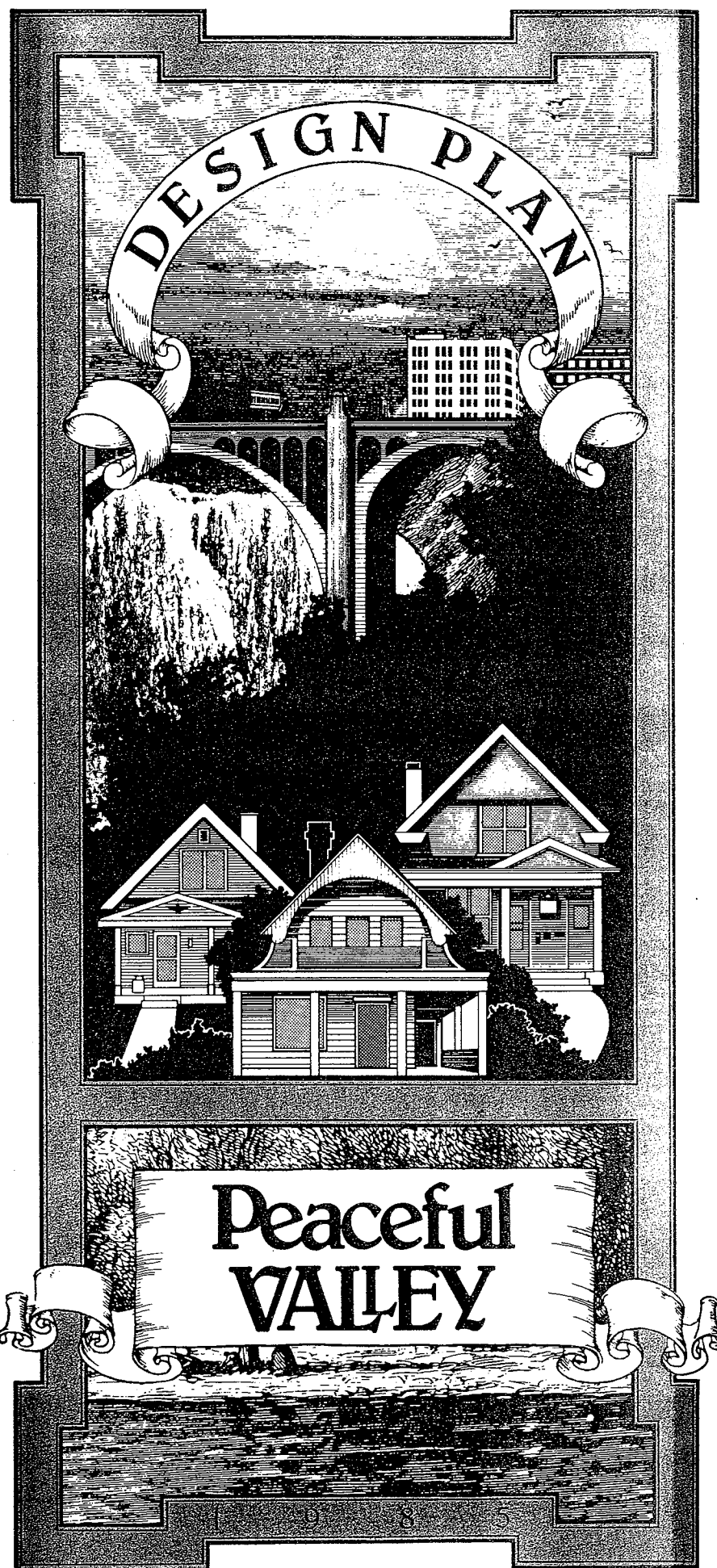


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*A river courses its way  
through the landscape,  
erodes the soil,  
carves a valley . . .  
people settle its banks . . .  
and neighborhoods  
are born.*

*The preparation of this document was funded with a Community Development Block Grant from the U.S. Department of Housing and Urban Development, under the provisions of the Housing and Community Development Act of 1977, as amended.*



February 1, 1985

The Honorable Mayor James E. Chase  
and Members, Spokane City Council  
City of Spokane, Washington



Dear Mayor Chase and Council Members:

Re: Draft Peaceful Valley Design Plan and Zoning

The City Plan Commission has reviewed and approved the Peaceful Valley Design Plan and recommends its adoption by the City Council as an element of the City's Comprehensive Plan. The Commission also recommends adoption of the Zoning Ordinance as indicated in the Plan.

This Plan is the product of one of the City's most successful citizen participation efforts in recent years. Approximately 20% of the neighborhood households participated in planning workshops and meetings. Over 100 nonresident property owners were notified of the Design Plan project, and many attended neighborhood meetings to develop this Plan. Representatives of the neighborhood, local businesses, rental properties and historic preservation comprised the nine-member Design Plan Task Force responsible for guiding the Plan's development. The Plan recognizes the competing neighborhood interests of these various parties and relies on some individual compromise to attain general equity and overall benefit.

Peaceful Valley requires our attention. It is one of our oldest neighborhoods and still reflects some of the City's pioneer roots. Peaceful Valley's beginnings were strong, but the dynamics of City growth, redevelopment and improvement have largely bypassed the neighborhood for decades. Previous attempts to redirect the neighborhood through public plans and regulations have produced little change . . . the neighborhood continues to exist as a valuable asset that falls short of its potential benefit to the community. This Plan is a comprehensive treatment of problems and opportunities, based on extensive citizen participation and technical analysis.

Peaceful Valley perhaps represents the City's greatest challenge in inner-city neighborhood revitalization. Some indication of a better future is already evidenced . . . over 100 home exteriors have been rehabilitated, negotiations have started on public acquisition of extensive river frontage, and building plans are progressing for the first new residence in nearly a half century! The proposed Design Plan is an ambitious public effort to tie the neighborhood's future to the City's future, and we expect it to work. We recommend the Plan's adoption by the Council and your active support for its realization.

Sincerely,

SPOKANE CITY PLAN COMMISSION

A handwritten signature in cursive script that reads 'Jean L. Beschel'.

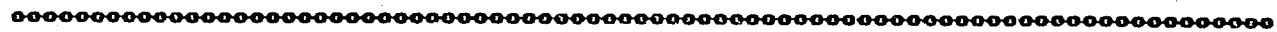
Jean L. Beschel, President

JLB:hf

CITY PLAN COMMISSION

Jean Beschel, President / Vaughn P. Call, AICP, Manager — Planning / Lyle E. Balderson, AICP, Planning Director  
SECOND FLOOR MUNICIPAL BUILDING / SPOKANE, WASHINGTON 99201-3333 / (509) 456-4375

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# Preface

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The Peaceful Valley Design Plan is the Neighborhood's prescription for growth and improvement. Recommendations which focus primarily on enhancing the neighborhood's functionality and visual quality are made at two levels of detail. At the generalized, "neighborhood-wide" level, the prescription is in the form of policies which address issues in land use, circulation, community facilities, design, and housing. These policies relate to the way neighborhood land should be used (type and intensity of activity), the desired circulation routes, connections and modes, the availability and accessibility of community facilities such as parks, the appearance and character of the neighborhood, and the quality and availability of housing. They serve as a guide to public bodies when decisions about future development of the neighborhood are made.

At a more intimate level, specific neighborhood needs and desires are addressed and an outline of physical improvements, the "Neighborhood Improvement Program," is provided. At this "site-specific" level, projects are identified, described in detail with cost of construction estimates, and programmed for implementation. A master plan indicates how the projects are integrated into a comprehensive neighborhood design concept.

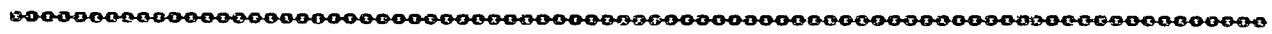
The Design Plan is not a plan for "redevelopment" but, rather, a plan for "revitalization." As such, it is a significant departure from the development concept proposed in the 1975 Riverfront Development Program, which served as the public policy for this area prior to adoption of this plan. The large-scale demolition of structures, re-platting of land, and re-design of circulation and utility systems inherent to a "redevelopment" program are prohibited by the multiplicity of small lot ownerships in the Valley and the absence of a public mechanism to effect these changes on an area-wide scale. "Revitalization" entails new infill development on vacant parcels, improvements to existing structures, and improvements to the public infrastructure of streets, parks, pathways, etc. In the case of Peaceful Valley, revitalization is more economical, more consistent with land use trends and market demand, and more compatible with public objectives in neighborhood development and historic preservation.

The neighborhood is relying on execution of the plan to provide the desired perceptual changes and incentives to attract private investment to the Valley and stimulate homeowners and landlords to upgrade properties. The plan's emphasis is on "in-character" improvements and additions, more on "how things are done" rather than "what is done." Plan implementation specifies revisions to City codes and ordinances to ensure appropriate private development and short-term completion of substantial elements of the Neighborhood Improvement Program to bolster the public infrastructure.

The Peaceful Valley Design Plan and its implementing measures reduce speculation about the neighborhood's future. Developers, investors, and prospective residents will find in this plan the long awaited incentives to become a part of this special place and its promising future. The opportunity has never been better nor the potential rewards so great.



# How To Use This Plan . . .



The Peaceful Valley Design Plan consists of five main sections: Plan Summary, Neighborhood History, Neighborhood Profile, Neighborhood Plan Elements, and Implementation.

The Summary section provides an overview of the plan's development and the most significant policy guidance. This section should meet the informational needs of readers who only have a "casual" interest in the neighborhood's future.

The History and Profile sections which follow provide a more detailed look at the neighborhood from its beginnings to the current situation. People who wish to understand the neighborhood in both physical and social terms will find help in these sections. The Profile section, in particular, provides insight into the formulation of policies in the Plan Elements section.

The Plan Elements section contains the proposals, stated as policies, for improving the neighborhood. Land use, circulation, community facilities, housing, and design are the plan elements which are addressed. The plan elements are divided into major activity categories and further organized to provide policy guidance by topics which identify issues or needs. Each policy is followed by a discussion paragraph which provides further detail on the purpose or application of the policy. These discussions are intended to be read as part of the policy statement. Property and business owners, residents, investors, developers, public officials and decision-making bodies should utilize this section for guidance on development.

The final chapter, Implementation discusses the activities, including public regulation and capital improvements, which will direct the neighborhood towards large-scale revitalization. Mechanisms to control land use, density, intensity, and site development are presented at the beginning of this section to highlight provisions of the City's Zoning, Shoreline Use, and Environmental Policy ordinances which apply to Peaceful Valley. The zoning concept, an "overlay district", is described in detail, and a map of neighborhood zoning is included. A second map indicates the Shorelines boundary and other potential environmental constraints which could further restrict development of neighborhood properties. The Chapter also discusses historic preservation activities which relate to many of the policies for neighborhood design, character, and appearance. The Implementation chapter will be of interest to anyone with a long-term development interest in the Neighborhood and of necessity to those with imminent plans for development.



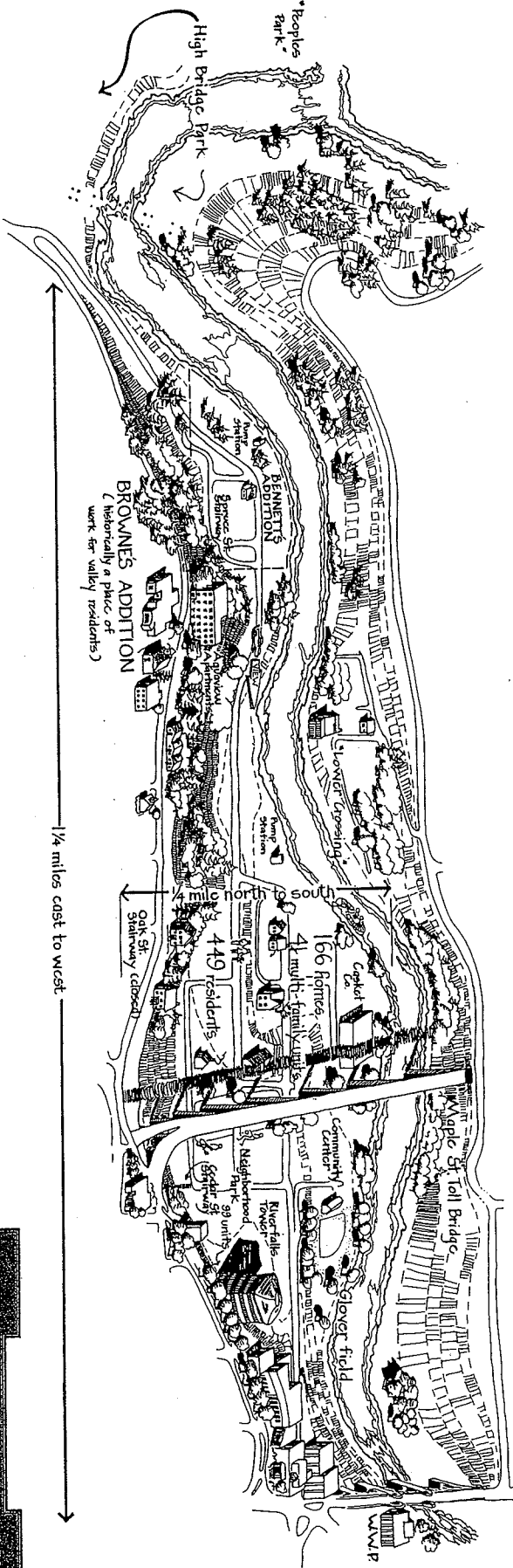


Fig. 1

# PLAN SUMMARY

- Plan Development
- Summary of Plan Elements

Peaceful  
VALLEY



# Plan Development

The Peaceful Valley Design Plan is the product of a grass-roots neighborhood effort. Peaceful Valley became a participating neighborhood in the City's Community Development Program in the 1976 Program year, following formation of the Peaceful Valley Neighborhood Steering Committee in the summer of 1975. The neighborhood allocation of Community Development monies over the past seven program years has funded such needed improvements as the community center, the mini-park under the Maple Street Bridge, pedestrian staircases, and some home rehabilitation. However, the most significant result of Program participation has been the new dialogue established among Peaceful Valley residents and the awakening of interest in the future of the neighborhood.

Early in the 1978 Program year, residents realized that the number and complexity of the neighborhood's needs required that they be addressed in a systematic and comprehensive way, and they decided to proceed with the preparation of a neighborhood design plan. The Steering Committee approved the expenditure of \$11,000 from the neighborhood's 1978 Community Development allocation to pay project expenses for one year. A neighborhood resident with a planning background was hired as technical staff to help prepare the plan.

According to Peaceful Valley's 1978 neighborhood report to the Community Development Task Force, "some of the local issues and problems to be assessed in such a plan included:

- evaluation of existing housing stock to determine need for rehabilitation,
- determine if new development is needed and if so, which specific types and where they should be located,
- how to best develop and use existing City and Park Department owned land in Peaceful Valley for open space and recreational purposes,
- preservation of existing buildings and sites which are of historical value to Peaceful Valley and the City of Spokane,
- determine how best to solve problems of circulation as they relate to streets, parking, and pedestrian access to shopping and other activities. Also, to explore possible locations for bike paths and natural trails."

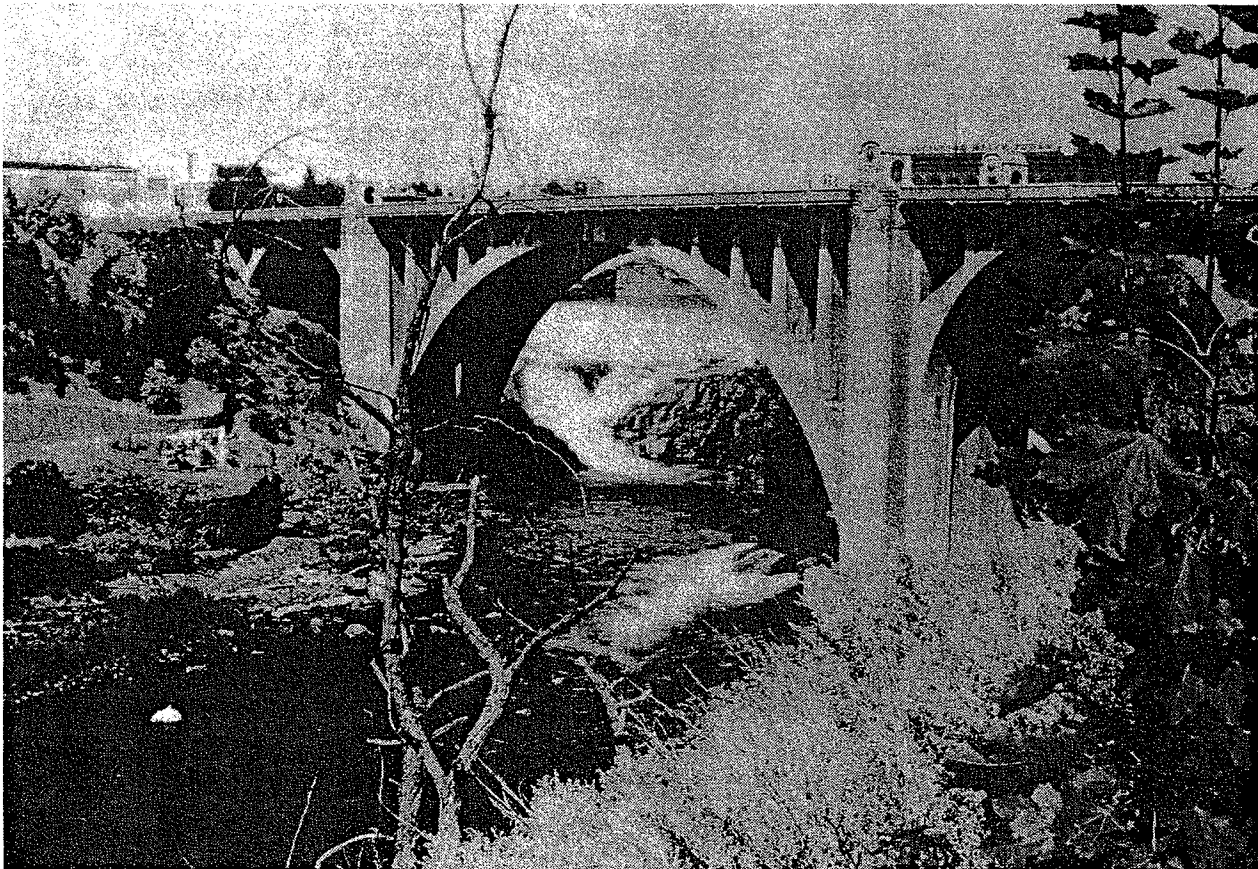
Subsequent to project approval by the Community Development Task Force, the Plan Commission, and the City Council, work commenced on the design plan in the Summer of 1978. Several neighborhood meetings were held to identify issues and to develop a consensus of residents' desires for the future development of the neighborhood. In the Fall of 1979, an initial draft of a policy plan was prepared which set forth goals, objectives and policies for land use, housing, parks and open spaces and circulation.

In the 1981 Community Development Program year, funds were allocated to finalize the policy plan, completing Phase I (the "policy plan" phase) of the Community Development Design Plan Program, and to proceed to Phase II, preliminary design of desired physical improvements. Concurrently, an urban design consultant was retained to critique the draft policy plan and assist in the preparation

.....

of the Phase II preliminary designs. A Design Plan Task Force consisting of neighborhood and City-wide representatives was appointed by the City Plan Commission to review the draft policy plan, recommend modifications if necessary, and oversee the Phase II design process.

