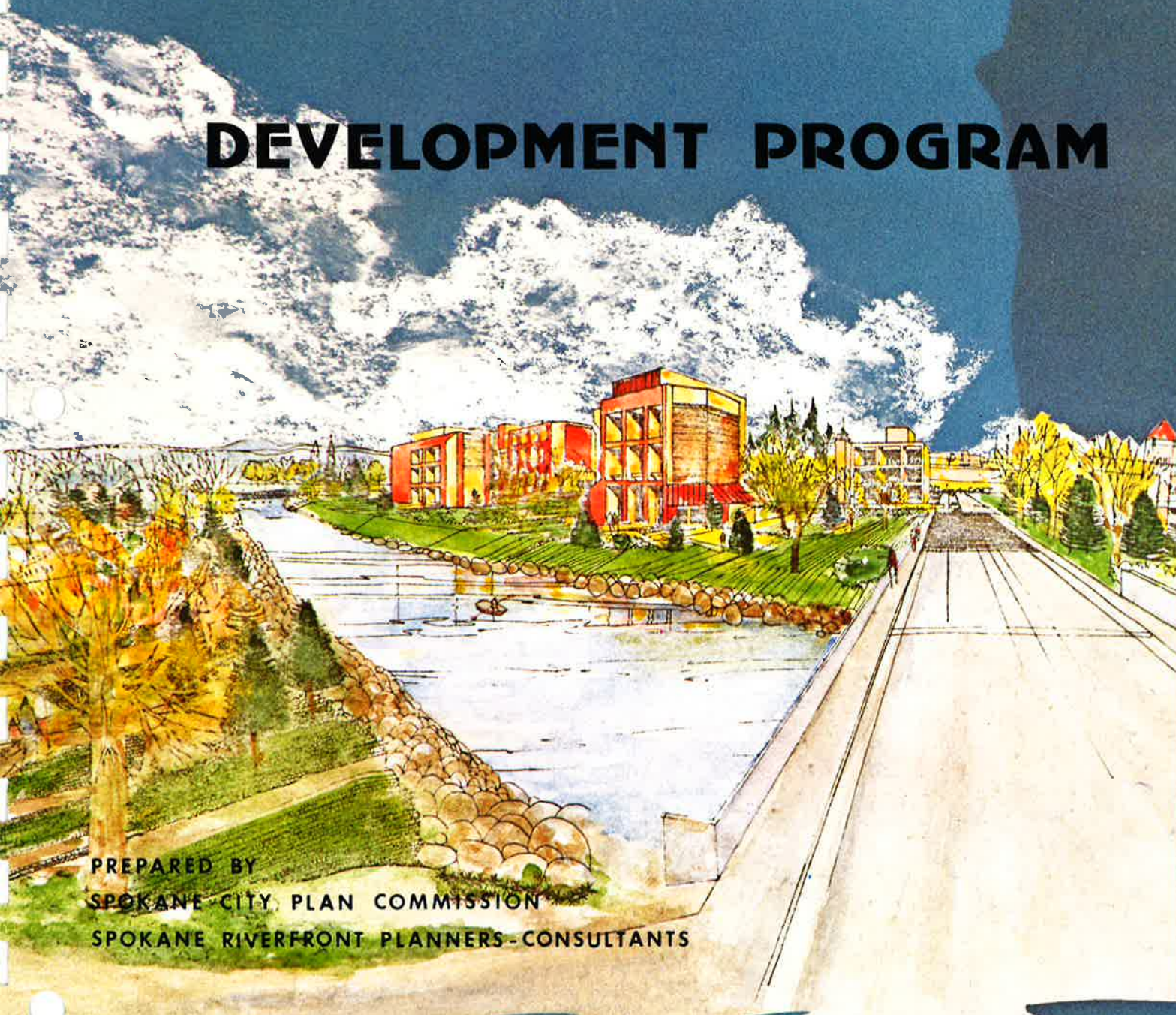


SPOKANE RIVERFRONT

DEVELOPMENT PROGRAM



PREPARED BY
SPOKANE CITY PLAN COMMISSION
SPOKANE RIVERFRONT PLANNERS-CONSULTANTS

A PART OF THE COMPREHENSIVE PLAN

Acknowledgment

The City Plan Commission is grateful to the 12 member Citizen's Technical Committee on Design and Zoning for its assistance and technical advice.

The Commission also wishes to acknowledge the assistance of the Shorelines Management Citizen Advisory Committee, Spokane County Commissioners and Planning Commission.

Further, the Commission wishes to acknowledge the support and assistance of the numerous community and civic groups and organizations and the individual participation and enthusiasm of the citizens of Spokane.

Official Approvals

This Spokane Riverfront Development Plan and Program was prepared in phases so as to involve the citizenry and government in the planning of the riverfront.

Phase I: Preliminary Concepts Report was prepared in 1967, given four months public review in 1968, and finalized with Commission adoption on May 1, 1968, and Council adoption on May 27, 1968.

Phase II: Preliminary Plans Report was prepared in 1968, given five months public review, January through May 1969, and then finalized with Commission adoption on June 18, 1969 and Council adoption June 23, 1969.

Phase III: Final Plans & Program Report was prepared in 1969 and 1970, given 12 months public review, April 1971 through March 1972.

The Plan Portion of this Phase III report of the Spokane Riverfront Development Program was approved by the Spokane Regional Planning Conference on January 25, 1972, by the City Plan Commission on March 15, 1972, and was adopted by the City Council on March 27, 1972.

The consolidation text, plan, and program portion comprising the completed Phase III part of the study prepared in 1973, was approved by the City Plan Commission December 19, 1973 before printing and November 6, 1974 after printing and was adopted by the City Council March 24, 1975 as the official plans, and programs to guide the development of the riverfront and shorelines area, and would be then the Riverfront Element of the Comprehensive Plan of the City of Spokane.

CITY OF SPOKANE, WASHINGTON



CITY PLAN COMMISSION

309 City Hall

RAY G. PENNING, PRESIDENT

VAUGHN P. CALL, A.I.P.
Ass't. to the City Manager—
Planning, Programming, and
Community Development

E. T. CLEGG, A.I.P.
Planning Director

May 1, 1974

Honorable Mayor and City Council
City of Spokane, Washington

Gentlemen:

Subject: Spokane Riverfront Development Program
Final Phase III—Plans and Program

The Honorable Mayor and City Council authorized the City Manager and the City Plan Commission with the assistance of a professional team to jointly undertake the Spokane Riverfront Development Study in 1967. The Study objective was to prepare a coordinated plan and program to enhance and guide development of public and private land along the riverfront.

The Study was to be done in three phases so that the citizens, professionals, agencies, and City Council could be involved in the preparation of the plan. Action was to commence in riverfront improvements as plans progressed rather than waiting for final program reporting.

The Phase I, tentative concepts report, was completed in 1968. Phase II, a preliminary detailed plans report, was completed in 1969, and both were approved by City Council. Many projects up and down the river were underway by 1970. The Commission, City Manager, and the professional team completed Phase III plans in 1971 and City Council adopted them March 27, 1972. We now submit the final report and program for riverfront development.

Over the years the plans have been prepared with the assistance and reviews of the Assistant to the Manager—Engineering, the Director of Public Works, the Traffic Engineer, and the Parks Director, as well as many others, not the least of which are hundreds of citizens, to all of whom we are very grateful. The Commission and the professional team analyzed and incorporated as possible the suggestions received from citizens, the County Planning Commission, civic groups, and technicians.

It is now recommended:

"That the attached report entitled, "Spokane Riverfront Development Program", be approved as the official Comprehensive Plan for the Riverfront and the Riverfront Element of the Comprehensive Plan of the City of Spokane setting goals, policies, plans and proposals guiding development of the Spokane Riverfront and Shoreline Area defined in said report."

This completes our specific assignment. It has been a pleasure to see this effort take hold in the community and result in Expo '74 and in a going riverfront action program reclaiming the Spokane River.

Respectfully Submitted,
SPOKANE CITY PLAN COMMISSION

A handwritten signature in cursive script, reading "F. Sylvan Fulwiler".

F. Sylvan Fulwiler
City Manager

SPOKANE RIVERFRONT PLANNERS

A handwritten signature in cursive script, reading "Ray G. Penning".

Ray G. Penning, President

A handwritten signature in cursive script, reading "Vaughn P. Call".

Vaughn P. Call, Assistant to City Manager—
Planning, Programming and
Community Development

A handwritten signature in cursive script, reading "Donald H. Murray".

Donald H. Murray, Principal
Spokane Riverfront Planner

Attachment

CITY OF SPOKANE, WASHINGTON



SPOKANE RIVERFRONT PLANNERS SPOKANE, WASHINGTON

APRIL 25, 1974

Mr. Ray G. Penning, Chairman
City Plan Commission
City Hall
Spokane, Washington

Dear Mr. Penning:

We the Spokane Riverfront Planners respectfully submit for your consideration the Phase III Final Design Report of the Spokane Riverfront Development Study in accord with the terms of our agreement.

As you know we have been deeply involved with studies and planning of the river area since early 1967 and today are more enthusiastic than ever about the river, its development and its exciting potential.

We have a great interest in the future progress of the riverfront developments and strongly urge continuing implementation and control of this great asset.

We thank you and the Plan Commission for this opportunity you have given us. The opportunity to be part of the development of Spokane a future great city of the world.

Respectfully submitted,

SPOKANE RIVERFRONT PLANNERS

Don Murray

FUNK, MURRAY & JOHNSON

Ed Hargrove

MUGGROVE & MARSHALL

Bruce F. Mauser

AYLOR—MAUSER

Robert L. Woerner

ROBERT L. WOERNER

ESVELT & SAXTON

Introduction

Yesterday it was a forgotten river lost in a maze of industry, railroad yards, deteriorating houses and barren riverbanks. Today Spokane, through its Riverfront Program, is turning toward its water treasure. The river is being opened to view and to use. Railroads are being moved and deterioration is being cleared. The Spokane Riverfront Development Plan and Program are bringing this transformation about.

This is a Plan and Program to orient the community to the river. The river is to be developed not only for utilitarian purposes but enjoyment as well. It is a Plan prepared by massive citizen-government interaction. It is a feasible Plan. It is being carried out even now. The railroads are being removed from the river and many other projects are being accomplished. A World Exposition is to be held on the cleared Central Falls Area. The Plan is oriented to nature, to parks and open spaces, and to an urban people with their parks, tracts, and public buildings. It permits people to pass quickly from a very urban environment to a natural outdoor environment where they can readily use and enjoy their river. In the Plan the river is a cohesive force, a coordinating thread stretching throughout the City to which all parts of the City can relate.

The Plan encompasses 4814 acres of riverfront along the Spokane River and Latah Creek.

In 1969 the Spokane City Plan Commission and the City Council adopted the Preliminary Riverfront Plan, and in 1972 adopted the final plan.

An aerial photograph of a city, likely Spokane, showing a river with several bridges, including a large steel truss bridge. The city is densely packed with buildings, and a highway interchange is visible in the lower right. The text is overlaid on the left side of the image.

OFFICIALS, STAFF, AND PROFESSIONAL CONTRIBUTORS

CITY COUNCIL:

David H. Rodgers, *Mayor*
Cy L. Geraghty
Del E. Jones
Mrs. Margaret Leonard

John M. O'Brien, Jr.
Allen F. Stratton
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Walter Z. Davis
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F. Sylvan Fulwiler

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Paul Thiry, F.A.I.A., *Architect, Critic*
Vigo Rauda, Rauda Scale Models, *Model Builder*

OTHER IMPORTANT CONTRIBUTORS:

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William S. Fearn, *Park Director*
Thomas R. Adkison, A.I.A., *Architect*
Roderick A. Lindsay, *Chairman Expo '74 Board*
King F. Cole, *President Expo '74 Board*

SPOKANE RIVERFRONT DEVELOPMENT PROGRAM

CITY PLAN COMMISSION

Spokane City Council
David H. Rodgers, *Mayor*
F. Sylvin Fulwiler, *City Manager*

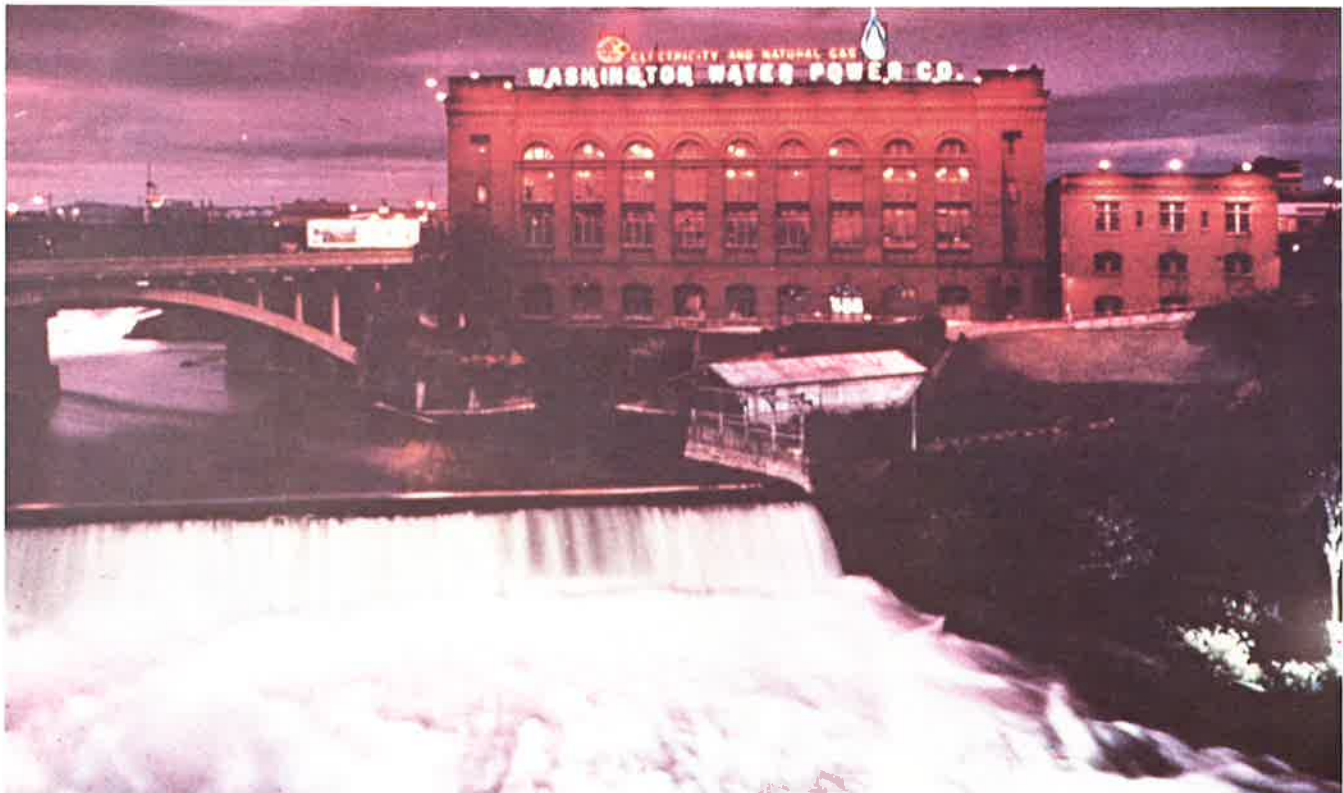
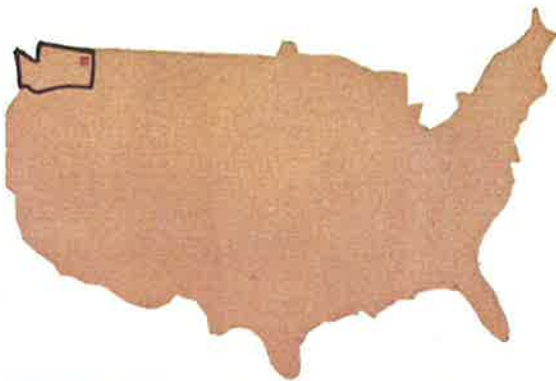
Spokane City Plan Commission
Ray G. Penning, *President*
Vaughn P. Call, *Asst. to City Manager—
Planning, Programming and
Community Development*

Spokane Riverfront Planners
Consultants
Albert H. Funk, *Principal*

PHASE III—FINAL PLANS & PROGRAM

CITY PLAN SERIES I

NOVEMBER, 1974



A view of one of Spokane's spectacular falls.



"Shall we gather at the river? . . . Yes, we'll gather at the river, The beautiful, the beautiful river" . . . Sankey

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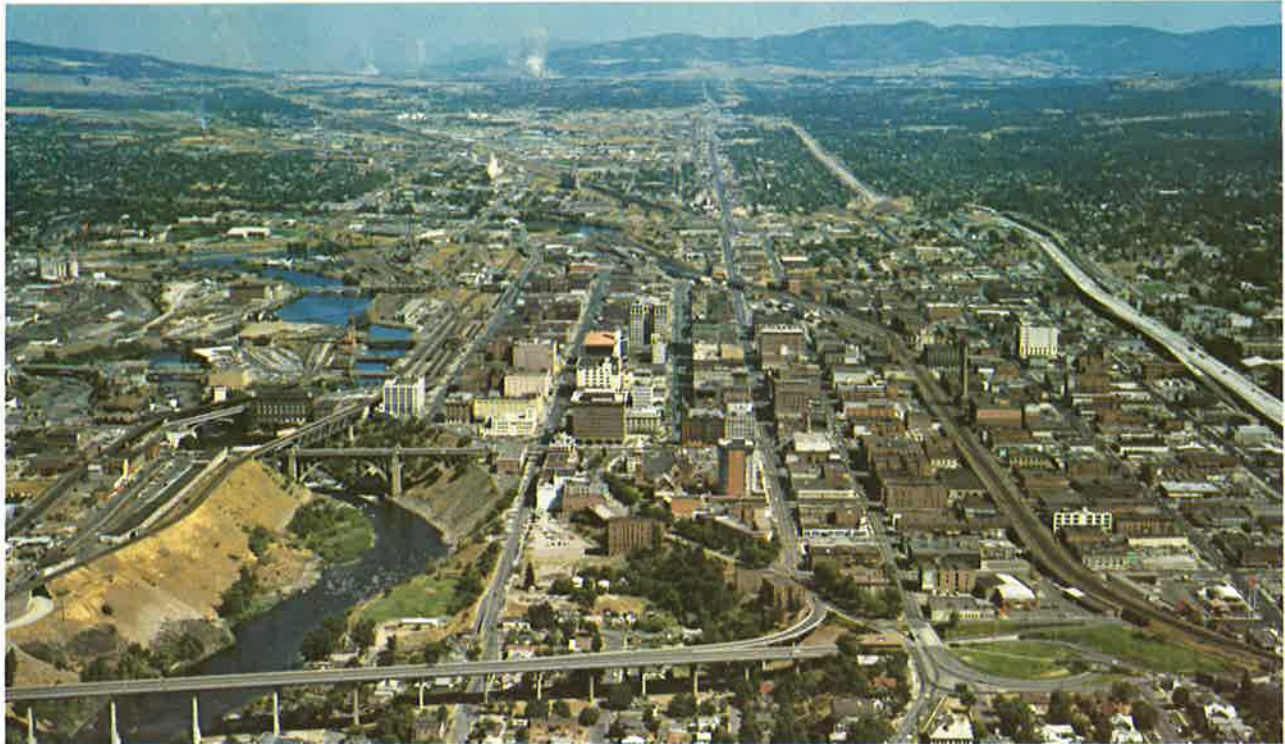
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For description of cover, see Project No. 15.

For description of inside cover illustration, see Project No. 6.

A SUMMARY OF THE RIVERFRONT PLAN

GOAL: TO RECLAIM THE PEOPLE'S RIVER RESOURCE



AN URBAN RIVER THROUGH THE HEART OF THE CITY

FOUR ENVIRONMENTS



UPRIVER



DOWNRIVER



LATAH CREEK



CENTRAL FALLS



THE CHALLENGE

MEETING THE CHALLENGE



TO PROVIDE THIS KIND OF DEVELOPMENT FOR TOMORROW



DOWNRIVER

- 1 Park and recreation area
- 2 500-acre wilderness area
- 3 Golf course and park
- 4 Expanded and landscaped sewage treatment plant
- 5 New bridge to replace existing one
- 6 Landscaped banks
- 7 Future college expansion and college housing
- 8 North River Drive and new residential apartment area
- 9 New 200-acre park
- 10 New low-level lower crossing bridge
- 11 Improved alignment of road
- 12 Medium rise apartments, park strip along river

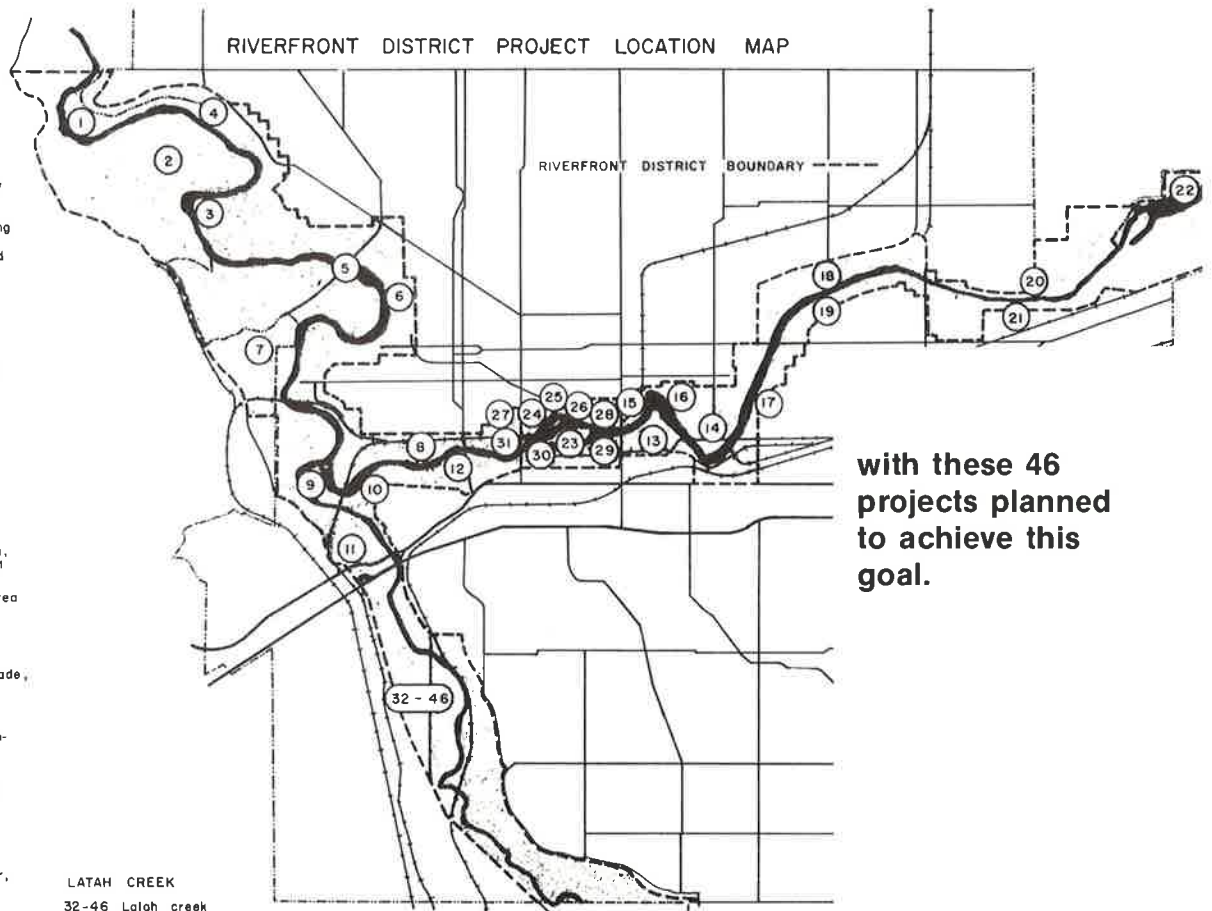
UPRIVER

- 13 Future industrial, distribution center or education center
- 14 Industrial park
- 15 Education center
- 16 Upriver Drive extension to North River Drive
- 17 Extension of present road or alternate north-south freeway location
- 18 Upriver Drive, apartments, planned unit development
- 19 Residential
- 20 Residential
- 21 South River Drive extension, college expansion, industrial park
- 22 Upriver Dam recreation area

CENTRAL AREA

- 23 Island open space, promenade, convention center
- 24 Park vista point
- 25 Park
- 26 New North River Drive connecting to Upriver Drive and Downriver Drive
- 27 Courthouse area expansion, park drive, river vista point
- 28 Promenade and specialized commercial
- 29 Highrise apartments
- 30 Government center
- 31 Spokane Falls visitor center, road couplet extended across river

RIVERFRONT DISTRICT PROJECT LOCATION MAP



with these 46 projects planned to achieve this goal.

The Challenge

The River and The City

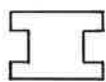
**A CITY BORN ON THE RIVER NEAR
THE WATERFALLS**

AN URBAN RIVER

NATURE'S HERITAGE

MAN'S INFLUENCE ON THE RIVER

OPPORTUNITY FOR RECLAMATION



THE CHALLENGE— THE RIVER AND THE CITY

A CITY BORN ON THE RIVER

Spokane from pre-city times was an appealing area. The early Indians camped in Peaceful Valley and fished near the Falls where historic Indian meetings were held. The first two white settlers were attracted by the river and the beauty of the area. In the early 1870's they began a sawmill and took out a land claim for 160 acres. Later James Glover, Spokane's "founding father" chose the river and falls location as an ideal site for a settlement between Colville and Walla Walla.

By 1885 Spokane appeared as shown below, a town oriented to the river. It was primarily, then, the river and falls that attracted the early settlement. Full use of the river was made for sawmills, flour mills, and water power, as well as for domestic consumption and waste removal. When the railways reached Spokane in 1889, they too sought a route along the river and the islands where they remained for almost a century.



Spokane City founded on the river edge as it appeared in 1884.

AN URBAN RIVER

Spokane has been nurtured by its river for one hundred years. The river provided transportation and food. Then it became a utilitarian stream—the people used its water, its energy, and they emptied their wastes into it. Industry and housing lined the river edges. A maze of railroad bridges criss-crossed over the banks and river. The river was hidden from view and mind. As the City grew, the people forgot, abused and almost lost their river, but its potential remains to be reclaimed.

Today the community of Spokane approaches 300,000 persons. It is the major city in, and the capital of a large Inland Empire. Its river is lined with publicly and semi-publicly owned land (58%) much of which is preserved in a remarkably natural condition. The railroad and other private uses own 28% of the developed land. The remaining 14% is privately owned undeveloped land. This Plan encompasses some 4814 acres of land running for 20 miles along the banks of the spectacular Spokane River and Latah Creek running through the City.



Spokane City's original site as it appears today.

NATURE'S HERITAGE

Geologically, Spokane's situation is exciting. It is located almost precisely at the edges of both the great Columbia lava plain and the former pleistocene ice sheets. To the west and south is the rimrock of the great Columbia basalt plain. To the east, overlain by glacial till left at the terminus of the ice advance, is the ancient lake-bottom sediment from the lava-dammed ancestral river. This river was forced to the northward here, and cut its gorge between the basalt and the granite of the Okanogan uplift.

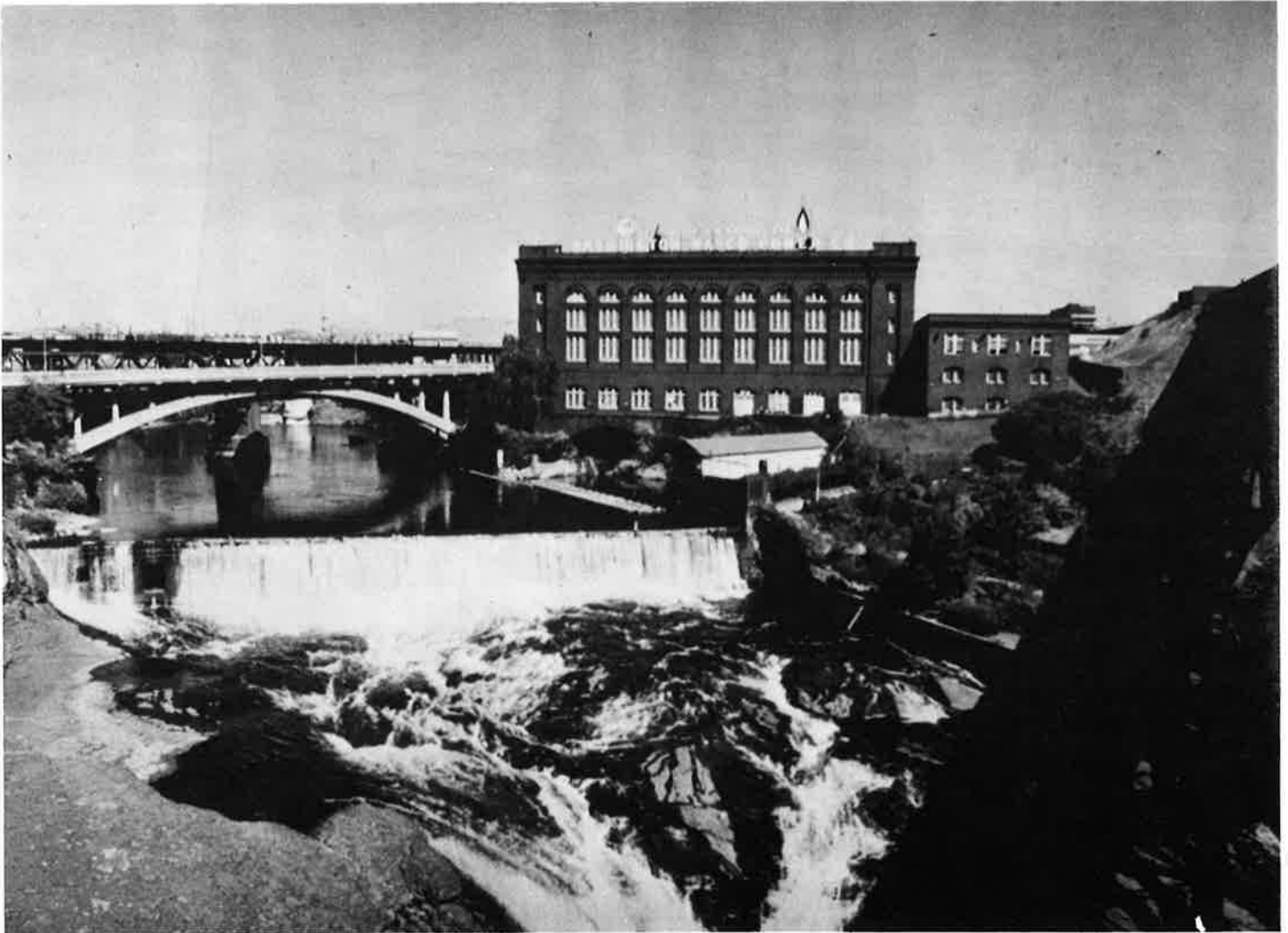
A later and secondary lava flow spilled across this sedimentary lake-bottom shale creating Spokane Falls and causing the level valley to the east.

Flowing from the mountains of Idaho out over the Spokane Valley, the river was confined to low banks in the level glacial plain. It gained speed as it plunged over the basalt barrier flows. It turned in its gorge and skirted the basaltic rimrock in a wooded valley toward the north, an area of superb scenery.

In the heart of what is now Spokane, the waters of the river plunged some 130 feet in a spectacular cascade. It is impossible to under-rate the importance to the City of this waterfall. It is nature's top scenic heritage to Spokane. What large city has such a unique prize?



Typical black basaltic formations in Spokane area.



The Falls area, shown above, in the heart of the city and

The Riverfront District has four environments based on natural characteristics—the Downriver Gorge (fast water, steep bluffs, natural flora and fauna); the Central Falls (falls, rapids, urban fringe); the Upriver Environment (a pastoral stream with shallow banks); and Latah Creek (a sharply incised valley). The Downriver Gorge Environment's steep bluffs contain a wilderness forest. The Upriver water runs swiftly and quietly in a shallow valley. The Central Falls Environment is urban with considerable development on both sides. The fourth environment, Latah Creek, includes a rural setting of truck gardens, undeveloped land and scattered homes.

The following quotation from the 1913 report of the Olmsted Brothers of Brookline, Mass., to the Spokane Park Board is descriptive of relatively unmarred scenes along the river:

Of the view downstream and westerly from Monroe Street: "Nothing is so firmly impressed on the mind of the visitor to Spokane, as regards its appearance, as the great gorge into which the river falls near the center of the City. It is a tremendous feature of the landscape and one which is rarer in a large city than river, lake, bay, or mountain."



the great Downriver Gorge, a rare combination recognized by the Olmsteds in 1913.

MAN'S INFLUENCE ON THE RIVER

As the Riverfront Program began in 1967 river conditions might have been summarized as both good and bad, but possessing a tremendous potential. Man, wherever he dwells, will affect the environment somewhat in proportion to his numbers. If it seems that the Spokane River has suffered unduly the impression would derive principally from the treatment accorded the Central Area. An objective appraisal would observe that, all-in-all, the riverfront has survived fairly well, considering human priorities over the years.

The heritage left us along the Spokane River reflects quite accurately human activities, concerns, and priorities associated with the 1870-1920 settlement of a new land in the industrial age. Surrounded by an unoccupied and natural environment, man paid little heed to the despoliation of one small part of it—the river. Mills were located by the waterfalls. Railroads were located where they could follow the easy grades of water courses. Lumber yards, fuel yards, warehouses, factories, and all their associated enterprises clustered near the mills and the railroads . . . and all of it, of course, along the river.

Since none of this is particularly attractive to the aesthetic sense, man located his homes, his schools, his parks, away from the river. Occupying the land between the riverfront industrial development and the homes, schools, and parks, is a transition belt, sometimes empty, but more often occupied with old deteriorating residences and buildings.



Man lined his river with great trestles.

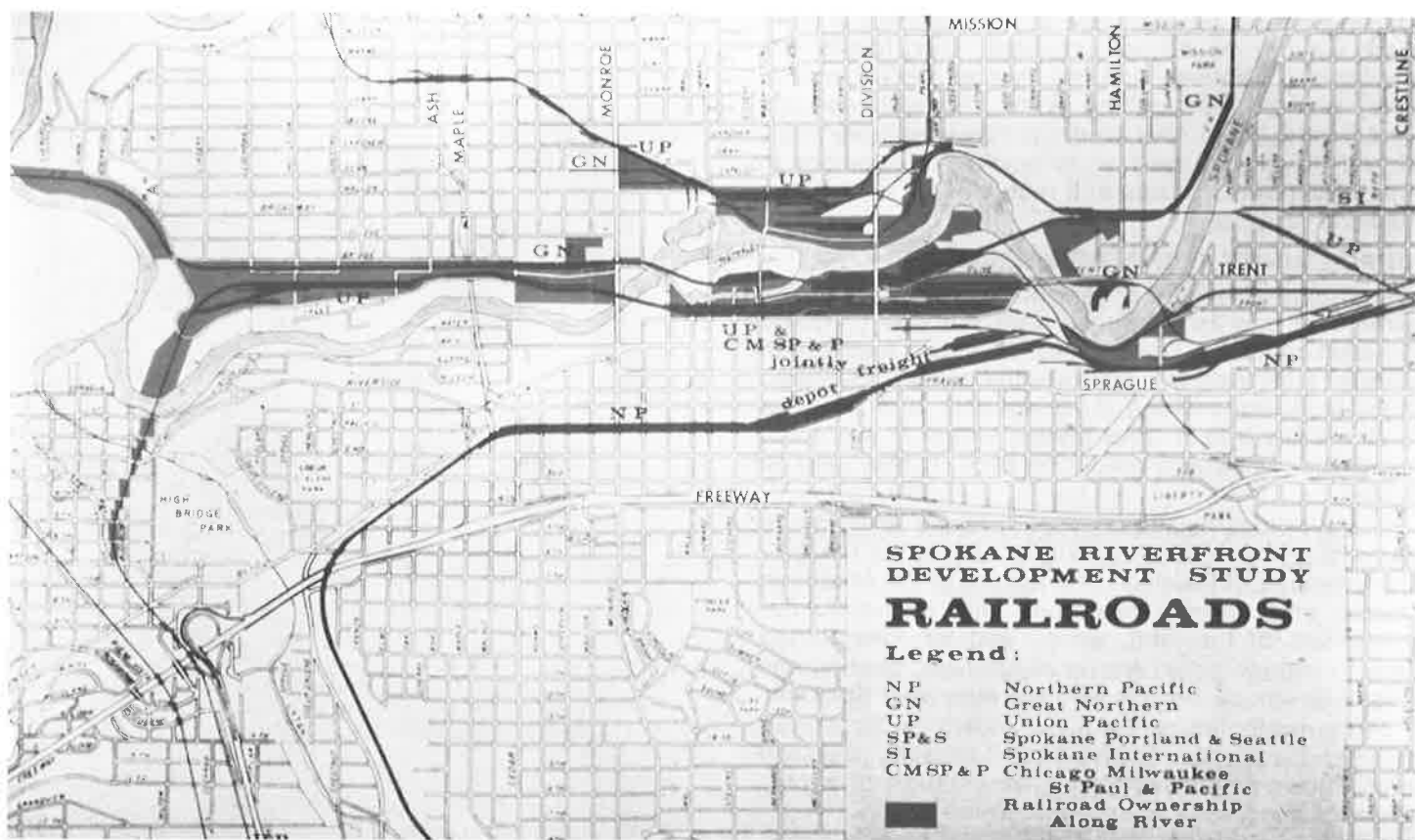
Riverfront lands in private ownership, and even here and there on public land, earth and debris fills may be seen, frequently projecting into the water.

