

America’s biggest cities are continuing to outgrow their suburbs...The nation’s 51 largest metropolitan areas — those with populations over one million — saw their city populations grow 1.12% between July 2011 and July 2012, up from 1.03% a year earlier and an average of 0.42% between 2000 and 2010, according to an analysis of Census data by demographer William Frey of the Brookings Institution in Washington. By contrast, these cities’ suburbs grew just 0.97% last year, higher than 2011’s 0.96% but far below the average of 1.38% in the previous decade.

Figure 1 below shows an annual investment forecast prepared by the *Urban Land Institute* (ULI) in *Emerging Trends in Real Estate, 2016*. The ULI is national association of real estate development and land use professionals. This year, similar to other recent years, the ULI is forecasting the highest demand and best prospects for the senior and infill/urban housing types. This is another reflection of the strong demand shown by Americans for interesting, mixed-use, pedestrian-oriented urban environments.

Figure 1. Investment Prospects for Residential Property Types, 2016



Another factor that favors infill development in cities like Spokane is ULI’s 2016 *Emerging Trends* recommendation that developers “**Go to Key Secondary Markets**”

Price resistance is an issue for gateway markets [the country’s largest cities].

Secondary markets... are emerging as great relative value propositions. Such markets are “hip, urban, walkable, and attractive to the millennials” while providing

better future opportunities for rising net income and appreciation than the 24-hour city markets that led the post–financial crisis real estate recovery.

These secondary markets... boast lower costs of living—particularly in housing—and strong growth potential... With this positive liquidity profile and socioeconomic fundamentals, asset selection in secondary markets should pay off as a 2016 strategy.

Remaking the Mall

Another national trend that favors mixed-use redevelopment at Lincoln Place, is that owners of retail centers are—in certain circumstances—showing strong interest in transforming malls, and community and neighborhood shopping centers.

These transformations have at least two key attributes. First, developers and owners are transitioning the properties from destinations that feature purely retail uses, into *mixed use centers* that include retail, office, entertainment, dining, housing, and other uses. Second, the retail centers are being redesigned so that they convey a *greater sense of place*, feature more outdoor shopping and gathering places, and provide patrons an experiential opportunity to socialize, dine, and linger. Some successful completed examples of this movement are listed below, with images following. Some examples (such as University Place and The Village) do not include housing; however, there are such desirable places that they will likely have the potential to attract housing and other uses in future development phases, and thereby join true mixed use projects such as Thornton Place / Northgate, Santana Row, and others.

- Thornton Place / Northgate Mall, Seattle, Washington, <http://thorntonplaceliving.com/neighborhood/>
- University Village, Seattle, Washington
- Old Mill District, Bend, Oregon, <http://www.theoldmill.com/>, including Mill Quarter Townhomes and Plaza Condominiums
- Belmar, Lakewood, Colorado, <http://www.belmarcolorado.com/>
- The Village at Meridian, Idaho,
- Santana Row, San Jose
- Bay Street, Emeryville, California

Mall and retail center rehab is possible in part because of some of the special aspects of these sites. They are typically:

- Very well located along major arterials and convenient to a large population base
- Already well known as centers for social life and commerce
- Large sites that feature large fields of surface parking with the potential to be redeveloped
- Controlled by one owner or a small group of owners that understand real estate development
- Sometimes experiencing high vacancies throughout or in certain areas, which signals to owners the possibility for a higher and better use
- Either zoned for a mix of uses, or a place where stakeholders can support rezoning
- Sometimes dilapidated, in which case stakeholders support reuse to generate more attractive gateways and much greater tax revenues
- Adequately served by water, sanitary sewer, transit, and other urban services.

Figure 2. Thornton Place at Northgate Mall, Seattle



Source: <http://thorntonplaceliving.com/neighborhood/>

Figure 3. University Village, Seattle



Source: <https://uvillage.com/about/>

ULI's report *Ten Principles for Rethinking the Mall* calls for retail owners and communities to rethink the mall's potential by taking actions such as:

Exploit the mall redevelopment opportunity by creating a vision for the entire district: develop a master plan in which the mall site is a key anchor. Look for and capitalize on opportunities to expand the investment into surrounding residential and commercial neighborhoods to strengthen and revitalize them. Identify

synergies with other development opportunities. Plan and integrate your efforts accordingly.

Integrate the mall site, to the extent possible, with other community anchors such as cultural facilities, civic buildings, municipal parks, office concentrations, and nearby streetfront retailing and restaurant clusters. Integration can increase the market draw, expand the trade area, and create a more compelling destination for the mall site as well as for the larger district. But it's important to ensure that onsite and off-site uses create synergy—are complementary—and don't cannibalize each other. Joint marketing can help.

Source: Rethinking the Mall, http://www.uli.org/wp-content/uploads/ULI-Documents/Tp_Mall.ashx_.pdf

Interest in, and demand for, places that are pedestrian-friendly and mixed-use is truly a national trend, and this demand can be seen throughout the mountain west in cities such as Spokane, Boise, Salt Lake City, and Bend.

However, while the underlying consumer demand and preferences for this development may be similar in Spokane and Seattle, expectations about the scale, amount, and pace of development that can take place in Lincoln Heights need to be realistic, and calibrated for the Spokane market.

Spokane Context

Spokane's economy and development market is now healthy again, after prolonged challenges during the national recession.

Projects and districts that are relevant to Lincoln Heights, and suggest that redevelopment is possible in the subject district, including ongoing Downtown revitalization, the U District, Kendall Yards, and South Perry Street. All of these places are reflections of Spokane residents' interest in walkable, mixed-use places.

Kendall Yards, shown below, is a good example of the types of land uses and scales that are possible in the Lincoln Heights District Center over the medium and long-terms. The housing, retail, and offices at Kendall Yards are attractive and create an environment that is very enjoyable to walk around and linger in. The streetscapes and park areas are high quality. Most of the housing units are much lower-maintenance than traditional suburban homes, and this lower maintenance lifestyle has particular appeal to baby boomers who want to stay involved in their communities, but spend less time mowing lawns and doing home maintenance projects.

Kendall Yards certainly benefits from some special amenities that Lincoln Heights does not have, such as immediate proximity to downtown Spokane, and incredible views. That said, Lincoln Heights also has some distinctive attributes, which are described further below.

Note that most or all development at Kendall Yards features surface, not structure, parking, and development at the Lincoln Heights center would also likely be surface parked, at least in the next decade. Structured parking is very expensive (typically \$35,000 per space or more) and therefore is only feasible in downtowns and very hot real estate markets such as Puget Sound. Nonetheless, Kendall Yards shows that attractive, walkable, mixed use places are possible without structure parking.

Figure 4. Kendall Yards: Housing and Commercial Offices



Source: <http://www.kendallyards.com>

According to commercial real estate firm NAI Black and other sources, a number of significant development and redevelopment projects show that Downtown Spokane is maintaining momentum as it emerges from the recession, and residents and businesses interest in mixed use, urban environments. These projects include the:

- 716-room Grand Hotel Spokane
- 90,000 square foot expansion of the Convention Center
- Ridpath Hotel adaptive (apartment) reuse project
- Adaptive reuse and reinvestment in buildings in the downtown core such as the former Huppin's building, Dutch's building, Bennett Block, Globe building, and Hutton Building.

The U District continues to expand, with projects that include the WSU's Pharmaceutical & Biomedical Building, the Gonzaga student housing dorm, and other projects.

South Perry Street, shown below, offers another example of a pleasant and pedestrian friendly environment, though at a different scale. South Perry Street was consistently mentioned by participants in the Lincoln Heights planning process as a model of a successful district-scale main street. In fact, most buildings on the street are just one story. Strong design features of the street include:

- Two travel lanes and moderate traffic volumes, which make Perry relatively easy to cross
- Curb extensions that shorten street crossing distances
- Sidewalks wide enough for several pedestrians to walk abreast, and,
- Street trees and historic streetlights

Figure 5. South Perry Street



Source: Spokesman-Review / Spokanerising.com.

Of note is that private sector business owners have responded to the quality streetscape by investing their buildings, and have been able to attract a variety of food and beverage, retail, and general commercial tenants. This is an example of high quality public infrastructure attracting private investment. In fact, urban scholar Alexander Garvin defines urban planning as “public action that generates a sustained and widespread private market reaction, which improves the quality of life of the affected community.” This principal can be used in the Lincoln Heights center.

While South Perry Street offers some lessons for Lincoln Heights, it should be noted that, in South Perry, the retail center has revitalized through the adaptive reuse of historic buildings, which is sometimes easier since early-20th century buildings are close to the street, feature attractive design, and can be rehabbed incrementally. By contrast, street-fronting retail in Lincoln Heights would need to be through new construction, which has its own challenges and cannot be completed incrementally.

Local Context: Lincoln Heights and South Hill

The Lincoln Heights District Center benefits from a number of positive attributes that indicate that redevelopment here is more likely than in other locations. These include the following, which are explained in greater detail below:

- Relatively high household incomes and therefore the capacity to purchase retail goods, homes, and other goods
- High educational attainment
- Recent growth and expansion, from the mid-20th century to the present
- High traffic volumes, which confers high visibility to the site.
- Surrounding residential neighborhoods
- Thornton Murphy Park and Lincoln Park.