This document, the Peaceful Valley Design Plan, is the result of those efforts. Although it has undergone some changes during its evolution from a "grass roots" neighborhood activity to a formalized project within the Community Development Design Plan Program, it remains essentially the Plan originally drafted by the residents of Peaceful Valley. As such, it is a fine example of a successful project undertaken by the residents of a low-income, inner-city neighborhood to help themselves.



# Summary of Plan Elements

Peaceful Valley is one of Spokane's oldest neighborhoods. Despite its advantages of a riverfront setting and great proximity to downtown, the neighborhood exists much the same today as it did fifty years ago. Deteriorated housing and the addition of the Maple Street Bridge are the most evident elements of physical change.

Peaceful Valley has suffered from a chronic image problem within the community, generated primarily from the neighborhood's physical decline. An influx of new residents in the past decade, however, has stimulated a neighborhood revival. The residents' commitment to wide-scale revitalization is manifest in this document, culminating five years of neighborhood effort. The Peaceful Valley Design Plan provides a comprehensive guide for future development and neighborhood improvements in the following areas:

## LAND USE

The land use policies recognize the character and historic resource of the residential "heart" of the neighborhood, the opportunity for additional medium and high density residential development, and the need for non-residential uses to support the neighborhood population or associated with the more intensive development of the Central Business District.

Where residences exhibit a strong historic character, primarily in the "Central Area" between Cedar and Elm, infill development with one to fourplex residences which display a compatible architecture is encouraged. Higher density residential development is encouraged on the undeveloped hillsides of the south valley wall and, as a long-term objective, on large sites at the west end of the neighborhood ("Bennett's Bench"). The residential policies create a development potential that, at saturation, would triple the neighborhood population.

The most desirable location for neighborhood business, either integrated with residences within mixed-use structures or "freestanding" on independently-developed sites, is in the vicinity of the southeast corner of Main and Cedar. Selected neighborhood businesses are also allowed mixed with other uses in the non-conforming Spokane Casket Company building.

A mix of residential and non-residential uses is encouraged on properties which front on Riverside between Maple and Cedar. The plan promotes development which is consistent with the intensive, predominantly commercial Central Business District, and yet provides a transition in land use and scale of development to the medium-density residential environment of the neighborhood. A mix of high-density residential and office uses is most desired in this area, but selected businesses are also allowed.





## CIRCULATION

The circulation policies propose improvements to make travel more safe and convenient, to enhance the physical environment along traveled routes, and to define routes of travel for various modes and purposes. Vehicle policies identify the desired route for through-traffic, Main-to-Maple-to-Clarke, and improvements which will provide better service for internal circulation. Pedestrian policies promote travel by foot, whether as a means to move within the compact neighborhood or as a way to get to destinations in adjacent neighborhoods and downtown. A system of pathways along the riverfront is recommended to increase public access to this natural amenity. Further improvement in transit service and the installation of transit shelters are suggested to encourage use of the bus system. Parking is not normally a problem in predominantly single-family neighborhoods, but the small lot platting of Peaceful Valley warrants special requirements, recommended for both residential and commercial uses in the policy section on parking.

## COMMUNITY FACILITIES

The community facilities policies are designed to provide the neighborhood full benefit from the extensive public lands and natural amenities within the neighborhood boundaries. Measures to meet the residents' desires for active and passive recreation, access to the riverfront, and preservation of views and other natural features are proposed.

Open space policies encourage retention of City-owned or unbuildable, hillside properties and all undeveloped riverfront areas in a natural state. A long-range program to increase public access to the riverbank through acquisition or easement is recommended. Undeveloped City property which is surplus to open space or other public needs is identified, and the plan encourages its sale to private interests for development.

Park policies focus on extension of park development under the Maple Street Bridge to create a linear park the entire extent of the bridge right-of-way and additional site improvements at Glover Field. A major proposal is the closure of Clarke Avenue immediately east of its intersection with Maple Street, with a cul-de-sac to integrate the two existing blocks of active play area.

The need to expand or relocate the neighborhood center or join the Browne's Addition and Downtown neighborhoods in a new center is addressed in neighborhood center policies.

The neighborhood's varied topography creates a variety of opportunities to visually "examine" the neighborhood's parts in intimate detail or to observe it wholly as a piece of the framework of the Lower Gorge. The Plan identifies viewpoints, view corridors, and vistas which either presently exist or need to be developed to provide these visual experiences. One policy proposes a major river viewpoint development on the north side of Main Avenue at the neighborhood's east entrance, and another encourages retention of panoramic vistas from the top of the slope along Riverside Avenue.





## HOUSING

The Housing Element encourages preservation of the existing housing stock through rehabilitation activities, increased owner-occupancy, and code enforcement. New housing, encouraged by policies in the Land Use Element, is proposed to provide additional living opportunities and to meet the needs of special populations (e.g., elderly or handicapped residents). The Housing Policies provide the basis for rehabilitation program activities which are tailored to the specific needs of the neighborhood.

## DESIGN

The Design Element ties together the other elements of the Design Plan by outlining the necessary compatibility between these "functional" elements. This compatibility relates to the way people "experience" the neighborhood . . . since human experience is largely sensory, the Design Element emphasizes compatibility in what is "seen", and many policies pertain to the visual character of development.

Neighborhood identity policies describe a visual "theme" for the design of public and private development, promote recognition of the neighborhood's historic character, and identify desired capital improvements which would contribute to the Valley's geographic and historic uniqueness.

Neighborhood appearance policies propose property maintenance and streetscape improvement activities which would complement neighborhood identity efforts.

A section on development policies sets guidelines for building design, building siting, and the relationship of buildings to their surroundings.

The Design Element concludes with Master Plan policies for the whole neighborhood and Riverfront Master Plan policies for desired public improvements along the riverbank. These policies refer to Master Plan maps which graphically interpret the policies in the Design Plan which, when implemented, will result in large-scale, observable changes to the neighborhood. The maps illustrate evolution in land use (e.g., residential infill development in the Central Area and new mixed-use development in the Riverside-to-Main area), changes in vehicle circulation, completion of public park and open space improvements, addition of neighborhood identity features, and execution of other development encouraged by the policy statements in the Design Plan. The Master Plans depict the integral relationships between the component elements of the Design Plan and serve as a model for development.



NEIGHBORHOOD HISTORY

• A Frontier In  
The City

Peaceful  
VALLEY

## **"A Frontier In The City"**

.....

"For hundreds of years, the three bands of the Spokane tribe gathered each summer on the lush lowlands along the south bank of the river, just below its falls, to celebrate the annual salmon run. The Indians pitched their teepees and built their fires along the riverbank, near the deep pools and eddies where the fish paused to rest before continuing their upstream journey, over the frothing falls and on through Lake Coeur d'Alene toward spawning grounds in tributary creeks and streams. It was a time of harvest and feasting, a time for renewing old friendships and beginning new ones. There was trading of goods and stories accumulated during the previous year's travels just for this occasion.

The gathering of the tribe continued, as did the salmon run, for a time after the first pioneers arrived in the area. Salmon, as both a commodity for trade with other tribes and as a food that could easily be preserved and eaten during winter months, was the most important part of the tribe's economy.

But as the years passed, a small settlement near the river falls grew into a booming frontier town. By the mid-1880's, a number of settlers had moved into the valley, cleared the land and built small houses. The Spokanes were no longer welcome at the site of their traditional summer fish camp. The early white settlement in the valley amounted to little more than a few shacks and one or two wood framed houses. It was known among the townspeople as Poverty Flats.

But Charles F. Clough, then mayor of Spokane and holder of the deed to most of the valley, saw great potential there. With thousands of people pouring into town, there was an acute need for expanded residential development. The valley, at most a 15 or 20 minute walk from the center of the bustling commerce district, offered promise as a site for just such development, as well as the promise of huge returns on his real estate investment. In 1891, Clough platted his land into 25 x 100 foot lots and offered them for sale, calling the place Peaceful Valley. Others who owned smaller pieces of property there, J.J. Browne and A.M. Cannon among them, quickly followed suit.

Franz Pietsch, a gardner and handyman, was one of the first to buy a home site in Peaceful Valley. On June 8, 1891, he paid \$550 for four adjoining lots at Main Avenue and what was then called Ontario Street on which he built a fine brick home. The Pietsch residence, one of the largest in Peaceful Valley and the only brick home ever built there, is now vacant and boarded shut. But it still stands, the original street signs attached to its wall.

Like Pietsch, most of those who bought building sites or, later, homes in Peaceful Valley, were members of Spokane's largely immigrant laboring class. In the 1890's and 1900's, the wealthy built their elegant homes on the southern bluff above, in Browne's Addition. But Peaceful Valley was the first residential neighborhood in Spokane built by and for the common, working folk.

In the early years, few of the homes had indoor plumbing or electricity. Water for cooking or washing was fetched from the river or from the dozen or so springs along the hillside. Outhouses could be found next to the landlocked houses, and those who lived on the river had privies that extended from the

.....

backs of the houses over the water.

When the Maple Street Bridge was built across the Spokane River in the 1950's, dozens of houses in Peaceful Valley were torn down to make room. The concrete bridge supports, rooted in the heart of the Valley, were viewed by many, particularly long-time residents, as an ugly intrusion and a symbol of the city's attitude toward the neighborhood. The bridge casts a big shadow over the neighborhood, figuratively and literally. Its appearance in the 1950's marked, according to some, the beginning of a long, dark age for Peaceful Valley.

There are those who say the situation went from bad to worse in the 1960's and early 1970's, when the "hippie movement" reached Spokane and the young, long-hairs discovered Peaceful Valley. Rent was, and still is, relatively inexpensive in Peaceful Valley. A dozen years ago, a house on the river could be had at \$50 a month. Those who thought they might stay probably could have purchased the same riverfront cottage for \$5,000 or less. The cheap rent, along with Peaceful Valley's proximity to downtown, its isolation in spite of the proximity, and the natural beauty of the neighborhood attracted a sizeable number of the flower children who, for a time at least, called Spokane home.

Not a single new house has been built in Peaceful Valley since before World War II. During the years since, there has been widespread deterioration of existing structures, only half of which are owner-occupied, due primarily to lack of maintenance. The old Cowley School building is boarded shut. The grocery stores and other small businesses that once catered to neighborhood residents have vanished. It is hard today to find evidence that they ever existed.

But there remains a core of longtime residents whose homes are neatly kept. Most are happy to see newcomers, primarily young singles or couples, who buy and renovate old, run-down houses. Such newcomers have breathed new life not only into their own old houses, but also into the entire aging neighborhood."

Extracted from article written by Michael Schmelzter, Spokesman-Review, November 14, 1982. Reprinted by permission of the author.



# NEIGHBORHOOD PROFILE

- Introduction
- Existing Land Use
- Current Zoning
- Circulation
- Existing Community Facilities
- Character and Appearance

## Peaceful VALLEY

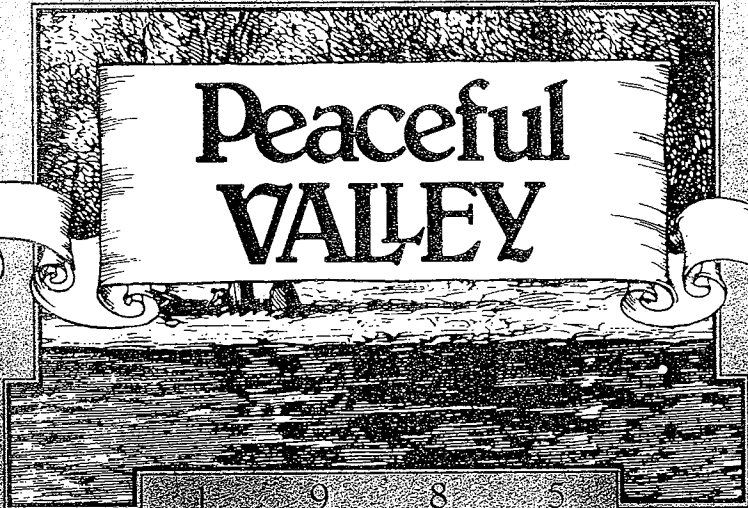






Fig. 2

## Introduction

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No other neighborhood experiences the Spokane River as intimately as Peaceful Valley. Every residence is within a three-block walk of the riverbank, and many homes enjoy a river view. The river, free-flowing and turbulent in this stretch of its course, provides limited recreational opportunities. Its primary contribution to the neighborhood is a sense of "openness" and nature that serves to offset the compactness of residential development and the visual limitations imposed by the walls of the river valley.

Peaceful Valley enjoys the aesthetic advantages of this riverfront environment and, also, the practical advantages of proximity to downtown. A short 15 minute walk up Main Avenue places a valley resident at the entrances to the City's major retailers, office buildings, governmental/cultural facilities and entertainment attractions. However, the neighborhood is defined by major geographic features which contribute to a sense of isolation, both physical and social, which is inconsistent with its location.

The distinction of these aesthetic and practical relationships was obscure to most City residents until the City's success in riverfront redevelopment during the EXPO '74 era shifted public attention to the river environs for the first time since the City's early development. The dismantling of the railroad trestles over the river at each end of the Valley and removal of mid-city railroad facilities and associated warehouses in the early 70's restored vistas and natural features of the river valley that had been hidden since the early 1900's. Peaceful Valley, lying immediately downstream of this major redevelopment area, surfaced as a natural beneficiary of this "enhanced environment."

Major transitions on a neighborhood scale, however, are often slow. The Valley, although now recognized as a valuable but underutilized land resource, has slumbered through pulses of downtown area redevelopment activity during the past 15 years. Private sector investment in the late 1960's, directed at reversing the economic decline of the Central Business District, only marginally benefit-



.....

ted the neighborhood. This investment included the first "leg" of the skywalk system, the Parkade parking garage, and, of importance to the neighborhood, the Spokane Club's Athletic Annex at the neighborhood's east end. The "Expo era" building boom produced a dramatic change in the downtown skyline and included the eleven-story Riverfalls Tower high-rise apartment on Riverside overlooking the neighborhood.

Downtown area private investment has continued into the 1980's, with one major commercial project in the neighborhood, the conversion of the Elk's Club facility on Riverside to an insurance company headquarters office, completed in early 1983. A mid-rise office project has been proposed for the hillside site between Riverfalls Tower and the insurance company. Several mixed-use development plans have been prepared for the vacant, western portion of the Riverfalls Tower site. In the residential area of the neighborhood, over a dozen of the small homes have been purchased by neighborhood newcomers and neatly rehabilitated.

Peaceful Valley generally appears in 1985 as it did 50 years ago. "Worker housing" still predominates, and structures exhibit a unique scale and density for residential development in the City. Wide-spread deterioration of houses, primarily due to deferred property maintenance, and the construction of the Maple Street Bridge are the most significant elements of physical change. The long decline in the quality of the neighborhood's physical environment, although now showing signs of reversal, has perpetuated the negative impressions that have characterized "outside" perceptions for decades. Even the recent successes in riverfront reclamation and downtown area revitalization have not significantly altered this community image.

The Neighborhood recognizes the image problem as the biggest challenge to neighborhood improvement. The reluctance of "outsiders," particularly long-time Spokane residents, to view the qualities of the Valley with the same positive feelings of those who live there is understandable. Visually, the neighborhood's physical deterioration is more obvious than its unique development pattern and character of structures. Socially, the neighborhood is superficially observed as "eccentric" rather than "individualistic" or "self-sufficient" in spirit. This, however, has not deterred the neighborhood from making plans for growth, nor the infusion of new members to the community.

*"A river is the cosiest of friends.  
You must love it  
and live with it  
before you can know it."*

George W. Curtis

# Existing Land Use



The influence of the downtown area on the neighborhood diminishes abruptly just west of Wright Street. In this Central Business District fringe area, major institutional/civic uses, downtown employee parking, and a high-rise apartment dominate private developed land. A small vacant business structure and several homes occupy the east side of Cedar in stark contrast to the large structures eastward which front on Riverside and show their backsides to the neighborhood. A neighborhood park and the community center sit on a bench of land between Main Avenue and the river, east of Cedar Street. The privately-owned riverbank between the park and Monroe is largely undeveloped due to the steepness of the slope.

A real sense of neighborhood is most evident between Cedar and Elm streets. This area is predominantly single-family homes with a scattering of duplex and old multi-family structures. Two commercial uses, Spokane Casket Company and a plaster contractor's storage building, occupy 400 feet of river frontage along Water Avenue between Maple and Ash. The Maple Street Bridge right-of-way (r.o.w.) which bisects the neighborhood is partially developed as a mini-park between Wilson and Main, but the remaining r.o.w. lies vacant and littered with debris. Other large vacant parcels in public ownership include a 10,000 square foot City Park Department property on Main west of Maple ("the Orchard") and a half-block area of City Utilities Department property on Clarke between Elm and Ash. A small vacant strip of City land adjoins the east line of the Ash Street r.o.w. between Water Avenue and the river.

West of Elm Street, single-family homes along Clark Avenue are interspersed with public open space and vacant private property. Two city sewage pump stations occupy small sites along the riverbank. A cluster of homes around Bennett and Clarke Avenues marks the entrance to the neighborhood from the west. The predominate land use along the riverbank west of the Clarke Avenue "s-curve" is public open space. High Bridge Park, one of three major parks in the City, adjoins the west boundary of the neighborhood.

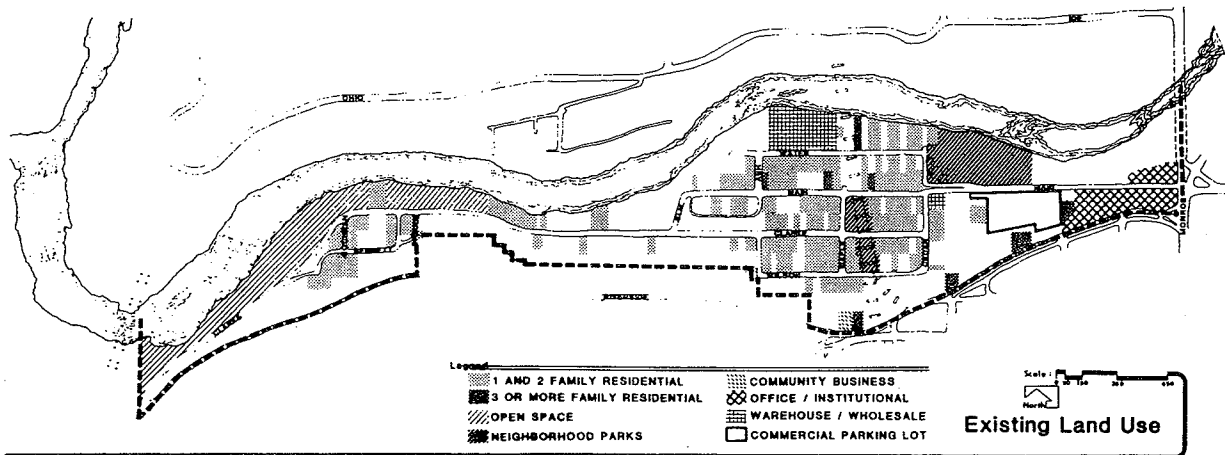


Fig. 3



# Current Zoning

The pattern of zone districts in the Valley is ordered and reflects both the neighborhood's proximity to the Central Business District (CBD) core and its past relative invulnerability to market pressures which have influenced other zones in the CBD fringe area. Existing zone designations range from the most restrictive category, R-1 "One-Family Residence", at the neighborhood's west end to the most intensive business zone, B-3 "Central Business", abutting the neighborhood's east end.