For years the waters of the river carried all the City's liquid wastes, including both domestic and industrial sewage. These wastes have now been largely, though not entirely, removed from the river within the City's boundaries, and carried to a primary treatment plant. The river carries wastes, however, from discharges into it above the City; from overflows from the sewer system during storms; and from effluent from the primary treatment plant.

Surely the most significant single influence on the riverfront's character has been the railroads. For some two miles of the river's course in the Central City, the principal existing land use along the riverbanks was in support of this unlovely network of trackage, bridges, rail yards, and warehousing facilities. As the accompanying map indicates, most of the riverfront in the City Center presents a picture of nearly total involvement with railroads.

Of all this, it may be unfair to select one particular feature over many others, but the "Chinese Wall" of railroad viaducts along Trent Avenue that separated downtown Spokane from Havermale Island and the waterfalls was assuredly the worst. On the other hand, the large acreage in railroads though detracting from the river beauty, was a blessing in disguise, for it could be removed and rebuilt.

In summary, man's influence on the Spokane River was not different from his influence on waterfronts in other cities. What had happened was a typical result of the conditions of past times.



Railroad ownerships as they originally existed along the river.

A correct evaluation of the Spokane Riverfront as it exists today includes recognition of the great changes that have occurred in technology and in priorities since the river was settled.

This pattern of change is continuing. Many of the enterprises which now occupy riverfront lands are technologically obsolete, or have changed in character so that their use of the land is not consistent with today's needs. Transportation also is vastly altered, and yesterday's proliferation of railroads, rail yards, and warehouses to suit a horse-and-wagon era is shrinking rapidly. The ease of transmission of materials, water, and energy has freed much commercial and manufacturing activity from the need for sites adjacent to the railroads and the water.

Man has left a rather varied heritage along the Spokane River. A substantial portion of the riverfront is presently good and in public ownership and protected from despoliation. Substantial areas in private hands are being treated in ways that must be considered good, such as Washington Water Power development on Upriver Drive. Very much of what remains is in obsolete or uneconomic usage and is susceptible to imminent and drastic alteration.

The socio-economic effect of yesterday's obsolete land uses along the riverfront has been to remove people activity from the riverfront. Residential usage has not been inviting. The river has been something to have to cross over rather than to enjoy. Its economic values are far from realized as its waterfront is either barren, unproductive ground or covered by rails, coal yards, worn-out housing, and obsolete industry producing relatively low income per square foot of ground.

The potential for good use of the riverfront is there only waiting to be rediscovered. Our forefathers recognized it in selecting the river as their townsite. They resisted the blocking of the river with viaducts and bridges, and undoubtedly, if they were here today would be among the first to lead the movement to rediscover our riverfront and rebuild it for a far better use and purpose.

OPPORTUNITY FOR REDEVELOPMENT

In the development of the American West, the environment and its resources were not one of man's greatest concerns. The Spokane River was a utilitarian stream. Men used its water and its energy, clustered their workshops along it, bridged it, and emptied their wastes into it. And finally, where it was most used, the river could hardly be seen. It was easy to forget.

Today, times have changed. Spokane is trying to remember, to regain the natural as well as the utilitarian values of the river. The temper of the American public, once mostly concerned with economic development of the land, water, and air, has turned now to include a concern for cleanliness, beauty, and aesthetic values. So it is with the people of Spokane.

Far outweighing all the evils evident on Spokane's riverfront are certain facts which, if properly assessed and utilized would permit implementation of a program of successful riverfront development.

Fully one-third of the lands included in the scope of this study, including those of greatest natural beauty downstream from the mouth of Latah Creek, are preserved for us in nearly their natural condition. For this remarkable fact, we may thank the physical inconvenience of the "Great Gorge" to early development, and then the foresight of earlier civic leaders who were instrumental in the public acquisition of much of the land.

In addition to public ownership, considerable riverfront properties are owned by institutions such as Gonzaga University and the Holy Names Novitiate, and they are sympathetic towards a desirable use of the riverfront.

For years, railroad use of so much of the key riverfront land has appeared to be an overwhelming obstacle in the way of any program of riverfront improvement. Today it is apparent that this circumstance was, in reality, very fortunate for the City. These railroad uses, occupying large tracts under single ownerships, have preserved the lands relatively intact against intensive piecemeal development.

Elimination of these railroads from the river scene downtown has possibilities for riverfront development that include far more than just the land occupied by rails, yards, and bridges. The entire structure of railroad served businesses and warehouses also disappears with it to relocate elsewhere. Many of these facilities are on land owned by the railroads, and this land will, as a result, also become available for other uses.

The rest of the land within the riverfront study area is in private ownership consisting of over 1000 parcels. Much of it, due to its proximity to railroads and manufacturing activities, has been in a rundown condition. It is to be expected that much interest will be shown in these lands once the railroads and their satellite uses disappear. Thus, they are to be considered prime areas for private investment opportunity which could well be guided by a feasible plan to become a desirable part of our riverfront.

The Spokane River is relatively clean, a fact which is generally overlooked in an inventory of the river's assets. Moreover, it is becoming much cleaner as a result of new antipollution programs.

The City grows and changes. New uses replace old; undeveloped lands are developed, all more or less with little relation to one another. Pressures are exerted for various uses of unoccupied public riverfront land. The resulting changes in land use do and will occur. The riverfront could continue as an unloved hodgepodge, merely changing lot by lot in the chaos, or it might be reclaimed. A plan and program for preservation, for reclamation, and for unified development is urgently needed for a better quality of life in Spokane. For this purpose, the Spokane Riverfront Development Program is proposed by the City Plan Commission and its Director.

Meeting The Challenge

COURAGE AND FORESIGHT

JOINT INVOLVEMENT

SCOPE

SOCIAL CONSIDERATIONS

ECONOMIC CONSIDERATIONS

**RIVER-CITY CONCEPT AND
GENERAL GOALS**

PREMISES AND OBJECTIVES

PLAN POLICIES

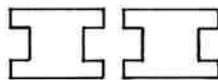
OFFICIAL PLAN

SIGNIFICANT DESIGN FEATURES

FEASIBILITY

ENDURING FLEXIBILITY

BENEFITS



MEETING THE CHALLENGE

COURAGE AND FORESIGHT

In 1958-59 the City Plan Commission undertook a study of Havermale Island and the falls area. In May 1961, the City Council declared the area a cultural center. A Central Business District Development was adopted in December 1961. In the same year the Great Northern Railroad Company discussed the possibility of moving from the riverfront. In 1963 the City Plan Commission and its Director proposed the Riverfront Project to reclaim and develop the river for the benefit of the community. In 1965 the Commission and Park Board submitted a Parks and Open Spaces Plan with a chapter on River Development. The City Council adopted the Parks and Open Spaces Plan in which the "Riverfront Conservation Area" was officially designated.

This area has been redesignated as the "Riverfront District". In 1966 the City Council approved an amount in the Plan Commission's budget to prepare the Riverfront Development Program. A professional team, "Spokane Riverfront Planners" was retained to assist the Plan Commission and its staff. The Team worked under the direction of the Planning Director.

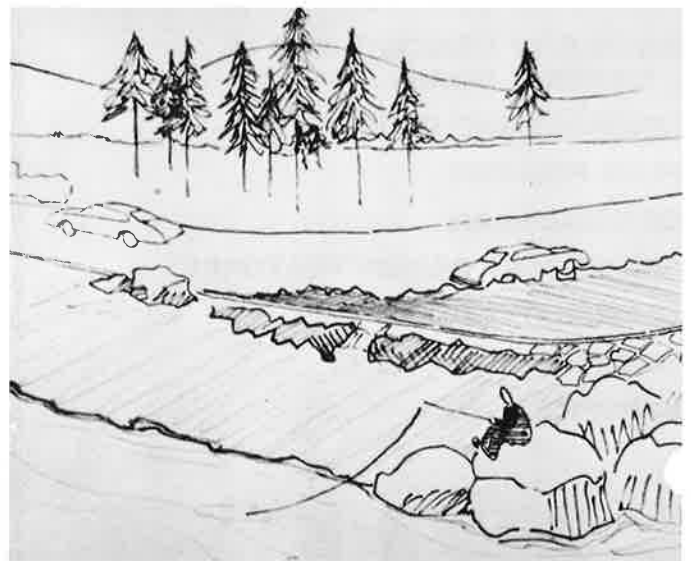
In 1967-68 Phase I was prepared. In 1968-69 Phase II was prepared. In 1969-71 Phase III was prepared. This report completes Phase III and the Riverfront Study, a plan and program for the riverfront development of the Spokane River within the City Limits. It is a milestone in more than ten years of effort by the City Plan Commission to call attention to the river and to organize, promote, and accelerate improvements to the riverfront lands.

The concept guiding the planning was adopted by City Council in 1968. The preliminary plan was adopted by Council in 1969. The Riverfront Plan in map form was adopted in 1972 and this report was ordered. The Plan was officially adopted as part of the City's Comprehensive Plan and is being implemented and the land zoned accordingly. Besides the many projects being accomplished up and down the river, an Exposition Board was incorporated in 1971, and a world's fair, "Expo '74", is being constructed which will implement the Riverfront Plan in the Central Area at an early date providing a residual.

JOINT CITIZEN-GOVERNMENT-COMMUNITY INVOLVEMENT

Over the years, many civic-minded organizations and individuals have shown interest in various aspects of riverfront beautification. These well-intentioned efforts were limited in nature, somewhat sporadic, and, on the whole, ineffectual.

This Riverfront Program is the product of the team, "Spokane Riverfront Planners", as noted. The Team is composed of the Spokane City Plan Commission, Ray G. Penning, President; Vaughn P. Call, former Planning Director, and his staff; the City Manager, F. Sylvan Fulwiler; urban planners; architects; Albert H. Funk, Principal; landscape architects; engineers; traffic engineers; and recreators; with suggestions from citizens, help from the business community, and adoption by City Council and David H. Rodgers, Mayor. The Exposition evolving from the Riverfront Program is the effort of the Expo '74 Board, Roderick A. Lindsay, Chairman; King Cole, President; and hundreds of citizens and government officials serving on a series of Expo Committees, and the Expo staff.

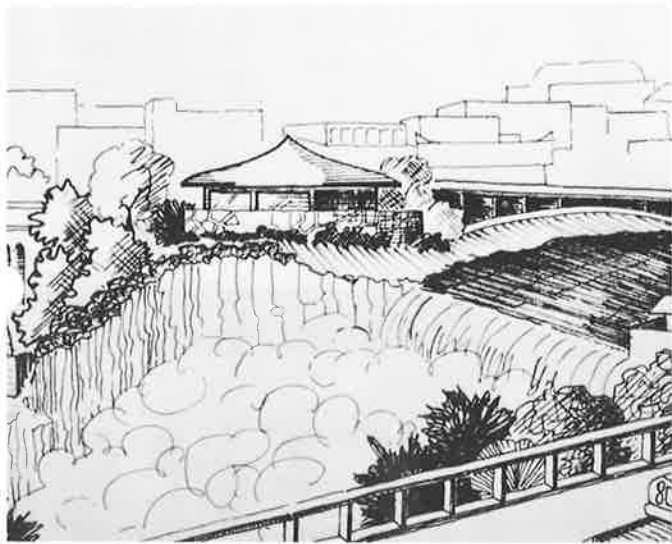


16. Upriver Drive.

Early pen and ink sketches of possible Riverfront Plan projects, ideas proposed by local architects.



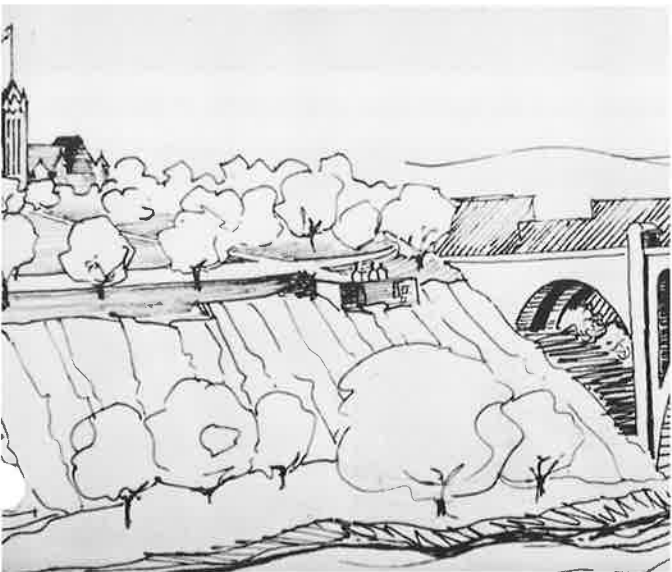
2. Park Reservation.



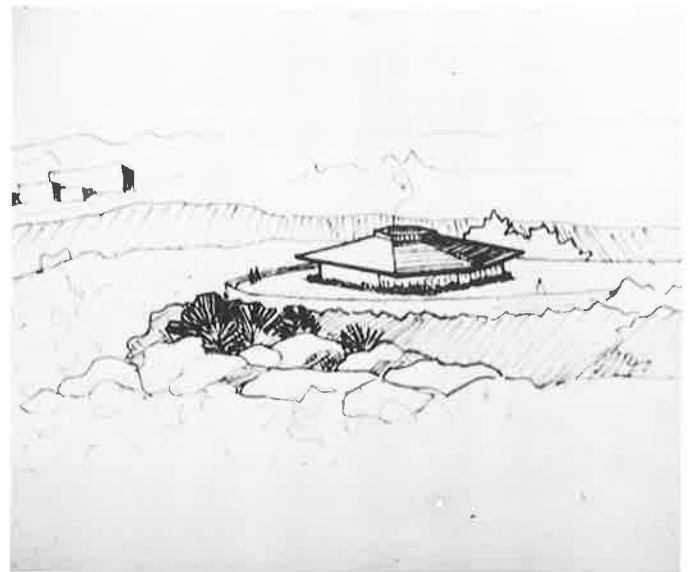
31. Monroe Street Bridge and Vista Point.



9. Latah-Spokane River Junction.



27. Courthouse and North Bank.



23 & 24. Havermale, Cannon Island, and the Falls.

Extensive Citizen, Government, and Business Involvement in the Planning Process.



Many meetings with civic groups, private industry, and the Railroads.



Direct involvement of the Mayor and members of Council in the Plan Process.



A plan derived from the application of a multiple of disciplines.



Involving state and federal levels of government in the planning process.



The Riverfront Plan and model—open to intensive public view throughout the City over a period of years.



Public review of the Plan at Commission and Council Hearings.

The financing of the riverfront clearance in the Central Falls Area came from City Council approved bonds to be repaid from a Business and Occupation Tax levied on the business community. Land was donated by Washington Water Power (WWP), and the Burlington Northern (BN), Union Pacific (UP), and Milwaukee Railroads. Federal Open Space funds were also utilized.

The clearance and site preparation for the permanent central riverfront park, government, and cultural center area, which will be temporarily used for six months for Expo '74, is primarily the result of efforts by the City Engineer; Park Director; City Architect; and, other City staff.

A feasible plan is essential to the success of the Riverfront Program. But even the best of plans have been unused due to lack of citizen and political support. Citizen input was obtained by review of ideas as technical planning progressed. Elected officials were involved in the process. The City Plan Commission began citizen and elected official involvement in the very beginning of the technical planning. The planning was divided into three phases—alternate concept formation, preliminary design of selected concept, and final plans and program.

The proposed plan, as it developed in phases, was outlined in slide programs given by City Plan Commission staff repeatedly to hundreds of citizen groups the City over a period of some four years. A model and pictorial display of the preliminary design plan have also been on public display throughout the City. During each program, personal opinions from the audience were solicited in writing. Council and Com-

mission members were also personally involved in giving these presentations. All of the eleven hundred property owners in the Plan area were sent individual letters asking for their ideas and plans. The Commission discussed possible plans with all owners of property—large or small—who would take time to do so. In the case of railroads, two years of meetings with the railways preceded their decision to move. The Mayor, citizens, senators, and congressmen kept contact with the presidents of the railroads to encourage an early move. The railways adopted the Riverfront Plan in 1969, and, after months of work and meetings, including U.S. Supreme Court approval, the moves became official. Newspaper and television reviews with colored pictures of the proposed plans appeared repeatedly during this period. Besides 127 group meetings as the planning developed, the City Plan Commission held 7 public sessions in the evenings at the library auditorium and the WWP auditoriums. Seven public hearings were held at the City Hall, and the City Council adopted the Plan in steps: Phase I concepts on May 27, 1968; Phase II, preliminary design on June 23, 1969; and Phase III, final design on March 27, 1972. Throughout this citizen involvement, the City Plan Commission received hundreds of suggestions, some 1600 written approvals, and only 21 written in opposition to parts of the program. Suggestions were checked against human values, costs, and other alternatives gained or lost. The key to the Riverfront Program's success has been a good plan, effective communication, and continuous involvement of citizens and elected officials.

SCOPE

The Plan changes a 4814 acre Riverfront District that has 14% vacant land, 28% private developed, and 58% public and semi-public, so that 29% will be privately developed and 71% will be usable public and semi-public land.

The area for the Riverfront Program as shown outlined on the Key Map at beginning of the text is defined as the "Spokane Riverfront District". It includes a band of variable width, along the course of the Spokane River and Latah Creek through the City. The true area of environmental interactions transcends artificial boundaries, both upstream, downstream, and (transversely) diminishes with distance. This study and the Plan recognize the present and future influence of areas beyond the study boundaries.

SOCIAL CONSIDERATIONS

It is the intent of the Plan to have the people live, work, play, and relax within the influence of their beautiful river and its impressive waterfalls. There will be personal involvement for those who view it or engage in activities within the riverfront area. There will be indirect involvement for those who, in working or shopping or undertaking business, pass near it or over it, or through it. The Riverfront Plan induces social interaction between men and between man and nature. The Riverfront project serves all people, young and old, rich and poor, regardless of color or creed. A variety of activities and people are or will be involved in projects along the river. A primary purpose of the Plan for the benefit of the people is to restore the river's beauty and purity and to pre-

serve, wherever possible, the natural character of the shoreline while still using it for urban utilitarian purposes.

ECONOMIC CONSIDERATIONS

The Program provides economic opportunity for development of public and private land along the river in conformance with the Plan. It is also an economic incentive to develop land in the Riverfront area.

One of the key problems was the shifting of three major railways from the river area without losing this needed transportation facility. The economies of consolidation and modernization, as well as the reuse of many acres of valuable riverfront land were an incentive to the railways. Their cooperation was obtained.

The impact of the Plan and Expo '74 will be felt by the economy as a whole. The anticipated improvement of the riverfront has produced increased building activity, interest in the City, and expansion of tax revenues. The Riverfront Program has led to a world exposition based on an environmental and river improvement theme. It is a major tool of plan implementation. The Riverfront Program and Exposition have accelerated the removal of three major railways. Havermale Island and the nearby riverbanks are being cleared for redevelopment. Through the vehicle of the Exposition, the theme of the Riverfront Plan will be held up to the world as an example of environmental improvement. The social and economic impact of this Plan will be extensive and significant! With the City cleaning up the river, other communities are also influenced now to clean their part of the river.

THE RIVER-CITY CONCEPT AND GENERAL GOAL

A City completely involved with its river, emotionally and socially, is the concept. To turn the people of Spokane toward the river and to return the river to the people is the great goal of the Plan.

The unifying theme is the river. From the City's origin, this theme existed. It needs only to be unearthed and rediscovered.

The concept re-establishes the river as the central thread of the City, with Havermale Island and the Spokane Falls as the central focus. It provides for recreational, aesthetic, and economic development along the full length of the river in a feasible, planned program. Spokaneites will come to regard the City and the river as inseparable as the concept is implemented along with modifications, additions and extensions as the future may require.

Cities and rivers are not incompatible uses. It is not in the concept that the river be returned completely to its original condition as though the City did not exist. Cities are primarily for the people, and the goal of the study and the Plan is to encourage the best and highest uses of the river for the people of the City while they are living, working, and playing.

Involvement of people is the essence of this concept. There will be personal, direct involvement by those who participate in riverfront improvements, and the many who engage in river-oriented recreation. More importantly, the concept seeks the personal experience of the people with the river scene during their everyday activities.

By accomplishing specific public improvements on the riverfront, the City has taken the initiative in an action program on the riverfront.

The Plan focuses on the river and its falls, is oriented to nature, to parks and open space, and to an urban

people. It permits people to pass quickly from a very urban environment to a natural environment where they can use and enjoy their river.

The ultimate goal is the creation of a true "River-City". The people of such an entity will live, work, play and relax, always within the influence and "feel" of a beautiful river.

PREMISES AND OBJECTIVES

PREMISES

The Plan is based on the following premises: 1) Relocation of railroad trackage and yards along and over the river to locations away from the riverfront was deemed a necessity. No less a program was acceptable if the full potential of the river is to be realized. It was proposed by City Council action in 1968 that the City request the Great Northern, Union Pacific, and Northern Pacific Railroads, and the Milwaukee Road to relocate as much as possible their rail traffic and trackage now existing along the river. They were to consolidate traffic on the Northern Pacific Railroad, consider the reuse of their land in accordance with the Riverfront Plan, and to provide the City with the first opportunity to obtain all land needed for public purposes. The City Manager, under the Mayor's direction was to make direct and concerted effort to achieve railroad support. 2) All reasonable measures will be taken by the City to make the river sanitary in accordance with State law. 3) The Plan was to be developed with the major retail and business core of the community's Central Business District (CBD) retained compact and south of the river with the principal shopping core generally fronting on and between Trent and First Avenues, and Monroe and Washington Streets. 4) Land uses were to be analyzed sufficiently to determine their feasibility. 5) Traffic

proposals would be realistic. 6) Programming and financing could utilize all forms of reasonably available and feasible means of private and public financing. 7) Implementation of the Plan could include reasonable utilization of zoning districts and regulations adapted to the riverfront requirements and development objectives.

OBJECTIVES

The Plan objectives are: 1) Focus attention on the river. 2) Guide development of private and public land. 3) Enhance the use of private land. 4) Develop the economic, aesthetic, and recreation potential. 5) Benefit the entire community. 6) Reclaim the river with the keynote being "ACTION NOW". Of great importance to the success of this Plan is this last objective. It was hoped the Plan Commission program would be put into action even before this report was put into final form.

PLAN POLICIES

To realize the riverfront concept, goals, and objectives, it shall be the policy of the City of Spokane and its citizens to diligently promote the following policies:

1. The reclamation, preservation, and enhancement of the riverfront environment, the encouragement of beneficial economic development of the many separate ownership parcels along the riverfront is essential to the general welfare of the people of Spokane and cannot be adequately achieved except by one unified and coordinated comprehensive plan prepared and implemented by one overall entity responsible to the people. Therefore, it shall be the responsibility and intent of City government to establish and maintain plans and regulations to progressively achieve an aesthetic, coordinated, highest and best use of the riverfront land and water in the Spokane River.
2. The existing four River District environments, i.e., the Downriver natural wilderness, the Central Falls urban, the Upriver quiet, pastoral, and the Latah Creek agricultural shall be preserved and further enhanced by all private and public development and decisions affecting uses of land and water in the riverfront conservation area.
3. The river should be cleansed, conserved, beautified, developed, and made safe and available for enjoyment by the entire community and regional populace.
4. Spokane should take immediate steps toward preserving the falls, creating appropriate riverfront development, including landscaped areas, vistas, commercial recreation, cultural facilities, public buildings, parks, zoo or zoolets, river drives and paths, and encouraging appropriate offices and business establishments and apartments; the removal of railroad trackage therefrom; establishing a park drive along the river from the Valley through the City to Nine Mile Falls; and providing boat moorings and a safe waterway for boats at appropriate points along the river. This will take the combined efforts of private citizens, property owners, civic groups and the City and County officials.
5. A Spokane Riverfront District is needed to protect the water from contamination; to achieve maximum use of the water as a power, recreation, and beautification resource and to conserve, restore, and develop the beauty of the river, its banks and adjoining properties.
6. The concept and Plan contained herein shall guide the development of land and water in the

Spokane Riverfront District with the intent that individual uses add to and form a part of a coordinated whole river and united development.

7. Conservation zoning, easements, dedications and purchases should be utilized to achieve the conservation and development of the river and riverfront lands in accordance with the Development Plan. Riverfront land shown on the Plan for public use should be purchased as the opportunity affords.
8. In implementing this Riverfront Development Plan and Program, the Spokane City Plan Commission shall be responsible for the interpretation of the concept and Plan. A Riverfront Development Committee, as a technical board of interdisciplinary professionals shall be established to review the use of land and proposed construction along the river to insure its effective utilization and good architectural harmony with the river in accordance with the Development Plan. This Technical Board of professionals would be advisory to and make recommendations to the Plan Commission.
9. All sources of available public funds, private contributions, dedications, gifts, and volunteer efforts of civic groups, L.I.D.'s, and City resources as available should be used to achieve the riverfront development.
10. The Plan has been developed and should be implemented on the premise that the major retail and business core of the community's CBD is to be retained compact and south of the river, with the principal shopping core generally fronting on and between Trent Avenue and the NRRR, Monroe and Washington Streets. The downtown street improvement program, now underway, will be coordinated with the riverfront plans.
11. Implementation of the Plan may include reasonable utilization of zoning districts and regulations adapted to the riverfront requirements and development objectives.
12. The Plan shall continue to be developed on the premise that all reasonable measures to be taken by the City to make the river sanitary in accordance with State law will be encouraged.
13. The Plan contained herein shall be considered primarily a statement of direction and concept first and a portrayal of specific layout or boundary is only indicative of the concept and not precisely mandatory. Where public ownership of land is suggested on presently private land, it is within the concept of this Plan that where a joint private-public use can be made of the land to mutual benefit, much may be done provided the overall intent of the Plan is not violated nor the public interest jeopardized.
14. Guideline criteria shall be formed by zoning and regulation to control land use, planned unit development, density of population and building, utility, advertising, access to the river, landfill, bulkheads, dredging, piers, roads, bridges, and any physical, social or economic impact upon the concept of the Plan and the interrelationship of people and the river.

OFFICIAL PLAN

This Riverfront Plan is a part of the City's Comprehensive Plan officially adopted by Council. The Plan is and will be implemented by the appropriate zoning and action program of the Spokane Riverfront District.

SIGNIFICANT DESIGN FEATURES

Of major importance in the Plan is the manner in which the design was prepared with citizen-government interaction throughout the planning. The planning process followed three phases, all given public view. The first consisted of alternate concepts; the second, a preliminary design plan implementing the selected concept and the third was the final plan and report, including financing and programming. Early implementation was a strong feature of the Plan. It was the wish of the Commission and City Council that implementation be underway before the final report was published. It is significant that though the Phase III Final Plan is just now being completed, the Plan is already partly implemented. The moving of three major railroads from the riverfront is now complete, not just a hope. Most of the land for other major parks has been acquired and in some cases improvement funds have been obtained.

The design is outstanding as an example of public/private use. Not only will more park and facilities be open to public use, but the amount of private land development will increase in acreage and value.

Every effort was being made to preserve or reclaim works of art and areas of historical value. The river and falls are a piece of natural art and history worthy of preservation. The design is in direct response to the human need for relief from urban life to a natural environment with things of natural beauty.

In achieving the Plan, a contribution is being made toward the social and economic development of the City and region. The City core is receiving a major beneficial impact. Neighborhoods adjacent to and some distance from the river can utilize the facilities

contained on the riverfront. The Plan is of benefit to both resident and visitor.

FEASIBILITY

A successful plan is one that is feasible, and as a result, whose goals are achieved. A "blueprint plan" which is shelved and ignored is really worse than no plan at all, since it inhibits for a prolonged period its replacement with another, operative action program.

Development of the Spokane Riverfront essentially involved the social interaction between man and the river. We have examined the river scene and its present condition. We must also consider the people of Spokane. If a plan for riverfront development is to be successful, it must include the present and future interests, loves and caprices of the people who are to fulfill the plan.

The people of Spokane, through their City government, must assume leadership in the implementation of this plan. They must be willing to make substantial efforts toward improving and reclaiming the riverfront if it is to be done. But it is dangerous to assume people will approve visionary programs wherein hard results, even though limited, are not quickly visible. It is often heard from some of the people of Spokane that they want the appearance, visibility, and accessibility of the riverfront improved, but that someone else should do it. This is human nature. Since most of the riverfront lands are in private ownership, success of the plan will depend in part upon the response of private enterprise to the development programs proposed. There must be, of course, a measure of civic responsibility by private enterprise. For

private enterprise the true test of the acceptability of a development plan is whether or not it is economically advantageous.

An important consideration is the development of a feasible plan—a plan which is beyond the capability of the City's resources is a liability. It was considered essential that the development plan, on public land, could be provided in stages and in units. A citizen, a club, an organization, or the people of Spokane, acting through their City government, could help achieve the development of one unit. Meanwhile, the development of private land within the study area would be encouraged to follow the guidelines established by the plan and by appropriate zoning.

It would be optimistic to think the Land Use Plan for Riverfront Development presented herein would be fully realized immediately. A more likely course would have some parts initiated and developed immediately, approximately as shown, while other parts and other areas must wait for the future development. Such projects may be modified by tomorrow's needs and desires. Some proposals will miss the mark entirely as presently unknown factors influence change, so will specific objectives change for future riverfront use. And so, since the Plan cannot be completely implemented today, it is inherently general and free of specific detail, but generous in hope.

ENDURING FLEXIBILITY

This Plan is for today and tomorrow. The concept is for the ages. The Spokane riverfront may not be developed to details shown on the Plan. It is futile and self-defeating to expect otherwise. What must be maintained is the concept, the direction of which is

the essence of the Plan. Hence, the viability of the concept is in its timelessness as much as in its feasibility. The Plan itself, if it is to live beyond its first days, must have inherent flexibility. When one part is altered or lost, the others are unaffected, and the direction remains.

The Spokane riverfront will be redeveloped in some manner. It is for Spokane to continue the beginning that has been made, and to guide this redevelopment, not necessarily in strict obedience to any fixed land use plan, but in the direction of the concept goal.

In point of time, the scope of the Plan and Program will be limited only by its success. The Plan is long-range; it sets guidelines for developments anticipated or to be reasonably hoped for in the next 20 - 30 years. It is comprehensive, covering water and riverfront land. It is general in concept for applicability over time and changing conditions, yet programmed in projects for short-range implementation. If even partially successful in its objectives, the Plan's influence will be with the City indefinitely.

BENEFITS

Achieving these goals and the objectives would eliminate the misuse of riverfront lands, would preserve and improve the many present good uses of the riverfront lands, and develop delightful natural area in the heart of the City. Accomplishment of plan goals would provide legal restriction against misuse and provide guidelines for the use of the river, its banks, and frontage lands. These would be sites for public buildings and parks and incentive for private development in keeping with the objectives of the Plan.

The Design Plan

Four Environments

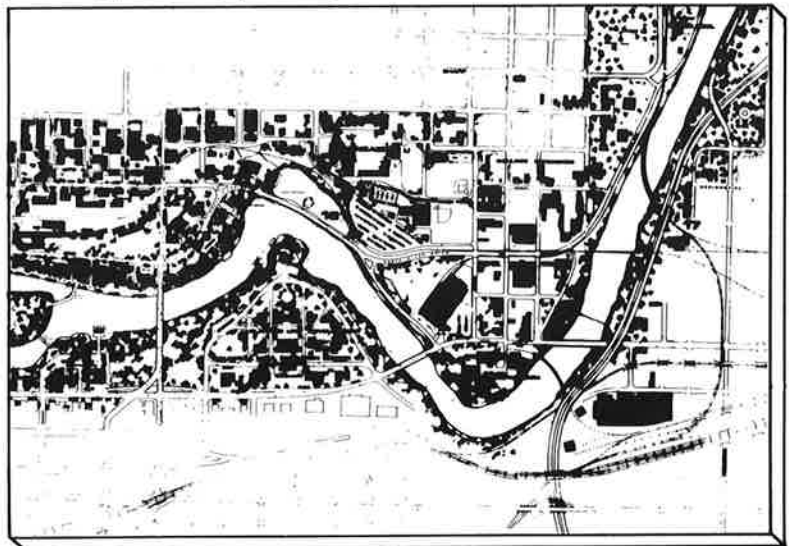
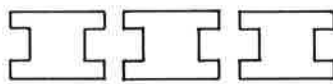
FOUR ENVIRONMENTS DEFINED

DOWNRIVER GORGE DESIGN PLAN
CONCEPT
PROJECTS

UPRIVER DESIGN PLAN
CONCEPT
PROJECTS

CENTRAL DESIGN PLAN
CONCEPT
PROJECTS

LATAH CREEK DESIGN PLAN
CONCEPT
PROJECTS



THE DESIGN PLAN— FOUR ENVIRONMENTS

FOUR ENVIRONMENTS

The river changes its character as it passes through the City. The marked difference in physiography and existing development permit the Spokane River to be divided into three distinct environments—The **Downriver** Gorge (fast water, steep bluffs, natural flora and fauna)—The **Upriver** Area (a pastoral stream with shallow banks)—The **Central** Area (falls, rapids, and urban fringe)—The fourth environment, **Latah Creek**, meanders through a rural setting.

The bluffs of the **Downriver** Gorge environment contain a wilderness forest which is to be preserved. The **Upriver** environment runs quietly and serenely in a shallow valley. The **Central** environment is surrounded by urban development. It contains the falls and rapids area where the City began. The river has been cluttered by railway viaducts, warehouses, and other deteriorating developments. The **Latah Creek** environment contains agricultural uses important to the City. Each of these environments has its own character and potential for development in accordance with the concept of involving people with the river.

The concept does not intend that the river be returned to its original condition as though the City did not exist. This Plan capitalizes on the four environments, along the river and Creek—to turn the City toward the river, reclaim it, make the best use of an urban river, enjoy it, and get the action going now so it is substantially accomplished within 5 to 10 years of the adoption of the Phase II Plan in 1969.

DOWNRIVER GORGE ENVIRONMENT

A rugged area of steep bluffs, natural flora and fauna and fast water.



UPRIVER ENVIRONMENT

A pastoral stream and modest urban residential fringe.



CENTRAL FALLS AREA ENVIRONMENT

An intense urban fringe at the brink of cascading water and falls.



LATAH CREEK ENVIRONMENT

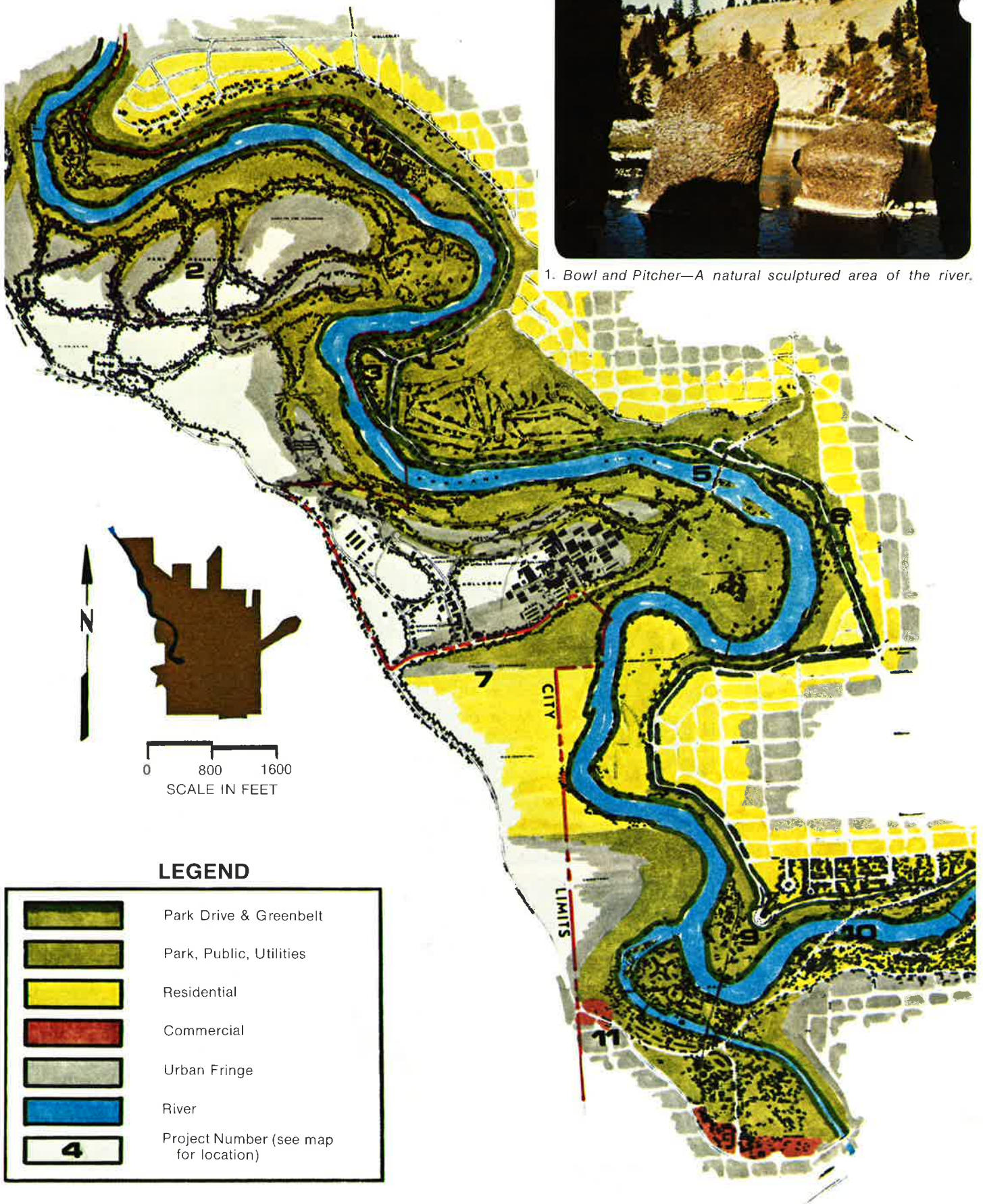
A tributary creek in a sharply incised valley of essentially rural and open uses.



