

PUBLIC ACCESS PLAN
(City Council DRAFT)

City of Spokane Valley
Shoreline Master Program Update

December 31, 2012 (*Original Draft*)

January 24, 2013 (*Planning Commission Recommendation*)

March 12, 2013 (*Resolution # 13-001*)



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Acronyms

COSV	City of Spokane Valley
DNR	Washington Department of Natural Resources
Ecology	Washington Department of Ecology
GIS	Geographical Information Systems
OHWM	Ordinary High Water Mark
RCW	Revised Code of Washington
ROW	Right-of-Way
RSP	Riverside State Park
SCD	Spokane Conservation District
SMA	Shoreline Management Act
SMP	Shoreline Master Program
SRCT	Spokane River Centennial Trail
State Parks	Washington State Parks and Recreation Commission
URS	URS Corporation (author)
WAC	Washington Administrative Code
WDFW	Washington Department of Fish and Wildlife

1. INTRODUCTION

1.1 Summary

Shoreline public access is one of the major policies of the SMA. Public access to the shoreline includes the ability of the general public to reach, touch, and enjoy the water's edge, to travel on the waters of the state, and to view the water and the shoreline from adjacent locations. This document provides an evaluation of the existing public accesses to the City of Spokane Valley's (COSV) shorelines, a description of existing recreational uses, and recommendations to improve both public access and public recreational uses within the shoreline jurisdiction. This Public Access Plan is part of the COSV's Shoreline Master Program Update (SMP) and is supported by other elements of the SMP. This plan is intended to be a coordinated planning document that can be used to support planning efforts of other agencies responsible for recreational opportunities in the shoreline, including the City Parks Department and Washington State Parks.

As described in this plan, the public currently enjoys significant access opportunities in the COSV due to public ownership of a large percentage of the shorelines and because of the existing recreational infrastructure within the river corridor. While existing access and recreational uses are abundant, this plan identifies opportunities to improve existing accesses for both shoreland and direct river users as well as identifies areas suitable for low intensity development of new user areas.

Within the COSV the public is provided with direct access to much of the Spokane River corridor which includes State Park land, the Spokane River Centennial Trail (SRCT), and the Spokane River. This plan addresses the public's ability to access to the river corridor including the SRCT, as well as direct, physical access to the Spokane River, itself. Much of the land within the river corridor is owned by Washington State Parks and is classified and managed for "Resource Recreation". The Resource Recreation classification requires that recreational use and development be in balance with sustainable natural resource protection. As described below, this balance promotes public access to the shorelines but limits those opportunities to access the shoreline to planned locations to maintain the integrity of the trail and the natural surroundings. The rights of navigation and water dependent uses are protected.

Portions of the SRCT and the Spokane River Water Trail¹ (proposed) are located within the COSV's shoreline jurisdiction. Both trails are promoted as regional trails that link to adjacent jurisdictions and benefit the entire region. Protection of natural resources and the visual character of the river corridor is important to attract users to these regional trails.

Shelley Lake is also within the COSV's shoreline jurisdiction. The lake is privately owned and surrounded by community property that is managed by the Homeowners Association. Public access to the shorelands and lake is available and adequate for the immediate Shelley Lake

¹ The Spokane River Trail is a proposed water trail stretching from the headwaters of the Spokane River to its confluence with the Columbia River. The Spokane River Trail was proposed by the Spokane River Forum in 2010 to promote river use and protection.

community, including a paved pedestrian trail around the majority of the lake and mooring posts for non-motorized watercraft. There are no existing or potential opportunities for other public access to the Lake. The Central Pre-mix and Flora Road gravel pits identified in the City of Spokane Valley Shoreline Inventory and Characterization Report, URS, 2010 will not be regulated as shorelines of the state until operations cease. Potential future uses of the Sullivan Road gravel pit are discussed as they are relevant to future public access within the river corridor.