The central area between Cedar and Spruce Streets, which is predominantly single-family homes, is zoned R-3 "Multi-Family Residence". This R-3 zone encompasses the heart of the neighborhood and reflects the traditional planning principle of promoting higher density residential development in the "inner city". The residential zones adjacent to downtown business/commercial zones in other close-in neighborhoods, however, are typically the R-4 "Multi-Family Residence" and RO "Residence Office" zones which may allow nearly seven times the living unit density of the R-3 zone in Peaceful Valley.

The R-1 "Single-Family Residence" zone west of Hemlock Street extended is comprised of public park land and a small pocket of single-family homes around Bennett Avenue. The R-1 zone continues west beyond the neighborhood boundary into High Bridge Park and south up Latah Creek Valley.

Offices at the top of the bluff on Riverside between Maple and Walnut are in a B-2 "Community Business" zone. However, this zone is topographically and functionally separated from the neighborhood, i.e., the zone does not serve the "community business" needs of the Valley.

At the neighborhood's southern boundary, shared with Browne's Addition, the residential zoning changes to R4. Moving across the neighborhood's southern boundary, intensive B3 zoning is maintained east of Walnut in the Downtown neighborhood, a transition to B2 occurs between Walnut and Maple, and R4 predominates in Browne's Addition. The R4 zoning along the north side of Riverside Avenue in Browne's Addition allows buildings up to 13 stories in

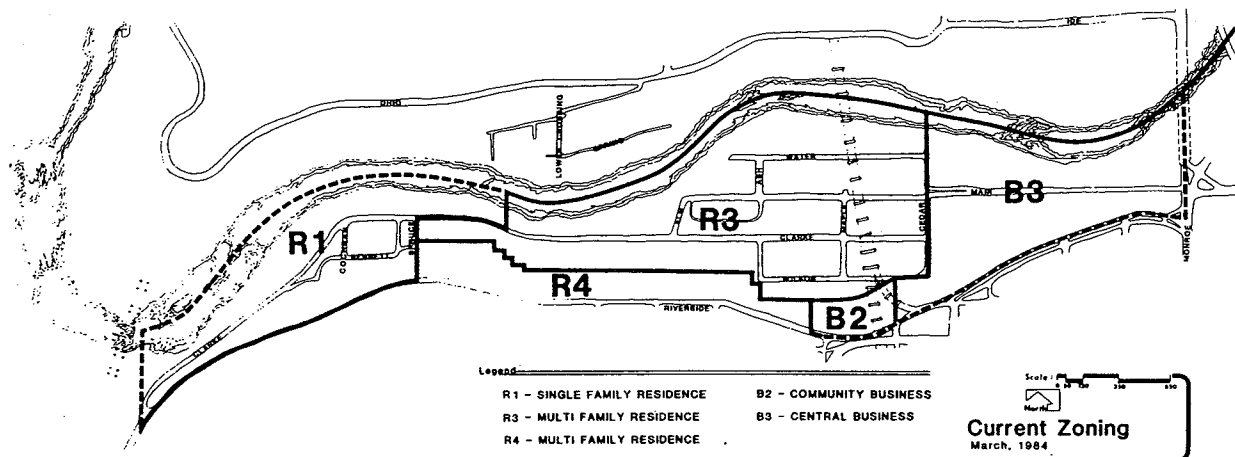
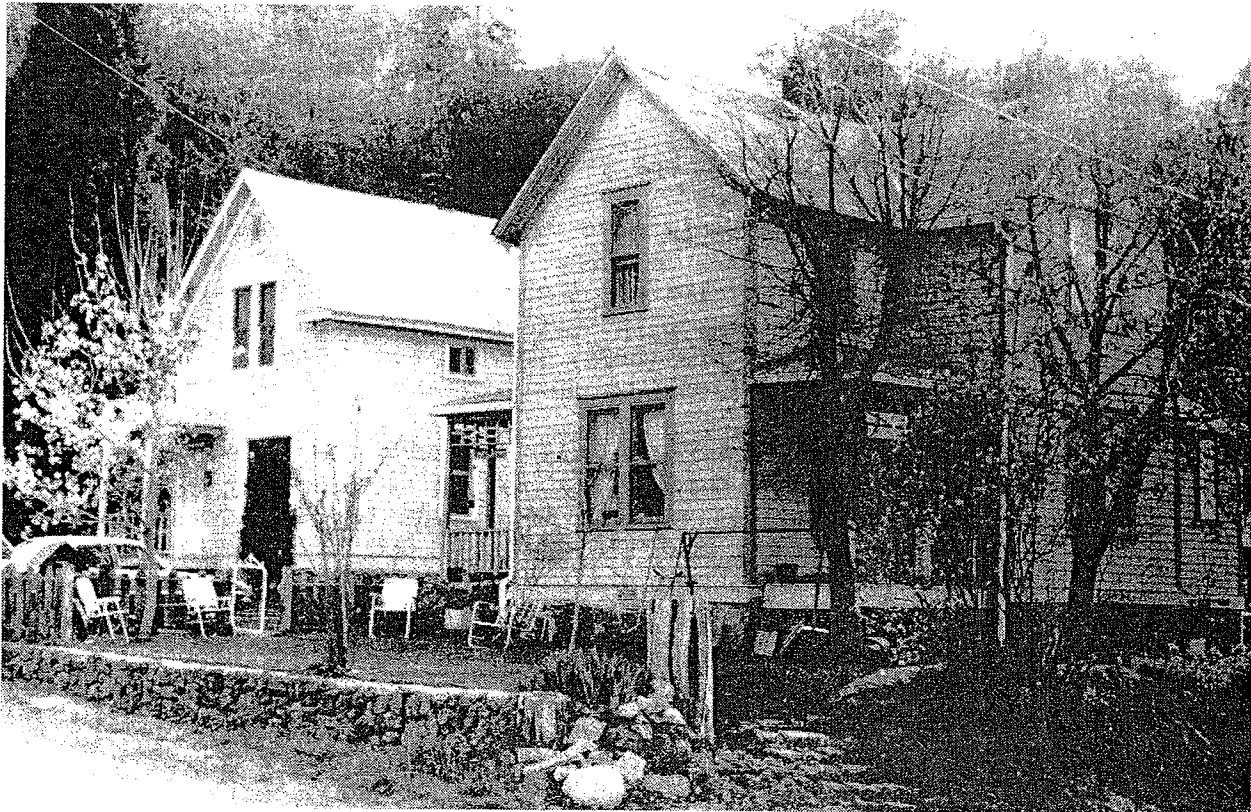


Fig. 4

height. This is particularly significant to Peaceful Valley which already suffers from the great shadow effect of the valley's southern bank and the existing development at the top of the slope in Browne's Addition.

Across the river, development on the north bank is limited by steep slopes to a bench of land called "Lower Crossing". A pocket of single-family homes sits on this bench in the R2 "Two-Family Residence" zone.

The typical platted lot is 2,500 square feet in a 25'X100' configuration. Despite the "low-density residential" appearance of the neighborhood created by the predominate single-family structures, small lot development of some parts of the neighborhood results in an actual density approximating the maximum development standards of the R-3 zone (i.e., 2,000 square feet of lot area per unit). These areas present a rough scenario of what new, medium-density, detached residential projects would look like without the introduction of zero-lot-line cluster housing and common space development.



# Circulation

## WALKING AND BICYCLING

Peaceful Valley's compactness makes walking and bicycling attractive means of transportation for neighborhood residents. The community center, Glover Field, and Peaceful Valley Mini-park, the major neighborhood activity centers, are within a 10-minute walk of most residences. The river provides a pleasant pedestrian/ bicycling atmosphere for residents of all ages whether the traveller is adjacent to the riverbank or catches glimpses of the river from the neighborhood's interior. The annual Bloomsday Run in May introduces over 15,000 people to this neighborhood amenity along an early stretch of the race course on Main, Maple and Clarke.

Even though Downtown, Browne's Addition, and High Bridge Park are also accessible by foot/bike travel in terms of distance, safe and convenient access is impeded by lack of designated routes and inadequate improvements along travelled paths. Sidewalk improvements are most deficient on Wilson, Ash, Elm, and Clarke west of the "s-curve". These street segments lack sidewalks on either side of the street. There are also no sidewalks along the north side of Clarke from Ash to Elm, nor along the north side of Main between Wright and Madison Street extended. The sidewalk on the south side of Main from Cedar to Monroe is in disrepair.

Three wooden staircases were constructed many years ago to overcome the topographic obstacle imposed by the south bank between the Valley and Browne's Addition. For decades Valley residents have relied on these connections to the south to access shopping and the bus system. The Cedar Street staircase was replaced with a new steel and concrete structure, funded by Community Development funds in 1980. By 1984 severe structural deterioration required closure of both the Oak and Spruce Street stairways, leaving residents at the west end with no direct pedestrian connections to destinations in Browne's Addition.

In 1980 neighborhood C.D. project activity also included the construction of a steel/concrete stairway within the Maple Street Bridge right-of-way between Main and Water. This connection provides access from "upper terrace" residences to the riverfront, community center, and Glover Field and from homes on Water Avenue to the mini-park and Cedar Street stairway.

The river invites intimate walking experiences along its banks. Public access, however, is limited to undeveloped right-of-way at street ends and along narrow unimproved paths within the riverfront open space at the west end of the neighborhood. There are also no direct connections to High Bridge Park and Lower Crossing on the north bank. To access these areas, pedestrians and bicyclists are limited to vehicular routes via the Monroe and Maple Street bridges.

Bicycle travel within the neighborhood is impeded slightly by terrain, several segments of unpaved streets, narrow road width on Clarke Avenue west of the "s-curve," and the great number of cars parked or "stored" at curb-side, reducing the available travel lane width on neighborhood streets. These conditions present a greater hindrance to recreational bicyclists unfamiliar with the neighborhood than to commuter or neighborhood bicyclists who adjust routes based on past experience.





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## VEHICLE

Peaceful Valley's street pattern is influenced by the neighborhood's geographic features. At the east and west ends of the neighborhood, the south wall of the valley closes in to the river, allowing only one street access from each direction. In the central area where the neighborhood widens, the city's traditional "grid" street pattern is extended into the neighborhood. Discontinuities of this grid occur on Cedar, Maple, and Ash where the steep bank cuts through the neighborhood. Improvements to Maple and Ash end at Water Street, and Cedar and Water Street dead-end short of the river's edge.

There are no designated arterial streets; however, measured daily traffic volumes on Main and Clarke in the vicinity of Maple exceed the 500 vehicle per day minimum standard for the neighborhood collector arterial classification. Riverside Avenue, running along the top of the south bank, is the closest east-west arterial and accommodates much of the traffic between downtown and points west of the neighborhood.

The flow of east-west through-traffic is confused between Cedar and Elm streets. Motorists have the option of making the Main-Clarke connection via Cedar, Maple, or Elm. These turning movements are made when most convenient or deferred until the last opportunity. Many eastbound motorists stay on Clarke past the mini-park and then turn to Main at the Cedar Street "T"-intersection. However, other motorists and the public transit buses turn at Maple, despite the stop sign on Maple at Main. Westbound on Main, most traffic turns to Clarke at Maple, avoiding the steep hill west of Maple and the unpaved stretch at the end of Main and on to Elm.

With the exception of Main Avenue east of Cedar (75' wide) and Elm Street (50' wide), dedicated street right-of-ways within the neighborhood are 60' wide which is the minimum design standard width for residential access streets. Street conditions range from narrow, poorly-defined, dirt roads to 45' wide, paved surfaces with curbs and sidewalks. Vehicle circulation is most difficult in Bennett's Addition where dirt roads barely maintain a street identity because of limited traffic and minimal maintenance.

The neighborhood street system presents few hazards to vehicular movement. Between Water and Main avenues, Cedar Street makes a 90° turn to the east, parallels Main for 150', and then intersects Main at an acute angle, forcing Cedar Street motorists into an awkward orientation with Main Avenue traffic flow and creating difficult observation angles. Main Avenue traffic is confronted with a "dog leg" alignment at the Main/Cedar "T"-intersection one-half block farther west. A commercial building on the southeast corner of this intersection limits sight distance for Cedar Street traffic entering Main, and a yield sign has been installed on Cedar to reduce potential hazards. A second visibility problem exists at Main Avenue and Maple Street. Sight distance from Maple to eastbound Main traffic is reduced by the quick descent of Main west of this "T"-intersection. A stop sign on Maple increases the time for observation of Main Avenue traffic and benefits uphill traffic on Main during the winter when the hill is often covered with snow and ice.

Excessive vehicle speeds are observed by neighborhood residents on both neighborhood entry routes. On Main Avenue, higher speeds are encouraged by the long

down-grade and no side-street intersections for three blocks. There are also few intersections along the 3/4 mile stretch of Clarke between Riverside and Elm and limited property development along this route to slow traffic before it enters the residential core of the neighborhood.

## PARKING

Parking is not usually a problem in predominately single-family neighborhoods where lot sizes are normally adequate to accommodate off-street parking, typically in garages accessed by alleys. However, the Valley's small lots and lack of alleys often preclude off-street parking. Compounding the problem, the on-street area required to serve the parking generated by total infill development of medium density residential uses exceeds the curb space available on neighborhood streets.

On-street parking problems now occur along three segments of the Main/Maple/Clarke through-route. Along Clarke at the "s-curve", on-street parking adds to the problem of limited sight-distance created by the curved alignment around the valley hillside and the narrowing roadway. The potential on-street parking demand to serve the densely-sited group of single-family homes which front along the north side of the curve also exceeds the curb space available. A nine-unit apartment creates some on-street parking congestion on Main between Maple and Cedar, and downtown employee parking consumes both sides of Main from Wright to Monroe.

The perpendicular parking along the north side of Main, where there is no sidewalk west of the Spokane Club parking lot, is particularly disruptive to pedestrian movement and visual quality and is potentially dangerous. Sight distances are limited from the perpendicular spaces, and parked vehicles encroach into the travel lanes, especially when snow piles up during the winter months. Deteriorated guardrails and litter contribute to the visual blight created by the dense parking along this neighborhood entrance.

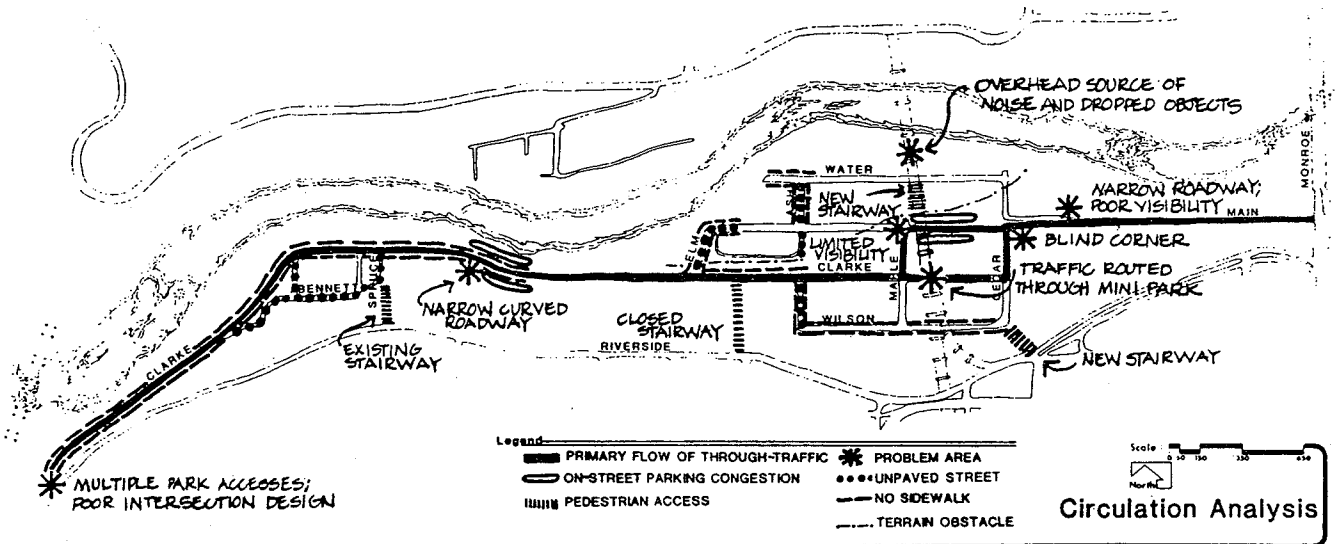
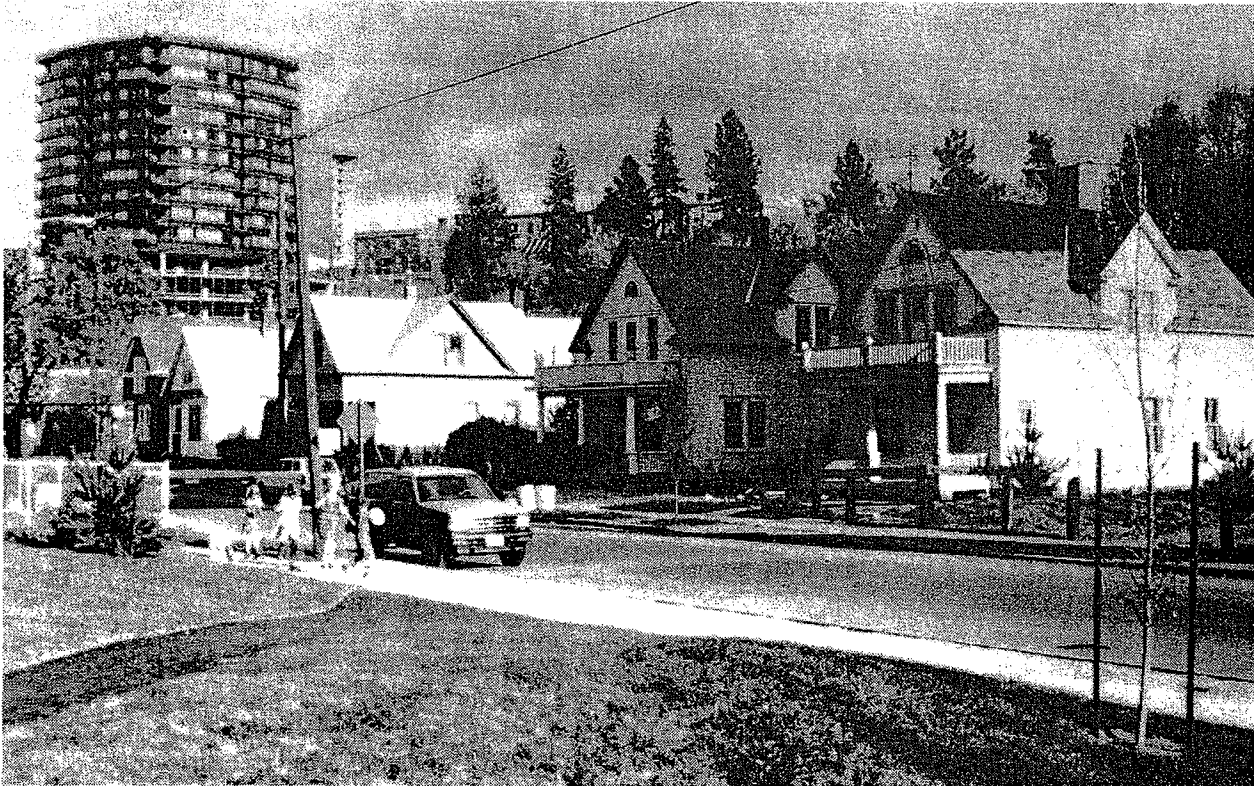


Fig. 5

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## PUBLIC TRANSIT

The public bus system, operated by the Spokane Transit Authority and funded by a benefit district, is a loop system radiating from the downtown area. The "10 West Main" route serves Valley residents, travelling the Clarke/Maple/ Main through-route eastbound and Riverside Avenue, in Browne's Addition, westbound. Travel time to downtown via the eastbound leg is 5-8 minutes, but the westbound return trip, via Ft. Wright, takes about 1/2 hour. The intervals between neighborhood stops vary considerably, ranging from 13-110 minutes. There are no bus shelters along the route in either Peaceful Valley or Browne's Addition.