DOWNRIVER GORGE DESIGN PLAN



1. Bowl and Pitcher—A natural sculptured area of the river.



6. A PARK DRIVE—PETTET DRIVE



Today



Tomorrow

2. A WILDERNESS PARK

THE CONCEPT—THE GREAT GORGE

A mile and a half below the Spokane Falls—past the areas of railroad fills and the clustered houses of Peaceful Valley—the river is joined by Latah Creek. Here it enters a gorge of unique beauty which has been preserved essentially in its original state. The forested valley with its line of basalt rimrock cliffs 600 feet above the river contains many areas where one can stand and view the river as if in a wilderness, unaware of the presence of a very urban city atop the adjoining bluffs. Here it is possible to escape from the urban life, even if the city grows to surround the area. The gorge is priceless—a minimum of change is essential—conservation is the basic approach.

It is the objective of the Plan to retain the lower gorge area in its natural state. 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.



Today



Tomorrow

PROJECTS IN DOWNRIVER DESIGN PLAN

(see plan on page 36 for project location)

1. **Bowl and Pitcher.** This is a popular camping and picnic area which was named because of the characteristic rock formation occurring in the river there. It is a part of Riverside State Park which includes state-owned land extending from the Downriver Golf Course to and beyond the limits of the City. A foot-bridge across the river provides a connection to hiking trails leading north to state park land and south into the park reservation area. All of the state park lands along the river are to be retained. They have played an important part in the protection of nature in this area.

Analysis of benefits both economic and recreational of building a dam and backwater lake in this area led to the conclusion that this area should not be inundated.

The Aubrey L. White Parkway is the only vehicular access to state park land on the east side of the river. Some of the parcels of land abutting this parkway are in private ownership. These parcels are on steeply sloping ground lying north and east of the parkway. They should be acquired for the protection of this important river drive and the nearby park development.

2. **Park Reservation.** This 500 acre area on the west side of the river extending north from Fort Wright Cemetery to Riverside State Park is proposed, and should be acquired as a natural wilderness reservation. Planning for the reservation should be keyed to the preservation of the wilderness concept. The Plan includes a limited development for parking, trails, and rest stations. Vehicles would be restricted to parking areas along Government Way and Riverside Park Drive at principal access points. The area will provide open space for hiking, camping, and horseback riding which will become more and more valuable as Spokane grows.

3. **Downriver Park.** This point on the river west of Downriver Golf Course is largely undeveloped City park property. An isolated parcel of land is occupied by the Rivercrest Nursing Home. This property should be acquired to permit the development of a close-in river-oriented park suitable for family and group picnics. Improvements to the area would include rest room facilities, water supply, irrigation system, access drives, parking areas, and permanent picnic tables.



3. Downriver public golf course fits well into the greenbelt plan along the river.

4. **Sewage Treatment Plant.** The City is responsible for the future development of this facility which is prominently located on the east riverbank within the confines of Riverside State Park. Advanced treatment should be added as soon as possible to reduce water pollution downstream. A realistic planting program taking into account possible future demands on the site should be undertaken as soon as possible to blend this necessary City operation with the natural growth.

5. **T. J. Meenach Bridge.** This important bridge, referred to as the Downriver Bridge in previous reports, should be redesigned and widened. Bridge approaches and slopes on T. J. Meenach Drive require additional plantings and improvements to protect the slopes and provide the optimum transition to undisturbed native plant and tree cover desired here.

6. **Pettet Drive.** This drive should be improved to T. J. Meenach Bridge. Development of the drive to material standards requires modification of the existing gravel banks above and below the drive. Planting of adaptable trees and shrubs on these slopes will be required to return this area to a natural appearance and to stop erosion.

Picnic sites are planned for the riverbank below the drive which is City park property at the present time. Easements across private property to the south will permit extension of hiking and bridal trails to the High Bridge Major Park at Latah Creek. This trail system would utilize park land above the mobile homes park at San Souci West. Continuation of the trail system from Pettet Drive north to state park lands downstream can be accomplished by utilizing T. J. Meenach Bridge.

7. **Fort Wright Colleges.** The colleges on the former site of Fort Wright have been expanding to make full use of the site. Land south of Fort Wright Drive should be reserved for future needs for these institutions. The existing gravel pit might be used for college or private housing development.

The existing section of Elliot Drive through the Fort area is planned to serve its function as a connection to the sections of Elliot Drive and Rimrock Drive west of Government Way.

Across the river to the east, the former Natatorium Park area has been developed for mobile homes. Adjacent to this site, an isolated residential area may be developed as a planned unit. Existing railroad land to the south should be incorporated into present park lands below Summit Boulevard forming the link between the college area and High Bridge Major Park.



4. *Cleaning the water by expanding our sewage treatment plant.*



5. *A redesigned bridge and improved access to the college area—Meenach Bridge.*



7. *Education institutions are an important use in the Plan—Fort Wright Colleges.*

8. River Drive. This parkway will link the Downriver area with the heart of the City via the existing rights-of-way of Ohio Avenue, Summit Boulevard and Pettet Drive. Railroad property north of the drive and west of Jefferson is planned for multiple-family residential development.

9. High Bridge Major Park. The preliminary development plans outline the scope and general nature of this proposed major park at the junction of Latah Creek and the Spokane river. The park would provide year-round recreational facilities for the entire community. Footbridges and a miniature railroad would provide convenient, controlled access to all sections of the park from ample, off-site parking areas. A total of 200 acres will be available for boating, fishing, picnicking, and athletic activities. Some provision might be made to enhance the opportunity for water sports at this location.

The park's proximity to the City center makes it an ideal tourist and convention attraction. A City bus line serves the area to provide convenient public transportation.

10. Lower Crossing Bridge and Park. The Plan includes a low-level bridge to provide a needed access from north Spokane and the North River Drive to the major park and points south. A few houses are located on platted lots in the Lower Crossing Addition at the north terminus of the proposed bridge. This private property, which is isolated from the City services, should be purchased for bridge construction and for park purposes. With this acquisition, all of the north bank, with the exception of the Union Pacific land, will be under City control from Latah Creek to the Monroe Street Bridge. The redevelopment of green spaces and treed slopes is an important part of the process of continuing the nature theme along this part of the river. It will do much to improve the view toward the river from Peaceful Valley and the apartment district atop the south bluff and from the Monroe and Maple Street bridges.

11. Government Way. Realignment of Government Way will improve access to the major park at High Bridge, the Fort Wright Colleges and the reservation area beyond. This arterial is narrow and winding at the present time. Widening and straightening this road is essential from the standpoint of increased safety and traffic flow.



9. High Bridge Park—a major park and recreation facility.



10. Lower Crossing—future parkland.



12. A pleasant residential environment for Peaceful Valley.

12. **Peaceful Valley.** Plans call for this area to be developed into apartments in character with this river site. The location of this neighborhood in the river gorge below the falls gives it a potential far beyond present outward appearances. Proper planning would permit the development of harmonious clusters of apartments. Building heights should be limited. Public open spaces and easements should be required to permit vistas and trails along the river. An orderly plan with proper limits and restrictions on development will increase the incentive for private capital to undertake the necessary building program.

Areas adjacent to and under the Maple Street Bridge should be acquired to provide a central recreation area for the Peaceful Valley community area. Existing open space directly under the bridge has little value for residential purposes but can be utilized for play space.

Planned development should recognize possible flooding up to Clarke Avenue.

The 1970 census reports that in enumeration district 180, 283 people reside in Peaceful Valley. Of these, 86 are single, 50%+ are over 65, including some singles. The income average is low, as is the average rent. Any effort to reclaim Peaceful Valley by replacement of old buildings will be confronted with the problems of rehousing of low-income residents and of diversified and often absentee owners. Except for the water frontage strips of land, it is not intended that government buy Peaceful Valley. We encourage private owners to upgrade and redevelop their properties.



12. The Valley today.



12. Generous park and open space and a fringe of greenbelt along the river.

UPRIVER DESIGN PLAN



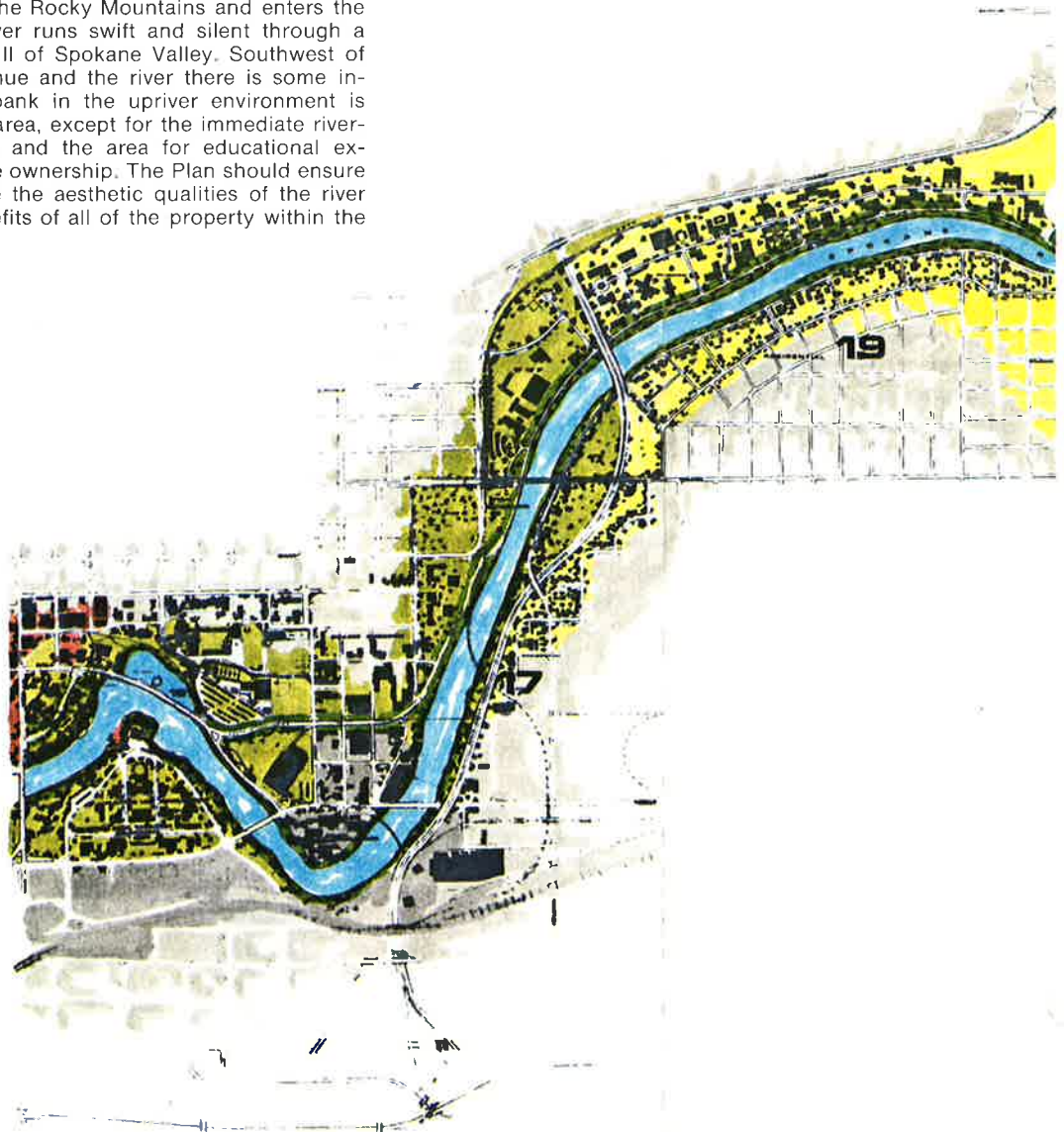
17.

Today—East River Bank.

THE CONCEPT—A QUIET RIVER

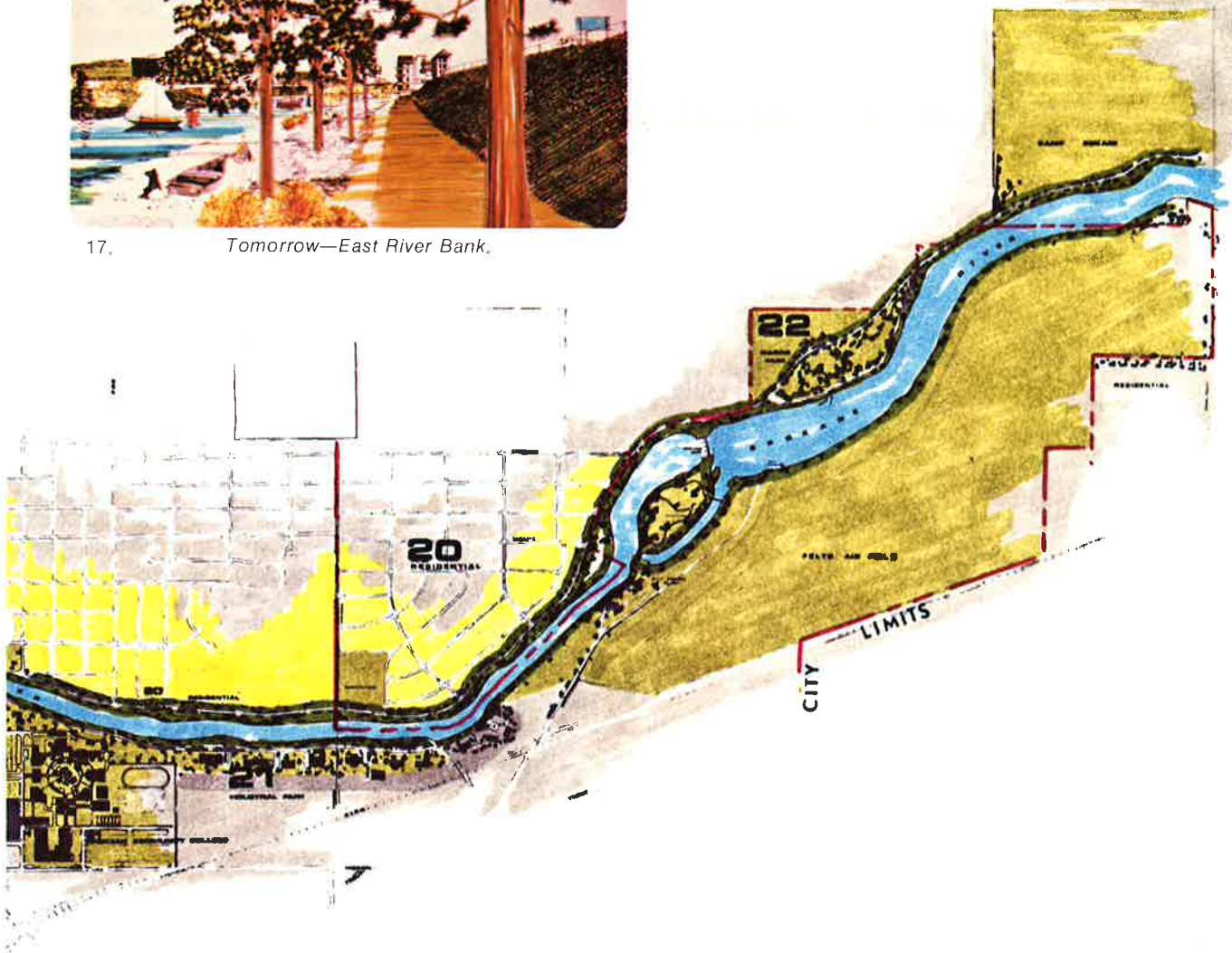
The Upriver Environment commences at Division Street and includes the upstream area to the eastern City Limits. The Central Area, from Monroe Street to Division Street is discussed later.

The Spokane River begins in the Rocky Mountains and enters the City from the east. Here the river runs swift and silent through a shallow channel of the glacial till of Spokane Valley. Southwest of the intersection of Mission Avenue and the river there is some industrial use. Most of the riverbank in the upriver environment is owned by the City. Land in this area, except for the immediate riverbank required for rights-of-way and the area for educational expansion, should remain in private ownership. The Plan should ensure development which will enhance the aesthetic qualities of the river to the economic and social benefits of all of the property within the river's area of influence.



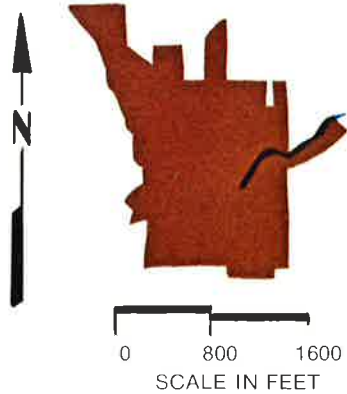


17, *Tomorrow—East River Bank.*



LEGEND

	Park Drive & Greenbelt
	Park, Public, Utilities
	Residential
	Commercial
	Urban Fringe
	River
	Project Number (see map for location)



PROJECTS IN UPRIVER DESIGN PLAN

(See Plan on page 42 for project location.)

13. Planned Unit Development. The principal portion of this 47 acre area east of Division Street and north of Trent Avenue is used for railroad yards at the present time. As the railroads phase out of the river-front area east and west of Division Street, this site has the potential for different uses, listed in order of desirability from a public point of view:

1) an expansion of the education center across the river; 2) additional residential apartments with public open spaces and a marina; 3) a close-in distribution center to serve as a supply point and a warehouse center for the core of the City; 4) an industrial park for light manufacturing and assembly.

The ultimate use of the area should take into account the planned development of the entire area and public access for tracts along the river.

14. Industrial Park. This triangular site is bounded by Trent Avenue on the north and the river on the southeast and southwest. It occupies an important part of the north bank of the river. The property is in railroad ownership. Warehouses and storage space with rail access are leased to a number of private industries. Rail connections to the east should be continued, and the area should be upgraded and re-developed as one or more industrial units to make this a true industrial park with adequate landscaping. Public ownership of the riverbank should be extended through this area with the provision for a public walkway along the bank.

15. Education Center. The present railroad property east of Division Street and north of the river should be acquired for educational purposes. The Indian Center, is typical of the type of use which should be encouraged. A graduate studies center or expansion of the Gonzaga campus could make good use of this important property along the river and the North River Drive. Development of this property could extend to the river with proper controls for landscaping, bank protection and visual access to the river. This land should be acquired and held for such a graduate center. The center could be expanded west of Division Street, if necessary, over to Howard between the river drive and the Coliseum property.

16. Upriver Parkway. This parkway will extend the North River Drive eastward from Division Street to connect with the present Upriver Drive at Mission Avenue. Existing railroad trackage makes extension of the parkway beyond the Gonzaga campus difficult at this time. The roadway could be elevated by means of a structure in this area to permit the use of air rights over the railroad right-of-way and simplify the intersection at Hamilton by providing a grade separation. An alternative solution would require the construction of a drive at grade between railroad lines, which would provide a temporary connection. The Causeway and "Lake Arthur" should be preserved.



1. An educational center.

Today

Tomorrow



15. The new Northwest Indian Center.



16. Gonzaga by night—a venerable institution of learning in the education area.

17. North-South Freeway. The report of the Spokane Metropolitan Area Transportation study released in 1972 set forth a corridor for this freeway for consideration. The corridor approved by the Washington State Highway Commission includes land east of the river as a part of the corridor. The location of the freeway along the east bank of the river from Trent Avenue to a crossing between the Washington Water Power facility and the Riverview Retirement Home will require the acquisition of industrial property. Existing uses can and should be removed from the riverbank in this area. For approximately one-half mile north of Trent, the freeway could be located far enough from the river to permit suitable park development along the riverbank with foot and bicycle paths and resting places and allowing room for an interchange at Mission Avenue.

Should the freeway follow an alternative route in the corridor, as shown in the adjoining sketch and on the future Land Use Plan, South Riverton Drive could be extended south from Mission Avenue to Trent in the area occupied by the freeway, as depicted on the Upriver Design Plan. Either solution would result in salvaging a deteriorated section of the river.

The east bank of the river south of Mission Avenue as seen from existing City streets and as it would be viewed from the proposed extension of the Upriver Parkway at this time leaves much to be desired. Industrial buildings, waste dumps, and weedy, undeveloped bank area can be replaced with an attractive green-belt.

18. Upriver Drive Area. This area, bounded by Perry Street, the river, Greene Street, and the BN tracks to the north, is an isolated community. The trend to apartments and retirement homes is expected to continue. Such use will make the maximum use of the riverfront site. Density can allow high rise if open space is provided. A high wall of buildings should be avoided.

19. East Mission Residential Area. This area should continue as a residential neighborhood. Some alternate north-south streets extending to South Riverton Drive have been vacated to improve the parkway character of this riverfront street.

Several apartment developments have been constructed along South Riverton recently. These projects will include the curbing and paving of a considerable portion of South Riverton from Mission to Greene Street and assist in the ultimate development of the riverbank itself.

20. North Residential Area. Expansion of the present residential area can be anticipated from Greene Street to the intersection of Upriver Drive and Frederick to the east, with Upriver Drive and the park land along the river improved.



17. A fine tribute to the Riverfront Plan—Washington Water Power.



17. A North-South Freeway location leaving open space, a river drive, and apartments along the river.

21. Spokane Community College and East Industrial Park.

Since the adoption of this Plan in 1969, the college has acquired land to the river and plans to extend its site northward to the river between Greene and Rebecca Streets. This is desirable as long as the river drive is not blocked by buildings. Compatible light industrial park developments can utilize adjacent land extending eastward to Felts Field. South Riverton should be continued along the river east from Greene Street as a parkway. It would provide access for the college, industrial park uses, and Felts Field.

22. Upriver Park. Property owned by the City in the vicinity of Upriver Dam provides adequate acreage for the development of a marine park. Controls and protective measures would be placed on the dam to provide an area safe for boating and swimming. Acquisition of a minimum amount of land will permit relocation and will eliminate several dangerous curves in the drive. It will permit full use of an existing park property with direct access to the river for boating facilities. Land on the south bank at Felts Field could be used for mooring sport water based aircraft on a limited basis.

After examining the Downriver and Upriver areas of the river, we return to the Central Area—the heart of the City—bounded by Monroe Street and the Court-house area on the west and Division Street on the east.

That stretch of the river between Division and Maple Streets presents the grandest scenic attraction of the entire river. Yet, it is completely surrounded and even covered and strangled with railroad viaducts, bridges, and yards. Here the river is difficult to see—a glimpse from the bridge or the view from a walk along a weedy bank before a series of old warehouses is the only view possible. Vantage points are available to those who know—the Upper Falls plant of the Washington Water Power Company, the intake structure at the falls behind the Post Street Building, and the service yard of the Culligan building. Elimination of the railroad viaducts, bridges and yards, billboards and blighted buildings is an absolute necessity. Unceasing efforts should be made to remove virtually all of this trackage and to publicly acquire the majority of that land on both sides of the river surrounding and including Havermale Island. The concept is an urban river with a pleasant mix of open space, cultural and recreational facilities, and government center with river orientation. The riverfront should have day and night activities for varied ages of people. It is fitting that the site of Spokane's beginning and present heart of the City also be the seat of local government with a City Hall near the falls and island.

In the scores of meetings and hearings the Plan that follows was selected from alternative proposals by 2/3's of all citizens responding to alternate concepts for use of the Central Falls Area riverfront.



21. New apartments along South Riverton.



22. Upriver Area Today—a potential park site.



22. Upriver Area Tomorrow—a boating, swimming, and picnicking area.

A plan for today's railroad—covered falls area . . .



. . . would preserve valuable historical works of art, such as the Courthouse . . .



. . . to provide this kind of development for tomorrow.

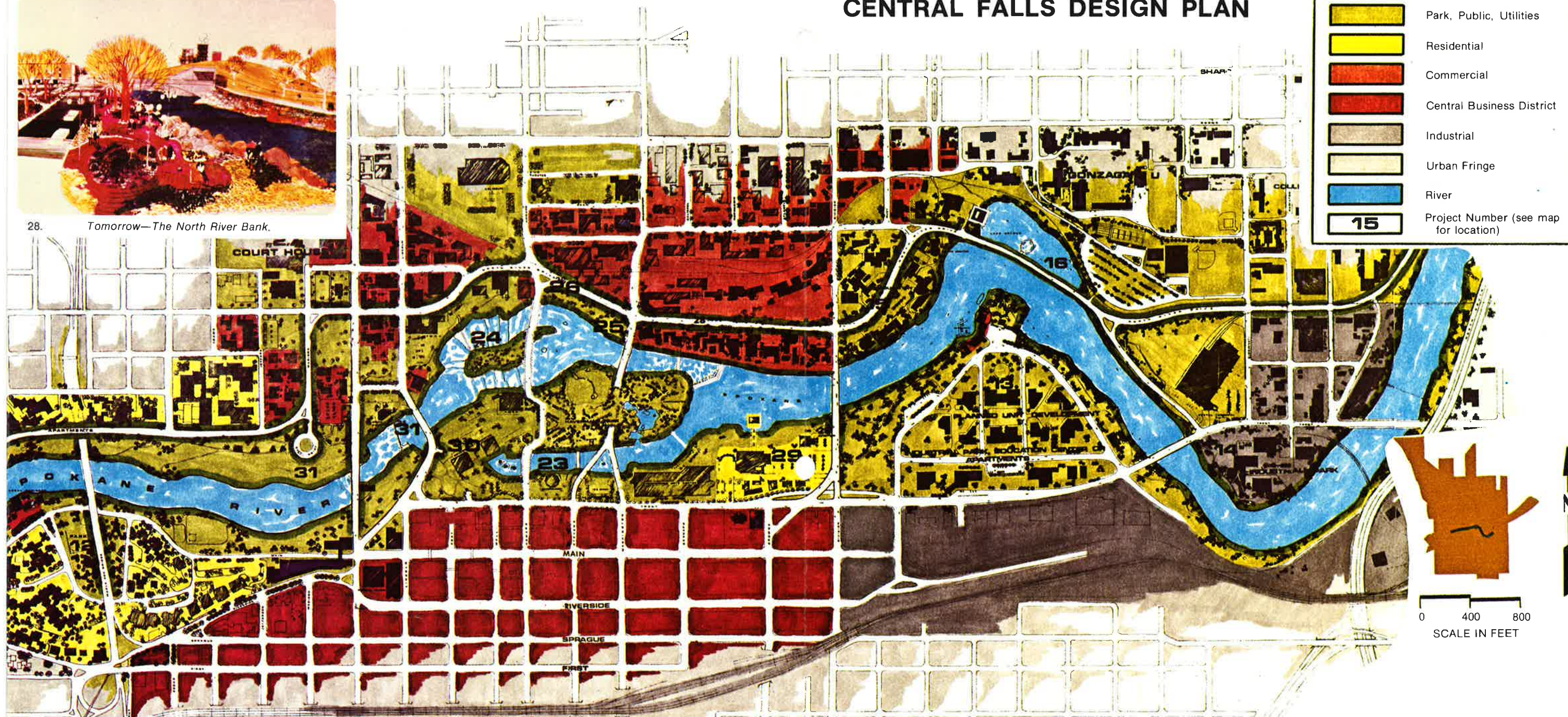


28. Tomorrow—The North River Bank.

CENTRAL FALLS DESIGN PLAN

LEGEND

	Park Drive & Greenbelt
	Park, Public, Utilities
	Residential
	Commercial
	Central Business District
	Industrial
	Urban Fringe
	River
	Project Number (see map for location)



23. Today the viaducts obscure the river.



23. Tomorrow—This plan replaces the viaducts.

SOUTH BANK



30. Today—Government Center.



30. Tomorrow—A new Government Center.

CENTRAL BUSINESS DISTRICT



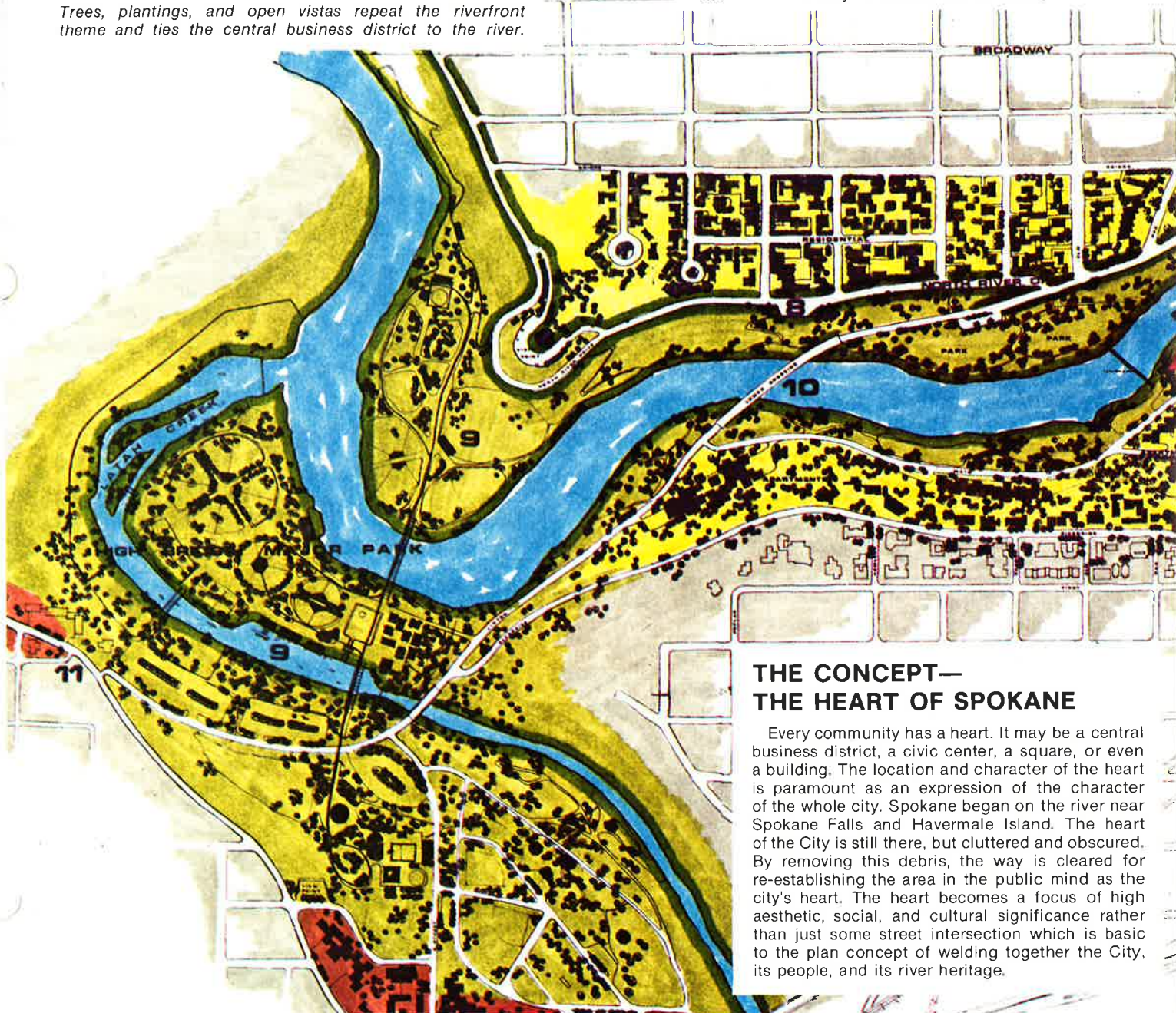
Trees, plantings, and open vistas repeat the riverfront theme and ties the central business district to the river.

NORTH BANK



28.

Today—The North River Bank.



THE CONCEPT— THE HEART OF SPOKANE

Every community has a heart. It may be a central business district, a civic center, a square, or even a building. The location and character of the heart is paramount as an expression of the character of the whole city. Spokane began on the river near Spokane Falls and Havermale Island. The heart of the City is still there, but cluttered and obscured. By removing this debris, the way is cleared for re-establishing the area in the public mind as the city's heart. The heart becomes a focus of high aesthetic, social, and cultural significance rather than just some street intersection which is basic to the plan concept of welding together the City, its people, and its river heritage.

PROJECTS IN CENTRAL DESIGN PLAN

(See Plan on page 49 for project location.)

23. Havermale Island and South Riverbank. Havermale Island is the key to the basic theme for riverfront development—to bring people to the river. At the very heart of the cascading river, it deserves far better than the railroad trackage, warehouses, and other commercial uses which have been its lot. Whatever view one had of the river here, it was dominated by the massive structures of the railroads. The Great Northern (now Burlington Northern) Railroad crosses the island and the river. The Central Business District exists one block from the river, yet separated from it by the "Chinese Wall" of the Union Pacific-Milwaukee Railroad viaduct.

The plan is to remove all railroads. Havermale Island should be developed as an urban open space with gardens, walks, vistas, and ceremonial areas with historic, ecological, and tourist activities. All of the island east of Howard would be public park area—a place to stroll, exhibition space for sculpture, shady rest areas, and viewpoints flowing around the permanent Federal Pavilion. Encourage a National Park Tourist Center for the Pacific Northwest and an Ecological Center. A plaza and lawn area would provide open areas for public assembly. The tower of the old Great Northern Railroad should be preserved as a historic monument. Little, if any, public parking would be provided east of Howard—it is anticipated that parking lots and/or structures will be developed on the north and south upland areas within easy reach of the center of activity on the island.

A major project in the development of the island, after the removal of railroad lines, is the reconstruction of Washington Street. The present viaduct over

the GN tracks would be eliminated, and Washington would be lowered. A tunnel would be constructed for Washington to permit the open public space to flow over the street to the east tip of the island. This is a most important feature, since a busy arterial street would effectively sever the east end of the island from all other use unless developed as suggested. The Stevens-Washington couplet would join at the south edge of the island for improved traffic without dividing the open space.

West of Howard the YMCA could be continued in its semi-public function. If it were to cease operation at this location, its land and building should be made part of the government center public offices. The Washington Water Power would also continue operation of its power generating facilities—which in itself is an important part of the history of Spokane and the river.

At the same time, the WWP Company was asked in 1968 if their operating requirements at the west edge of the island would permit their land to be part of a site for an imposing governmental center. This is discussed in detail under Item 30.

On the south riverbank along Trent Avenue opposite Havermale Island, it is proposed the UPRR viaduct and station be removed and the land devoted generally to a river promenade and open space in connection with the Government Center, and the Convention Center, and riverfront park. Such a promenade would turn attention to the river and island and enhance the private development of the south side of Trent Avenue. The Central Business District is offered new direction and vitality, increasing the interest of the citizen and visitor to go "downtown."