Market-rate real estate developers typically look for attributes of this sort, which indicate an economically vibrant area. However, developers of various “product types”—e.g., retail, rental or owner-occupied housing, office—may each seek additional metrics that further demonstrate demand for that product; not all relevant metrics can be covered here.

Several key properties in the District Center feature the types of locational attributes summarized on page 3. For example, the

A number of recent district improvements show ongoing positive momentum. These include:

- Significant façade and public realm improvements at the Lincoln Heights Shopping Center
- The opening of Trader Joes in 2011. Trader Joes can be considered an “anchor tenant” that will attract shoppers from a wide area, who can then shop at other adjacent “inline tenants.”
- The Apartments at the Summit, an 11-story, 65-unit senior rental housing expansion to the Rockwood Retirement Center. This is a major, large-scale project that should redefine a new high end for retirement living on South Hill, attract attention to Lincoln Heights, and put in place a sizable population of residents who can shop in the center.



<http://www.rockwoodretirement.org/>

There are also smaller investments in addition to the major ones above, for example, an owner-occupied office building at 29th and Southeast Boulevard.

Rental multifamily housing development continues in the general vicinity, largely to the south, and in the form of garden apartments and senior housing. While these projects are not within the boundaries of the Lincoln Heights Center, they create additional demand for the goods and experiences that the center can provide. One such senior housing complex, the Affinity, is shown below. The form the of the project—three stories of wood-frame construction along with landscaping and surface parking—is typical for the area.

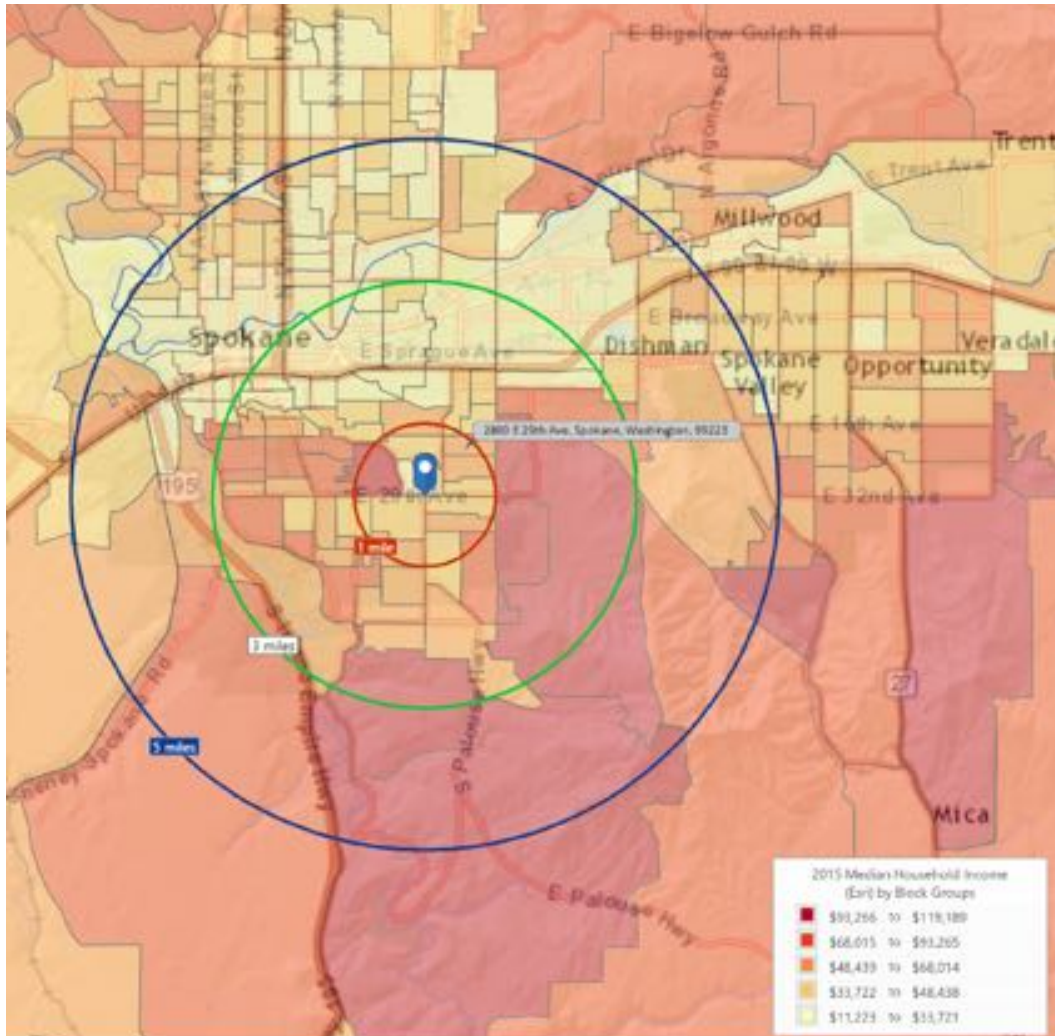


<http://www.apartments.com/>

Demographics

Figure 6 below shows median household incomes by US Census block groups, in the City of Spokane and surrounding areas. The Lincoln Heights District Center is shown as a place mark, at the center of 1, 3, and 5 mile concentric circles. The 1 and 3-mile areas are referenced several times in this section, since real estate developers, retail tenants, and others use them to understand the demographics in a given market area. Figure 6 shows that high income households are concentrated in the South Hill area, particularly to the west of Lincoln Heights, and to the east and south, beyond the City of Spokane boundary.

Figure 6. Median Household Incomes, Spokane region



Source: US Census, ESRI business analyst.

Figure X below provides another perspective on household incomes. Current (2013) median incomes for the Lincoln Heights 3 and 1 mile areas are significantly higher than those in the city. In addition, ESRI business analyst service projects that incomes in the 1-mile area will grow quickly (between 2013 and 2020), nearly catching incomes in the 3-mile area by 2020. This suggests that the demographic and economic indicators used by ESRI indicate the entry of higher income households to the area, perhaps due to higher-end senior housing, desirable new retailers, or other. Higher income households generally indicate demand for market-rate housing and suggest ongoing support for retail goods and services. In addition, office space tends to locate near executive residences.

Figure 7

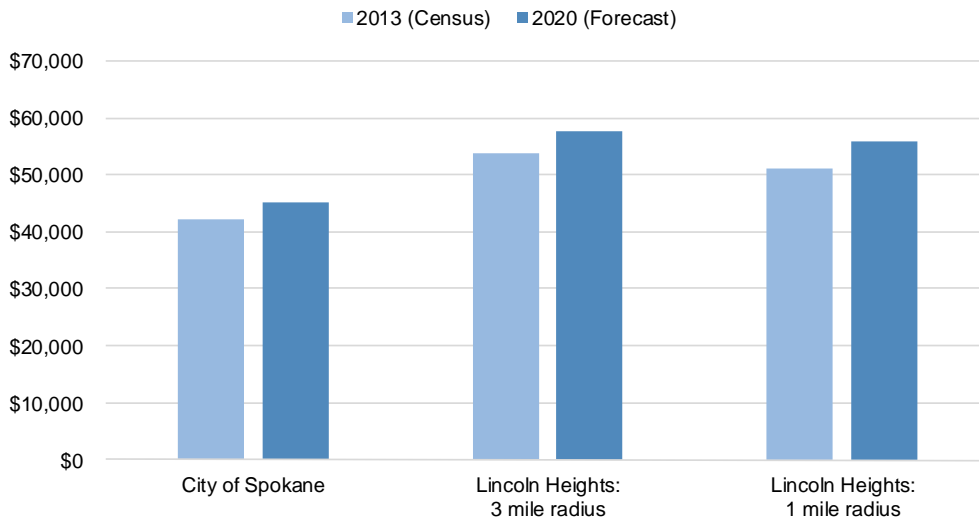


Figure X shows the percentage of each population with a bachelor's degree and shows that residents of the Lincoln Heights area tend to have higher levels of educational attainment than the rest of the City of Spokane. Educational attainment is another metric that some retailers look for; Trader Joe's reportedly seeks out locations with a high rate of college-educated residents.