Public access and uses were determined based on the Shoreline Inventory and Characterization Report (URS, 2010), the Shoreline Advisory Group meetings, and discussions with user groups and property owners including State Parks, Spokane Canoe and Kayak Club, the Northwest Whitewater Association, Friends of the Centennial Trail, COSV Parks and Recreation Department, and the Spokane River Forum. Additionally, where available, staff reviewed planning documents drafted by these various organizations. Field trips were performed during the summer of 2012 to verify information about existing public access and potential access opportunities. This plan was circulated for public comment and public hearings will be held.

1.2 Statutory and Regulatory Framework

The Shoreline Management Act (SMA) states that:

“The public’s opportunity to enjoy the physical and aesthetic qualities of natural shorelines of the state shall be preserved to the greatest extent feasible...” (RCW 90.58.020).

Additionally, the SMA indicates that:

“Alterations of the natural conditions of the shorelines of the state, in those limited instances when authorized, shall be given priority for. . .development that will provide an opportunity for substantial numbers of people to enjoy the shorelines of the state.” (RCW 90.58.020).

In addition, increased public access is an important element of shoreline planning for Shorelines of Statewide Significance like the Spokane River (WAC 173-18-360; RCW 90.58.020; WAC 173-26-250). Consistent with these goals, the SMA requires local jurisdictions to include a public access element in their SMP that makes “provisions for public access to publicly owned areas” and a recreational element “for the preservation and enlargement of recreational opportunities, including but not limited to parks, tidelands, beaches, and recreational areas;. . .” RCW 90.58.100.

According to Ecology’s regulations, “Public access includes the ability of the general public to reach, touch, and enjoy the water’s edge, to travel on the waters of the state, and to view the water and the shoreline from adjacent locations..” WAC 173-226-221(4)(a). Shoreline public access basic principles included in WAC 173-26-221(4)(b) are:

- Promoting the right to access waters held in public trust while protecting property rights and public safety.
- Protecting the rights of navigation and space needed for water-dependent uses.
- Protecting the public's opportunity to enjoy physical and aesthetic qualities of the shorelines.
- Regulating design, construction and operation of permitted uses to minimize interference with and enhance the public's use of the water.

According to Ecology's regulations, the COSV "should plan for an integrated shoreline area public access system that identifies specific public needs and opportunities to provide public access." The planning process "shall also comply with all relevant constitutional and other legal limitations that protect private property rights." WAC 173-26-221(4)(c). This plan implements these various statutory and regulatory requirements. In addition to this plan, the COSV will adopt regulations governing public access.

2. INTEGRATION WITH OTHER COMMUNITY PLANS

In general, public access planning guides public acquisition and development efforts in a systematic way to achieve a usable network of public access, parks, and other public sites. The following plans were reviewed to ensure that the shoreline planning process is coordinated with existing public access and recreation plans.

2.1 Spokane Valley Parks and Recreation Master Plan

The COSV Parks and Recreation Master Plan provides the foundation for the City's park and recreation programs. In summary, the Plan provides the following guidance and policies related to the Spokane River corridor. The City Parks department adopted the current draft in April 2006 and is scheduled to update the Parks Plan starting in the fall of 2012.

The current parks plan provides a summary of the Needs Assessment (Chapter 5) of the 2004/2005 Household Recreation Survey. The survey had several key findings related to the river corridor including:

- Residents indicated that acquiring additional land along the Spokane River was very important.
- The SRCT is considered to have the third highest "usage" of various recreation areas in the Valley.
- 31% of the respondents stated they do not use park facilities.
- When asked what projects should have priority, acquisition of riverfront property and development of a city-wide trail system were cited most often.

Chapter 2 of the Parks and Recreation plan provides key findings and policies related to the river corridor that recognize the relationship between the river as a natural resource and the recreational opportunities and seek to protect the resource while managing, maintaining and expanding recreational opportunities. These are summarized below.

