



# **SOUTH LOGAN TOD PLAN**

**FINAL | JANUARY 2024**

# South Logan TOD Plan

City Council RES 2024-0015  
Adopted January 29, 2024

## Acknowledgments

The South Logan Transit-Oriented Development (TOD) Plan would not be possible without the enthusiasm and support of community stakeholders, including the businesses, neighbors, and institutional partners in and around the South Logan area. A special thanks to everyone who contributed their time and effort to the development of this plan.

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### Spokane City Council Land Acknowledgement

We acknowledge that we are on the unceded land of the Spokane people. And that these lands were once the major trading center for the Spokanes as they shared this place and welcomed other area tribes through their relations, history, trade, and ceremony. We also want to acknowledge that the land holds the spirit of the place, through its knowledge, culture, and all the original peoples Since Time Immemorial.

As we take a moment to consider the impacts of impacts of colonization may we also acknowledge the strengths and resiliency of the Spokanes and their relatives. As we work together making decisions that all benefit all, may we do so as one heart, one mind, and one spirit.

We are grateful to be on the shared lands of the Spokane people and ask for the support of their ancestors and all relations. We ask that you recognize these injustices that forever changed the lives of the Spokane people and all their relatives.

We agree to work together to stop all acts of continued injustices towards Native Americans and all our relatives. It is time for reconciliation. We must act upon the truths and take actions that will create restorative justice for all people.

*City Council Res 2021-0019, adopted on March 22, 2021*

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# Introduction

South Logan is an emerging and growing community in the Logan Neighborhood where people live, work, learn, shop, recreate, worship, and visit. It has the potential to become a vibrant and well-connected district, with three major universities and medical school programs, an accredited law school, an expanding health sciences ecosystem, newly launched Bus Rapid Transit (BRT) service, the nationally recognized Centennial Trail and multiple bikeways, Spokane River Water Trail, and a mix of housing types and affordability all in a historic, urban context along the Spokane River. The South Logan Transit-Oriented Development (TOD) Project will encourage mixed-use, walkable places in one of the most transit-rich areas of Spokane, situated in the University District and close to the heart of Spokane.

The Spokane Transit Authority (STA) City Line, Spokane's first Bus Rapid Transit route, began service in July 2023. This new all-electric transit line provides a fast, frequent, and convenient transit connection that follows a 6-mile route through South Logan, connecting downtown Spokane and neighborhoods, regional assets, and commercial centers along the route. To build on this generational investment, the South Logan TOD Plan seeks to create a focused vision to strengthen connectivity, innovation, and diversity for community members, businesses, organizations, and institutions of higher learning. The plan will leverage transit infrastructure to create new homes and business spaces in a more comfortable and walkable environment, with a lively mix of uses and easy access to businesses, amenities, and open space.

This plan was developed through a collaborative process with community members and local stakeholders and was funded by a Transit-Oriented-Development Implementation (TODI) grant from the Washington State Department of Commerce. The plan is based on a set of values derived from the project's community engagement efforts, which are developed into goals and policies, followed by recommendations for specific code changes and investments. Potential environmental impacts of new development under the plan are assessed through a subarea-wide Environmental Impact Statement (EIS) and measures to mitigate impacts will be included in a Planned Action ordinance. The Final Plan and Final EIS were adopted by City Council on January 29, 2024 (RES 2024-0015).

All project materials are available on the project website: [my.spokanecity.org/southlogantod](https://my.spokanecity.org/southlogantod).

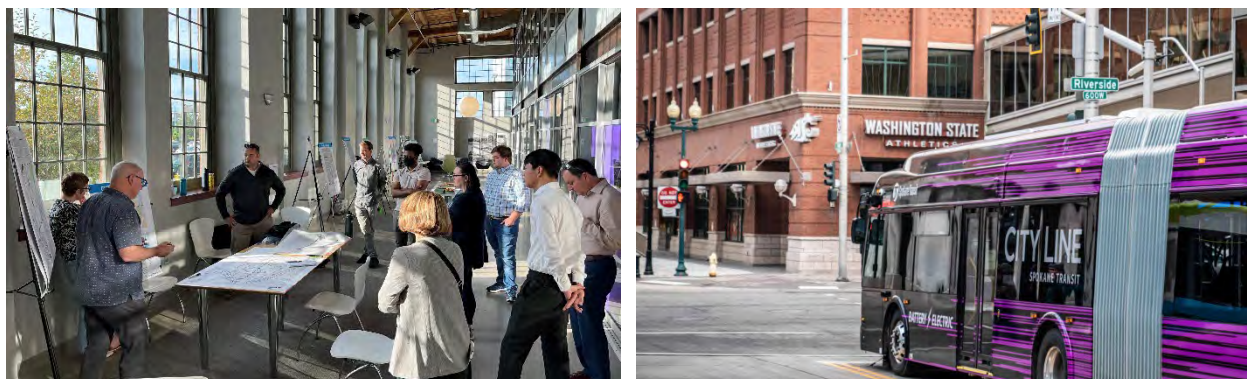
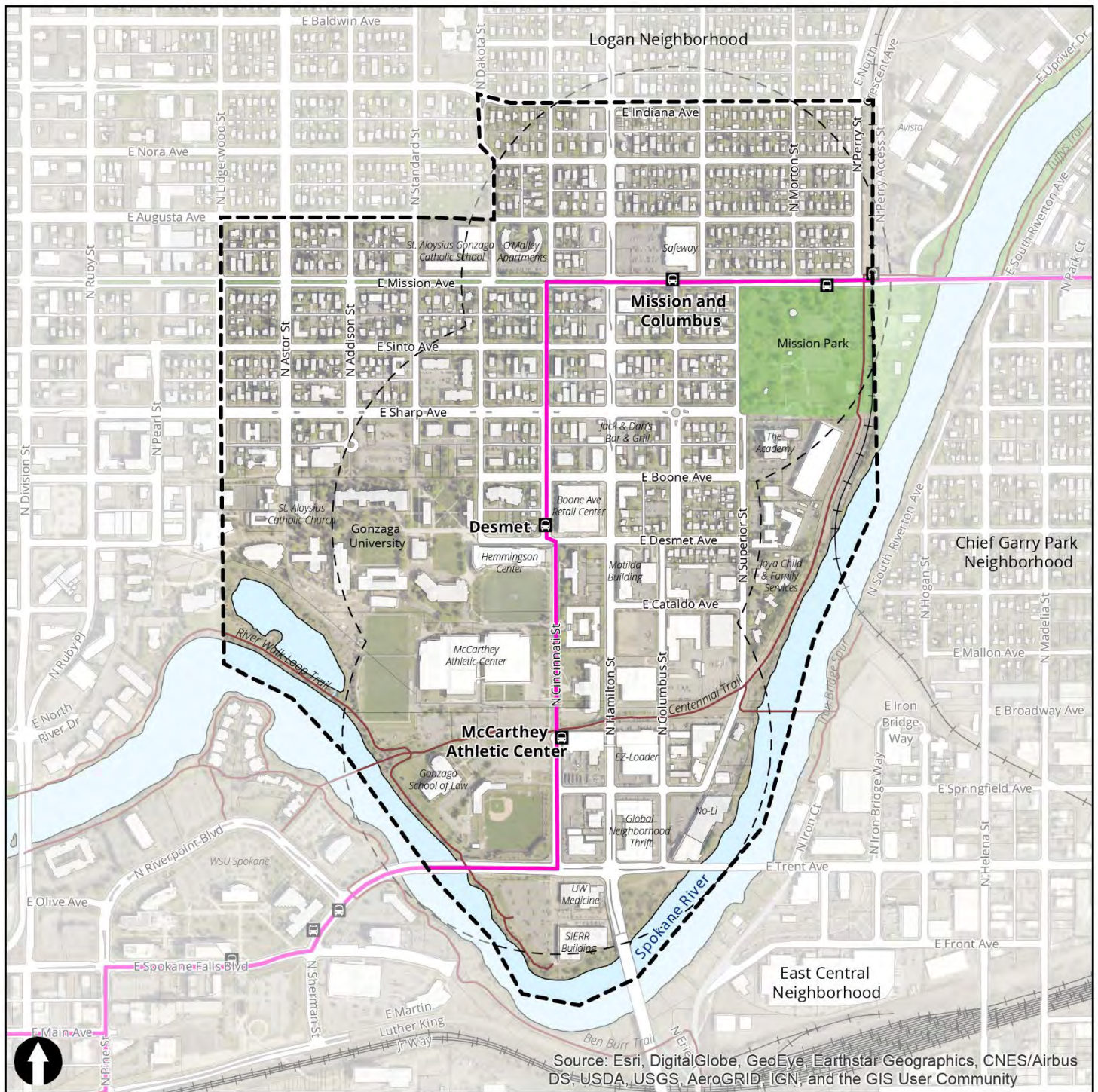


Figure 1. Left: Community Studio, September 2022. Right: City Line began service summer 2023.  
Source: STA.





## South Logan Context Map

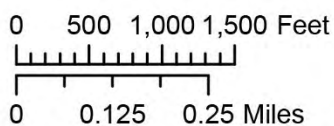


Figure 2. South Logan study area boundaries and context.



## What is TOD?

Transit-oriented development is an urban planning strategy that encourages development near high-capacity transit infrastructure, like the City Line Bus Rapid Transit (BRT). When people can easily walk from their home or workplace to a transit stop, they are more likely to ride transit, making better use of public infrastructure investments and improving mobility options for travelers. Concentrating shopping destinations and services near these transit stops further improves the viability of using transit to accomplish daily needs. Routes with higher ridership tend to see frequent service and future investments, creating a positive cycle.

Some typical TOD strategies include:

- Allowing larger buildings within  $\frac{1}{4}$  mile of the transit stop
- Loosening minimum parking requirements
- Creating a grid of safe, comfortable routes for walking and rolling
- Focusing and enhancing services and amenities in station areas
- Strengthening important nodes with high quality streetscape & building design
- Coordinating with business and property owners, community members and builders to create excitement and interest



Figure 3. Transit-oriented development concept diagram.

Source: Spokane TOD Framework study



Source: Google Earth; Image Landsat / Copernicus

## Planning Background

This section summarizes the foundation for the planning effort, including a summary of local existing conditions, past planning efforts by the City, community, partner agencies, University District Development Association and Public Development Authority (PDA), and existing zoning and development regulations.

## Existing Conditions

### Neighborhood Context

South Logan is an urban area within the Logan Neighborhood and University District that has historic roots as one of the oldest neighborhoods in Spokane and which today hosts a wide range of land uses and activities. The neighborhood is located on a peninsula formed by the bending Spokane River, which forms its boundaries to the southeast and southwest. The Spokane River has drawn people to the area for thousands of years and was the reason for both the Spokane Tribe of Indians' ancestors, who were a river people, living a semi-nomadic way of life hunting, fishing, gathering along the banks of the Spokane and Columbia rivers and their tributaries.



*Figure 4. Spokane River as seen from Gonzaga Law School.*



With European-American settlement in the 1800s and the incorporation of the City of Spokane in 1881, the river also became an important travel corridor for industry and logging. This was soon complemented by rail lines connecting through the area to regional economic resources and intercontinental lines, including the McGoldrick Lumber Company which operated from 1906 until 1946. The convenient location of the area also attracted the Jesuit missionaries who founded Gonzaga University in 1887 along the Spokane River, purchasing land from the Northern Pacific Railroad. Over the next two decades the area grew and was platted for development as a “suburb” of downtown Spokane with a pattern of wide streets and boulevard landscaping, which accommodated horse and buggy travel and pedestrians. Streetcar routes were laid in the early 1900s on Hamilton St and Boone Ave in front of the original Gonzaga College Hall. While areas to the north of Desmet Ave developed into a mix of mansion-style and working-class residences anchored by Mission Park, the area to the south attracted industrial uses, including the Spokane & Inland Empire Railroad (SIERR) rail car facility.

More than 120 years later, the Logan Neighborhood continues to serve as a meeting place for residential, educational, and business activities. Stately historic houses of the Mission Avenue Historic District contribute to this historic remnant of the city's first residential suburbs, which includes a significant collection of late 19th and early 20th century houses located on one of the city's oldest landscaped boulevards with mature canopy of trees.

Buildings associated with Gonzaga are complemented by recent streetscape investments. Students, living both in university dorms and older houses and apartments nearby, play a major role in the life of the South Logan area. Many older and long-term residents also call the area home, with pockets of homeowners and several federally funded income-restricted apartment buildings as well as non-profit retirement and assisted living facilities.

Manufacturing and commercial activities continue in the south end of the neighborhood, where EZ Loader, No-Li Brewhouse, and other local and regional businesses provide jobs and create value for the broader community. The recent additions of the UW School of Medicine-



Figure 5. McGoldrick Lumber Co. in 1908. Source: Spokesman Review



Figure 6. SIERR Building



Figure 7. Historic house on Mission Ave, known as the George & Clara Clark House

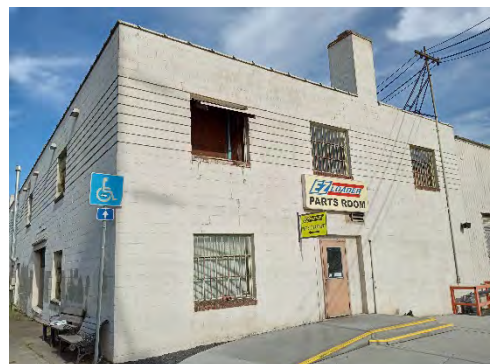


Figure 8. EZ Loader boat trailer company facility



Gonzaga University Health Partnership, the EWU Nursing Program at the SIERR Building, and the Joya Child & Family Development Center are helping to create an important hub of health sciences learning, collaboration, and innovation in South Logan. Along Hamilton St, a major north-south corridor, stores and restaurants serve local residents and workers as well as those passing through. The southern tip of the study area, south of Spokane Falls Blvd/Trent Ave to the Spokane River, is part of the East Central Neighborhood, which continues across the river.

While railroad lines once crossed the neighborhood, today major traffic arterials Hamilton St and Mission Ave bisect South Logan from south to north and east to west. These major roads move thousands of people to their destinations every day but create physical barriers within the neighborhood that deters walking. The former rail lines also created opportunities for pathways and green space. The Centennial Trail, a regional non-motorized trail for people created from the former Great Northern Railroad line, crosses through the district, providing important multimodal connections and helping to bridge the divide created by Hamilton St. In addition, the Iron Bridge (Figure 9), a former rail trestle, now provides a car-free walking, bicycling and rolling connection that will eventually link directly to the Ben Burr Trail which follows former rail lines to East Central and lower-South Hill neighborhoods. The Spokane River Water Trail offers public river access at the SIERR Building in the South Logan area, and the Upriver Park just north of the study area.



Figure 9. Iron Bridge walking/biking bridge

The Spokane Transit Authority and City of Spokane celebrated the launch of the all-electric City Line, Spokane's first rapid transit bus route, on July 18, 2023. This is the culmination of a decade of planning, design, and construction for the development of the BRT, which combines frequency and efficiency in a modern streetcar-like experience. Through local, state, and federal funds, the \$82 million project is a significant community investment into public transit that the South Logan TOD Project is leveraging to connect more people to daily services, housing, employment, school, and places to frequent in the Logan Neighborhood.



Figure 10. The City Line launch on July 18, 2023. Left: Ribbon cutting. Right: City project staff.  
Source: STA and City of Spokane.





Figure 11. Buildings and businesses of South Logan.  
Source: MAKERS and SCJ Alliance.



## Current Uses and Built Environment

The South Logan study area has an eclectic mix of uses, including Gonzaga University and student housing, athletic facilities, university medical and health sciences programs associated with University of Washington and Eastern Washington University, manufacturing and warehouses, community organizations, retail and restaurants, services, apartments, multi-unit housing, senior living communities, and detached single-unit housing. See Figure 16 on the following page for a map of current mix of land uses as of 2020.

In the southwest, Gonzaga occupies about  $\frac{1}{4}$  of the subarea, generally south of Sharp Ave and west of Hamilton St, with a range of academic, athletic, housing, and religious buildings. Manufacturing and commercial uses are found south of the Centennial Trail, which mostly consists of one- and two-story buildings as well as some vacant gravel or paved lots. South of Spokane Falls Blvd, the restored SIERR building and recently constructed \$60-million, four-story UW-GU Health Partnership Building connect the neighborhood with the emerging health and science collaborations of the University District. In these areas General Commercial (GC) and Centers and Corridors (CC) zoning allows buildings up to 150 feet in height.

North of Boone Ave, a strip of retail businesses, restaurants, and services are located along Hamilton St, continuing well north of the subarea. A portion of this area between Desmet Ave and a half of a block north of Augusta Ave is covered by the Hamilton Form-Based Code, a model zoning code developed in 2015 in close collaboration with the Logan Neighborhood Council and community members to foster a lively, walkable, mixed-use environment along Hamilton Street. Safeway, located at the corner of Mission Ave and Hamilton St, is the primary grocery store for the neighborhood and surrounding areas. The blocks surrounding Hamilton and Mission consist of a mix of housing types, with single-unit housing, apartments, and student dorms, mostly covered by low-intensity Residential 1 (R1) zoning.



Figure 12. Gonzaga University College Hall.



Figure 13. Vacant building in the industrial area.



Figure 14. Frugals Burgers on Hamilton St

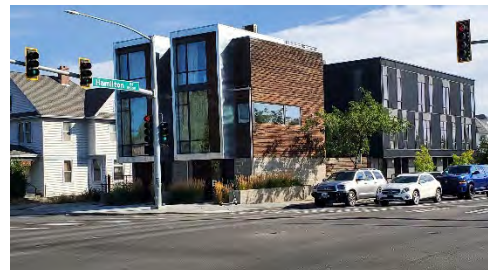


Figure 15. Recent development at Hamilton St and Indiana Ave



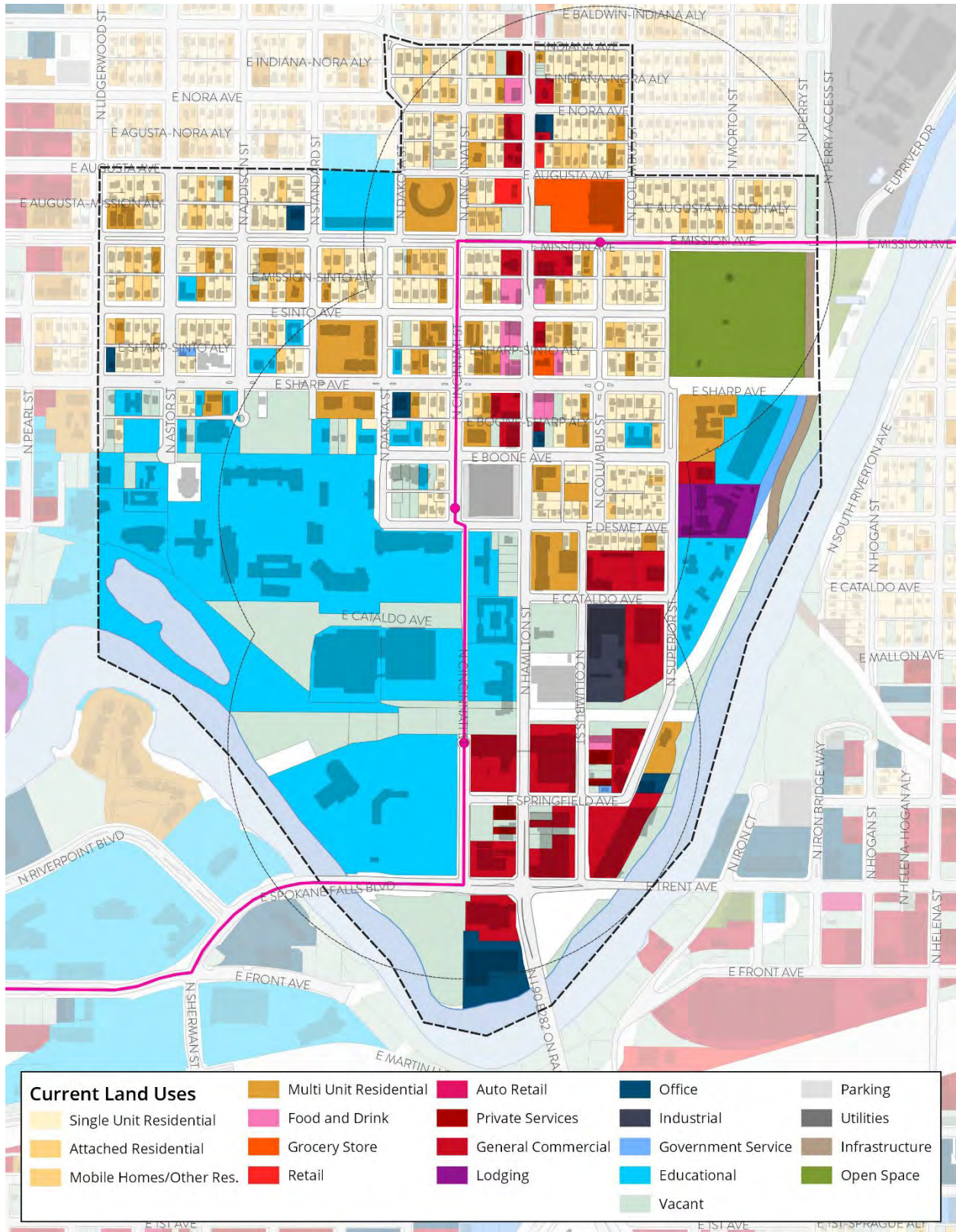


Figure 16. Map of current study area land uses  
Source: Spokane County Assessor, 2020

## Assets

- Gonzaga University and medical programs from University of Washington, Eastern Washington University, and Washington State University provide an excellent source of jobs, investment, and innovative energy for the University District, including South Logan.
- Riverfront access is a valuable amenity providing connection to the Spokane River for viewing as well as water activities, including public access to the Spokane River Water Trail at the SIERR Building in South Logan.
- Well-preserved historic buildings provide attractive landmarks that help define the area's identity.
- Proximity to downtown and major transportation corridors, including I-90 and SR 290, brings visibility, connectivity, and potential for business activity.
- STA City Line and bus routes on Hamilton St create a transit-rich area with regular and reliable service to and from downtown as well as connections with neighborhoods and farther destinations.
- Mission Park is an accessible, well-designed, historic park with the capacity to provide open space to a much larger population.
- Centennial Trail and the Iron Bridge provide excellent grade-separated walking, bicycling, and rolling connections to nearby neighborhoods and beyond, as well as surrounding bikeways and paths. The rebuilt East Trent Bridge will provide a safe connection to the Ben Burr Trail, further improving connectivity.
- Well-connected network of low-traffic streets with sidewalks, mature trees, and boulevard landscaping creates a comfortable and convenient walking environment in residential and university areas.



Figure 17. Left: St. Aloysius Catholic Church on Gonzaga University campus. Center: Waterfront brewery seating at No-Li Brewhouse. Right: New UW School of Medicine-GU Health Partnership Building as part of the Health Peninsula.

Source, Left: Farwestern, released into the public domain. Right: City of Spokane.



## Challenges

- Heavy traffic arterials bisecting the neighborhood impede mobility and degrade sidewalk experience.
- Relatively high displacement risk for local businesses, particularly those that lease property, and for current resident population, with relatively low incomes and relatively high share of people with a disability.
- Weak real estate market relative to other parts of the city.
- Limited vacant land available means achieving higher intensities will require redevelopment in most cases, with greater construction costs and displacement risks.
- Absence of student body during summer months leads to seasonal swings in business activity, which can make it difficult for retail businesses to maintain profitability throughout the year.
- Zoning complexities and barriers including parking mandates inhibit new construction.
- Centennial Trail bridge over Hamilton St is not ADA compliant and no safe and comfortable at-grade alternatives are available in the immediate vicinity.
- Public safety concerns from undesired uses exist along the Centennial Trail east of Hamilton Ave to Mission Ave.
- The at-grade crossing of E. Spokane Falls Boulevard/Trent Avenue at Cincinnati Street poses a challenge for people walking, bicycling, and rolling from the Cincinnati Greenway to the UW-GU Health Partnership building. This challenge will increase following the opening of the E. Trent Ave. Bridge.
- While the Spokane River is a scenic asset, it also forms a barrier to providing a connected grid network for mobility by all modes in and out of South Logan. Informal riverfront access at the Riverwalk Building lacks desired safety improvements for public access.
- Limited connections on the east side of the river impact the usefulness of the Iron Bridge as a walking, bicycling, rolling connection.



*Figure 18. Left: A narrow sidewalk next to high-speed traffic on Hamilton St creates an unnerving walking environment. Right: The Centennial Trail bridge over Hamilton St is too steep to provide an ADA compliant pathway.*

## Opportunities

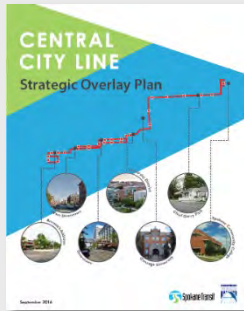
- Transit-oriented development can leverage increased public transit service, support more people living close to public transit, and create a vibrant mixed-use area.
- Improved biking and walking links to transit and existing trails would create a multi-modal hub.
- Study area riverbanks could provide space for walking, boating, socializing, and contemplation.
- Large parcels, including a handful of vacant sites in the south, provide potential for redevelopment with reduced construction costs.
- Existing underutilized rights-of-way could be transformed into amenities.
- Improved Spokane River access and crossings, particularly in the southeast riverfront area between the Mission Bridge and Trent Bridge, could increase recreational opportunities and improve mobility for people walking, bicycling, and rolling. As redevelopment occurs for buildings along the Spokane River, expanded public river access of some type would be required per SMC 17E.060 Shoreline Master Program.



*Figure 19. Left: Aging industrial buildings on large lots present redevelopment opportunities. Right: Walking, biking, and place-making improvements at BRT stops could create vibrant multi-modal hubs.*  
Source, left: MAKERS. Right: SCJ Alliance

# Past Planning and Relevant Regulations

	Year	Title	Key Contribution
	2004	University District Strategic Plan <a href="#">(link)</a>	<ul style="list-style-type: none"> <li>• Prepared by City of Spokane</li> <li>• Established a vision for a unified University District</li> <li>• Creates work plan for coalition of University District stakeholders</li> <li>• Updated in 2019 by University District Development Association and Public Development Authority</li> </ul>
	2013	Logan Neighborhood Identity Plan <a href="#">(link)</a>	<ul style="list-style-type: none"> <li>• Prepared for Logan Neighborhood Council and City of Spokane</li> <li>• Established streetscape standards to improve walking conditions and strengthen neighborhood identity</li> </ul>
	2014	Economic and Land Use Impacts of the Spokane Central City Line <a href="#">(link)</a>	<ul style="list-style-type: none"> <li>• Prepared for Spokane Transit Authority (STA)</li> <li>• Studied potential economic and land use effects of City Line BRT service</li> <li>• City Line BRT may encourage denser development and increase land values</li> <li>• City Line will support a more walkable development that complements transit</li> </ul>
	2015	Hamilton Form-Based Code <a href="#">(link)</a>	<ul style="list-style-type: none"> <li>• Prepared by City of Spokane</li> <li>• Set out design and use standards for new development on the Hamilton Street Corridor to encourage a lively environment for people walking with dense, mixed-use development</li> <li>• Established “model” form-based code approach with strong community input</li> </ul>



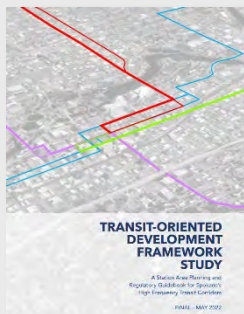
2016 Central City Line: Strategic Overlay Plan [\(link\)](#)

- Prepared for STA and City of Spokane
- Proposed high-capacity transit bus corridor through central Spokane, serving the north University District
- Recommended leveraging new transit service for economic development and housing production



2019 University District Strategic Master Plan Update [\(link\)](#)

- Prepared for University District Development Association and Public Development Authority
- Updated the original university district-wide strategic plan for the district and reaffirmed the vision
- Recommend updating zoning and development standards, improving livability, improving bike/ped transportation, preserving existing businesses, attracting new businesses, and remediating brownfield contamination
- Built on "Urban Village" scenario to envision mixed-use and industrial areas to west and east respectively.
- Provided strategic guidance to the University District Public Development Authority



2021 TOD Framework Study [\(link\)](#)

- Identify strategies best suited to Spokane for supporting TOD along high-performance transit lines, such as City Line (see below)



## TOD Framework Study

The [Transit-Oriented Development \(TOD\) Framework Study](#) was prepared in 2021-2022 by the City of Spokane and Center-Based Planning + Urban Design to assess opportunities and challenges at future transit stations along the City Line route. The study mapped local assets, barriers to mobility, and displacement risks within a ¼ mile of each City Line station and created a typology of station areas to tailor development strategies to local conditions. The three stations in the South Logan study area were found to have high potential for TOD, especially the McCarthy Athletic Center station, near Cincinnati St and Springfield Ave. This station was designated a “Center Station” appropriate for, “District-scale high and medium intensity housing with street-oriented retail, commercial uses, and employment served by public space amenities such as parks, plazas and waterfronts.”