# Existing Community Facilities

Peaceful Valley residents have access to active recreational facilities at Glover Field and Peaceful Valley Mini-Park, and to passive open space areas at the west end of the neighborhood. However, substantial parcels of public land are undeveloped or minimally improved. The two primary systems of park and open space lands are the public riverfront properties from Glover Field west to High Bridge Park and the partially developed linear park from the neighborhood's interior to the riverfront within the Maple Street Bridge right-of-way.

## NEIGHBORHOOD PARKS

**Glover Field:** Glover Field, named after one of Spokane's founding fathers, has a history which might surprise newcomers to the area. It once served as a ceremonial ground for area Indian tribes and as the site of major civic events. In the 1920's the Indian Congress met on the site, and Indians came from all over the country to participate in the prestigious event. North Central and Lewis and Clark High Schools held their athletic events and ceremonies at the Field's City Stadium. In the 1930's there was a boxing training camp at the facility and as late as the 1950's the field was used as a staging ground for the annual Lilac Parade. In addition to its unique history, Glover Field is the City's only neighborhood park with a riverfront setting. Current improvements at the park include a softball field, restrooms, drinking fountain, fencing and picnic tables. Besides serving as the neighborhoods' only turf-covered play area, Glover Field hosts several summer recreation programs such as womens softball and volleyball.

**Neighborhood Center:** The Peaceful Valley Neighborhood Center, located at the west end of Glover Field in the renovated Glover Fieldhouse, is a major center of activity within the neighborhood. The Center provides information and referral services, washers and dryers, a food bank outlet, a clothing bank, health service and day care. The Center is available for neighborhood and club meetings and other community activities. The Center is also responsive to the recreational needs of the neighborhood residents, and provides a pool table, foosball table, board games, and organized games making use of the adjoining park grounds in good weather, such as baseball, volleyball and tetherball. Arts and crafts including pottery, macrame and sewing are also available at the Center.

**Peaceful Valley Park (mini-park):** Developed with Community Development funds beginning in 1977, Peaceful Valley Park is a linear park situated on two blocks within the public right-of-way under the Maple Street Bridge. Improvements include a tennis court, basketball court, two horseshoe pits, a play structure, a swing set, picnic tables, benches and restrooms. Funds have not been available to construct landscape improvements which were included in the original park design.



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## OPEN SPACE

Peaceful Valley, relative to its size, is a neighborhood with considerable open space. In the western half of the neighborhood, the City Parks Department owns most of the undeveloped riverbank between Clarke Avenue and the river. This is a very popular area for local residents, easily accessed by pedestrians on unimproved paths; however, a proliferation of dirt roads provides unconstrained vehicular access to the riverbank, creating a dust problem for residents in the west end of the neighborhood. High Bridge Park, as yet undeveloped as a "major park," adjoins the west boundary of the neighborhood and provides additional open space area for residents. The undeveloped hillsides between Riverside and Wilson/Clarke, although only accessible where the stairways ascend the slope, contribute to the neighborhood's open space amenity.

## VIEWS AND VISTAS

Despite the visual limitations imposed by the walls of the Lower Gorge, the neighborhood geography affords a variety of view experiences. Upriver, an impressive downtown skyline rises from the higher ground at the east end of the neighborhood, while, in contrast, views downriver are dominated by heavy natural vegetation and expansive cliffs leading to the West Plains on the horizon. The river, however, is the focus of the most dramatic view experiences ... sights of falls, rapids, and eddies framed by the complex organization of natural and man-made features that contain the flow of water.

Along the neighborhood's east entry, topographic breaks in the riverbank between Main Avenue and the river provide excellent views of the river course and the urban development on the north bank from two undeveloped viewpoints. The higher elevation viewpoint is on the Spokane Club property immediately west of the Club's improved parking lot and is easily accessed from Main Avenue. From this point, there are good views of the historic Monroe Street Bridge, limited views of the Spokane County Courthouse, and views downriver of the Lower Gorge. The lower viewpoint is on public property at the east end of Glover Field and provides one of the City's most picturesque views of the thundering Lower Falls, framed by the 281 foot main arch of the Monroe Street Bridge. This viewpoint is only accessible by foot across Glover Field, creating some difficulty during bad weather as well as problems for the handicapped and elderly.

There are three stairways in the neighborhood, and each offers unique views. From the Cedar Street stairway, pedestrians have a pleasant view of homes nestled in the Valley, with the massive Maple Street Bridge towering above. A second stairway viewpoint is on the oversized landing at the top of the Water Street stairway and provides limited views of the river but an interesting view of the progression of Maple Street Bridge piers across the Valley floor. The Spruce Street stairway, located on the hillside south of Bennett's Addition, furnishes some of the best views of High Bridge Park, the Spokane River and undeveloped open space.

Scenic views of the river, Lower Crossing on the north bank and natural open space area are available to motorists at the west end of Water Street, the curves on Clarke Avenue and the snow dump at the west end of the neighborhood.

## Character and Appearance

Peaceful Valley's appearance is described as agreeable by some and squalid by others. This range of opinion is evidenced by a brief visit to the neighborhood. The varied appearance is perhaps what makes Peaceful Valley a place of unusual visual variety and consists of several elements:

The neighborhood entrances reflect the contrasts of Peaceful Valley. The west entrance at the intersection of Clarke and Riverside, presents a tranquil, rural Peaceful Valley. The entrance is focused, with the drive resting on a slight plateau defined by a wooded hillside on the south and a gentle, wooded slope to the river on the north. The east entrance presents a different picture. Once the visitor passes the alley-like entrance at Main and Monroe, the view becomes expansive and non-focused. The visual experience is like a drive through a large parking lot. The streets and parking areas are not landscaped and the slopes to the north and south are almost bare of vegetation. The eastern entrance does not paint an inviting picture.

The river, which gives the Valley its form, is open space and a focus of views and neighborhood activity. The river can be experienced at a distance, from surrounding viewpoints and plateaus, or intimately at its edge. The river's aesthetic quality extends beyond the visual. Its waters are an enjoyable neighborhood experience to touch, to hear and to smell.

Hillsides and plateaus surround and define the Valley. The hillsides provide a pattern of contrast. The south slope is forested in deciduous and coniferous shrubs and trees - a dense planting of dark, cool color and fine texture. It shrouds the Valley in darkness most of the winter. The north slope stands out in its sparseness of vegetation. Bare slopes of bunch grass, exposed "hay stacks" of basalt rock and spotty groves of pine characterize these Valley walls. Plateaus, formed by the river's random earthwork, are natural landings for the Valley's clustered residential areas and open spaces. The plateaus' edges provide excellent overlooks of the river and neighborhood.

Open spaces and landscaped areas include the wooded slopes which define the Valley and groves of Ponderosa Pine and Douglas Fir - contextual trees - which give scale to the Valley. Riparian trees and shrubs dot the riverbank where groves of "volunteer" Black Locust are found. No consistent pattern of treed streets is evident. Water Avenue, with its London Planes, Norway Maples and Black Locusts, presents the most mature streetscape in the neighborhood.

Unquestionably, the most dominant street element is the Maple Street Bridge. Its presence is intrusive. Visually, the structure intersects the neighborhood's residential heart. It dominates the neighborhood landscape and extends the dark shadow of the south hillside. The only redeeming feature of the bridge is the open space created at its base. Recent neighborhood improvement efforts to soften the starkness of the structure include park play equipment and picturesque murals of local activity painted on the bridge piers.

Buildings and homes establish the textural quality of the Valley. Individual buildings represent nodes of activity. Buildings considered as clusters of activity make up a district such as a residential community. Peaceful Valley



has two residential districts. The largest, clustered on the slopes and plateaus below the Maple Street Bridge, is considered most characteristic of the Valley and constitutes an historic area. Homes are small, primarily due to lot size and economic necessity. The typical home is one to two stories built with minimum setbacks from surrounding homes. Peaceful Valley is one of the neighborhoods without alleys. Off-street parking and garages are accessed from the street by long driveways. Many homes are rich in the architectural details found in more grand Victorian and Queen Anne structures. Bay windows, steeply sloping roofs, gables, dormers, sun porches, and balconies are characteristic elements of the Peaceful Valley home. Bennett's Addition, the second residential district, is located on a small plateau at the western entrance to the neighborhood. Here, homes are built on larger lots and take on a more rural or suburban character than the central area.

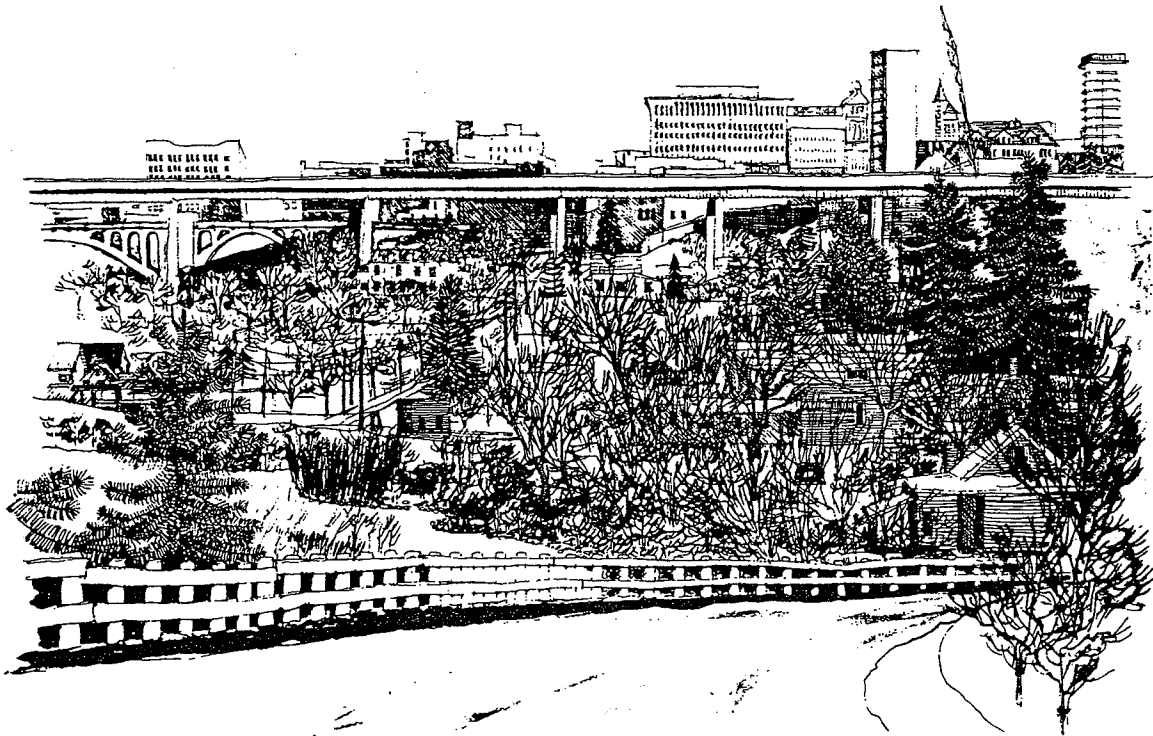


Fig. 6

*View East on the Clarke "S" Curve*



NEIGHBORHOOD PLAN ELEMENTS

- Land Use Element
- Circulation Element
- Community Facilities Element
- Housing Element
- Design Element

Peaceful  
VALLEY



# LAND USE ELEMENT

- Overview
- Residential Policies
- Commercial Policies
- Mixed-Use Policies

## Peaceful VALLEY



# Land Use Element

## Overview

Peaceful Valley's development pattern has become less complex in recent years with the departure of most non-residential uses from the predominately residential areas of the neighborhood. Excluding public parks and open space, there are only four non-residential land uses between Cedar Street and the neighborhood's west boundary. The relatively homogenous development produces few land use issues. Two City sewage pump stations sit within the riverfront open space and create little conflict with the adjacent residential atmosphere. Spokane Casket Company and a plaster contractor's storage building occupy 2.25 acres in heavy-commercial use along the shoreline between Maple and Ash. These uses are incompatible with the single-family residences in the vicinity and detract from the enjoyment of the riverfront in the heart of the neighborhood.

Relocation of the non-conforming commercial uses to an appropriately zoned area is recommended. The casket company's operations are particularly disruptive to the residential environment, and the buildings no longer fit the company's facility needs. Redevelopment of this site into residential or local business uses could sufficiently defray relocation costs to make the move economically attractive. The existing building could also be recycled as a neighborhood "multi-service center" which combines housing, private business, and public facilities for recreational and social programs.

Neighborhood businesses to serve the daily goods and service needs of residents are non-existent within the neighborhood boundaries. The nearest food and drug stores are in Browne's Addition, not easily accessed by foot and over a one mile drive by car. The closest barbers, beauty shops, hardware stores, gas stations and similar businesses are located downtown, but the unavailability of free parking in proximity to the businesses limits their service to the neighborhood. The business that residents most often mention as needed in the neighborhood is a convenience grocery store. A small restaurant is also cited by residents as a desirable business.

The long-speculated private redevelopment of the Valley, encouraged by past public policy, has not occurred, but the neighborhood's location still promotes debates on options for the neighborhood's future development patterns. Speculative investors retain a vision of changing market demand and significant redevelopment opportunity. Apartment and condominium development is most frequently discussed, but no specific projects have been proposed. The potential for major commercial development is diminished by the limited vehicular access to the neighborhood and its geographic isolation. The high percentage of absentee ownerships contributes to the speculation . . . non-resident property ownership in 1982 included half the neighborhood homes and an even greater percentage of privately-held land area.

Residents of the Valley, particularly long-term homeowners, feel that large-scale redevelopment would jeopardize the quality and intimacy of the Valley's low-key atmosphere. They fear the erosion of both the physical and social character of a neighborhood that has maintained a unique identity for 80 years and continues to provide a desirable residential atmosphere. Residents recognize, however, that "healthy" neighborhoods experience dynamic processes of growth and change. New housing projects which attract additional members to the community are desired, as are physical improvements which enhance the



neighborhood's visual quality and functionality. Consideration of the character of existing development is essential where structures collectively exhibit the neighborhood's historical heritage.

The Land Use policies provide direction for considerable new housing development and new business to serve the demands of an increased resident population. The policies also provide guidance to preserve the unique character of the historic housing in the central area. The policies of other Neighborhood Plan Elements also pertain to neighborhood land use as indicated within the policy discussion paragraphs.

**GOAL:** *Maintain Peaceful Valley as a predominantly residential neighborhood, preserve the character of the central area as an historic resource, and promote development of non-residential uses in appropriate locations which are compatible with the neighborhood's character and setting.*

The following Land Use policies include a policy statement, a "Discussion", and "Development Regulations" and apply to areas of the neighborhood as indicated in Figure 7. Chapter V "Implementation" details the application of these "Development Regulations" within the neighborhood and describes other zoning provisions which provide flexibility in site development (see pages 70-75).



## Residential Policies

### MEDIUM-DENSITY DISTRICTS

- 1 ☐ (CENTRAL AREA) Encourage medium-density residential use which is "in-character" with existing development in the historic, central area, bounded generally by Water, Elm, Cedar and Wilson (including existing developed properties fronting Wilson).

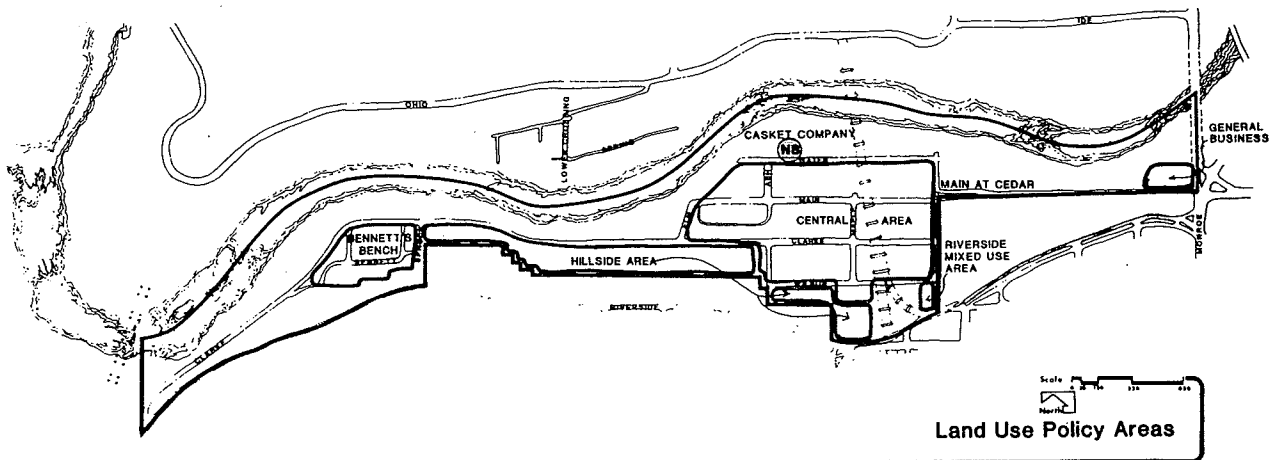


Fig. 7

**Discussion:** The many dispersed vacant parcels within the central "built" area are opportunity sites for infill development of new housing. The small-lot platting greatly limits redevelopment opportunity in the CENTRAL AREA where few property ownerships exceed 15,000 square feet and most consist of one or two 2,500 square foot lots. The great number of individual property acquisitions necessary to assemble a large redevelopment site and the associated high land costs limit the potential for major projects. Structures of one to four units which exhibit the scale and architectural features of existing homes are appropriate to preserve the unique character of the area. One of the most distinguishing characteristics of these CENTRAL AREA homes is a 12/12 roof pitch. Full development of the vacant properties at this medium density pattern would increase the resident population of the central area by 50%.



*Multi-Family Infill Housing*

**Development Regulations:** Within the CENTRAL AREA, those residential uses permitted in the "R3" zone and those non-residential uses specified in Appendix "A" shall be permitted, except that no residential structure shall contain more than four dwelling units. New duplex and multi-family structures shall be constructed as "townhouses" or "rowhouses" with each unit in the structure maintaining a primary entrance and orientation to the front yard. There shall be a minimum of 2,500 square feet of site area per dwelling unit. Height of main structures shall not exceed 30 feet, and maximum height of accessory structures shall be 15 feet. All main structures and all accessory structures with a floor area greater than 160 square feet shall have hip or gabled roofs with no less than a 9/12 pitch on major faces. Site development shall meet the parking requirements in the Zoning Ordinance, except that one space shall be required for each dwelling unit in two-family and multi-family residences, and variance of these requirements shall not include parking in front yards. Otherwise, the regulations of the "R3" zone shall apply.