Figure 8. Percent of Population with a Bachelor's Degree

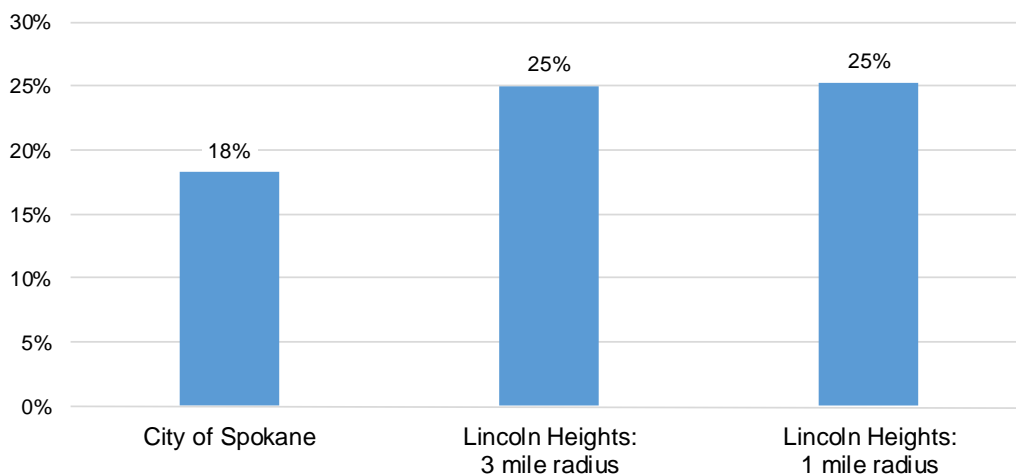


Figure X shows the percent of housing built by decade in the city and in the Lincoln Heights 3 and 1-mile areas. This shows that Lincoln Heights experienced a building boom in the 1980s and especially the 1990s. In the 2000s, building slowed somewhat, to rates similar to the city-wide average. Very little housing has been between 2010 and 2015 in any of these areas, likely due to the lingering impacts of the recession. This shows that Lincoln Heights and South Hill are generally newer areas where growth has been strong in past recent decades. Assuming the country’s economy continues to perform better than the 2008 to 2012 period, population growth in and around South Hill should continue. There will also be infill opportunities to match the “greenfield” growth that took place in the 1980s through 2000s.

Figure 9. Percent of Housing by Decade Built

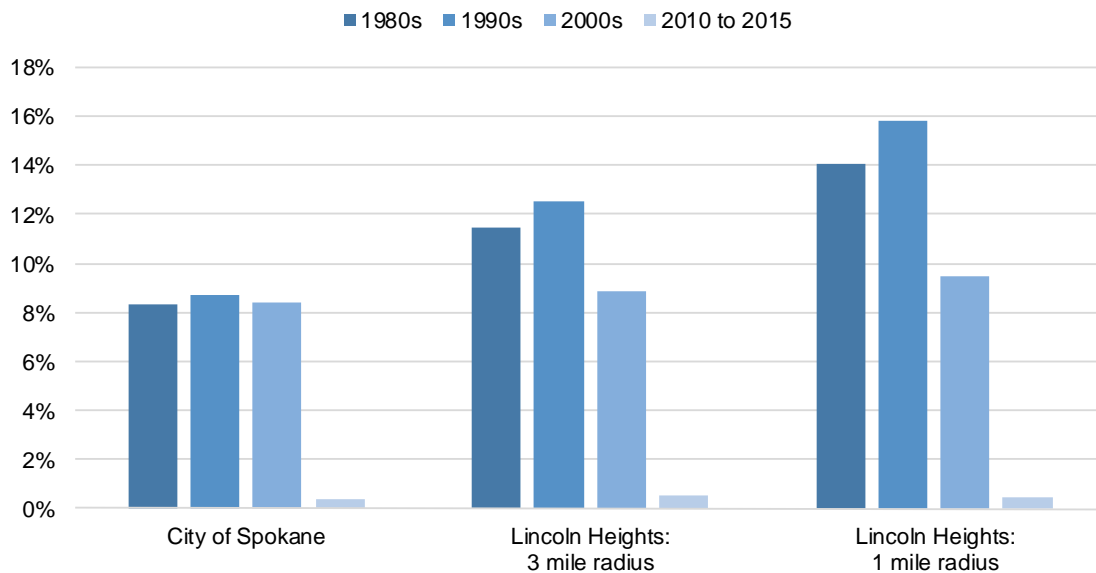
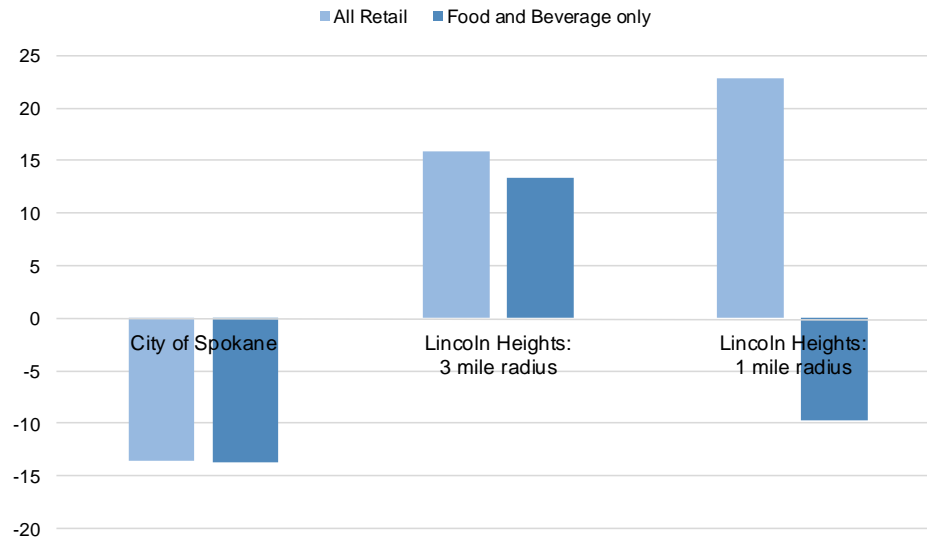


Figure X shows the retail leakage (negative numbers) or surplus (positive numbers) factor for the city and Lincoln Heights. Retail leakage is taking place in Spokane; in other words, Spokane residents are spending a significant portion of their retail dollars outside of the city. By contrast, the Lincoln Heights 3-mile area shows a significant retail surplus; in other words, this is a retail center where residents from surrounding areas spend retail dollars. The Lincoln Heights 1-mile area is mixed. For “all retail,” the area is also a center and shows a surplus. However, for food and beverage (e.g., restaurants) leakage is taking place. One conclusion is that, for the 3 and 1-mile areas, opportunities to attract additional retail may be limited, since the area is already attracting more than its “fair share” of retailers and spending. However, in the localized 1-mile area, there may be opportunities to add more restaurants.

Figure 10. Retail Leakage Factor



Retail in general is not currently a preferred property type for developers and investors. This is because retail spending continues to move online, some retail categories have been eliminated by the internet (e.g., book and movie rental stores), and existing retailers do not need as much space to warehouse items due to technological improvements to supply chains. However, retail, commercial, and restaurants that emphasize experience that can be shared by friends and family—from brew pubs to gourmet grocers—continues to do relatively well. These are the experiences that the new mixed-use centers provide, and they cannot be provided on-line.

In conclusion, very few locations nationwide merit large-scale expansions of retail square footage. Instead of expansions, many retail centers will be rehabed, redeveloped, and reinvented within their existing footprints. New tenants, especially those that emphasize distinctive experiences, will continue to arrive in markets across the country and replace existing tenants.

The image below shows E 29th Avenue, just east of Regal Street. Despite the positive income, education, and historic growth patterns described above, 29th is not an enjoyable street for pedestrians to walk and shop on, and therefore it is not a street where developers are likely to invest and build new retail, commercial, office, or housing projects. The environment is not pedestrian friendly because sidewalks are narrow, auto traffic volumes and speeds are relatively high, crossing the street is difficult, and (with the exception of a few older storefronts), there are very few stores on the street that would make a walk interesting or practical.



What We Heard: Community Input

During the November 2015 Lincoln Heights storefront studio, LCG staff discussed the future of the District Center with residents, City staff, business owners, and key property owners. Along with resident input, and due to LCG’s role as real estate development advisor, our focus was on connecting with property and business owners, and therefore their input receives emphasis below. In addition, it should be said that the discussions were informal and preliminary. Property and business owners did not formally commit to any actions, or put their preferences in writing. Some key takeaways from the storefront studio were:

- **Property owners broadly supported the “Coming To” scenario.** These property owners include Vandervert and NAI Black, who together own several of the largest and best-located properties in the district center. The property owners generally supported major enhancements to 29th Avenue (including conversion to three lanes, widening sidewalks, and adding landscaping and street trees) in order make this major thoroughfare more pedestrian friendly, and more suitable for new commercial and potentially residential development.
 - In addition, property owners supported the concept of transitioning the center into a mixed-use environment over the long term, even if some of the elements of a plan could not be achieved in the near term.
 - Property owners were interested in potentially attracting more large-scale fashion tenants over the long term, which could increase the “market area” for the center (i.e., attract shoppers from a broader area). Fashion along with food and beverage are often key components of the new generation of mixed-use and lifestyle centers, since fashion shoppers tend to linger longer than those doing convenience
 - The participation, engagement, and support of these property owners is critical to realizing ambitious change in the center—particularly the Coming To scenario—since these property owners control the largest and best-located sites, and therefore the types of uses that are built there in the future.

- **Other stakeholders had a wide variety of opinions regarding the different scenarios;** LCG did not perceive a clear consensus. LCG participated in many different conversations about the future of the Lincoln Heights center during the two-day studio, and did not quantify stakeholders' input. Among the stakeholders, there were both supporters and detractors for each of the three plan alternatives. Some preferred the modest change in the "Baby Steps" scenario, while others supported the mixed-use, pedestrian friendly environment in the "Going To" scenario. The concerns of those who did not support Going To seemed to center around concerns about more traffic congestion in the future.
 - Given the varied opinions expressed at the storefront studio, LCG recommends that the City and others continue to maintain an open dialogue with stakeholders in order to develop a greater consensus around the preferred alternative.