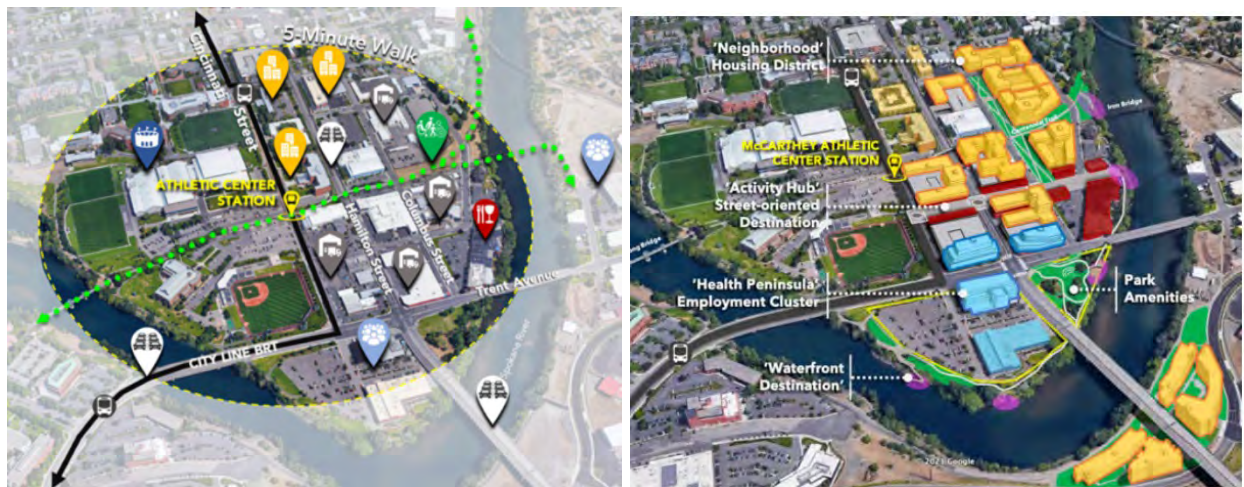


Figure 20. TOD Framework Study concept graphics for McCarthy Athletic Center station. Left: assets mapping Right: potential redevelopment massing.

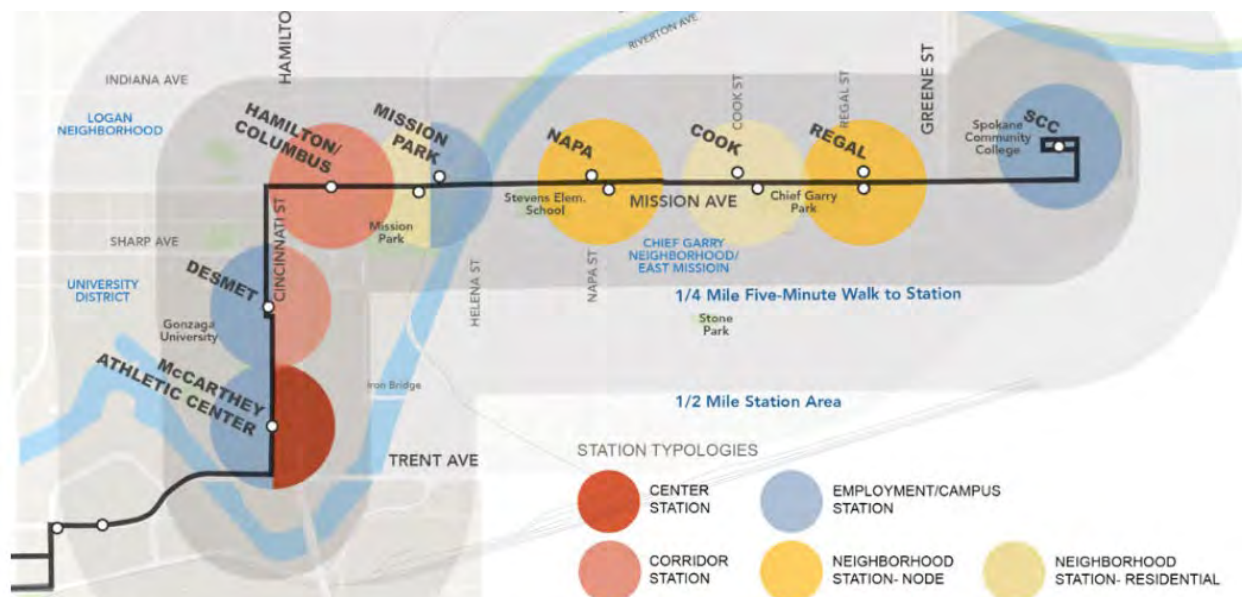


Figure 21. TOD Framework Study station area typology map.



## Centers and Corridors Study

A parallel effort launched by the City of Spokane in the Spring of 2023 is assessing the effectiveness of Centers and Corridors, a focused growth land use policy and zoning approach in the City of Spokane. Due to the study's parallel timing, it has been informed by findings of the South Logan TOD Plan and vice versa. South Logan includes both the Hamilton Corridor, which runs north and south on Hamilton St, and the Trent/Hamilton Employment Center, which is centered around the Trent and Hamilton intersection including the Health Peninsula.

The Centers and Corridors project team has completed an initial review and analysis of the Centers and Corridor policy and regulatory framework, and evaluated how the individual Centers and Corridors are performing with respect to those policies. This initial work has also assessed the Centers and Corridors development regulations, including the provisions for permitted uses, dimensional standards, parking, and design standards and guidelines. Ultimately, the study will provide recommendations:

- To update or change this growth strategy during the 2026 Comprehensive Plan Periodic Update. This will include recommendations for updated policies, land use designations, and approaches to the Future Land Use Map, associated with the Centers and Corridors.
- To update the zoning and design standards for Centers and Corridors.

The study is expected to be completed by the Summer of 2024. For more details on the study and the complete analysis of the Hamilton Corridor and Trent/Hamilton Employment Center, visit the [Centers and Corridors Study project website](#).

# Comprehensive Plan

## Subarea Plan Land Uses Overview

The study area contains a wide range of designated land use areas, with generally higher intensities in the south and lower intensities in the north. The southern portion of the study area is a designated Employment Center (EC) with very high intensity designations in its Center and Corridor and General Commercial designations. North of the EC, a designated Corridor runs along Hamilton St with narrow Center and Corridor Core and Transition designations. Gonzaga University campus in the southwestern portion of the study area is designated Institutional. In the north part of the study area, and immediately abutting high-intensity areas in places, are low-intensity Residential Low designated areas. Two narrow areas designated Residential Moderate are located at the extreme east and west of the study area respectively. Per Comprehensive Plan amendments adopted in 2023, the land use designations are updated to reflect the current policy, which emphasizes intensity of use rather than density of dwelling units.

## Centers and Corridors

The Spokane Comprehensive Plan "[Shaping Spokane](#)" designates several types of Centers and Corridors that overlay on top of land use designations and help guide zoning decisions.

### Employment Center

Employment Centers are general areas that have a mix of uses that serve residents including businesses, churches, schools, services such as day care centers, and intense (non-service sector) employment and residential uses. They can include multiple different land use designations. Center and Corridor zones in Employment Centers have increased allowed heights and reduced parking requirements.

### Corridor

Corridors are narrow areas of relatively intense mixed land uses, including retail businesses, services, and residential uses of a range of intensities. Designated corridors are intended to concentrate these uses around a multi-modal corridor with high-quality transit, wide sidewalks, street trees, seating, and landscaping.

## Land Use Designations

### Center and Corridor Core Area

This designation allows commercial, office, and residential uses and is intended to be applied in Center and Corridor areas designated in the comp plan. The type, intensity, and scale of uses allowed shall be consistent with the designated type of Center or Corridor.

### Center and Corridor Transition

These areas are intended to provide a transition of mixed uses (office, small retail, and multi-family residential) between the Center and Corridor Core designations and existing residential areas. Office and retail uses are required to have residential uses on the same site.

### **General Commercial**

The General Commercial designation includes a wide range of commercial uses. Everything from freestanding business sites or grouped businesses (shopping centers) to heavy commercial uses allowing outdoor sales and warehousing are allowed in this designation. Higher intensity residential use is also allowed. Commercial designated land is usually located at the intersection of or in strips along principal arterial streets.

### **Office**

The Office designation usually indicates freestanding small office sites and larger sites with two or more buildings located along arterial streets or intersections or as a buffer adjacent to residential areas. Higher intensity office areas should be located around downtown Spokane.

### **Institutional**

The Institutional designation includes uses such as middle and high schools, colleges, universities, and large governmental facilities. The designation is drawn over a large general area and is not intended to draw specific boundaries of institutional development. There is no specific implementing zone for the institutional designation, however residential zones include provisions that support institutional land use needs.

### **Residential High**

This designation allows for the highest intensity of residential uses with an assumed density of no less than 15 units per acre.

### **Residential Moderate**

This designation allows higher intensity residential uses like apartment complexes with an assumed density of 15 to 30 units per acre.

### **Residential Plus**

This designation allows the same uses as Residential Low but allows for the overall development scale of those uses to be slightly higher. The intent is to provide a gradual increase of intensity between Residential Low and higher intensity uses.

### **Residential Low**

As of July 31, 2023, this designation allows middle housing types (such as townhomes, duplexes, fourplexes, and cottage housing) within low-intensity residential areas. At the start of 2024, permanent development regulations, known as Building Opportunity for Housing, that permit similar housing allowances are expected to go into effect.

### **Conservation Open Space**

The Conservation Open Space land use category includes areas that are publicly owned, not developed, and designated to remain in a natural state.







# Zoning and Development

## Zoning

Zoning provisions are intended to implement the goals, policies, and land use designations of the Comprehensive Plan. The South Logan study area contains a wide range of zoning designations, with generally higher intensities in the south and lower intensities in the north. Zoning designations generally help implement the land use identified in the Comprehensive Plan, enacting regulations that help shape the built environment.

### South of Desmet Ave

The southern portion of the study area includes a combination of General Commercial (GC) and Center and Corridor Type 1 zones (CC1). General Commercial zoning allows a large range of retail and service businesses, as well as limited industrial uses, and has generally been auto focused. The CC1 zones are a combination of CC1-Employment Center (EC) (which allow for up to 150-foot building heights) and CC1-District Center (DC) zones (which allow for up to 70-foot building heights). These zones promote the greatest walking orientation of the center and corridor zones, and have some limitations placed on auto-oriented activities and uses.

### Hamilton Corridor

The study area also contains the City's only Form-Based Code (FBC) zone along the Hamilton corridor between Desmet Ave and the half block north of Augusta Ave. The FBC is a pilot program that was configured as a plug-in set of regulations, replacing pre-existing zoning and design guidelines. It was adopted by ordinance in 2015. As the name indicates, the FBC is intended to emphasize built form over traditional zoning classifications that are based more on permitted use lists. This includes a special mix of streetscape design, block-front, and building type standards. These are in addition to the usual use, height, and parking standards.

The FBC includes a "Regulating Plan" that includes four "Context Areas", CA1 through CA4, which are designated on the zoning map in Figure 23 below. The CA1 and CA2 zones allow up to 66-foot-tall buildings, the CA3 allows up to 54-foot-tall buildings, and the CA4 zone is limited to 35-foot building heights. In addition, there is a block and a half section of CC1-DC zoning along Hamilton St on the northern edge of the study area.

### North of Desmet Ave

Other parts of the study area, including the Gonzaga campus, have a mix of low to high intensity residential designations and mixed office residential designations. The Residential 1 (R1) zone occupies most of the study area north of Sharp Ave, apart from the Hamilton Street corridor. South of E Sharp Ave are a mixture of Residential 2 (R2), Residential Multifamily (RMF), Residential High Density (RHD), and Office Retail (OR, a mixed-use zone) on the west side of Hamilton St and the RMF zone east of N Superior St.



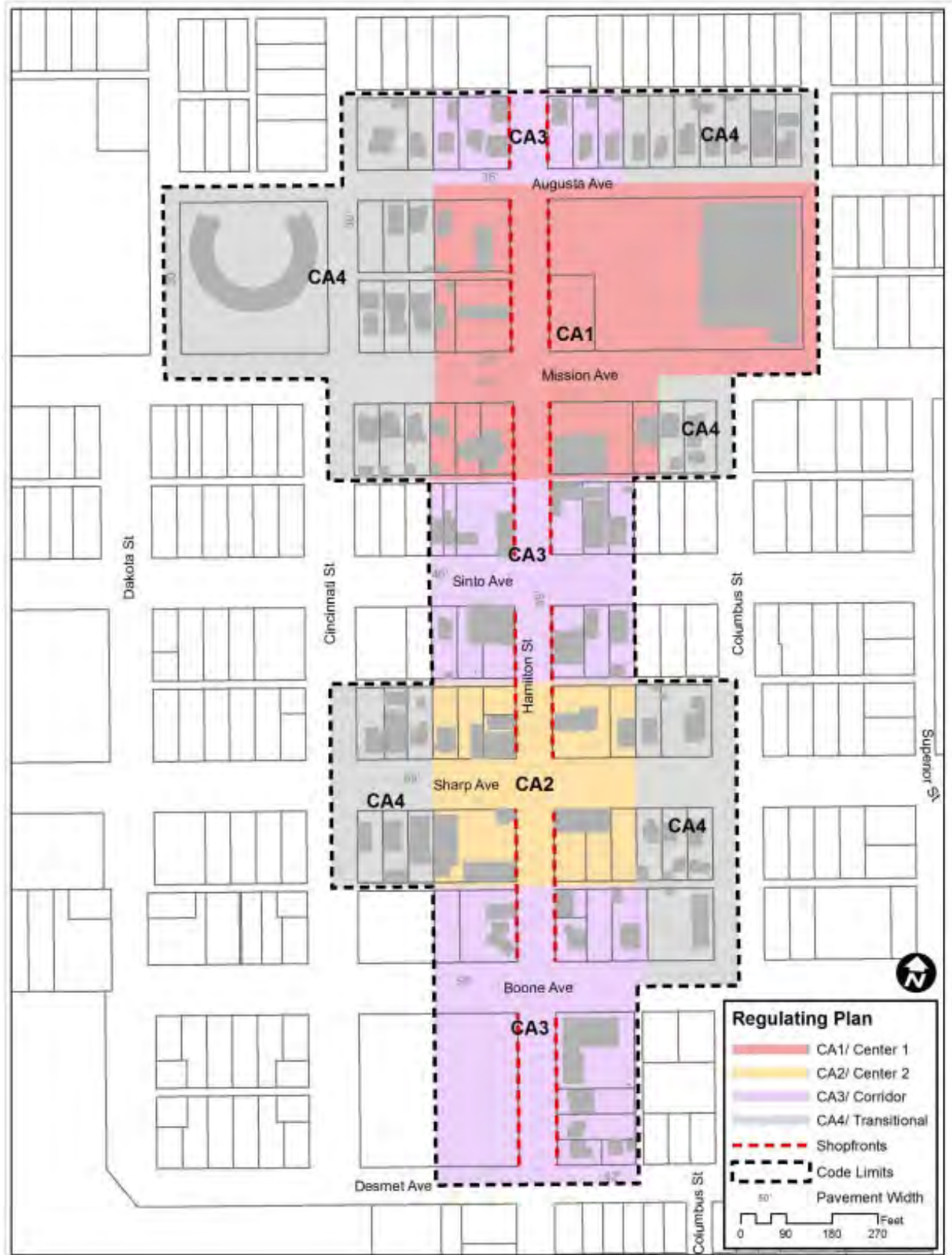


Figure 23. Current Context Areas of the Hamilton Form-Based Code as adopted in 2015.

## Building Opportunity and Choices for All and Building Opportunity for Housing

In July 2022, the City Council adopted interim zoning regulations under a pilot program called [Building Opportunity and Choices for All](#) in response to the City's declaration of a housing emergency. The interim ordinance modified residential zoning to allow for the construction of more housing types within existing neighborhoods, including allowing duplexes, triplexes, and fourplexes in all residential zones, except for the Residential Agriculture (RA) zone. In addition, the interim ordinance included changes to Centers and Corridors. This interim ordinance is set to expire December 18, 2023, while the pilot Center and Corridors regulations within the interim ordinance are expected to be extended considering continuing planning work as noted below.

Following the interim ordinance, the [Building Opportunity for Housing](#) project has developed lasting Comprehensive Plan and Municipal Code amendments that increase housing choice and diversity in the city by supporting middle housing development.

- Phase 1 – Comprehensive Plan Amendments: The first phase of the Building Opportunity for Housing project amended the Vision for housing in Spokane through the Comprehensive Plan. After a round of robust public engagement, the proposed language amendments were unanimously passed by City Council on July 31, 2023.
- Phase 2 – Municipal Code Amendments: The second phase analyzed and developed possible amendments to the Municipal Code, focusing on updating the residential development standards, such as permitted housing types, building coverage, minimum lot sizes, subdivision standards, and related administration regulations. The proposed Building Opportunity for Housing Spokane Municipal Code (SMC) text amendments were approved by City Council in November 2023, expected to go into effect in early 2024.

The permanent code changes under Building Opportunity for Housing are not expected to codify the Center and Corridor regulations approved through the interim ordinance, and a separate study on the Centers and Corridors will provide recommendations for changes. Changes to the zoning in this plan have been updated to reflect the adopted citywide changes during plan finalization.

A summary of use and density/dimensional standards by zone, as modified by the interim ordinance, are listed in tables below.

**Table 1. Existing Zoning & Interim Building Opportunity and Choices for All Zoning Summary.**

Note: Text in **bold** refers to modifications per the Interim Building Opportunity and Choices for All ordinance.

Zoning Category & Acreage	Zoning Parameters		
	Allowed Types & Uses	Max Height	Density/Floor Area Ratio (FAR)
<b>Residential Zones</b>			
Residential 1 (R1)* 97.8 acres	Low intensity residential buildings: detached house, <b>Duplex, triplex, four-plex, or townhouses</b> Manufactured house	35' (roof) /25' (wall); <b>40' (roof) /30' (wall)</b>	0.5 max FAR <b>No max FAR</b> Density Max: 10 units/acre <b>Density Max: Up to 4 units on a lot</b>



Zoning Category & Acreage	Zoning Parameters		
	Allowed Types & Uses	Max Height	Density/Floor Area Ratio (FAR)
Residential 2 (R2)* 22.8 acres	Low intensity residential buildings: detached house, duplex, <b>triplex, four-plex, or townhouses</b> Manufactured house	35' (roof) /25' (wall); <b>40'(roof) /30' (wall)</b>	0.5 max FAR <b>No max FAR</b> Density Max: 20 units/acre <b>Density Max: Up to 4 units on a lot</b>
Residential Multifamily RMF 26.4 acres	Multifamily buildings, SROs, low-intensity residential buildings	35' <b>40'</b>	No max FAR Density Max: 30 units/acre ( <b>does not apply to low-intensity residential buildings</b> )
Residential High Density (RHD) 49.0 acres	Multifamily buildings, SROs, low-intensity residential buildings	55' (one half block of RHD fronting on the Desmet BRT stop is 35')	No max FAR No max density
<b>Commercial Zones</b>			
Office retail (OR) 15.1 acres	Office, vertical mixed use, retail, institutional uses, residential uses	55'	6.0 max FAR for non-res
GC 45.9 acres	Most commercial and residential uses	150'	Max FAR for non-res <b>No max FAR for res/mixed-use</b>
CC1-DC 16.7 acres  CC1-EC 9.25 acres	Commercial and residential uses with some limitation on auto-oriented uses.	DC: 55' non-res. (corridor); <b>70' res-mixed (corridor)</b> EC: 150' (emp center)	<b>Min FAR 1.0 for res/mixed-use</b> 0.5 max base FAR for non-res 3.0 max FAR for non-res with amenities <b>No max FAR for res/mixed-use</b>
<b>Hamilton Form-Based Code</b>			
CA-1 8.6 acres;  CA-2 3.68 acres	Mix of pedestrian-oriented commercial, office & multifamily residential uses	66'	No max FAR
CA-3 9.1 acres	Mix of pedestrian-oriented commercial, office & multifamily residential uses	54'	No max FAR
CA-4 10.8 acres	Mostly residential uses with some pedestrian-oriented commercial in mixed-use buildings	35' (roof) / 25' (wall)	No max FAR

*\*Under the Building Opportunity for Housing initiative, Residential Single-Family was changed to Residential 1 (R1) and Residential Two-Family was changed to Residential 2 (R2) in November 2023 during the development of this final plan.*

## Design regulations

All zones are subject to some level of design-related regulations. These are located in the Spokane Municipal Code chapters associated with Residential zones (SMC Chapter 17C.110), Commercial zones (SMC Chapter 17C.120), and Center and Corridor zones (SMC Chapter 17C.122). The Form-Based Code Zones (SMC Chapter 17C.123) have their own unique set of placement, streetscape, and architectural standards.

## Block frontage regulations

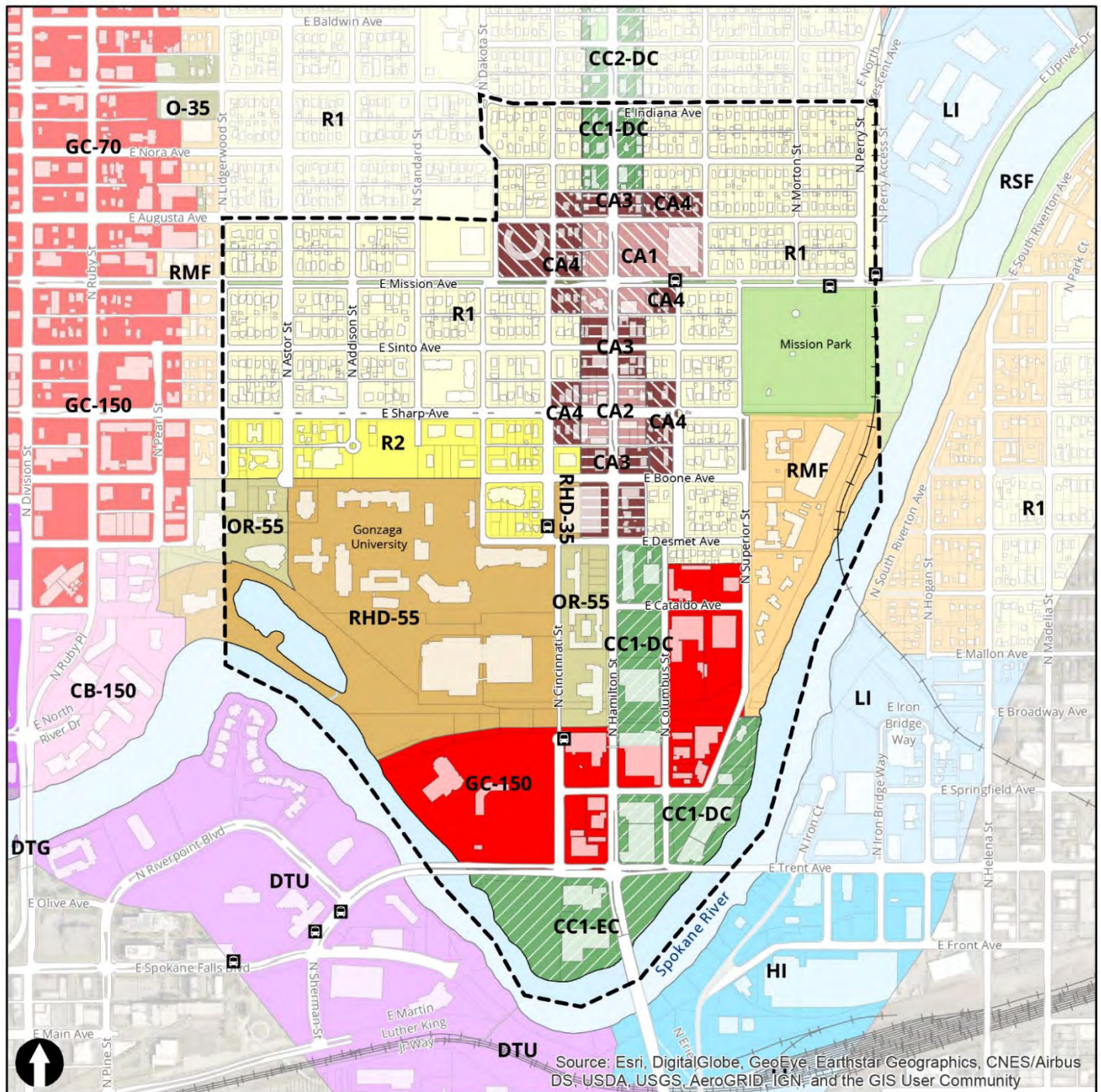
Block frontage provisions are a critical regulatory tool in helping to shape the form, function, and character of streetscapes. Table 2 below summarizes the key standards influencing the design of block frontages (i.e., the placement, orientation, and design of building frontages along a street).