23. Railroads surrounded the river . . .



23. After holding fast for 70 years, they are finally removed . . .



23. Enabling a new kind of central park, government and cultural area, oriented to people, to establish.

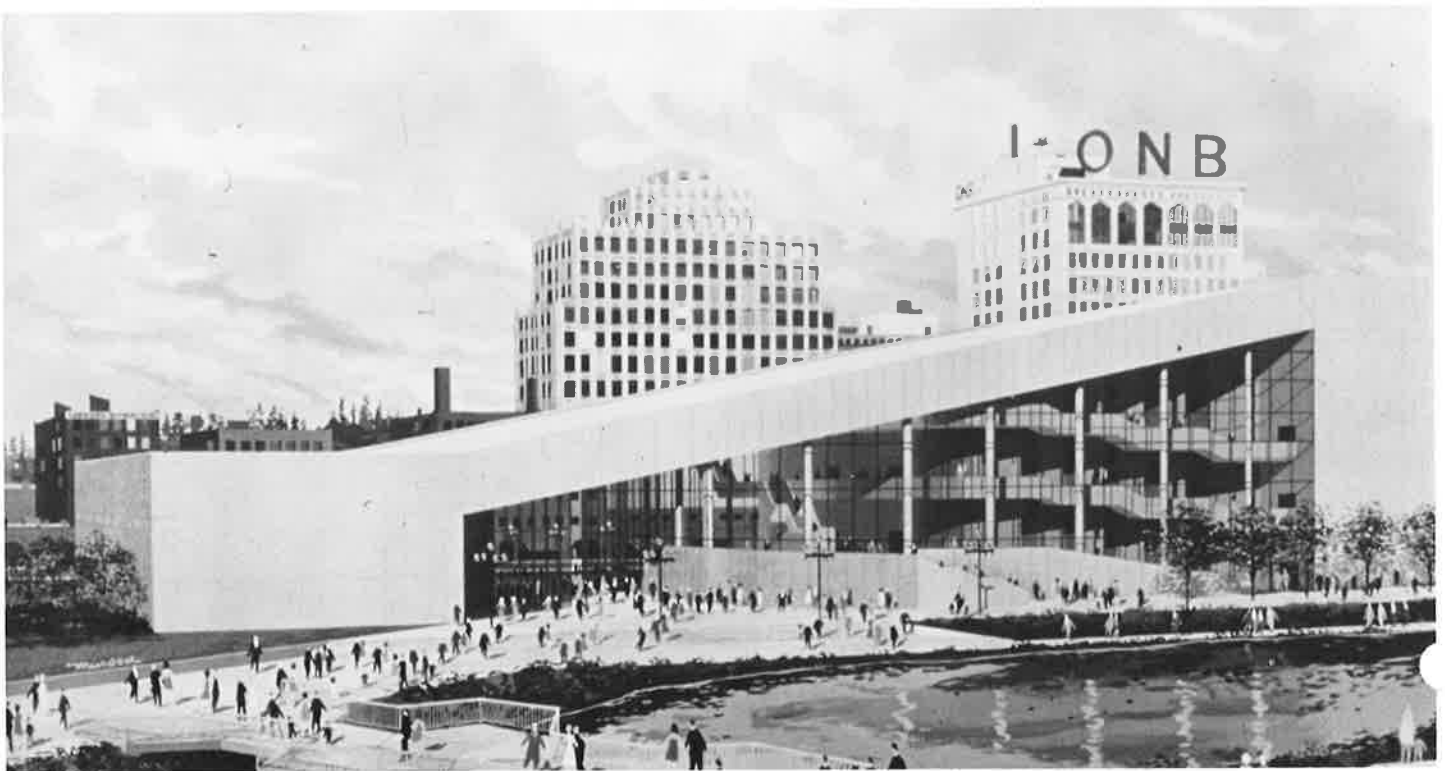
23-A. **A convention Center** is proposed at Washington Street and Trent Avenue. The Convention Center should be adequate to attract the large conventions to Spokane. The location is on the edge of the Central Business District within walking distance of stores, hotels, and restaurants. It has access to bus transportation or automobiles along Trent and Washington. The Parkade garage is within two blocks. Hotel and parking uses should be located south and/or east of the Convention Center. The Center would be on the Trent Avenue promenade with a view of the Government Center, Havermale Island, and the river. The setting is dramatic and practical. The facilities therein should include exhibit space, convention hall and rooms, hotel, dining facilities for 1,500 people, and a coordinated performing arts auditorium. A heliport; the need having been checked with and concurred in by the airport manager (F. R. Creasman, Airports Director, by letter to the Plan Commission April 25, 1969) should be placed on a roof structure of a parking garage or hotel near the Convention Center.



23-A. *The new convention center site today.*

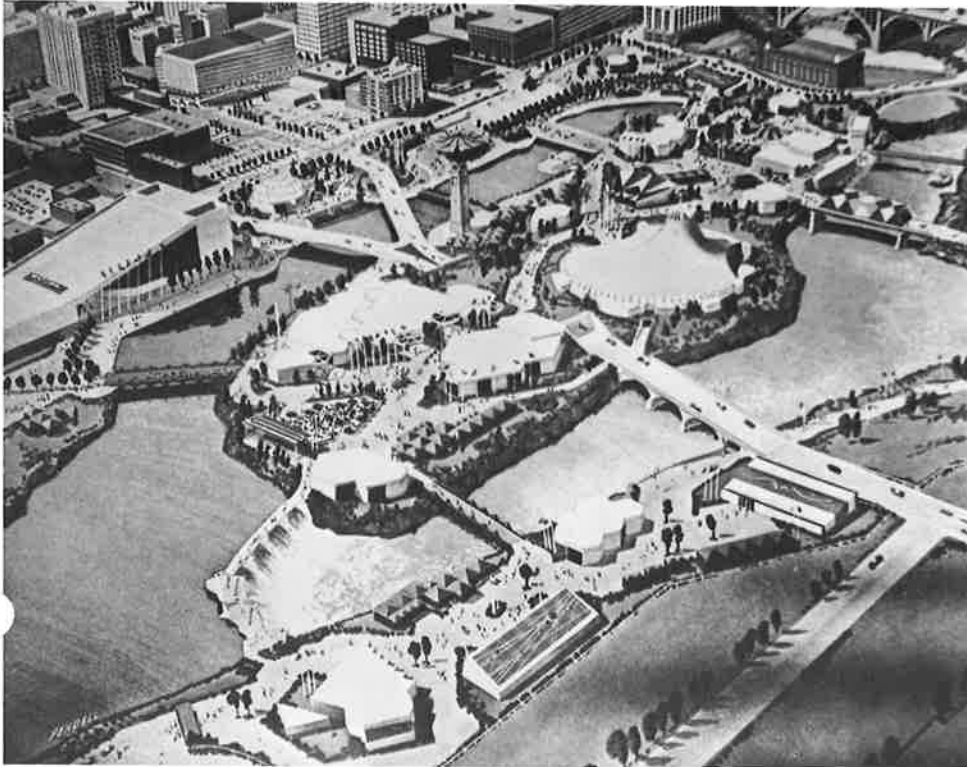


23-A. *Proposed Sheraton convention hotel—complementing the convention center.*



23-A. *The new Washington State Pavilion—a major convention center.*

THE WORLDS FAIR "EXPO '74"



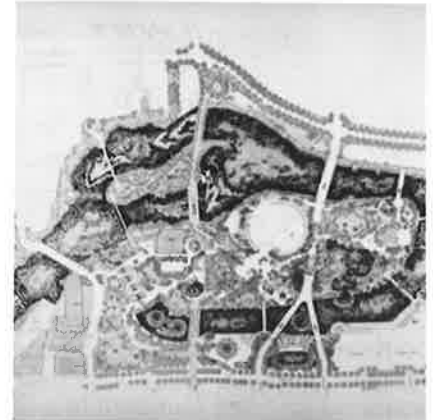
Expo '74 site and central business district looking southwest.



145' Vinyl tent canopy covered Federal Pavilion dominates the site.



Construction of Expo '74 during 1973.



An early Park plan to follow Expo '74.



State Pavilion and Amusement Park on south bank.



British Columbia's Exhibition on Cannon Island, now Canada Island.

24. **Cannon Island**—also named Crystal Island for the commercial laundry which has occupied the site for a number of years. This rocky island is proposed to be acquired for uses compatible with the open space on Havermale Island. The present commercial use can be relocated in a more advantageous location. The island could serve as an area for passive use and natural landscape compatible with the Riverfront Plan. It provides an excellent opportunity for a vista point with views of the upper falls and cascades. Easy access from Howard Street adds to the usefulness of this site. Reconstruction of the steel central span of the Howard Street Bridge should be considered for improved aesthetic compatibility with the area.

25. **North Riverbank.** To provide more visual access to the river from the North River Drive, the riverbank should be acquired for parkway development from the YWCA (Post Street) to the old mill and J. L. Cooper Building, and from Howard Street to Washington. Trees and plantings, walkways, sitting areas and view-points would complete this area. The rail tracks in this area should be reduced to only one line remaining as long as industry along this spur needs rail service. If the old mill can be privately rehabilitated as a Ghiarardelli Square type development with adequate parking, this could add to the riverfront atmosphere.

As railroad usage of the area north of the river is reduced, parking structures and/or well-designed, landscaped lots should be developed north of the drive to provide all-day parking for the core area. Location, size, and landscape of any parking lots should be such as not to create large blacktop areas.

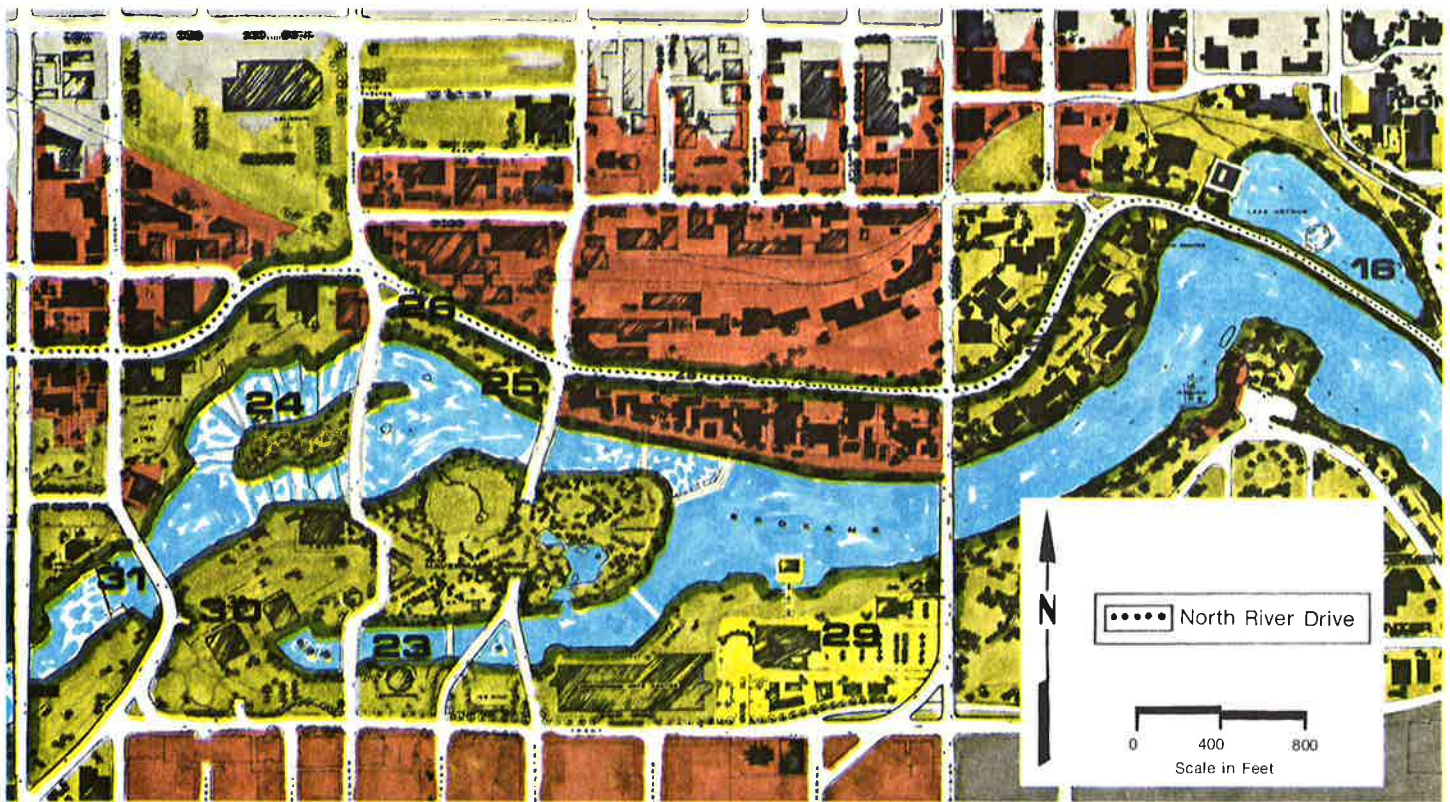
These two park areas will form important "windows" to the river and to a view of Havermale Island from the north with the skyline of the Central Business District as a back-drop.



24. *Cannon Island Today—a laundry.*



24. *Cannon Island Tomorrow—a veritable garden of nature.*



26. A pleasant park drive with views of nature and the CBD in the heart of the city.

26. North Bank River Parkway. Linking Downriver to the west and Upriver to the east, the river parkway should interlace along the north riverbank joining these drives in the central part of the City. It should provide a treed parkway with periodic vistas of the river as well as access to adjoining properties. Along the drive one would be aware of the resourcefulness of modern industry in Washington Water Power, the sage learning of the University, the heritage symbolized in the historical Indian Center and in our governmental and cultural center in the heart of the City at the islands, the dignity of law symbolized by the Courthouse. The continuous wonders of nature would be portrayed in all seasons along the ever present river.

This parkway connects with the Downriver Park Drive at the Maple Street Bridge and with Upriver Drive at Mission Avenue.

It is proposed the railroads be encouraged to move as much rail traffic from the north bank as is possible to allow the river parkway. The Commission has requested that the City Engineer make a right-of-way study and preliminary engineering plans for the parkways (Commission by letter to the City Engineer and Traffic Engineer, May 31, 1968, and to the Council March 19, 1969). This drive functions as an important arterial and should be constructed under the existing gas tax funding program as shown in the City Engineer's Six-Year Arterial Program.

North of the drive to the Coliseum, from Howard to Division, might be utilized for a larger arm of the University and other public and semi-public uses. An occasional parking facility will be needed to support

uses on Cannon and Havermale Islands and the Central Business District.

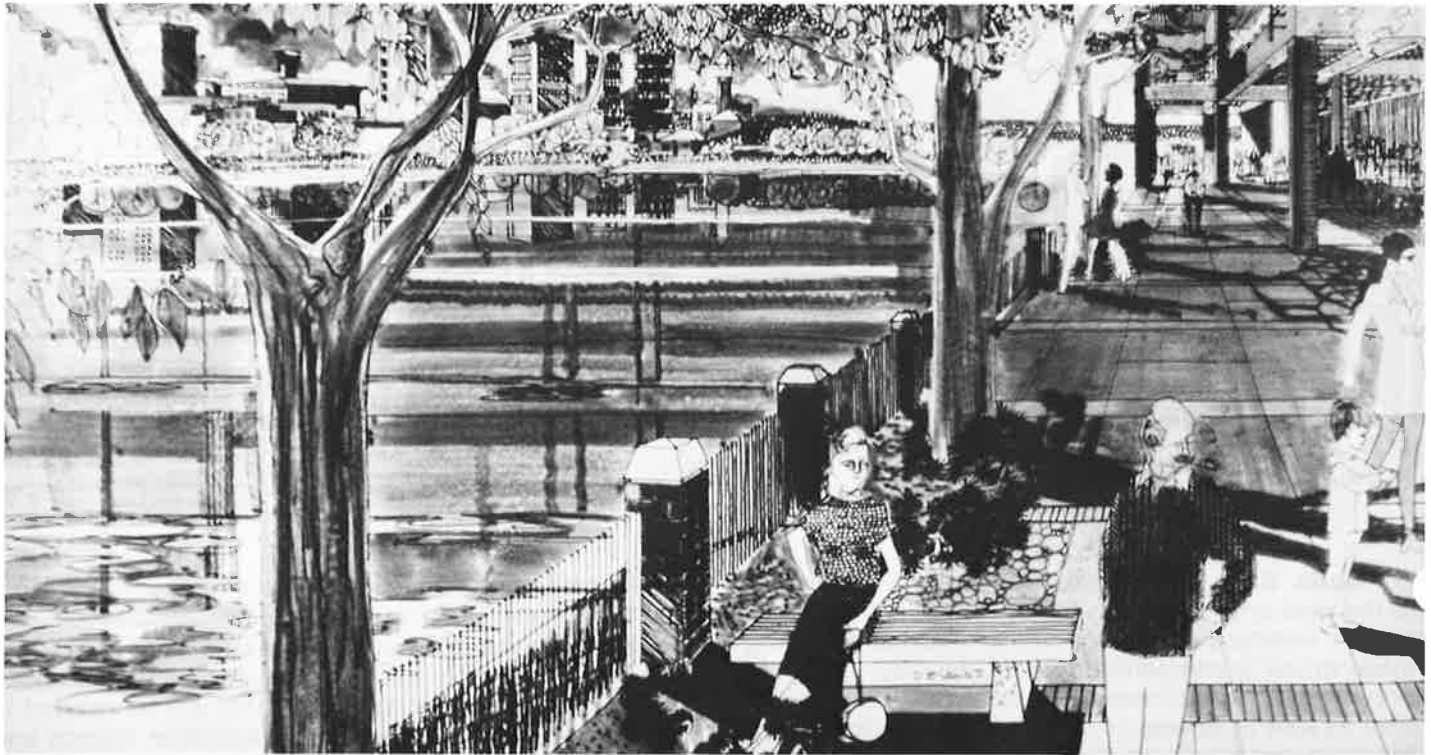
North of the drive to the Coliseum from Howard to Division might be utilized for public and semi-public uses. An occasional parking facility will be needed to support uses on Cannon and Havermale Islands and the Central Business District.

27. Courthouse. The Spokane County Courthouse has much historical and architectural interest. The entire area south and east of this building should be redeveloped to strengthen the visual ties between this building, the river, and the Government Center west of Havermale. The North River Drive should be brought near the Courthouse as it progresses eastward giving access to and view of the Courthouse and helping open the Courthouse southeast toward the falls. With the removal of the present rail lines south of the Courthouse, the embankment can be removed and open space can be developed to the river. Public open space south of the River Drive at this point can be developed as a small park and view point, providing an excellent view westward to the "Great Gorge" and Peaceful Valley with connecting trails under the Monroe Bridge to vantage points at the falls.

Other areas around the Courthouse should be developed with new buildings of a nature compatible and consistent with the Courthouse and public safety facilities. Buildings should be planned with adequate landscaped open space to make the green corridor from the Courthouse to the Government Center. The administrative offices of County government might be joined with similar City offices in the Governmental Center shown on the plans.



Today—Barren Banks.



28. Tomorrow a public promenade area along the water.

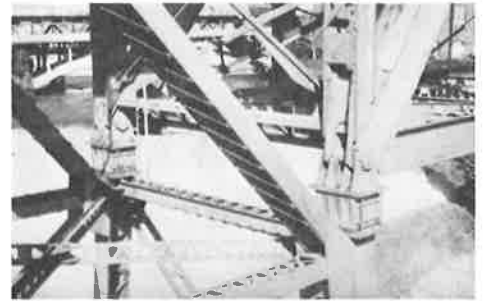
28. Northbank Promenade. The north bank area between Washington and Division is presently used for warehouse and service facilities. This important riverfront area provides a magnificent view of Havermale Island and the business district which is only apparent when night masks the ugliness of existing developments on the island and railroads on the south bank. As the river is improved at this point and the railroad trackage is reduced, plans suggest that the area be privately redeveloped with low-rise buildings along a public promenade with open spaces connecting to parking areas and the North River Drive.

With controlled development, harmonious signs, lighting, and street furniture, this would become an interesting "gaslight" district with specialty shops, studios—perhaps with some second-floor offices or apartments or motels. It is not intended to be a retail center or site for department store use. It should be an area with day and evening activity to take full advantage of this important section of the river and provide a delightful north bank when viewed from the south Central Business District or Havermale Island.

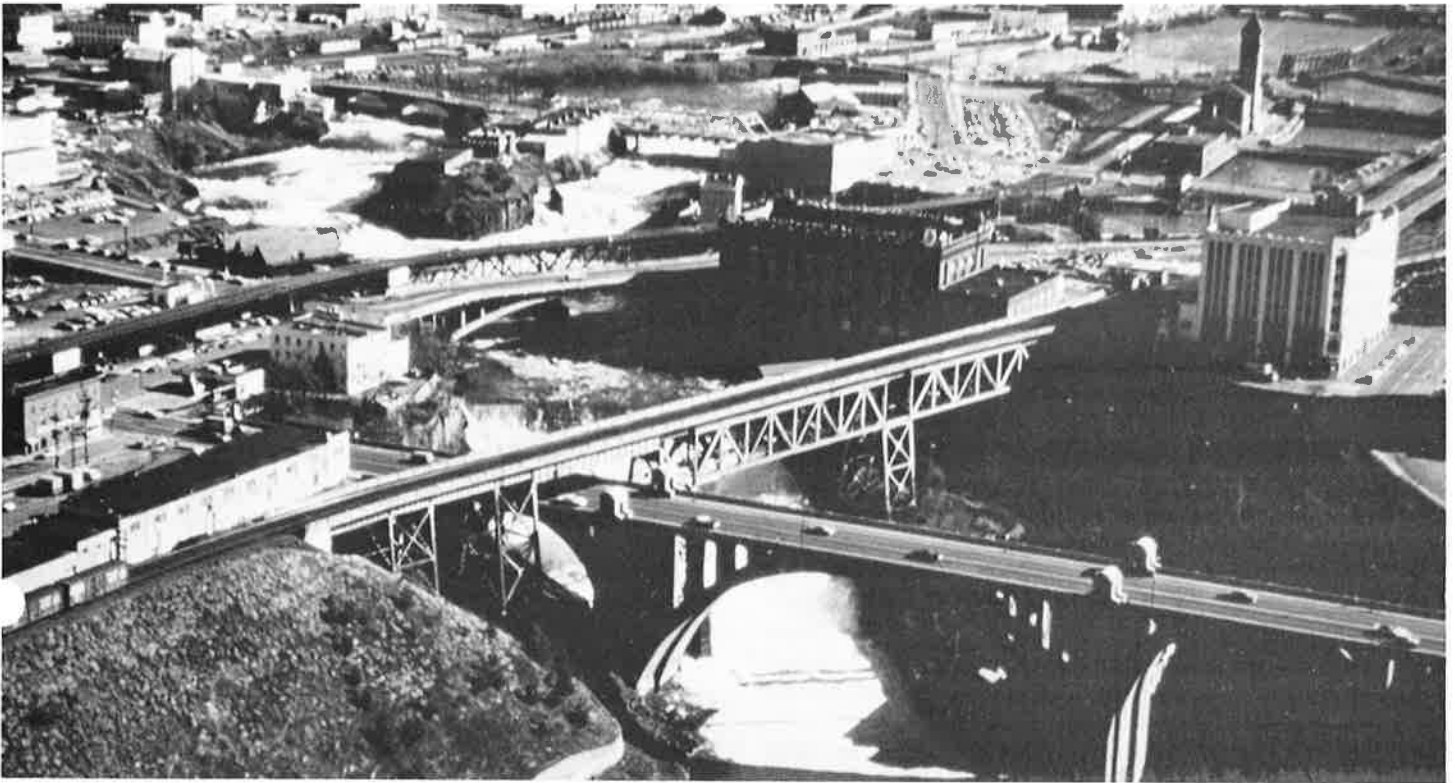
29. Southlake Apartments. The south bank of the river generally between Bernard and Division is oc-

cupied by extensive rail yards. It is felt that this property can be developed with high density apartments and/or hotels as the primary use when the railroads are removed. This can be a phase of river development in which the railroads can participate by leasing land, or by becoming the actual developers of this property. As Spokane's population increases in the years ahead, and as the Convention Center is developed, there will be increasing demand for close-in apartments and hotel facilities. High rise units in a park-like setting would permit economical use of the space. Limited appropriate retail coordinated with the primary hotel and apartment use could be allowed provided it is developed as a planned unit. The GNRR and UPRR have reviewed this proposed apartment/hotel reuse. Public ownership or easement of limited strips would be obtained to provide access and walks along the river in this area.

As this development progresses, the Division-Browne-Trent arterial connection could be redesigned to provide a smoother, separated cross-over for the traffic southbound to Browne Street and westbound on Trent. The Division Street Bridge should be widened to increase capacity.



Removing the clutter . . .



A criss-cross of bridges and trestles hiding the river and falls . . .



Opening the river and falls to the entire community.

30. Government Center. In the preparation of the riverfront concepts, the Consultant Team reported by Letter April 17, 1968, that no solution to the (riverfront) study would be complete without a commitment on City Hall. The Team recommended the area at the west end of Havermale in the vicinity of Post and Wall on land owned by Washington Water Power and the railroads. They reported "this location best fulfills all the established site criteria, places the political center in the heart of the City and preserves the open space on the island . . . The site has unsurpassed design potential." In public reviews and responses on Phase I in 1968, the concept alternative No. 1 with open space on the island and the City Hall in the Post-Wall area west of Howard Street between the river and Trent Avenue received twice the support of all other plans occupied.

In the approval of Phase I concepts and the selection of concept alternative No. 1, the Plan Commission and City Council stated that in Phase II preliminary design studies, the Consulting Team should explore and delineate the volume and size of City Hall that is possible and how parking and access should be handled to demonstrate the feasibility of use and preservation of the open space concept. (Pages 11 & 12, Phase I, and Use Concept for the Spokane River, May 1, 1968, City Plan Commission; adopted by City Council 5-27-68.)

Phase II preliminary design was prepared in 1968 and reviewed in 1969. The Phase II plans showed a symbolic building on Washington Water Power property east of Wall Street at the south river channel headgate and a site covering the area bounded by the river, Howard, Trent, and Lincoln Street extended, excluding the YMCA and the Upper Falls Powerhouse. This was an area of 12 acres, including Post and Wall Streets. The proposal was to utilize this WWP ground together with other land eastward to Howard, south to Trent, west to Lincoln Street (extended) and north to the river for a Government Center, basically a City-County administration office complex, or if the County does not wish to participate, then a City Hall. Phase II reported the site convenient to bus, stores, offices, and the entire CBD. It is accessible to the Courthouse, has an excellent river setting, and would benefit from being adjacent to the Havermale Island cultural-recreation development, the Trent Avenue promenade, and the Convention Center proposed on the Phase II plan at Washington Street and Trent Avenue.

The Consultant Team reported by letter June 6, 1969: "The Team feels that the area proposed is the best Government Center site; that it will support a building complex with required parking; and that it should include a dominant high-rise building as a focal point. The Washington Water Power Co. is studying

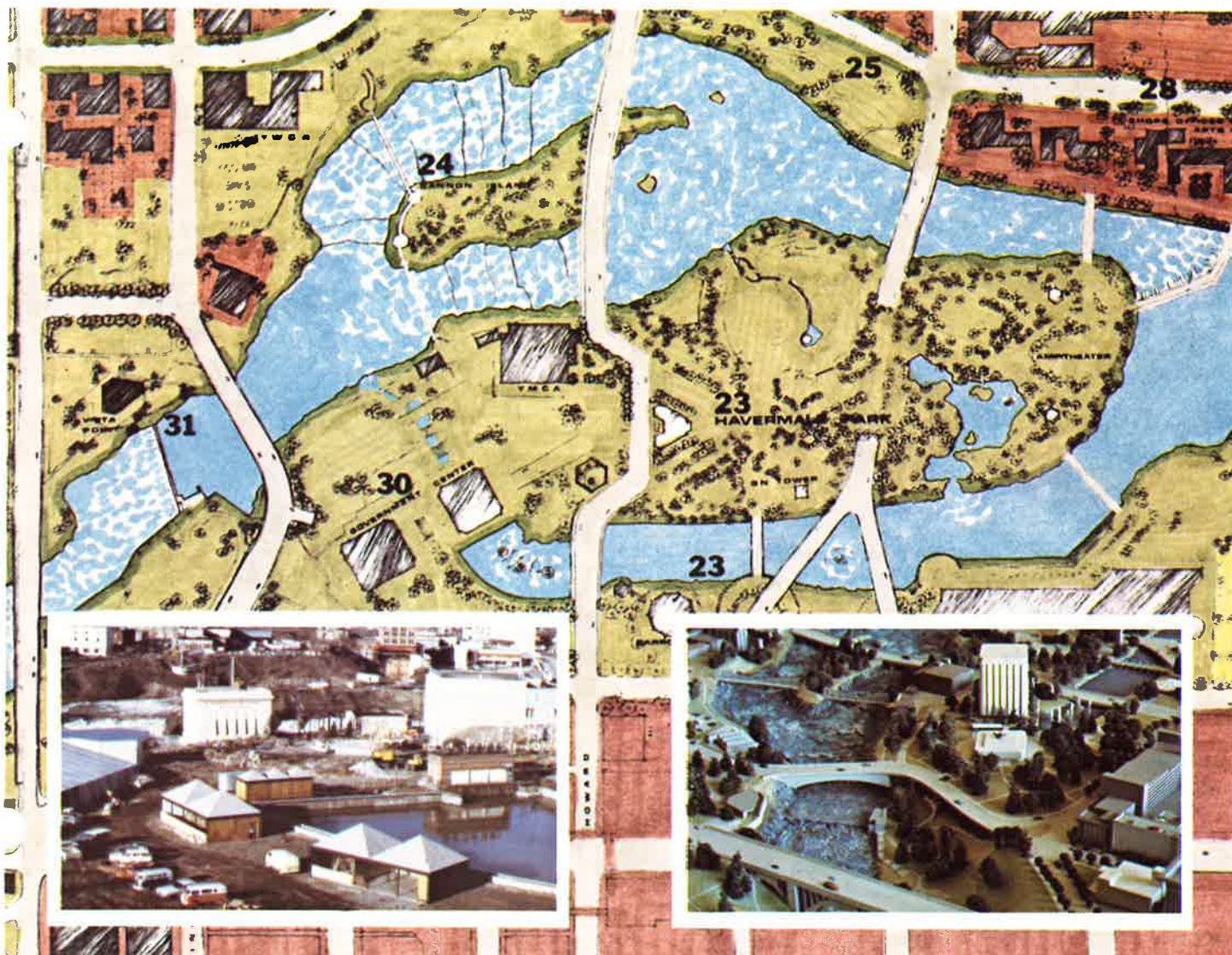
the problem in depth in view of their future needs. Although a complete analysis is not available at this time, no objections have been raised to a development such as envisioned by the Team which would be compatible to existing facilities. The area for detail study should include all of the area north of Trent to the river, from Monroe to Howard. The center may be more than one structure and can include the required parking under or in the structure(s)." The Team suggested employee parking would be off-site.

The Phase II plans were reviewed publicly from Jan.-May, 1969 and adopted by Council June 23, 1969, with the Government Center site identified as the land bounded by the river, Howard, Trent, and Lincoln extended; YMCA and the Powerhouse excluded.

During the Phase III design plan work in March 1971, the City Manager and Planning Director met with the Chairman of the WWP Board and WWP President and discussed the possibility of WWP donating land to the City and feasibility of 1) building over the penstocks joining the headgate to the Upper Falls Powerhouse, and 2) the lowering of the WW substation to allow the Post-Lincoln realignment passing over the substation per the Phase III preliminary riverfront plans. Subsequently, the City and Washington Water Power engineers examined the problems. Washington Water Power needed to maintain the powerhouse and penstocks, but could allow the City an easement over the penstocks. Washington Water Power also was agreeable to the Post-Lincoln Bridge realignment through the substation at Post Street provided the City and Washington Water Power could work out the cost of the remodeling of the substation. Subsequently, by letter February 14, 1972, Washington Water Power declared its intent to donate its land in this area to the City with easement only over the penstocks and retaining ownership of the substation and powerhouse.

In the 1967-1972 period, the City and citizen task forces had also been meeting with the GNRR, UPRR, Milwaukee, and NPRR on the idea of moving railroads from the riverfront. The Mayor asked for donation of the railroad land in the central area including within this Government Center site. Subsequently, the railroads did move and their land was donated to the City.

By these donations, the City received 8.80 acres of the total 10+ acre Government Center site. The City on December 27, 1971 applied to the federal government for open space monies for the central riverfront park. The application noted the planned Government Center and that 50% of the Government Center site would be open landscaped around the government building(s). This grant was received. The



30. A new site for local government.

City purchased a remaining .19 acre parcel in the middle of the Government Center site, and is developing the open space in the site. The remaining .57 acres of the total 10+ acres is in the Wards building site. The Wards building site should become part of the City Government Center site when and if Wards moves.

In the period 1970-72, the concept and plans for Expo '74 germinated. As plans were developed, only temporary exhibits were placed in the Government Center site west of Howard so as to preserve the land bank for post-Expo development of a Government Center. Expo schematic design plan and the report thereon by the City Plan Commission were approved by City Council October 1971 with the Government Center land bank. The Expo special permit approved by Council March 27, 1972, recognized the intended Government Center and included the condition, "After the Exposition, Expo '74 shall expeditiously clear the site of temporary structures and site improvements satisfactory to the City Engineer in preparation for use of the land as a permanent public park and governmental-cultural center in accordance with the Spokane Riverfront Development Plans."

In 1972, the Park Plans were prepared for the central park. Working together, the City Architect and Landscape Architect, the City Engineer, the Park Director, the City Planning Director, Consulting Team, City Manager, and Plan Commission coordinated the planning of the Government Center land bank. The Phase III plans and model show the coordinated concept; i.e., a land bank of 8+ acres bounded by the river, Howard, Trent, and Lincoln extended to be utilized as the Government Center site for a City Hall with underground and limited surface parking for official cars and some public parking. The slope of the site allows it to be mounded over the parking without too much excavation. The main office administration building sets at the head-gate of the south river channel raised on artistic supports to allow open space to flow under, maintenance of penstocks, and a free surface for even the remote 100-year flood. Its location looks down Wall street and to the River, the Courthouse, Havermale Island open space, and Convention Center. A town meeting council chambers in separate building centers in the open space adjoining the administration building. The YMCA provides a compatible ac-

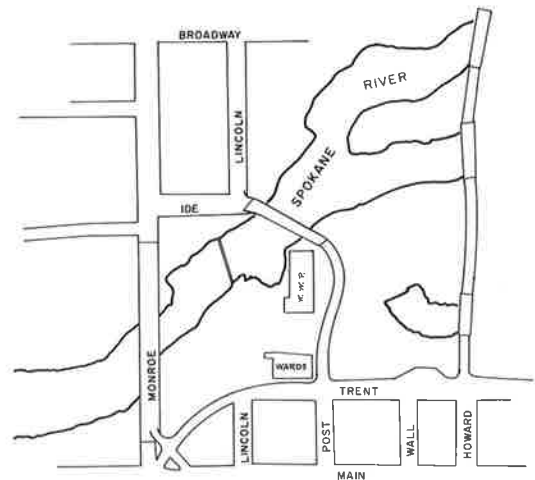
tivity, and if ever relocated, its building and site should be included in the Government Center providing a facility for the public of all ages.

The Plan detail is symbolic, subject to refinement when detailed study of the site is done for actual construction of a City Hall.

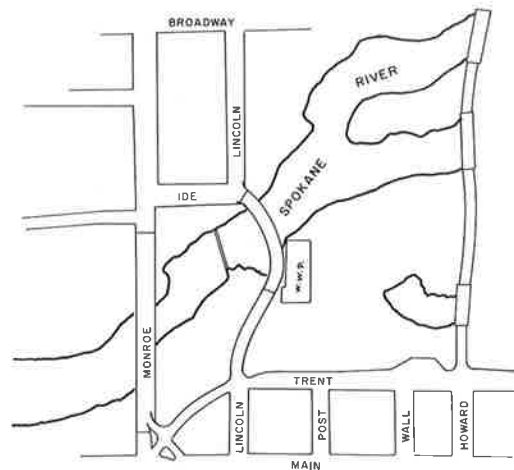
While the plan shown is the most desirable the site has flexibility in that it can be built in stages with Post Street, the Washington Water Power substation, and Wards still as they now are with further development after Lincoln is extended and/or Wards removed.

Sketches 1 and 2 show the existing and an alternative alignment, respectively. As the site is developed, it should be done within the spirit and intent depicted by the Phase III Plan.

The site possesses specific advantages. It has been obtained by much effort, but mostly by donation with little dollar cost to the public. It has ample room in the 8 acres. It generally is accessible to transportation, parking, and other CBD facilities. It is in walking distance of the CBD where people can walk from stores and businesses to the City Hall for meetings, work on boards and commissions. Likewise City Officials, inspectors, and staff will be close to the City center where much business must be done. It is centrally located near the Federal Building, Library, Courthouse, Coliseum, Convention Center, hotel meeting space, state offices, and other activity centered in the CBD. This location will permit suitable public use at night. The adjacent open space will allow public gathering for ceremonies, etc. It gives a central focal point on the west of the island balancing the convention activity toward the east of the river. The location is environmentally sound and indeed takes a lead in turning the City toward the river, the islands, and the falls from whence the City started. The site location is fixed in the minds of people as traditionally where City Hall has been for years, at Trent and Wall. The site is well situated for local government prestige and should be an incentive for wider citizen interest and participation in their local government.



30. Lincoln-Post Existing—Sketch 1.



30. Lincoln-Post Alternative—Sketch 2 avoiding WWP building.



30. New Lincoln Street access and Post Street Bridge.



31. A vista of open waters, parks, and urban development.

31. Visitors' Center. A viewpoint and picnic area is proposed for the north bank of the river east of Monroe Street. A visitors' information center is proposed here. This center would be convenient to the Court-house and other government and public buildings as well as the City Center. The site is a pleasant walk from CBD hotels and it is readily accessible from arterial streets and the North River Drive. Located at the falls, the very heart of the Spokane River, it offers the opportunity to further accomplish the basic concept of the Plan—involving people with the river. At the center, interpretive material can be presented to tell the story of the river—its geology, its history, and its environmental values. Though titled "Visitors' Center," it will have much recreational and educational value for all of the area residents as well. It will be an important "visit" for all of the school children of the region.

The center provides an excellent vista point for viewing the falls. This will be linked to the vista point west of Monroe Street by pathways built under the span of the Monroe Street Bridge offering vantage points for incomparable views of the falls and the upper gorge. Removal of the former Great North-

ern tracks will permit almost complete development of the center, with proper coordination with the planned extension of Lincoln Street. Steps toward land acquisition and development have been taken by the City.