"Several natural resource areas in Spokane Valley are important for recreation. These lands may be environmentally sensitive and have limited development potential, but they are often conducive to park, open space, and recreation uses. The most notable natural resource is the Spokane River and its adjoining riparian corridor and flood zone."(P&R Plan, page 2-1.)

- Policy 2-C: Seeks to protect or preserve significant natural resource for present and future generations.
 - Objective 2-C (1): seeks to acquire riparian corridors where feasible to protect these natural resources and to offer potential sites for trail development.
 - Objective 2-C (2): Develop effective natural resource management plans for significant natural areas within parks and other City-owned or controlled lands to ID management priorities and to guide development and restoration decisions.

- Objective 2-C (3): Directly and /or cooperatively acquire and protect land within the flood zone of the Spokane River and other drainage corridors. Plan park and recreation facilities and public access to these areas where appropriate.

Chapter 6 of the Parks and Recreation plan provides recommendations for improvements to the city park system that includes the following elements related to the river corridor.

- Develop a comprehensive trails system utilizing the SRCT along the Spokane River as the backbone element.
- Sullivan Park: Provide “better access and a viewpoint to the Spokane River”.
- Mission Avenue Trailhead: This site should be developed into a formal trailhead including parking, staging area and kiosk.
- Myrtle Point: Develop a master plan for this park; develop an access from the south; consider a boat launch; develop a picnic area; develop a paved trail from the CT to this site.

Under 6.6 Riverfront Access, the Plan states the Spokane River offers a unique recreation resource to the City. Attempts should be made to acquire additional property as it becomes available. Barker Bridge is an example of a potential site that could offer a boating access point. (P&R Plan, pg 6-43).

2.2 Riverside State Park Classification and Management Plan

Washington State Parks prepared the Park Classification and Management Plan (C.A.M.P.) for Riverside State Park in March 2005. Riverside State Park is a 14,000 acre park along the Spokane and Little Spokane rivers. The SRCT is managed by Riverside State Park staff as an extension of the Park.

In general the C.A.M.P. seeks to balance recreation opportunities with ecosystem protection. Because State Parks shares management of the SRCT located outside Riverside State Park, most of the SRCT is not covered in the CAMP plan. Even though the C.A.M.P. plan does not directly address the portion of the SRCT within the COSV, the plan provides guidance on how this section of the SRCT will be managed. Relevant portions of the CAMP plan are summarized below.

- **Park-Wide Recreational Resource/Facility Issues and Management Approaches Issue (Table 5)** Interpretation and environmental education (760PW-R1):
Programmatic Activities: Park staff should coordinate with region staff and the agency Interpretive Supervisor to solicit cooperation of local school districts, higher education institutions, museums, and other organizations and individuals to develop and implement an enhanced environmental education and historical/cultural education program for RSP.

An Interpretive Center within Riverside State Park should be used as a hub of a linked system of interpretive signs and kiosks distributed throughout Riverside State Park and the SRCT. Such a linked system of interpretation could develop a thematic context

focused on the past 12,000 years of changing land-use patterns along the Spokane River Valley.

- **Centennial Trail Sub-area Issues and Management Approaches (Table 8):** Protection of wildlife habitat/natural ecosystems (760CT-N2):
Land Classification: Those lands outside of RSP proper and within the trail corridor itself or development areas for trailheads, parking, etc. are classified as **Resource Recreation**, which requires that recreational use and development be in balance with sustainable natural resource protection.
- **Appropriate recreational uses (760CT-R2):**
Land Classification: The trail corridor itself, outside RSP proper, including sufficient areas for development of trailheads, parking, restrooms, and other ancillary facilities as necessary is classified as a **Recreation Area** so as not to limit development of trail uses and amenities.
Park Policy: Park planning and management should attempt to accommodate the following existing and potential uses to a level that is consistent with protection of park natural and cultural resources and provided standards for recreational experience are met: walking, cycling, in-line skating, skating, running/jogging, wheel chair use, dog walks on leash, equestrian uses (where adjacent), nature viewing, baby strolling, fishing, river access, organized events, canoe/kayak put-in, picnicking, community links (trails), comprehensive interpretive program, CT extensions.
- **Maintenance, preservation, and improvement of facilities (760CT-R3):**
Park Recreational Resource Management Program: Capital Projects: 1) Resurface trail. 2) Develop trailhead at Sullivan Road. 3) Provide drinking fountains where feasible. 4) Explore the feasibility of building a parallel soft trail for equestrian use. 5) Comprehensive interpretation project for the entire trail, including potential for interpretive signs, brochures, and programs.

