

# Avista Upriver Park

## 1 - Administrative Review

### Design Review Staff Report

January 31, 2020


**Staff:**

Dean Gunderson, Senior Urban Designer

Neighborhood &amp; Planning Services Department

**Applicants:**

Avista Corporation  
PO Box 3727  
1411 E Mission Ave  
Spokane, WA 99202

Attn: Robin Bekkedahl

## Design Review Board Authority

Spokane Municipal Code [Chapter 04.13](#) Design Review Board

A. Purpose. The design review board is hereby established to:

1. improve communication and participation among developers, neighbors and the City early in the design and siting of new development subject to design review under the Spokane Municipal Code;
2. ensure that projects subject to design review under the Spokane Municipal Code are consistent with adopted design guidelines and help implement the City's Comprehensive Plan.
3. advocate for the aesthetic quality of Spokane's public realm;
4. encourage design and site planning that responds to context, enhances pedestrian characteristics, considers sustainable design practices, and helps make Spokane a desirable place to live, work and visit.
5. provide flexibility in the application of development standards as allowed through development standard departures; and
6. ensure that public facilities and projects within the City's right of way:
  - a. wisely allocate the City's resources,
  - b. serve as models of design quality

Under SMC [Section 17G.040.020](#) **Design Review Board Authority**, all projects or structures subject to Shoreline Conditional Use permits are subject to design review. Recommendations of the Design Review Board and urban design staff must be consistent with regulatory requirements per [Section 17G.040.080](#) **Design Review Board**

### Recommendations.

Recommendations of the Design Review Board and urban design staff will be forwarded to the Hearing Examiner and Planning Director.

## Project Description

Please see applicant's submittal information. The proposed project entails the development of a linear pedestrian park and river trail adjacent to the Spokane River, a portion of which will include a kayak/canoe/raft boat launch with the majority of the park being constructed on a vacated portion of Upriver Drive.

## **Location & Context**

The is principally located on a portion of vacated right-of-way for Upriver Drive, between Mission Avenue (at the south) and approximately 2,200 feet north to North Center Street (at the north). The development will be constructed across a number of Avista-owned parcels (35093.2103, 35093.2104, 35093.2006, 35093.1317, and 35093.0005 – the last largely located in the Spokane River) and several City-owned parcels (35093.0006, 35093.0004 – both of which are largely the westerly bank of the Spokane River east of the vacated right-of-way). While the project site does not currently have a street address, it is being process under the Avista Headquarter's address of 1411 E Mission Avenue. The project site is located entirely within the Logan Neighborhood, with the Chief Garry Park boundary being the centerline of the Spokane River and the Bemiss boundary being approximately 1/4-mile north of the project site (at Crestline Street).

The Mission Route 39 bus travels along Mission Avenue at the southern terminus of the site, with Bus Stop #27 being located at the intersection of Mission Avenue and the Upriver Lane entrance to the Avista Headquarters' property. In the near future, the Central City Line will be routed along this portion of Mission Avenue and its Station #24 will be constructed approximately 150' west of the Upriver Lane entrance (Bus Stop #27 will be relocated to Station #24 at that time). When design review was completed for the Central City Line the proposed location for Station #24 was moved slightly towards the east to ensure that adequate space would be provided for a planned pedestrian tunnel under Mission Avenue (to be constructed just east of the surface railroad crossing on Mission). The tunnel will provide a safe pedestrian connection between Mission Park & the Water Aquatic Center, this proposed linear park improvement, and the eastbound Central City Line route (the west bound leg will be serviced by Station #23, to be built along the Mission Avenue frontage of Mission Park).

The current configuration of Upriver Drive in the project site fails to address the moderately demand for bicycle traffic and the existing improvements classifies the Drive as having a Moderately High Deficiency. The proposed removal of the street improvements, and their replacement with the proposed non-vehicular trail addresses these deficiencies and is consistent with the City's Bicycle Master Plan (adopted in 2017).

The current condition of the vegetation along the river embankment is within the project site consists of a mix of native and non-native invasive species. Currently, there has been numerous instances of unpermitted camping occurring below the existing traffic barricades raising concerns of local residents, river enthusiasts, and employees.

See Figure 1 for the quarter-mile context and surrounding zoning.