**Table 2. Summary of key block frontage standards.**

Zone	Sidewalk storefront form?	Ground-floor uses	Surface-level parking	Unique frontage/ design thresholds
<b>CA-1</b>	Required - along Hamilton (with maximum setback of 15'); optional elsewhere except along Street Type 1 (5' min setback)	Residential prohibited on Hamilton; Commercial and residential allowed elsewhere	Prohibited between street and building	SMC Chapter 17C.123 Form-based code zone/standards: Streetscape and architectural
<b>CA-2</b>	Required - along Hamilton (with maximum setback of 15'); optional elsewhere except along Street Type 1 (5' min setback)	Residential prohibited on Hamilton; Commercial and residential allowed elsewhere	Prohibited between street and building	SMC Chapter 17C.123 Form-based code zone/standards: Streetscape and architectural
<b>CA-3</b>	Required - along Hamilton (with maximum setback of 15'); allowed elsewhere except along Street Type 1 (5' min setback)	Residential prohibited on Hamilton; Commercial and residential allowed elsewhere	Prohibited between street and building	SMC Chapter 17C.123 Form-based code zone/standards: Streetscape and architectural
<b>CA-4</b>	Prohibited; 15' min setback	Non-residential uses must have a residential component	Prohibited between street and building	SMC Chapter 17C.123 Form-based code zone/standards: Streetscape and architectural
<b>CC1</b>	Optional - for non-residential buildings within 20' of an arterial, 50% of façade between 2-10' must be transparent	Commercial and residential allowed	Prohibited between street and building	Center and Corridor Design Guidelines
<b>GC</b>	Optional - for non-residential buildings within 20' of an arterial, 50% of façade between 2-10' must be transparent	Commercial and residential allowed	Allowed between street and building	SMC Chapter 17C.120 Commercial design standards
<b>OR</b>	Optional - for non-residential buildings within 20' of an arterial, 50% of façade between 2-10' must be transparent	Commercial and residential allowed	Allowed between street and building	SMC Chapter 17C.120 Commercial design standards
<b>RHD</b>	Prohibited; 15' min setback	Residential with limited option for office	Allowed between street and building	SMC 17C.110.400 Multifamily design standards
<b>RMF</b>	Prohibited; 15' min setback	Residential with limited option for office	Allowed between street and building	SMC 17C.110.400 Multifamily design standards



Zone	Sidewalk storefront form?	Ground-floor uses	Surface-level parking	Unique frontage/ design thresholds
<b>R2</b>	Prohibited; 15' min setback	Residential	Some limitations for small lots and duplexes	SMC 17C.110.310 Small lot and attached housing design standards
<b>R1</b>	Prohibited; 15' min setback	Residential	Some limitations for small lots and duplexes	SMC Chapter 17C.110, except duplexes, attached houses, and buildings with 3-4 units are subject to design standards in SMC 17C.400.030



## Current Zoning

0 500 1,000 1,500 Feet  
0 0.125 0.25 Miles

	Center and Corridor Type 1		Downtown University		Residential Multifamily
	Center and Corridor Type 2		General Commercial		Residential 1
	Community Business		Heavy Industrial		Residential 2
	Context Area 1		Light Industrial		Study Area
	Context Area 2		Neighborhood Retail		City Line Route
	Context Area 3		Office		City Line Stop
	Context Area 4		Office Retail		Parks
	Downtown General		Residential High Density		Railroad

Figure 24. Current zoning map of the project and context areas. This map reflects the recent zone name changes under Building Opportunity for Housing in November 2023.



## Market Conditions

Changes to zoning can help guide the direction of future development, but can't on their own create new homes, businesses, and community spaces. For that to happen, individuals and developers have to decide to invest in South Logan. While residential real estate prices in the study area are somewhat lower than Spokane as a whole, the new amenity provided by frequent, convenient transit service via the City Line, and the regulatory assistance provided by the Planned Action EIS associated with this plan, will increase interest in development.

In the short-term, market-rate apartments or student housing is likely financially feasible in the study area, while development of income-restricted housing would require outside financial support. Single unit and townhouse development is likely financially feasible in limited circumstances but is unlikely to be pursued where existing buildings bring in reliable rents.<sup>1</sup> At the same time, current rental rates for commercial uses are too low to justify the cost of construction for most retail, office, and manufacturing uses. Over time, with investments in streets, public spaces, infrastructure for walking, biking, and rolling, and other amenities, financial feasibility of more types of development is likely to improve.



*Figure 25. Left: Recent construction in the south University District, across the river from South Logan, partly spurred by city investments in infrastructure. Right: New market-rate multifamily building in Kendall Yards.*

The most promising potential development sites are located between Cataldo Ave and Trent Ave in the Hamilton St corridor. This area is characterized by large, low-intensity manufacturing sites with a variety of commercial zoning designations, including General Commercial (GC), Office Retail (OR), and Centers and Corridors (CC). Sites in this area are well positioned for redevelopment with higher intensity, mixed-use buildings with a greater focus on pedestrian-orientation amenities and some limitations on auto-oriented activities. There are several parcels south of Cataldo Ave that have recently changed ownership or are transitioning away from legacy manufacturing uses, which could result in significant opportunity for redevelopment. Due to its size, dimensions, and visibility, the Safeway site at the northeast corner of E Mission Ave and Hamilton St also has significant

<sup>1</sup> South Logan, Existing Conditions Report, 2022

redevelopment potential for ground floor grocery with multi-story housing above, though this is dependent upon Safeway's long-term strategy for store redevelopment.

Other areas of the study area are less likely to see redevelopment in the near future. Many educational and institutional uses, including the Gonzaga Tennis Center, the Boone Ave Retail Center, the St. Aloysius Catholic Church and associated religious facilities, the St. Aloysius Gonzaga Catholic School, the Health Peninsula, and other university-focused sites are not anticipated to have redevelopment pressure. Other recently redeveloped sites include The Academy Apartments, Joya Child Family Development, the Matilda Apartments, and The Warehouse, a private recreational facility. Much of the housing along the northern edge of Gonzaga University is owned and managed by the University as student housing, and Gonzaga has their own master housing plan.

## Affordable Housing and Displacement Risks

In recent years, the City of Spokane has invested in substantial research related to zoning reform, transit-oriented development, housing policy, and anti-displacement measures which might be adopted either citywide or in specific areas, including research which focused on the South Logan area. Heartland LLC prepared a Housing and Anti-Displacement Memo (Appendix 1) to summarize research, best practices, and a range of policies to promote housing and anti-displacement strategies in the study area and beyond. Affordability and anti-displacement measures were also highlighted in public meetings and comments as a community priority for future development and redevelopment in South Logan.

### Understanding Displacement

Displacement in its various forms – physical, economic, and cultural – has multiple, often interrelated causes and is often a consequence of growth and development. However, the impacts of displacement can be mitigated. It is important that policies and plans in this area leverage the relationship between transportation and development to minimize displacement and ensure that new investment benefits existing residents and businesses in addition to accommodating new ones.



Figure 26. Causes of Displacement and Anti-Displacement Strategies, Heartland LLC.



## Vulnerable Populations

Lack of housing which is affordable to low- and moderate-income residents has been identified as a critical factor driving displacement of people. Similarly, lack of affordable commercial space is a key driver affecting the displacement of businesses. In South Logan, two demographic groups have been identified as most vulnerable to the pressures of displacement:

**Non-student, low-income residents, particularly elderly and/or disabled people.** Residents over age 65 represent approximately 13% of the population in the study area, roughly in line with the city as a whole. At the same time, 34% of households in the study area are home to at least one person with a disability, compared to 16% of the citywide population. This is likely due to the presence of several group homes and assisted living facilities in the study area.

**Locally owned businesses.**

There are approximately 131 businesses in the study area, with a total of 2,751 jobs.<sup>2</sup> These include 47 retail trade and eating and drinking businesses, and 51 businesses classified as services. Roughly 80% of employees in South Logan are estimated to work at locally owned businesses.<sup>3</sup> Some businesses, especially locally owned businesses, are located in older buildings with relatively affordable rents and long-term leases.

## Affordable Housing

Household incomes in the South Logan study area are generally much lower than for the city, likely a result of the large student population who tend to have lower incomes while in school. Relatedly, a much higher proportion of the study area residents (58%) fall below the poverty line than citywide residents (13%). According to HUD, an average of 46% of households are cost-burdened, which refers to household costs that are more than 30% of the household income.<sup>4</sup>

The study area currently includes a range of housing types, including detached single-unit houses, student dormitories, and both market-rate and subsidized apartments. The area also includes a large proportion of detached houses that have been converted into rooming houses or de facto apartments for student housing. There are two HUD multifamily properties with a total of 141 affordable units, and at least five other properties that provide housing for low-income households, seniors, and inclusive living communities for people with disabilities. Overall, about 93% of study area residents pay some form of rent for housing, while 7% own their own home.<sup>5</sup>

As redevelopment occurs, maintaining and expanding housing affordability in South Logan ensures that people of all incomes can experience the benefits of dense, mixed-use, pedestrian-oriented development near transit.

## Affordability and Anti-Displacement Strategies

In the early stages of neighborhood redevelopment, incentives can be a catalyst to guide the path of future development in a way that is aligned towards pre-defined policy goals, whereas requirements, however thoughtfully conceived, can wind up preventing most or all new development. There may be a role in later stages of development for thoughtful requirements along

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<sup>2</sup> ESRI, 2022

<sup>3</sup> South Logan, Existing Conditions Report, 2022

<sup>4</sup> HUD Community Planning & Development Maps, <https://egis.hud.gov/cpdmaps/>

<sup>5</sup> ACS 2020 5-year estimates

with better opportunities to effectively generate revenue through development without stifling it. It is important that policies and plans in this area leverage the relationship between transportation and development to prevent displacement and ensure that new investment benefits existing residents and businesses in addition to accommodating new ones.

Below are incentives that the City of Spokane already has for the development of affordable housing as of 2023, as well as other incentives that could be used to foster development meeting community objectives. The affordable housing incentives below require units to be affordable to those earning up to 115% AMI.

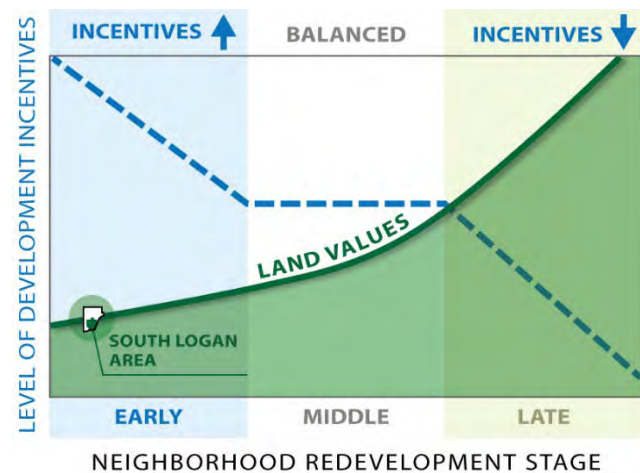


Figure 27. Impact of Incentives on Neighborhood Development, Heartland LLC.

**Table 3. Existing Citywide Affordable Housing Incentives.**

Qualifying Incentives	Proportion of Market Rate and Affordable Units			
	100% Market Rate Units	25-30% Affordable Units	50% Affordable Units	100% Affordable Units
Parking Reduction <sup>1</sup>	X	X	X	X
Density Bonus <sup>2</sup>	X	X	X	X
GFC Fee Waiver <sup>3</sup>	X	X	X	X
MFTE <sup>4</sup>	X	X	X	X
Parking to People <sup>5</sup>			X	X
HUD/Federal Incentives <sup>6</sup>				X

<sup>1</sup>Final direction dependent on City Interim Parking Ordinance C36405, which removes parking minimums for Residential Household Living Uses close to transit until July 2024, or permanent regulations under HB 1110.

<sup>2</sup>Height and capacity bonuses for development made up of at least 50% residential in Center and Corridor zones through Building Opportunity and Choices for All.

<sup>3</sup>Any development in a Public Development Authority or if also qualifying for MFTE, Parking to People, or a non-profit providing affordable housing.

<sup>4</sup>Multi-Family Tax Exemption. No affordability requirements for 8-year exemption in Residential Targeted Areas. Affordability requirements for 12- and 20-year exemptions in all areas.

<sup>5</sup>Deferral of sales and use tax on the construction of housing, if developing a site that was [previously a parking lot open to the public.

<sup>6</sup>Much stricter affordability requirements. Usually 60% AMI and lower.

Preserving older housing that is often affordable below market rate can also be part of the solution to maintain lower housing costs. A combination of local and state programmatic interventions and resources can support renters and owners and incentivize non-profit organizations or developers to acquire and preserve existing affordable housing. The City of Spokane's Minor Home Repair and Single-Family Rehabilitation programs, administered through the [Community Housing & Human Services Department](#), are local programs that provide grants and loans to low and moderate-income homeowners for health and safety repairs and home rehabilitation projects. These types of programs help to offset maintenance costs and help current residents to stabilize and improve their housing, which can reduce displacement risk caused by market speculation. The [Spokane Housing Action Plan](#) outlines citywide strategies that could support maintaining affordability and quality of the existing housing stock.<sup>6</sup>



*Figure 28. Current income-restricted housing in South Logan, including the O'Malley Apartments (l) and the Hamilton House Apartments (r).*

Source: Catholic Charities Eastern Washington (l) and Apartments.com (r)

<sup>6</sup> Spokane Housing Action Plan, <https://my.spokanecity.org/housing/spokane-housing-action-plan/>



# Subarea Plan Process

Central to this community planning effort was outreach and engagement to learn from a broad range of community members about their neighborhood, including residents, businesses, property owners, universities, organizations and institutions, and others interested in the South Logan subarea plan. Engagement for the project started in summer of 2023 and continued throughout the scope of the project through adoption. The community engagement deeply informed the South Logan plan values, outcomes, and recommendations, and feedback is integrated throughout this document.

Major engagement activities in the South Logan planning process include:

- Online Community Survey
- Community Planning Studio
- Stakeholder Interviews
- Community Tabling
- Online StoryMap
- Neighborhood Updates
- Gonzaga Student Forum
- Blog Posts
- Social Media
- Postcard Mailings
- Email Newsletter
- Plan Commission Updates
- City Council Updates
- Public workshops
- Public hearings



Figure 29. Community survey responses to “describe an ideal South Logan”

A full summary of the engagement activities is included in Appendix 2. All materials, presentations, recordings, and meeting notes are available on the City’s project website at [my.spokanecity.org/southlogantod](https://my.spokanecity.org/southlogantod).

The Draft South Logan TOD Plan and Draft Environmental Impact Statement (DEIS) were released for public review and comment in May 2023 for a 30-day comment period with a public workshop on May 18 to discuss community priorities, concerns, and questions. The Final South Logan TOD Plan and Final EIS were issued on November 30, 2023 with consideration by Plan Commission on December 13, 2023 and City Council adoption by resolution on January 29, 2024.

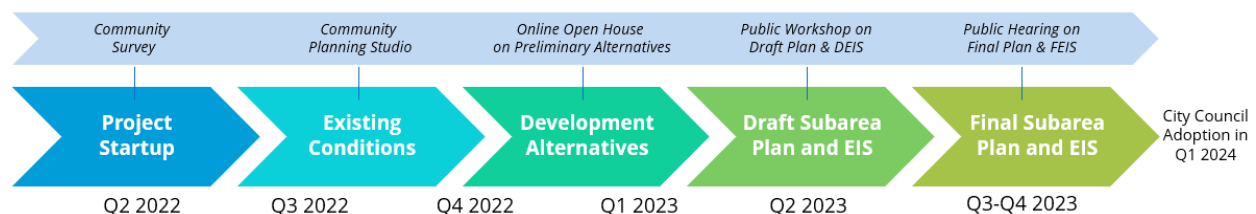


Figure 30. South Logan TOD Project Timeline

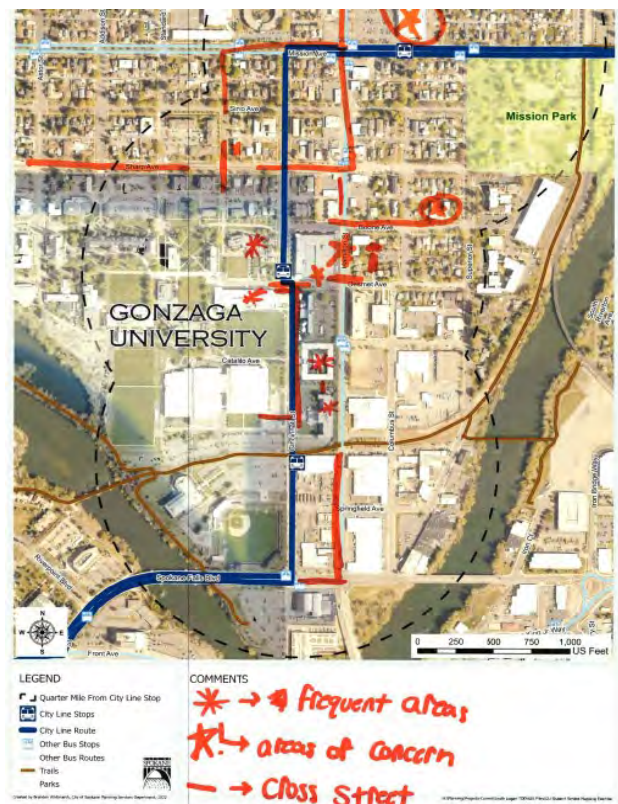


Figure 31. Images of community engagement throughout the South Logan planning process.



# Planning Framework

## Plan Values

The following values were produced from the plan's purpose and context combined with engagement activities with the community including stakeholder interviews and collaboration, input from an online survey, community planning studio, engagement with Gonzaga University students, and multiple meetings with the Spokane Plan Commission and City Council:

❖ **Enhance connectivity, accessibility, and mobility in South Logan and to Spokane River**



❖ **Support universities and health sciences sectors, innovation & sustainability**



❖ **Support job access, diverse industries, and employment**



❖ **Expand housing options and affordability for residents of all incomes & ages**



❖ **Minimize residential and local business displacement**



❖ **Build on South Logan's diverse urban context & history with integrity**





## Plan Concept

Informed by the results of community engagement, analysis of existing assets, challenges, and opportunities, and evaluation of alternative scenarios, this plan recommends a set of actions to spur development of needed housing within easy access to high-quality mobility options. Implementation of the plan is projected to help bring 6,000 new residents to the subarea by the year 2047.

Plan recommendations are based on the Preferred Alternative which was evaluated through an Environmental Impact Statement (EIS) process along with No Action and other action alternatives. For more about the EIS and plan alternatives see Appendix 3: Plan Alternatives.

Plan recommendations include:

- Pairing investments in transit infrastructure with targeted **investments in public spaces** including streetscapes and park/plaza space to create a neighborhood rich in amenities for residents, workers, and visitors.
- Improvements to **walking, biking, and rolling connections** will make it easier and more comfortable to move throughout the neighborhood and reach BRT stations without a car.
- Strategic updates to **zoning, design standards, and other regulations** will help encourage private investment in new homes and workplaces.
- A coordinated marketing strategy will help draw more businesses and residents to the area, while **anti-displacement efforts** will help existing residents and community anchors take part in the area's growth.



Figure 32: Clockwise from top left: Cincinnati & Desmet City Line station, Cincinnati streetscape improvements, City Line station art and bike rack, community mural at Roots Coffee Kitchen.

Source: Clockwise from top left: STA, MAKERS, SCJ, City of Spokane



## Concept Map

The map below illustrates the key features recommended in the subarea plan that support a cohesive transit-oriented district.

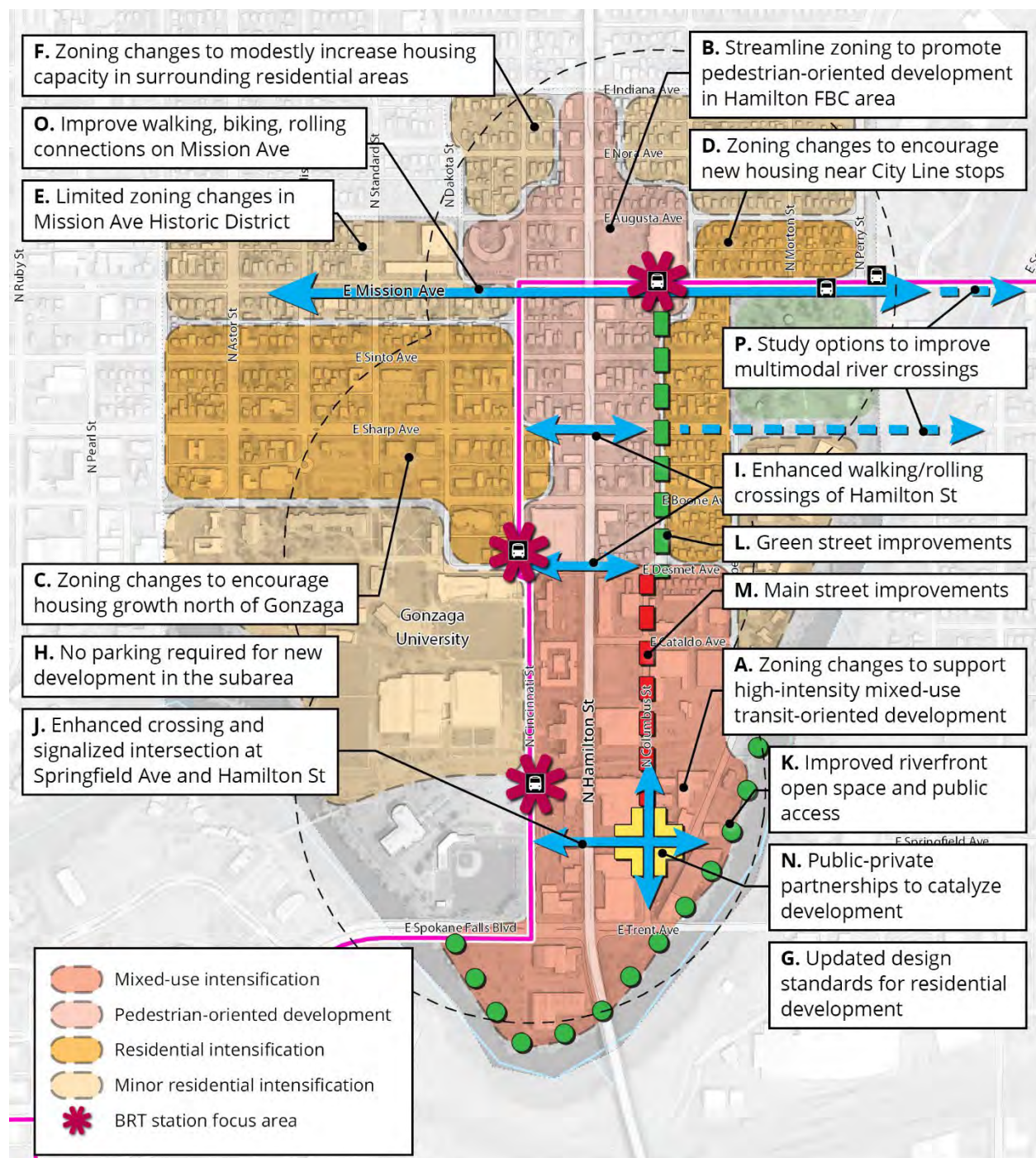


Figure 33. Summary map of plan recommendations including changes to zoning and public investments.

# Plan Features

## Land Use and Zoning Changes

- A. Expand **high-intensity TOD zoning** in the commercial/industrial areas south of Boone Ave to increase pedestrian-oriented redevelopment opportunities. This action largely consolidates the areas currently zoned GC-150, CC1-DC, and CC1-EC into a single zone, which would promote a more pedestrian friendly mix of uses than the GC zone. The GC and CC1-EC zones feature 150-foot height limits, with the proposed change providing a 150-foot height limit for the whole area.
- B. Integrate strategic adjustments to the **Hamilton Form-Based code (FBC)** to simplify the height limits and design standards, reduce barriers to desired redevelopment, and emphasize pedestrian-oriented development. Apply the adjusted Hamilton FBC to the envisioned pedestrian-oriented focal point at Springfield Ave and Columbia St.
- C. Rezone to considerably **increase housing capacity** north of Gonzaga University from Boone Ave to Sinto Ave and allow greater flexibility for on-campus development.
- D. Rezone to considerably **increase housing capacity near BRT stations** around Mission Park.
- E. Transition north of Sinto Ave to lower allowed heights and intensity to reduce impacts to **Mission Ave Historic District**.
- F. Rezone to modestly **increase housing capacity in residential areas** within walking distance of BRT stations.
- G. Enact revisions and adoption of **updated design standards for residential development** prior to or in conjunction with zoning changes.
- H. **Remove parking minimums** for all uses in the subarea.

See Recommended Zoning/Code Changes in the Action Plan below for more details on the above proposals.

## Priorities and Investments

- I. Enhance existing **Hamilton St crossings** and update streetscape plans, including a redesign of Sharp Ave/Hamilton St intersection with bump-outs and other infrastructure. These improvements are critical to enhancing pedestrian access to BRT stations by enhancing pedestrian safety and comfort. Such improvements would also enhance the visual character of the corridor.
- J. Install an enhanced crosswalk at the **Hamilton St-Springfield Ave intersection**, like a High-Intensity Activated Crosswalk (known as a HAWK) signal (see figure below) or full traffic signal, to function both as the at-grade ADA-compliant Centennial Trail crossing of Hamilton St and help to facilitate desired transit-oriented development on adjacent and nearby properties. The type of enhancement would be determined by further study.





Figure 34. Crosswalk with a HAWK signal on Ruby Ave in Spokane.  
Source: City of Spokane

- K. Maximize **riverfront connections**, open space improvements, and access. These improvements are supported by the [Spokane Parks and Natural Lands Master Plan](#). The riverside context of this area is one of the primary character-defining features and important to the livability of the area as a vibrant transit-oriented development district.



Figure 35. Spokane River as seen from the Iron Bridge.

- L. Invest in **green street improvements** on Columbus St between Mission Ave and Desmet Ave. Green street improvements place a greater emphasis on water-friendly landscaping elements, which typically include traffic diverters, crossing improvements, and Green Stormwater Infrastructure (GSI). Such improvements would enhance the environmental quality and visual character of the neighborhood plus contribute to the setting for desired transit-oriented development.



Figure 36. Examples of GSI streetscape improvements.

Source, center: Ryan Packer, used with permission. Left and right: MAKERS.

- M. Invest in **main street improvements** on Columbus St between Desmet Ave and Trent Avenue. Main street improvements may include walking-oriented streetscape design with ample sidewalks, street furniture, wayfinding, street trees, and public art or other character-defining elements. The investment could include city-initiated improvements or partnering with adjacent property owners in conjunction with new development.



Figure 37. Main street improvements in Burien, WA.

- N. **Pursue public/private partnerships** to provide neighborhood amenities to catalyze desired development. This could include a corner plaza integrated into surrounding development and/or a development-wrapped parking garage. BRT investment promotes the use of public transit and helps shift long-term transportation modes. In the short term, development in areas that are transforming from auto-oriented environments to vibrant mixed-use centers can benefit from a parking structure as a catalyst for desired mid-rise mixed-use development forms. Notable examples can be found in downtown Bozeman (MT), Kent Station, Kent (WA), and Woodin Creek Village, Woodinville (WA) (example figure below of a garage well hidden behind active building frontages). Providing structured parking can assist TOD in areas under transformation by concentrating automobile parking in a single portion of a district offset from main streets, enabling pedestrian-oriented design throughout the remainder of the street network. This allows visitors to park once and experience the area primarily by walking, rolling, or taking the bus.



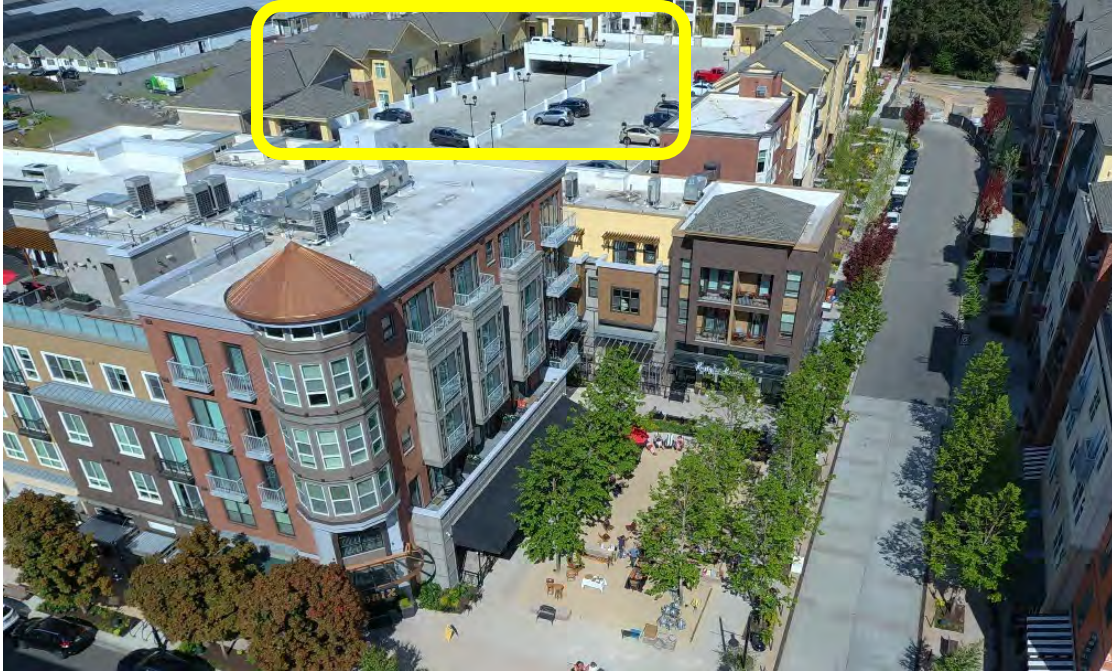


Figure 38. "Texas donut" style housing with hidden parking garage built with public/private funding in Woodinville, WA.