Related Policies (see note on page 32): Residential parking, policies 22 and 23, page 43; neighborhood theme, policy 50, page 59; site development, policy 58, page 62, policies 65 and 66, page 63; master plan, policy 68, page 64.



2 (BENNETT'S BENCH) Encourage continued single-family residential use in the "Bennett's Bench" area (in the vicinity of Bennett and Clarke Avenues); as a long term objective, encourage medium-density residential use through planned unit development.

Discussion: The homes in the "Bennett's Bench" area are more dispersed than those in the central area, and an historical character is less evident. Much of the area is vacant and includes some large sites, providing an opportunity for redevelopment to a higher density. In the long term, the views and natural amenity commanded from this bench of land makes it an attractive site for new medium-density housing in 2-4 story structures. In the interim, the exclusively single-family character should be maintained. Two particularly sensitive issues are view preservation and solar access . . . extreme care must be taken to maintain both.

Development Regulations: Within the "Bennett's Bench" area, permitted uses shall be those residential uses permitted in the "R1" zone and those non-residential uses specified in Appendix "B". Otherwise, the regulations of the "R1" zone shall apply.

Related Policies (see note on p. 32): Residential parking, policy 23, page 43; neighborhood theme, policy 50, page 59; site development, policy 60, page 62; policies 63 and 64, pages 62 and 63; master plan, policy 68, page 64.

HIGH-DENSITY DISTRICTS:

3 (HILLSIDES) Promote low-rise, high-density residential use on privately-owned hillside properties between Wilson/Clarke and Riverside, from Spruce Street to Walnut Street extended, and limit non-residential uses within this district to office uses on properties which front Riverside Avenue.

Discussion: The undeveloped hillsides between Wilson/Clarke and Riverside provide an opportunity for major housing development at a higher density. One to three-story "terraced" structures which conform to the steep slopes are appropriate to minimize the shadow effect on lower elevations to the north. Development of the hillsides at 50% saturation and a density of 30 units per net acre would add about 150 new housing units, increasing the neighborhood housing stock by about 50%.

West of Walnut Street extended, hillside sites are too removed from the central business district and good avenues of access to be attractive for new commercial structures. Offices, however, should be allowed on properties which front on Riverside by the Maple Street Bridge "interchange".




Development Regulations: Within HILLSIDE districts, exclusive of properties which front Riverside Avenue, only those residential uses permitted in the "R4" zone and those non-residential uses specified in Appendix "C" shall be permitted. No building shall exceed three stories or 40 feet in height. There shall be not less than 1,500 square feet of lot area per dwelling unit in one or two story multi-family structures, nor less than 1,000 square feet of lot area per dwelling unit in three story structures. Parking (including garages), shall be provided as required in the Zoning Ordinance, except that all parking shall be provided on site, and parking may be provided in front yards, as necessitated by topographic conditions. Otherwise, the regulations of the "R4" zone shall apply.

Properties which front Riverside Avenue are subject to the regulations of the "RO-L" zone.

Related Policies (see note p. 32): Residential parking, policy 24, page 43; commercial parking, policy 25, page 43; hillside open space, policy 28, page 47; hillside viewpoints, policy 39, page 51; neighborhood theme, policy 50, page 59; site development, policies 57-60, page 62, policies 61, 62 and 66, page 63 master plan, policy 68, page 64.

## Commercial Policies

### NEIGHBORHOOD BUSINESS

- 4  (CASSET COMPANY) Allow limited neighborhood business uses within the Spokane Casket Company structure if acquired for private redevelopment as a mixed-use facility with housing and commercial activities or for joint public-private use as a neighborhood multi-service center.

Discussion: The Riverfront Development Program designates the shoreline area immediately west of the casket company for commercial use, limited to "water-dependent" uses (such as marinas) and "water-oriented" uses (restaurants, hotels, etc.). A restaurant on this site could take advantage of downstream views, but there are more accessible sites with good views of the river in other City locations. Business use in this area is only encouraged if co-located with private housing or community facilities within the recycled casket company building.

Development Regulations: Within the casket company building, residences and selected neighborhood businesses, as specified in Appendix "F", shall be permitted. Other non-residential uses may be permitted if it is determined during review for project compliance (Sec. 310.25 of the Zoning Ordinance) that the uses are compatible with housing or public facilities in a mixed-use structure and directly meet a neighborhood need for goods or services. Multi-family residential density shall not exceed one unit per 2,000 square feet of site area, and there shall be no application of bonus density provisions of the Zoning Ordinance. No enlargement of the existing structure shall be





permitted to accommodate existing or future uses. Otherwise, redevelopment of the existing Casket Company structure shall be subject to the provisions of the "R3-L" zone, except that if the structure is demolished or deemed abandoned (pursuant to Sec. 270.50 of the Zoning Ordinance), then development of the site shall be subject to the provisions of the "R2" zone.

Related Policies (see note on p. 32): Riverfront pathways, policy 13, page 38; parking, policies 23 and 25, page 43; riverfront open space, policies 25 and 26, page 46; neighborhood center relocation, policy 36, page 49; neighborhood viewpoints, policy 40, page 51; neighborhood theme, policy 50, page 59; site development, policies 59, 61 and 62, page 62, 63.

## GENERAL BUSINESS

- 5** (MAIN AVENUE AT MONROE) Maintain general business uses on Main, generally northwest of Main at Monroe.

Discussion: The existing commercial buildings on the north side of Main between Jefferson and Monroe provide an excellent transition in building scale and use between the intensive central business district uses and the residential neighborhood. Continued office/institutional type uses are desired in this district to maintain its low intensity environment and distinct character.

Development Regulations: All off-street parking lots and loading areas shall be maintained in suitable hard surface paving. There shall be a front yard not less than five feet in depth, and this yard shall be landscaped with street trees planted not greater than 40 ft. on center. Otherwise, the provisions of the "B3" zone apply.

Related Policies (see note on p. 32): Neighborhood theme, policy 50, page 59; neighborhood entrances, policy 52, page 59.

## Mixed Use Policies

### RIVERSIDE MIXED-USE AREA:

- 5A** Encourage low-to-mid-rise, mixed-use development on properties fronting Riverside from Cedar (extended) to the Maple Street Bridge; in this area, permit High Density Residential use, offices, and selected businesses with a maximum height guideline of approximately eleven stories.

The intent of this policy is to recognize that this area lies within two distinct development environments, the predominantly commercial Central Business District and the predominantly residential Peaceful

Valley Neighborhood. Development within this district should be appropriate to both environments in land use, scale, site development, etc. Splendid views of the river valley and north bank development area are provided along Riverside Avenue west of the Cedar Street stairway. As the vacant area between Riverside and Wilson develops, visual access between buildings from Riverside Avenue to the north should be maintained. This open space penetration should be of an extent to provide significant view experiences and to preclude the sensation of a walling off of the river valley.

**Development Regulations:** Within this frontage area, residential uses at a maximum density of one dwelling unit per 300 square feet of site area, offices, and community business as allowed in the "B2-1" zone shall be permitted. Building height shall not exceed 130' above the elevation of Riverside Avenue at the north line of the right-of-way. There shall be a front yard not less than 15' in depth. There shall be no required rear yard, except that a rear yard not less than 15' in depth shall be required where the rear of the lot adjoins a lot in an "R" zone.

Minimum side yards shall be provided as required in the "B2-1L" zone, except that for the purpose only of locating a building exceeding two stories in height on a lot adjacent to an "R" zone, all portions of the building shall be set back from the "R" zone a distance of 5' plus 2' for each story over two stories, but in no case less than 10'.

To ensure open space penetration and views through Riverside Avenue frontage development to the river valley, buildings shall not cover more than 80% of the lot width, and no part of any building shall extend into the minimum 20% lot width required for open space penetration. At least 20% of the site shall be covered in landscaping. Otherwise, the regulations of the "B2-1L" zone, excluding paragraph 7 of Section 210.15, shall apply.

Within this entire Mixed-Use Area, parking to support development shall be provided in accordance with the parking requirements of Section 260.10 et seq. of the Zoning Ordinance, and the exclusion for uses in Fire Zone No. 1 (per Section 260.10, paragraph 1) shall not apply. Signs shall conform to the regulations of the underlying zone, except that roof signs shall not be permitted in this district.

Related Policies (see note below): Adjacent residential district, policy 1, p. 27; parking, policies 24 and 25, p. 43; vistas, policy 42, p. 52; neighborhood theme, policy 50, p.59; site development, policies 59 and 60, p. 62, policies 62 and 63, p.63; master plan, policy 68, p.64.

**Note on "Related Policies":** These sections, found only in policy 1 through 5a, reference other policies within the text which may give the reader additional information about the intent or application of the subject land use policy.





Only policies 1 through 5a contain sections on "Development Regulations", and these are the only policies which function in a regulatory capacity. Policies 6 through 71 are non-regulatory but may be referred to during the review of development proposals to identify other public interests which should be pursued through education, information, or incentive.








# DESIGN PLAN

## Peaceful VALLEY



- Legend**
-  EXISTING NEIGHBORHOOD CENTER
  -  PROPOSED NEIGHBORHOOD CENTER
  -  NEIGHBORHOOD PARK
  -  OPEN SPACE

-  NEIGHBORHOOD BUSINESS
-  GENERAL BUSINESS
-  MIXED-USE AREA

-  MEDIUM DENSITY RESIDENTIAL
-  HIGH DENSITY RESIDENTIAL

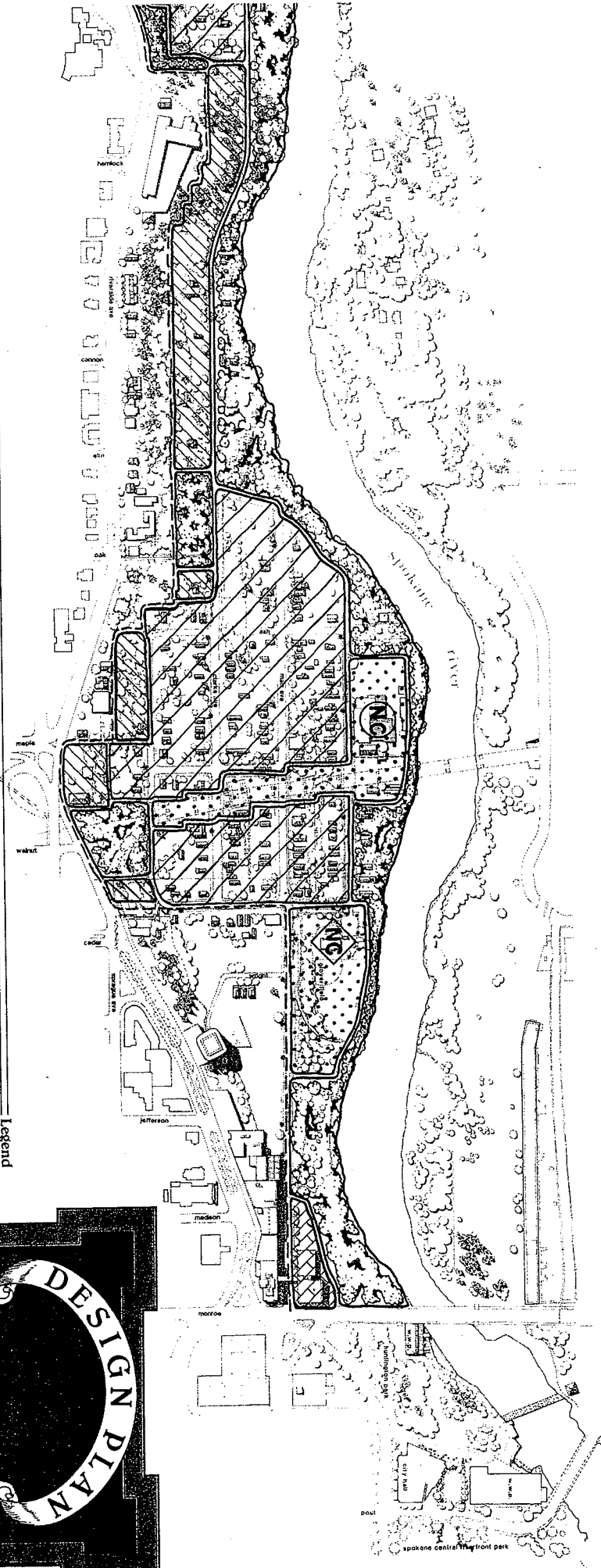
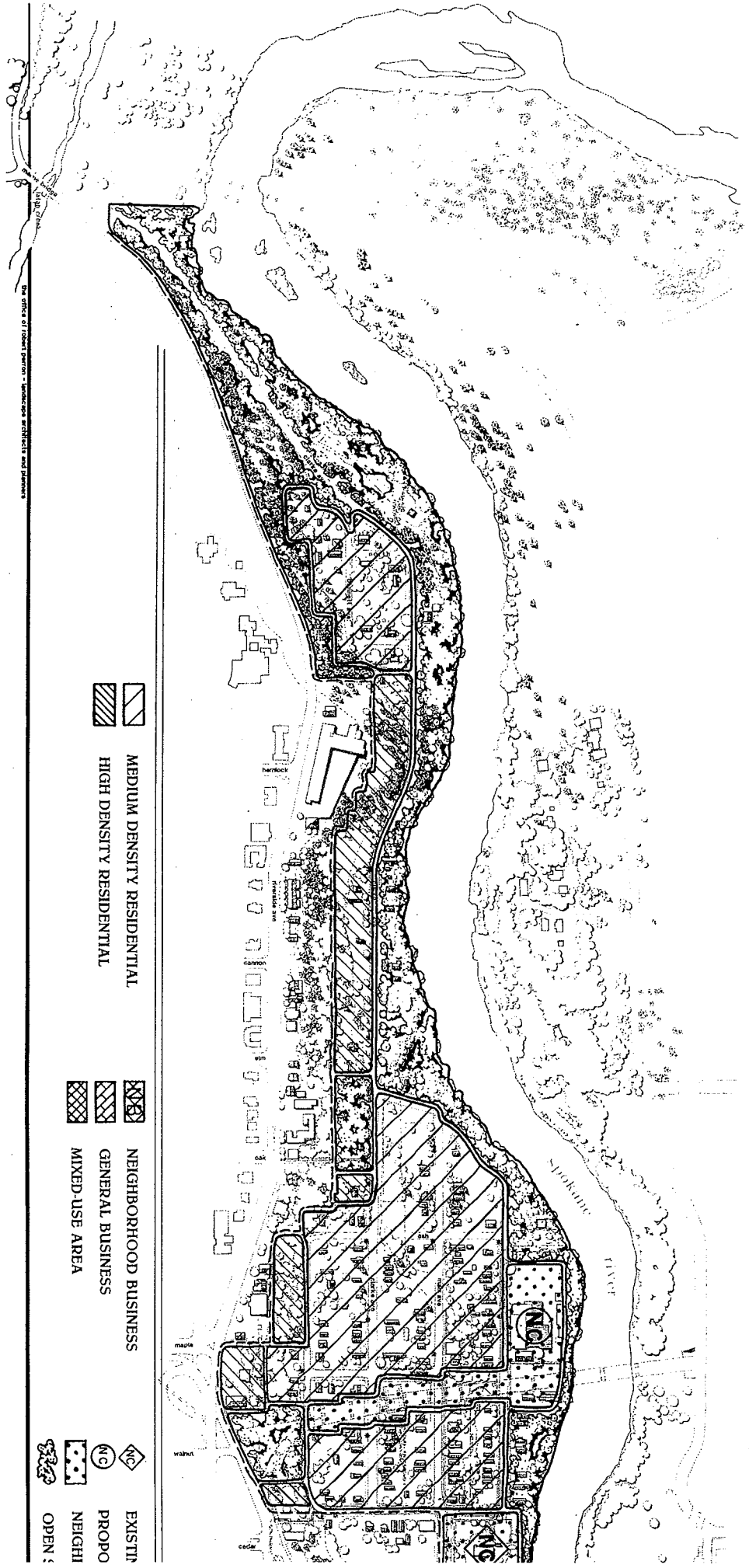










Fig. 8



The Office of Robert Denton - Landscape Architects and Planners

- |  |                            |   |                       |   |          |
|--|----------------------------|---|-----------------------|---|----------|
|   | MEDIUM DENSITY RESIDENTIAL |  | NEIGHBORHOOD BUSINESS |  | EXISTING |
|  | HIGH DENSITY RESIDENTIAL   |  | GENERAL BUSINESS      |  | PROPO    |
|  |                            |  | MIXED-USE AREA        |  | NEIGHI   |
|  |                            |   |                       |  | OPEN     |



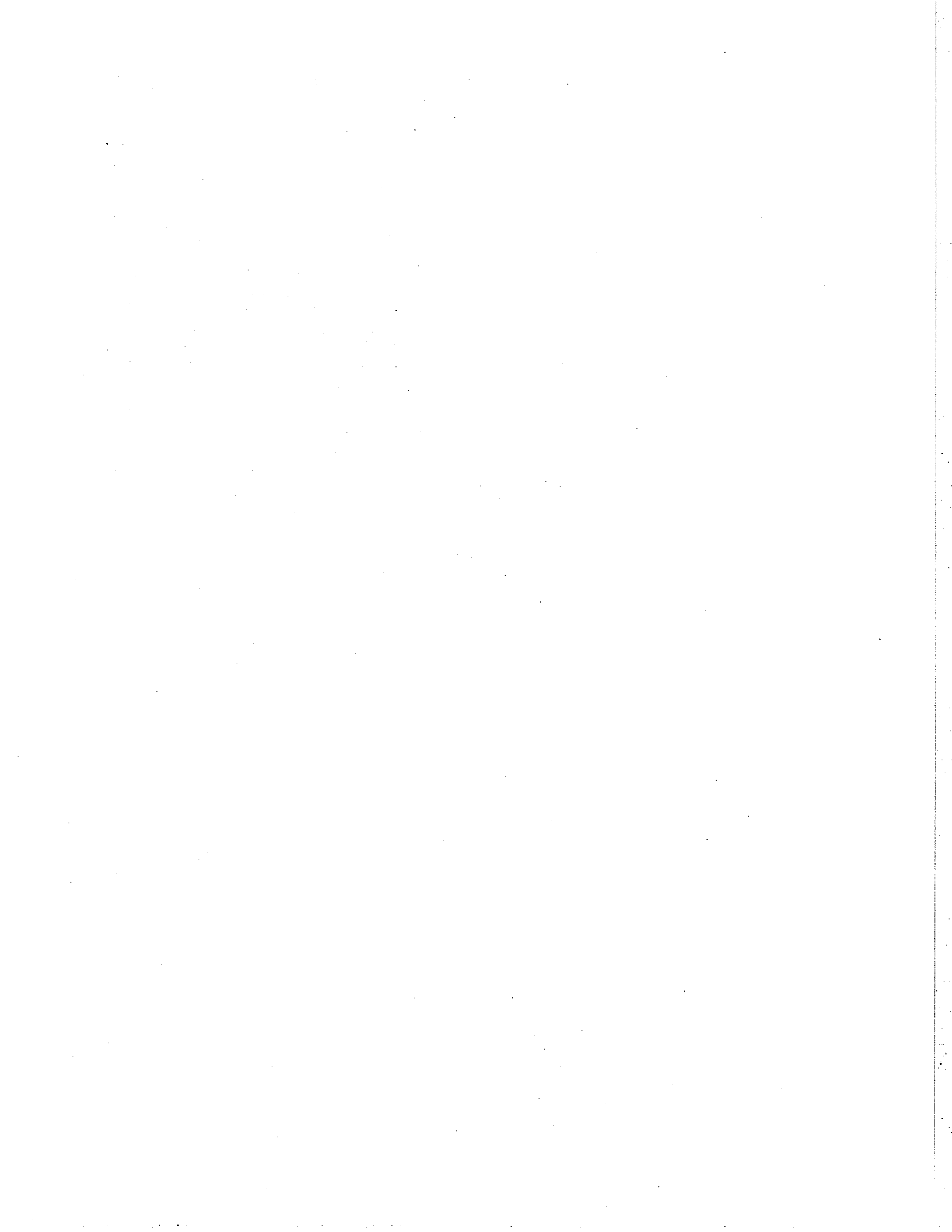
CIRCULATION ELEMENT

- Overview
- Vehicle Policies
- Pedestrian Policies
- Bicycle Policies
- Transit Policies
- Parking Policies



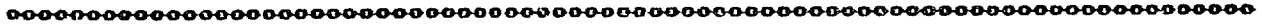
Peaceful  
VALLEY





# Circulation Element

## Overview



Compared to other inner-city neighborhoods in Spokane, the demands placed on Peaceful Valley's circulation systems by non-residential traffic generators are limited. Neighborhood streets accommodate low volumes of vehicular through-traffic as well as serve the requirement for local access which is the primary function of their design. Few traffic hazards exist, and situations where the various modes of neighborhood circulation come into conflict are rare.