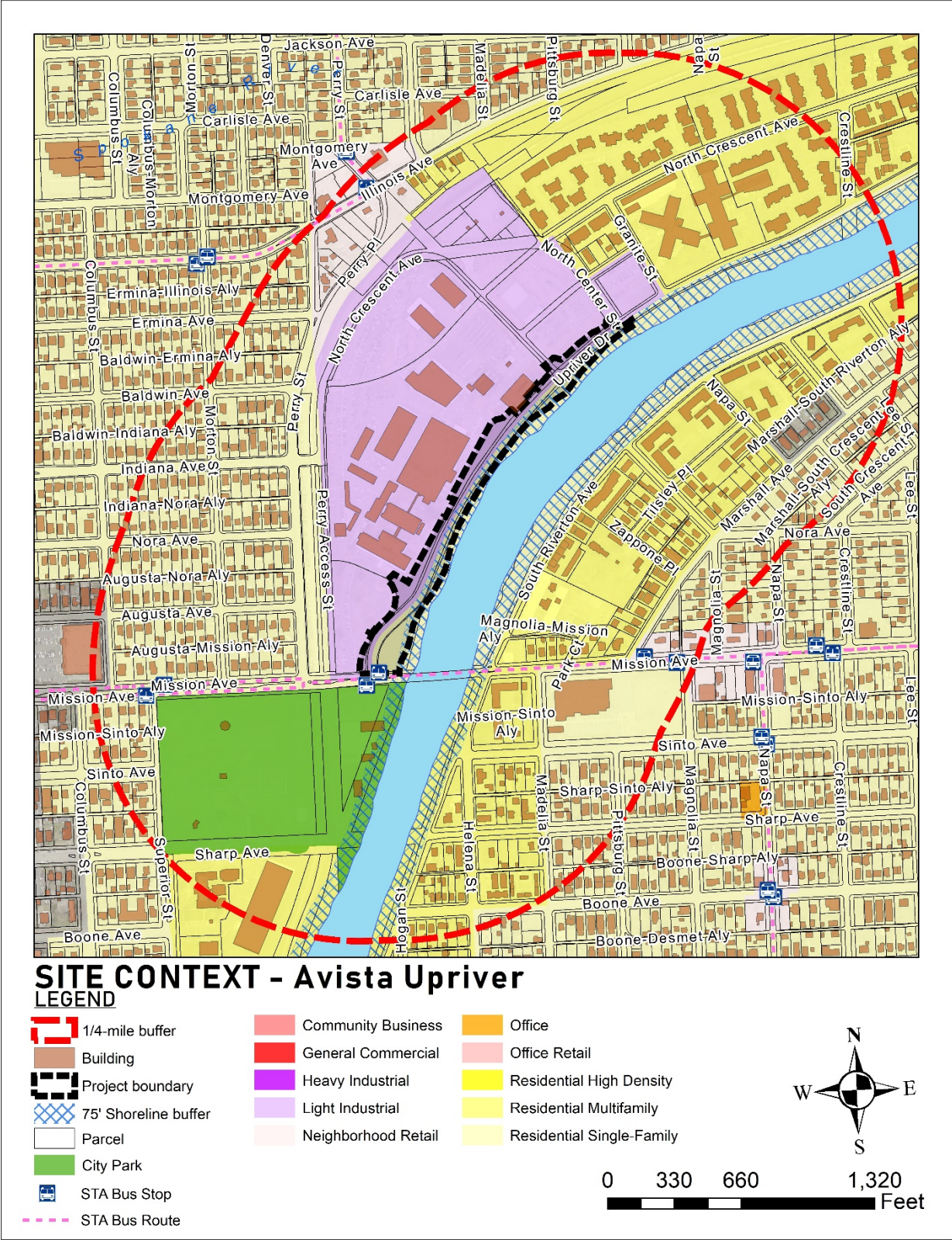


Figure 1. 1/4-mile Context Map

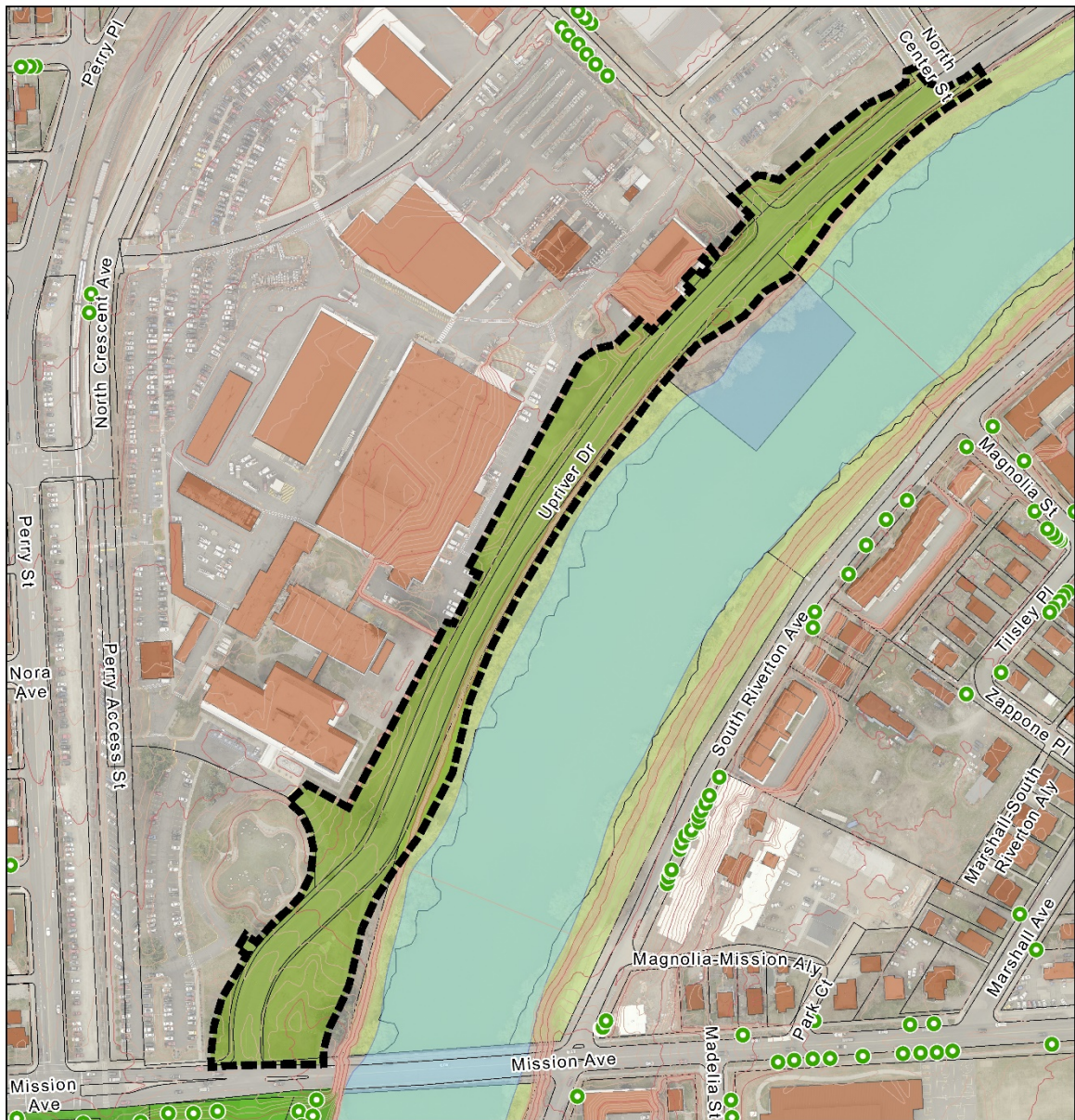
## **Character Assets**

The project site offers a considerable opportunity to provide accessible access to the riverfront for neighborhood residents and patrons of Mission Park. Other nearby locations present a number of intervening obstacles between potential river enthusiasts and the riverine habitat (railroad tracks, roadways, steep slopes, dense foliage).

With the Avista Headquarters located adjacent to the project site, any park-like improvements will enjoy a lower level of commercial activity during the weekends and evenings, permitting a greater level of potential pedestrian and neighborhood enjoyment of any park-like improvements.









See Figure 2 for the immediate vicinity of the subject site, and local context.