- O. Study options for **improved east-west connections** for people walking, bicycling, and rolling across and through the north end of the neighborhood on Mission Ave. Mission Ave is the only direct bicycle and walking connection between the study area and Chief Garry Park Neighborhood. The Iron Bridge, a half-mile to the south, provides the closest alternative route. Such improvement could include widening the current facility or constructing a separate, adjacent pedestrian connection if widening the existing facilities isn't feasible.
- P. Study options for **improving river crossings** for people walking, bicycling, and rolling in the vicinity of Mission Park, including studying a new bike/walk bridge at Sharp Ave, if related improvements on or adjacent to the Mission Ave bridge are determined to be infeasible. A new Sharp Ave crossing over the Spokane River would provide a parallel crossing for people walking, bicycling, and rolling, connecting directly with a planned shared-use pathway along Riverton Avenue and future east-west neighborhood greenways in the Chief Garry Park Neighborhood. If pursued, additional study and community discussion is needed to determine feasibility of this option.





Figure 39. Potential location for ped/bike bridge.

Source: Google Maps. Imagery ©2023 Google, Imagery ©2023 CNES / Airbus, Maxar Technologies, U.S. Geological Survey, USDA/FPAC/GEO, Map Data ©2023 Google

# Land Use Framework

The zoning categories mapped below and described in the following pages help structure assumptions about allowed and likely development outcomes through the 2047 growth planning horizon. These categories are simplifications of existing zones and/or future zones that will be developed following plan adoption.

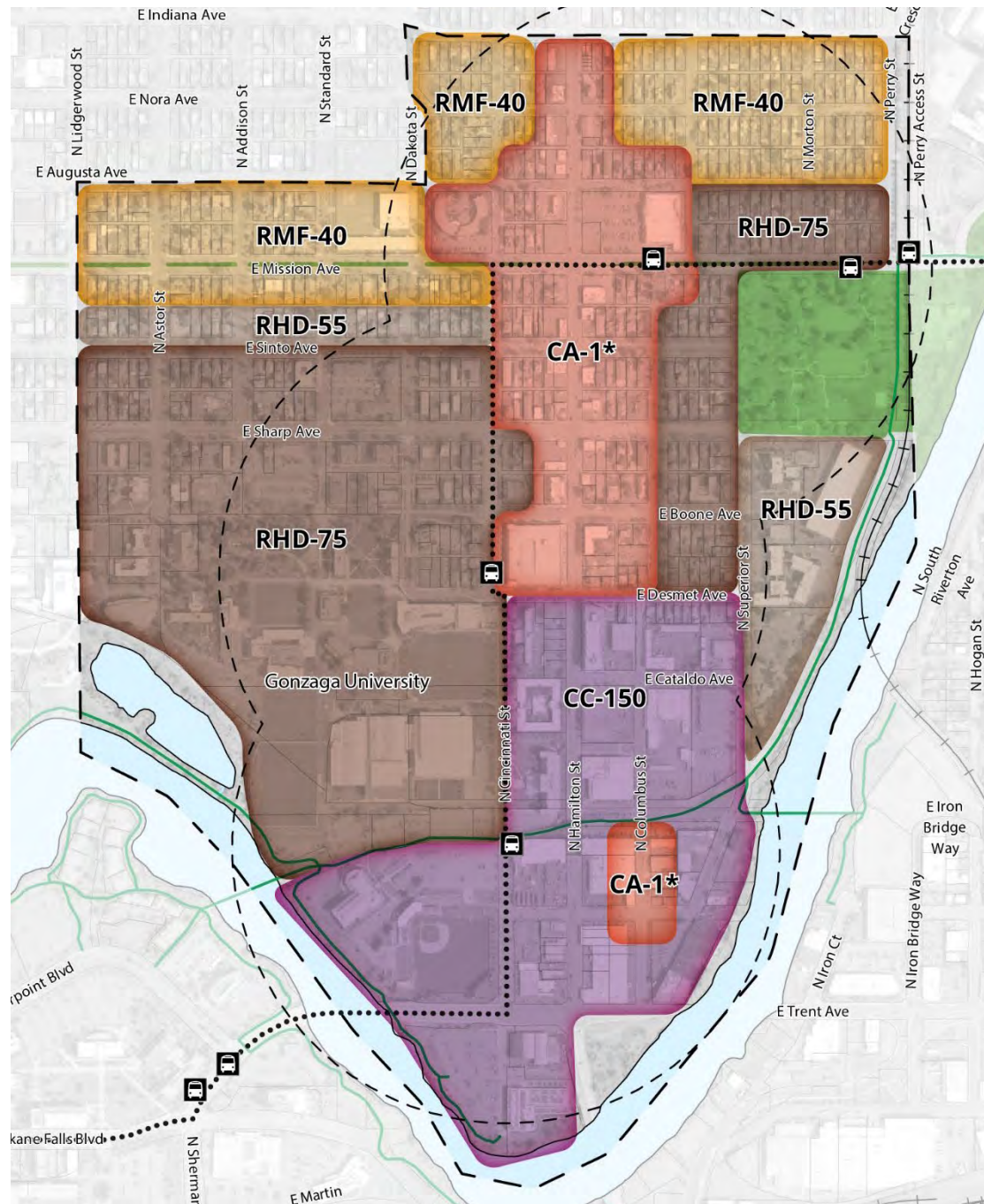


Figure 40. The proposed land use/zoning strategy recommends changes to zoning in the district, including long-term modifications of the Hamilton Form-Based Code and Center and Corridor zones.



## Zoning Categories



**Mixed-Use – 150’:** Based on Centers and Corridors (CC) zoning for Employment Centers (CC1-EC), this category would allow residential, commercial, or mixed-use development with a height limit of 150 ft.



Figure 41. Mixed Use – 150 expected building type examples include midrise (5-7 stories) mixed-use and residential buildings, and office, biotech or academic buildings.



**Mixed-Use – 75’:** Based on the Hamilton Form-Based Code’s Context Area 1 (CA-1), this category would allow residential, commercial, or mixed-use development with a height limit of 75 ft. Existing similar zones in Spokane have height limits of 55 ft or 150 ft.



Figure 42. Mixed Use – 75 expected building type examples include midrise mixed-use and residential buildings.



**Residential High – 55’:** This category primarily allows residential uses with a height limit of 55 feet and is based on the existing Residential High Density (RHD) zone. Residential zones (including RHD) include special provisions and design standards for educational institutions.



Figure 43. Residential High - 55 expected building type examples include midrise and low-rise residential buildings.





**Residential High – 75’:** This category primarily allows high intensity residential uses with a height limit of 75 feet and is based on the existing Residential High Density (RHD) zone. Residential zones (including RHD) include special provisions and design standards for educational institutions.



*Figure 44. Residential High - 75 expected building type examples include midrise residential buildings.*



**Residential Medium – 40’:** This category primarily allows medium intensity residential uses with a height limit of 40 feet and is based on the existing Residential Multifamily (RMF) zone.



*Figure 45. Residential Medium expected building type examples include low-rise residential buildings.*

**Note:** The [Building Opportunity and Choices for All](#) pilot program was an interim zoning ordinance adopted by Spokane City Council in July 2022 during this planning process that modified residential zoning to allow for the construction of more housing in existing neighborhoods, with more variety in the types of housing permitted. In November 2023, City Council adopted by ordinance the permanent replacement, [Building Opportunity for Housing](#), that amended the Municipal Code to increase housing choice and diversity in the city by supporting middle housing development. The changes are reflected in this final plan ([ORD C36459](#)).

# Subarea Goals & Policies

## Land Use Goals

### LU-1 Equitable Transit-Oriented Development

Leverage the introduction of the City Line Bus Rapid Transit service to foster new development that supports transit, biking, walking, and rolling for most daily needs, especially in the vicinity of new transit stops. Monitor and mitigate the impacts of redevelopment on existing residents and businesses to ensure all can enjoy the benefits of TOD.

### LU-2 Private Investment

Build upon previous public and private investment in the district, highlighting unique resources, including proximity to education and medical services as well as employment and recreational opportunities.

### LU-3 Transform the Southeast Riverfront Area

Coordinate public realm investments, update development regulations and design standards, and partner with local organizations, universities, and developers to create a lively, attractive, pedestrian-friendly regional hub in the southeast area.

### Policies implementing LU-1-3:

- Update zoning to increase housing capacity, especially a quarter mile from City Line BRT stops.
- Update Hamilton Form-Based Code to increase development capacity while maintaining and expanding high-quality pedestrian-friendly environments in core station areas.
- Expand Centers and Corridors zoning, particularly around and expanding out from the south riverfront, to encourage TOD and support pedestrian-friendly street environments in broader areas served by high quality transit.
- Remove parking minimums within the study area for all uses.
- Collaborate with Parking Enforcement, the community, educational institutions, and property owners to identify and develop strategies in South Logan for funding and enhancing parking enforcement and management. Considerations could include the establishment of a parking district, the implementation of a residential parking program, or the application of fees from high impact uses such as student housing to fund public parking facilities. These strategies should also aim to enhance on-street parking through improved striping, clear signage, and wayfinding. Additionally, the plan should involve revising parking fines to effectively address and deter significant and emergent issues such as blocked driveways within the area.
- Invest in public realm improvements such as public plazas, river access, streetscapes, and catalyst parking infrastructure to encourage private development of housing and mixed uses.
- Publicly convey a unified, consistent marketing message to encourage private development in the southern portion of the study area.
- Increase flexibility for new development as it relates to ground-floor commercial requirements, building heights, and minimum parking requirements.

- Encourage growth of businesses and services to cluster in key locations to create economic relationships and places for people to mix-and-mingle, like the southeast riverfront area.

#### **LU-4 Support Higher Education Institutions**

Support Gonzaga University, programmatic centers for University of Washington and Eastern Washington University, and associated health sciences sectors.

##### **Policies implementing LU-4:**

- Consult with Gonzaga and other universities about their current needs, future development plans, and infrastructure or regulatory barriers.
- Support partnerships amongst Gonzaga, UW, EWU, WSU, and the University District PDA.
- Encourage university-led development and re-development of student housing.

#### **LU-5 Retail & Services**

Enhance neighborhood serving retail, dining, and commercial service uses and amenities, and support growth of regional destinations.

##### **Policies implementing LU-5:**

- Strategically allow retail, dining, and related services on side streets with a focus on walking, lower traffic volumes, and retail supportive land use patterns.
- Invest in public realm improvements such as sidewalk and crosswalk enhancement, streetscape updates, and public plazas to strengthen retail clusters.
- Continue pro-active engagement with the PDA, property owners, and existing businesses to promote innovative development and design within the South Logan area.
- Support the creation of formal or informal organizations of businesses in South Logan.

#### **LU-6 Recreational Uses & Amenities**

Strengthen and expand the neighborhood's park and recreational assets.

##### **Policies implementing LU-6:**

- Prioritize maintenance, activation improvements, and safety provisions for Mission Park as more people call South Logan home over time.
- Invest in public space amenities and activation on city-owned land and rights of way around Centennial Trail. Foster partnerships with surrounding property owners to facilitate trail-oriented development.
- Improve nearby crosswalks of Hamilton St and Mission Ave and add wayfinding to make more inviting pedestrian connections to Mission Park.
- Monitor public safety concerns along the Centennial Trail, Spokane River, and around Mission Park, and engage with Spokane Parks, Logan Neighborhood, and community partners in discussions.
- Support the Logan Neighborhood's focus on community events in Mission Park that activate spaces and deter unsafe activities.



## LU-7 Shorelines

Improve public access and enjoyment of study area shorelines while protecting environmental health.

### Policies implementing LU-7:

- Work with partners to enhance wayfinding for the Spokane River Water Trail non-motorized boat launch and fishing access near the SIERR building.
- Work with property owners to facilitate the completion of the planned North Bank Trail extension.
- Work with property owners and partners to enhance river access for the Spokane River Water Trail and viewing opportunities at the eastern end of E Springfield Ave in conjunction with future redevelopment activity. As redevelopment occurs, public access of some type would be required per SMC 17E.060 Shoreline Master Program.
- Work with Parks Department and partners to improve the west side of Iron Bridge to activate and enhance the area along the Centennial Trail.

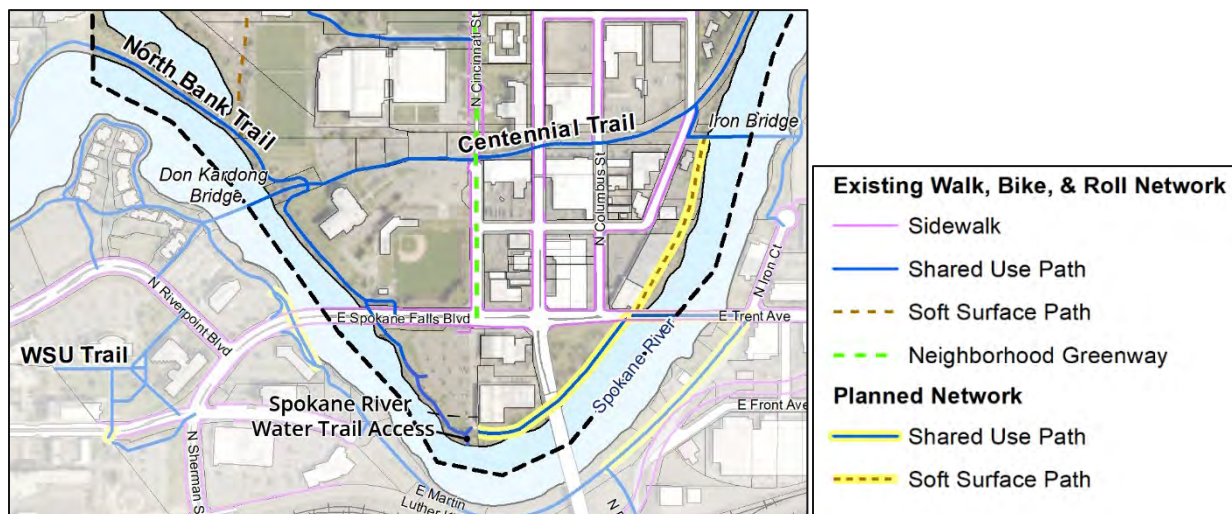


Figure 46. Map of existing and planned paths including North Bank Trail.

## Housing and Anti-Displacement Goals

### H&AD-1 Housing Capacity and Variety

Promote the development of higher intensity housing including a variety of housing types and prices while minimizing physical and economic displacement.

#### Policies implementing H&AD-1:

- Support expansion of middle housing options close to public transit in alignment with Building Opportunity for Housing to support more individuals and families at all stages of life and income levels living in South Logan.
- Promote new housing development incentives to South Logan property owners to encourage more development of affordable housing, including MFTE, parking reductions, and GFC fee waivers. Consider development standards bonuses that prioritize a wide range of housing affordability.
- Support efforts by non-profits or other entities to protect older affordable housing, particularly multi-unit housing, for preservation as an affordable resource. Investigate a pilot program to acquire affordable multifamily units in partnership with non-profit housing providers.
- Work with the University District Public Development Authority for opportunities to develop multifamily affordable housing in South Logan.

### H&AD-2 Commercial and Residential Anti-Displacement

Evaluate and implement policies and strategies identified within the “South Logan Housing and Anti-Displacement Memo” to prevent, slow, and mitigate displacement of affordable commercial space and housing.

#### Policies implementing H&AD-2:

- Promote City programs that support affordable homeownership, including single-family rehabilitation programs and essential home repair programs to help low- and moderate-income homeowners with home maintenance for health and safety.
- Create and implement commercial anti-displacement strategies to keep and give preference to local, historic, and unique businesses in the area for business locations due to displacement as redevelopment occurs.
- Work strategically with key property owners and developers to negotiate Development Agreements for key parcels to maximize public and private benefits, especially those which are home to key community businesses vulnerable to displacement.
- Support residential anti-displacement strategies in response to changing conditions, including relocation assistance, rent stabilization, and ‘right to return’ policies that give highest preference for housing support due to displacement from new development.
- Continue to support and expand financial incentives to lower housing costs for lower-income residents.
- Continue to monitor displacement risk in South Logan with socioeconomic and market data.

## Community Design Goals

### CD-1 Sense of Place

Promote the thoughtful integration and design of new development that builds on South Logan's diverse urban context & history with integrity.

### CD-2 Human scale

Maintain and enhance the neighborhood's human-scaled development patterns, with attractive and well-connected walking routes, activated streetscapes, preserved historic buildings and diverse architectural styles, and ample greenery, trees, and natural stormwater treatment features.

#### Policies implementing CD-1-2:

- Continue to support implementation of the Logan Neighborhood Identity Plan in conjunction with public or private projects.
- Review and update block frontage provisions in current design regulations to ensure high-quality ground-floor building design that helps to activate streetscapes in core station areas.
- Work with property owners to identify funding for the preservation and maintenance of historic buildings on the Spokane Register of Historic Places, including promotion of existing historic preservation incentives like Special Tax Valuation, Façade Improvement Grant, and Federal Investment Tax Credit.
- Support the Office of Historic Preservation and Logan Neighborhood in sharing stories of the area's history and unique attributes when making public realm improvements.
- Review and revise residential zoning codes to optimize outcomes for compatible infill development. Consider reductions in off-street parking requirements, greater flexibility on density limits, and encouraging single-stair multifamily residential buildings.
- Enact revisions and adoption of updated design standards for residential development prior to or in conjunction with zoning changes to provide basic design requirements to maintain and enhance the neighborhood's human-scaled development pattern.
- Increase the presence of street trees to improve livability, reduce urban heat islands, and reduce stormwater runoff, especially in the southeast area.
- Work with PDA, property owners, and existing businesses to integrate murals and public art into the station areas and southeast riverfront area that promotes the neighborhood identity and feel with gateway features.

### CD-3 Friendlier Streets

In conjunction with crosswalk and Centennial Trail improvements, create a safer, more welcoming walking environment in the subarea, especially along and across Hamilton St at key points through a range of techniques.

#### Policies implementing CD-3:

- Implement right of way improvements to increase walking and rolling connectivity across Hamilton St (see Connectivity goals and policies).
- Leverage redevelopment to obtain wider sidewalks and pedestrian-friendly building design along Hamilton St.
- Employ plantings, lighting, art, or other techniques to create a more engaging and human-scaled walking environment on Hamilton St.



- Use signage and wayfinding to help people walking and rolling find safe crossings and comfortable routes to nearby destinations.
- Repurpose excess road space for angled parking on low-traffic local streets.

#### **CD-4 Community Space**

Increase the presence of accessible indoor public community spaces for meetings, events, and social gatherings.

##### **Policies implementing CD-4:**

- Work with property owners and developers to incorporate new indoor community space with redevelopment.
- Work with public universities and agencies to fund investments in indoor community space.

### **Connectivity Goals**

#### **CT-1 Transit Connections**

Promote mobility hubs around transit stations that are designed to make public transportation safe, easy, and comfortable to use.

##### **Policies implementing CT-1:**

- Improve access for people walking, biking, and rolling to transit stops, including wayfinding and signage, for people of all ages and abilities.
- Promote equitable transit-oriented development with access to transit for people of all backgrounds.
- Encourage new development and human-scale infrastructure that is physically oriented towards transit to maximize exposure and encourage ridership.

#### **CT-2 Improved Circulation along N Hamilton St**

Enhance opportunities to cross N Hamilton St to reduce its impact as a barrier within the subarea, and enhance connectivity for people walking, bicycling, and rolling within the neighborhood.

##### **Policies implementing CT-2:**

- Promote new crossing opportunities of N Hamilton St for people walking, bicycling, and rolling to minimize distance between crossings, particularly south of E Desmet Ave.
- Enhance north-south connections on routes parallel to N Hamilton St for people walking, biking, or rolling.
- Enhance streetscape features and the pedestrian environment behind the curb line along N Hamilton St to improve connections between proposed crossing improvements.

#### **CT-3 Connectivity for People Walking, Biking, or Rolling**

Provide connections throughout the Logan neighborhood with designated facilities for people walking, biking, or rolling.

##### **Policies implementing CT-3:**

- Support the land use vision by encouraging compact residential and mixed-use areas with pedestrian-oriented streetscapes that enhance safety and mobility for people walking, bicycling, and rolling.

- Implement traffic calming measures to reduce cut-through traffic in residential areas, prioritizing people walking, biking, and rolling along local streets with lower speeds and volumes.
- Support safe and comfortable walking, biking, and rolling through roadway design, with designated biking and walking facilities along arterials and roadways with higher vehicular volumes and speeds.
- Enhance east-west connections for people walking, biking, and rolling across the river to provide an alternative route to E Mission Ave.
- Consider connections to local destinations when planning and designing routes for people walking, biking, and rolling in the Logan neighborhood.
- Evaluate and improve pedestrian connections across Spokane Falls Boulevard/E Trent St at the intersection with N Cincinnati St to facilitate better connectivity between the Health Peninsula and Gonzaga.

#### **CT-4 Accessibility of Existing Facilities**

Retrofit existing facilities for people who walk, bike, and roll to improve accessibility for all users through new capital investments.

##### **Policies implementing CT-4:**

- Improve current at-grade crossings throughout Logan to be more accessible for people of all ages and abilities.
- Encourage the implementation of a new at-grade crossing and wayfinding of Hamilton St for the Centennial Trail as a more direct alternative to the Centennial Trail overpass than existing Shape Ave crosswalk.

## **Sustainability Goals**

#### **SUS-1 Shoreline Protection**

Protect and enhance the environmental health of the Spokane River shoreline and waterway in the subarea.

##### **Policies implementing SUS-1:**

- Carefully monitor redevelopment activity near the shoreline for disruption of habitats, excess erosion, or other impacts to river and shore ecology.
- Work with community based-organizations, universities, and developers to implement green stormwater treatment infrastructure in conjunction with property redevelopment or street/public space improvement projects.
- Encourage property owners to replace or reduce ground cover like grass lawns and pavement that can increase harmful pollutants and runoff in the immediate vicinity of the shoreline with native and/or drought tolerant plantings.

## SUS-2 Environmental Innovation

Continue to emphasize and support the South Logan area and the greater University District as an innovation-focused community.

### Policies implementing SUS-2:

- Promote energy efficiency in new construction and rehabilitation of historic buildings.
- Encourage efforts to develop district-scale energy systems within the subarea.

## SUS-3 Natural Systems

Leverage the benefits of natural systems to reduce urban heat effect, protect water quality, and enhance quality of life, especially in areas transitioning from industrial to residential and mixed use.

### Policies implementing SUS-3:

- Include street trees with large redevelopment projects.
- Integrate Green Stormwater Infrastructure (GSI) into public street and building projects and encourage green stormwater strategies to retain and treat runoff on-site as part of private development.
- Encourage the installation of green roofs in large redevelopment projects.
- Prioritize investments in public open space (see LU-6 above).

## SUS-4 Decarbonization

Reduce the dependence on oil and gas as power sources to reduce the carbon dioxide emissions that raise global temperatures.

### Policies implementing SUS-3:

- Promote TOD by creating a walkable environment throughout the subarea.
- Encourage deconstruction of any redevelopment instead of demolition.
- Incentivize environmentally sustainable housing production.
- Encourage rehabilitation as an environmentally sustainable housing practice.
- Encourage installation of electric vehicle charging infrastructure in new development that includes parking.
- Study options to provide electric vehicle charging infrastructure on public streets.



# Action Plan

Table 4 below summarizes the recommended actions, timing, priority level, cost estimate, and other notes involving implementation. The City of Spokane is the responsible party for all actions unless otherwise noted. Below is the legend for the timing, priority, and cost columns:

## Timing (S, M, L, O)

- S Short term (prioritize by approximately 2027)
- M Mid term (prioritize by approximately 2034)
- L Long term (prioritize by approximately 2044)
- O Opportunistic (as funding/partnering is available)

## Priority (H, M, L)

- H High
- M Medium
- L Low

## Cost (Staff time, \$, \$\$, \$\$\$, \$\$\$\$)

- Staff time Internal task on work plan
- \$ Less than \$500,000
- \$\$ \$500,000 - \$5,000,000
- \$\$\$ \$5,000,000 - \$15,000,000
- \$\$\$\$ Greater than \$15,000,000

**Table 4. Implementation chart.**

Action		Timing	Priority	Cost	Implementation Notes
LAND USE AND ZONING CHANGES					
<b>A</b>	Expand high-intensity TOD zoning in commercial/ industrial south of Boone Ave	S	H	Staff time	Action coordinated with adjustments to Centers and Corridor provisions
<b>B</b>	Integrate strategic adjustments to the Hamilton Form-Based Code (FBC)	S	H	Staff time	Action coordinated with adjustments to Centers and Corridor provisions
<b>C</b>	Rezone to increase housing capacity north of Gonzaga	S	H	Staff time	
<b>D</b>	Significantly increase housing capacity near BRT stations around Mission Park	S	H	Staff time	
<b>E</b>	Step down allowed heights north of Sinto Ave to reduce impacts to Mission Ave Historic District	S	H	Staff time	
<b>F</b>	Rezone to increase housing capacity in residential areas	S	H	Staff time	

Action		Timing	Priority	Cost	Implementation Notes
	within walking distance of BRT stations.				
<b>G</b>	Enact revisions and adoption of updated design standards for residential development.	S	H	Staff time	Prior to or in conjunction with zoning changes.
<b>H</b>	Remove parking minimums within the subarea.	S	H	Staff time	Interim parking regulations that become effective August 31, 2023, impact residential parking. This action would impact all uses.
PRIORITIES AND INVESTMENTS					
<b>I</b>	Enhance existing Hamilton St crossings and update streetscape plans, including redesign of Sharp Ave/Hamilton St intersection.	M-O	H	\$-\$-\$-\$	Updating streetscape plans is the first/immediate action. Hamilton/Sharp intersection improvements are the top priority for physical improvements.
<b>J</b>	Install an enhanced crosswalk at the Hamilton St-Springfield Ave intersection	M-O	H	\$-\$-\$	Improvements likely need to wait for the completion of the North Spokane Corridor.
<b>K</b>	Maximize riverfront connections, open space improvements, and access	O	M	\$-\$-\$	Some improvements could occur in conjunction with redevelopment, while others could be in partnership with development, including the Spokane River Forum and other organizations.
<b>L</b>	Invest in green street improvements on Columbus St between Mission Ave and Desmet Ave.	O	M	\$-\$	Timing is best coordinated with applicable property owners and development activity. Tax Increment Financing may be a good implementation tool.
<b>M</b>	Invest in main street improvements on Columbus St between Desmet Ave and Trent Ave.	O	M	\$-\$	Timing is best coordinated with applicable property owners and development activity. Tax Increment Financing may be a good implementation tool.
<b>N</b>	Pursue public/private partnerships to deliver shared neighborhood amenities to catalyzing desired development.	O	M	\$-\$-\$-\$-\$	There should be ongoing discussions with property owners. Tax Increment Financing may be a good implementation tool.
<b>O</b>	Study options for improved east-west connections for people walking, bicycling, and rolling across and through the north end of the neighborhood on Mission Ave.	S	M	\$-\$-\$-\$	Partnership opportunities with community groups, including Friends of the Centennial Trail.
<b>P</b>	Study options for improving river crossings for people walking, bicycling, and rolling, including a bike/walk bridge at Sharp Ave.	M-L	L	\$-\$-\$-\$	Partnership opportunities with community groups, including Friends of the Centennial Trail.