Peaceful Valley's location in relationship to available services, activities, and opportunities makes it ideally suited as a primarily pedestrian domain. Although motorized transportation is still important to residents, it is often more convenient and enjoyable to walk.

The existing public right-of-way, as originally platted, is generally adequate for neighborhood circulation. Improved streets comprise most of the right-of-way, but some of the most important right-of-ways are undeveloped segments that provide open space and access to the riverbank; segments under the Maple Street Bridge, partially developed in parks and pedestrian pathways; and segments along the steep hillsides which include pedestrian staircases. This right-of-way presently provides valuable access and connections for the neighborhood and City, and none can be considered surplus or expendable. Minor right-of-way acquisitions may be necessary to complete improvements, and new public uses for existing right-of-way can be expected with changing needs of the community.

A major neighborhood concern is the uncertain route of through-traffic on neighborhood streets, particularly in the vicinity of the mini-park. The current volume of through-traffic does not require designation of an arterial, but steps to clarify the safest, most convenient route are desirable.

Eight other street segments require pavement, curb, and sidewalk improvements to make the street system fully servicable for local access and internal circulation. Street improvements contribute to the neighborhood's visual quality and add to the overall attractiveness of the neighborhood as a place to live. Other desired streetscape improvements within the public right-of-way are identified in the Design Element.

Circulation policies address improvements to enhance the movement of internal and through-traffic, identify desired pedestrian and bike routes and facilities, suggest minor changes to transit service, and offer solutions to on-street parking problems.


**GOAL:** *Provide a safe, convenient system of car, bicycle, pedestrian, and transit travel which enhances neighborhood circulation, provides improved connections to non-neighborhood destinations, and creates pleasant travel environments.*



## Vehicle Policies


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### THROUGH-TRAFFIC ROUTE:

- 6  Encourage non-neighborhood traffic to move through the neighborhood on the route which presents the fewest conflicts with adjacent activities and best facilitates safe, convenient passage for vehicles.


Discussion: The route desired by residents to move traffic through the neighborhood, described east to west, is Main-to-Maple, Maple-to-Clarke, and Clarke to its intersection at Riverside. This route avoids the steep grade on Main west of Maple, the blind corner at Main and Cedar, and Clarke between Cedar and Maple where the street bisects the two blocks of active play area in the mini-park. Suggested street improvements along this route include road re-alignment, curb modifications, and directional signage.

### INTERNAL CIRCULATION:

- 7  Eliminate problems where streets intersect at acute angles, creating poor driver visibility, awkward turning movements, and confusing traffic relationships.

Discussion: At present, turning from Clarke Avenue westbound onto Riverside Avenue eastbound requires a driver to make an almost 180° turn, complicated further by very poor visibility of oncoming traffic. Lanes at the intersection are not marked and drivers turning left from Clarke onto Riverside often find themselves in the path of cars which are turning off Riverside. Also, auto access to and from the area of High Bridge Park is so unrestricted as to be chaotic at times when the park receives heavy use. Re-alignment of Clarke to create a "T"-intersection and re-design of Clarke to limit access to High Bridge Park to one improved access is suggested.

The intersection of Main Avenue and Cedar Street, southbound from Water Avenue also presents a difficult situation for motorists. Approaching the intersection, Cedar Street traffic is on an upgrade and faces eastward, directly into oncoming westbound traffic on Main. This intersection should be re-designed to reduce the accuteness of the intersection. Concurrently, Cedar should be widened between Water and Main with some easing of the tight turn half way up the hill.

- 8  Reduce potential hazards at intersections where natural or man-made features create inadequate sight distances.


Discussion: The slight offset in the alignment of Main Avenue where it meets Cedar Street and a building on the southeast corner which is built to the property line create a potentially serious hazard. Drivers turning from Cedar Street must pull well into the intersection to see past the edge of the building and observe any oncoming traffic from the east on Main. Re-alignment of Main Avenue between Wright and Cedar is desired to improve sight distance.






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A stop sign is desired at the top of the lower Main Avenue hill to stop eastbound traffic prior to the intersection with Maple. Re-design of the intersection is necessary to create a flat place at the crest of the hill for eastbound Main traffic. This would reduce traction problems in winter and provide better observation of traffic on the Main/Maple through route.

- 9  Provide a fully serviceable system of paved and curbed streets which maintains the grid pattern where practical and, where necessary, operationally terminates dead-end segments with cul-de-sacs or similar facilities.

**Discussion:** Segments of Ash, Elm, and Water and all streets south of Clarke in Bennett's Addition are not fully improved with pavement, curbs, and sidewalks. As these streets deteriorate from weather and use, their serviceability to the neighborhood declines, they produce dust in summer and mud in winter, and they detract from the visual quality of the streetscape. Full improvement of Ash, Elm and Water and improvement of selected streets in Bennett's Addition are desired.


Ash Street between Main and Clarke dead-ends against a steep bank, and Water Avenue west of Ash dead-ends short of the riverbank. City-owned property adjacent to both streets provides an opportunity to increase the necessary right-of-way to terminate the streets with cul-de-sacs.

- 10  Encourage closure of portions of streets that are not needed for vehicular circulation and not essential for accessing private property, and re-design this right-of-way for other public use such as pedestrian ways and parks/open space.

**Discussion:** In Bennett's Addition, access to all private properties is currently provided by Spruce, Bennett and Clarke and full improvement of these right-of-ways as residential access streets would provide good vehicular circulation in this area. Cochran and Sprague Avenues are not improved and North Street is only a graded road; these right-of-ways should be retained with no further improvement until private properties in the area redevelop to higher residential density and then improved to serve the needs of this area.

Closure of Clarke Avenue between Cedar and Maple with a cul-de-sac is desired to physically consolidate two blocks of Peaceful Valley Mini-Park. The closed right-of-way would create a "T"-intersection at Clarke and Maple, eliminating use of the Clarke-to-Cedar-to-Main route for through-traffic.

#### VEHICULAR ACCESS TO RIVERFRONT OPEN SPACE:

- 11  Discourage disruption of the riverfront's natural open spaces by motorized vehicles; maintain designated accesses and roads to confine vehicles to limited routes necessary for service vehicles and access to public facilities.

**Discussion:** The two City sewage pump stations and the snow dump



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require vehicular access from Clarke or Elm. Excluding driveways to private residences, no other road accesses are desired on the river-side of Clarke/Elm/Water.

One controlled access from Clarke to High Bridge Park is recommended near the Clarke-Riverside intersection. This access should be closed to vehicles until a system of improved roads is developed within the park.

## **Pedestrian Policies**

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### **INTER-NEIGHBORHOOD CONNECTIONS:**

- 12**  Encourage walking as a means to travel to adjacent neighborhoods by providing safe, convenient pedestrian routes within pleasant environments.

**Discussion:** The only sidewalk leading from Peaceful Valley to downtown is along the south side of Main Avenue. While this may seem adequate, its desirability falls short on several accounts. First, a good portion of the present sidewalk is always in the shade due to the height of buildings next to it. Studies show that people prefer to walk in the sun if given a choice, and, in fact, many people take their chances and walk on the roadway between parked cars and westbound traffic rather than use the sidewalk on the other side of the street. More importantly, the existing sidewalk does not take advantage of the spectacular views of the river and falls available from the north side of the street. The only use made of the north frontage is for uncontrolled parking. The neighborhood desires construction of a wide sidewalk and a viewpoint along the north side of Main. This would contribute significantly to the enjoyment of the river.

Direct access south to Browne's Addition is limited to pedestrian routes up the steep slopes. These routes connect Valley residents with shopping and transit facilities in Browne's Addition and provide access to the riverfront for Browne's Addition residents. Stairways have been the primary means of making the change in elevation, and serviceable stairways should be maintained within the Cedar, Oak, and Spruce Street right-of-ways. Additional connections are desired as site features of new high-density residential development along the hillsides. Routes which ascend the slopes by ramp, path, and stairway and wind between the residential structures are suggested to make the climb easier and more interesting.

### **RIVERFRONT PATHWAYS:**

- 13**  Create a system of pedestrian pathways which connects major parks and open space facilities along the riverfront and increases public access to the river's edge.

**Discussion:** Pedestrian travel provides the best opportunity to experience the riverfront in "intimate" detail. It also poses the least threat to disrupting the natural environment. A pathway system is



desired which connects Riverfront Park to High Bridge Park via Huntington Park, Glover Field, and other public parks and open spaces along the riverfront. Footbridges across the river are needed to complete the system by providing access to extensive public park lands along the north bank. One bridge is suggested utilizing the lower superstructure of the Maple Street Bridge, and a second is desired on the remaining piers of the old High Bridge trestle.

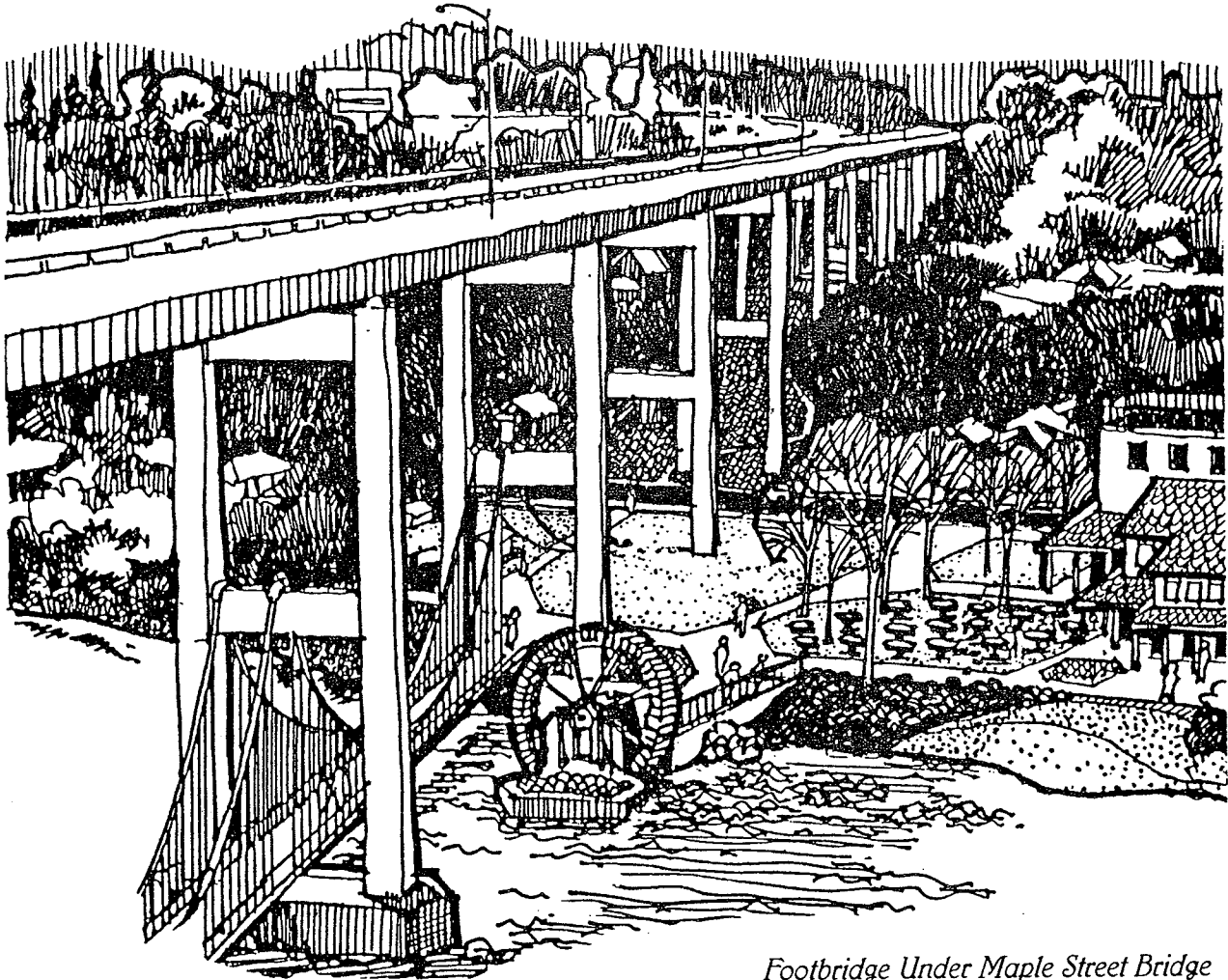


Fig. 9

*Footbridge Under Maple Street Bridge*

#### INTERNAL CIRCULATION:

- 14** 🌿 Promote pedestrianism within the neighborhood by providing well-maintained sidewalks along residential and commercial frontages.

**Discussion:** Sidewalk improvements should be included as an element of any neighborhood street project, e.g., when Water, Elm or Ash are paved. Repair of existing sidewalks is needed along several neighborhood streets, particularly the south side of Main in the vicinity of Wright.

- 15** 🚶 Install crosswalks to help designate pedestrian routes where it is determined that defined points of crossing streets are warranted in the



interest of motorist and pedestrian safety.

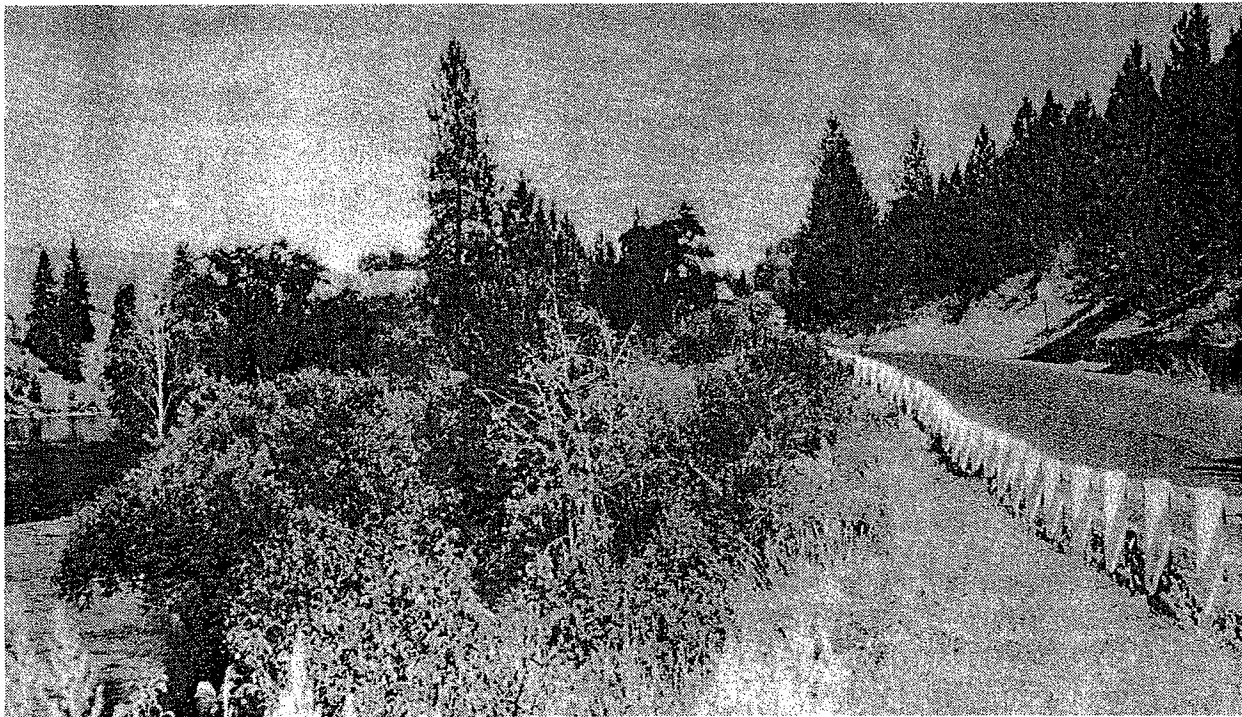
**Discussion:** The areas of greatest potential pedestrian/vehicle conflict are along the through-route in the vicinity of the Peaceful Valley Mini-park and on Main at Cedar and Wright Streets at the east edge of the residential district. Crosswalks are desired to maintain safe pedestrian access to the mini-park at the Clarke/Maple and Maple/Main intersections, and to the Community Center/Glover Field and north Main sidewalk at the Main/Cedar and Main/Wright intersections.

- 16** ✎ Create a major north-south mid-neighborhood pedestrian pathway to establish convenient, attractive access from the heart of the neighborhood to the riverfront open space.

**Discussion:** The Maple Street Bridge right-of-way provides an excellent opportunity to connect the formal internal circulation system of sidewalks with the informal pathways along the riverbank. The new stairway between Main and Water eliminates the major terrain obstacle along this route. Continuing the pathway north to the river's edge and south through the mini-park is desired.

- 17** ▣ Maintain pedestrian circulation within established right-of-way where the grid street pattern is interrupted by topographic obstacles.

**Discussion:** The topographic break which cuts through the heart of the neighborhood creates discontinuities in the platted street system on Ash and Maple. A stairway on Ash between Clarke and Main, similar to the new stairway on Maple between Water and Main, is needed to maintain a continuous pedestrian route along the Ash right-of-way.



## Bicycle Policies

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### NEIGHBORHOOD BICYCLE PATHS:

- 18** 🏡 Promote bicycling within the neighborhood as a transportation alternative to the automobile.