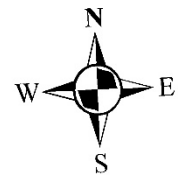




## SITE VICINITY - Avista Upriver

### Legend

- |  |   |
|--|---|
|  Public tree      |  Spokane River       |
|  Project boundary |  Parcel              |
|  10' Contour line |  City-owned property |
|  1' Contour line  |   |
|  Building         |   |



0 165 330 660 Feet

Figure 2. Local Vicinity and Context

## **Regulatory Analysis**

### **Zoning Code Requirements**

The project site is split lengthwise between Residential Single Family (RSF, along the river side) and Light Industrial (LI, along the Avista Headquarters side). The entire project site is located within the Upriver Shoreline District, therefore the applicable Design Standards are those of the underlying zoning districts (RSF and LI). The applicant will be expected to meet zoning code requirements. Applicants should contact Current Planning Staff with any questions about these requirements.

**Recommendations of the Design Review Board must be consistent with adopted regulations.** The DRB and urban design staff may not waive any code requirements. As currently proposed, the applicant is not requesting any Design Departure(s) from any Design Standard.

### **Institutional Design Standards in Residential Zones and Design Standards for Industrial Zones**

Design Standards in the code appear in the form of Requirements (R), Presumptions (P), and Considerations (C). Upon request of the applicant, the board may offer some flexibility from certain eligible code “design standards” if the board recommends that the proposed solution is equal or better than what is required, and still meets the purpose of the standard.

The portion of the project site east of the centerline of the vacated right-of-way for Upriver Drive (the side facing the river) would be subject to the Institutional Design Standards in Residential Zones, while the portion of the site west of the centerline of Upriver Drive (the side facing the Avista Headquarters campus) would be subject to the Design Standards for Industrial Zones.

### **[Section 17C.110.500](#) Design Standards Implementation (for river side), [Section 17C.130.500](#) Design Standards Implementation (for Avista side):**

The design standards found in SMC 17C.110.510 through SMC 17C.110.575 follow [SMC 17C.110.015](#), Design Standards Administration. The design standards found in SMC 17C.130.5010 through SMC.130.540 follow [SMC 17C.130.015](#) Design Standards Administration.

All projects must address the pertinent design standards and guidelines. Design standards are in the form of Requirements (R), Presumptions (P), and Considerations (C). Regardless of which term is used, an applicant must address each guideline. An applicant may seek relief through [chapter 17G.030 SMC](#), Design Departures, for those eligible standards and guidelines contained in the zoning code.

## **City of Spokane Comprehensive Plan**

### **[Comprehensive Plan link](#)**

- **Land Use LU 1.13 – Parks and Open Spaces**
- **Land Use LU 2.1 – Public Realm Features**
- **Land Use LU 4.4 – Connections**
- **Land Use LU 5.1 – Built and Natural Environment**
- **Land Use LU 5.2 – Environmental Quality**
- **Land Use LU 5.4 – Natural Features and Habitat Protection**
- **Land Use LU 6.2 – Open Space**
- **Transportation TR Goal A: Promote a Sense of Place**
- **Transportation TR Goal B: Provide Transportation Choices**
- **Transportation TR Goal E: Respect Natural & Community Assets**
- **Transportation Goal F: Enhance Public Health & Safety**
- **Transportation Goal G: Maximize Public Benefits and Fiscal Responsibility with Integration**
- **Transportation TR 1 – Transportation Network for All Users**
- **Transportation TR 7 – Neighborhood Access**
- **Transportation TR 20 – Bicycle/Pedestrian Coordination**
- **Transportation, Bicycle BMP 1 – Increase Bicycle Mode Share**
- **Transportation, Bicycle BMP 2 – Complete and Maintain Connected Bikeways**
- **Transportation, Bicycle BMP 5: Develop Collaborative Implementation Program with Outside Agencies**