Development Types

Housing

In the future, the Lincoln Heights District Center should include more housing of a variety of types. Housing is appropriate because:

- The Spokane region is growing, with more households moving to the area every year.
- South Hill and Lincoln Heights remain a popular location.
- Higher than average incomes in the area suggest that market-rate housing will be feasible.
- Senior and rental housing projects are under construction or recently completed in the area.
- The popularity of Kendall Yards and other projects in and near downtown demonstrate the popularity of mixed-use, walkable places.
- Housing can complement the existing retail cluster in the center. Those seeking urban environments want to be able to walk to goods and services; and more rooftops will increase support for existing retail.

Some of the types of housing appropriate for the area are shown below and include:

- Townhomes
- Apartments
- Senior Housing of varying scales
- Affordable Housing

The housing built in the first decade or more is likely to feature surface parking and be a maximum of three or four stories, similar in scale to Kendall Yards, since structured parking projects do not pencil outside of very high-demand downtowns and other urban areas.

The density (dwelling units per acre) for most of these projects should range between 15 and 35 units per acre. It is possible that some senior housing projects could achieve slightly higher densities (e.g., 40 units per acre) since units tend to be smaller and less parking is required.

Townhouses



Urban Apartments



Housing types that could come later, after the above housing types are built and operating successfully are:

- Condominiums
- Mixed Use projects, i.e., housing above first-floor retail and structured parking.

Community Uses

One community use that was mentioned frequently was a community athletic center/health club such as a YMCA. Such a use could be a great social and activity hub for Lincoln Heights, and could be a great complement to Thornton Murphy Park. The existing YMCA's in the City of Spokane are both located on the north side of the river, so a YMCA on this site could serve a large population on South Hill. This is a potential use, and property owners and developers should conduct additional analysis to determine if it is feasible.

Retail

The total amount (square feet) and footprint (acres including parking) of retail space in the District Center is not likely to grow significantly. In fact, some retailers may close in coming years as the retail environment becomes more competitive and more spending takes place online. One exception is a larger fashion tenant, which is of interest to current property owners.

The potential is to transition the existing center, including retailers, into formats that are more pedestrian friendly, and more integrated with housing, community, and office uses.

As this transition takes place, additional retail types are often:

- Restaurants, food and beverage
- In-line fashion, e.g., Eddie Bauer
- Experiential, e.g., do-it-yourself ceramic painting
- Other main street retail

New tenants. Total amount of retail square footage is unlikely to change much.

Office

Some office
20,000 to 50,000 SF

Commercial office, title companies

Lodging

Look for opportunity to add hotel.

Recommended Implementation Actions

ULI Report Recommendations

- Create a merchants' association
- [Bike and ped improvements](#)
- Zoning
- Create a theme
- Establish gateways
- Make 27th Ave the heart
- Slow traffic on 29th
- Make pedestrian improvements
- Tame intersection at 29th & Regal
- Make through-block pathways
- Define streetscaping
- Give lighting precedence
- Reduce asphalt
- Create a parking management strategy
- Customize code with housing incentives
- [YMCA](#)



Appendix

Transportation Memos



**Lincoln Heights
DISTRICT
CENTER Plan**

MEMORANDUM

Date: October 22, 2015

Subject: **Lincoln Heights Background Research**

SE15-0413

Workshop Comments

The workshop presented two vehicular strategies: slowing traffic on 29th through lane reductions or bulb-outs and taming the 29th & Regal intersection to accommodate transit. Public comment tended to be supportive although there were some opponents. One of the “big ideas” is to make 27th more of the ped/bike heart of the area while maintaining vehicular capacity on 29th.

ULI Report

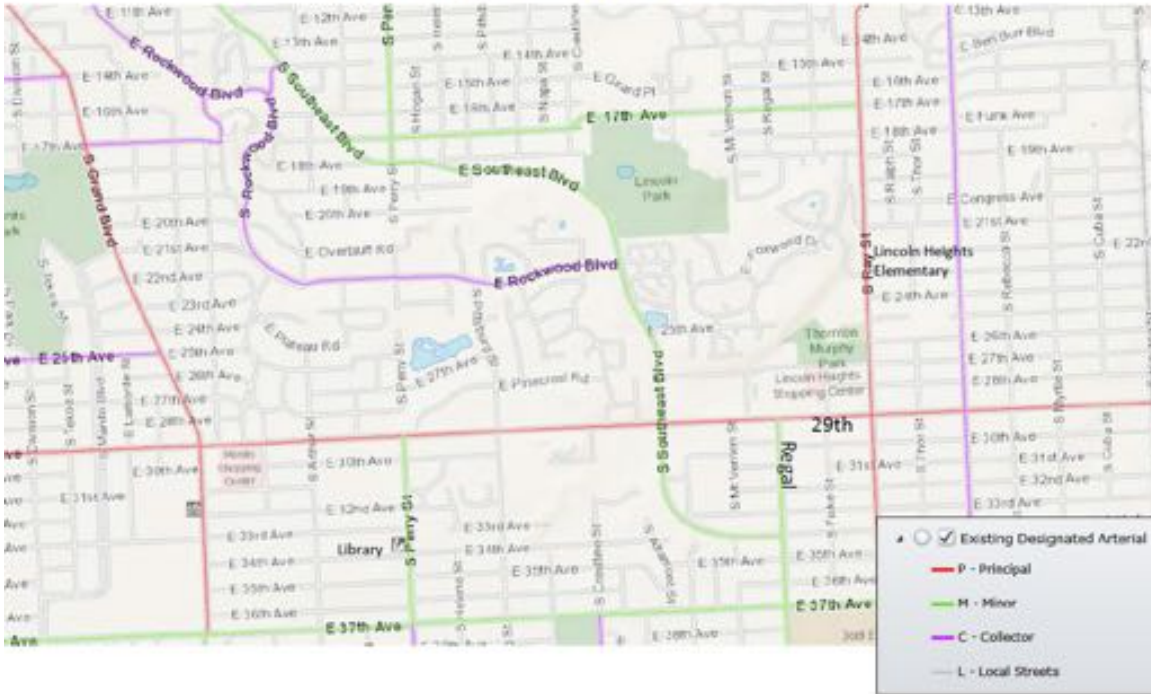
Underutilized surface parking lots are prime development opportunities.

Neighborhood Concerns

- 29th & Regal is a major concern for all modes – no other details provided
- 27th anecdotally has increased traffic and speeding – very wide open ROW, nothing to slow drivers down. Adding sidewalks (missing on south side), a bike facility, or landscaped buffers could help narrow the road/slow speeds.
- Not pleasant to walk
- Lots of seniors use non-signalized mid-block crossing to get to Rosauers Grocery. Potential solution: HAWK or other treatment
- Bike facility on Southeast Blvd is good, but doesn't connect to center
- Connectivity to adjacent parks and other points of interest



Existing Arterial Network



Signalized Intersections & Planned Bike Network





DEMOGRAPHICSNOW

TRAFFIC COUNTS

LIBRARY EDITION

HOME

BUSINESSES/PEOPLE

DEMOGRAPHICS

MAPS

EZ REP

Enter Geography (City, State, Zip, Address, Etc.)

7905 S REGAL ST SPOKANE, WA 99223

Ranges: 1,3,5 Miles

Geography Menu

Mapping Options

Mapping Tools

Export Map

E-mail Map

Save Geography

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Variable: Yea

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Color: Red/Ye



1 mile radius from
29th & Regal

Numbers are Traffic Counts; yellow # lower to red # higher.

Red circle is one mile radius from 29th & Regal; Pulled from web on 5/28/2015²²

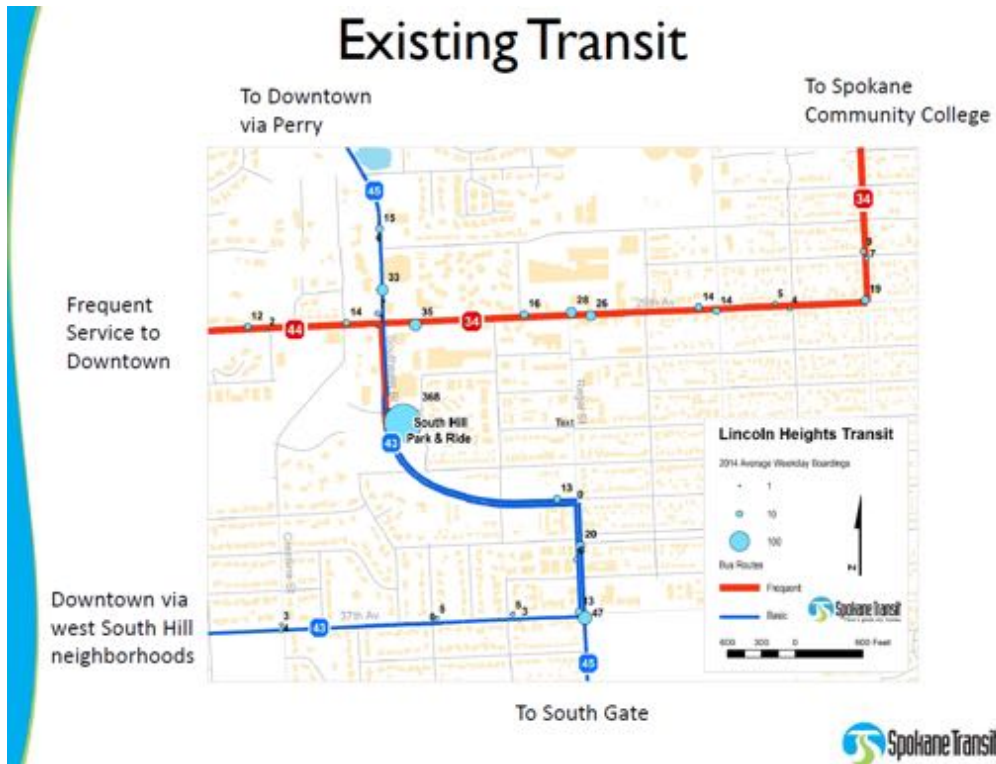


A second source (City Planning & Development, June 2015) Data from 2009-2010:



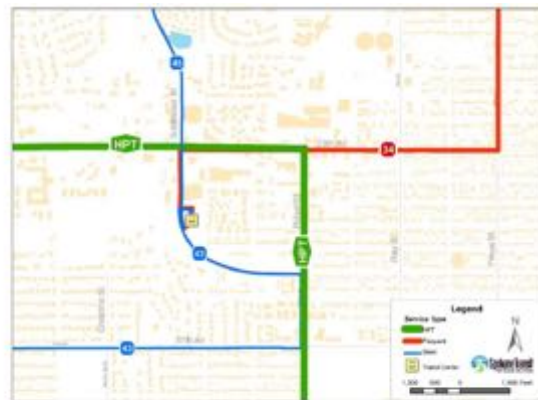


Existing Transit



Planned Transit

- Monroe/Regal High Performance Transit (HPT) Line
 - frequent service
 - expanded hours
 - enhanced passenger amenities
 - capital improvements to improve efficiency & reduce travel times
 - distinctive stops, vehicle & communications branding
 - permanence



Draft HPT Example Concepts





South Hill Connectivity and Livability Strategic Plan

Several neighborhoods combined resources to develop the South Hill Connectivity and Livability Strategic Plan in 2014. This included identifying transportation projects in Lincoln Heights:

- Arterial streetscape improvements on 29th and Southeast Blvd

K	Arterial Streetscape Improvement	Improve vehicular circulation (especially turning movements) and pedestrian/bicycle crossings; improve aesthetics	E 29th Ave (between Southeast and Fiske) Southeast Blvd (between Rockwood Blvd and 29th Ave)	Very few pedestrian amenities, mid-block crossing would benefit from additional improvements, opportunities for driveway consolidation
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- Greenway on 27th

F	Greenway	Bike and ped thoroughfare. Connect Lincoln Heights DC and Thorton Murphy Park to Lincoln Park to Ben Burr Trail and Underhill Park	27th Ave, South East Blvd, Lincoln Park access road, 17th, Fiske, Ben Burr Trail	Treatment may include sharrows, signage, channelization islands (to restrict through auto traffic), bulbouts, etc.
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**SPOKANE SOUTH HILL COALITION
 CONNECTIVITY AND LIVABILITY STRATEGIC PLAN (CLSP)**

School	Proposed Greenway
Commercial Center	Proposed Bike Route
Existing Trail	Proposed Arterial Streetscape Improvement
Bike Master Plan Route	Potential Ped-Bike Linkage
Funded and Scheduled Intersection Improvement	Southgate Plan Greenway
Centers	High Performance Transit Network

PROPOSED PROJECTS*

A - F	Greenways
G - H	Bike Routes
I - K	Arterial Streetscape Improvements
L - T	Potential Ped-Bike Linkage

* See Proposed Project Matrix for more detail.

★	Top Priority Project
▲	Higher Priority Project
▲	Lower Priority Project



Open House Summary

- Some participants mentioned difficulty making turns into retail areas and having to cross the double yellow line. That could bring support for a TWLTL/road diet on 29th.
- 29th not ped friendly, too close to fast traffic. Potential solution: landscaped buffers added as part of road diet.
- Lots of speeding concerns.
- No eastbound left turn arrow at 29th/Regal. Potential solution: signal revision as part of road diet.
- Traffic overflows from left turn lane on 29th/Ray west side.
- Traffic stacks up for blocks at 29th/Freya during rush hour (4-way stop).

South Perry District streetscape project

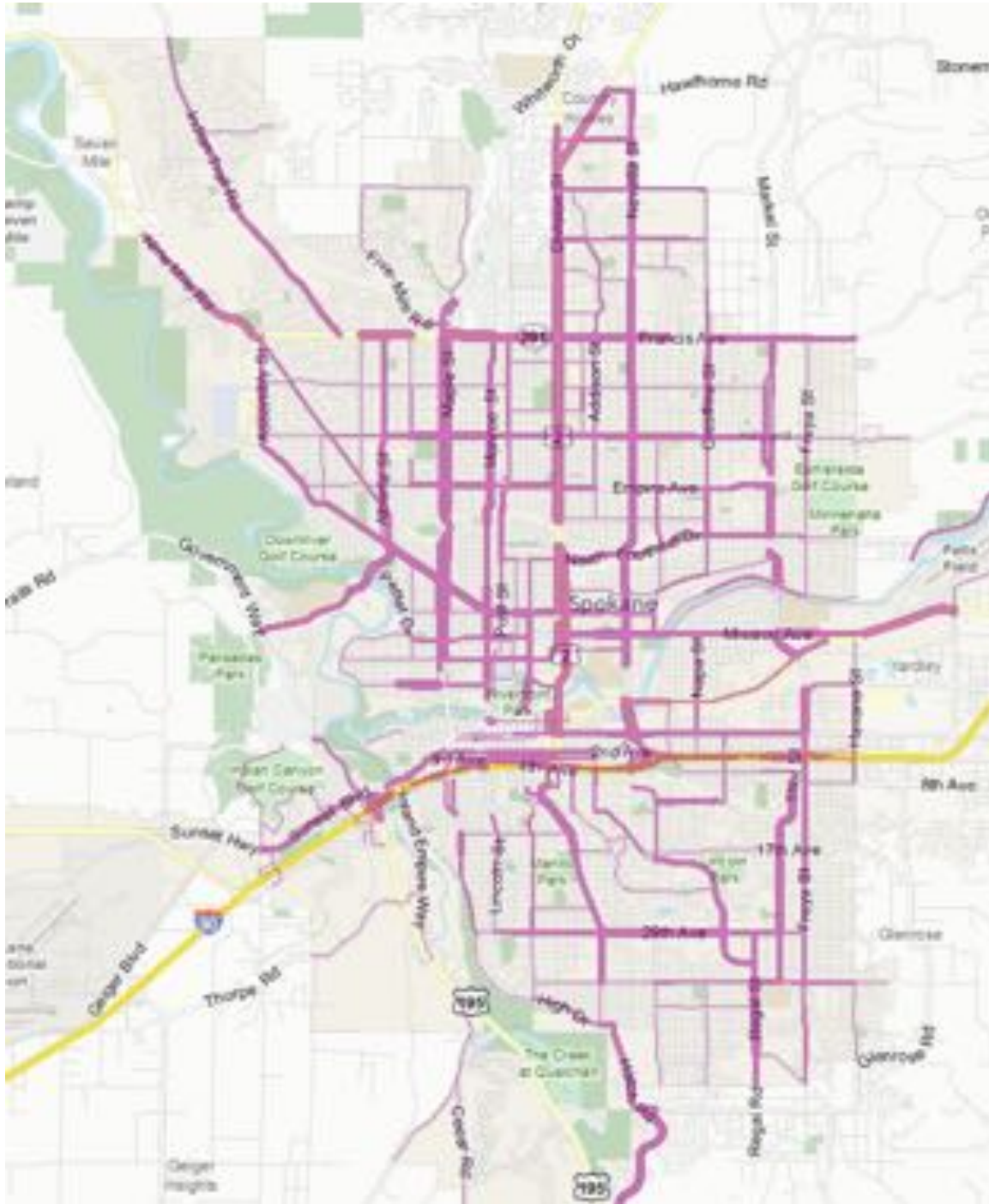
Streetscape revitalization constructed in 2007. Improvements included new sidewalks, bulb-outs, transit shelters, street trees, pedestrian lighting and seating. The business district has thrived since then with lots of new businesses opening.

Spokane Comprehensive Plan

- 29th is identified as a concurrency management corridor (2008 document)
- 29th & Regal has a LOS F/85 second max on the 2012 Transportation Concurrency LOS map.
- Fun fact! 29th & Regal was the original southeast corner of the city limits (circa 1891).



Traffic flow map (unknown source—image from our data collection folder):





IDEAS

Road diet on 29th – one through lane each direction, TWLTL, add landscaped buffers to make walking more pleasant. Signal modification at 29th/Regal to allow eastbound protected lefts.

29th has a ton of driveways. As the area develops, they should focus on access management to limit the number of driveways.