The Lincoln Street Extension is closely related to the development of the center. After consideration of several alternate proposals for extending Lincoln Street northward as a part of a new one-way couplet to be paired with the use of Monroe Street for southbound traffic, the Plan proposes the routing of Lincoln Street via a new low-level bridge in place of the present Post Street span. The new bridge will carry traffic northbound from both Lincoln and Wall Streets to a new arterial on Lincoln north of the river. This will permit full use of the Monroe Street Bridge for southbound traffic and relieve the congestion on this busy arterial.

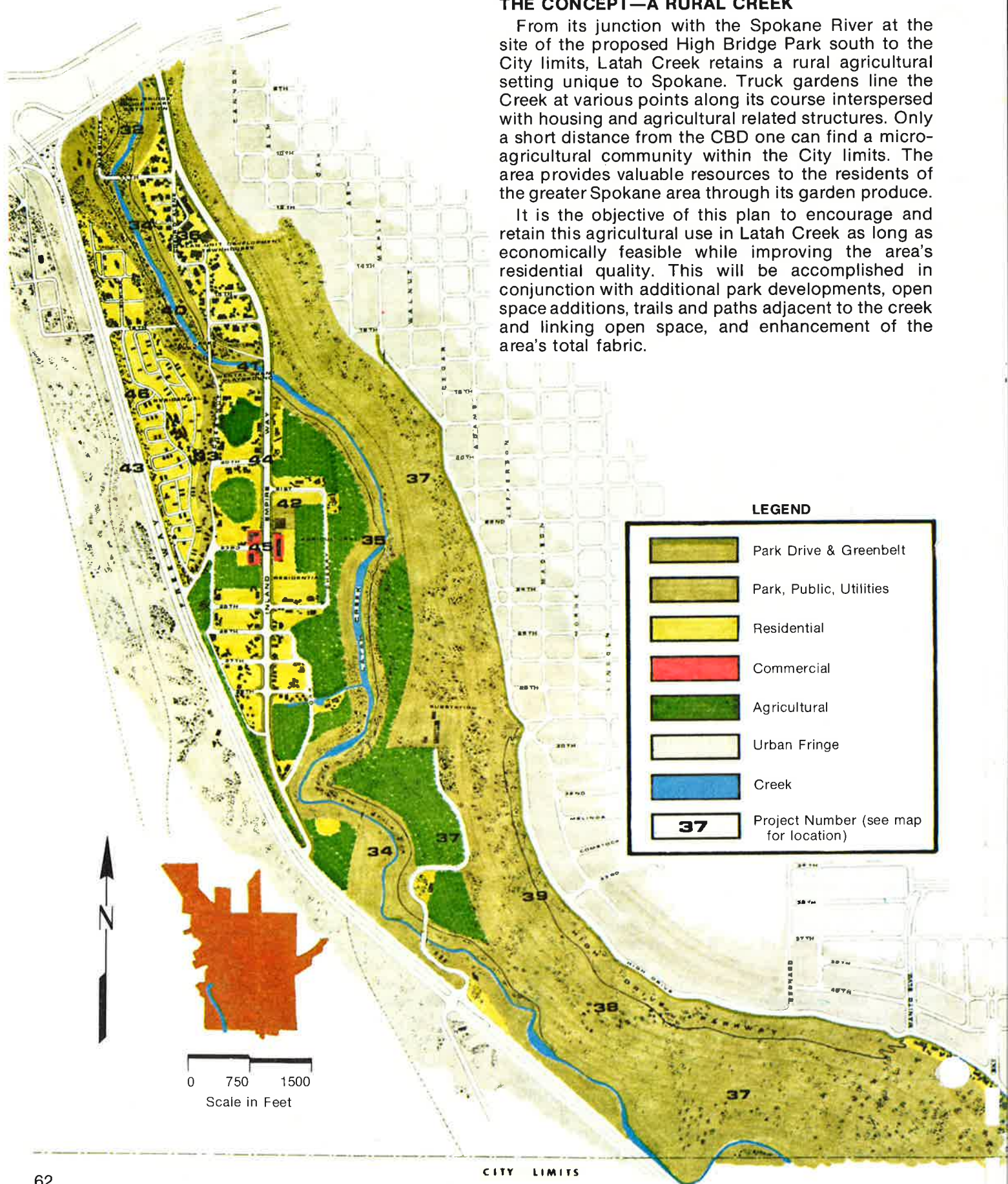
Lincoln Street improvements will complete an important link in the City Arterial Plan and provide an excellent access to the Visitors' Center, the Government Center, the North River Drive, and other existing and proposed developments within the Riverfront Plan.

LATAH CREEK DESIGN PLAN

THE CONCEPT—A RURAL CREEK

From its junction with the Spokane River at the site of the proposed High Bridge Park south to the City limits, Latah Creek retains a rural agricultural setting unique to Spokane. Truck gardens line the Creek at various points along its course interspersed with housing and agricultural related structures. Only a short distance from the CBD one can find a micro-agricultural community within the City limits. The area provides valuable resources to the residents of the greater Spokane area through its garden produce.

It is the objective of this plan to encourage and retain this agricultural use in Latah Creek as long as economically feasible while improving the area's residential quality. This will be accomplished in conjunction with additional park developments, open space additions, trails and paths adjacent to the creek and linking open space, and enhancement of the area's total fabric.





Latah Creek—a broad green valley . . . and a stream to preserve and enhance the City.



Preservation of stream banks to control sedimentation.



Agriculture, parks, and open space are a part of the Plan.

BACKGROUND

Latah Creek, or Hangman's Creek, as it has been known for many decades within the City limits, has figured somewhat in the history of Spokane.

The name itself, Hangman Creek, has been attributed to the hanging of an Indian Chief, Quaichien, by the namesake of Fort George Wright College, Colonel George Wright, in the mid-1800's. Numerous other hangings took place in the area of the creek preceding and following the Chief's hanging.

The area along Hangman Creek in the vicinity of the presently existing Sunset Highway Bridge was at one time the campsite of the Upper Spokane Indian band. There was also a campsite near the Peaceful Valley community where semi-annual fishing took place.

The present name of the creek, Latah, as used in the Plan, is the name common to it for the majority of its course. The origin of the name Latah is not precisely known, but is said by one authority (name unknown) to be an Indian word meaning "succession."

The results of the recently completed Shorelines Inventory for the City of Spokane classified Latah Creek as a "floodway" because of the gradient being between +25' and +5' per mile. Several times in past decades, the lower portion of the creek in the vicinity of the Spokane River has been known to flood the surrounding lowlands. On February 24, 1959, Latah Creek flooded and had an estimated peak flow of 16,400 cubic feet/second. Prior to this, there was a flood in 1948 with an estimated peak flow of 11,900 cfs. A severe flood also occurred in 1933, but no estimate was made of the flow. Damage in 1959 was averted by sandbagging, flood fighting, and raising the levees near Chestnut and 31st Avenue at a total estimated cost of \$2,000. Damage from the 1948 flood was negligible. Extensive silting has also occurred in the same area due to the farmland run-off collected by Latah Creek along its course from the southeast.

NATURE'S HERITAGE

Latah Creek, as Spokane's second largest waterway and tributary of the Spokane River, is a unique element in the natural character of the City. Collecting run-off from numerous farmlands out of the southeast, Latah Creek pushes its way into the City below the southwest bluff of High Drive Parkway and eventually merges with the Spokane River at the site of the existing High Bridge Park. In all, Latah Creek covers a distance of 4.75 miles as it meanders along the southwest side of Spokane. As a natural asset, it has potential in helping to satisfy the growing need for open space, nature, and recreation within the City limits.

In addition to the overall natural setting created by Latah Creek as it flows through the City, there are numerous micro elements which it either creates or supports along its path. The flora either supported or aided by the flow of Latah Creek is generally desirable and in turn aids or supports another subsystem(s) in the eco-system.

Latah Creek and its adjacent land area are in a valley floor which runs north and south. The height of the surrounding ground in relation to the creek bed varies from 100 feet to 500 feet, or from approximately 1800 feet on the valley floor to 2300 feet on the highest adjacent bluffs. The valley floor itself slopes in the direction of the Spokane River (north) which is the destination of Latah Creek's flow.

The visual quality of the surrounding bluffs and the valley creates a most impressive entrance to the City as you travel north along the Inland Empire Highway.

ENVIRONMENT

The Latah Creek environment was defined from existing planning documents and ordinances which either offered recommendation for the future land use of Latah Creek or dictated controls and guidelines for its present use. Further, the prevailing characteristics of Latah Creek and vicinity, natural and manmade, were also considered.

The environment includes that land area bounded on the north by the Sunset Bridge crossing over Latah Creek; on the east by the top of the bluff of South Hill roughly along the edge of the residential area and then along High Drive; on the south by the City limits; and, on the west by State Route No. 195. This combined with that portion of Latah Creek included in the Downriver environment now covers its entire length within the City limits.

PROJECTS IN THE LATAH CREEK DESIGN PLAN

(See plan on Page 62 for project location)

32. High Bridge Park Extension. This area is the extension of High Bridge Park which begins north of the bridges spanning Latah Creek. The area is undeveloped and has conservation potential. It is presently indicated as park land on the Land Use Plan and should be developed as such. The addition of a footbridge at some strategic point could improve pedestrian access to both sides of Latah Creek in this area. Provision for pedestrian movement on the 11th Avenue bridge crossing Latah Creek should be part of the total area improvement.

33. Conservation Area, Boise Cascade Mobile Home Park Area. The topography of the land area around the Boise-Cascade Mobile Home Park is steep on the east, south, and north sides. Those lands which are in private ownership which cannot be used for residential purposes should be designated as conservation lands. Such land can become an aesthetic buffer area for the mobile home park and adjacent buildable land areas.

34. Latah Creek Peripheral Conservation Zone. The designation of a conservation strip along the entire length of Latah Creek is proposed pursuant to the enhancement and preservation of this natural waterway area. The proposed conservation zone should coincide with the 200' boundary of the Shoreline Protection Management Act of 1971. Portions of land along the creek are presently in City ownership and over time increased acquisition of land should be encouraged as funds permit. Existing agricultural land uses should be encouraged to remain.

35. Latah Creek Urban Trail. Establishment of an urban trail is proposed to run the length of Latah Creek from the High Bridge Park area to the southernmost park conservation area below the Cheney-Spokane Road and S.R. #195 intersection. The trail could provide a link to major park-open space developments along Latah Creek from the intensive activities of High Bridge Park to the more passive elements of Latah Creek elsewhere. An urban bike trail along this same path is proposed when urban development in the area intensifies.

36. Townhouse Developments, North Portion Residential Area. A townhouse apartment development is suggested in this area to improve the residential quality of this environment. This will help satisfy an increased demand for more medium density housing in Spokane expected in the future. The proximity of the area to the CBD and its parks, open space, and urban trails potential are strong factors favoring townhouse developments in the area. The PUD concept should be used if possible.

37. Conservation Area, East Side of Latah Creek. The portion of the study area east of Latah Creek is generally steep and uninhabitable. Soil characteristics are such that development would be questionable. The principal value of the land would be conservation and open space. The ownership of the land is public and private with a railroad track passing through the northern and central portion of the area. The City of Spokane owns a major section of land adjacent to High Drive and running down to the eastern edge of Latah Creek.

38. High Drive Conservation and Park Area. This is the area adjacent to and above Latah Creek running along High Drive that is presently in City ownership. The enhancement of this area to a level providing a park setting along Latah Creek and an area for passive recreation along High Drive is proposed. Improvements in this area will add to the overall preservation of Latah Creek and its potential for helping to satisfy the recreation needs of Spokane's citizens.

39. High Drive Urban Trail. Establish an urban trail for walking along the upper portion of the High Drive Conservation area parallel to High Drive. The enjoyment of existing vistas along High Drive could be increased through the development of an urban trail for passive recreation purposes just below High Drive running the length of the existing conservation area. Development of sitting areas along this trail could allow for older persons and young children to rest. The views from this area are outstanding and worth sharing with the public.

40. Latah Creek Park. This is an undeveloped park area bordering the creek between 12th and 16th Avenues adjacent to the northern residential area (5). The park is in a natural setting. As a presently owned site in the City's parks system, it offers potential for enhancing the Latah Creek area. Its development should coincide with new residential development in the area providing for complementary elements.

41. Wentel Grant Playground. The playground is presently an undeveloped tract of land along Latah Creek from the Chestnut Street bridge south to approximately 19th Avenue. The picturesque setting of the two bridges and the creek offer outstanding potential for playground-park development. The proximity of the playground to Latah Creek Park forms a vital link in the area's recreation development and an attractive incentive for new residential development nearby.

42. Agricultural-Residential Area, South Portion. The majority of the study area's buildable land is located in this area. Presently, the area is a mix of truck gardening, single-family suburban residences, mobile homes, and various commercial and other uses. The area is desirable as future residential land provided complementary improvements are made to the area. Presently, the agricultural use is productive and should be encouraged. However, at some point in the future, the land may become more valuable for residential use. This is partially occurring with the introduction of mobile homes here. A high standard in planning a residential environment should be sought in all future mobile home parks in the area. Properly planned and guided, the area can provide permanent living areas for various life styles, conventional housing and mobile home dwellers in a parklike setting with a minimum of outside intrusion. Improved mobile home park standards relative to landscaping, parking, site plan, amenities, utility location, and sewers will greatly enhance the desirability of the area. Eventually, the installation of a permanent sewage system in the study area, once the residential density warrants the investment, will add immensely to the area's residential desirability.

43. State Route #195, Parkway Beautification. State Route #195 is the principal highway into Spokane from the Palouse region. The visual quality created by Latah Creek Valley and surrounding bluffs as the highway penetrates the City would be enhanced by plantings and landscaping to create a parkway type of highway. Such landscaping would provide a welcome buffer for adjacent residential, conservation, and agricultural areas east of the highway.

44. Inland Empire Way—Parkway. Improving this as a parkway will complement the other area-wide developments and provide a pleasant arterial for area residents and visitors.

45. Commercial. Commercial land use in the study area are all local business providing minimal services. Their numerous locations add to the present fragmentation of the area. In the future, commercial uses in the study area should be encouraged to concentrate into one location. The development of one commercial center approximately central and equally accessible to all area residents should be planned for this area.

46. Boise-Cascade Mobile Home Park. Boise-Cascade Mobile Home Park displays a desirable residential environment complementing the natural setting of the area and the site. This use is expected to remain.

The Land Use Plan

EXISTING LAND USE

PROPOSED LAND USE

RESIDENTIAL

PUBLIC AND SEMI-PUBLIC

COMMERCIAL

INDUSTRIAL

CIRCULATION

**CULTURAL, HISTORICAL, AND
PUBLIC SITES**

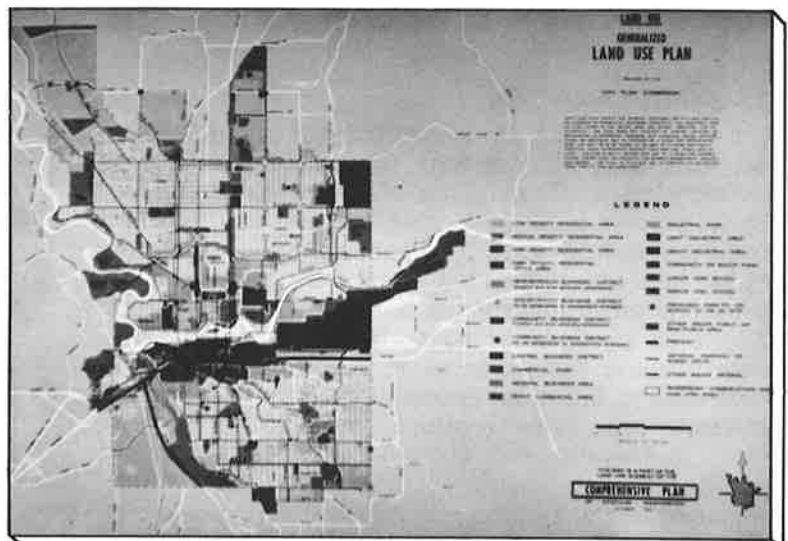
FLOODING

TAX BASE

EFFECTS ON ADJACENT LAND

SUMMARY

IV



THE LAND USE PLAN

The proposed Land Use Plan for the Spokane Riverfront District must be considered in conjunction with the stated goals, objectives, and policies, with the concept of the four environments, and finally with the Action Program that includes the program, priorities, zoning, and revenues anticipated. The Action Program provides a framework for realizing the Plan.

The Land Use Plan has been based on the major findings and conclusions resulting from extensive planning efforts undertaken over the years. The Plan is flexible so that if a change in the future is necessary in the interest of the public, it may occur.

The existing and proposed land use is explained as well as the implications of the proposed land use relative to zoning, flooding, adjacent land area, cultural, historical, and public sites, and the City tax base.

EXISTING LAND USE

Land uses in the Riverfront District are varied and in many stages of change. The public and semi-public uses, such as parks and educational institutions, provide a stable element of land use throughout the riverfront area. The existing parks and open space land use evokes the goal of enhancement and preservation sought for the entire Riverfront District. Scattered portions of land, neglected for decades, now possess the potential for expanding desirable land uses in the area. Economically and functionally obsolete uses likewise afford the potential of reuse more in keeping with current needs and the spirit of the Plan.

Included in the District are residential, commercial, and industrial uses which are vital parts of different

segments of the City. Commercial uses in the Central Falls Environment are important parts of the Central Business District and are also regionally significant. The industrial park uses are likewise a necessary and vital function of the City and region.

All of these desirable uses will be benefited by the implementation of the Plan and the accomplishment of its goals and objectives. A map in this chapter illustrates the existing land use in the River portion of the Riverfront District.

The Latah Creek portion of the Riverfront District is a mixture of land uses—some of which are in a transition stage. The predominate land use in the area for many years has been agricultural. A map in this chapter illustrates the existing land use in the Latah Creek portion of the Riverfront District.

PROPOSED LAND USE

The Riverfront District's proposed Plan will comprise 4814 acres of land in various intensities of use. The predominant uses in the proposed Plan will be similar to those existing, but will better utilize the 911 acres of dispersed vacant land presently found within the Riverfront District. The predominant public and semi-public and residential land uses will further increase their acreage through utilization of dormant land along the riverfront. A brief discussion of the land uses proposed for the Riverfront District follows.

The proposed land uses will be implemented under new provisions in the Zoning Ordinance. These additions to the Ordinance are intended to support the efforts of private enterprise and to guide future land development toward the achievement of the goals and objectives of the Plan. Maps of future land use in this chapter illustrate the proposed use of land for the Riverfront District and Latah Creek, respectively.

RESIDENTIAL

The residential environment of the Spokane Riverfront District will constitute the second most prevalent land use in this area. There is a proposed addition of 325 acres of residential use within the Riverfront District to the existing 627 acres. Whereas, many of the dwellings have deteriorated in quality, the proposed residential land use is encouraged to develop in a creative manner of the highest quality. Further, the new residential uses, as well as the existing, are planned with complimentary services and land uses. The deteriorated dwellings today, in many instances, are economically and functionally obsolete, and a new era of building is appropriate.

The advent of new building technologies and the ecological considerations dictated by the Riverfront Plan indicate good quality residential developments. The Planned Unit Development (PUD) concept appears to be an effective tool for planning and implementing residential development within the Riverfront District. The concept is complementary to the most prevalent land use proposed for the Riverfront District, which is open space and parks.

The single family residential area in the periphery of the Downriver Area in the Riverfront District is considered a transition area between the Riverfront and the rest of the City. It is intended to complement the adjacent riverfront development, provide maximum open space, permit maximum view of the riverfront area and encourage an appealing variety of single family, duplex and multi-family types of housing.

The two-family residential uses in the area known as Lower River Crossing and lower Peaceful Valley in the Downriver Environment are intended over the long term to be acquired for park and open space use.

In the interim, it is intended to permit development in those areas.

The medium density multi-family residential area in the Central and Upriver Environment along Bridge Avenue and Riverton are intended for planned unit developments. The multi-family zone on the south side of the river between Poplar and Jefferson is intended as a transition area between the open space on the river and the more intensive uses southward.

The high density multi-family residential zone of the Central Area along Riverside will provide attractive front and rear views because of the peculiar location of this property. The high density multi-family area south of Illinois requires the special provision of adequate sewer services. It was desired to keep densities to a minimum.

Residential office development in the courthouse area was planned to provide an open space link to the river.

Residential uses within the Riverfront District were located on the basis of long-range plans, suitability of site, and zoning. The residential use is divided into housing types:

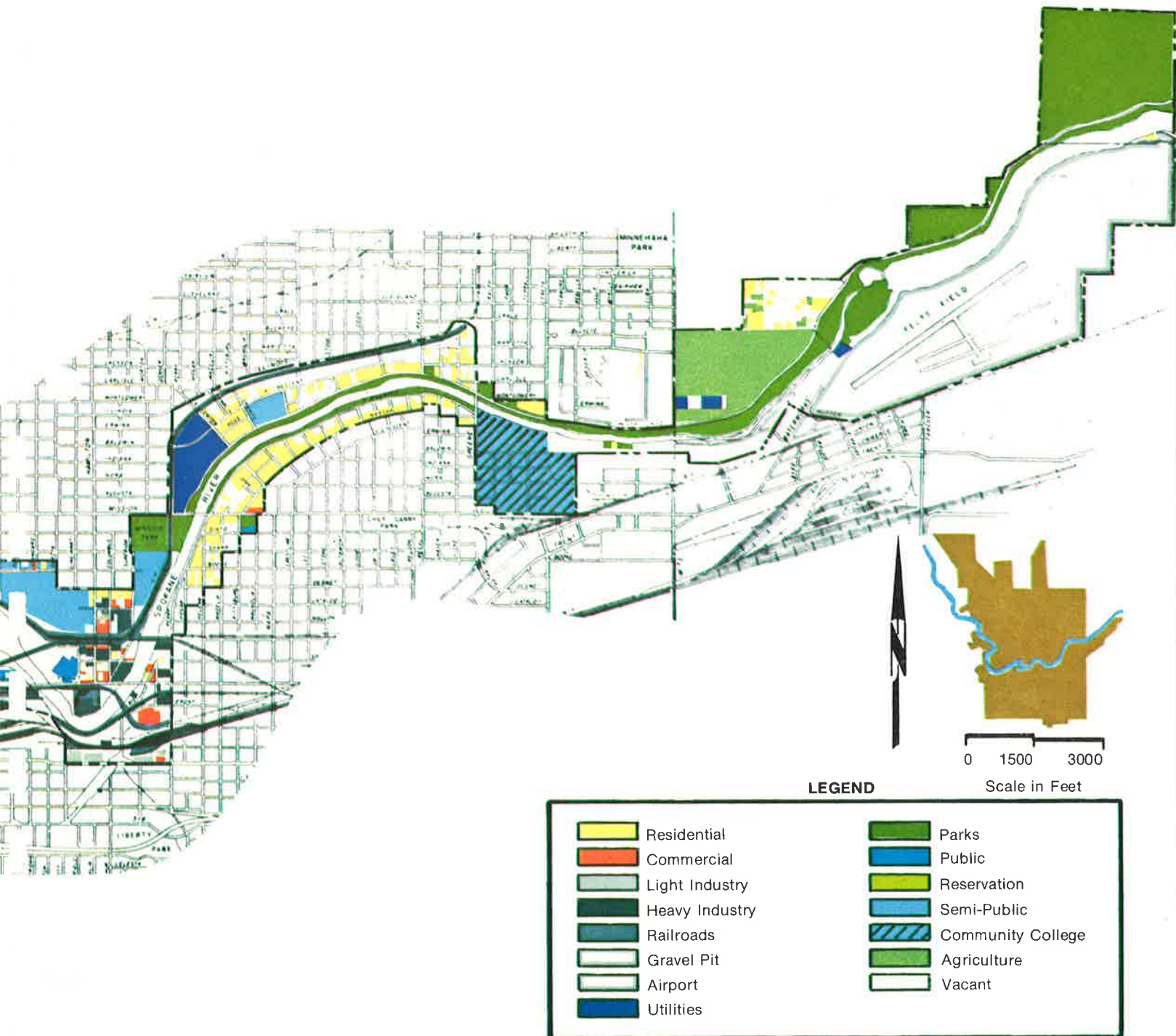
- a) Single Family
- b) Multi-Family, low rise, medium rise, and high rise
- c) Mobile homes

The various residential uses proposed for the Riverfront District affords housing for varying incomes and family sizes. Those existing functional dwellings within the area are intrinsic to the proposed residential environment.

Land use maps herein show the location of the proposed and existing residential areas. It is evident that the areas of multi-family residential development are an important element of the Plan.

EXISTING LAND USE RIVERFRONT DISTRICT





This map is part of the Comprehensive Plan of Spokane, Washington

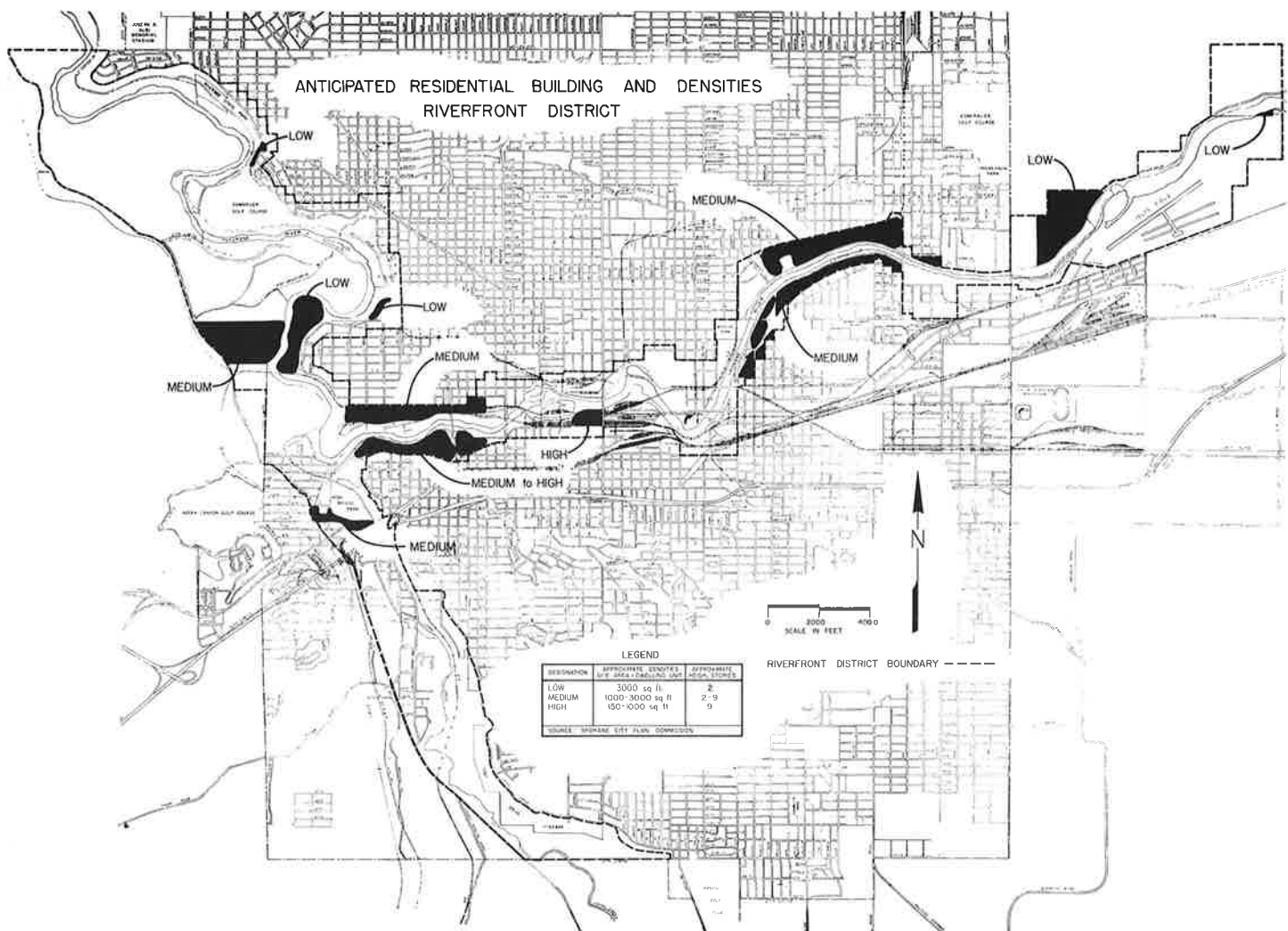
PUBLIC AND SEMI-PUBLIC

The Riverfront District is a unique and valuable asset for the people of Spokane. The basic concept of the Plan is to make the total Riverfront District a unified element of the City which permits optimum private development, yet preserves the area for maximum public use and enjoyment. Pursuant to achieving this purpose, the Plan provides for improved public access to the river for views and vistas of the water edge and promenades for strolling and window shopping as well as open space and small green areas for passive recreation.

Many of the public and semi-public elements of the Plan's Central Falls Environment are already being implemented in preparation for Expo '74. Removal of the railroad trestles, a monumental task, has been accomplished and site work on many of the Central Environment's pedestrian oriented spaces has been initiated.

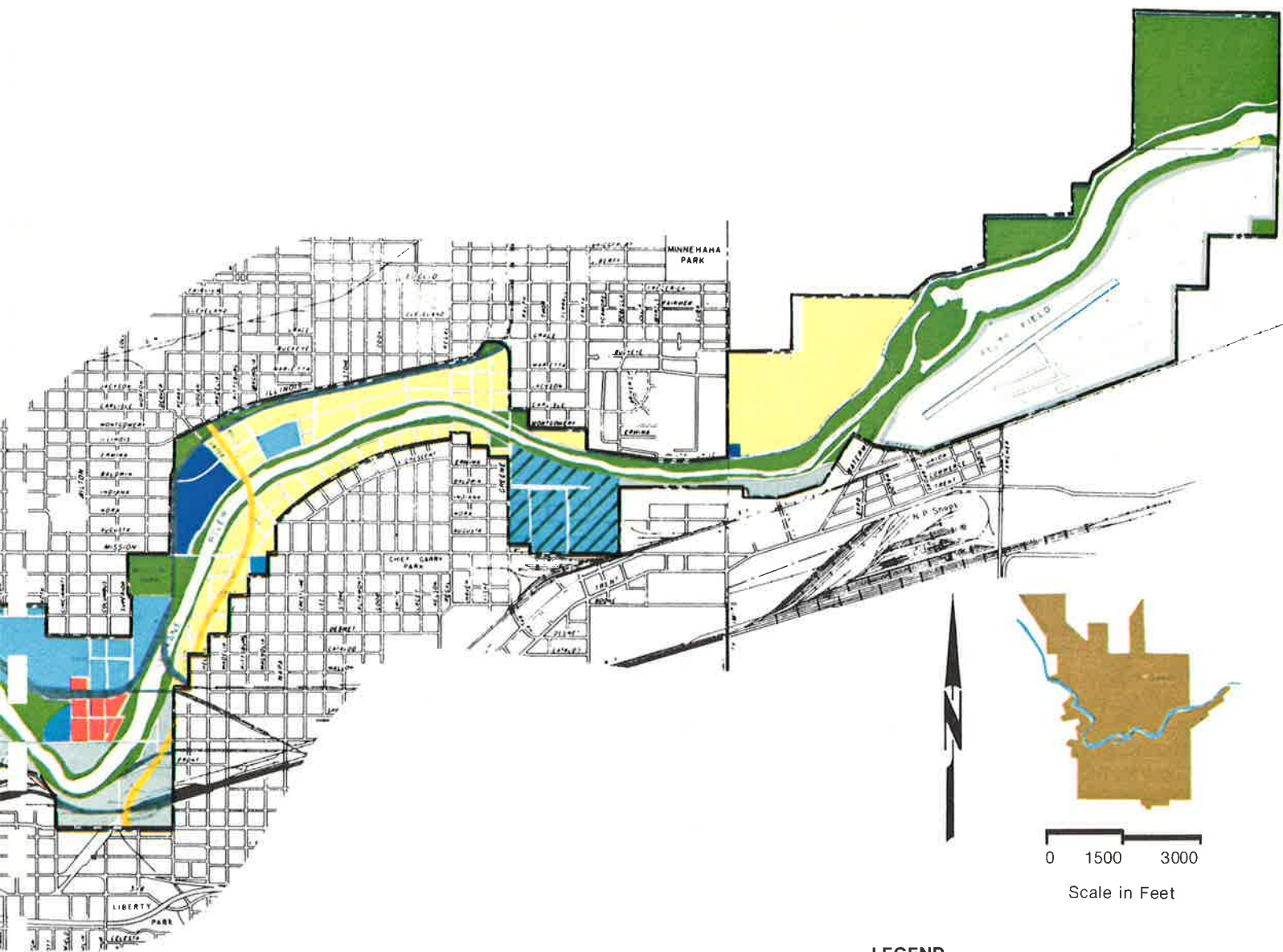
Bicycle/pedestrian paths along both the north and south sides of the Central Environment will be developed and retained following the end of Expo '74.

The quantity of public and semi-public land use proposed in the Plan has increased 654 acres over the existing. The primary increase will come in the park element with an addition of 466 acres over the present.

















FUTURE LAND USE RIVERFRONT DISTRICT





LEGEND

	Residential		Parks
	Commercial		Public
	Light Industry		Reservation
	Heavy Industry		Semi-Public
	Railroads		Community College
	Airport		North/South Freeway
	Utilities		Agriculture

This map is part of the Comprehensive Plan of Spokane, Washington

COMMERCIAL

The commercial element of the Riverfront Plan is found almost entirely in the Central Falls Environment. The north bank of the river between Division and Washington is planned as a promenade lined with mixed-use structures providing space for specialty shops and unique eating establishments. Second-level developments, including offices, studios, and apartments, are contemplated.

The heart of the Central Environment will be adjacent to and include a portion of the CBD. The enhancement of the riverfront in this area will be complemented by developments in the CBD in the form of new construction and renovations. In all, the Plan proposes an increase in commercial land use of some seventeen (17) acres over the existing ninety-five (95).

A commercial area is designated in the Central Area south of Cataldo to provide a place for commercial uses that find it desirable to locate near the center of the City but will avoid any conflict with other uses in the Riverfront Area.

INDUSTRIAL

Industrial uses, a vital element of the City economy, has a place in the Riverfront Plan. Compatibility of industrial uses, through application of the industrial park concept and landscaping, is possible in the context of the Plan's design. With the establishment of local and state controls and guidelines, many of the traditionally offensive characteristics of industrial uses can be prevented in the future. Extensive industrial uses should not be encouraged to locate along the river. Existing uses should not be categorically eliminated, but be required to conform to the Riverfront Development concept through visual and

environmental improvements.

The industrial area along the river on the north and south bank of the Central Area east of Division is for planned-unit development uses, educational, industrial, or residential, depending on what is feasible and desirable at the time of development.

CIRCULATION

An important element of the Plan is circulation, including both vehicular and pedestrian. The latter is addressed through provisions in the parks and open space portion of the Plan. The pedestrian circulation aspect of the Plan serves the dual function of providing walkways as well as a system of bicycle paths.

The vehicular portion of the Plan's circulation element has been designed pursuant to improved access and avoidance of pedestrian-automobile conflict. Development of parkways parallel to the river, realignment of peripheral streets and consolidation and tunneling of penetrating arterials all will contribute to improved circulation within the Riverfront District. Transportation planning for the CBD will interface with the circulation element of the Riverfront Plan to provide a comprehensive system for complementary movement within and between the two areas.

CULTURAL, HISTORICAL, AND PUBLIC SITES

The significance of cultural, historical, and public sites was considered in the development of the Riverfront Plan. It identifies these sites and stipulates provisions for their enhancement and preservation. In drafting the various zoning provisions, the special needs of these sites were respected. Compatibility of

land uses was sought in the Plan relative to these uses adjacent to these sites.

FLOODING

In developing the Riverfront Plan, attention was given to its natural characteristics and habits. The river on occasion has flooded adjacent lowlands in previous years. The Plan took these potential flood plain areas into account when proposing future land uses. Those areas susceptible to flooding are recommended to be developed into uses compatible with a potential flood plain, i.e., open space, agriculture, etc. Only development that cannot avoid the flood plain is permitted inside the area, and then it must be of a flood resistant type of construction. The 100 year flood plain which the Corps of Engineers advises equals the 1933 flood level is shown on a Map in this Chapter.

TAX BASE

Recommendations within the Riverfront Plan suggest quality and longevity in future developments and land use. Marginal and obsolete structures and uses are encouraged to be improved and renovated. The Plan indirectly encourages an improved tax base within the Riverfront District providing an asset to the entire City, today and in the future. Numerous obsolete uses and dormant land in the past have impeded new uses and an improved tax base within the area. The quality and type of uses proposed by the Plan indicate a potential increase in the tax base for the area as well as adjacent areas.

EFFECTS ON ADJACENT LAND

Secondary effects of the Riverfront Plan will include among other things, new developments within ad-

jacent land areas. As the Plan is incrementally implemented, this will create demands on land adjacent to the riverfront area. These demands will be influenced by the type and quality of riverfront area developments. The redevelopment of obsolete and vacant land in adjacent areas will receive impetus from the Riverfront Plan. The effect of the Plan on these areas will be positive as well as beneficial to the immediate area and the entire City.