## Recommended Zoning/Code Changes

The subarea plan calls for the following changes to meet the plan's land use and design goals and policies:

- Making strategic capacity increases within the residential areas, including zone changes.
- Rezoning existing General Commercial (GC) zone to the Center and Corridor (CC-1) zone and updating the Center and Corridor zoning provisions.
- Strategically refining and expanding the provisions of the Hamilton Form-Based Code.

### Residential Zones

The City has adopted permanent zoning provisions under the Building Opportunity for Housing project ([ORD C36459](#), effective January 1, 2024). The action alternatives already integrated the provisions within the R1 and R2 zones of the subarea. The subarea plan also recommends refining and updating the RMF and RHD zones to accommodate proposed height limits set forth herein and to provide a level of consistency with ongoing updates underway for the R1 and R2 zones. This includes changes to provide basic design requirements to maintain and enhance the neighborhood's human-scaled development pattern.

### Center and Corridor Zones

The City is now examining provisions for the Center and Corridor zones in a separate project that is outside the scope of the South Logan TOD Project, which is expected to be completed in 2024. This subarea plan will be informing some issues and opportunities associated with that effort, called the [Center and Corridor Update Study](#). The Study is examining:

- Adjustments to allowed building heights and other dimensional standards that fit within current construction practices for desirable building types. For example, ensuring the permitted heights accommodate best practice floor to floor heights for applicable land uses.
- A new approach to block frontage standards (setback and building orientation based on the type of street it fronts).
- Zone edge treatments that balance infill development goals with compatibility to lower intensity zones.
- Updating provisions of Center and Corridor Design Standards and Guidelines to meet design and development objectives and increase predictability.
- Creating a special Center and Corridor zone that prioritizes transit-supportive, pedestrian-oriented development and limit auto-focused development like drive-thru businesses.

### Hamilton Form-Based Code Adjustments

The subarea plan calls for strategic adjustments to the form-based code to enhance transit-oriented development opportunities, while retaining design measures to ensure that development is pedestrian-oriented and contributes to the neighborhood. Below are suggested adjustments to the form-based code to accomplish those objectives. However, with the Center and Corridor Update Study now under way, the City should hold off on implementing the form-based code updates until



the study is completed in case it's determined that the updated Center and Corridor zoning and design provisions in these areas can better meet subarea plan goals and policies.

- Update the context area map to consolidate the entire existing form-based code area as Context 1. This allows for consistent heights envisioned in this area for each of the action alternatives.
- Create a unique “context area” for the Springfield/Columbus satellite form-based code area that will allow for the 150-foot building heights that exist in current GC zoned areas and proposed for the CC-1 zoned areas on the south side of E Springfield Ave. Also designate the four corners of the Columbia St/Springfield Ave a “Shopfront block” and extend the Shopfront block along Columbia St for approximately one-half block north of Springfield Ave.
- Adjust the designated “Shopfront blocks” to just apply to the half blocks of Hamilton St adjacent to signalized intersections as shown in Figure 47 below. Also extend those designations one property deep on the crossing streets at those signalized intersections. This allows for greater flexibility for uses between those signalized intersections. Correspondingly, provide standards to require stoops in some form for any uses containing ground floor residential uses along Hamilton St.
- Increase the building height for the proposed consolidated Context area 1 from 66-feet to 75-feet to allow more development capacity and efficient building forms.
- Since the recommendation is to consolidate the Context areas, this eliminates the need for an internal height transition line between CA-1, 2, and 3 and CA-4.
- Apply Type I Streetscape Requirements to Springfield Ave and Columbus St, except require a 10-foot wide Clear Pedestrian Zone for Columbus St.
- Eliminate the required off-street parking for the FBC area.
- Retain existing minimum 60-percent ground floor transparency requirements for designated Shopfront blocks. For all other ground level building frontages within 10 feet of the sidewalk designed for non-residential use, require 40-percent minimum transparency. For all residential building frontages, require a minimum façade transparency of 15-percent.
- Refine block frontage standards, most notably for ground floor residential uses in close proximity to the street. Require that the ground floor residential uses within 10 feet of the sidewalk be elevated at least 30 inches to increase the privacy of residents and provide an effective transition between the public and private realm. Key features include providing a porch, deck, or stoop between the entry and the sidewalk, providing a covered area over the entry, and integrating landscaping into the transitional area to add visual interest and help to define the space.
- Consider adding “trail-oriented development standards” for the Columbus/Springfield area along the Centennial Trail. This includes ensuring development orients towards the trail, which can be accomplished by having patios and decks that look out over the trail, including a minimum façade transparency level to provide more “eyes on the trail” for safety and to provide visual interest, and avoiding tall fences and blank walls facing the trail.

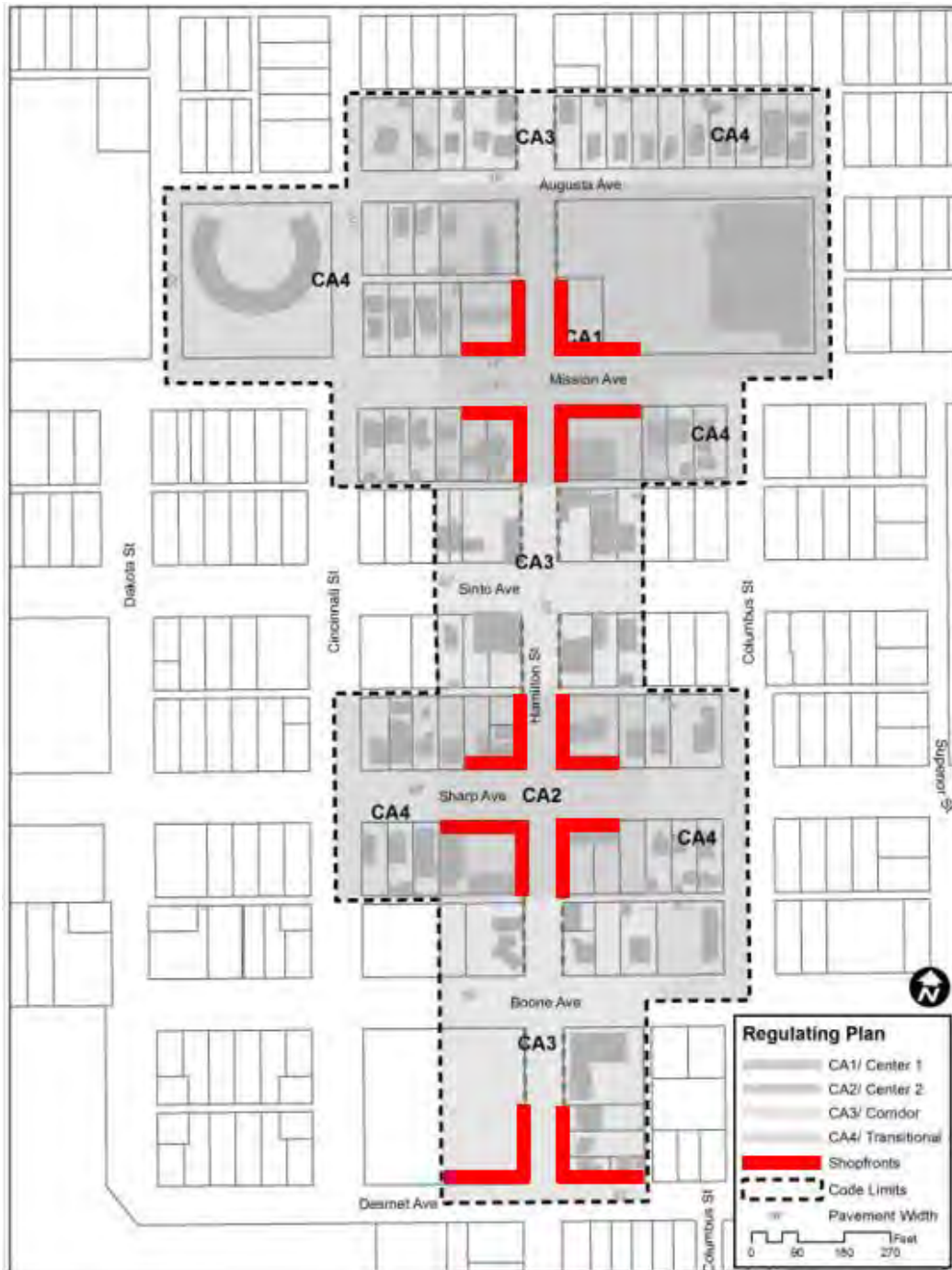


Figure 47. Proposed updated shopfront designations are emphasized in red and focused on signalized Hamilton St intersections rather than running the entire length of the street. The proposed designations would also apply to the Mission, Sharp, and Desmet Ave's frontages one property from the intersection (or as shown).

# Appendix 1: Housing and Anti-Displacement Strategies Memo

Heartland LLC prepared the Housing and Anti-Displacement Memo to summarize research, best practices, and a range of policies to promote housing and anti-displacement strategies in the study area and beyond. See the memo as provided by the consultants in this appendix.



# HEARTLAND

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**TO:** Maren Murphy, City of Spokane  
Tirrell Black, City of Spokane  
Spencer Gardner, City of Spokane

**CC:** Bob Bengford, Makers  
Ian Crozier, Makers

**FROM:** Ben Wharton, Heartland  
Eric Kang, Heartland  
Lee Striar, Heartland

**RE:** Heartland South Logan Strategies Memorandum – Housing & Anti-Displacement

**DATE:** September 2023

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## I. Project Background

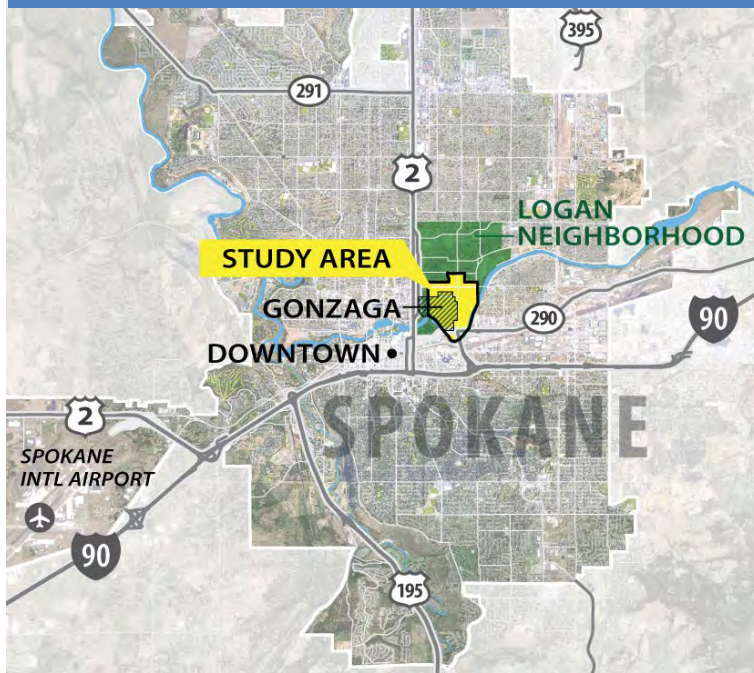
In the summer of 2022, Heartland, as part of a consulting team including Makers Architecture, SCJ Alliance, and Parametrix, supported by a grant from the Department of Commerce, collaborated with the City of Spokane Planning Department in studying the South Logan area in Spokane, Washington.

The South Logan study area (“South Logan”) represents a substantial portion of the Logan Neighborhood and is bounded roughly by Mission Avenue to the north, Lidgerwood Avenue to the west, and the Spokane River to the south and east, as depicted below (see “Exhibit 1 – South Logan Area Map”). As part of our scope of work, we have analyzed the real estate context, conducted market research, toured the study area during a site visit, and participated in public engagement sessions in Fall 2022 as part of a broader South Logan Transit-Oriented Development (“SLTOD”) study. The intent of the project is to ensure that future development in South Logan supports the investment by the City of Spokane (the “City”) in the new City Line Bus Rapid Transit (“BRT”) line which will feature three stations in South Logan.

South Logan benefits from multiple unique community assets, including Gonzaga University and Mission Park, as well as from proximity to the Spokane River and adjacency to downtown Spokane. Residents of South Logan have access to the connectivity provided by the Centennial Trail multi-use path which threads through the southern boundary of the study area along the Spokane River. The area is well-positioned to build upon these existing community assets with thoughtful planning and we are honored to contribute to the area’s continued growth and vitality.

In recent years, the City of Spokane has invested in substantial research related to zoning reform, transit-oriented development, housing policy, and anti-displacement measures which might be adopted either citywide or in particular districts, including research which focused on the South Logan area. The analysis in this memo benefits from and expands upon this past work. In addition, there is substantial literature produced by other cities in the state of Washington and nationally which outline transit-oriented development, housing, and anti-displacement strategies and policies which might be applied and tested in South Logan. Several of the policies identified and described in this memo have been implemented in other cities in Washington. These similar initiatives should be monitored closely, with any measurable outcomes helping to shape and guide future decision-making which may result from this study.

**Exhibit 1 – South Logan Area Map**



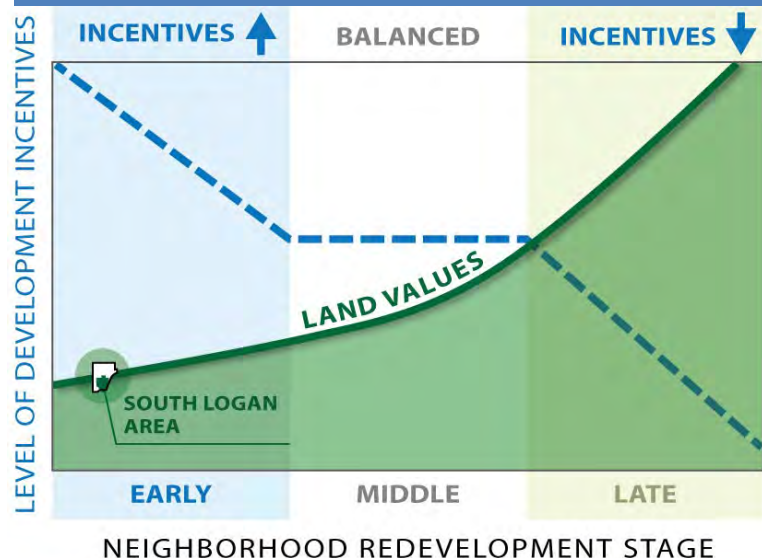
Our recommendations are informed by a guiding philosophy of “pairing” (a) contributions from landowners and real estate developers in the form of public benefits – with (b) concessions which can serve to incentivize economic behavior in support of pre-identified policy priorities. One example might be to offer an increase in allowable height for a particular parcel or zone of parcels in return for a developer setting aside a certain percentage of affordable housing in a new housing development.

Our recommended stance is towards *optional* or voluntary programs structured as incentives rather than requirements. In the early stages of neighborhood redevelopment, as is currently the case in South Logan, incentives can be a catalyst to guide the path of future development in a way

that is aligned towards pre-defined policy goals. Requirements, by contrast, however carefully conceived, can risk challenging or preventing new development altogether, especially during periods of rapid growth and change. Exhibit 2 illustrates the stages of neighborhood redevelopment and the way in which government incentives can play a role as a neighborhood matures and evolves. There may be a role in later stages of development for more exacting requirements along with better opportunities to effectively generate revenue through development without stifling it.

To create maximum flexibility, we recommend that the City consider utilizing a “menu” of options for developers to create the possibility for multiple policy goals to be advanced simultaneously. This work is intended to augment and enhance work already done following investment by the Spokane Transit Authority and City of Spokane in the City Line Bus Rapid Transit (“BRT”) line, which is projected to serve more than one million riders per year. Transit-oriented development lends itself to more equitable development in that it focuses on directing private investment towards uses which are well-served by transit, and ensuring the benefits of a walkable, vibrant and affordable community are experienced by all. It is important that policies and plans in this area leverage the relationship

**Exhibit 2 – Incentives and Neighborhood Redevelopment**



between transportation and development to prevent displacement and ensure that new investment benefits existing residents and businesses in addition to accommodating new ones.

The goal of this memorandum is to provide a guiding framework for selecting policies which have been introduced in previous studies, contextualize some of the more appropriate policies for South Logan, and finally to introduce new policies which may not yet have been considered. Throughout, we will endeavor to address the following identified planning priorities:

1. **Housing** – Analyze tools and suggest dedicated policies to promote housing at a range of income levels in the area. Identify development incentives which support outcomes that lead to the production of additional low- and moderate-income housing. This memorandum outlines strategies which might be implemented following the City Council adoption of the Housing Action Plan in July 2021. The Action Plan laid out four goals which are to be addressed citywide:<sup>7</sup>
  - Increase housing supply, options, and affordability for all incomes
  - Preserve housing affordability and quality to help people thrive where they live
  - Enhance equitable access to housing and homeownership
  - Leverage and grow partnerships to support housing initiatives across the region
2. **Anti-Displacement** – Involuntary displacement, both physical and economic, accompanies growth and development in any context. South Logan as it continues to grow and change is no exception. The City conducted a displacement risk assessment as part of the Housing Action Plan, and identified that the Logan Neighborhood is at moderate-to-high risk of displacement based on socioeconomic and housing factors.<sup>8</sup> To the extent any zoning changes or policies are enacted subsequent to the completion of this memorandum which would expand development capacity in South Logan, avoiding or mitigating the impact of displacement on existing residents and businesses will become a priority. We will discuss anti-displacement and “equitable TOD” strategies, which are strategies intended to channel growth and development around a substantial transit investment, in this case the City Line BRT line, such that it benefits all stakeholders and community members irrespective of socioeconomic status. Such policies might be used to preserve and expand affordable housing, protect residents from rising costs, connect people to jobs and economic opportunities, and support local businesses.
3. **Equity** – Identify social equity considerations, and the most important benefits and burdens to analyze. Incorporate equity indicators in how data is collected, analyzed, and reported by assessing and measuring existing disparities, whether along racial, ethnic, gender identity, national origin, income level, disability, or other dimensions. Local and minority-owned businesses along with seniors and the disabled have been identified as particularly vulnerable populations in South Logan.

This memorandum (the “Heartland South Logan Strategies Memorandum”), will incorporate use of up-to-date local, regional, state and national data as available. It will culminate in a “Strategies Matrix,” included hereto as Exhibit 7. The matrix summarizes potential planning tools, economic incentives, business and resident anti-displacement measures, along with equitable strategies in TOD for the study area. We will consider and document best practices for the City to integrate into future planning efforts.

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<sup>7</sup> “[Housing Action Plan](#),” City of Spokane, July 2021.

<sup>8</sup> “[Displacement Risk Assessment](#),” Housing Action Plan, May 2021.



Our overall guiding principles informing these policy recommendations are as follows:

- Pair policies which encourage targeted policy outcomes with mitigants for unintended but predictable consequences.
- Create optional inducements instead of fixed requirements.
- Utilize a “menu” of options whenever possible to enable maximum flexibility for the community in achieving multiple policy goals.

## II. South Logan Background

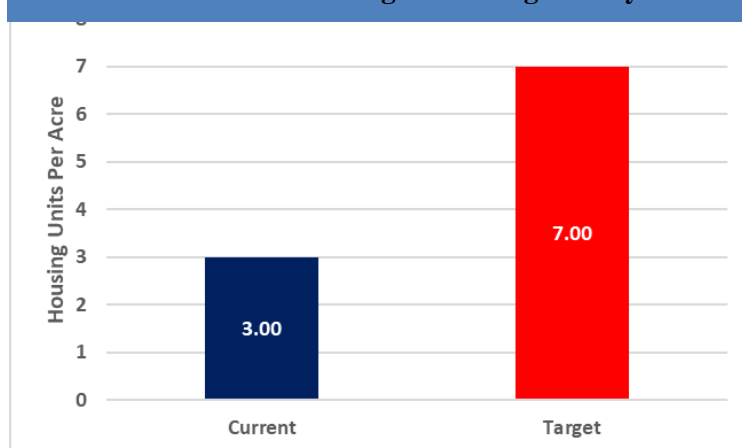
The South Logan area is home to key community assets – including proximity and access to the Spokane River, connection to the Centennial Trail, and Mission Park. To the extent these assets can be highlighted or accentuated by changes made to the planning process in service of the public realm, so much the better for the neighborhood and its future growth and prosperity.

Currently, Hamilton Avenue experiences a high volume of through traffic, at over 30,000 vehicles per day (“VPD”) as described in further detail in the Existing Conditions Report. Certain freeway enhancements, specifically the US 395 extension, which expands the North Spokane Corridor project, extend south from its current end location at Columbia Avenue through to the Spokane River. This extension, when complete, should relieve congestion along Hamilton Avenue in the coming years.<sup>11</sup> Nevertheless, the presence of continuous, high-speed traffic through the study area has led over time to a challenged pedestrian environment along Hamilton Avenue. Improved walkability, stronger multi-modal transportation options and connections, especially with the investment in BRT, should enhance access to South Logan, benefiting residents and businesses.

**Exhibit 3 – South Logan Housing Stock**

Total Housing Units <sup>9</sup>	1,025
Total Acres <sup>10</sup>	342
Housing Units Per Acre	3.0

**Exhibit 4 – South Logan Housing Density**



Excluding the Gonzaga University campus, the South Logan area comprises 342 acres and 1,025 existing housing units, representing a density of 3.0 units per gross acre, inclusive in this case of all land in the study area, including, streets, sidewalks, and parks (see Exhibit 3 – South Logan Housing Stock). According to the literature, investment in BRT should be supported by a target of at least 7.0 units per acre of

<sup>9</sup> “[Address Count Listing Database](#)”, 2020 U.S. Census, U.S. Census Bureau.

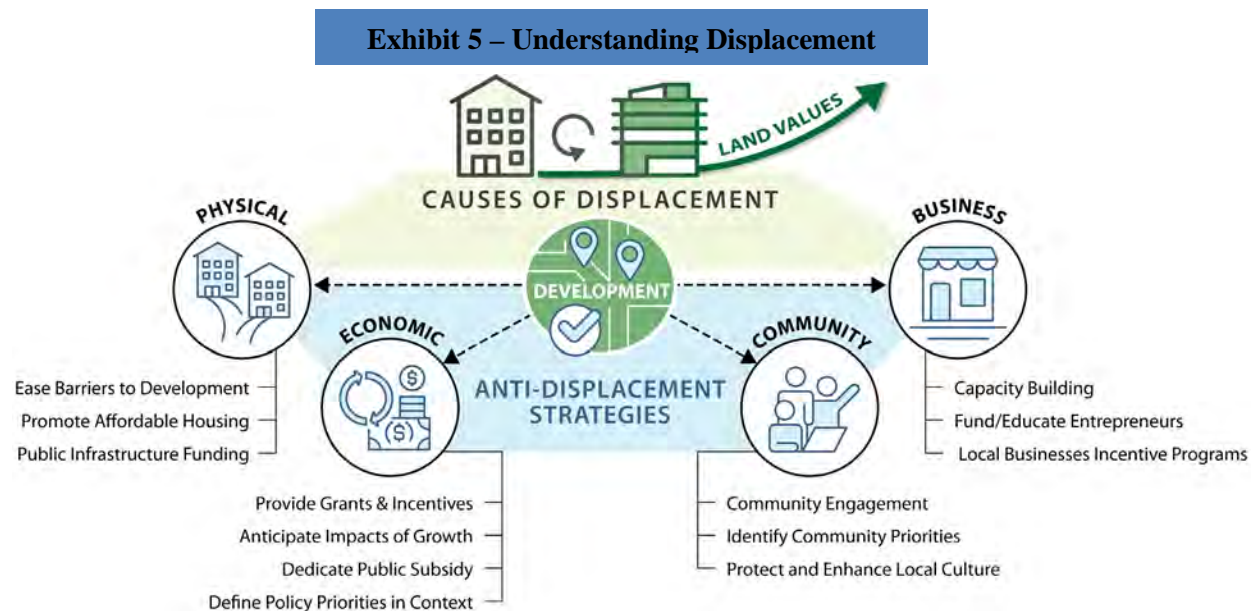
<sup>10</sup> “South Logan TOD Existing Conditions Report,” MAKERS, et al., November 2022.

<sup>11</sup> “[US 395 - NSC Spokane River to Columbia - New Segment](#),” Washington State Department of Transportation (WSDOT)

housing.<sup>12</sup> This suggests that the housing density in the South Logan area must more than double relative to today's levels, increasing from 3.0 units per acre to 7.0 units per acre, to appropriately leverage the investment in BRT (see Exhibit 4 – South Logan Housing Density).

### III. Understanding Displacement

What is displacement? Displacement in its various forms – physical, economic, and cultural – has multiple, often interrelated causes and is an inevitable consequence of growth and development. However, the impacts of displacement can be mitigated. The focus of our analysis is on mitigation measures related to involuntary displacement of the most vulnerable residents and businesses of the South Logan community. Given the South Logan context – certain demographic groups have been identified as most vulnerable to the pressures of displacement (1) non-student, low-income residents, particularly the elderly and/or the disabled, and (2) locally owned businesses and therefore these groups and related policies are the focus of our analysis. Residents over age 65 represent approximately 13% of the population in the study area while 34% of households in the South Logan area are home to at least one disabled person.<sup>13</sup> This is likely due to the presence of several group homes and assisted living facilities in the study area.



Lack of housing which is affordable to low- and moderate-income residents has been identified as a critical factor driving displacement of people. Similarly, lack of affordable commercial space is a key driver affecting the

In South Logan, the two demographics which have been identified as most vulnerable to the pressures of displacement are (1) non-student, low-income residents, particularly the elderly and/or the disabled and (2) locally owned businesses.

<sup>12</sup> “[Transit-Supportive Densities and Land Uses](#),” Puget Sound Regional Council, February 2015.

<sup>13</sup> ESRI, 2022.

displacement of businesses.<sup>14</sup> Displacement has risen to the forefront of the public consciousness in Washington and its impacts are worth understanding more fully in an effort to preserve and enhance communities statewide. Displacement can be understood and its impacts mitigated along physical, economic, community and business dimensions (see “Exhibit 5 – Understanding Displacement”). Accommodating and encouraging growth and investment while mitigating the impacts of displacement is a challenging and worthy objective and one we will endeavor to support with this memorandum. The City of Spokane has begun to study displacement as part of other reports and we will attempt to parse those studies, interpret their findings in the context of South Logan, and hopefully add new concepts to the conversation.<sup>15 16</sup>

The following is a “menu” of options the City could consider to address housing and anti-displacement in South Logan, with consideration for Citywide implementation.

#### **IV. Housing Strategies**

Housing cost and availability was highlighted as the single most important social & political issue facing real estate markets nationally in the Urban Land Institute 2023 Emerging Trends in Real Estate report.<sup>17</sup>

Increasing density is the key driver in adding housing to support investment in transit, enabling people to live closer to where they work. As a reminder, research suggests targeting a density of at least 7.0 units per acre to support investment in Bus Rapid Transit. Target density can vary depending on the cost of the transit investment, with larger investments suggesting the need for higher density levels.

We have identified the following strategies which can directly or indirectly support the creation of new housing and are worthy of consideration for the South Logan context.