27th currently has ~40 feet of ROW. Add sidewalk to south side, ideally with landscaped buffers. There is also room for some type of bike facility.

Greenway or bike facility on Fiske to add connection between Southeast Blvd bike lanes , the residential neighborhood, shopping area, and park.

HAWK or other mid-block treatments on 29th for safety and to encourage “park once.” Needed across from Rosauer’s and along other major desire lines.

Overall transportation context

Lincoln Heights is a mid-century center that is flanked by two major commuter corridors (29th and Ray), as well as several of the City's minor arterials (Regal and Southeast). These corridors experience peak hour congestion, particularly 29th in the vicinity of the Lincoln Heights Shopping Center as evening commuters jostle with vehicles accessing businesses within the undivided four-lane cross-section.

In the long term, this corridor is also envisioned as a key component of Spokane Transit Authority's High Performance Transit Network (HPTN).

While this project seeks to activate the district to make it a more appealing place to linger, walk, ride a bike, or access by transit, the overall project must be mindful of the role of the underlying street network in supporting citywide mobility.

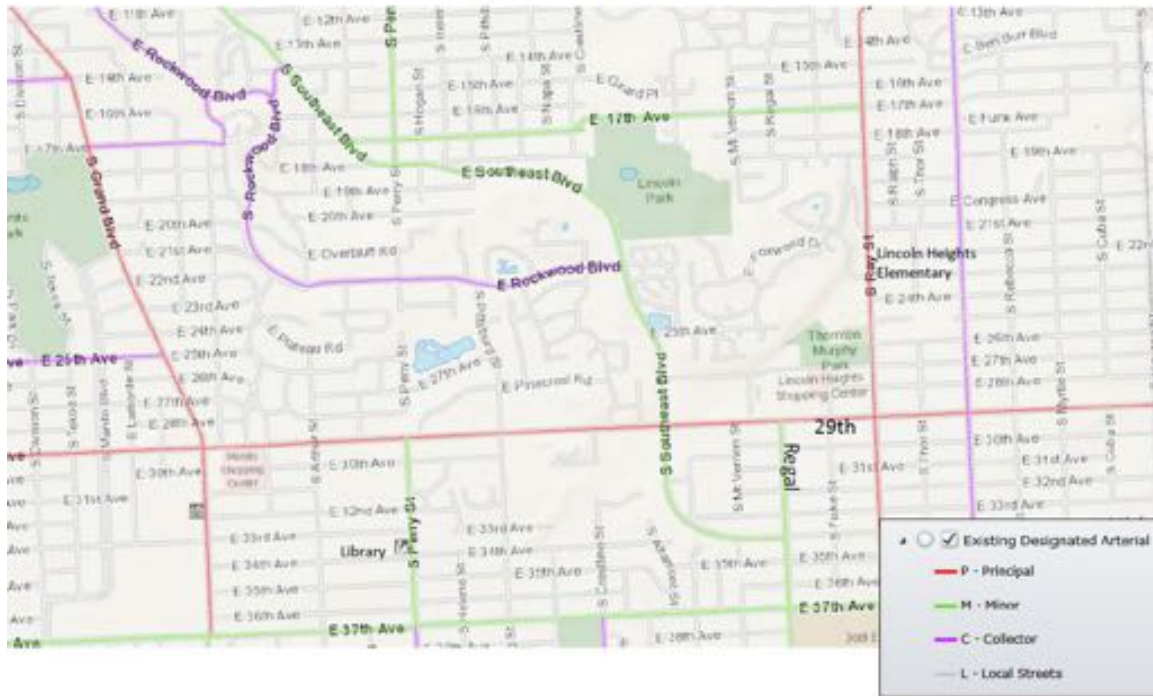
Existing transportation characteristics in the planning area

The following maps provide a snapshot of the existing transportation network. The first map shows the current functional classification of streets, which provides guidance on the role of each street in serving City mobility. As the map shows, 29th and Ray are principal arterials, meaning that they are very important connections for vehicles, transit, and potentially freight. Any modifications recommends for these streets must be mindful of maintaining reasonable vehicular operations and safety. Similarly, Regal and Southeast are minor arterials, meaning that they are not expected to carry as high of volumes, but are critical components of the street network. Of note, 27th is currently classified as a local street. Field observations and discussion with neighbors suggest that 27th serves more as a collector connecting local streets with the City's arterials (Southeast and Ray). The current classification of 27th makes it ineligible for federal funding, which is available to all streets with a functional classification of collector or higher.

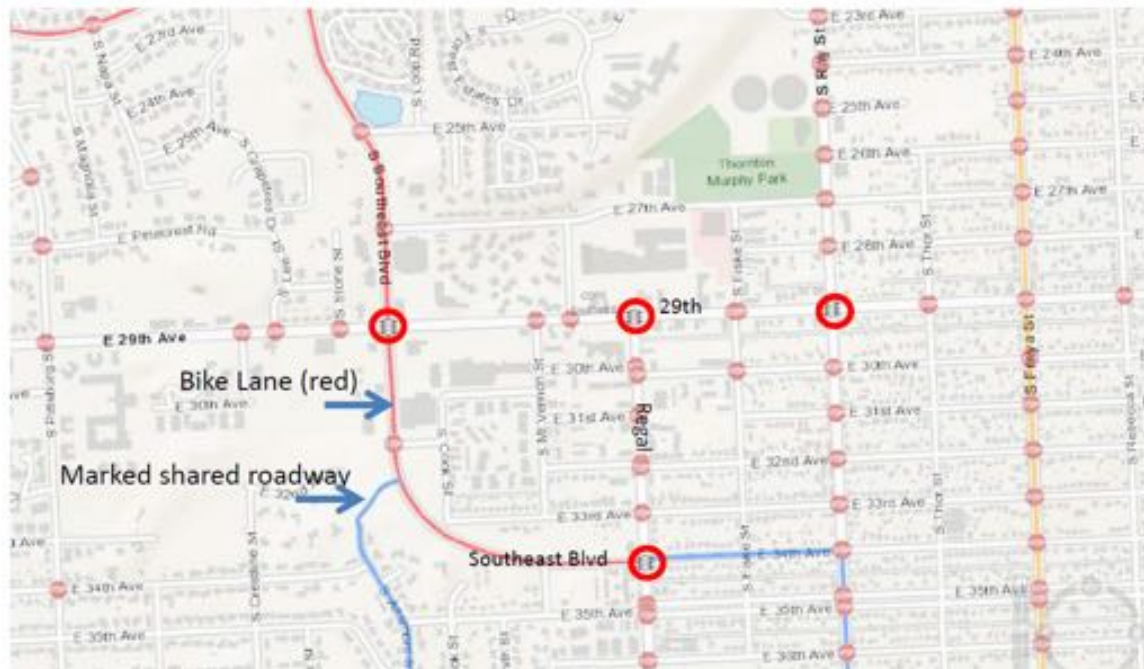
The second map shows the locations of signalized intersections overlaid on the planned bicycle network. Signalized intersections are highlighted as they provide controlled locations where pedestrians and cyclists can cross arterials streets relatively safely. As the map shows, there are only three signalized crossings on the 29th corridor between Southeast and Ray. Discussions with the community indicate a desire for more enhanced pedestrian crossings along 29th and Ray to facilitate better district wide mobility. The bike network shown on this map is very focused along Southeast making the Lincoln Heights Shopping Center and surrounding land uses without a proximate bike facility. This study will recommend expansion of the bicycle network, including development of a greenway on 27th and north south connections to make a more complete grid in the district.

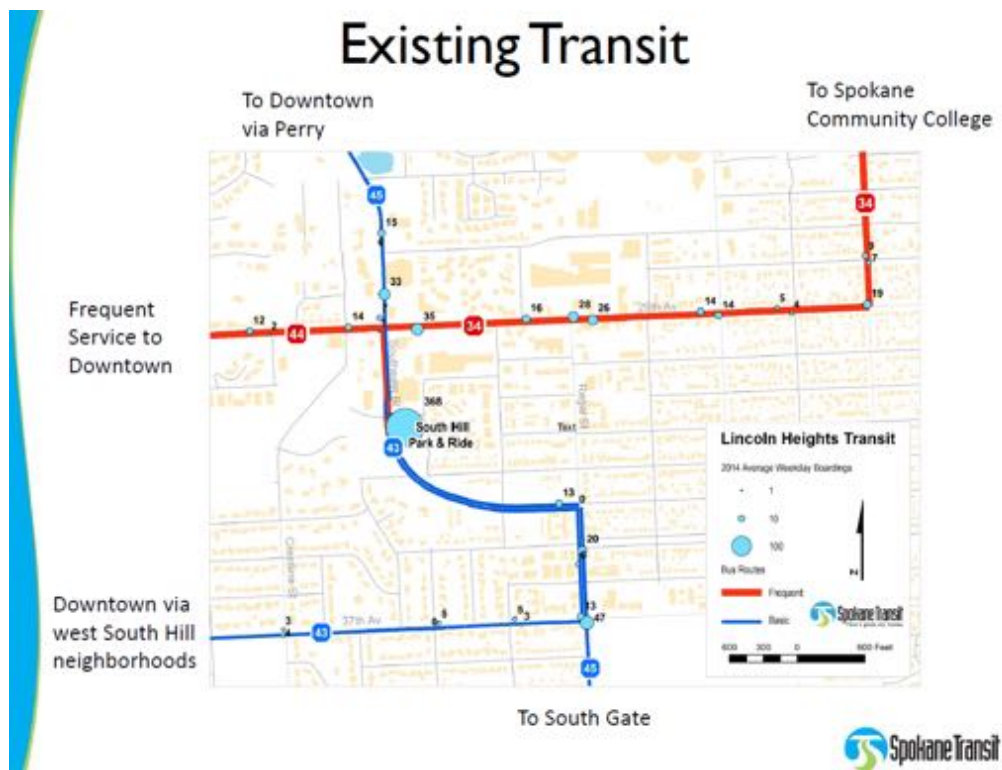
The third map shows existing transit service though the district. As the map shows, only Route 34 currently serves 29th, most of the service is currently focused toward serving the South Hill Park and Ride, which is located on Southeast south of 29th.