SUMMARY

The Riverfront Land Use Plan promotes and encourages numerous public and private developments in addition to establishing a level of quality. Further, the Plan provides the basis for formulating new regulations relative to flooding and zoning as well as directly affecting the tax base and use of adjacent lands. Finally, the Plan focuses attention on sites of cultural, historical, and public significance which are intrinsic to its implementation. Together, the above combine to form a complementary basis for assisting in the promotion and implementation of the Plan.

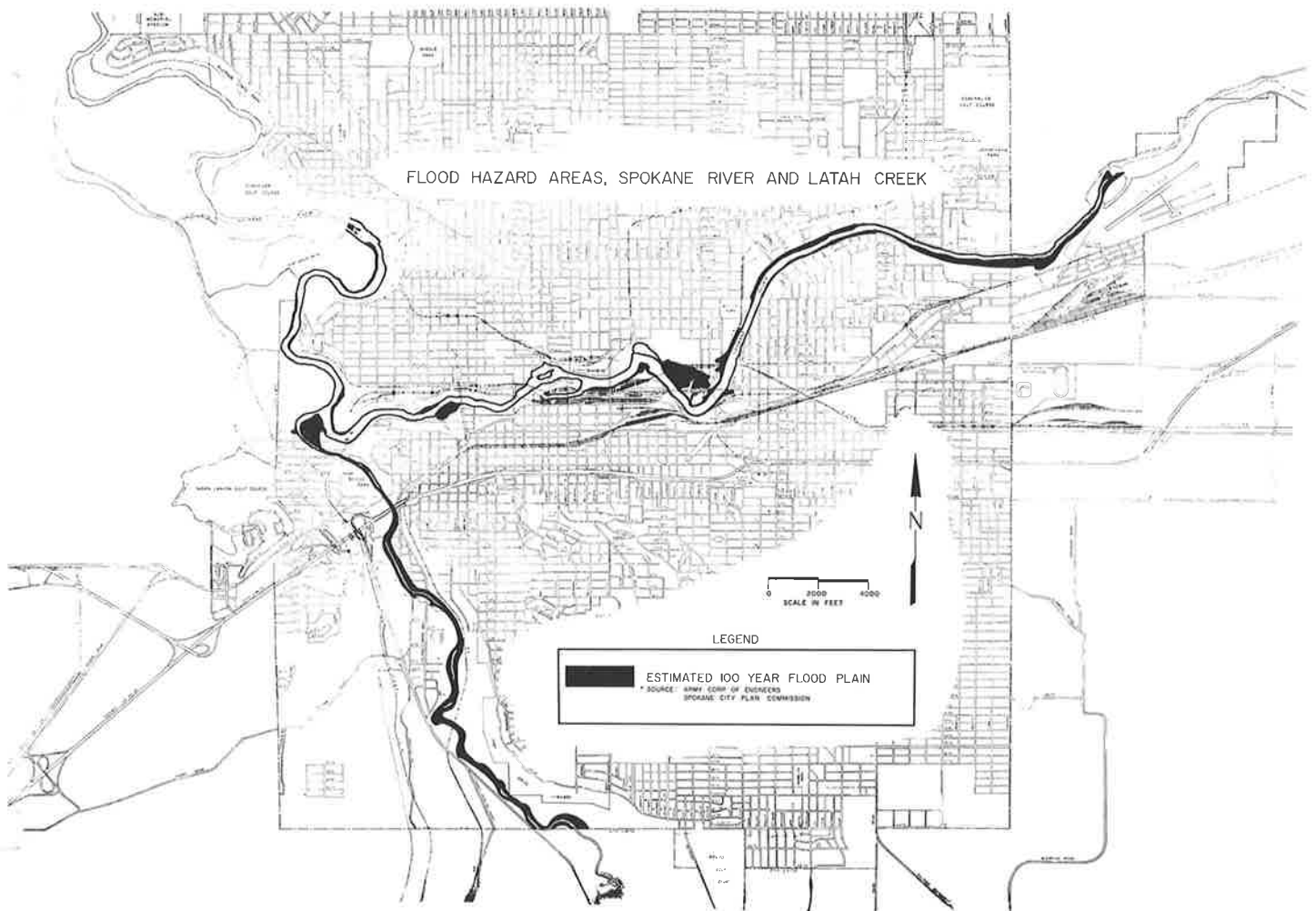
Economic feasibility of a plan is essential to its implementation. This plan has been analyzed from the standpoint of economic feasibility relative to the suitability and proper use of the land. In the opinion of the Riverfront Planner's professional appraisal consultants "the private and public uses as indicated in the plan are, in general, suitable and proper for development of the riverfront to its maximum potential consistent with the values of said land." The plan, as such, proposes compatible uses in keeping with the public interest and offers a feasible solution to the goal of returning the river to the people.

RIVERFRONT LAND USE IN ACRES AND PERCENT

Land Use	Area (Acres)		sub tot.	Percent		sub tot.
	Existing	Future		Existing	Future	
	sub tot.			sub tot.		
Residential	627 ¹		952 ³	13.02		19.77
Commercial	95 ¹		112 ³	1.97		2.33
Industrial		92 ³			1.91	
Light industry	87 ¹			1.81		
Heavy industry	46 ¹			.96		
Railroads	195 ¹	122 ³		4.05	2.53	
Gravel Pit	90 ¹			1.87		
Airport	400 ²	818	400 ⁴ 614	8.31	17.00	12.75
Public and Semi-Public						
Parks	1606 ²	2072 ⁴		33.36	43.04	
Public	19 ²	25 ⁴		.39	.52	
Reservation	75 ²	75 ⁴		1.56	1.56	
Semi-Public	473 ²	563 ⁴		9.83	11.70	
Graduate Center		14 ⁴			.29	
Community College	133 ²	2306	147 ⁴ 2896	2.76	47.90	60.16
Agriculture	231 ¹		116 ³	4.80		2.41
Utilities	60 ²		87 ⁴	1.25		1.81
North-South Freeway			37 ⁴			.77
Vacant	677			14.06		
TOTALS	4814		4814	100%		100%

1. Existing private development: 28.48% or 1371 acres; 2. Existing public and semi-public: 57.46% or 2766 acres;
3. Future private development: 28.95% or 1394 acres; and 4. Future public and semi-public: 71.05% or 3420 acres.

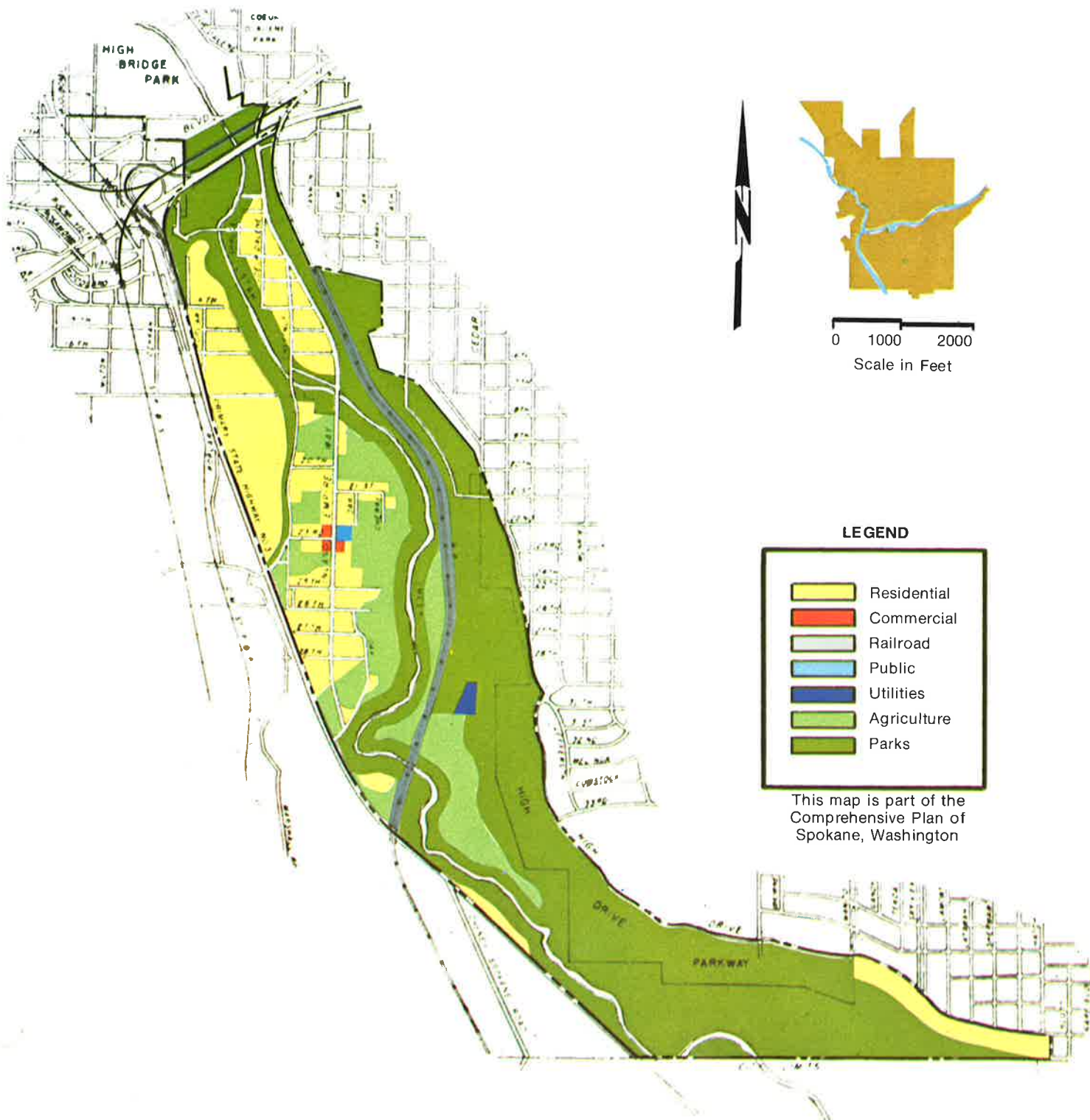
Source: Wall Land Use Plan, City Plan Commission 1972: Riverfront Phase III Plan: Comprehensive Plan



EXISTING LAND USE — LATAH CREEK



FUTURE LAND USE — LATAH CREEK



The Environmental Impact Statement

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SPOKANE RIVERFRONT DISTRICT



THE ENVIRONMENTAL IMPACT STATEMENT

SUMMARY

The proposed action is the preparation and adoption of the Riverfront Plan element of the City's Comprehensive Plan which will guide development in the riverfront areas of the City. The environmental impact on the City and the people will indeed be major, but it will all be positive and will be far reaching in public betterment, throughout the City. Moreover, it is a feasible and publicly-supported plan that is being carried out voluntarily and enthusiastically by private as well as the government sector. No greater success for a plan can be witnessed than the planned redevelopment of the Central area, today the scene of the World's Exposition and tomorrow the striking new Central Park, government and cultural area.

SCOPE

The Environmental Impact Statement is applicable to the Riverfront Development Plan as an administrative document and is not intended as an impact statement for each individual project generalized in the Plan. Each major and significant development within the riverfront area will require an environmental assessment and possibly an environmental impact statement, prior to any action. The Plan is generalized and flexible, subject to change, and once a specific project is decided upon, an environmental assessment will be required to determine the significance of the action and perhaps a shoreline permit if it is within the shoreline area.

THE PROPOSED ACTION

Adoption Phase III Program

The City in 1972 adopted a final Riverfront Plan in map form. The City proposes to adopt Final Phase III Riverfront Program Report as an element of the City's Comprehensive Plan. This Impact Statement is on this action of adopting the overall Riverfront Development Program which would be implemented by other actions in the ensuing years.

Justification for the Proposed Action: City Council Directive to Prepare Plan

In late 1966 the City Council granted authority and approved an amount in the City Plan Commission budget to prepare the Riverfront Development Program. The professional team, Spokane Riverfront Planners, was retained to assist the Plan Commission and its staff under the direction of the Planning Director, Vaughn P. Call. The Program commenced in 1967. The City Council in granting authority to the Plan Commission to undertake the Riverfront Plan specifically stated that there be an Action Program. This Action Program was to be implemented as soon as possible but in any event before the final Plan was completed and adopted.

Description

The proposed Riverfront Development Program of the City of Spokane covers the area along the banks of the Spokane River and Latah Creek, encompassing

some 4,814 acres of land. A generalized design plan for the four environments is included in Chapter III.

Historical Background

Development of the Spokane Riverfront Plan has come about through foresight and persistence. In 1958 and 1959 the City Plan Commission undertook a study of Havermale Island, the Falls area. In 1961 the City Council declared the area a cultural center. In 1963 the City Plan Commission and its Director proposed the riverfront project to reclaim and develop the river for the benefit of the community. In 1965 the Plan Commission and Park Board submitted a Parks and Open Space Plan in which the riverfront conservation area was officially designated. In late 1966 the City Council granted authority for the Plan Commission to undertake and prepare the Riverfront Development Program as previously stated.

In 1967-1968 Phase I was prepared. The concepts for Phase I were adopted by the City Council in May 1968. Phase II was completed in 1968-1969 and subsequently the preliminary plans for the riverfront were adopted by Council in June 1969. Phase III Final Riverfront Plan in map form was adopted in March 1972. The Plan has been officially adopted as part of the City's Comprehensive Plan and is being implemented.

Public Participation: Phase I, Phase II, Phase III

The proposed Plan in phases was outlined in slide programs and public review that have been given repeatedly to hundreds of groups in the City over a period of some four years. A model and pictorial display of the Design Plan have also been on public display for years throughout the City. During each slide program personal opinions from the audience were solicited in writing. Council and Commission members were also personally involved in giving these presentations. All of the eleven hundred property owners in the Plan's riverfront area were also sent individual letters asking for their personal ideas and plans. Newspaper and television reviews with colored pictures of the proposed plans covered the program repeatedly during this period. The key to its success was a good plan, effective communication, and effective involvement of citizens and elected officials.

Two years of meetings with the railroads preceded their decision to move. The Mayor, businessmen of the Expo '74 Board, senators, and congressmen kept contact with the presidents of the railroads to further encourage an early move. The railways adopted the Riverfront Plan in 1969 and, after months of work and meetings, including U.S. Supreme Court approval, the moves were authorized. They then agreed that the land they are vacating would be donated to the City for parks and a governmental-cultural center.

As of March 27, 1972, the public response is as follows: Phase I had a total of 638 written responses of which 625 were in favor of the Phase I concepts and 13 were against; Phase II had a total of 569 re-

sponses, of which 561 were in favor and 8 were against; and, Phase III had 251 responses, all of which were in favor of the Phase III Plan. This totals out for the three Phases as follows: 1458 written responses of which 1437 were in favor and 21 were against. In terms of public presentations of the slide program, it was as follows: Phase I, there were 36 presentations; Phase II there were 44 presentations; and, Phase III there were 45 presentations. This amounts to a total of 125 presentations to various groups throughout the community.

As part of the three phases of the Riverfront Program ample discussion was devoted to the various alternatives. Phase I constituted discussion of the concepts. Phase II was discussion of alternatives and preparation of the preliminary plan. Phase III constituted the Final Riverfront Plan. In each phase citizens were given an opportunity to voice their opinions and the Final Plan was determined based on a vast amount of citizen participation through public presentations, letters of response and suggestions, and individual card responses following the various meetings.

Relationship with Existing Laws, Policies and Plans

Phase III Riverfront Program is to be a part of the City's Comprehensive Plan as approved by the City Plan Commission, October 16, 1968 and by the City Council, November 17, 1969. At the time of adoption of the Comprehensive Plan, it indicated a riverfront observation area and stipulated that land uses in this area were to be determined after additional study, which is the Riverfront Development Program. The riverfront conservation area was established to protect the water from contamination, to achieve maximum use of the water as a power, recreation, and beautification resource, and to conserve, restore, and develop the beauty of the river, its banks, and adjoining properties.¹

Prior to the adoption of the Comprehensive Plan, the City Council in 1966, as previously mentioned, granted authority and approved an amount in the Plan Commission budget to prepare the Riverfront Development Program which constitutes Phase I, Phase II, and Phase III.

THE RIVERFRONT ECOLOGY

The Riverfront Development Plan has emphasized the importance of the future ecology of the river, the City, and its people. The Plan focuses on a wonder of nature—a river that enters the City as a serene, meandering body of water and culminates in the heart of this great City as a series of cascading rapids and impressive plunging waterfalls and then leaves it via a great natural gorge.

The river is the cohesive force that coordinates and links the whole Riverfront Plan. The central theme of the Plan is to restore and reclaim this river and its environs to its original ecology as nature created it. With this achieved to a point which is reasonable, it is proposed to involve this natural environment with the very urban environment that envelops it, particularly in the Central Area. It will orient the urban community to the river from whence the City itself emerged a hundred years before.

It is the intent, then, of this Plan to have people live, work, play, and relax within the influence and feel of their beautiful river and its impressive waterfalls. It is expected that there will be personal involvement for those who view the river or engage in activities within the riverfront area. There will be indirect involvement for those who in working or shopping or undertaking business, pass near it, over it, or through it. It will permit people to pass quickly from a very urban environment to a natural outdoor environment where they can readily use and enjoy their river. The Plan will induce social interaction between man and river and between man and nature. It is a Plan oriented to nature, parks and open spaces, and to a richer urban people. It is therefore a Plan for the highest and best community use of the river for the people of the City and region. The Plan will turn the face of the people back to the river and return the river back to the people.

THE PLAN

The Plan encompasses some 4814 acres of land along the banks of the Spokane River and Latah Creek. It is an essential part of the overall Comprehensive City Plan. The Plan includes new development as well as preservation and restoration of natural features. New development includes recreation facilities, government buildings, commercial development, residential buildings, industrial and utility structures, educational centers, an airport, and transportation facilities.

The preservation of nature includes the river, the riverbanks, the creek, some rock outcrops, and some of the existing vegetation, including a large forested area. It includes some of the important historical and cultural structures and sites. Preservation encompasses efforts to purify the river water and reasonably restore nature in many areas of the river valley.

The features of the Plan are located within four distinct natural environments defined on the basis of the natural characteristics of the river and the valley and the creek.

The Downriver Gorge Environment has fast water, steep bluffs, natural flora and fauna. The Central Falls Environment has falls, rapids, and an urban fringe. The Upriver Environment has a pastoral stream with shallow banks. The Latah Creek Environment has a meandering creek passing through a rural-agricultural setting.

¹*Parks and Open Space Plan, Spokane Park Board and City Plan Commission, adopted by the City Council, November 15, 1965.*

A good part of the Plan has already been implemented. There is no term in years for completion. The Plan implementation will continue over a number of years. However, most of it is scheduled for achievement in the next few years. Much of the Plan is general and detail is not spelled out, but of critical importance is the spirit of the Plan which must be maintained.

PROGRAM GOAL AND OBJECTIVES

The goals of the City of Spokane and the Riverfront Development Plan were outlined in the chapter, "The Challenge—The River and the City". In brief, it is intended to provide for a planned reuse of the riverfront area as the railroads could be relocated, and to reclaim and develop the river. It is intended to orient the community to the river from whence it emerged a century ago. It is felt that urban life is not incompatible with rivers, but rather than urban life is richer because of the river. It is, therefore, intended to plan for the best and highest use of the river for the people, the City, and beyond while living, working, and playing. The program objectives are: focus attention on the river, guide development of public land, enhance the use of private land, develop the economic potential, benefit the entire community, and reclaim the river with the keynote being "ACTION NOW".

Achieving these goals and objectives will eliminate much of the misuse of riverfront lands. It will preserve and improve the many present good uses of the riverfront lands and develop a delightful natural area in the heart of the City. It will provide legal restrictions against misuse and guidelines for the use of the river, its banks, and frontage lands. It will provide sites for public buildings and private development in keeping with the objectives of the Spokane Riverfront Development Program.

It is the intent of the Plan to have the people live, work, play, and relax within the influence and feel of their beautiful river and its impressive waterfalls. There will be personal involvement for those who view it or engage in activities within the riverfront area. There will be indirect involvement for those, who in working or shopping or undertaking business, pass near it, over it, or through it. The Riverfront Plan induces social interaction among men and between man and nature. The Riverfront Program serves all people young and old, rich and poor, regardless of color or creed.

EXISTING CONDITIONS AND ANALYSIS OF ENVIRONMENTAL IMPACT

Environments in Plan Area

The Spokane Riverfront Development Plan is located in a metropolitan community approaching a population of 300,000 persons. Spokane is the major city in this community, and it is the capital of a large "Inland Empire". The river and creek together pass for 20 miles through the City.

The Central Environment of the Plan was cluttered with man-made deterioration and lined for the most

part by railroads. Urban development stood like a wall along the river. The Central Business District, as well as civic and cultural facilities, are located near the central part of the river. The only function of the river in recent years has been a utilitarian one—to generate power and carry away wastes.

The Downriver Environment contains large areas of natural forest and riverbanks in the deep, wide gorge. It also has housing and college development, but it is essentially rural in contrast to the urban Central Area.

The Upriver Environment is smaller in scale due largely to the narrower and more shallow river valley. It is lined with residential and educational facilities as well as an airport and some agricultural and natural areas.

The Latah Creek Environment is a rural agricultural area with homes interspersed among fields and vacant land. The area is an agricultural asset to the City and possesses the potential for helping to satisfy its open space and produce needs.

Topography

Topography is essentially that of a river and valley. Above the falls the valley is shallow, while below the falls the valley is deep and wide and has acquired its characteristic title—the Gorge. The Central Area contains the falls and rapids. The Plan includes, as well, areas of flat land adjacent to the valley.

Geology²

The oldest parts of the Spokane bedrock began to form years ago as sand, mud, and gravel probably deposited in a shallow sea.

Sometimes after deposition, those sediments were deeply buried by other rocks heated, squeezed, folded, and recrystallized to form rocks like quartzite and gneiss. These rocks are not exposed in Spokane, but can be seen along the flanks of the Spokane Valley between Greenacres and the State Line.

A very long gap in the geologic history, extending from the period of recrystallization, makes geologic events during that time a great unknown blank. No events of that very long period of time are recorded in the rocks we now can see.

Large masses of molten rock were forced into the older rocks, replacing them or pushing them aside in places. These rocks cooled and crystallized to form granite and similar rocks, now exposed in the hills and settled out to form thick clay deposits—the Latah formation that is exposed many places in Latah and Spokane Valleys and elsewhere in northeast Washington today. The mud and the lava filled in the deep canyon east of Spokane to an elevation of nearly 2500 feet.

²Dr. Paul Weiss, Geologist, U.S. Geological Survey, Spokane, Washington.

When the lava eruptions ended, the Spokane River had joined the Clark Fork. Mountains northeast and northwest of Spokane (Mt. Spokane foothills, hills north of Spokane R. and L. Spokane, Wandermere, Tum Tum, etc.) were formed. Rivers flowed across the countryside but along different courses than those they follow today. The Clark Fork and Priest Rivers, joined by the Pend Oreille River that then flowed south, crossed Rathdrum Prairie and flowed through what is now Spokane Valley eroding a deep, steep canyon with a floor only about 900 feet above sea level. The Coeur d'Alene, St. Joe and St. Maries Rivers, source of the present-day Spokane River, probably did not flow through Spokane Valley. Instead, that water probably flowed southwest from the vicinity of Plummer, Idaho.

Years ago, black dense basalt lava flows erupted in eastern Washington. Eruptions eventually covered almost all of eastern Washington, including a large area in and near Spokane. Five-Mile Prairie, Green Bluff, Spokane's South Hill and Airway Heights were all part of one single, continuous lava flow. The lava flows covered the surface of the land to the southwest and formed a dam to the rivers. Spokane Valley became a large, deep lake. The streams that fed the lake carried mud that slowly filled the lake. Priest and Pend Oreille flowed together as a single stream that gradually cut through the lavas and lakebeds of Spokane Valley eroding it down until the Valley was re-excavated to a surface about 1500 feet above sea level. Between that elevation and the valley floor, some 600 feet or so of mud and lava remain to this day.

Glaciers moved south from Canada into northern Idaho and northeastern Washington. Parts of the valleys in which the ice moved were deepened—places like Kootenai and Pend Oreille Lakes. But as the ice moved farther south into Washington, it melted more and more. By the time it reached Spokane, it had thinned to the point where it could no longer move. The meltwater washed out great quantities of sand and gravel that choked and refilled the valley to an elevation of about 1800 feet in Spokane; and about 2300 feet at State Line.

The glacier that reached Spokane acted as a dam where the Clark Fork River enters Pend Oreille Lake. That dam formed a lake more than 2000 feet deep, 3000 square miles, with a volume half as great as Lake Michigan, 500 cubic miles.

Eventually that ice dam gave way, and the water was released to rush down through Spokane Valley and across parts of the lava plateau to the south and west. Great channels were eroded—Grand Coulee is the largest—and the upper several feet of glacial gravels in Spokane Valley were reworked. The Valley, however, was not deepened much by the flood. As the glaciers had melted away, the rivers acquired their present courses. The Clark Fork and Priest flowed west, then north, reversing the former di-

rection of flow in the Pend Oreille River Valley, the Spokane was left above in its valley. Since the end of the glacial floods the Spokane River has had time to erode only about 20 to 30 feet into the glacial gravels east of town. In Spokane and downstream, erosion has gone farther. Below the falls the river has deepened its valley 100 to 400 feet forming Spokane Falls, the Bowl and Pitcher, Nine Mile Falls, and so on. Latah Creek has deepened its valley too, cutting through the glacial sands and exposing them along the Inland Empire Highway and the road to Hangman Creek Golf Course. Hundreds of feet of glacial gravels, however, remain to form the upper part of the three-layer pile of material in Spokane. The old covered river valley still has a large "flow" of water underground from seepage of Pend Oreille and Coeur d'Alene Lakes as well as some percolation. This underground "river" amounts to about 2/3 of a billion gallons of water per day. This river empties large volumes of water into the Spokane River in the eastern parts of the City.

Geologic Periods and Strata

The following geological periods are known to exist in Spokane. (Source: U.S. Dept. of Interior, Reconnaissance Geologic Map, 1966.)

Cal-Alluvium. Silt, sand, and gravel along stream valleys; silt and peat in filled ponds and lakes.

Qgy-Younger Glacial Deposits. Glaciofluvial deposits of sand and gravel within valleys of Spokane and Little Spokane Rivers and Chamokane Creek. Lower terrace remnants probably reworked by streams. Includes some older glacial deposits such as sand and silt exposed along Spokane River below terrace gravels near western margin of map area.

Qgo-Older Glacial Deposits. Glaciofluvial and glaciolacustrine deposits of silt, sand, and gravel, usually stratified and well sorted; includes some morainal material along margins of Spokane Valley toward east edge of map. Lacustrine deposits stippled; includes sand and silt capping plateau remnant west of Chamokane Creek, flats around Deer Park and east of the Little Spokane River, and sand with some gravel within the drainages of Latah and Deep Creeks.

Tcr-Columbia River Group. Flows of dense, dark, tholeiitic basalt, usually from 50 to 150 feet thick. In this area, essentially flat lying. Includes pillow lavas and palagonite tuffs that increase in abundance toward the margins of mountains. In some places uppermost flows are more mafic and contain about 5 percent of olivine; remaining flows below are essentially olivine free; range in thickness from a foot or two at the margins of the mountains to more than 500 feet in some more deeply incised canyons.

Ti-Latah Formation. Siltstone, claystone, some sandstone, and minor conglomerate; predominantly lacustrine but contains some stream-laid deposits;

tan and gray in color; thin-bedded and in part laminated; in places contains abundant leaf impressions; Miocene in age (Chaney, 1959); underlies or is interlayered with basalt of Columbia River Group (Pardee and Bryan, 1926).

Soils

For an in-depth discussion of the various soils types and their characteristics one should consult the *Soil Survey, Spokane County, Washington*, U.S. Department of Agriculture, Soil Conservation Service, in cooperation with the Washington Experiment Station, March 1968.

Flora and Fauna

The existing forest cover is essentially a dry belt type consisting of Ponderosa Pine and Douglas Fir with grass and shrubs. The United States Department of Agriculture's *Soil Survey for Spokane County Washington*, March 1968, General Soil Map, indicates the Spokane River drainage area through the County as the Garrison-Marble-Springdale association. This soil association is somewhat successfully drained and excessively drained sandy and gravelly soils formed in glacial outwash. The vegetation characteristics of this association were bunch grass or open stands of Ponderosa Pine and understory of bunch grass. Large areas are still under natural vegetation, but a larger part, including Spokane and Spokane Valley are urban. Garrison soils are suited to small grains, alfalfa, and grass. Much of the acreage of Garrison soil is irrigated and a variety of grain, orchard, and vegetable crops are grown. Springdale and Marble soils are better suited to pasture and to trees rather than to crops. Alfalfa also grows fairly well on these soils once it is established. Most farms in this association are less than 200 acres in size.

Existing Vegetation

Based on material written by the Soil Conservation Service of The U.S. Department of Agriculture, the vegetative types can be categorized as follows.

The natural vegetation, depending on detailed soil, slope, aspect, and other ecological factors of the site, includes the following:

Ponderosa Pine	Bluebunch Wheatgrass
Poplar	Bluegrasses
Willow	Idaho Fescue
Black Locust	Pinegrass
Serviceberry	Lupine
Wildrose	Native Yellow Trefoil
Ninebark	(Lotus)
Chokecherry	Quackgrass
Hawthorne	Reed Canarygrass (at
Balsamroot	water's edge)
Wide variety of other native plants	

This natural vegetation is attractive and desirable to be retained on the long term. There are extensive areas, in particular in the Downriver Area where natural vegetation occurs.

Riverbanks and Terraces Now in Weedy Cover. Where the soils have been changed from their original condition, have been disturbed by traffic, dumping of debris, etc., to the extent the areas are not stable, undesirable weeds are invading and an unsightly appearance has resulted.

These also include areas such as gravel pits, borrow areas, new road fills or cuts, riverbanks where debris from commercial and domestic activities is dumped. Many of the areas are covered with weeds such as hairy vetch, cheatgrass, etc. While they may furnish some ground cover, they become a serious fire hazard during July and August.

Dalmation toadflax is invading many areas. It is a noxious weed.

Very Steep, High Riverbanks, Mostly Gravelly Soils and Droughty Conditions. These areas generally are fairly well stabilized by present cover of grass and weeds. There are local areas of unstabilized soil and the overall general appearance leaves much to be desired.

There is little or no opportunity to make the slopes less steep and better suited to vegetation.

Roadside Stabilization and Beautification Area. Generally these include the roadside ditch and back-slope on the cuts. Most are very short slopes. At the present time, most are on slopes too steep to establish effective cover.

Areas Where Domestic Parks, Landscaping, Etc. Have Been Established. Prime examples of work which have been done is that of the offices of the Washington Water Power Company in mid-downtown areas.

Future Vegetation

Research undertaken by the U.S. Soil Conservation Service on the existing soils, topography and present vegetative cover leads to recommendations as to what vegetative cover could be maintained or planted effectively under these conditions. For the purposes of the future Shorelines Management Plan, these adapted or suitable vegetative species are as follows:

Grasses

Idaho Fescue—the native, fine-leaved bunchgrass. Seed of this species is not available commercially. Native collections would have small chance for survival.

Hard Fescue—an introduced fescue with appearance similar to that of the native Idaho fescue. A very tough, aggressive bunchgrass when established. It is slow to establish (3-4 years), but re-seeds itself well. Seed is available commercially. Seed 2-3 lbs./acre in mixture, 6-8 lbs./acre alone.

Bluebunch Wheatgrass—the other common bunch grass of the native vegetation. A selected variety called Whitmar is available commercially. The grass is rather slow to develop and is somewhat difficult to establish. Seed 3-5 lbs./acre in mix-

ture, 6-8 lbs./acre alone.

Big Bluegrass—a native tall-growing bunchgrass. The selected strain, Sherman, is available commercially. It is somewhat difficult to establish, but once established tends to reseed itself. Seed 4-6 lbs./acre in mixture, 6-8 lbs./acre alone.

Sandberg Bluegrass—a small, early-maturing bluegrass that provides some ground cover between the bigger bunchgrass plants. The small grasses are important for erosion control in the native vegetation. Seed of this or similar type bluegrass is generally not available commercially.

Cheatgrass Brome—a common undesirable annual occupying disturbed areas. It is often the first to cover exposed soils. It matures early, has "sticking" seed head that is not painful, but is a nuisance in shoes and clothing. This grass matures early and has an extremely high fire hazard. It should be replaced whenever possible by perennial bunchgrasses.

Bubous Bluegrass—a small bluegrass very similar to cheatgrass. It has a stronger root system than cheatgrass, so is more effective in erosion control, but should be replaced possibly by bunchgrasses.

Sod-Type Grasses—here are a "number" of isolated small areas of higher moisture where quackgrass, Kentucky, or Canadian bluegrass, and western wheatgrass may be present. These grasses will dominate the specific areas and should be left undisturbed when possible.

Forbs and Weeds

Balsamroot—the large gray-leaved, showy sunflower-like bloom that is a native of the plant community. These are an integral part of the native scene and should be saved when possible. Seed of the balsamroot is not generally available commercially.

Dalmation Toadflax—often called wild snapdragon. It is an attractive yellow flowering plant that adds color to the landscape in the spring. It has become a serious weed and should be controlled when feasible. The present recommended control is 2 lbs. of Silvex per acre in the stem elongation stage. When control measures are contemplated contact the local county agent for the latest control measures.

Iris and Hollyhock—These are not native. Their drouth tolerance should not be overlooked as excellent plants to add a little color to an otherwise colorless area.

Vetch—The hairy vetch so prevalent during the summer of 1967 is a common plant. Its abundance depends upon weather conditions. Some years it may be hardly noticeable, other years it may dominate the area. Dense native or introduced perennial vegetation will be the best control for the species. It does create a fire hazard when dry.

Babysbreath—This is a weed that escaped cultivation. It can make large areas unattractive, a high fire hazard, and a source of weed infestation. Soil sterilants appear to be the only control at present.

Diffuse Knapweed—Common in some areas but not a problem like toadflax or babysbreath. Can be controlled by 2 pounds 2-4-D/acre if sprayed before 6 inches high in spring.

Trees

Ponderosa Pine—the large native conifer that is probably the best adapted tree for most of the area. There is a wide variation by seed source, and care should be taken to use stock from local or comparable sources.

Scotch Pine—an introduced pine that is faster growing than Ponderosa and is well adapted to drouthy sites. Extremely variable as to seed source. Used on the bank planting near the Monroe Street Bridge.

Rocky Mountain Juniper—a small evergreen tree, 15-20', that is native along the Columbia River to the north and to southern Idaho. It is well adapted to these tough conditions. Good for landscaping odd areas. Nesting sites for numerous songbirds.

Black Locust—This is a tree common on many of the areas along the river. It is an extremely drouth-hardy, fast-growing tree, and has good regrowth ability when damaged. It has a tendency to sucker and can be quite brushy when left to grow wild. Black locust is a common tree in the parks and yards of Spokane. It is very susceptible to 2-4-D spray. Survival of good tree stock should be high.

Chinese Elm—another tree common along the riverbanks. This elm is drouth hardy and easily established. It is a prolific seeder and because of its brushy wood, breaks easily in high winds or ice storms. It is common in yards in north Spokane. Appears to do well on the toe slopes of sand pits, borrow pits, etc.

Lombardy Poplar—the tall narrow stately tree used as a screen around the Gonzaga athletic field and growing wild in other areas. It is best propagated by rooted cuttings. Care should be taken not to plant this tree where it will grow too large for its moisture supply. It is extremely fast growing and grows well where there is ample moisture. It is an excellent tall screen for dumps, borrow pits, etc.

Native Poplar, Willow or Cottonwood—These should be limited to the low areas where ample moisture is available. They will take limited flooding.

Shrubs

Ninebark, Wildrose, Hawthorne, Serviceberry,

Syringa—These are native shrubs that will grow well where there is a slight increase in moisture, such as in swales, moisture seeps, etc. Serviceberry is attractive in early spring when its white flowers are extremely showy. Adapted varieties may not be available commercially.

Russian Olive—an introduced, fast-growing very drouth-tolerant, large shrub or small tree. Fragrant in spring. Its silvery-gray foliage is especially good in contrast with darker green foliage of pine, locust, lilac, etc. Makes an excellent dense screen. Excellent nesting cover for songbirds.

Lilac—the common lilac is a tough, drouth-tolerant shrub that is somewhat slow to develop. Very susceptible to 2-4-D and should not be planted along areas to be sprayed with this herbicide. Since Spokane is the "Lilac" City, perhaps lilac is a shrub that should be used extensively on the drier sites even though it is not native. Care should be taken in using improved varieties since they may not be as drouth-tolerant as the common lilac.

Sumac—This is a hardy shrub adapted to dry areas. Its bright orange-red leaves make it an excellent ornamental for wild areas.

Vines

Virginia Creeper—appears to be well adapted in the areas where there is more moisture available. This is in such locations as low banks near relatively stable water levels, areas where there is considerable mist and possible seeps from runoff.

Climbing Nightshade—a dense vine well adapted to damp shady places. It is growing on the banks close to the river in several areas. Since its bright red fruit is highly poisonous, it should not be planted where it will be accessible to children.

Matrimony Vine—is the best vine-type shrub that will take extremely dry sites. It is a large, dense, coarse shrub that will form a heavy cover, but will not spread to form a carpet of vegetation. Not native.