- **Urban Design DP 1.2** – *New Development in Established Neighborhoods*
- **Urban Design DP 2.5** – *Character of the Public Realm*
- **Urban Design DR 2.6** – *Building and Site Design*
- **Urban Design DP 2.12** – *Infill Development*
- **Urban Design DP 2.16** – *Urban Trees and Landscape Areas*
- **Urban Design DP 2.21** – *Lighting*
- **Natural Environment NE 6.1** – *Native and Non-native Adaptive Plants and Trees*
- **Natural Environment NE 11.4** – *Natural Area Paths*
- **Natural Environment NE 13.1** – *Walkway and Bicycle Path System*
- **Natural Environment NE 13.2** – *Walkway and Bicycle Path Design*
- **Natural Environment NE 15.1** – *Protection of Natural Aesthetics*
- **Natural Environment NE 15.5** – *Nature Themes*
- **Parks and Recreation PRS 1.1** – *Open Space System*
- **Parks and Recreation PRS 1.2** – *River Corridor*
- **Parks and Recreation PRS 1.4** – *Property Owners and Developers*
- **Parks and Recreation PRS 1.5** – *Open Space Buffers*
- **Parks and Recreation PRS 3.1** – *Trails and Linkages*
- **Parks and Recreation PRS 3.2** – *Trail Corridor Development*
- **Parks and Recreation PRS 5.2** – *Private Partnerships*
- **Parks and Recreation PRS 6.1** – *Duplication of Recreational Opportunities*
- **Shoreline Management Plan SMP 1.3** – *No Net Loss of Ecological Functions*
- **Shoreline Management Plan SMP 2.1** – *Impacts to Shorelines*
- **Shoreline Management Plan SMP 3.1** – *Shoreline Access*
- **Shoreline Management Plan SMP 3.2** – *Access System*
- **Shoreline Management Plan SMP 3.3** – *Access Streets on Landward Side of Development*
- **Shoreline Management Plan SMP 4.1** – *Preservation of Natural Resources*
- **Shoreline Management Plan SMP 5.7** – *Business Operations*
- **Shoreline Management Plan SMP 6.1** – *Shoreline Development*
- **Shoreline Management Plan SMP 8.1** – *Access Improvements*
- **Shoreline Management Plan SMP 8.2** – *Access and Shoreline Ecological Functions*
- **Shoreline Management Plan SMP 8.4** – *Access Frontage*
- **Shoreline Management Plan SMP 8.9** – *Appropriate Design of Access Measures*
- **Shoreline Management Plan SMP 9.1** – *Enjoyment of the Shorelines*
- **Shoreline Management Plan SMP 9.2** – *Linkages to Recreation Areas*
- **Shoreline Management Plan SMP 9.3** – *Recreational Opportunities for All*
- **Shoreline Management Plan SMP 10.2** – *Native Plant Restoration*
- **Shoreline Management Plan SMP 10.3** – *Landscaping with Native Plants*
- **Shoreline Management Plan SMP 10.5** – *Damaged Undeveloped Areas*
- **Shoreline Management Plan SMP 10.6** – *Best Management Practices*
- **Shoreline Management Plan SMP 11.1** – *Structural Modifications*
- **Shoreline Management Plan SMP 11.3** – *Modifications and Ecological Functions*
- **Shoreline Management Plan SMP 11.9** – *Limitations on Docks*
- **Shoreline Management Plan SMP 11.10** – *Restrictions on Dock Size*
- **Shoreline Management Plan SMP 11.11** – *Demonstrated Need*
- **Shoreline Management Plan SMP 11.14** – *Design and Constructions*
- **Shoreline Management Plan SMP 11.33** – *Economic, Social, and Physical Needs*
- **Shoreline Management Plan SMP 11.34** – *Standards to Ensure Ecological Health*
- **Shoreline Management Plan SMP 11.35** – *Visual and Physical Access in Development*
- **Shoreline Management Plan SMP 11.54** – *Boating Facilities and Impacts to Shorelines*
- **Shoreline Management Plan SMP 11.55** – *Boating Facility Development*

## **Design Guidelines**

No adopted Design Guidelines exist for this project type.



## Staff Recommendations

Staff recommends Administrative Design Review approval with the following conditions:

### Neighborhood:

1. The applicant shall work with the pertinent city department to ensure adequate wayfinding signage to the new park and boat launch will be placed at the appropriate locations within the surrounding neighborhood.

### Site:

2. The existing pedestrian/bicycle ramp to the Centennial Trail located at the intersection of North Center Drive and Upriver Drive will either be maintained, or improved. The applicant shall ensure that pedestrians and cyclists will be able to access Centennial Trail from both the east & west sidewalks and bike lanes along North Center Drive – without having to double back to the south.