**Discussion:** The City's official Bicycle Plan designates the Main-Maple-Clarke through-route as an element of the Long Range Bicycle Plan. This route is desirable for bicyclists, particularly commuters, because it avoids the steeper grades in the neighborhood and benefits by traffic control devices to increase safety at intersections with reduced visibility. The need to maintain on-street parking along residential frontages prohibits a separate striped bike path. A simple signage program to direct bicyclists along the through-route is desired.

- 19** 🏡 Create limited bike paths within the neighborhood's riverfront open space to provide an attractive environment for recreational bicycling.

**Discussion:** Bicycling, like foot travel, is a compatible means of access within the sensitive riparian habitat. A combined bicycle-pedestrian pathway is suggested within the park area north of Clarke between North Street extended and Riverside. Limited shoreline area and steep banks prohibit bike paths along other segments of the riverbank. In these situations, the neighborhood streets nearest the riverbank can serve recreational bicyclists, maintaining a strong association with the riverfront amenity with good views of the river and shoreline. If a footbridge is constructed on the old High Bridge trestle piers, it should also serve as a bike path connection to the north bank and the proposed bike route along Summit and Ohio.

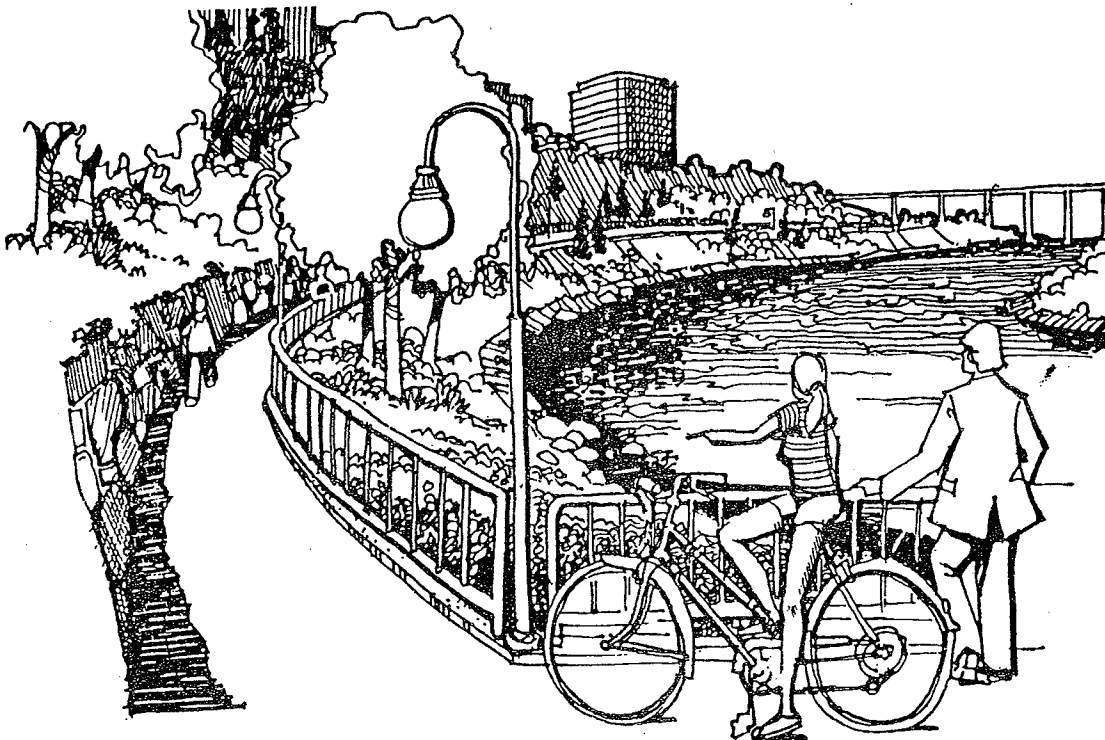


Fig. 10

*Pathway Between Riverfront and Highbridge Parks*

## Transit Policies

### NEIGHBORHOOD TRANSIT SERVICE:

- 20 ● Work with the Spokane Transit Authority to provide service and facilities which encourage use of the bus system for transportation.

Discussion: The #10 West Main loop route requires a 30 minute trip from downtown to the neighborhood, a distance which can be walked in half that time. A westbound route through the neighborhood would increase neighborhood patronage and should be pursued with STA. Bus shelters along the route as it passes through Browne's Addition and Peaceful Valley are desired. These shelters should be consistent with neighborhood character, and their final design and siting should be approved by STA.

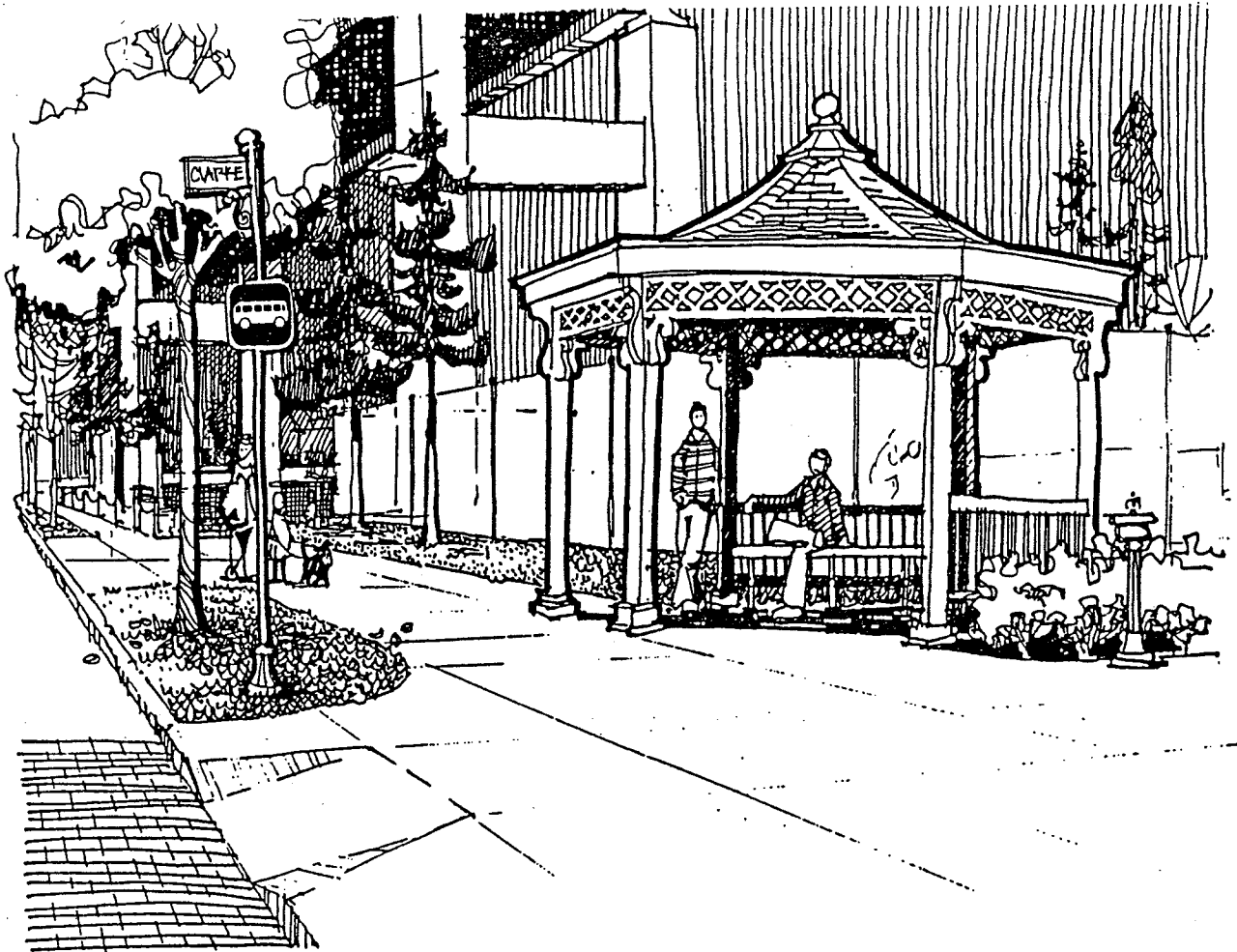
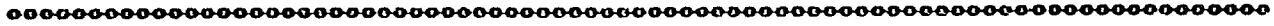


Fig. 11


*Bus Stop and Park Shelter*



## Parking Policies




### MAIN STREET EMPLOYEE PARKING:


- 21**  Enhance the space efficiency and attractiveness of fringe-area downtown employee parking.

**Discussion:** The "unstructured" perpendicular parking on the north side of Main west of the Spokane Club parking lot is a primary disruptive visual element at the neighborhood's east entrance and should be eliminated. Structured off-street parking for Spokane Club patrons or employees is encouraged on the remaining developable site immediately downhill from the Club's improved lot. Parallel parking can continue on the south side of Main between Monroe and Wright and on the north side adjacent to the existing sidewalk (extending west approximately 400' from Monroe).


### RESIDENTIAL PARKING:

- 22**  Retain on-street parking for existing neighborhood residences.

**Discussion:** Most residential properties lack garages or on-site areas for parking. Curb-side parking should be retained for residents' use, particularly in the vicinity of the two apartments on Main near Maple.


- 23**  Require off-street parking as an element of site development for new medium-density residential infill development.

**Discussion:** The linear space required to accommodate the parking demand generated by saturation development at medium density exceeds the curb space available. On-site parking is necessary; however, the neighborhood's proximity to downtown might warrant a lower parking ratio than required in the Zoning Ordinance. New multi-family development in the "Bennett's Bench" area should provide parking as specified in the Zoning Ordinance.

- 24**  Require off-street parking for new high-density residential development.

**Discussion:** Adequate parking will be one of the major factors which determines the extent of high-density residential development in the Valley. Some parking can be decked to conform to the terraces of residential units, but most will likely be provided in structures at the base and top of the slopes. As these developments occur, a lower parking ratio may be warranted depending on housing type and unit size.

### COMMERCIAL PARKING:

- 25**  Require commercial uses to provide adequate off-street parking to meet use-generated demand.

**Discussion:** Commercial uses in Peaceful Valley should accommodate customers' parking needs as a part of on-site development. This is feasible for most properties within areas designated for neighborhood business or office use. New office and retail uses which front on Riverside should provide parking to serve the demand generated by those uses.



VEHICLE  
 TRUCK ROUTE  
 STREET IMPROVEMENTS  
 PARKING IMPROVEMENTS

PEDESTRIAN  
 LIMITED ACCESS  
 STREET CLOSURES  
 INTERSECTION IMPROVEMENTS

••••• SIDEWALK IMPROVEMENTS  
 —•— RIVERFRONT PATHWAYS  
 ••••• HILLSIDE PATHWAYS

↔ STAIRWAY CONNECTORS  
 ↔ INTER-NEIGHBORHOOD CONNECTORS  
 ↗ RIVERFRONT CONNECTION

Legend

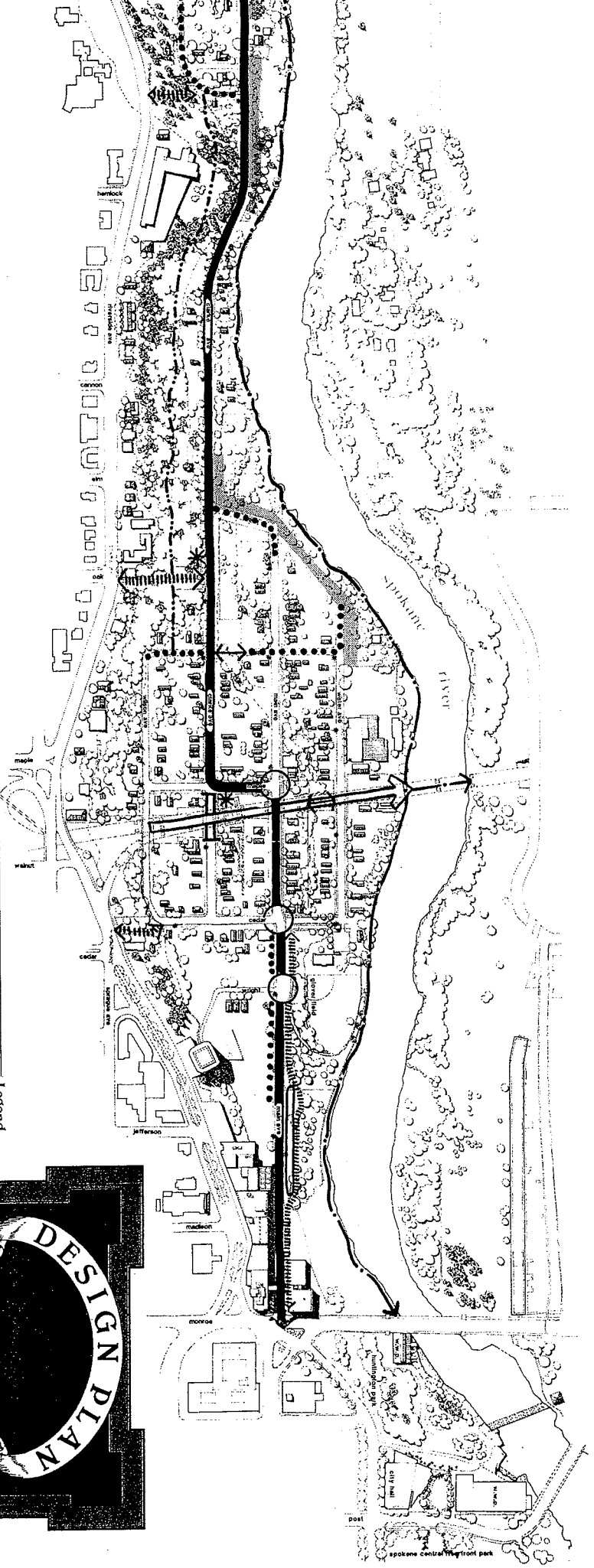
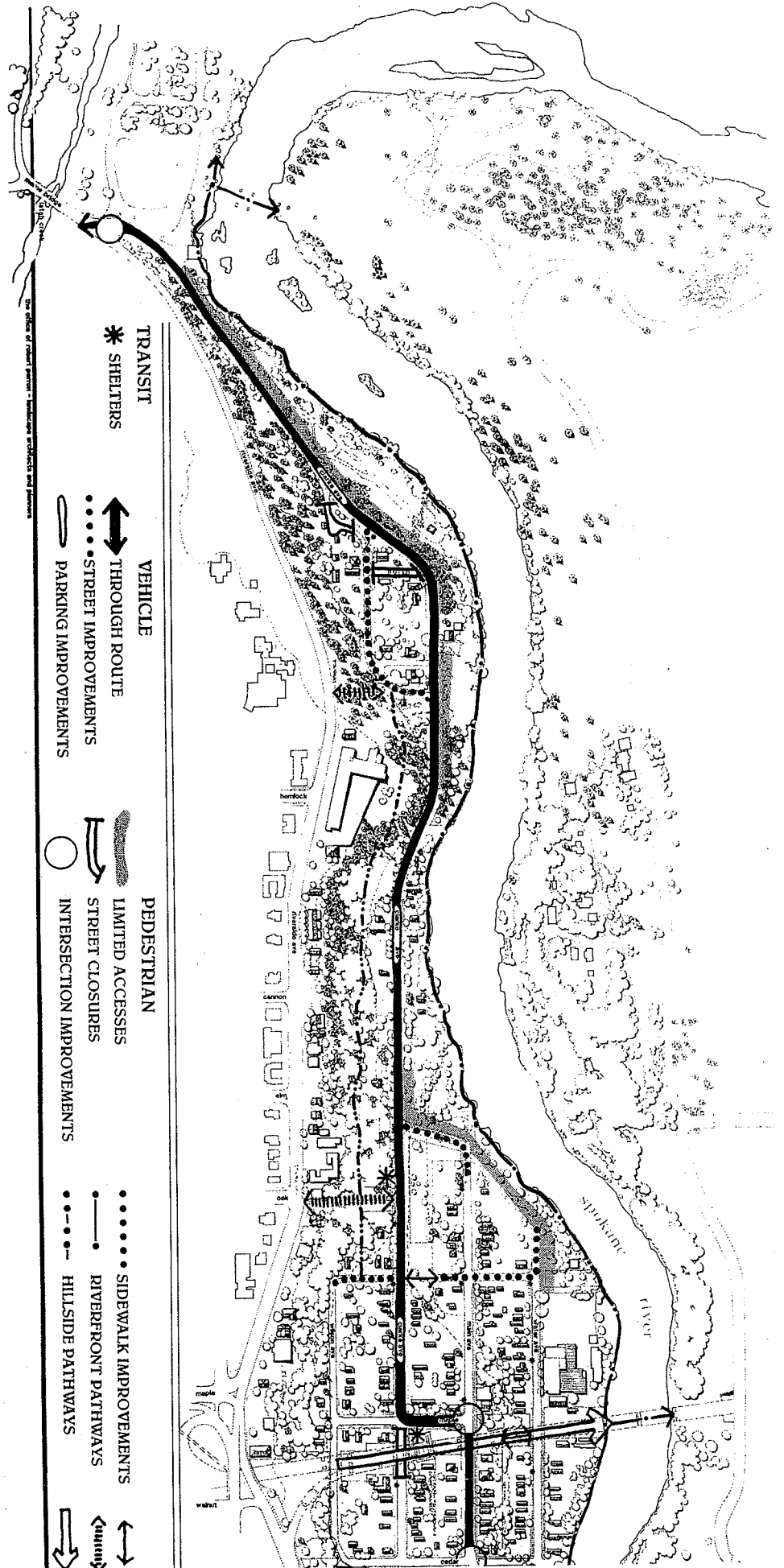


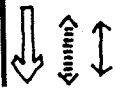
Fig. 12





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|--|--|---|---|
| <p><b>TRANSIT</b></p> <ul style="list-style-type: none"> <li>* SHELTERS</li> </ul> | <p><b>VEHICLE</b></p> <ul style="list-style-type: none"> <li>↔ THROUGH ROUTE</li> <li>..... STREET IMPROVEMENTS</li> <li>○ PARKING IMPROVEMENTS</li> </ul> | <p><b>PEDESTRIAN</b></p> <ul style="list-style-type: none"> <li>▨ LIMITED ACCESSES</li> <li>↔ STREET CLOSURES</li> <li>○ INTERSECTION IMPROVEMENTS</li> </ul> | <ul style="list-style-type: none"> <li>..... SIDEWALK IMPROVEMENTS</li> <li>— RIVERFRONT PATHWAYS</li> <li>— HILLSIDE PATHWAYS</li> </ul> |
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COMMUNITY FACILITIES ELEMENT

- Overview
- Open Space Policies
- Park Policies
- Community Center Policies
- View Policies

Peaceful  
VALLEY

# Community Facilities Element

## Overview

Peaceful Valley residents do not receive full benefit from the extensive public lands and facilities within the neighborhood. The riverfront open space is inaccessible over much of its expanse, and other shoreline areas are only accessible on unimproved paths. Two of the four right-of-way segments under the Maple Street Bridge have been moderately improved with recreational facilities, one segment is unimproved except for a new stairway, and one is totally without public improvements. Glover Field needs further improvement, particularly spectator seating facilities. The Neighborhood Center is a source of neighborhood pride, but activities and services are limited by the facility's size and construction. There are no improved viewpoints within the neighborhood.