Wild Blackberry—quite similar in general growth habit to matrimony vine. It should be in generally non-accessible areas where coarse rough cover is desirable. Proper planting of these two shrubs is a good means of limiting access. The fruit of

the blackberry is edible by humans. It is also valuable as nesting cover and food for many of the native songbirds.

Fish

In Spokane's early history, the Indians' principal food during the winter months was dried and smoked salmon and trout caught in the Spokane River. Evidence has been found where the Indians obtained clams from these same waters. Today there are no salmon or clams since the construction of dams has prevented the movement of these fish up the river to spawn. There are no hatcheries, fish runs, or spawning grounds located along the river today.

The section of the river below the Monroe Street Bridge, known locally as Downriver, contains predominately scrap fish, suckers, squaw, perch, etc. This is particularly true in the backwaters of Nine Mile Dam. The Downriver section of the river has received most of the sewage from the City of Spokane since its early history until 1958 when the primary sewage plant was completed. The discharge of sewage into the river is believed to be conclusive to the production of these scrap fish and the reduction of trout.

The Upriver section of the river, above the Monroe Street Bridge, contains predominantly trout. Each year several large trout are caught in this section of the river. Several attempts have been made by the Washington State Department of Fish and Wildlife to plant fish into this section of the river. The results are shown on the attached table. Conclusions drawn from these plantings are: (a) River plantings provide immediate results only; fish will not carry over from year to year; (b) The cost of planting is extremely high which have produced poor results. Fish, without planting, will produce more fish than the water will support with the largest and healthiest fish surviving. This fact has resulted in the area above the Monroe Street Bridge being noted for large trout and has provided considerable trophy fishing.

Large fluctuations in the water level of the Spokane River, created by the dam at Post Falls, have had a dramatic effect on the quality and quantity of fish in the Spokane River. Fish are dependent on small water animals for food. Large and rapid fluctuations are detrimental to the production of these small water animals and consequently limit the amount of food available for fish.

TABLE 1—FISH CAUGHT AND PLANTED IN THE SPOKANE RIVER

Year	Plantings ¹	Men Checked	Rainbow	Catch Eastern Brook	Catch/ man	(Rainbows/ man
1948	5,780 at 5/# (8")	16	3	6	0.5	(0.2)
1949	6,280 at 8/# (7")	15	—	—	0.0	(0.0)
1951	6,300 at 6/# (8")	62	81	39	1.9	(1.3)
1952	4,500 at 4½/# (8½")	91	30	56	0.9	(0.3)
1953	17,660 at 6/# (8")	70	18	34	0.8	(0.3)
1954	5,000 at 4½/# (8½")	97	52	34	0.9	(0.5)
	<u>4,255 at ¾# each (13")</u>	<u>351</u>	<u>184</u>	<u>169</u>	<u>1.0</u>	<u>(0.5)</u>
	49,775					
1955	None	14	17	21	2.7	(1.2)
1956	None	58	4	14	0.3	(0.1)
1957	None	69	13	23	0.5	(0.2)
1958	None	48	9	22	0.7	(0.2)
1959	None	43	14	10	0.5	(0.3)
1960	None	127	25	31	0.4	(0.2)
		<u>359</u>	<u>82</u>	<u>121</u>	<u>0.6</u>	<u>(0.2)</u>

Source: Fish Data Planting and Catch Spokane River Obtained from Don Ernest, Fish Biologist, Department of Game, North 8702 Division, 12 December 1971.

¹All Rainbow.

At the present time, the Spokane River and Latah Creek are not prime fishing, particularly when there are many excellent fishing lakes and streams located near Spokane.

Latah (Hangman) Creek supports a population of fish. A report from the U.S. Fish and Wildlife Service showed the following fish reported at a station along Latah Creek in the City. The Creek did have salmon and whitefish. There is a heavy silt load in runoff periods. Other farming activities have degraded the water quality.

Species	
Speckled Dace.....	38
Chiselmouth	36
Redside, Shiner	13
Squawfish	10
Bridgelip Sucker	7
Largescale Sucker	8
Torrent Sculpin	—
Brown Bullhead.....	—
Rainbow Trout.....	—
Tench	—
Collection Total.....	112

Other Wildlife

The information following was obtained from Mr. Stan Ganther, a State Game Biologist.

Mammals. Large Game Animals: The only large game animal found along the Spokane River within the City limits is an occasional deer in the Riverside Park area.

Small Mammals

Beaver: Small numbers of beaver are found along the entire river. Excellent food is available for these animals. They are of high economic value and are occasionally detrimental to residential trees and shrubs.

Raccoon: The river contains a high population of raccoon; however, they are seldom seen by the public. They have aesthetic value only.

Marmot: The river is known to support a resident population of marmot.

Mink: The river contains a fair population of mink; however, they are not generally seen by the public. They have some economic value.

Muskrat: A fair population of muskrat exists and they have some aesthetic value with a low economic value.

Skunks: The skunk has aesthetic value only. The population is currently high and seems to be going higher since the limited burning law has allowed piles of trash to accumulate.

Waterfowl. There are 17 different species of waterfowl found in this section of the river, primarily mallard ducks. Mallards are the only ducks that use the river for nesting. The ducks have a high aesthetic value and can frequently be seen in the river as it passes through the heart of the City.

Seagulls have been observed along the river; however, no data is available. They have some aesthetic value and aid in keeping the shorelines clean.

Upland Game Birds. There is an extremely high population of quail from the Monroe Street Bridge downriver to Hangman Creek. The population becomes so high that the Game Department frequently traps and moves the quail to a less populated area.

Chinese Pheasants are found in low numbers along the river. The pheasants and quail have hunting and aesthetic value; however, no hunting is allowed within the City limits.

Other Birds. There are over 50 birds nesting and living in the Spokane Latah Creek. There are also about 30 that nest or feed in that area occasionally. Finally, there are some 60 or more species that are occasional visitors to this area.

The Plan's intention is to maintain and enhance the flora and fauna found in the Riverfront Area. The conservation and rural areas have the greatest opportunity for retaining the natural habitat. In the urban and intensive urban areas, however, the Plan has opened up and recovered land previously lost to industry, etc. These newly acquired lands will be subject to the Plan's influence to improve their aesthetic quality and natural systems. These are positive and

long-term impacts on the flora and fauna found in the riverfront area. Each development proposal in the future will be required to consider the impact on the natural systems and be encouraged to enhance them. No development will be allowed to destroy a unique and fragile wildlife habitat in the riverfront area.

High fluctuations of water is the most detrimental item affecting both fish and wildlife since these fluctuations kill many of the small water animals which provide the basic food supply for many of the fish and wildlife.

Land Use

The present land use in the planned area ranges from rural to urban. The Upriver Area has largely urban development with some small patches of agriculture and natural growth. The Gorge Area has larger tracts of natural growth. The Falls Area is largely built up with industrial, railroad, utility, and individual development as well as other scattered uses. Twenty-one major bridges span the river. The Latah Creek Area is primarily rural and agricultural.

The proposed Land Use Plan will provide a comprehensive framework to guide short and long range development within the riverfront area. The impact of the Plan will be positive and benefit the entire community. Likewise, it will provide an incentive and catalyst for public and private developments.

Air

The City of Spokane is at the center of the major urban concentration in eastern Washington which produces the largest amount of air pollution. Inversions occurring in the area can trap air, and if it is polluted, can extend pollution conditions for some time. The major problem has been reported to be suspended particulates and carbon monoxide.

The Environmental Impact Statement for Expo '74 contains detailed information for the Spokane City area ambient air quality on pages 36-46. This report states that the two major ambient air quality problems in the Spokane area are suspended particulates and carbon monoxide. The main sources of particulates are wind blown dust, agricultural and forest burning, residential and commercial furnaces, and general "people activity". On the other hand vehicular exhaust emissions contributed over 90% of the total carbon monoxide.

For suspended particulate matter, the City's monitoring stations recorded a range of levels for the annual geometric mean of 67 to 91 g/m³, and the Federal monitoring station at City Hall registered 118 g/m³.³ The highest 1973 eight hour consecutive average CO level was recorded at 22 ppm.⁴ The highest 1974 readings at the Trent Avenue Station did not exceed 22 ppm as of January 31.

³Air Pollution Control Authority letter, February 15, 1974. (Sheraton Final Environmental Impact Statement)

⁴Air Pollution Control Authority, Carbon Monoxide Violations, 1973.

The State standards for suspended particulate matter "require that no station record an annual geometric mean particulate level of greater than 60 g/m³ or the background level plus 40 g/m³, whichever is higher."⁵ "The annual geometric mean suspended particulate level at Turnbull Wildlife Refuge in 1973 was 22 g/m³;⁶ this level of suspended particulates is defined to be the background level" for the City of Spokane, making the State standard for suspended particulates to be an annual geometric mean suspended particulate level of 62 g/m³.

The Federal standards require that the 1975 level for CO must be no more than 9.55 ppm for any 8 consecutive hour average; the one hour maximum is set at 35 ppm for CO concentration levels.

The prevailing winds are from the southwest so some of the pollutants that are produced from traffic going to or coming from the west will go over the central business district. Since April, 1971, CO has also been monitored at the Boone Avenue Station. The data available from this station has shown relatively low readings with one-hour averages, usually below 8 to 9 ppm, although it has had a one-hour maximum reading of 17 ppm in the evening hours. This station is not recording violations of the Federal 8-hour carbon monoxide standard. These evening readings do not follow a consistent pattern, and it has been hypothesized by the Spokane County Air Pollution Authority that these higher readings correlate most closely to the nighttime activity in a parking lot which is located near the monitoring station.

The plan promotes an improved environment and enjoyment of the environment and its element by the community. The problem of air quality is City and County-wide. As an element of the City Comprehensive Plan, the Riverfront Plan encourages people oriented activities along the river and creek. Increases in open space, parks, paths, and trails linked to establish urban activities areas with a minimum reduction of auto oriented traffic is a desire of the plan. The plan promotes reduction in auto activity and an improvement in the air quality. Its impact on the quality of the air is positive and it supports measures to improve it in the future.

Water

For many years the Spokane River and to a lesser extent Latah Creek has received utilitarian wastes from domestic and industrial sewers within the City and from many upstream sources. The Riverfront Plan has as a major objective, to clean the river up. Towards this end the Plan has proposed to eliminate the industrial and domestic waste dumping into the river. The effluent from the sewage treatment plant

will be given advanced treatment before it passes into the river. The Plan proposes a major addition to the treatment plant to achieve this. Passing industrial effluent into the river has been prohibited. At the same time the Plan proposes to continue cleaning the riverbanks themselves up of solid waste and deteriorating buildings. The Plan, moreover, is proposing a natural greenbelt area along the water itself.

The Shoreline Master Program complements the Riverfront Plan action in cleaning up the river by providing detailed regulations that are aimed at protecting shoreline areas, preserving the natural river and shoreline environment and encouraging public recreational use of the shorelines. This program also proposes to prevent surface drainage of agricultural and other rural activities which may pollute the water. The Plan encourages upstream sources of pollution to correct problems as well.

The Plan's environmental impact on the water has been and will continue to be one that is improving both the private and public uses of the water far beyond what has been the situation in the past. There will not be, as a result of this plan, any change in the use of the water for generating electric power. At the same time, the use of water for domestic consumption will not be altered other than ensuring that the undeveloped source of water would not be polluted by river waters.

Surface and Ground Waters

Peak discharge periods for the Spokane River occurs during the spring of the year, with a secondary peak during the winter months. Periods of low flow occur during late summer and autumn. The absolute maximum and minimum discharges are 49,000 cubic feet per second (cfs) and 95 cfs, respectively.⁷ The mean annual discharge is 6904 cfs.⁸

The form of a river channel seems to be determined and maintained by discharges that would just about fill it; in many rivers, this discharge is reached about every 1½ years on an average.⁹ The City Plan Commission has computed peak flows and recurrence intervals for the Spokane River using the Fisher-Tippett methodology presented in *Elements of Hydraulic Engineering* (by Ray K. Linsley, Jr. and Joseph B. Franzini; McGraw-Hill Book Company, Inc., 1964, p. 117). According to the City Plan Commission's computations, the 1½ year peak discharge is approximately 22,000 cfs; the 50 year flood is approximately 47,000 cfs; and the 100 year flood is approximately 51,500 cfs. The mean peak discharge for the Spokane River is 25,900 cfs. The U.S. Corps of Army Engineers indicates by letter dated June 21, 1973 that the 100 year flood frequency approximates the 1933 flood of 47,800 cfs.

⁷Water Resource Data for Washington, Part 1, Surface Water Records; U.S. Geological Survey, 1972.

⁸Ibid.

⁹Hynes, H. B. N.; *The Ecology of Running Waters* (University of Toronto Press) 1970.

⁵Air Pollution Control Authority, letter, February 15, 1974. (Sheraton Final Environmental Impact Statement)

⁶Ibid.

Flooding

The proposed Plan should have no impact on flooding, but rather should make flooding less likely to occur.

Some detailed reviews have been undertaken as to what depth major floods would reach when they occur in the Spokane River. A one-hundred year flood was calculated, as mentioned above, and has been mapped. The extent of possible flooding far influenced the design plans for Havermale Island and Peaceful Valley to insure that no permanent structures are located in the estimated one-hundred year flood plain. Structural development elsewhere has avoided the flood plain area as well.

Long-range policies are being encouraged in order to prevent any construction in the one-hundred year flood and channel if it were restricted throughout the Plan area, which would raise the height of flood waters. Old bridges constructed close to the water level are being removed in some cases and replaced with higher structures. Dumping and cutting off pieces of the channel is also being discouraged. Plats and construction permits are being reviewed with the flood plain limit in mind.

In summary, the Riverfront Plan will not impede any flood up to a one-hundred year flood level. Development is being proposed well back from this limit as shown in the Flood Plan, Chapter IV, page 79. This drawing shows the 1933, or one-hundred year flood limit which existing channels and overflows can well handle. The 1933 flood level at the upper falls forebay, dam reached elevation 1887 feet and a retaining wall has been built on the southside at 1841 feet, a foot higher than the top of the dam. Floods greater than 100 year flood could then overflow the dam.

Solid Waste

Because of the introduction of more people into the riverfront area, more solid waste will result in the form of litter, wrappings, and so on. The increase anticipated will be about 9% during Expo and should not be over 2% for other times. This increase can be readily handled by the City and Expo waste disposal systems and a part of the design of the Riverfront Plan will include adequate facilities to handle such solid waste.

The City and County of Spokane have prepared a coordinated Comprehensive Solid Waste Management Plan. This Plan has been approved by the Washington State Department of Ecology and provides for an effective allocation of resources to promote the maintenance of an efficient solid waste system. The Plan contains the City of Spokane segment of the Spokane County Coordinated Comprehensive Solid Waste Management Plan as prepared by the City Refuse Department. Solid waste within the City and County is presently disposed by the sanitary land fill method. The plan suggests continuation of the use of City sanitary land fill sites until a better and more economical method is developed in the future.

The Plan is people oriented and solid waste will appear with their presence. In the past, there was indiscriminate dumping and disposal of solid waste from various sources. The Plan is introducing more people in the riverfront area, but a solid waste plan, an element of the Comprehensive Plan, is coupled with the Riverfront Plan to ensure an effective method of disposing of this waste. The Plan is a step forward and has a positive impact on solid waste disposal.

Pesticides and Herbicides

There will be limited use of pesticides and herbicides as a result of the Plan's implementation. There is only a very limited local use now of these chemicals. Their continued use in controlled amounts as a part of the landscaping plan is all that is foreseen.

Pesticide and herbicide use is discouraged except where absolutely necessary.

Noise Pollution

Present noise in the central part of the Riverfront Plan is just below acceptable limits (85 decibels). It is progressively less outwards from this location. Construction noise at times is expected to be high but will be short in duration. The facilities in the Central Area should not generate more noise than was there before. The temporary Expo will, of course, very likely exceed this for the few months it operates. Thereafter noise levels should remain at acceptable levels. The removal of the rail yards and some other industry should reduce noise. The amount of noise added by the new activity should not exceed the rail road noise and relevant noise which has been removed.

The Plan discourages noise pollution and the people oriented nature of it seeks reduction of noise where possible. Reduction of noise pollution is a positive impact as a result of the Plan. Previous industrial and railroad use exceeded the levels expected to be produced by the new people activities along the riverfront.

Transportation Congestion

The riverfront area is traversed by a number of north and south arterials, and some east-west arterials. These arterials operate at capacity during peak periods and experience traffic tie-ups from time to time.

The Riverfront Plan includes the improvement of transportation facilities. A river drive is proposed running throughout the riverfront area from the west City limits to the east City limits. The Downriver and Upriver portions have been built. This will facilitate travel along the entire riverfront and will permit increased use of land and facilities fronting thereon. The drive through the central portion of the City remains to be built. A number of other road and bridge improvements have been completed and are being planned to improve traffic flow. The Pettet Drive and Meenach Bridge construction is an example of one improvement already completed. A new wider Washington Street Bridge and tunnel is already constructed. A new bridge at Division and at the major park area are also proposed. In addition

tion the new parking structure on Trent and Post and the Expo parking areas east of Division will remain as useful elements in the downtown and riverfront circulation systems for the future. Major improvements in traffic controls are now underway in the downtown and should help circulation in the riverfront area near the downtown.

At the same time, major improvements in the transit system are now underway including a large fleet of pollution-free buses, a downtown bus bay on Trent, and satellite parking terminals (park and ride). Good transit service to the Riverfront Plan areas is proposed. The efficient use of transit should help in improving traffic flow through the park area by reducing the number of motor vehicles on the road.

Finally, there are plans for a continuous pathway system with pedestrian bridges which will encourage foot travel, thus, reducing vehicle travel.

Although Expo '74 will temporarily tax the transportation system close to its limits, the long-term prospects for circulation to and in the riverfront area will lead to an improvement to traffic congestion.

Improvements in the arterial system in the Central Area and elsewhere along the river as a result of the Plan has reduced congestion and confusion. Future improvements suggested by the Plan will increase the continuous flow of traffic, encourage improvements of major arterials, and promote the elimination of potential conflict with pedestrians. Greater separation of modes of movement will result from the Plan and result in a positive impact.

Housing

The impact of the Riverfront Plan on housing should be positive. A large part of the Plan includes new dwelling units. This includes some 300 units of single-family homes, 6000 units of high rise, 500 medium rise, and 2000 low rise, as well as some 3200 mixed units. This will increase the housing stock with many new modern housing units. At the same time the improvement of residential amenities to the residential areas in and near the riverfront area will be much improved and will, thus improving living conditions in the area. Several new apartment housing projects have been completed in the CBD and several others have been announced. The former City Police building has been converted into units for low income people.

The Riverfront Plan, itself, does not extend far into the downtown area where some of the elderly and the disadvantaged are being displaced by new developments, creating a need for new accommodations. This problem, in a very minor way, can occur in some isolated instances in the riverfront area. However, one of the major objectives of the City in housing is to study the needs of this group with a view to meeting those needs when they are displaced. The small number displaced by this Plan will be accommodated.

Improvements in the quantity and quality of housing will result from this Plan. Removal of existing structures and displacement of people is suggested

only if proper relocation practices are followed. The Plan promotes good housing and is viewed as a positive impact on housing for various life styles.

Health, Safety, and Other Urban Social Systems

The impact of the Plan on health and safety will be well within the limits of the existing systems to cope with it. Medical and law enforcement services are adequate in this regard. At the same time, the design of the Riverfront Plan is such that it encourages safety.

The Plan is a positive influence on the health and safety of the community in promoting quality improvements oriented to people use.

Parks

The Plan will have no negative impact on the existing natural environment in those areas that are designated for park or open space. In particular, the wilderness area and areas along many of the river edges will be left.

The quantity and quality of parks has and will improve as a result of the Plan and is definitely a product of a positive impact.

Recreation and Education

A major impact on the recreation and education facilities of the area will result from the implementation of the Plan. An increase in recreation and the educational facilities resulting from the Riverfront Plan, itself, will be significant.

The Plan is a positive impact on the recreation and education activities within the Riverfront area.

The City, the Region, and People

The impact on the City and region will be considerable—all beneficial. The City will have a delightful waterfront area with recreation, park, and government-cultural facilities. The ability of the City to attract business should improve, as will business as a whole from the implementation of the Plan.

This attraction of people to the riverfront and the facilities therein will increase people numbers and attendant impacts both on the environment as discussed herein and on the people themselves. It could change human activity patterns—hopefully for the better as they avail themselves of the opportunities to play, study, recreate, associate in meetings, perform arts and crafts, and just generally enjoy themselves.

Shoreline Act

The Shoreline Act has also been considered in the Plan. Development is designed to coordinate with the Shoreline Master Program now in preparation. The Shoreline Master Program regulations reinforce the objectives of the Riverfront Development Plan. The Plan is a positive impact on the Shoreline Master Program.

Adverse Environmental Impact

In summary, only slight adverse impact may be expected on elements of the environment such as water, air, or land, or threat to health. A minimal

amount of displacement may occur through redevelopment of riverfront areas. Any minor or slight adverse impact that might occur will not be deliberate. The concept and goals of the program are to promote only positive impact and eliminate any existing adverse impacts. The planned and comprehensive nature of the Phase III Program promotes reduction and elimination of existing blight, pollution, and abuses presently occurring in the riverfront area.

Removal of old industry, railway trestles, deteriorated structures, and river pollution and rejuvenation of neglected land will be a positive step to improving the riverfront area and will provide a positive impact on the general improvement to the environment.

Mitigating Measures

Governmental controls for the riverfront development area are 1) comprehensive riverfront special zoning, 2) shorelines permits required by the State Shorelines Act for all development within 200 feet of the natural water mark, 3) environmental impact statements required for all major new developments in the vicinity of the river.

The City is amending its Zoning Ordinance to provide a Public and Open Space Zone, and an Institutional Riverfront Zone, a Riverfront District with special building setbacks and a Shoreline District.

Washington State Shoreline laws require developers to file an application with the City Building Director for a shoreline permit for all new construction within the 200 foot boundary of the Spokane River. This control is already in force.

The Washington State Environmental Protection Act of 1971 gives local jurisdiction the authority to require an environmental impact statement for all new major developments within the City of Spokane. The City therefore is in a position to review new projects and to determine need for an environmental impact statement.

ALTERNATIVES

The historical background of the Riverfront Development Program as it progressed through the three phases is in itself a development and consideration of alternatives. The Program and the Phase III Plan is the result of seven years of public and private, professional and (individual) citizens suggestions, discussions, reviews, and selection of alternatives generalized and specific for the Riverfront Development Program. Each phase of the Riverfront Program was a refinement of the previous phase. Each proposed project was given alternative analysis and public review prior to the final Phase III Plan. Alternatives were not only suggested, but they were reviewed, debated, and modified prior to the final form. This was not just an academic analysis, but was coupled with intensive community-citizen review prior to final adoption.

One alternative to undertake the Riverfront Development Plan would be to do nothing. The City Council of Spokane as the elected representative of

the citizens elected to undertake a Riverfront Study and authorized the City Plan Commission to proceed with it. The pro's and con's of undertaking the study were weighed prior to their decision. The City Council at each phase reviewed the study progress and approved the work. There was grassroots approval and legislative approval throughout the study. The City Council realized the potential of the river and shorelines and elected to undertake positive actions to preserve and enhance it. If they had ignored the proposed study the river may have remained lost to the City and its people. The deterioration would have remained and likely increased. Choice land along the river would not be utilized as a use appropriate for the community benefits. Any conceivable reclamation of neglected land and obsolete structures would most likely be discouraged by the existing clutter were it not for a comprehensive plan to recommend improvement and guide new land uses.

The nature of the Plan as an element of the Comprehensive Plan lends itself to modification as time progresses. It is conceivable that some minor change in the Plan could result in the future as new conditions arise. An important factor is that the Plan is flexible so that a necessary change can be made in the public interest. Thus an alternate to a portion of the Plan must have sound reasons and prove to be in the best public interest before it should be substituted. The Plan, as it now stands, is in the best public interest based on our present knowledge.

In summary, the Plan was the result of numerous alternatives discussed in many meetings, commented on by the community through three phases over a seven-year period. The City Council elected to undertake the study in the community interest and reviewed and approved each phase. The City Council will be responsible for formally approving modifications to the Plan as deemed necessary in the public interest.

RESOURCE COMMITMENTS

The irreversible and irretrievable commitment of resources as a result of the Riverfront Development Plan is not an issue. The entire concept of the Plan is to retrieve resources already lost and to reverse the resources blighting trend to one of improvement. The river, falls, rock outcrops, and forested area are land, air, and water resources which are being salvaged from what appeared a few years ago to be a irreversible commitment to waste, pollution, industrial use, dilapidation, and simply no use, to something of more value to the whole community. It can be expected that parts of the land resource will be committed to a physical use. However, this will not be a land resource lost, but rather one that is gained since its use will be superior to what it was before. The land resource will be brought from an unused or badly used situation to one where it will be greatly used and of more value to the City and its people. Essentially then, this Plan salvages resources.

The cleaning up of the river water will certainly result in a more pure and larger water resource than

what was available before. Again, a salvaged resource.

Insignificant commitments of resources include air, rock, and soil removed during or for construction. This will be minimal and is not a serious loss. In the balance, probably more soil, rock, and air will be opened to use as a result of the Plan than existed before. The clearing of industry from the banks and bridges over the river and the return of extensive park land will improve air circulation and the air resource.

Expo will result in a temporary commitment of land, water, and air for the exposition. However, this is not detrimental. The long term result for the Plan as a whole will be to restore and conserve resources.

SHORT TERM USE AND LONG TERM PRODUCTIVITY

The Plan assumes that all the short term planned uses of the environment in the river valley are a part of the achievement of the ultimate long-range plan. Uses not in compliance with the Plan are of a short term by necessity. Short term uses in conflict with the Plan are planned to be phased out, thus, achieving the desired use and a better environment.

The short term use of Expo '74 to achieve the Plan in this area should not produce any ill effects on the environment that will alter the long term productivity of the environment in this area, but will improve and enhance the long term productivity in achieving the goals of the Plan.

The long term productivity of the riverfront area is improved by implementation of many shorter term projects. The long term productivity of the City and its components will be enhanced through the improved productivity of the long range Riverfront Plan.

In summary, the improvements of land uses and property values in the riverfront area and its desirable relationship with other parts of the City should in the long term, improve the productivity of the City.

DEVELOPMENT OF PROPOSED ACTION

Planning and Design

In retrospect, the Program proceeded as follows: in 1958-59 the Spokane City Plan Commission undertook an intensive study of the island and falls area; in May 1961, the City Council adopted the Havermale Island areas as a cultural center; a Central Business

District development plan was adopted in December 1961; also in 1961 a major railway company discussed the possibility of moving from the riverfront; in 1963, the City Plan Commission and its Director proposed the Riverfront Project to reclaim and develop the river to the benefit of the community; in 1965 the Commission and Park Board submitted a Park Plan with a chapter on Riverfront Development which was adopted by Council; in 1966 the City Council approved the Plan Commission budget to prepare the Riverfront Plan; in 1967-68 Phase I was prepared; in 1968-69 Phase II was prepared; and in 1969-71 Phase III was prepared.

Currency of Action

The Riverfront Plan is a critical part of Spokane's Comprehensive City Plan. It moreover fits well into State and National plans, such as shorelines and arterials.

The Plan will influence the economic climate of Spokane. The new activity generated will achieve the Plan, and when it is achieved should also contribute positively to the economic climate by increasing jobs and generating money.

Current technology is adequate to achieve the Plan. The Plan fully conforms to existing laws and regulations.

Pursuant Actions

Riverfront zoning as a tool to aid in the implementation of the Plan will follow.

It is also expected that the Plan will be reviewed from time to time in the light of new knowledge and could well be altered to better serve the overall goals. This built-in flexibility is a part of the good planning process. The Plan has no particular time limit, it is intended that its achievement will take some time, but efforts will continue to achieve the Plan as outlined, all for the betterment of the environment.

SPOKANE RIVERFRONT DISTRICT

In order to prevent as much as possible any negative environmental impacts as a result of the gradual implementation of this Plan, a Riverfront District is proposed not only as the Plan area but also an area in which the Planning Director would exercise administrative review within the District so that all land development would not only be subject to compliance with the Riverfront Plan and Zoning Ordinance, but would also be given a detailed review to ensure the best implementation of the Plan and to prevent any detrimental effects.

Action Program

STATUS OF PLAN

PHYSICAL ACHIEVEMENTS

PROGRAM AND PRIORITIES

COST AND FINANCING

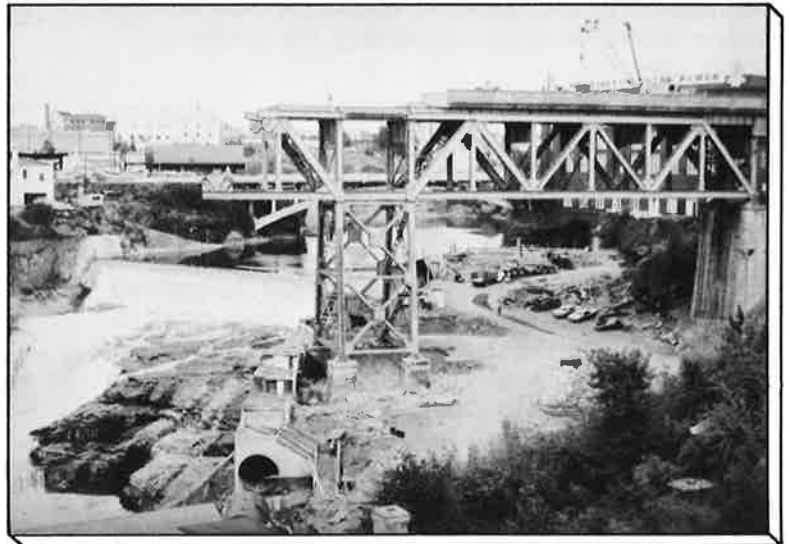
IMPLEMENTATION

ZONING REGULATIONS

REVENUES

SHORELINES MASTER PROGRAM

VI



ACTION PROGRAM

STATUS OF PLAN

The People's Plan

Spokane is today truly an exciting city. The public motivation toward reversing environmental erosion of our natural treasures is nowhere better exemplified than along the banks of the Spokane River.

One of the initial objectives, that of achieving immediate action toward implementation of the program before final report presentation has certainly been achieved. Actions and developments have transpired since the commencement of this study in 1967 far beyond the dreams of its initiation.

These developments have been guided by the Riverfront Development Proposals set forth in Phases I and II of the study. Much of it has been generated by official City action and is accordingly in close agreement with the program set forth.

Spokane is off to a fast start. The program is, however, a long-distance effort. Public motivation, now so enthusiastic, must be sustained for the long haul. It must be controlled and guided in the development of public lands along the river, in preservation of the assets yet in hand and in acquisition of yet other property necessary to development of the riverfront. Perhaps of most importance is the guided development of all private lands. Private enterprise is dependent on a plan that will offer economic advantage as an incentive. Such advantage will encourage the private sector to follow the Plan through their projects, thus, complimenting the efforts of the public sector.

PHYSICAL ACHIEVEMENTS

Railroad Removal

The Riverfront Plan proposed removal of the Union Pacific, Milwaukee, and Great Northern railways and acquisition of railroad land on Havermale Island by the City. Even as the study progressed in 1967-69, the City was acquiring the land north of the GN Railroad. The City in 1964 had requested first opportunity for the acquisition of GN holdings on the island (letter from Mayor to Clark Eckart, Vice President, GNRR, March 31, 1964). Two years of meetings with the railways preceded their decision to move. The Mayor, businessmen of the Expo '74 Board, Senators, and Congressmen kept contact with the presidents of

the railroads to further encourage an early move. The railways adopted the Riverfront Plan in March 1969, and, after months of work and meetings, including U.S. Supreme Court approval in January 1970, effort was made to "firm-up" the railroad move. The GNRR in 1969 indicated they will be off the island within 3-5 years after the merger with the NPRR is approved, which approval occurred in January 1970. (Clark Eckart, Vice President, Great Northern Railroad, by letter to the Spokane City Plan Commission February 12, 1969, and meeting March 20, 1969.)

The Expo proposal, formed in 1970, gave impetus to a 1973 target date for railroad removal and the donating of part of their land to the City for parks and a government-cultural center.

The effort of the City to remove the railroads starting in the late 1950's and early 1960's now is culminating in 1972-73 removal to allow the riverfront development and Expo as planned. Without the Riverfront Plan, it is doubtful that there would have been an Expo and without the riverfront plan and Expo without question the railroads would not be moving so soon and reuse of the land for public purpose would not have been achieved. The riverfront planning has paid for itself a thousandfold in this one area of river reclamation.

Expo '74

Of great significance are the multitude of exciting developments associated with Expo '74. These promise to achieve, almost at a stroke, much of what is proposed for the river in the City center, and which seemed, at the outset of this study, to require many agonizing years of effort.

The World Exposition Committee and the President have approved of the World Exposition in Spokane in 1974 on the theme, "How Man Can Live, Work, and Play in Harmony with his Environment."

The residual from Expo will remain as City park with a Performing Arts Center and hopefully an Environmental Center. The site is presently being cleared and developed. The Exposition has been a major tool of implementation of the Riverfront Plan. Its timetable has accelerated the achievement of the central part of the Plan by many years.



In order to remove the railroads from the river a new bridge was designed and built to carry the consolidated lines to the south.



The residual Park Plan indicates the possibility of the Federal Pavilion remaining as an Environment Center.

Other Projects

The Riverfront Development Plan is well underway. The following are the achievements to date:

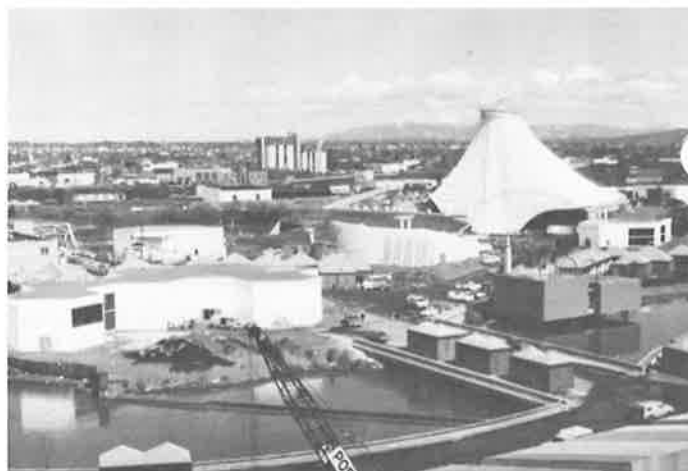
Downriver Gorge—A wilderness park area of 500 acres has been acquired and has been added to the State Park. The new Meenach Bridge and approaches have been completed as of November 1970, and the widening of Pettet Drive has also been completed. Considerable development of Spokane Falls Community College has been achieved. Also, the 200 acres in the High Bridge Park area have been acquired for major park development. The City has purchased much of the land along the river.

Central Falls—Havermale and Cannon (Crystal) Islands and land on the north and south banks have been acquired by the City through donations and purchases. The President of the United States has endorsed Expo '74 which will take place in this area. The Washington Street Bridge is constructed and the demolition of the railroads in the Central Area is substantially accomplished. Construction on the pavilions is almost complete.

Upriver—West of Gonzaga University a historical Indian Center has been constructed. Also, the foundation for the causeway for the North River Drive has been constructed. The City has the South Riverton and Upriver Drive rights-of-way and the adjoining riverbanks. Apartments and retirement homes have been constructed. The land east of Greene Street and south of the river has been bought by Community College District 17 for the expansion of Spokane Community College. The land just east of the college has been zoned as an industrial park area. Land just east of Upriver Dam is owned by the City and will be developed into a marine park.



Meenach Bridge amid the natural conservation of the Great Gorge.



The new Federal Pavilion and environmental center.



The new Northwest Indian Center.

PROGRAM AND PRIORITIES

Implementation of all thirty-one (31) Spokane River related projects and fifteen (15) Latah Creek projects will be a long range accomplishment. Numerous projects have been completed to date, but there are many projects still to be completed. A priority program has been established and analysis has been completed relative to estimated costs, proposed financing, and action needed to accomplish the recommended Riverfront Development Program. No attempt has been made to establish a timetable of anticipated accomplishments as there are many variable factors making any such schedule unrealistic. Fixing a schedule for future implementation of the various elements of the plan would be futile. It is altogether too dependent upon public, private, and group actions and the public psychology, all of which cannot be predicted over the years.

The Riverfront Plan should follow some program which will yield the greatest results with the least expenditure of community resources. Presented here is a system of priorities for action by the City of Spokane, based on the following principles which are considered fundamental to the long-range development of riverfront lands:

1. There is a need to visibly demonstrate continued progress, in order to sustain public and private interest and enthusiasm.

2. Certain areas are more critical than others, in that early action will tend to avert contrary proposals for the full or partial use of those areas. As an example, the past few years have seen several proposals for partial use of Havermale Island, all except Expo '74 would have been detrimental to the Plan.

3. Certain key areas are critical in that their early development in accordance with the Plan will influence and accelerate the private development of adjacent areas. Many of these private lands are highly susceptible to capital investment. It is readily apparent what the complete development of the major park at Latah Creek would do to enhance Peaceful Valley as a residential area.