Existing Arterial Network



Signalized Intersections & Planned Bike Network



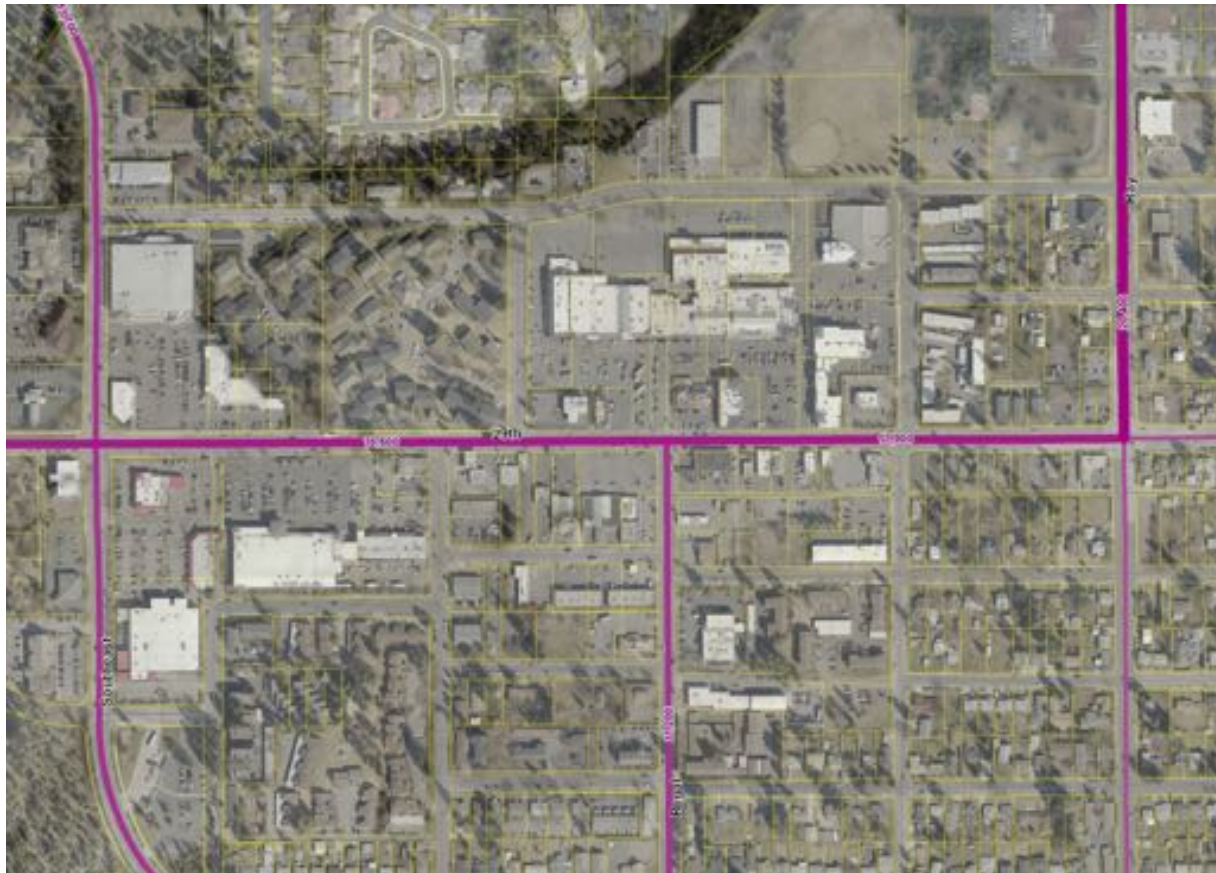


The ULI report summarized neighborhood concerns about the planning area:

- **29th & Regal is a major concern for all modes.** The current intersection design does not accommodate STA buses, the intersections operates at LOS F (according to the 2012 Comprehensive Plan), and it is confusing and hostile for pedestrians and bicycles.
- **27th has seen increased traffic and speeding.** The wide open right of way encourages speeding. Moreover, the street lacks sidewalks and bicycle facilities.
- **Overall, the district is not pleasant a pleasant place to walk.** The lack of buffering between pedestrians and the travel lanes on 29th and the sea of parking in front of the businesses lack greenery, visual interest, and protection.
- **Lack of protected crossings make 29th and Ray feel like barriers.** There is a non-signalized mid-block crossing which connects many seniors with the Rosauers Grocery. Residents have observed many near misses. The community discussed installation of enhanced crossings such as HAWKs or RRFBs at key locations create permeability within the district.
- **Bike facility on Southeast Blvd is good, but doesn't connect to center.** As discussed above, the bike network is incomplete in the district, lacking an east-west connection north of 29th, as well as north-south connections to create a better grid.

Traffic counts where available

The City's website provides data about traffic counts collected in 2009-2010 along the City's arterial streets. In the immediate planning area, this includes 29th, Regal, Ray, and Southeast. In addition, Demographics Now provides traffic counts. The figure below shows how traffic volumes on 29th (which are 16,600 to 17,900 average daily vehicles in the study area) increase to 20,000 daily vehicles west of Southeast Boulevard.



Enter Geography (City, State, Zip, Address, Etc.)
 7505 S REGAL ST SPOKANE, WA 99223

Ranges: 1,3,5 Miles

Mapping Options: Mapping Tools, Export Map, E-mail Map, Save Geography, Upload Geography

Thematic Color: Variable: Year, Geography (base), Colors: Red/Ye



1 mile radius from 29th & Regal

Numbers are Traffic Counts; yellow # lower to red # higher.

Red circle is one mile radius from 29th & Regal; Pulled from web on 5/28/2015²²

Potential approaches to achieving "Center" characteristics

During the Storefront Studio, our team evaluated several approaches that would help the District feel like more of a Center. These included:

- **Streetscape:** Bringing the building faces up to the right of way to reflect a more mature, urban environment. The "Coming To" option also considered converting 29th from four to three lanes. This would allow more space for wider, buffered sidewalks, street trees and lighting, and enhanced transit stops.
- **Pedestrian environment:** How pedestrians move through the district was a focus. In addition to improving sidewalks along 29th, the Studio looked to improve the pedestrian environment through enhanced crossings (potentially HAWKS or RRFBs) at key locations along 29th and Ray, as well as improving internal connections within the district (eg, formalizing informal pathways, including the existing Rockwood Trail connection, to include lighting/other enhancements.)

- **Multimodal options:** One of the key elements that will make this area a success as a center is STA's long term plan to make the Lincoln Heights shopping center a major stop along the HPTN. This planning effort considered how an enhanced stop with off-board fare payment, real-time transit information, seating, and potentially a parking structure could be added west of 29th and Regal.

Storefront Studio input

The Storefront Studio took place on November 3-4, 2016 and included representatives from the neighborhood group, local business owners, City planning and engineering staff, as well as STA. The input shaped the formation of our infrastructure recommendations for the three alternatives Baby Steps, Going Through, and Coming To.

Some of the key input that we heard from each of these groups:

- **Neighborhood representatives:** Key interest in improving conditions for biking and walking through the district. Enhanced crossings of Ray and 29th, as well as internal connections (27th Greenway and a more complete bike network) were among the top interests. Neighborhood representatives also emphasized the importance of maintaining auto mobility through the district – while there was strong interest in improving the pedestrian environment along 29th, there was a general sense that this should not be achieved at the expense of auto mobility through the district.
- **Business Owners:** The key transportation topic of discussion with business owners was business access along 29th. There was a general sense that 29th today offers “wide open” access as the four-lane section west of Regal lacks median treatments that limit access. Business owners were receptive to streetscape enhancements along 29th only if reasonable business access could be achieved and the street could be designed to limit added congestion (since they felt that longer delays at 29th might discourage people from traveling the corridor and thus reduce their customer base).
- **City Staff:** The main topics of discussion with City staff included how the interest for enhanced crossings along 29th and Ray could be accommodated safely. Engineering staff expressed an interest in studying appropriate crossing treatments given prevailing traffic volumes, speeds, driver expectations, and likely pedestrian crossing volumes. Staff generally tended to prefer HAWK treatments over RRFBs, but this would need to be studied more thoroughly before a final treatment is installed. Staff also shared an interest in changing the functional classification of 27th from a local street to a collector. This would make 27th eligible for federal funding that could fund streetscape enhancements.