##### *Use of Development Agreements.*

For development sites of key strategic importance, development agreements can be a useful tool to document an agreement between the City and the property owner to guide development towards certain policy goals, including the creation of housing. A development agreement is a contract between a city and a property owner which summarizes responsibilities associated with redevelopment of land. Development agreements are highly customized and specific to a particular site. While development agreements allow for a high degree of flexibility in how a trade-off might be structured between a landowner and the community, such agreements can be challenging to negotiate on a one-off basis. To reduce administrative burden and complexity, we suggest creating and using a template agreement, perhaps borrowed from a previous transaction in the City of Spokane, and adding to this template as an exhibit a checklist of priorities specific to South Logan which might be addressed during future negotiation. This checklist document could be revisited as needed from time to time but would be of great benefit to City staff in focusing negotiations with developers related to a particular site. A checklist of this kind would also be appreciated by the development community in offering some predictability to the negotiation. The counties of King, Snohomish, Clark, and Pierce, in the state of Washington have

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<sup>14</sup> “[Rethinking Local Affordable Housing Strategies: Lessons from 70 Years of Policy and Practice](#),” The Brookings Institution.

<sup>15</sup> “[Understanding Housing Displacement Risk in Spokane](#),” City of Spokane Planning Department.

<sup>16</sup> “[Appendix E – Displacement Risk Assessment](#),” City of Spokane Housing Action Plan, July 2021.

<sup>17</sup> “[2023 Emerging Trends in Real Estate](#),” Urban Land Institute.



codified a process for using development agreements. Clark County, Washington has published a sample application form and standard form development agreement which may be useful to planning staff. <sup>18</sup>

One example of how a development agreement might be used in the South Logan context is to offer (a) meaningful amendments to code requirements for a particular site, such as an increase to allowed building heights, waiver of ground-floor retail requirements, or reduction in parking requirements (b) in exchange for a corresponding and related concession, for example a contribution either directly or a payment in lieu for affordable housing, a contribution to a business improvement district, or an investment in streetscape improvements or to public transit.

Not all sites in South Logan would need to be governed by a development agreement. Given the complexity involved in negotiating development agreements, we suggest limiting their use to sites which meet certain thresholds, for example size (ex: ½ acre minimum), potential density (ex: 100 units or more), or strategic importance to the neighborhood due to location or visibility or some other metric as determined by the Planning Department.

Use of Development Agreements	
<b>Opportunities</b>	<i>Development agreements offer a high degree of control and the ability to tailor policies to time and context.</i>
<b>Challenges</b>	<i>Development agreements can be challenging to negotiate and enforce and so should be used selectively,</i>
<b>Risks</b>	<i>Without clear guidance on how development agreements will be used, the perceived cost and time associated with such agreements could deter development.</i>

#### *Public-Private Partnerships (“PPP”).*

South Logan benefits from the unique presence of Gonzaga University as a hub of economic activity and vibrancy. Cultivate partnerships with institutional stakeholders like Gonzaga, but also with other institutions like the University District Partnership, Eastern Washington University and the University of Washington, along with key private sector stakeholders, in support of business and economic development in South Logan.

Explore partnerships with Community Development Financial Institutions (CDFIs), for example, Local Initiatives Support Corporation, Impact Capital, or Enterprise Community Development Fund. These organizations provide capital in support of affordable housing. They tend to be focused on large cities and rural areas and may need proactive outreach in order to be encouraged to venture into a smaller city like Spokane.

Explore private sector partnerships with dominant employers in the area, for example – Avista or Providence Health. One recent example of a successful partnership between an employer and the community in support of affordable housing was the Orenda mixed-use development project in Seattle, Washington, where Seattle Children’s Hospital invested equity to double the number of units from 20% to 40% of the total project available to residents earning less than 80% of AMI. <sup>19</sup>

<sup>18</sup> “[Development Agreements in Clark County](#),” Clark County, February 2019.

<sup>19</sup> “[South Seattle development named one of world’s best affordable projects](#),” Puget Sound Business Journal, July 2023.

Facilitate Public-Private Partnerships (“PPP”)	
<b>Opportunities</b>	<i>South Logan benefits from concentrated ownership of land, particularly by Gonzaga University, who is a motivated constituent. Strengthening ties between the University, businesses, and families who have significant presence in South Logan is more easily coordinated when there are fewer decisionmakers.</i>
<b>Challenges</b>	<i>How to bring the community in to the conversation?</i>
<b>Risks</b>	<i>Siloed efforts result in inward-facing projects which serve a small number of constituents rather than the community more broadly. The City can play a key role as facilitator and connector.</i>

*Dedicate subsidy to less-common home ownership models.*

Uncommon forms of real estate ownership including Community Land Trusts (“CLTs”) and co-operatives suffer from lack of capital and would benefit from dedicated efforts from the community towards capacity-building, in order to generate the legal and structural knowledge required to make these forms of ownership more common, as well as education and outreach to local lenders, investors, and community members. A land bank, like the one recently created by the Spokane Low Income Housing Consortium, is a powerful way for the City to participate directly in facilitating these less common ownership models.<sup>20</sup>

Dedicate subsidy to uncommon ownership models.	
<b>Opportunities</b>	<i>Land trusts, limited-equity cooperatives, and co-housing are relatively rare in the United States, but can be powerful models for long-term affordability and might be implemented in South Logan as powerful anti-displacement strategies.</i>
<b>Challenges</b>	<i>Lack of technical expertise among lenders, attorneys, and developers limits widespread adoption.</i>
<b>Risks</b>	<i>Funds are set aside which might have been better dedicated to other uses if there is not a meaningful amount of new development which is spurred by the public commitment. They may be too “niche” and unfamiliar to real estate developers and land use professionals to practically be adopted on even a reasonably broad scale.</i>

*Credit support.*

An underappreciated factor which constrains significantly the production of housing is the requirement for unlimited personal guaranties for construction loans from most bank lenders. For those relying on financing from the private sector, the requirement for an unlimited personal guaranty represents a substantial hurdle to developing a new real estate project. To the extent that the City of Spokane could either (a) set aside a loan guaranty fund dedicated to projects which pursue targeted levels of affordability or (b) support the creation of a Community Development Financial Institution (CDFI), new housing dedicated to below-market rates could see more volume. The Bay Area Transit-Oriented Affordable Housing program came into being with \$10 million in first-loss seed capital which led to an additional \$40 million in private investment into the program.<sup>21</sup> The CDFI Bond Guarantee program is one of the more well-known programs of this kind nationally.<sup>22</sup> In Washington, see also the Affordable Housing

<sup>20</sup> “[Innovative 'Land Bank' Could Bring More Affordable Housing to WA](#)”, Public News Service, August 10<sup>th</sup>, 2022.

<sup>21</sup> “[TOAH](#),” Bay Area Transit-Oriented Affordable Housing.

<sup>22</sup> “[CDFI Bond Guarantee Program](#) – A Gateway to Capital,” CDFI Fund.

Land Acquisition Revolving Loan Fund Program.<sup>23</sup> C-PACER is a new financing tool which can support investment in property retro-fits, in this context relevant for the recapitalization and renovation of pre-existing but aging affordable housing properties.<sup>24</sup>

Provide credit support to small-scale housing developers.	
<b>Opportunities</b>	<i>Lack of sufficient financial capacity is typically the primary barrier to financing of small projects and stands in the way of a citizen-developer corps who can do the hard but valuable work of locally-led, tactical, small-scale development.</i>
<b>Challenges</b>	<i>Education and capacity-building – for those interested in building a small project but who are not professional real estate developers, they may face too steep a learning curve in what is a complex and risky process. The cost-benefit analysis of such a program would be worthwhile to study on a small scale.</i>
<b>Risks</b>	<i>Less sophistication amongst small-scale developers may shift too much risk and potential for loss onto the taxpayer to be worth the benefit of the incremental amount of development such a policy would encourage.</i>

#### *Building Heights.*

Support increasing allowable building heights along transit corridors, in South Logan particularly along Hamilton Avenue and Mission Avenue. Consider pairing with neighborhood Design Standards, especially in critical, high visibility areas.

#### *Building Opportunities and Choices for All (“BOCA”).*

The Building Opportunities and Choices for All (“BOCA”) pilot zoning program, passed in July 2021, allows for construction of townhomes, duplexes, triplexes, and quadplexes in single family zones citywide, and is one of the most broad-based zoning reform measures we have observed nationally. The state of Oregon passed a similar measure in 2019, HB 2001, to address housing choice and affordability in the state of Oregon but it allows for some discretion in how it is administered city by city. At the city level, Spokane should be recognized as a leader in liberalizing its code with respect to single family zoning and sets an admirable example for others to follow. We hope and believe that BOCA will be a success, recognizing that it is a bold step towards reversing historical inequities inherent to single family zoning while encouraging development of more diverse housing types.<sup>25</sup> Change will likely be fairly slow and incremental under BOCA but we support a patient, committed, long-term approach to evaluating this bold zoning reform measure.

## **V. Anti-Displacement Strategies**

The following strategies address anti-displacement in a direct way and are relatively low-cost to implement. We evaluated anti-displacement strategies which address both (a) resident and (b) business displacement with priority for those which directly target equitable outcomes.

### **a. Equity**

<sup>23</sup> [“RCW 43.185A.110,”](#) Washington State Legislature.

<sup>24</sup> [“Spokane County’s C-PACER Program,”](#) City of Spokane Economic Development.

<sup>25</sup> [“Single-family zoning: Can history be reversed?”](#) Joint Center for Housing Studies, Harvard University, October 2021.



*Evaluate the potential for a “Community Preference” program.*

Consider a “community preference” policy which establishes preference for existing residents of the community in applications for affordable housing units.<sup>26</sup> Community preference provides a mechanism for disadvantaged residents of high displacement areas to access priority to new affordable housing units which could directly address displacement. The intent of a community preference policy is to ensure new development is inclusive of those who, without such a policy, may be at high risk of displacement.

*Create a Rental Assistance Fund.*

A Rental Assistance Fund is a relatively low-cost way to minimize the impacts of displacement on the most economically vulnerable populations. The Fund could be capitalized through development-related fees or through government or grant subsidy. The Fund would be available to those residents needing relocation cost assistance or to cover security deposit requirements or moving expenses.

*Community Engagement.*

Engage early and often with neighborhood stakeholders to ensure all voices are heard. Maintain multiple formats for communication (ex: website, mail, periodic community meetings) to ensure the broadest possible participation. Engaging with a broad swath of the South Logan community will be essential in working towards a goal of equitable transit-oriented development.

## **b. Business Displacement**

*Business Improvement District (BID).*

Explore the possibility of forming a South Logan Business Improvement District (BID), a governmental agency which has the power to collect revenues and directly support initiatives which mitigate displacement of local businesses. Such a district could have as a guiding philosophy the support of new and preservation of existing local businesses, along with provision of funding programs, advisory services, and political advocacy. Business Improvement Districts do not impact other property tax-based funding programs and can be layered with TIF and Revenue Districts. All new organizations which have the ability to generate revenue in service of pre-defined policy goals must be coordinated carefully – lest they cannibalize one another to the extent they draw from the same revenue sources.

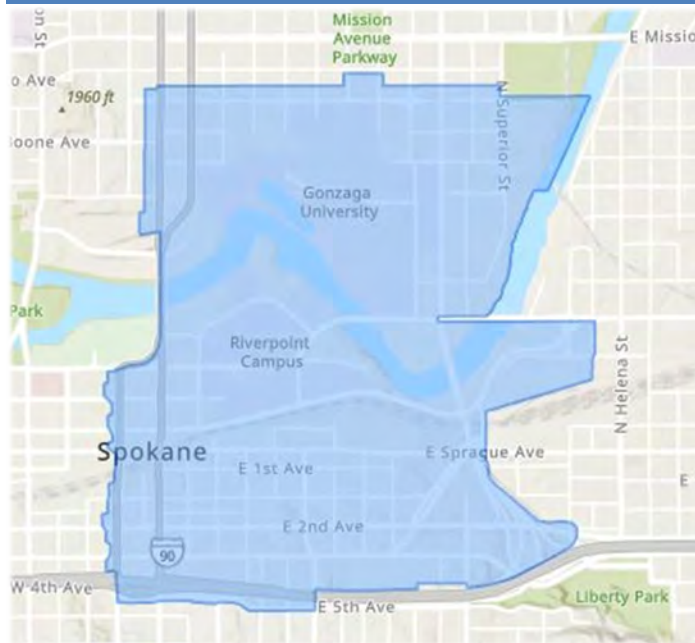
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<sup>26</sup> “[Community Preference](#),” Seattle Office of Housing.

### c. Resident Displacement

*Public Development Authority (PDA).*

#### Exhibit 6 – University District Partnership Area



Ensure South Logan is in continuous dialogue with the University District Partnership (“UDPDA”) and is engaged on any significant new development projects. Since the UDPDA already encompasses most of the South Logan area, perhaps all that is needed is renewed engagement with leadership to focus on the South Logan area and work to identify near-, mid-, and long-term initiatives which might be done collaboratively which are specific to South Logan.

#### *Tax Increment Financing (TIF).*

In 2021, the Washington State Legislature passed RCW 39.114, authorizing tax increment financing (TIF), a public financing tool enabling municipalities to sell bonds to finance broadly defined “public improvements” in targeted areas to catalyze and influence future development.<sup>27</sup> “Public improvements” as a definition includes many kinds of public infrastructure as well as “Purchasing, rehabilitating, retrofitting for energy efficiency, and constructing housing for the purpose of creating or preserving long-term affordable housing.”

TIF is most commonly used as a public financing tool to unlock development sites constrained by upfront infrastructure costs. TIF can be used to amortize the cost of otherwise prohibitively expensive upfront infrastructure over the long-term, though it does require initial capital from some source. In Washington, given the broad definition of “public improvements,” including contributions in support of the creation or preservation of affordable housing, the power of this mechanism cannot be understated.

Tax Increment Financing (TIF) can be used for the “purchasing, rehabilitating, retrofitting for energy efficiency, and constructing housing for the purpose of creating or preserving long-term affordable housing,” RCW.39.114.

If successful, surplus cash generated within a TIF district can be used to reinvest in other civic priorities, including to fund the creation of affordable housing, as in the “TIF Set-Aside” program in Portland,

<sup>27</sup> Washington State Legislature, [RCW 39.114](#)

Oregon.<sup>28</sup> Notwithstanding the potential benefits of TIF, new TIF districts need to be underwritten conservatively. If a district reaches the end of its life with a deficit, the risk and cost of that deficit ultimately is borne by taxpayers. However, given the typically very long life of TIF districts, risk can more easily be managed over a long period of time.

Why dedicate TIF funds to South Logan? The rationale for TIF in South Logan is due to the outsized investment, over \$175 million, the area has received in recent years – but which has not yet translated into broad-based property redevelopment. To the extent TIF can serve as a tool to unlock key sites which might be constrained by upfront infrastructure costs or other factors but which can follow upon and amplify these substantial investments outlined below, so much the better. South Logan is an employment hub, particularly to a valuable concentration of locally owned businesses, so to the extent that TIF can be used in exchange for developer-led commitments to preserving high-quality, affordable space for South Logan businesses, the investments outlined below will prove to have been well-considered and worthwhile.

- City Line – \$92 million
- UW/GU Regional Health Partnership Building – \$60 million
- WSDOT Trent Bridge – \$25 million

#### *Land Banking.*

One more powerful tool is the creation of a “land bank,” a publicly funded and managed entity which acquires property in service of the public good.<sup>29</sup> Land banks are most commonly used in other states to revitalize properties which are trapped in cycles of neglect and abandonment. However, land banks can also be used in service of other forms of public benefit, which might include in this context both the creation of affordable housing and the development of properties which offer below-market commercial space, both of which contribute directly to anti-displacement goals.

While there is currently a “land bank” statute in existence in the state of Washington, it is specific to a program related to natural resource land.<sup>30</sup> The state of Washington will need to pass enabling legislation before land banks become a possibility for use outside of this specific purpose. Land banks are more common in other states, notably in Michigan, Ohio, New York, Pennsylvania, and Georgia, which have the highest number of land banks nationally.<sup>31</sup> A land bank can be funded through a variety of mechanisms, including but not limited to bonds, state or federal grants, fees related to new development, or sale of surplus property.<sup>32</sup>

Land banks can be created in partnership with specific organizations which are aligned with the stated public benefit which gives rise to the land bank. One such potential partnership in South Logan might be between faith-based groups with significant land holdings. Recent legislation in Washington lends

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<sup>28</sup> [“History of TIF Set-Aside Policy,”](#) Portland Housing Bureau.

<sup>29</sup> [“Report: A land bank could increase affordable housing in Spokane, but there are some major hurdles,”](#) The Spokesman-Review, September 13<sup>th</sup>, 2021.

<sup>30</sup> [Chapter 79.19 RCW](#)

<sup>31</sup> [“Preliminary Analysis of Land Banking and other tools to Address Vacant and Abandoned Properties and Create a Pipeline for Affordable Housing,”](#) Center for Community Progress, September 2021.

<sup>32</sup> [“Sound Investments, Sound Communities: An Action Guide to Securing Land for Affordable Homes Near Transit in the Puget Sound Region,”](#) Sound Communities Steering Committee, Maul Foster & Alongi, Inc., ECONorthwest, 2022.



credence to this sort of partnership in service of the creation of affordable housing (see HB 1377, RCW 35A.63.300, and RCW 36.70A.545).<sup>33 34</sup>

#### *Reducing or Eliminating Minimum Parking Requirements.*

Consider offering to reduce or eliminate parking requirements, in exchange for a contribution in lieu which furthers the public benefit, as determined by the Planning Department, through, for example, the provision of affordable housing or the provision of below-market rate commercial space. One example currently in use in Spokane in the Centers and Corridors zone is actually part of existing Multifamily Tax Exemption (“MFTE”) program language – it allows developers in the Centers and Corridors zone to eliminate parking requirements provided they opt in to the MFTE program.

Reduce or eliminate minimum parking requirements.	
<b>Opportunities</b>	<i>Reducing or eliminating parking significantly reduces the cost of development and should encourage construction of additional housing. In South Logan, developers would likely continue to provide parking for the foreseeable future, given prevailing dependence upon cars. Eliminating the requirement provides developers with the flexibility and discretion to reduce or eliminate parking for sites which are especially well-served by transit or for smaller projects which may not have as great a need or for projects where the primary tenant demographic may use transit or walk to work or school.</i>
<b>Challenges</b>	<i>To the extent developers provide fewer parking spaces than are demanded by the market as part of a new development, access to and mobility through the neighborhood could be hampered by the resulting increase in congestion or through reduced parking availability. This issue is of particular concern in South Logan due to high variability in parking demand driven by events hosted by Gonzaga University and by athletic training facilities which are located in the neighborhood.</i>
<b>Risks</b>	<i>Projects delivered with parking counts which with the benefit of hindsight turn out to be too low can increase congestion.</i>

#### *Minimum Density Requirements.*

As suggested in a previous study, the City may wish to consider requiring a minimum residential density, at least for identified key parcels in South Logan, particularly those which are in close proximity to the BRT line.<sup>35</sup> Critically, such a minimum density threshold ought to be structured as an incentive rather than as a requirement. If the density requirement is set at too high a level, a level which is not yet realistic given the prevailing economic environment, development could be discouraged in the near- and medium-term, a counterproductive and unintended consequence. If the requirement is too low, opportunities to add density in strategic locations could be squandered. Setting a right-sized minimum density requirement is a challenging exercise which would require further study, but in any case should be an “opt in” provision.

<sup>33</sup> [HB 1377](#): Concerning affordable housing development on religious organization property.

<sup>34</sup> [RCW 35A.63.300](#): Increased density bonus for affordable housing located on property owned by a religious organization (see also [RCW 36.70A.545](#)).

<sup>35</sup> “TOD Framework Study, [Appendix A-1: Code Evaluation](#),” Angelo Planning Group, March 8<sup>th</sup>, 2022.

### *Ground Floor Retail Requirements*

Ground floor retail requirements challenge developers in all markets. E-commerce has challenged traditional “bricks and mortar” retailers and while there are many examples of successful retailers who have adapted to and are thriving in the current environment, demand for retail space is difficult to predict and highly dependent upon context. South Logan is particularly challenged as it relates to retail as it relies heavily upon a transient student population, a significant segment of which leaves the area for part of the year.

Developers today do not typically attribute much if any value to ground-floor retail and must budget for periods of sustained vacancy, particularly in situations where retail is required but where market demand for retail space is minimal. For example, consider a large site which is located in the middle of a block without pedestrian-friendly streetscape improvements, but which has a requirement for retail on the entire ground floor. Flexible ground floor standards that permit but do not require retail, or require a smaller portion of the ground floor (e.g. corner space of buildings at intersections), would allow opportunities for retail to flourish in the right locations without also creating an impediment to new housing construction. Certain ground floor design or construction standards such as minimum floor heights can be employed to ensure flexibility to convert residential or “flex” space to convert to retail over time should demand for retail space increase in a particular location.

Similarly, consider designating retail as an allowed use in areas which are currently predominantly residential, especially if located along a high-visibility or well-trafficked thoroughfare. Many thriving business districts in Washington state exist in areas where homes formerly occupied as a residential use have been converted to small-scale retail operations.

### *Expand upon anti-displacement research.*

Continue to research displacement to better understand and manage its impacts, while monitoring progress of ongoing studies in other cities in Washington and across the country. Awareness of the impacts of displacement on communities has risen to the forefront of the public consciousness relatively recently and emerged as a policy priority. As a result, the body of research and educational materials related to displacement is expanding rapidly so regular updates may be prudent. A displacement risk mapping tool, similar to the one created by the Puget Sound Regional Council, specific to Spokane, could be a valuable tool for the City to fund and develop, and will help identify and monitor the highest-risk areas in Spokane.<sup>36</sup>

### *Address displacement in Comprehensive Plan update.*

In the upcoming periodic comprehensive plan update in 2026, consider identifying anti-displacement research and policymaking as a priority for the next planning cycle.

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<sup>36</sup> [Displacement Risk Mapping Tool](#), Puget Sound Regional Council.

## Exhibit 7 – Housing & Anti-Displacement Strategies Matrix

#	Policy Strategy	Policy Category	Implementation	Priority Level
1	Expand upon anti-displacement research	AD	Easy	High
2	Address displacement in Comprehensive Plan	AD	Easy	High
3	Community Engagement	AD	Easy	High
4	Public Development Authority (“PDA”)	H, AD	Easy	High
5	Flexibility for Ground Floor Retail Requirement	H	Medium	High
6	Tax Increment Financing (“TIF”)	H, AD	Medium	High
7	Reduce or Eliminate Minimum Parking Requirements	H, AD	Medium	High
8	Facilitate Public-Private Partnerships (“PPP”)	H, AD	Hard	High
9	Building Heights	H	Easy	Medium
10	Community Preference	AD	Easy	Medium
11	Rental Assistance Fund	AD	Medium	Medium
12	Business Improvement District (“BID”)	AD	Medium	Medium
13	Create Land Bank	H, AD	Hard	High
14	Development Agreements	H, AD	Hard	Medium
15	Minimum Density Requirements	H, AD	Hard	Medium
16	Credit support for small-scale developers.	H, AD	Hard	Medium
17	Subsidy for less common ownership models	H, AD	Easy	Low
18	Building Opportunities and Choices for All (“BOCA”)	H, AD	N/A*	N/A*

AD = Anti-Displacement

H = Housing

\*Not applicable, implemented in July 2021.



# Appendix 2: Community Engagement Process

The results of early engagement efforts for the planning process, including an online survey, community planning studio, stakeholder meetings, and engagement with Gonzaga University students are summarized here. In addition to these engagement opportunities, the City has shared regular updates via an email newsletter, as well as blog posts, social media outreach, postcard mailings, and presentations to the Plan Commission, City Council, Logan Neighborhood Council, and other stakeholder groups. All materials are available on the City's project website at [my.spokanecity.org/southlogantod](https://my.spokanecity.org/southlogantod).

## Community Planning Studio

September 20-22, 2022 | SIERR Building (850 East Spokane Falls Boulevard)

The consultant team and City of Spokane staff hosted a community planning studio which consisted of drop-in hours, stakeholder interviews, and community workshops. The first day of the studio concluded with a community workshop. The team presented background information on the plan and existing conditions, followed by a visioning exercise asking participants what they loved about the South Logan neighborhood, their biggest concerns, and what their dreams were for what the area could become in 10-20 years. Participants then broke up into groups to map neighborhood opportunities, concerns, and dreams.

### WHAT PEOPLE LOVE TODAY

- Lively mix of uses, with housing, university, retail, and jobs
- Affordable rents, diversity of housing
- Lush tree canopy in neighborhood areas
- Ease of access to other parts of the city via trails or roads
- Mission Park

### CONCERNS FOR THE FUTURE

- Rising rents, redevelopment, or student housing displacing existing residents
- High-speed arterial through the heart of the neighborhood puts more people at risk as the population rises

### DREAMS FOR THE FUTURE

- Successful implementation of Bus Rapid Transit, with high ridership and new development that makes it easy to use the bus
- Gonzaga alumni remain in neighborhood to contribute to community stability and prosperity
- Safer crossings of Hamilton St to help stitch the neighborhood back together
- Improved access to riverfront to create a new community asset



Figure 48. Workshop participants shared local knowledge, mapping assets and opportunities in the neighborhood.

### VISION COMPONENTS

- New development should contribute to the neighborhood with quality design and affordable housing.
- New housing should be within a stress-free, short walk to businesses, parks, schools, transit, and employment.
- Improvements to walking, bicycling, and rolling connectivity should help the neighborhood feel more cohesive and safer.
- Maintain and improve the park and street tree canopy to reduce urban warming and protect habitat.
- Enhance the neighborhood's physical and visual access to the Spokane River.

### Scenarios Workshop

Based on input from the visioning workshop and stakeholder interviews, team members drafted rough preliminary development scenarios for the neighborhood. The team presented these scenarios along with a series of individual strategies included in one or more of the scenarios into two group exercises. In the first exercise, participants evaluated how each scenario met six different policy priorities related to the plan. This ranged from potential to maximize the benefits of Bus Rapid Transit, neighborhood compatibility, places to meet/things to do, connections to the river, neighborhood automobile movement, and bicycle and walking movement. Second, they reviewed fourteen individual strategies that made up one or more of the development scenarios.

### STRONG SUPPORT

- Add flexibility to Hamilton FBC to facilitate development in the northern core of the neighborhood.
- Encourage development in underutilized areas in the southeast by rezoning from General Commercial to Center and Corridor zone.
- Create a pedestrian-friendly Columbus St with retail.
- Extend the Riverside trail along the southern edge of the peninsula.

### GENERAL SUPPORT

- Modest upzone in NW of neighborhood to promote incremental redevelopment.

- Streetscape improvements and ground floor design standards to improve walkability on Cincinnati St.
- Design standards for new development along multi-use trails for “trail-oriented development”.

#### SOME SUPPORT

- Work with University District Public Development Authority to build a shared parking garage in the SE area.
- Convert an eastbound general-purpose lane on Mission Ave to a two-way protected bike lane.
- Springfield Ave intersection crossing and walking-oriented retail.
- Allow greater intensity mixed-use development in the northwest neighborhood.