The river is the neighborhood's most unique asset. It is a source of enjoyment for residents, offering opportunities for recreation and solitude, and for observing the abundant natural processes occurring along the river's banks. The neighborhood wants to capitalize on the river's amenity and make it a unifying element of the neighborhood's parks and open space system. The concept advanced in the Riverfront Development Program for upgrading the shorelines provides the impetus for residents' hopes of "what could be". That concept is:

"The upper gorge, from Latah Creek to the falls, will require an upgrading of existing residential uses. This, coupled with continued park development, improved access, and a continuous link of trails and paths along the river edge, will maximize the public use and enjoyment of this part of the downriver area."

Residents have come to envision a continuous park through the neighborhood, along the riverbank. Such a park would be an important link between the Riverfront Park/Central Falls area and the proposed major park development at High Bridge.

One of the natural elements which residents have indicated as being important to preserve is the steep, tree-covered hillsides. These slopes define neighborhood boundaries, provide open space with dense growths of vegetation, and are home to many forms of wildlife which have disappeared from most other parts of the City. These hillsides are a resource which residents feel should not be destroyed. Several areas along the southern-most slope have already been badly damaged by the dumping of "fill" material from the top of the bluff. Now, instead of a covering of trees, there is only broken concrete, bricks, and plaster, from which only a few weeds will grow. The slope under the south end of the Maple Street Bridge is virtually bare. Preservation of the slope's natural elements and creation of limited public access on natural trails are desired.

Construction of the Maple Street Bridge through the neighborhood left an unsightly scar on the landscape which has only begun to be repaired. Since construction was finished in 1957, only about one-third of the right-of-way area under the bridge has been put back into a presentable condition. That one-third represents the total area of the mini-park which was constructed with CD funds allocated to the neighborhood. The remainder of the right-of-way property consists of weeds, slopes which wash-out during heavy rains, and, next to the river, a large area containing construction debris, inoperable autos, and other



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nuisances. Improvements to create a fully-developed linear park the entire length of the right-of-way are needed to eliminate the visual and environmental liability this property has been in the past.

**GOAL:** *Provide community facilities to meet the neighborhood's desires for active and passive recreation, access to the riverbank, and preservation of views and other natural features.*

## **Open Space Policies**

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### **RIVERFRONT AREA:**

- 26** ☞ Insure public access to all riverbank areas through public acquisition or easement.

**Discussion:** Residents would like to see access to the river increased. Public open space should extend all along the riverbank from the shoreline to the nearest adjacent street. However, it is recognized that it may be necessary or even desirable to allow some types of residential or commercial uses at some locations. In that case, a strip of land at least 100 feet wide should be reserved along the shoreline as public open space. Acquisition through purchase or donation is the ultimate objective, but easements are a short-term alternative. Almost one-half of the riverfront property is already City-owned.


It is suggested that vacant land be acquired first. This would amount to approximately one-third of the additional property needed. Purchase of the land presently used for heavy commercial purposes should be negotiated next. Residents feel very strongly that existing residential uses should be allowed to continue until such time as the owner wishes to sell. Condemnation of residential uses for purposes of acquiring shoreline property is not recommended. The City should obtain "options" on these properties to ensure first chance to purchase, possibly utilizing the economic resources of organizations such as "Trust for Public Lands".

- 27** ☞ Maintain the natural environment which predominates along the riverfront and emphasize passive recreation in new public development.

**Discussion:** The uniqueness of the river within its urban setting is the extent of natural landscape along both shores of the Lower Gorge. This riparian habitat is vulnerable to major development or intensive human use. Fortunately, Glover Field and the mini-park can meet the active recreation needs of residents, leaving the undeveloped riverfront for passive recreation use, such as, walking, bicycling, contemplation and nature-watching. Limited picnic and child play areas are appropriate within confined activity nodes distributed at large intervals along the riverfront pathway. A long-term program should be instituted to replace "volunteer" deciduous trees with indigenous conifers.

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**HILLSIDE AREAS:**

- 28**  Preserve open space on hillsides to control erosion, preserve animal habitats and vegetation, and visually soften the face of steep slopes.

**Discussion:** Most of the steep hillside between Clarke/Wilson and Riverside, west of Jefferson Street extended, is undeveloped. Property currently in City ownership should remain in natural open space. Ground springs which surface along the slope above Clarke may limit development potential on several private properties. These areas should be acquired as public open space and left naturally-vegetated.

Some areas above Wilson have been stripped of vegetation from construction of the Cedar Street stairway, Maple Street Bridge, private demolition, and fill activities at the top of the slope. Slope stabilization with native plant materials is needed to restore the visual and environmental quality of this hillside.

**OTHER VACANT CITY-OWNED PROPERTY:**


- 29**  Facilitate the sale of surplus City property to private interests for redevelopment.

**Discussion:** The only two vacant City parcels that are considered surplus to public needs are "the Orchard" Park Department property on Main Avenue, and a 50,000 square foot Utilities Department property northeast of Elm and Clarke. Both parcels are undeveloped and attract litter and piles of junk. These properties should be sold for private development in housing. Both sites provide an opportunity for attached multi-family structures, preferably 2-3 story row townhouses. This new housing would stimulate additional new housing development and rehabilitation of existing structures in the vicinity. With private development, these properties will also contribute to the City's property tax revenues.

**Park Policies**

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**PEACEFUL VALLEY PARK (mini-park):**

- 30**  Extend park development north and south of the mini-park to create a linear park under the entire Maple Street Bridge right-of-way.

**Discussion:** New park development would consist primarily of landscaping, lighting, small sitting and picnic areas, and pedestrian pathways connecting to riverbank trails. The steep hillside between Wilson Avenue and Riverside Avenue should be landscaped to help control erosion.

Expansion of the mini-park to the east and west, as proposed in the Riverfront Development Program, is not desired by residents. It is felt that existing park property, along with the riverbank open space and major park development at High Bridge, will more than adequately serve the recreational needs of residents.

- 31** 🌿 Close Clarke Avenue immediately east of Maple Street and re-design for park use to physically integrate the two blocks of active play area within the Maple Street Bridge right-of-way.

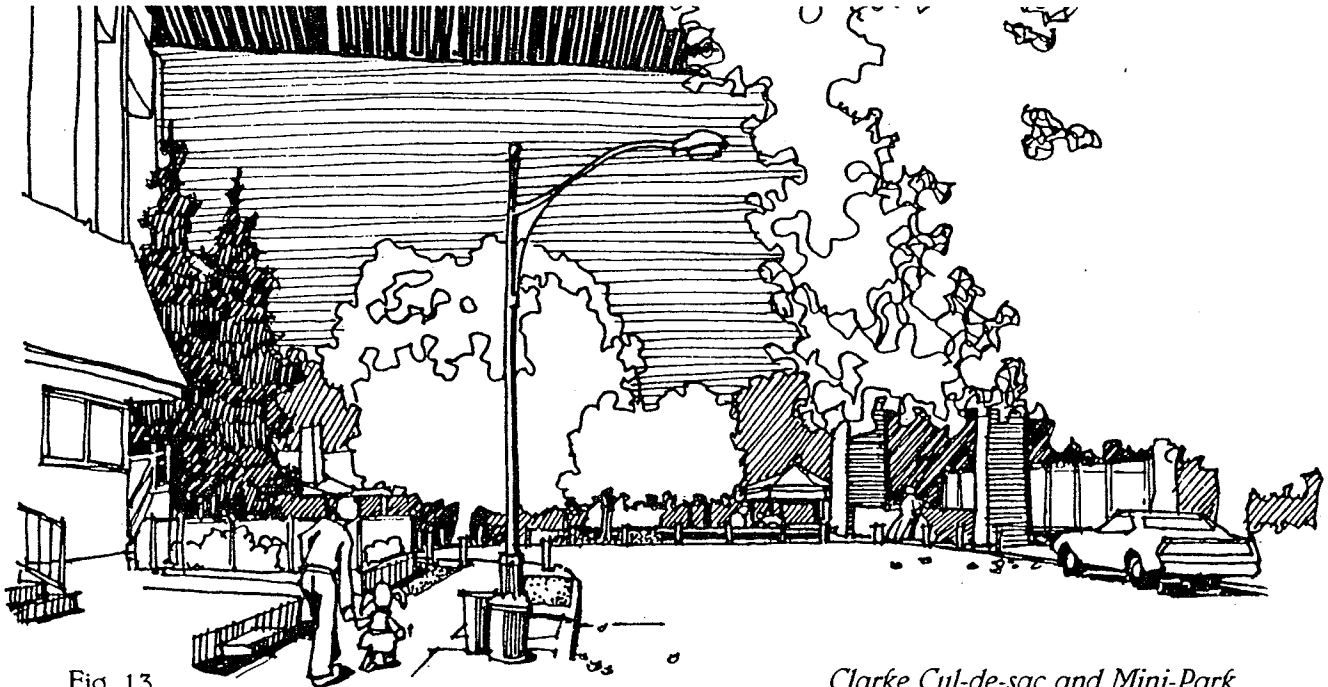


Fig. 13

*Clarke Cul-de-sac and Mini-Park*

**Discussion:** Much of the eastbound through-traffic remains on Clarke until its "T"-intersection at Cedar. The designated through-traffic route utilizes Maple to connect with Main. Closing a portion of Clarke to make a "T"-intersection with Maple will direct traffic along the desired route and eliminate the conflict between cars and people in the park environment under the bridge. The closed portion of Clarke should be improved with landscaping and pathways to create an uninterrupted active play area between Main and Wilson.

- 32** 🏡 Complete improvements to the mini-park between Main and Wilson within the Maple Street Bridge right-of-way to enhance its utility and appearance.

**Discussion:** Peaceful Valley mini-park was developed in 1980 with Community Development funds. At the time of construction, there were insufficient funds to provide landscaping, irrigation, pathway and lighting improvements. These site improvements are needed in order for this facility to make its intended contribution to the recreational and aesthetic needs of the neighborhood.

### GLOVER FIELD:

- 33** 🏡 Improve the appearance and maintenance of Glover Field and surrounding public grounds.

**Discussion:** Additional landscaping and maintenance are needed at Glover Field. A paved parking lot and some landscaping were funded by the



neighborhood's 1979 Community Development allocation. There are, however, other large areas in need of attention. The rock retaining walls along the southern edge of the field are crumbling and need repair. The hillside above the rock walls was landscaped years ago but has not been maintained. It has become overgrown with weeds and there are many dead, or partially dead, trees. It is proposed that some immediate steps be taken to correct these problems and that a plan for appropriate landscaping of the entire slope be developed. Landscaping to define activity areas outside the softball field and shade trees in spectator areas are also desired.

- 34** ✎ Provide facilities for spectator viewing adjacent to the softball field.

**Discussion:** While Glover Field now serves mainly as a neighborhood park, it receives heavy use by residents from all over the City in Park Department organized activities such as the Summer Softball League. There are only two or three benches available to seat spectators and players at these events. Additional spectator seating is needed and could be provided in bleachers or, better, on grass-covered terraces constructed along the hillside on the south side of the field.

- 35** ✎ Provide additional site improvements, including picnic shelters, pathways, furniture, and lighting, to accommodate non-athletic use of the site by residents.

**Discussion:** Glover Field's present design commits nearly the entire field to softball. The Field can serve a broader range of resident recreation needs if the perimeter of the softball outfield is defined by a low-level fence and landscaping. The area at the extreme east end of the Field should be improved with a large picnic shelter, tables, and furniture at a river viewpoint. Lighted pathways should link this area with the Neighborhood Center.

## Community Center Policies

### FACILITY NEEDS:

- 36** (PS) Expand the Neighborhood Center on its present site or relocate to another facility to provide a broader range of activities.

**Discussion:** The Neighborhood Center is a welcome addition to the neighborhood and provides needed services, despite severe physical limitations. Its size, configuration, and construction greatly limit the scope of recreational activities and public services typically provided by such facilities. The Land Use Element encourages new residential growth which, at saturation development, will triple the resident population. The Center will be unable to meet the service needs of the growing population long before the neighborhood is fully developed. Even though facility expansion could be accommodated on the Glover Field site, the Spokane Casket Company facilities should be explored for future public acquisition. The Casket Company is a non-conforming use

and the existing structures no longer suit the company's operational needs. The Casket Company site is more central to neighborhood residents, and its riverfront setting makes it all the more attractive for public use. Redevelopment of the site should focus on an expanded Neighborhood Center and other public uses, but private investment in a joint-venture with public development might add attractive elements to the project, such as housing or limited neighborhood business.

- 37** ● Explore an alternative facility in a central location to serve the Peaceful Valley, Browne's Addition, and Downtown neighborhoods, as a long term objective.

**Discussion:** The siting criteria for the City's three new community centers is based on a three neighborhood service area concept. The three Community Development neighborhoods not within the service areas of these large new facilities are Peaceful Valley, Browne's Addition and Downtown, and within these three neighborhoods, Peaceful Valley's small barracks-type structure is the only facility which functions as a center. Even with major new housing development, none of these neighborhoods can increase sufficiently in population to support a full-service center. In time, the service needs of the combined neighborhood populations may justify a full-service facility, centrally located for the shared use of all three neighborhoods. A shared-use center would be best sited at the west end of the Downtown neighborhood.



Fig. 14

*Alternative Community Center Facility (Casket Company)*





## View Policies

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### NEIGHBORHOOD VIEWPOINTS:

- 38** ☒ Develop public viewpoints at locations which provide good views of the river valley and are easily accessed by foot.

**Discussion:** Within the neighborhood there are views of the river and Lower Gorge which range from intimate, tranquil scenes along the river's edge to spectacular views of the thundering lower falls. Some of these views occur at unimproved points along neighborhood streets or other public right-of-way, and others occur along the riverbank but are not conveniently accessible. Viewpoints with seating, lighting, orientation graphics, etc., should be established at opportunity sites determined by property ownership, topography, accessibility, and quality of view.

- 39** ☐ Maintain the opportunity to discover views from locations along pedestrian paths which are not appropriate for designation and improvement as viewpoints.

**Discussion:** View experiences within the neighborhood should not be limited to locations with improved viewpoints. "Discovery" of views along meandering pathways adds elements of interest and surprise to the walking experience. Within the riverfront environment, these discoveries may be made along the pathway which follows the river's edge, with views framed by the natural vegetation. The design of public improvements, including the pathway, should be sensitive to maintaining these view opportunities and providing a feeling of discovery.

The steep hillsides provide similar opportunities where views are available from the existing staircases. New private housing developments on these hillsides should be designed to not preclude views from future hillside natural trails or from pathways through the developments.

### VIEW CORRIDORS:

- 40** ☒ Maintain view corridors from the neighborhood's interior to the riverfront to extend the positive influence of the riverfront amenity into the neighborhood.

**Discussion:** The best opportunity to maintain views to the river from the neighborhood interior is the retention of open corridors where public right-of-way extends to the river's edge. Improved Cedar, Maple, Ash, Water and Main cut through the heart of the neighborhood and, with their unimproved segments near the riverfront, provide visual accesses to the river. The design of improvements along these segments should be sensitive to maintaining these view corridors.

- 41** ☒ Maintain view corridors within the neighborhood which visually capture or define special neighborhood features or qualities.


**Discussion:** One of the most interesting view experiences in the Valley occurs eastbound on Clarke Avenue at the "s"-curve. A vista of the

upper valley from the entrance to the curve narrows to a confined view of the Clarke streetscape, defined by tightly sited homes on the north and the steep hillside on the south, as the roadway descends from the plateau of Bennett's Addition. This view corridor provides visual clues to the nature of the neighborhood ahead. The design of streetscape improvements on Clarke should not jeopardize this experience.

While it is hard to identify any direct neighborhood benefit provided by the Maple Street Bridge, the bridge's lower superstructure creates a dramatic view experience from positions within the bridge right-of-way. A rhythmic procession of concrete piers marches across the Valley floor, creating a perceptual link with the north bank. Landscaping to reduce the starkness of the piers is desired, but not to the total elimination of this view experience.

A narrow view corridor exists on the south Valley slopes where the Oak Street stairway cut through the heavy native vegetation. Replacement of the deteriorated stairway will help maintain views down this corridor.

**Vistas:**

- 42**  Ensure access to locations which provide vistas of the neighborhood within its valley setting and maintain these panoramic views for the understanding they provide of the neighborhood's geographic situation.

**Discussion:** The best vistas of the neighborhood and river gorge are provided from the crest of the Valley walls on either side of the river. New development on the north side of Riverside, west of Jefferson Street extended, and along the south side of Ohio on the north bank should provide public access points to enjoy these vistas. Public ownership of land along the north side of Riverside at the neighborhood's west end insures continued access to vistas which overlook Bennett's Addition and High Bridge Park.

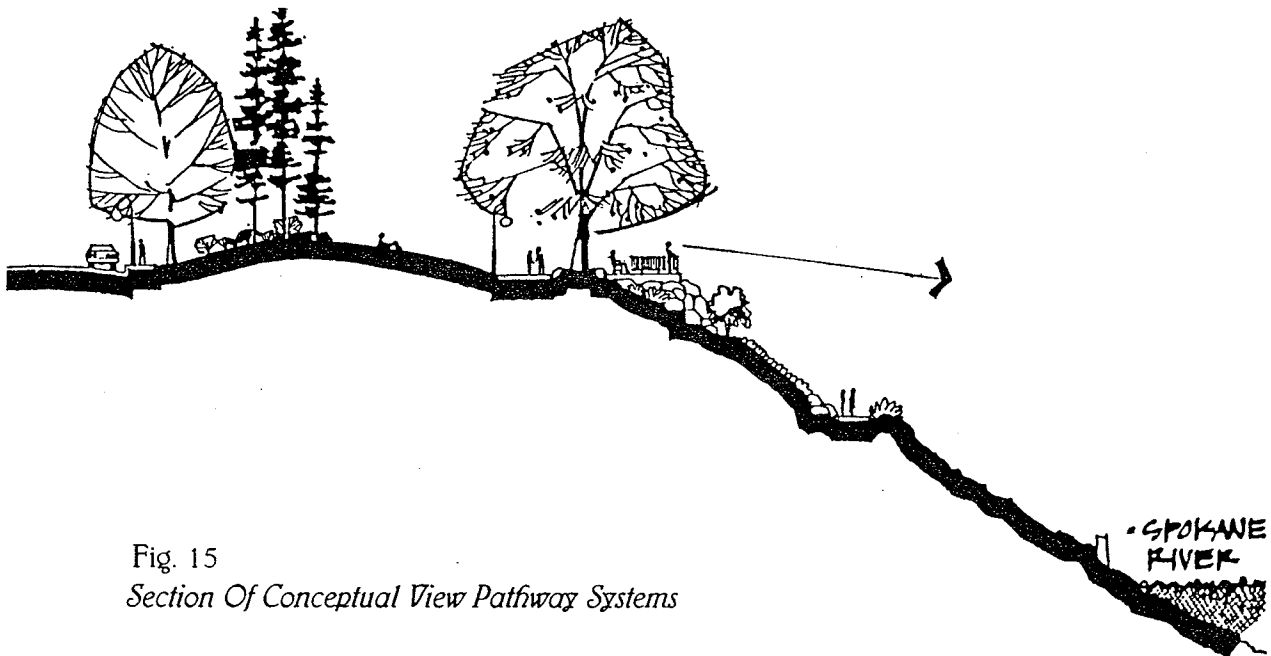


Fig. 15  
*Section Of Conceptual View Pathway Systems*