4. Certain areas, while of importance to the Concept, are presently so controlled that immediate action is not urgent, though not precluded. For example, a segment of nature trail in Plan Item No. 2, the Park Reservation, could be undertaken at any time and is not of immediate urgency.

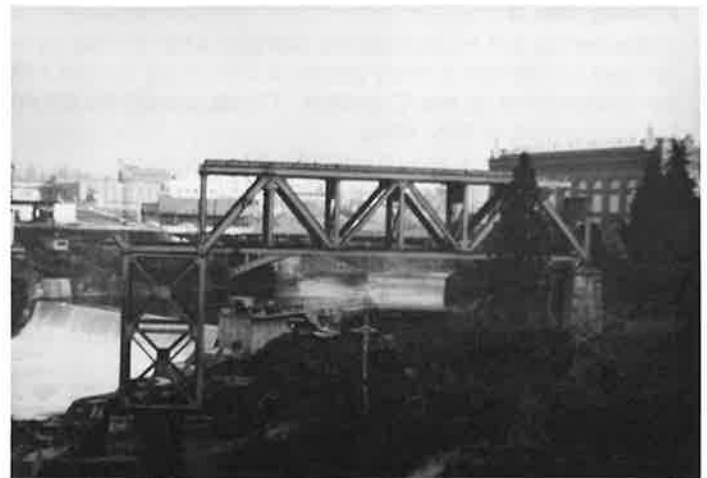
5. Piecemeal development of some areas should be discouraged until the direction of private actions is known. In general, these areas are those in which planned development of the entire area is the best use, while an individual investment today may easily be non-conforming to the area's ultimate development.



The new Washington Street Bridge and tunnel.



23. The end of an era with the fall of the great railway wall



barricading the view and bridges straddling the river.

Priority No. 1

Elements of primary urgency, of a nature so vital and so susceptible of derangement to the Concept that immediate forwarding action is therefore urged.

- Formal adoption of this Plan by City Council.
- Appropriate zoning and other action to achieve implementation of the Plan.
- Riverfront District as required to conform to the Plan.
- Expo '74 that will result in residual uses in conformity with the Plan.
- Plan Item No. 4, Sewage Treatment Plant.
- Plan Item No. 9, Major Park at Latah Creek.
- Plan Item No. 23, Havermale Island.
- Plan Item No. 24, Cannon Island.
- Plan Item No. 25, North Riverbank.
- Plan Item No. 28, North Bank Promenade.
- Plan Item No. 30, Gov't. Center Land Bank.
- Plan Item No. 27, Courthouse Area Redevelopment

Priority No. 2

Elements of importance, but of less urgency than those of Priority No. 1, and in less danger of loss. These elements could be forwarded at any time.

- Plan Item No. 8, River Drive.
- Plan Item No. 11, Gov't. Way Realignment.
- Plan Item No. 16, Upriver Parkway.
- Plan Item No. 17, South Riverton (or freeway).
- Plan Item No. 29, South Bank Apartment Area.
- Plan Item No. 30, Gov't. Center Development.
- Plan Item No. 31, Lincoln-Post Street Crossing and Visitor's Center.
- All river park strips not otherwise listed.

Priority No. 3

Elements not in immediate danger and whose prolonged existence in their present condition would not be detrimental to the Concept. These elements could be forwarded at any time.

- Plan Item No. 1, Bowl and Pitcher.
- Plan Item No. 2, Park Reservation.
- Plan Item No. 3, Downriver Park.
- Plan Item No. 6, Pettet Drive Bank.
- Plan Item No. 10, Lower Crossing Bridge and Park.
- Plan Item No. 13, South Point Planned Unit Development.
- Plan Item No. 22, Upriver Park.
- Plan Item Nos. 32-46, Latah Creek.

The above system of priorities is presented under circumstances as they exist today. It may be found necessary in the future to modify the system as necessity or expediency directs.

A list of projects is shown in the appendix as well as a tentative program for the achievement of each project. Some estimates on costs and financing were undertaken, but they were used only to determine feasibility and to complete the comprehensive planning process rather than establish any basis for future contracts.

COSTS AND FINANCE

The costs of the projects contained in the Riverfront Program were estimated as a part of our comprehensive planning analyses. These analyses indicated that the projects proposed were all feasible and could be achieved within foreseeable resources.

An action program for each was outlined in stages, showing what had to be done in order to accomplish the project. In some cases zoning, for example, was necessary. In other instances a purchase or options on private property, demolition, construction of new facilities, landscaping, street realignment or construction, or something by private initiative was required. This review also indicated what official body—the City Plan Commission, City Council, Park Board, State Parks and Recreation Commission, Public Utilities Department, City Engineer, and in some cases private industry—would be expected to undertake the suggested action in order to accomplish the project.

The cost estimate included estimates of land acquisition costs and landscaping costs, and some construction details of the proposed project were costed out in order to arrive at a total cost. The costs were based on the plans available which, for the most part, were very general in nature. Where detail was not shown, estimates of other comparable project costs were referred to.

Property acquisition costs were derived from Barret and Meenach's "Preliminary Estimate of Costs of Acquisition of General Project Areas for Riverfront Development Proposals 1 - 31" dated 12-8-70. Demolition and development costs were prepared by members of the Riverfront Planning Team and the City Planning Department.

The validity of any cost estimate depends largely on the cost of land and buildings when the project is done, as well as upon the detail which may go into final construction plans. These are next to impossible to forecast at the time of the estimate. However, some costing was undertaken as an analyses to insure that all that was proposed was well within the reach of anticipated sources of funding, and it also enabled the authors to determine within some limits the kind of overall costs the plan was involved with.

On the basis of current prices and on the basis of the estimating techniques used, the total cost of the 31 projects in 1971 amounted to some 40 to 80 million dollars including construction, demolition, and land

acquisition costs. Most of these costs were attributable to land acquisition and relocation costs covering some 450 acres of land, rather than construction. The demolition costs were minor.

As a part of the analysis, possible financing for the 31 areas of the Spokane River portion of the Riverfront Plan was also undertaken and the conclusion was that methods did exist which would enable the plan to be financed.

This detailed analyses enabled us to reach the conclusion that the projects were all practical and the plan could be accomplished within a reasonable period of time.

IMPLEMENTATION

The present zoning in the riverfront district is outlined as follows:

Zone	Acres
R1 Single-Family Residence	1735
R1-S Single-Family Suburban Residence	538
R2 Two-Family Residence	74
R2-L Two-Family Residence Limited	2
R3 Multi-Family Residence	155
R4 Multi-Family Residence	516
B1 Local Business	27
B2 Community Business	15
B3 Central Business	168
C1 Commercial	54
M1 Light Industrial	306
M2 Heavy Industrial	35
AG (County)	1001
Agricultural Suburban (County)	19
Multi-Family Suburban (County)	91
Mining (County)	78
	4814
River	431
Streets	646

It was believed that in order to achieve the objectives of the Plan there was a need to study existing zoning control not only within the Riverfront District, but also in the periphery in order to protect the use of the riverfront proper and the transition to and from it. It was also felt that the County should be urged to provide control of the river in those areas where it passes through the County and in particular those that are adjacent to the City in order to provide a continuity of planning along the river. Thus, land use controls in the County along the river are felt to be important.

It was further recognized that environments proposed in the Riverfront Plan must be preserved by suitable zoning, and regulations.

It was also determined that the proper implementation of the Plan must be partially a product of citizens' committees consisting of a wide variety of

members in the community representing a number of occupations and businesses. Such a committee was appointed to study the needs for new zoning to regulate the Riverfront Area.

The Committee will make recommendations to the City Plan Commission who in turn will review them at length at public hearings and submit them to City Council for final review and adoption. In this way a wide range of technical expertise and citizen-at-large input will be achieved.

ZONING REGULATIONS

The essential element in some administrative regulations would be the provision of a mapped Riverfront District (see Key Map) within which a staff administrative check on all development as to its compliance with the Riverfront Plan can be made. The coordination of the Shorelines Act was achieved by the implementation of a 200' Shorelines District within which the Shoreline Master Program would be implemented by detailed regulations of the Program, which essentially achieves goals of the Riverfront Plan and these were to be recognized and cross-referenced in the Zoning Ordinance.

The Plan, in essence, attempted to return the river to nature and to open it to view and public use. With this in mind, a public and open space zone is being studied largely confined to public land and buildings or unbuildable shorelines land where development might be restricted to a ratio of building to site area that insures open space.

This zone could accommodate public park recreation and open space uses, cultural and governmental facilities, public and private utilities, agriculture or other similar uses where a structure is engulfed by open space and its site development maintains the park-like effect in this zone. It would be the least intensive use of private land in the proposed provisions in order to provide more open space effect and to discourage development on hazardous building sites which could jeopardize public health and safety.

It was felt that since three of the major colleges are located along the river and constitute an essential element of the Plan, there is need to consider suitable zoning tailored to the use and its role in the Riverfront Plan. The second zone to be considered, the Institutional Zone, would be primarily intended to accommodate educational institutions in the primary, secondary, college, university, and technical trade categories and related institutions such as research centers, museums and churches. It is expected such uses will not be detrimental to the riverfront but rather would enhance and protect it.

The entire riverfront area is to be reviewed and where it is found that specific plan goals exist, efforts should be made to achieve these goals by

drafting special regulations in addition to the already existing regulations of the Ordinance that would achieve those goals not already attainable by existing regulations. These are referred to individually under the various land use types.

Finally, it was recognized that the Shoreline Management Act has to be coordinated with the Riverfront Plan. The Shoreline District has been mapped, and it is required that all land use must comply with the Riverfront Plan and Shorelines Master Program. Before a Shorelines Permit is issued the Riverfront Plan must be complied with as determined by the staff administration review.

It was recognized that to implement the Plan more than zoning is necessary. It was recognized that effective implementation must involve, for example, an economic incentive to build in keeping with the Riverfront Plan. Other tools will also be necessary.

REVENUES

Increased Revenues on Existing Land and Buildings

Property in the State of Washington is assessed by three methods. The market or sales method is used largely for residential property. New riverfront development could inflate market prices of adjacent residential property. At the same time, some negative obsolescence will be removed and replaced by positive development of a desirable kind. The proximity of this new development to some residential areas should reflect favorably on their value. It is, therefore, concluded that existing residential property adjacent to good riverfront development will improve to some extent in value and assessment.

The assessment of business property is based on the reproduction cost method for property less than ten years old and on capitalized income for older property. Therefore, new business property will not be affected by riverfront development but newer property should increase in value and assessment if its income increases as a result of riverfront development.

On the basis of the forecasts of attendance made by Economics Research Associates and the reported dollar value of construction anticipated during the Expo period, many of Spokane's businesses will experience an increase in income and an increase in assessment. Since business property in the downtown averages about \$200 per front foot compared to residential property at \$3.50, the effect of riverfront development to revenue from businesses will of course be greater than from residential areas.

Increased Revenue on New Construction

The most tangible increase in revenues will result

from new buildings. From the housing projection, dwelling unit density and approximate floor areas anticipated were calculated. These are summarized as shown in the Table and Map on the following page. A valuation of this proposed new construction was estimated by applying average square foot building costs for that type of construction as determined by building valuation figures established by the International Conference of Building Officials and agreed in general to by the County Assessor and City Building Department.

Construction other than housing was again projected following the Riverfront Plan Phase III. Floor areas were estimated by examining the Plan and the Model. Reasonable construction costs for this kind of development were again applied from the same source as noted above. State, Federal and college buildings were not included since they are not taxable. At the same time, utilities such as Washington Water Power and the railways were not included since they are not subject to taxation unless they lease to a private party. A payment to the City from the State is made in lieu of taxes, but this is difficult to determine and has therefore been omitted.

Taxable structures demolished will, of course, reduce property tax revenues. The transition of railway property to park and open space will be of primary importance here. The value of buildings and structures to be removed was therefore estimated. See Table on following page.

The net result of building value resulting from the Riverfront Plan was estimated at \$220,571,989.

It should be appreciated that new buildings and structures will occur as a result of the Plan in the area beyond the Riverfront Plan. These are difficult to determine and have therefore not been estimated, but we recognize that they will occur.

Indirect Revenues

The greatest revenue impact will result from indirect taxation. The money imported into Spokane from beyond its boundaries will generate new economic activity. A chain reaction will result where the said dollars will turn over a number of times within the community before leaving it and will thereby with each turnover generate additional economic activity. The new activity generated will produce jobs and new or expanded business. This will also increase revenue from sales taxes and so on, some of which will benefit the City through various tax sharing or grant formulas.

In summary, the Riverfront Plan will improve municipal revenues.

**A TABLE SHOWING THE NET VALUE OF BUILDING CONSTRUCTION ANTICIPATED
IN THE RIVERFRONT DEVELOPMENT PLAN**

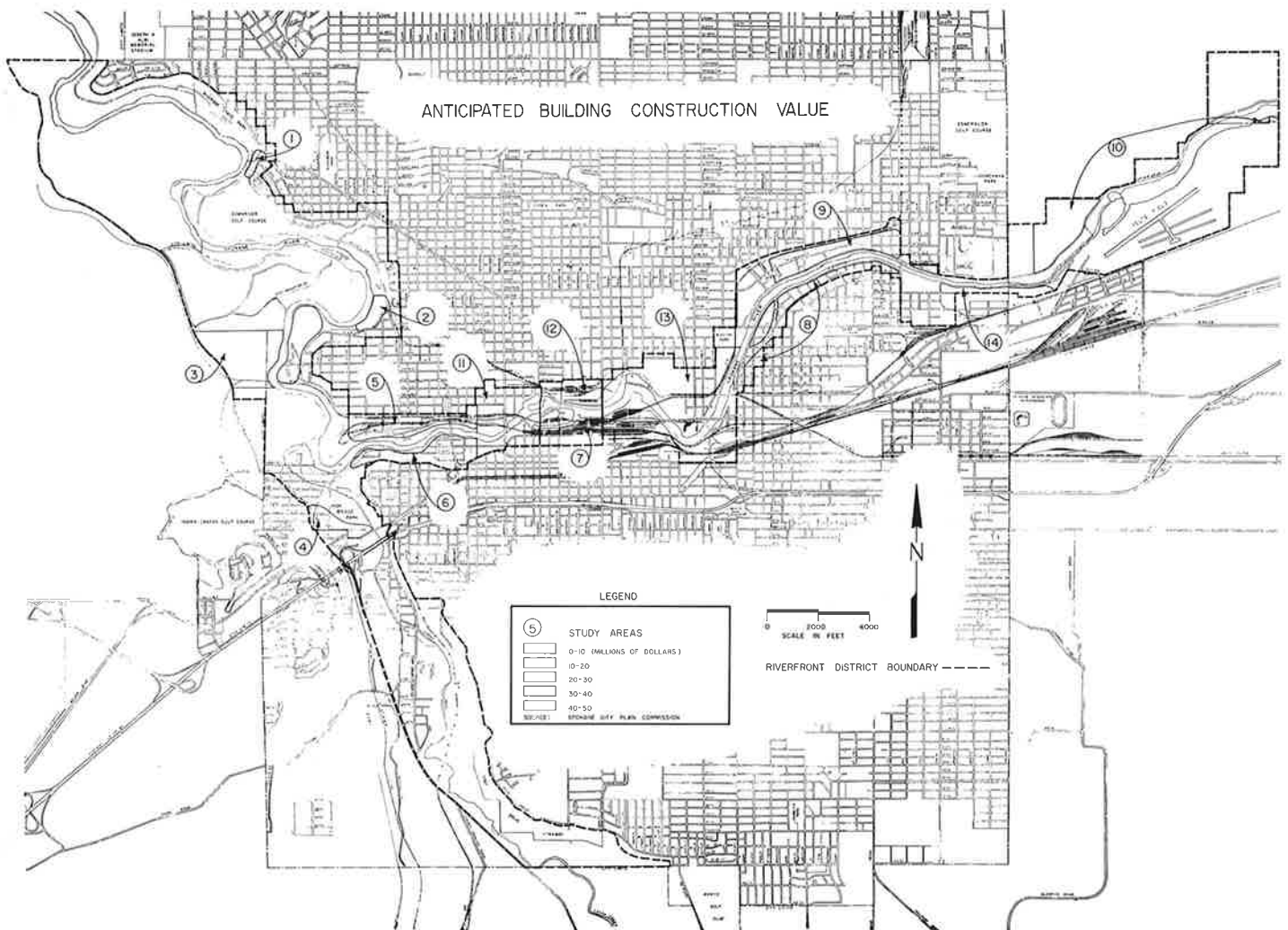
Area ¹	Value of Buildings Removed Housing	Value of Buildings Removed Other Than Housing	Value of Buildings Constructed Housing	Value of Buildings Constructed Other Than Housing	Total Residual Value
1		No Change			
2		No Change			
3	\$ 892,000		\$ 17,029,240		\$ 16,137,240
4	219,400		3,834,792		3,615,392
5	75,000		14,700,036		14,625,036
6	5,773,800		53,711,670		47,937,870
7	54,200		37,990,342		37,936,142
8	3,937,400		14,916,752		10,979,352
9	866,000		17,169,354		16,303,354
10	209,780		27,704,620		27,494,840
11		\$1,316,980		\$20,783,640	19,466,660
12		730,760		22,749,660	22,018,900
13		987,350		14,013,240	13,025,890
14		<u>289,280</u>		<u>2,320,590</u>	<u>2,031,310</u>
Totals	\$12,027,580	\$3,324,370	\$187,056,806	\$59,867,130	\$231,571,989

¹ Notes on Drawing

11,000,000

\$220,571,989

Railroad Land and Improvement Revenues Lost as a Result of the Plan Amount to \$11,000,000.



SHORELINES MASTER PROGRAM

The City of Spokane has prepared a Shorelines Master Program pursuant to the requirements of the State Shorelines Management Act of 1971. This Program is a Plan covering a 200' horizontal distance on both sides of the Spokane River and Latah Creek. The basis of the Master Program is this Spokane Riverfront Development Program and the objectives, policies, and plans of both the Program and Plan are carefully coordinated.

In the preparation of the Master Program a Citizens' Advisory Committee was appointed consisting of a good cross section of businessmen, professionals, and government agencies. This Committee worked with the staff in preparing the Program. The preparation of this Program included further citizen involvement through news releases and public meetings where ideas and opinions of the general public goals were solicited. The shoreline goals (coordinated with Riverfront goals) adopted by the Committee November 29, 1973, by the Plan Commission December 5, 1973, and by the City Council January 7, 1974, are as follows:

1. **Concept**—Of basic importance is the fact that the shoreline goals shall be the goals, objectives, and plan of the Spokane Riverfront Development Program adopted by the City Plan Commission and City Council of Spokane. The concept is a river-City concept with the goal of turning the people to the river and returning the river to the people. The concept of the Plan is to focus on the river system which is the cohesive element of the Plan, and to develop the economic, aesthetic, and recreation potential of the riverfront. In doing this, it is believed that cities are not incompatible with rivers, and it is not in the concept that the river be merely returned to its original condition as though the City did not exist. It is accepted that cities are for the people, and the goal of the Plan is to encourage the best and highest use of the river by the people of the City while living, working and at play.
2. **Plan Term and Flexibility**—In point of time, the scope of the Plan and Program will be limited only by its success. The Plan is, of course, long range; it sets guidelines for developments anticipated or to be reasonably hoped for in the next 20-30 years. It is comprehensive, covering water and riverfront land. It is general in concept so as to be feasible over time and under changing conditions, yet it is programmed with projects for short range implementations. If even partially successful in its objectives, the Plan's influence will be with the City forever.
3. **Coordination**—In achieving these goals and policies for the City shoreline area, the City recognizes the state-wide interest in the river. The need is recognized for coordinated planning between the City, the County, the State and also those states into which the river basin extends. The Spokane Regional Planning Conference shall ensure that the County provides shoreline management in the County coordinated with the City as required by the Act and as is being conducted by the City in their Riverfront Plan and Master Shoreline Program.
4. **Social Goals**—The Plan will benefit the entire community. It is the intent to have people work, live, play, and relax within the influence and feel of their beautiful river and its impressive water falls. It will serve all people, young and old, rich and poor, regardless of color or creed. It will reclaim the river and creek for all the people and the City as a whole.
5. **Land Use**—The Plan should guide development and enhance use of private and public land, should provide sites for public buildings and parks and provide incentive for private development in keeping with the objectives of the Plan. It should preserve and improve the many present good uses of riverfront lands, move uses (such as railroads) that can be advantageously located elsewhere from the riverfront so it will be opened to public view and use, and maintain the CBD on the south side of the river as the principle retail and business core of the community.
6. **Cleaning the River and Shores**—A major goal is to clean up the river by improving treatment facilities in the City, reducing raw waste discharges, reducing upstream pollution and taking other suitable environmental action.
7. **Cultural and Historical Preservation**—Every effort is being and should be made to preserve or reclaim works of art and areas of historical or cultural value. The river and falls themselves are a natural and historic phenomena as well as being a delightful example of nature's art work worthy of preservation.
8. **Ecology**—It is a goal of the Plan to develop a park area in the heart of the City. The Spokane River changes its character as it passes through the City. The marked difference in ecological physiography and development permit the river to be planned for in four distinct environments: the **Downriver Gorge** (fast water, steep bluffs, natural flora and fauna); the **Central Area** (falls, rapids, and urban fringe); the **Upriver Area** (a pastoral stream with shallow banks); the **Latah Creek Area** (an agri-

cultural transition area). One of the primary objectives of the Plan is to restore the river purity and visual beauty, and to preserve wherever possible the natural ecology of the shoreline while still using it for utilitarian purposes in an urban area.

9. **Implementation**—A major goal of the shoreline area shall be one of Action Now. A successful plan is one whose goals are achieved. It is believed that a Plan which is shelved and ignored is really worse than no plan at all, since it inhibits for a long period its replacement with another more workable plan. The people of Spokane, through their City government, will assume leadership in the implementation of the Plan. The City will provide enforceable guidelines and restrictions against misuse of the river, its banks, and frontage lands. The Plan is feasible and within our economic limits to achieve. The test for feasibility is if private enterprise finds it economically advantageous. At this time much of the Plan has been implemented by both government and private enterprise and thus, implementation is well on its way.

The following goals for shorelines use elements are provided.

Use Elements Goals

The Shoreline Management Act of 1971 stipulates that, when appropriate, the following use elements shall be considered in the approval or denial of a development application. The shoreline goals related to each of these elements are as follows:

Economic Development Element—To encourage desirable public and private economic development along the shorelines that will enhance the quality of life for the residents of the City of Spokane with a minimum disruption to the natural environment.

Public Access Element—To assure safe, convenient, and diversified vehicular and pedestrian access for the public to the shorelines of the City; to assure that the intrusions created by public access will not diminish the natural river environment but rather embellish it by making it available for all to enjoy.

Circulation Element—To develop safe, convenient and diversified circulation system within the shoreline area to provide for the efficient movement of people without unduly disrupting the natural shoreline environment and conflicting with other uses.

Recreational Element—To assure diverse, convenient and adequate active and passive recreational opportunities along the shorelines of the City of Spokane for people as well as providing facilities for a reasonable number of transit users.

Shoreline Use Element—To provide suitable shoreline development in keeping with the goals of the Plan and the Act without diminishing the quality of environment along the shorelines.

Historical Cultural Element—To protect and restore areas having historic, cultural, educational, or scientific values.

Conservation Element—To assure the preservation of the unique, fragile, and scenic elements of the shoreline area and the non-renewable natural resources therein.

Policies

The Master Program for Shorelines adopted the same policies as provided in the Riverfront Plan and outlined in this chapter.

In addition to the goals and policies of the Program, a number of policies or regulations for specific natural and land use activities were included in the Program for the following activities. These regulations were drafted in a manner that would further the objectives and principles of the Riverfront Plan and regulate the waterways of Spokane, subject to the Shorelines Act.

Policy for Natural Elements

- Marine Beaches
- Sand Spits and Bars
- Dunes
- Islands
- Estuaries
- Reefs
- Marshes, Bogs, and Swamps
- Lakes
- Spokane River and Latah Creek
- Flood Plains
- Shoreline Cliffs

Policy for Specific Land Use

- Agriculture
- Forest Management
- Residential Development
- Commercial Development
- Utilities
- Recreation
- Industrial Development
- Institutional
- Archaeological and Historical
- Roads and Railroads
- Landfill
- Piers and Docks
- Mining
- Outdoor Advertising, Signs, and Billboards
- Solid Waste Disposal
- Dredging
- Shoreline Protection
- Marinas
- Ports and Water-Related Industries
- Bulkheads
- Breakwaters
- Jetties and Groins
- Aquaculture

APPENDICES

APPENDIX – SITE LOCATIONS

APPENDIX I
SITE LOCATIONS
HISTORICAL, CULTURAL, RECREATIONAL,
SCENIC, AND UTILITIES

SPOKANE RIVERFRONT STUDY—HISTORICAL

1. **Riverside State Park**—West of Spokane;
 Category: Historical, scenic, recreational; 77.53 acres; Acquired 1907-1959; Restrooms, picnic area, tables, bridge, hiking, parking, shelters, park ranger quarters, maintenance building.
2. **Fort Wright Military Cemetery**—West of Spokane;
 Category: Historical; authorized by the Secretary of War on December 3, 1889. The final resting place for 651 veterans, their wives, sons and daughters. There is no remaining space in the cemetery.
3. **Cheney Cowles Museum**—W. 2316 First Avenue;
 Category: Historical, cultural; Contains collections of pioneer relics, Indian arts and crafts, geology, and native birds of the Pacific Northwest. There is also a Fine Arts Gallery. The gardens are annually planted by the Men's Garden Club.
4. **Peaceful Valley**—West of Monroe Street Bridge;
 Category: Historical, scenic and natural; 10.93 acres; Acquired 1912-1960, undeveloped; In past a favorite ancient Indian fishing and camping spot.
5. **Indian Camp Site**—Below old Sunset Highway Bridge;
 Category: Historical, scenic, cultural, and natural; Located along Latah Creek, was an old camp site for the Upper Spokane Indian band. Used extensively when semi-annual fishing took place opposite Peaceful Valley.
6. **John Aylord Finch Residence**—W. 2340 First Ave.;
 Category: Historical, cultural; Built in 1900 for mining man, John A. Finch; It has 18 rooms including an art gallery.
7. **E. J. Roberts Residence**—W. 1923 First Avenue;
 Category: Historical, cultural; Built in the 1800's for E. J. Roberts, a railway tycoon; This is now a private residence.
8. **Oldest existing Spokane residence**—W. 1725 First Avenue;
 Category: Historical; Built in 1881 of hand-hewn lumber and hand-wrought nails by James N. Glover, the "Father of Spokane", it is now a combination apartment house and private residence.
9. **Birth place of first white child born in City**—Post between Trent and the River;
 Category: Historical; Minnie Maria Bassett, daughter of Wilbur Fiske Bassett, was born on January 3, 1872 in a cabin located where present day Washington Water Power Warehouse is located.
10. **Glover Trading Post Location**—Trent and Howard;
 Category: Historical; James Glover established a trading post on the Southwest corner of what is now Howard and Trent. He dealt primarily with the Indians. Glover was instrumental in keeping the Spokane Indians from going on the warpath about the time of the Chief Joseph Uprising. This corner has always retained the name of Pioneer Block.
11. **Scranton and Downing Sawmill Location**—Wall Street north of Trent;
 Category: Historical; Located near Washington Water Power Park. Power was used from the falls to cut lumber.
12. **California House Location**—East of Howard north of Trent;
 Category: Historical; Built in 1878; The California House with its Chinese and Indian help soon became widely known. At the time it burned in 1888, it had 125 rooms. It was repaired and rebuilt that same year and renamed the Windsor. It was completely burned in the famous fire of August 4, 1889. No physical evidence of the site remains today.
13. **Havermale Island**—Spokane River between Bernard and Post Streets;
 Category: Historical, recreational; It was named for a Methodist minister who arrived in Spokane in 1875 and homesteaded the Island. The Island was used as a defense against Indian attacks in 1877. In 1968 the City of Spokane acquired part of the Island.
14. **Indian Ferry Site**—Across Spokane River from Holy Names Academy;
 Category: Historical; The banks were once gently sloping where the Indians could swim their horse across the River. Chief Garry had his second school here. Col. Wright met here with local Indian chiefs and demanded their surrender following the Indian Wars of 1858.

15. **Ross Park Electric Line Depot**—N. 1002 Hamilton;
Category: Historical; This is a grey stone build-
which once was the depot of Ross Park Electric
Line, the first electrically driven transportation
system in the Pacific Northwest. It now houses
the Modern Cabinet Works.
16. **Great Northern Tower**—Havermale Island;
Category: Historical; Work began May 8, 1901,
opened for service July 22. Three-story tower
rises 160'; clock on four faces, lighted, 9' in
diameter, mechanical clock; panoramic view of
City and Havermale Island seen from tower. Bing
Crosby's name appears on inside of tower.
17. **Union and Milwaukee Depots**—Trent Avenue;
Category: Historical; Built in 1914 at cost of seven
million dollars.

SPOKANE RIVERFRONT STUDY—CULTURAL

18. **Fort Wright College Museum**—West of Spokane;
Category: Historical, cultural; Brick house used
to house Army personnel through two major wars.
The museum has artifacts of the living period
from 1890-1945.
19. **Spokane Falls Community College**—W. 3410
Ft. Wright Drive;
Category: Cultural; Built in 1967; Outstanding
contemporary architecture.
20. **Convent of the Holy Names**—Fort George Wright;
Category: Cultural; Built in 1967; Outstanding
contemporary architecture.
21. **Spokane County Court House**—W. 1116 Broadway;
Category: Historical, cultural; This building is
pure French Renaissance in style. Built in 1885;
Addition built in 1953.
22. **Our Lady of Lourdes Catholic Cathedral**—Madi-
son at Riverside;
Category: Historical, cultural; Completed in 1908
and replaced a small church building on Main
Avenue built by the Jesuit Missionaries in 1886.
Architecture is Romanesque.
23. **Our Lady of Lourdes Parochial School**—W. 1115
Riverside;
Category: Historical, cultural; Built in 1905; It
originally had both elementary and high school
classes, but the high school classes were dropped
in 1929.
24. **Catholic Chancery Building**—W. 1023 Riverside;
Category: Historical, cultural; Built in 1924; This

was formerly the Great Northwest Life Insurance
Building.

25. **Masonic Temple**—W. 1108 Riverside Avenue;
Category: Historical, cultural; Built in 1905 with
lengthening being completed in 1923.
26. **The Spokane Club**—W. 1002 Riverside Avenue;
Category: Historical, cultural; Designed by K. K.
Cutter, a well-known Spokane architect. Com-
pleted in 1910.
27. **American Indian Community Center**—N. 1007
Columbus;
Category: Cultural; This Center has a small dis-
play of Indian artifacts as well as Indian art.
28. **Pacific Northwest Indian Center, Inc.**—West side
of Gonzaga University along Spokane River;
Category: Historical, cultural; This Center will
have research facilities for all phases of research
regarding the American Indian. It will house the
Indian language papers of the Oregon Jesuit
Providence containing over 1400 Indian language
manuscripts. Also over 2000 volumes of Indian
books plus 24,000 Indian photos.
29. **Spokane Coliseum**—Howard Street and Boone
Avenue;
Category: Cultural, recreational; The Coliseum,
with its adaptable facilities, is a regional enter-
tainment center.
30. **Cataldo Dining Hall**—Gonzaga University;
Category: Cultural; Chosen as outstanding con-
temporary architecture.
31. **Administration Building, Gonzaga**—Gonzaga Univ.
Category: Historical, cultural; This building was
built in 1898; the original University Building.
It is still being used for University offices and
classrooms.
32. **Gonzaga University**—E. 502 Boone Avenue;
Category: Historical, cultural; Gonzaga, a Cath-
olic University, was founded by Fathers DeSmet
and Cataldo. It has expanded and rebuilt its
campus in the last ten to fifteen years. New build-
ings include the Crosby Library.
33. **John F. Kennedy Pavillion**—Gonzaga University
Campus;
Category: Cultural; Built in 1965; Chosen as
outstanding contemporary architecture.
34. **Washington Water Power Company**—E. 1411
Mission Avenue;

Category: Scenic, natural, and cultural; Chosen as outstanding contemporary architecture. This building received a National A.I.A. award in 1959.

SPOKANE RIVERFRONT STUDY—RECREATIONAL

35. **Bowl and Pitcher**—west of Spokane;
Category: Scenic, recreational; Located within Riverside State Park. Most of improvements done during Civil Conservation Corp days.
36. **Downriver Golf Course**—Columbia Circle and Riverside Drive;
Category: Recreational; 168.85 acres; Acquired 1915-1921. 18-hole golf course including clubhouse, parking lot, service building, putting green, driving range, etc.
37. **Glover Field**—Main Avenue and Wright Street;
Category: Scenic and natural, recreational; 2.29 acres; Acquired 1908-1954; Includes softball diamond, play apparatus, recreation building, and restrooms.
38. **Riverside Avenue Parkway**—Riverside Avenue from Cedar to Monroe;
Category: Recreational; 0.7 acres; Improvements include underground sprinkler system, benches, trees and lawn. Passive recreation.
39. **High Bridge Park**—Coeur d'Alene Street, "A" Street, and Hartson Avenue along Latah Creek;
Category: Scenic and natural, recreational; 63.42 acres; Acquired 1908-1955; Improvements include underground sprinkler system, restrooms, cooking shelter, picnic facilities, Union Pacific steam locomotive, trees, shrubs, and lawn.
40. **Witter Triangle and Pool**—Mission and Perry;
Category: Recreational; 1.33 acres. Improvements include swimming pool, bath house, storage building, underground irrigation system, trees, shrubs, lawn and paved parking lot.

SPOKANE RIVERFRONT STUDY—SCENIC

41. **Downriver Park**—West of Spokane including Pettet Drive;
Category: Scenic and natural; 95.3 acres; Acquired 1909-1950; Obtained for public use to preserve the scenic features and natural landscape along the Spokane River.
42. **Meenach Drive**—Northwest Boulevard & Cochran;
Category: Scenic and natural; recreational; Beautified by Washington State Federated Garden

Clubs; Area presents an excellent view of the Fort Wright area.

43. **Spokane Falls**—Spokane River between Howard and Monroe Streets;
Category: Historical, scenic and natural; Spokane Falls offers a beautiful view of the Spokane River at the edge of the Central Business District. The River has cataracts and divides into several channels as it flows over volcanic rocks forming two falls—the upper and lower falls. The lower falls is the more spectacular.
The site of Spokane Falls attracted people from Montana to settle near the falls in the 1870's. These settlers realized that building material would be soon needed. Mr. J. J. Downing and Mr. S. B. Scranton established a sawmill on the south side of the River. They used a muley saw and the unlimited water power of the falls. Wilbur Fiske Bassett, a millwright came from Walla Walla to work at the mill. These men provided the beginning of Spokane.
44. **Upriver Drive**—East of Mission Avenue Bridge to Park Road;
Category: Scenic and natural; 189.52 acres; Acquired 1908-1958; A scenic park drive through natural area adjacent to Spokane River.
45. **Upriver Drive Park**—North of Spokane;
Category: Scenic and natural, recreational; 147.04 acres; Acquired 1909-1958; Improvements include Boy Scout Camp, Park Drive, river beach; Reservation area for future development; Boat launching area; Active and passive recreational area.

SPOKANE RIVERFRONT STUDY—UTILITIES

46. **Municipal Sewage Treatment Plant**—West of Spokane;
Category: Utility; Operated by City of Spokane—Primary treatment only. Capable of processing 50 million gallons/day. Facility completed on May 26, 1958. A secondary treatment plant is being planned in the future.
47. **Pumping Station**—Several located along River;
Category: Utilities; Sewer pumping station.
48. **City Animal Shelter**—E. 317 Olive;
Category: Utilities; Dog pound operated by City at this location for past 11 years.

49. **Municipal Water Works and Power Plant**—Up-river Drive;
Category: Utilities; Site of first City well; Still in operation.
50. **Sewer Outfalls**—Along Spokane River;
Category: Utilities; There are currently 31 sanitary and storm sewer combinations and 17 storm sewers dumping into the Spokane River. These outfalls operate to relieve the main sewer during runoff periods. The City has had studies made of the frequency and duration of these outfalls and data is available. An Engineering Study is currently underway as to the feasibility of eliminating these outfalls. (Note: separate report on Spokane sewer system.)

Source: Information obtained from SMATS report "Historical and Cultural Site Inventory", published October, 1970.

Note: A check with the Spokane Library revealed that this report contains the most recent and comprehensive list of historical and cultural sites in the Spokane Area.

- 16 & 17 Spokesman Review article, 1972.
- 46 Pamphlet—Welcome to Spokane, City Sewage Plant.
- 47 City of Spokane Sewage Plan.
- 48 Conversation with City Animal Shelter personnel.
- 49 Water Facilities Plan, Spokane, Washington.
- 50 City of Spokane Sewage Plan by City Engineering Department.



In the beginning a union between western pioneers and their newly discovered river in 1885—on the site where Spokane City was founded on the then wild frontier! As the City grew and prospered the people forgot, abused, and almost lost their lovely river. But this Plan provides a vision of tomorrow therein the river and the falls will be saved from its degradation, cleansed and delivered for all time back to the people as it was in the beginning!