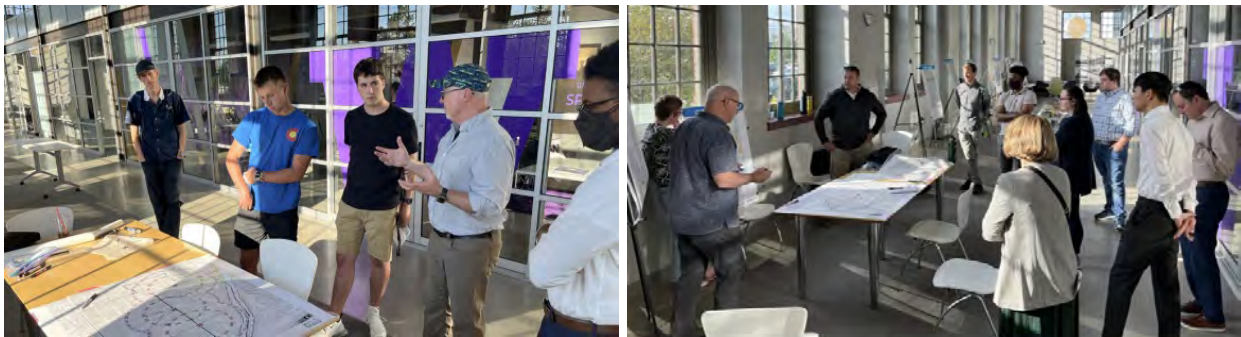


Figure 49. Workshop participants weighed the pros and cons of different future scenarios.

#### Stakeholder Interviews

Throughout the three-day studio, the project team conducted group interviews with project stakeholders with different areas of interest and expertise.

#### NEIGHBORHOOD AND COMMUNITY ORGANIZATIONS

- Good connectivity for biking and walking through Logan and to downtown will maximize the potential of the City Line Bus Rapid Transit (BRT).
- The Mission Ave/Perry St/Upriver Dr intersection area with freight tracks crossing is a difficult area to navigate safely.
- Camping in Mission Park has been a noticeable problem.
- Strong support for better riverfront access and recreation opportunities.
- Mixed support for housing development and co-working office development.
- Kendall Yards is a good example of denser redevelopment here in Spokane. Flexible leases there accommodate different sizes of commercial space for different business types.

#### NON-PROFIT/AFFORDABLE HOUSING

- Ground-floor retail requirements make it harder for affordable housing providers to build.
- One organization typically builds 3-story apartments, but these would be too low-intensity for South Logan TOD. Gonzaga Family Haven in the Logan Neighborhood is a good example project.





*Figure 50. Conversations with stakeholders during the studio reveals priorities and potential obstacles for successful future transit-oriented development.*

#### DEVELOPERS/PROPERTY OWNERS

- Missing link between entrepreneurs starting small businesses and property owners with space to rent.
- Housing prices have become a barrier to staff recruitment and retention at Gonzaga.
- Gonzaga is focusing on building student housing for underclassmen.
- Hamilton Form-Based code (FBC) is limiting development.
- Visible unhoused population makes visitors feel unsafe here.
- A central parking garage on Hamilton St could relieve pressure and allow redevelopment of surface lots.

## Online Survey

June 19 – October 19, 2022

### Survey Summary

Community members shared their daily experiences, hopes for the future, and challenges in the South Logan neighborhood through an online survey. The survey received 126 responses.

### How often do you visit?

Survey respondents spend a lot of time in the South Logan area. Over 75% of respondents visit South Logan daily or at least a few times a week.

### How do you get around South Logan?

Most survey respondents get around South Logan by private vehicle, half walk in the area, and around 1/3 ride bikes there at least some of the time. Among those who live in South Logan, the vast majority both walk and drive (or ride) a private vehicle. Close to half of respondents who live in the area also get around by bus.

#### MOBILITY THEMES

- Easy to get around at times, particularly within smaller sections of the study area
- Rush hour and other peak periods decrease ease and safety for people walking, driving, and riding bikes
- Hamilton and Mission create physical barriers within the study area

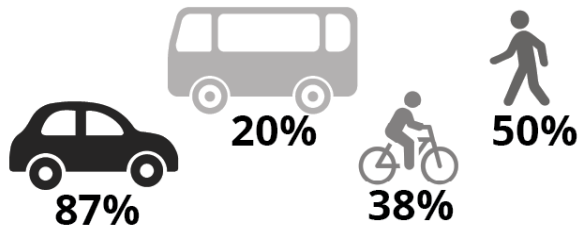


Figure 51. Mobility mode of survey respondents.

#### What do you like about this area?

- The lively mix of uses, local businesses, demographic diversity, and convenient access to nearby areas make this place an exciting and fulfilling place to be a part of.
- Quiet streets, Mission Park, Centennial Trail, the nearby river, and lovely mature street trees make South Logan a beautiful and relaxing place to spend time.
- The mix of Gonzaga University, historic buildings, and relative affordability give it a unique character all its own.

#### How would you describe the ideal South Logan?



Figure 52. Responses to “describe an ideal South Logan”

#### What else should we know about the South Logan area or the project?

- “Logan is in the **heart of the city** and can be a more vibrant, lively and welcoming place.”
- “I think **the City Line is great** and excited to see how it helps the area grow!”

- **"Incorporate past neighborhood planning work** that has already occurred for the Hamilton corridor."
- "Keep the **innovation mentality** alive when advancing the TOD plan for the South Logan area."
- "The City Line bus stop should be surrounded by commercial establishments and central communal areas promoting usage and **welcoming riders to South Logan.**"
- "What makes the neighborhood great are the **quiet side streets with lots of trees** and elegant old houses."
- **"Affordable housing** should absolutely be prioritized ... to **avoid gentrification and displacement** among the lower-income areas of the community."



Figure 53. City Planning Staff tabling at the Logan Neighborhood Block Party in April and September 2022.

## Gonzaga Student Body Association Senate

October 17, 2022 | Gonzaga University

City of Spokane staff presented project goals and initial findings to the Gonzaga Student Body Association (GSBA) Senate. Staff led a mapping exercise to better understand desires, concerns, and opportunities for the area from a student perspective.

### General comments

- Students mentioned going downtown frequently for the safe, walkable, retail/recreational experience there. There is strong interest in the idea of having a closer, more accessible, "mini downtown".
- It's important to continue to highlight anti-displacement throughout the plan.
- There are a high proportion of people with disabilities in this area; it's important to involve people with disabilities directly.
- Campus, Safeway, No-Li, the Centennial Trail, and the local businesses on Hamilton, especially at Sharp, are common destinations for students.



## Transportation

- Crossings of Hamilton are a top concern. Existing signalized crossings are helpful, but additional crossings are needed, especially near student housing and businesses like at Boone and Springfield.
- It's scary to walk or bike along Hamilton or Mission. Students would love to feel the safety of downtown walking, bicycling, and rolling. Students tend to cross arterials where easiest then head for quieter streets.
- Traffic signals at the Mission Ave and Hamilton St intersection have long wait times for people walking - this is a heavily traveled route between campus and Safeway.
- Neighborhood streets need stop signs or other traffic calming to reduce speeds.
- It's hard to make turns at uncontrolled intersections on Hamilton St.



Figure 54. Gonzaga students mapped common destinations, barriers, walking routes, and important crossings and shared their experiences living in and moving about the neighborhood.

## Land Use & Housing

- Moderate 3-4 story apartment buildings and mixed-use buildings in that scale are desirable.
- There's a desire for more local businesses like No-Li in the SE industrial area.
- There should be considerations for affordable student housing and anti-displacement of current residents.



Figure 55. Gonzaga students working together in the student forum.

## South Logan Story Map

October 13, 2022 – Present | Online

The South Logan TOD StoryMap was launched online on October 13, 2022, with frequent updates as needed, and has been viewed over 1,100 times. The StoryMap allows residents to learn about the South Logan study area and project proposals through a variety of maps, videos, images, and narration to provide readers with a new experience on their own time. Readers can explore the history of the Logan Neighborhood and its story of historic industry and education in Spokane, STA's City Line route, stops, and station art, as well as the timeline of planning work that led to the South Logan TOD project. Readers also have the opportunity to learn more about current planning efforts throughout this project, existing conditions in the study area, the ongoing community engagement efforts, and identified opportunities for feedback.

## Online Open House

January 19, 2023 | Online

Project staff and consultants hosted a Virtual Open House on Preliminary Alternatives on Thursday, January 19, 2023. The Preliminary Alternatives are part of the environmental review process to identify possible outcomes for enhancing transit-oriented development in South Logan. At the virtual open house, the project team provided an overview of the project, shared more on the preliminary alternatives, and gathered feedback. The meeting was recorded and posted on the project page for on-demand viewing.



Figure 56. Screenshot from Online Open House

**What values are most important to guide the plan?**



Figure 57. Online Open House survey response word cloud.



## Draft Plan and DEIS Public Comment Period and Workshop

May 9 – June 8, 2023

The City of Spokane published the Draft South Logan TOD Plan and the Draft Environmental Impact Statement (DEIS) for public review. The public was invited to submit written comments during the 30-day public comment period from May 9 – June 8, 2023. These draft documents are the result of working with community stakeholders to create a coordinated framework and development approach for the future of the South Logan area. The Draft Plan presents goals and policies, based on community input, to encourage mixed-use and walkable places close to transit in South Logan. The DEIS identifies impacts of future scenarios with a mix of uses and intensities, public improvements, and other actions that meet community values.

During the public comment period, the project team hosted a public workshop on May 18, 2023, at Gonzaga University. Planning staff and project consultants shared about the project and community members were able to provide real time feedback on the draft plan and draft alternatives to shape the South Logan area.

### AREAS OF AGREEMENT

- Limit impacts to historic buildings in the neighborhood
- Good quality design for new buildings is important
- The southeast is the best opportunity for new development

### AREAS OF DISAGREEMENT

- Future study of Sharp Ave pedestrian bridge
- Development north of Gonzaga (protecting character, scale, and form of new development)
- Role of detached housing/internal conversations for student housing vs. apartment buildings

Written comments submitted during this time are part of the public record and are reviewed and considered in the development of the preferred alternative, Final Plan, and Final EIS. In total, 16 written comments were received during the public comment period.

Summaries of the public workshop and public comment themes are available for download on the project website:

- [Draft Plan Public Workshop Summary](#) – May 2023
- [South Logan Public Comment Themes – July 2023](#)



Figure 58. Participants at the Draft Plan Public Workshop, May 18, 2023



## Preferred Alternative Development

City staff and project consultants hosted three workshops on the preferred alternative development: Plan Commission workshop on June 14, 2023; Community workshop on June 22, 2023; and Plan Commission workshop #2 on July 12, 2023. The plan values, which were developed through public input and reflect the guiding principles for South Logan, are used along with the results of the environmental analysis and public comments to develop a preferred alternative. The preferred alternative may be composed of some combination of the three different alternatives, based on feedback. Ultimately, the preferred alternative shapes the Final Plan and Final EIS as the preferred direction for future growth and investment in South Logan. Recordings and presentations of the workshops are available on the project website.

## Final Plan and FEIS

The City of Spokane published the Final Draft of the South Logan TOD Plan and Final Environmental Impact Statement (FEIS) on November 30, 2023. These documents are the result of working with community stakeholders to create a coordinated framework and development approach for the future of the South Logan area. The Final Draft Plan presents goals and policies, based on community input, to encourage mixed-use and walkable places close to transit in South Logan. The FEIS examines the preferred alternative, based on public comments and feedback from the DEIS, and identifies impacts and mitigation strategies for planned development over the next 20 years.

The Spokane City Plan Commission held a public hearing on Wednesday, December 13, 2023 to hear and consider public testimony to the Final Draft South Logan TOD Plan and the FEIS. Upon public testimony and deliberation, the Plan Commission voted 6-2 to recommend approval for City Council, with amendments. Following this, the proposal was considered by City Council for adoption by resolution. A public hearing was held on January 29, 2024 with public testimony. Upon consideration, the Council voted 7-0 to adopt by resolution the Final Plan and FEIS, with an amendment, recognizing the planning effort and vision for the South Logan area.

## Updates and Presentations

In addition to the various outreach activities, project staff and consultants provided regular updates to the Plan Commission, City Council, and stakeholder groups like the Logan Neighborhood Council and the University District PDA. Below is a list of presentations from March 2022 to December 2023. A majority of these presentations and materials are available on the project website at [my.spokanecity.org/southlogantod](https://my.spokanecity.org/southlogantod).

### 2022

March 28	City Council - PIES Committee Briefing
April 18	City Council Meeting - Subarea Resolution
April 29	Logan Block Party
June 14	University District Development Committee
August 10	Plan Commission Workshop - Planned Action EIS
September 13	Logan Neighborhood Council Meeting
September 16	Logan Block Party
September 20	Community Planning Studio Meeting 1
September 21	Community Planning Studio

September 22	Community Planning Studio Meeting 2
October 12	Plan Commission Workshop - Existing Conditions Report
October 17	Gonzaga Student Body Association Senate Forum
November 3	City Council Study Session - Existing Conditions Report
November 8	Logan Neighborhood Council Meeting
November 9	Plan Commission Workshop - Market Research
December 14	Plan Commission Workshop - Market Research
November 10	Plan Commission Workshop - Preliminary Alternatives
<b>2023</b>	
January 10	Plan Commission Workshop - Preliminary Alternatives
January 12	University District Development Committee
January 19	City Council Study Session - Anti-Displacement Strategies
January 26	Virtual Community Open House on Preliminary Alternatives
March 8	Plan Commission Workshop - City Line Mobile Tour
March 14	Logan Neighborhood Council Meeting
March 22	Plan Commission/City Council Joint Meeting - Draft Subarea Goals
April 11	Logan Neighborhood Council Meeting
May 9	Logan Neighborhood Council Meeting
May 10	Plan Commission Workshop – Draft Plan and DEIS Public Release
May 18	Draft Plan and Draft EIS Public Workshop
June 7	University District Board Meeting
June 14	Plan Commission Workshop – Preferred Alternative
June 22	Preferred Alternative Community Workshop
July 6	City Council Study Session – Draft Plan and DEIS, Preferred Alternative
July 12	Plan Commission Workshop – Revised Preferred Alternative
Oct 25	Plan Commission Workshop – Final Plan and FEIS
Dec 13	Plan Commission Public Hearing – Final Plan and FEIS
<b>2024</b>	
Jan 29	Final City Council Adoption by Resolution (RES 2024-0015)



Figure 59. Mobile tour of the City Line with the Spokane Plan Commission, City Council, and stakeholders discussing the South Logan TOD Project at the Cincinnati & Desmet Station.

Source: STA.

# Appendix 3: Plan Alternatives

**Note:** This appendix is consistent with the DEIS, which was released in May 2023. Since then, land use and zoning changes have been enacted citywide with the Building Opportunity and Choices for All interim ordinance and Building Opportunity for Housing permanent changes, which were adopted in November 2023. As a record of the alternatives in the DEIS, this appendix not been updated for the final plan.

## Alternatives Development

### What Are Alternatives?

In order to analyze potential future outcomes in the study area, the project team developed alternatives which envision changes to land use regulations and investments in public infrastructure through the year 2047. The alternatives were informed by the plan values and community engagement and seek to explore different approaches to achieving the goals of transit-oriented development and improved outcomes for existing residents, businesses, and educational institutions. The potential environmental impacts of development under each scenario have been studied and documented in the Draft Environmental Impact Statement (DEIS) released with this draft plan. The project team will use the findings of the DEIS to develop a Planned Action ordinance, final subarea plan, and associated development regulations.

### Zoning Categories

The following zoning categories structure assumptions about allowed and likely development outcomes through 2047. These categories are simplifications of existing zones and/or future zones that will be developed following plan adoption.



**Mixed-Use – 150’:** Based on Centers and Corridors (CC) zoning for Employment Centers (CC1-EC), this category would allow residential, commercial, or mixed-use development with a height limit of 150 ft and modest parking requirements. Action alternatives assume temporary reduced parking minimums implemented through Building Opportunity and Choices for All are made permanent.



Figure 60. Mixed Use – 150 expected building type examples include midrise (5-7 stories) mixed-use and residential buildings, and office, biotech or academic buildings.



**Mixed-Use – 75':** This category would allow residential, commercial, or mixed-use development with a height limit of 75 ft and modest parking requirements. Existing similar zones in Spokane have height limits of 55 ft or 150 ft.



Figure 61. Mixed Use – 75 expected building type examples include midrise mixed-use and residential buildings.

**Mixed-Use – 45':** This category would allow residential or mixed-use development with a height limit of 45 ft. Zoning would be similar to the existing Neighborhood Mixed Use (NMU) zone, with some modifications. Existing zones OR-55, CA-3 and CA-4 are shown in this category on the Alternative 1 No Action land use concepts map.



Figure 62. Mixed Use – 45 expected building type examples include low-rise (2-4 stories) mixed-use and residential buildings.

**Residential High – 55':** This category primarily allows residential uses with a height limit of 55 feet and is based on the existing Residential High Density (RHD) zone. Residential zones (including RHD) include special provisions and design standards for educational institutions

**Residential High – 70':** This category primarily allows residential uses with a height limit of 70 feet and is based on the existing Residential High Density (RHD) zone. Residential zones (including RHD) include special provisions and design standards for educational institutions.



Figure 63. Residential High expected building type examples include midrise and low-rise residential buildings.



**Residential Medium – 40’:** This category primarily allows residential uses with a height limit of 40 feet and is based on the existing Residential Multifamily (RMF) zone. Alternative 1 assumes pre-Building Opportunity and Choices for All height limit of 30 feet.



*Figure 64. Residential Medium expected building type examples include low-rise residential buildings.*



**Residential Low:** This category is based on the existing Residential Single Family (RSF) and Residential Two Family (RTF) zones, with the Building Opportunity and Choices for All changes allowing greater building heights and some types of middle housing (duplexes, triplexes, fourplexes, and townhouses). Alternative 1 assumes pre-Building Opportunity and Choices for All height limit and no middle housing types.



*Figure 65. Residential Low expected building type examples include detached houses, townhouses, and middle housing types.*

**Note:** The [Building Opportunity and Choices for All](#) pilot program is a one-year interim zoning program adopted by Spokane City Council in July 2022 that modifies residential zoning to allow for the construction of more housing in existing neighborhoods, with more variety in the types of housing permitted. As a pilot program and not permanent, Alternative 1 assumed the zoning pre-interim ordinance. Action alternatives (Alternatives 2, 3, 4) assume the interim ordinance changes are incorporated in future zoning districts.

## Alternative 1: No Action

The No Action Alternative is designed to compare the other alternatives against a baseline representing the status quo. This alternative assumes no changes to existing zoning and that the [Building Opportunity and Choices for All](#) interim zoning ordinance expires with no permanent replacement.

While the Plan Commission and City Council have expressed intent to adopt a permanent change to the Comprehensive Plan and development standards, it is important for this alternative to highlight what the community might expect if no changes are made. Since permanent changes are not anticipated to occur before the adoption of the South Logan subarea plan and Environmental Impact Statement, this alternative focuses on the long-term outlook with no further interventions by the City. In consultation with the WA Department of Ecology, the project team found that considering the zoning pre-Building Opportunity and Choices for All would provide the most transparent and consistent baseline for the No Action Alternative, which serves as a comparison for the rest of the action alternatives.

This alternative also assumes that no significant transportation projects are undertaken in the subarea except for STA's City Line Bus Rapid Transit (BRT) route beginning service in July 2023 on Cincinnati St and Mission Ave and long-term investment in a Centennial Trail underpass at Mission Ave to connect Mission Park and Upriver Park with a grade-separated street crossing.



## Alternative 1 Concept Maps

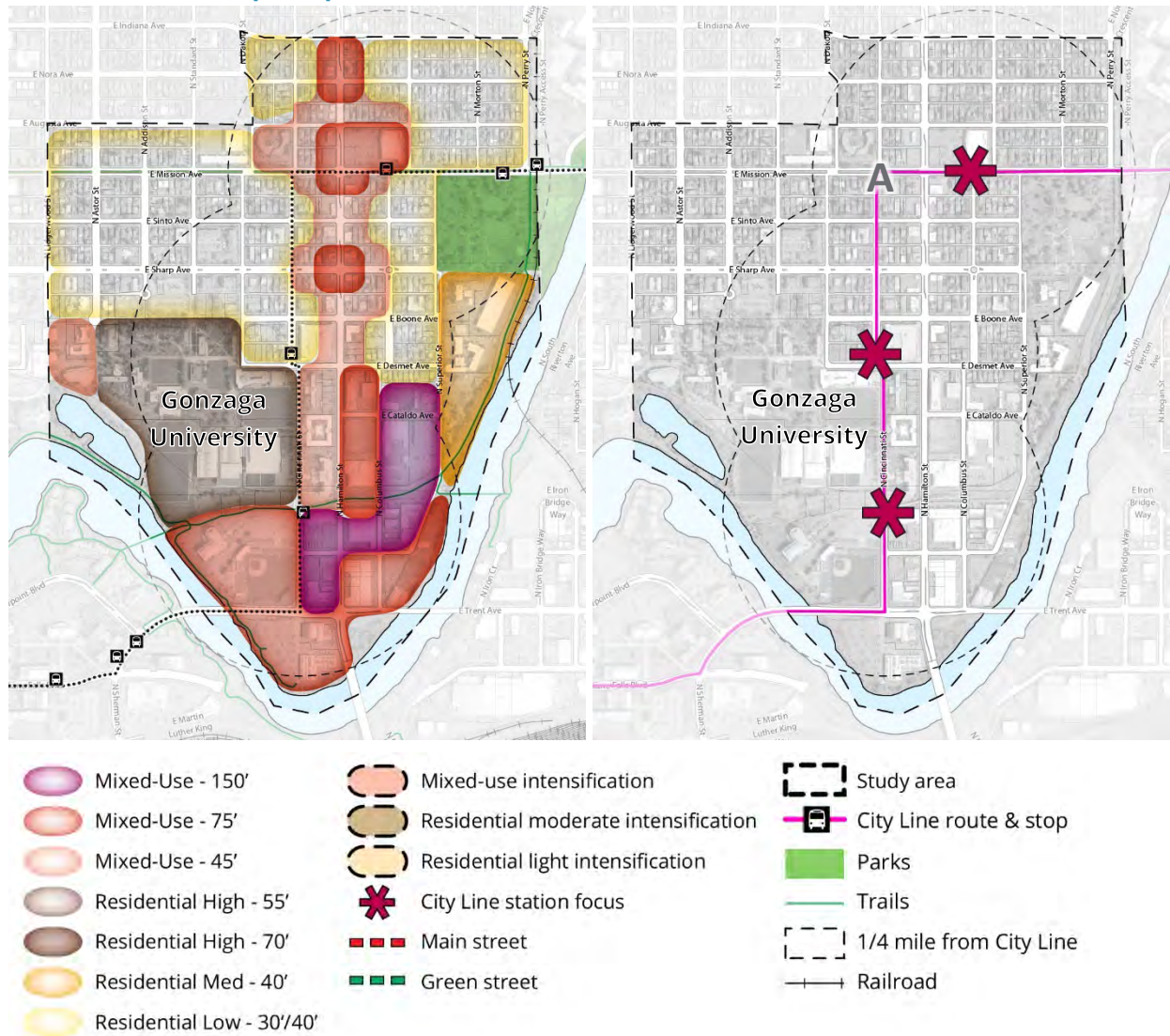


Figure 66. Generalized existing zoning (left) and Alternative 1 change areas (right).

### Notable features

- A. City Line BRT begins service in summer 2023.

## Action Alternatives

The action alternatives were developed based on a collective set of values drawn from the Comprehensive Plan, the TOD Framework Plan Policies, and preliminary engagement findings from this effort:

- Enhance connectivity, accessibility, and mobility in South Logan and to the river.
- Support universities and health sciences sectors, innovation, and sustainability.
- Support job access, diverse industries, and employment.
- Expand housing options and affordability for residents of all incomes, abilities, and ages.
- Minimize residential and local business displacement.
- Build on South Logan's unique urban context and history with integrity and diversity.

### Features common to all action alternatives

- Adjust the provisions of **Hamilton Form-Based Code** to reduce barriers to development while meeting community design objectives.
- Enhance existing **Hamilton St crossings** and update streetscape plans, including redesign of Sharp Ave/Hamilton St intersection.
- Install an enhanced crosswalk **at the Hamilton St-Springfield Ave** intersection, like a High-Intensity Activated Crosswalk (HAWK) signal (see image below) or full traffic signal, to function both as the at-grade ADA-compliant Centennial Trail crossing of Hamilton St and help to facilitate desired transit-oriented development on adjacent and nearby properties.
- **Rezone General Commercial** in southeast to Centers and Corridors, while retaining current height limit.



Figure 67. Crosswalk with a HAWK signal on Ruby Ave in Spokane.

Source City of Spokane



## Alternative 2: Hamilton Crossing

This alternative is focused on enhancing multi-modal crossings of Hamilton St to improve neighborhood connections and livability. It includes strategic increases to allowed building heights and intensity and investments to improve walking and riding connections throughout the neighborhood, especially across Hamilton St.

### Alternative 2 Concept Maps

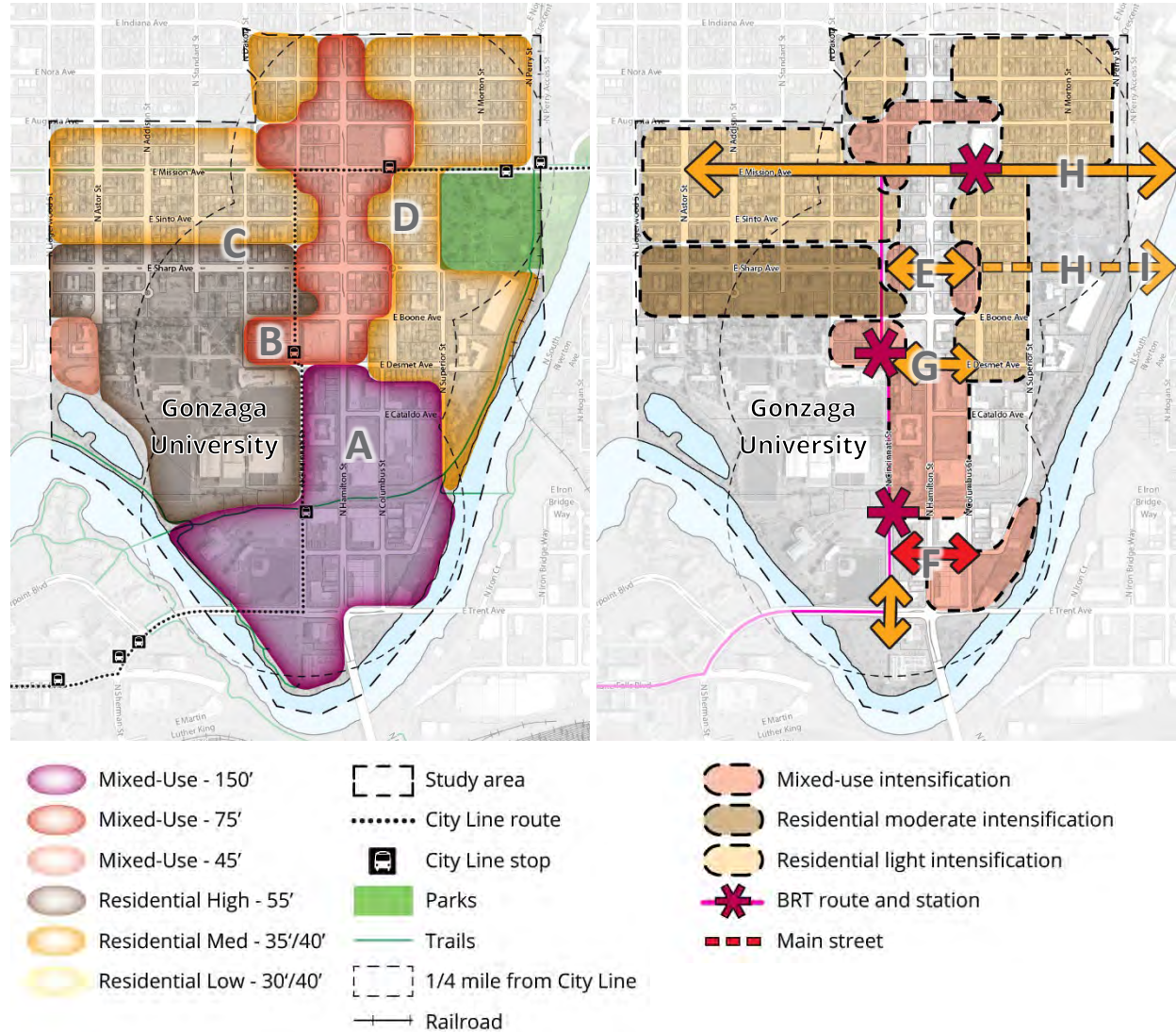


Figure 68. Alternative 2 land use concept (left) and change areas (right).