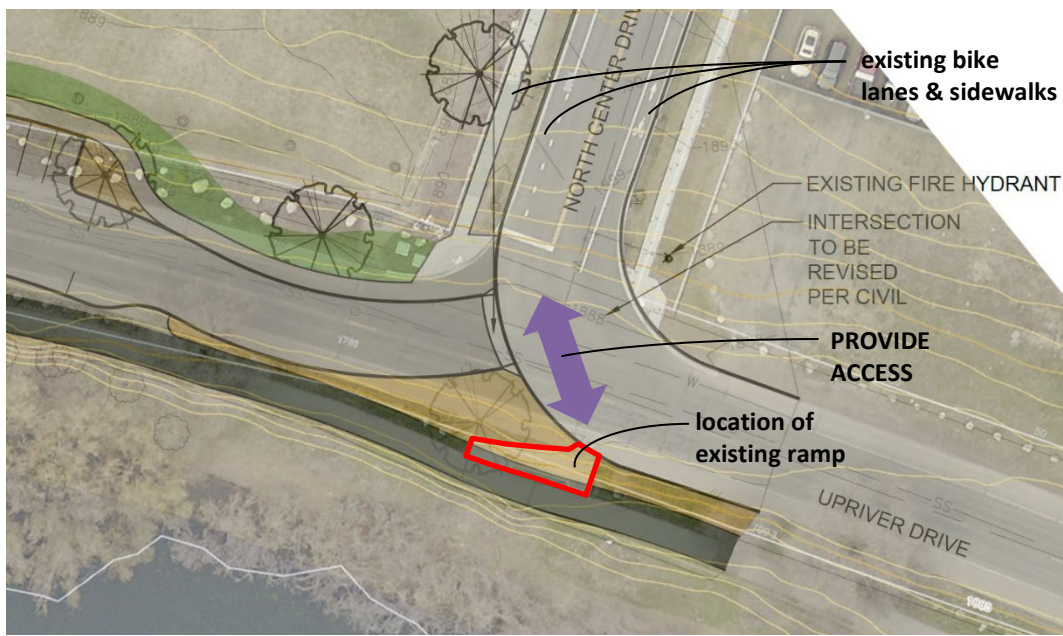


Figure 3. Composite Image



3. The easternmost portion of the “specialty hardscape” just east of the steps that lead down to the Centennial Trail appears to terminate at a drop-off (of at least the height of the grade difference between the specialty hardscape and the trail). The applicant shall either terminate the specialty hardscape treatment and attenuate the grade of the adjacent planting area, to accommodate the grade change, or provide code compliant grade retention and fall protection improvements at this unidentified “overlook”.