- **STA:** The main interest by STA was ensuring that the recommendations resulting from the district plan were consistent with their plans for the HPTN. Input from STA included that transit stops should be in-street (not as pullouts) to maintain transit operations. STA also shared that the park and ride facility along Southeast may eventually be converted to another use (such as bus layover space) as future service, particularly along the HPTN, is more focused on Regal and 29th.


Accommodation of HPTN proposals


As discussed above, the recommended alternative include the features, which are consistent with the HPTN:


- Major stop west of 29th and Regal, which would include enhanced shelter with benches, and perhaps other feature such as off-board fare payment and real-time transit information.
- No bus pullouts – all stops would be in the travel lane.
- Incorporation of transit signal priority in the corridor to minimize delay for buses.
- Focus on providing safe pedestrian and bike access to transit stops, including enhanced pedestrian crossings, buffered sidewalks, and bike parking.
- Consideration of opportunities to develop a shared use parking structure between STA and the Lincoln Heights Shopping Center.


Planned Transit


- Monroe/Regal High Performance Transit (HPT) Line
 - frequent service
 - expanded hours
 - enhanced passenger amenities
 - capital improvements to improve efficiency & reduce travel times
 - distinctive stops, vehicle & communications branding
 - permanence











Draft HPT Example Concepts

Ability to reduce 29th to three lanes

The traffic volumes on 29th are 16,600-17,900 vehicles per day. A review of the City's travel model indicates that future travel growth is relatively modest adding no more than 1,200 additional vehicles per day (roughly 120 peak hour vehicles) by 2035. The traffic volumes are at the upper end of the spectrum where we would recommend a three lane conversion, but they are still forecast to remain within the reasonable range.

The current four-lane cross-section doesn't function well. Business access is uncontrolled, meaning that there are turning vehicles blocking through traffic. This uncontrolled environment leads to the sense that this section of the street is more prone to fender-benders and overall driver discomfort. Given the underperformance of the four-lane cross-section, a well-designed three-lane cross-section could provide similar operations (in terms of capacity for through and turning vehicles) by reducing conflicts in individual lanes while offering substantial benefits to the pedestrian realm.

These benefits include providing a much more gracious pedestrian environment with buffering from vehicle traffic, a wider sidewalk, and incorporation of street trees and lighting. Moreover, 29th is a three lane cross-section both east and west of the district, thus narrowing this section of street would be more consistent with the overall corridor design potentially reducing merging activity.

Approach to 27th

There was a lot of excitement around what 27th could be. As a wide, relatively underutilized street, 27th offers a world of possibilities. The first step toward improving 27th is likely changing its functional classification to a collector to make it eligible for federal funding. This is consistent with the current character of the street, as it connects local streets with arterials, Southeast and Ray.

In terms of design treatments, the Studio resulted in the following recommendations:

- Designate the street as a greenway, recognizing its importance to walking and biking
- Fill pedestrian facility gaps on both sides of the street and improve overall conditions of pedestrian facilities
- Consider a curbless design which would allow for flexible use of the street for festivals
- Narrow the travelled way to reduce speeds through incorporation of raingardens and/or angled parking – this would also be particularly well received adjacent to the ballfields at Thorton Murphy Park
- To make 27th a viable option for bicycle trips that extend beyond the district, consider treatments to its intersections with Southeast and Ray to make crossing these arterials easier. The team

discussed how HAWK treatments should be further explored. (It should be noted that City staff preferred potential placement of a HAWK along Ray at 25th, instead of 27th, since this would be less likely to affect operations of the busy 29th intersection and would also be valuable in assisting safe crossings to the school.)

Functional impacts and tradeoffs

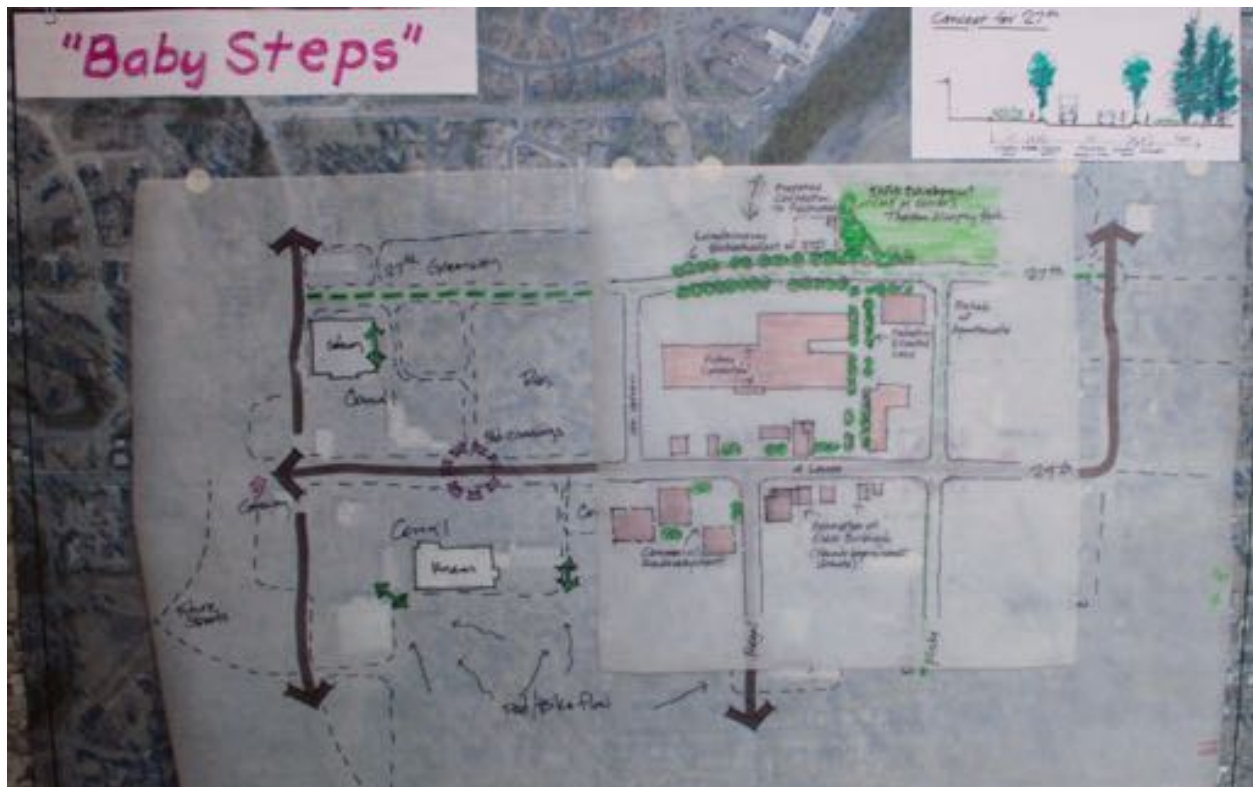
The functional impacts and tradeoffs have been discussed above, but to summarize, the major ones include:

- Conversion of 29th to a three-lane cross-section: Corridor treatments would need to be studied to ensure that reasonable vehicle operations could be maintained (we believe they could).
- Enhanced pedestrian crossings along Ray and 29th: Again, these treatments would need to be analyzed to make sure constructed treatments are appropriate to their context (traffic volumes, speeds, driver expectations, and pedestrian volumes) and do not significantly impact auto mobility.

Immediate pedestrian safety improvements

The Baby Steps alternative reflected the pedestrian safety improvements that could be put in place in the near term. It should be noted that the Baby Steps alternative is viewed as a Phase 1 of the Coming To option. The immediate improvements identified were:

- Improved pedestrian crossing at Rosaur's and along Ray (either at 27th or 25th).
- Formalizing currently informal pathways (adding lighting and other treatments) to paths including the Rockwood connection.



Step-by-step transportation network transformation

To keep this effort moving, the following items should be pursued over the next few years:

- **Reclassification of 27th to a collector.** This will allow for additional funding opportunities.
- **Get the following investment priorities on the city's six year TIP:**
 - **29th Corridor Study: S. Martin Street to Freya.** Perform a corridor study to identify enhancements to the street, which will introduce improvements to the pedestrian realm, accommodate plans for the HPTN, and improve multimodal safety and comfort, while accommodating reasonable traffic operations. This study will include identifying feasible treatments of Regal/29th
 - **Final Design Study for 27th and 29th.** For 27th, design improvements Mt. Vernon to Ray. For 29th, design improvements for Southeast to Fiske.
 - **Installation of enhanced crossings (consideration of raised or lighted crossings, RRFBs, or HAWKs).** Locations to consider include 27th/Ray, Fiske/Regal, Rosauers/29th.
 - **27th Corridor reconstruction.**
 - **29th Corridor reconstruction.**
- **Trail connection to Rockwood -** Increasing pedestrian access to the district center from the Rockwood retirement living neighborhood to the immediate north is a high priority.

All of the above actions should include coordination with key stakeholders including the neighborhood group, Spokane Transit Authority, and local businesses.

"Coming To"

Concept for 277