### Notable features

#### LAND USE/ZONING CHANGES

- Expand Centers and Corridors Employment Center (CC-EC) zoning in commercial/industrial areas south of Desmet Ave.
- Expand zoning for mid-rise (5-7 stories) development around Desmet Station.
- Increase housing capacity north of Gonzaga University.



- D. Increase housing capacity around Mission Park.

## PRIORITIES AND INVESTMENTS

Prioritize Sharp Ave-Hamilton St intersection with walking & streetscape improvements.



Figure 69. Streetscape improvements in Beaverton, OR and Ellensburg, WA.

- E. Emphasize Springfield Ave as a pedestrian-oriented “main street” and add traffic signal at Hamilton St intersection.



Figure 70. Main street café seating in Bellevue WA. Source: MAKERS

- F. Explore short- & long-term traffic calming opportunities along Hamilton St.
- G. Study options for improved east-west bicycle and walking connections across and through north end of neighborhood on Mission Ave. Mission Ave is the only direct bicycle and walking connection between the study area and Chief Garry Park Neighborhood. The Iron Bridge, a half-mile to the south, provides the closest alternative route.
- H. Study options for improving river crossings for people walking, bicycling, and rolling in the vicinity of Mission Park, including a new bike/walk bridge at Sharp Ave (in the event that improvements on Mission Ave, particularly across the river, are not feasible). The current condition of the Mission Ave bridge makes near-term improvements for walking and bicycling unlikely within the next twenty years. A new Sharp Ave river crossing would provide a close, parallel crossing for people walking, bicycling, and rolling, connecting directly with a

planned shared-use pathway along Riverton Avenue and future east-west neighborhood greenways in the Chief Garry Park Neighborhood.



Figure 71. Potential location for ped/bike bridge.

Source: Google Maps. Imagery ©2023 Google, Imagery ©2023 CNES / Airbus, Maxar Technologies, U.S. Geological Survey, USDA/FPAC/GEO, Map Data ©2023 Google



## Alternative 3: Southeast Riverfront

This alternative is focused on investment and zoning changes in the southeast riverfront area to catalyze development towards the creation of a vibrant mixed-use transit-oriented hub.

### Alternative 3 Concept Maps

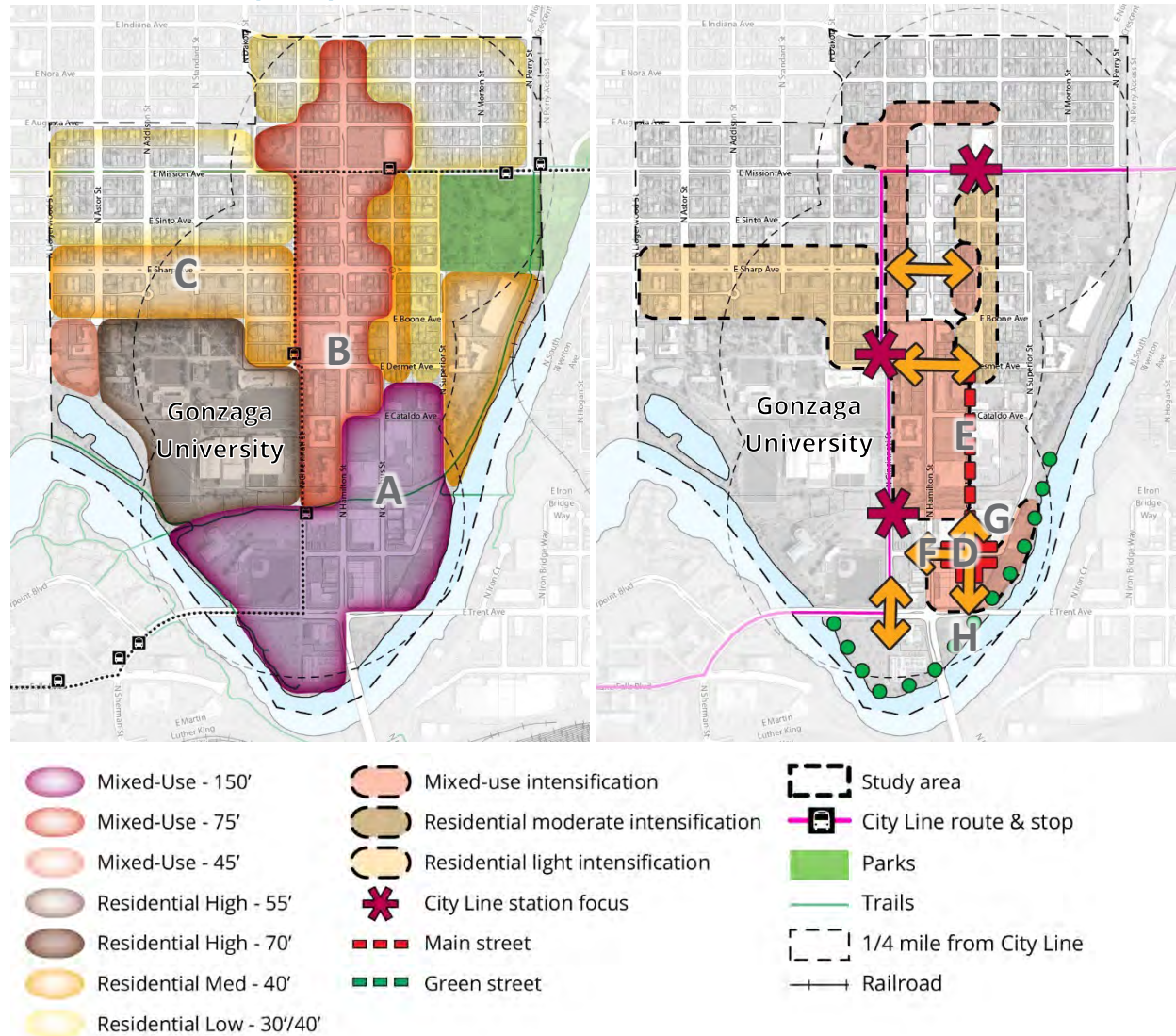


Figure 72. Alternative 3 land use concept (left) and change areas (right).

### Notable features

#### LAND USE/ZONING CHANGES

- Rezoning General Commercial to Centers and Corridors Employment Center (CC-EC) or similar in the southern area while retaining existing height limits (common to all action alternatives).
- Expand areas allowed for mid-rise development around the current Hamilton Form-Based Code (FBC) area.
- Increase housing capacity 1½ blocks north of Gonzaga University by applying Residential Medium zoning.



## PRIORITIES AND INVESTMENTS

### D. Walking-oriented node at Springfield Ave & Columbus St.



Figure 73. Walking oriented node in Woodinville, WA.

### E. Mixed-use “main street” on Columbus St between Desmet Ave and Trent Ave. Example visuals:



Figure 74. Mixed-use main street examples in Woodinville and Bellevue, WA.

- F. Add a traffic signal at Springfield Ave & Hamilton St intersection to enhance east-west connectivity and movement between the McCarthy Athletic Center Station and the southeast riverfront area along Springfield Ave, as well as the southern terminus of the proposed main street improvements on Columbus Street.
- G. Pursue public/private partnerships to deliver neighborhood amenities, shared assets like structured parking, and catalyzing development. While with the BRT investment the long-term intention is to reduce dependency on automobiles, a parking structure has often served as a catalyst for desired mid-rise mixed-use development forms in similar areas that are very early in the process of transformation from auto-dependent environments to vibrant mixed-use centers. Notable examples can be found in downtown Bozeman, MT, Kent Station, Kent, and Woodin Creek Village, Woodinville (example garage well hidden behind active building frontages below). Providing structured parking can assist TOD by



concentrating automobile parking in a single portion of a district, enabling pedestrian-oriented design throughout the remainder of the street network. This allows visitors to park once and experience the area primarily by walking, rolling, or taking the bus.

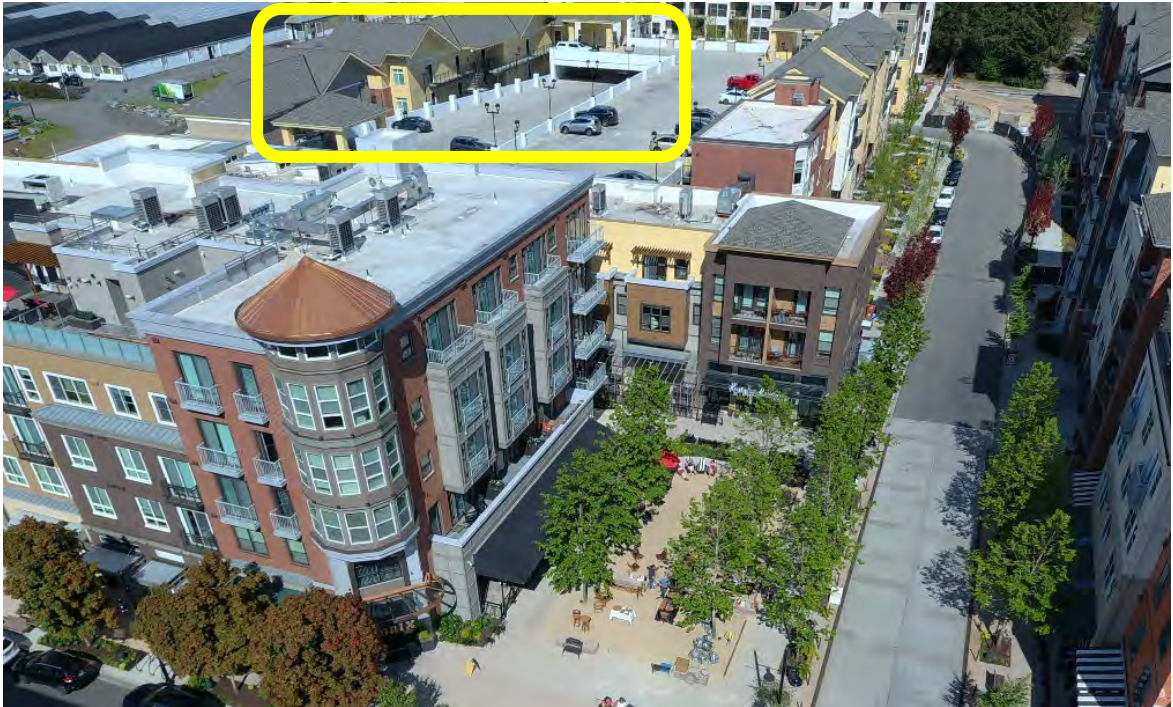


Figure 75. "Texas donut" style housing/parking garage in Woodinville, WA.

H. Maximize riverfront connections, open space improvements, and access.



Figure 76. Spokane River as seen from the Iron Bridge.



## Alternative 4: TOD Emphasis

This alternative is focused on maximizing the opportunities for transit-oriented development within close proximity to planned BRT stations, via a mix of upzones and public improvements.

### Alternative 4 Concept Maps

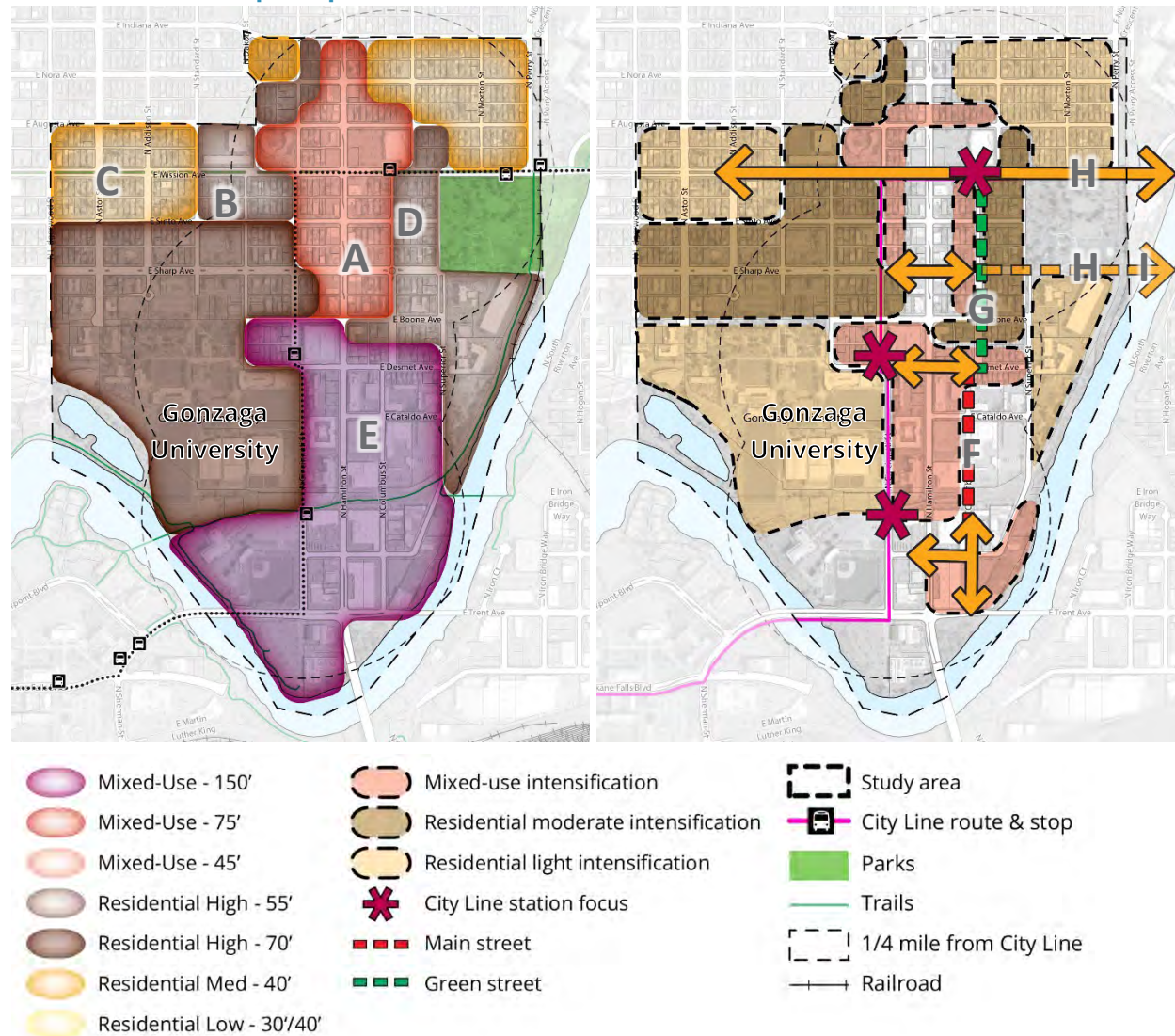


Figure 77. Alternative 4 land use concept (left) and change areas (right).

### Notable features

#### LAND USE/ZONING CHANGES

- Expand areas allowed for mixed-use mid-rise development around the current Hamilton Form-Based code (FBC) area.
- Lower-intensity mixed-use development west of Hamilton St that allows 4-story multifamily and small-scale commercial development.
- Increase housing capacity northwest of Gonzaga.
- Significant increase to housing capacity around BRT stations around Mission Park.



- E. Expand high-intensity TOD zoning in commercial/industrial south of Boone Ave.
- F. Eliminate parking requirements within ¼ mile of BRT stations

## PRIORITIES AND INVESTMENTS

- G. Green street improvements on Columbus St between Mission Ave and Desmet Ave. Green street improvements typically include wayfinding signage, traffic diverters, crossing improvements, and Green Stormwater Infrastructure (GSI).



Figure 78. Examples of GSI streetscape improvements.

Source, center: Ryan Packer, used with permission. Left and right: MAKERS.

- H. Main street improvements on Columbus St between Desmet Ave and Trent Ave. Main street improvements may include walking-oriented streetscape design with ample sidewalks, street furniture, wayfinding, street trees, and public art or other character-defining elements.



Figure 79. Main street improvements in Burien, WA.

- I. Study options for improved east-west connections for people walking, bicycling, and rolling across and through the north end of the neighborhood on Mission Ave. Mission Ave is the only direct bicycle and walking connection between the study area and Chief Garry Park Neighborhood. The Iron Bridge, a half-mile to the south, provides the closest alternative route
- J. Study options for improving river crossings for people walking, bicycling, and rolling in the vicinity of Mission Park, including a new bike/walk bridge at Sharp Ave. The current condition of the Mission Ave bridge makes near-term improvements for walking and

bicycling unlikely within the next twenty years. A new Sharp Ave river crossing would provide a parallel crossing for people walking, bicycling, and rolling, connecting directly with a planned shared-use pathway along Riverton Avenue and future east-west neighborhood greenways in the Chief Garry Park Neighborhood.

## Growth Projections

Projections for local population growth by 2047 were developed for this plan based on the increase in total building capacity in each alternative and the effect of investments in specific areas to encourage private development. The goal of these projections is to provide basic assumptions needed for analysis of potential impacts of new development in the Environmental Impact Statement (EIS). Because the bulk of growth expected to occur in the subarea under all alternatives is residential, these projections do not include commercial or industrial growth.

These projections are not intended to provide fine-grained forecasts of likely development outcomes. Actual outcomes growth and development in South Logan will be shaped by decisions by individual residents, business owners, investors, and organizations.

**Table 5. Projected Growth for 2047 Planning Horizon**

	Existing	Alt 1	Alt 2	Alt 3	Alt 4	Pref Alt
Increase in Housing Units <sup>1</sup>	---	314	1,710	1,612	3,013	2,954
Population Increase <sup>2</sup>	---	715	3,898	3,674	6,869	6,735
Total Population	4,676	5,391	8,574	8,350	11,545	11,411

<sup>1</sup> Includes equivalent housing added in college dormitories.

<sup>2</sup> Population increase is based on an average household size of 2.28 persons/dwelling unit.

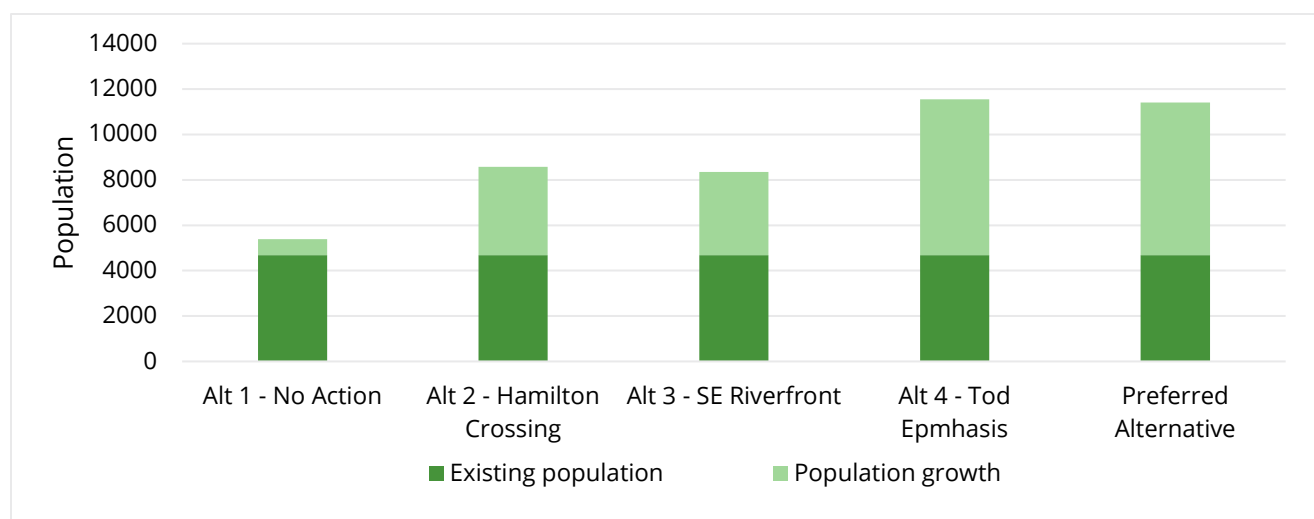
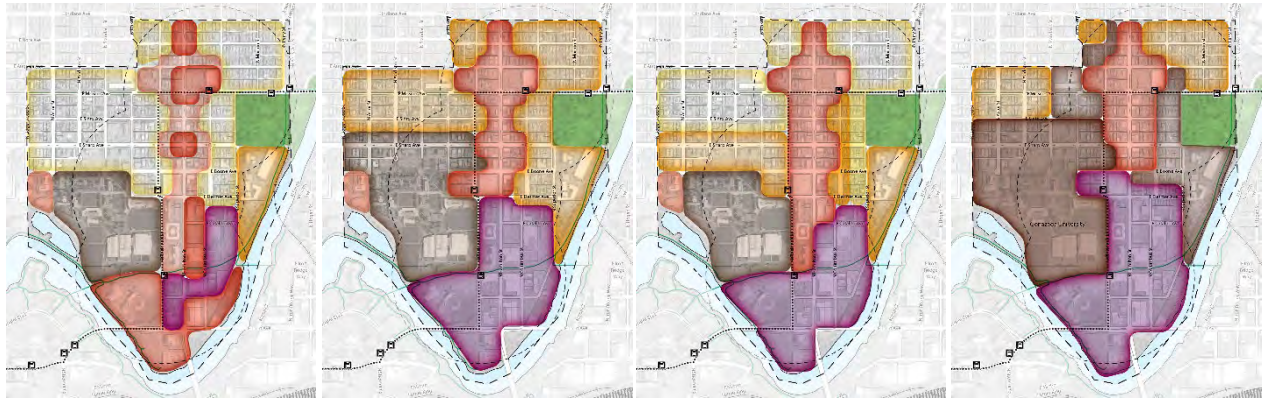


Figure 80. Graph of projected population growth by alternative.



# Alternatives Comparison

## Zoning Concept Maps



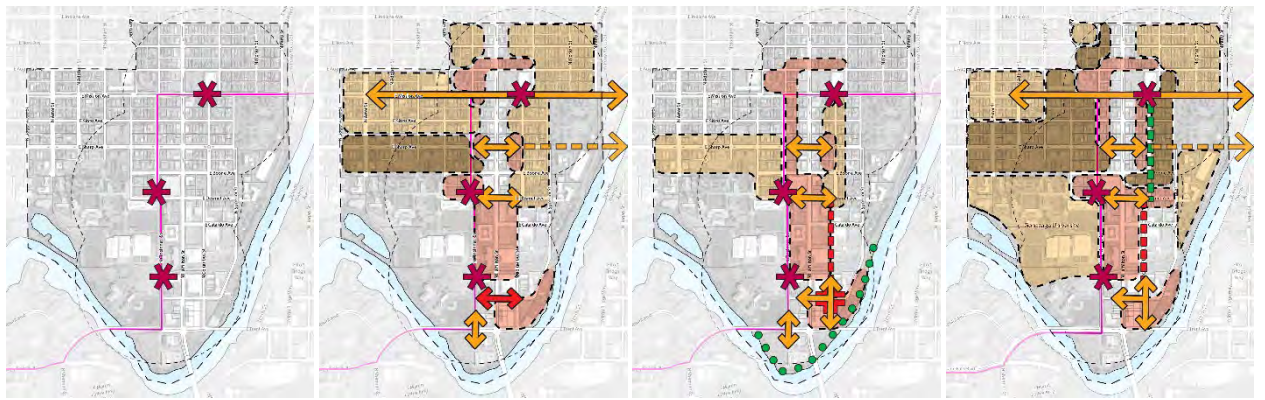
Alt 1: No Action

Alt 2: Hamilton Crossing

Alt 3: Southeast Riverfront

Alt 4: TOD Emphasis

## Change Area Maps



Alt 1: No Action

Alt 2: Hamilton Crossing

Alt 3: Southeast Riverfront

Alt 4: TOD Emphasis



Figure 81. Side-by-side comparison of alternatives.



## Growth Projections

Projections for local population growth by 2047 were developed for this plan based on the increase in total building capacity in each alternative and the effect of investments in specific areas to encourage private development. The goal of these projections is to provide basic assumptions needed for analysis of potential impacts of new development in the Environmental Impact Statement (EIS). Because the bulk of growth expected to occur in the subarea under all alternatives is residential, these projections do not include commercial or industrial growth.

These projections are not intended to provide fine-grained forecasts of likely development outcomes. Actual outcomes growth and development in South Logan will be shaped by decisions by individual residents, business owners, investors, and organizations.

**Table 6. Projected Growth for 2047 Planning Horizon**

	Existing	Alt 1	Alt 2	Alt 3	Alt 4
Increase in Housing Units <sup>1</sup>	---	314	1,710	1,612	3,013
Population Increase <sup>2</sup>	---	715	3,898	3,674	6,869
Total Population	4,676	5,391	8,574	8,350	11,545

<sup>1</sup> Includes equivalent housing added in college dormitories.

<sup>2</sup> Population increase is based on an average household size of 2.28 persons/dwelling unit.

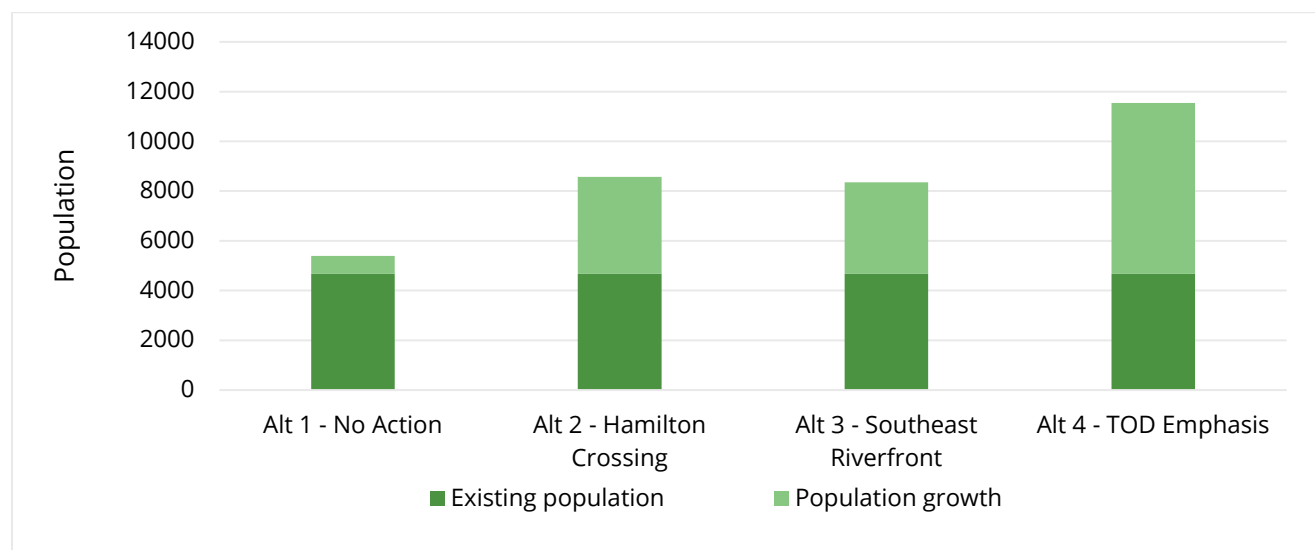


Figure 82. Graph of projected population growth by alternative.