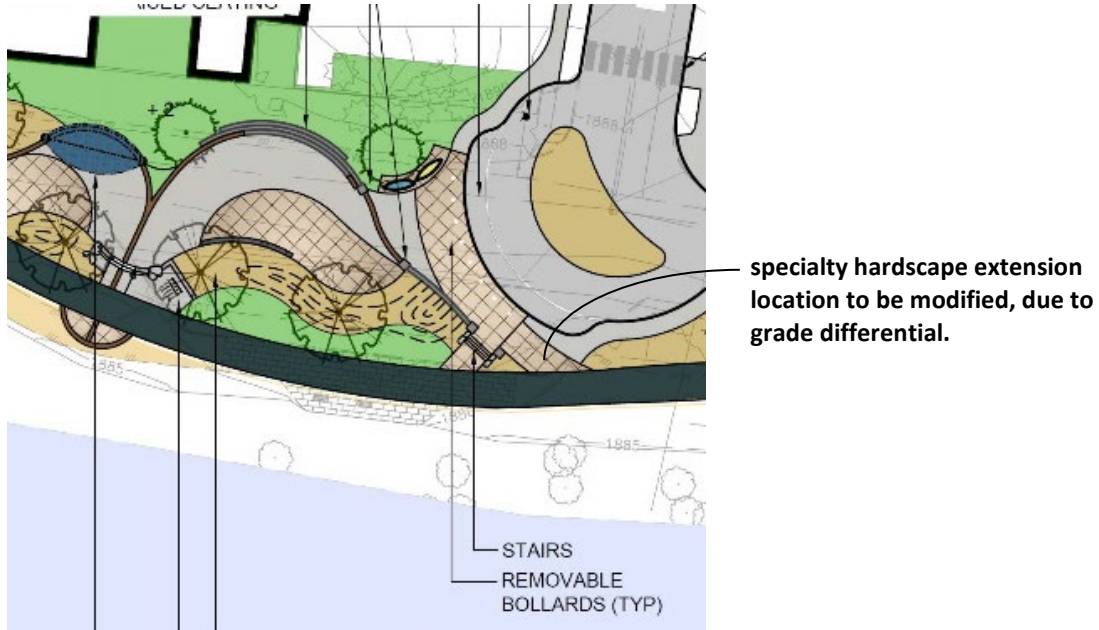


Figure 4. Specialty hardscape plan

4. The applicant shall continue to work with STA and the appropriate city departments when Bus Stop #27 is relocated out of the project site to the new CCL Station #24, and preserve the ability to accommodate the planned pedestrian/bicycle tunnel under Mission Avenue immediately east of the rail line.

#### Structures:

5. The applicant should consider placing tables/seating at the specialty landscaped area west of the proposed amphitheater/gathering area, as this will be location where park patron may wish to rest and eat (under the shade of the trees planned for the adjacent bermed planting area).

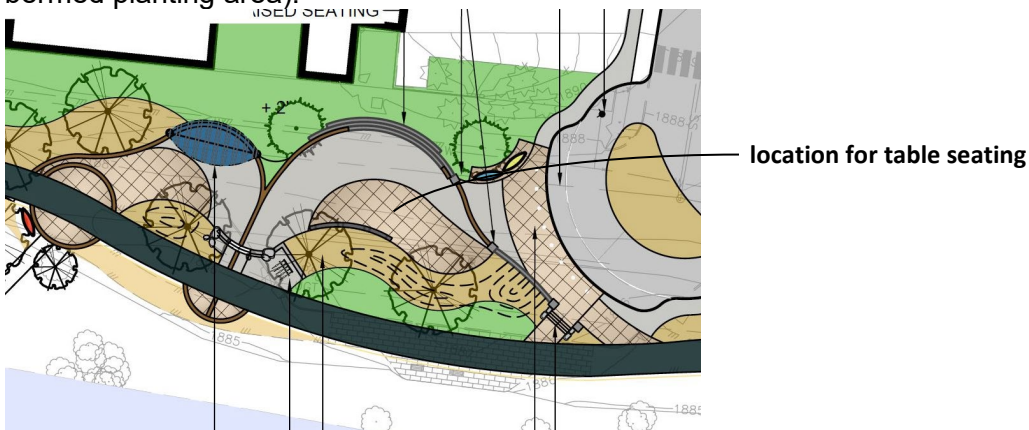


Figure 5. Specialty hardscape seating opportunity

6. The applicant should consider placing an additional bike rack at the southern paved area near the Avista entrance drive (near the interpretive signage). This will provide secure bike parking at both the north and south ends of the linear park, equidistant to the benches and picnic tables planned for the park.



Figure 6. Southern Plaza

## Note

The recommendation of the Design Review Board does not alleviate any requirements that may be imposed on this project by other City Departments including the Current Planning Section of Planning and Development Services.

## Policy Basis

Spokane Municipal Codes  
City of Spokane Comprehensive Plan  
City of Spokane Bicycle Plan

**Avista Upriver Drive Park**  
**Administrative Review DRB Chair Recommendation**

FILE NO. DRB-1918

On behalf of the Design Review Board, under the authority granted to the Chair by Rule 24.1E of the Rules and Procedures of the Committee:

- ☒ I accept and concur with the staff recommendations, adopt these recommendations as my own findings, including the conditions recommended by staff, for the reasons stated.
- ☐ I accept and concur with the staff recommendations, adopt these recommendations as my own findings, including the conditions recommended by staff, for the reasons stated, with the following modifications:

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- ☐ Upon the information provided by staff, the following are the Chair's recommendation, conditions and reasons: (attach other sheets as necessary)

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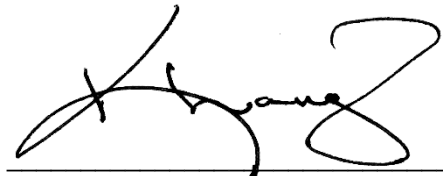
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The decision of the Chair of the Design Review Board may be appealed to the full Board by contacting the Board Secretary.

  
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Kathy Lang, Chair, DRB

2/17/2020  
Date

cc: Louis Meuler, Director of Neighborhood & Planning Services  
Tami Palmquist, Development Services

Note: Supplementary information on file with City of Spokane Design Review Board.