In addition to the policies articulated in the CAMP, we understand that State Parks discourages uncoordinated, multiple trail access points, both formal and informal. State Parks prefers to limit access points to planned locations in order to maintain the integrity of the trail and of the natural surroundings and to facilitate the flow of traffic along the trail. State Parks has articulated this goal in conversations with COSV staff and has taken this position in response to specific development projects that have requested access to parks property or the SRCT.

2.4 Spokane River Forum

The Spokane River Forum is a non-partisan, non-profit organization that creates materials, events and activities to promote regional dialogs and partnerships for sustaining a healthy river system while meeting the needs of a growing population. The Spokane River Forum is leading the effort to create a Spokane River Water Trail that will begin at the discharge of Coeur D'Alene Lake and extend to the confluence of the Columbia River. The Spokane River Forum has identified areas within the COSV shorelines as river access areas for the regional Spokane

River Water Trail. The major areas identified include direct river access at Barker Road, Sullivan Road, and at the Centennial Bridge (Plantes Ferry/Coyote Rocks). The Spokane River Forum identified other significant access points as part the Spokane River Water Trail including Sullivan Hole beach, Mission Avenue, and Mirabeau Point.

2.5 Friends of the Centennial Trail

The Friends of the Centennial Trail promote and coordinate activities and improvements along the regional CT. Within the COSV desired projects include improving the parking areas at Barker Road and Mission Avenue by paving and landscaping in order provide more attractive and safe parking facilities and to reduce the cost of maintenance. An equestrian area and trail system on the north bank has been part of CT planning since early in its inception but is no longer a high priority. In general, access and public use of the CT is considered good within the city limits.

Friends of the CT indicated that it was important not to disrupt traffic flow along the trail in order to provide for safe, nonhazardous trail use. Multiple trail access points, both formal and informal are discouraged and will need to be reviewed by State Parks early in the design process.

3. EXISTING PUBLIC ACCESS AND PUBLIC USES

A goal of the COSV and of the SMA is to preserve the existing levels and quality of public access in the COSV. Public access to the Spokane River shorelines within the COSV is considered good and appears to meet the needs of the majority of users. According to the most recent recreation survey of the Spokane River system² use along the Spokane River was considered to have sufficient amenities and was reported as not crowded, even though other sources estimate a high volume of use of the River Corridor associated with the SRCT³. The 2004 recreational survey evaluated the entire river system as well as Lake Coeur D'Alene and Lake Spokane and does not specifically distinguish the portion of the Spokane River in the COSV. However, its general conclusions are applicable to the portion of the River in the COSV. Additionally, the survey's assessment of the abundant recreational opportunities is reflected in information provided by several local interest groups summarized in Section 2, above. Recreational opportunities benefit from the large percentage of public ownership within the river corridor. The 2006 City Parks and Recreation Plan shows that linear parks within the COSV, including the SRCT, are only slightly deficient with a need for an additional of 0.7 acres in 2005 and an estimated 60 acres in 2025 to meet the desired level of service of 1.36 acres per 1,000 residents⁴. In addition, discussions with user groups indicate that existing access is generally good, though improvements to accommodate specific user groups are needed.

Important areas providing public access to the river corridor are shown in **Table 3-1** and on **Figure 3-1**. There are many informal paths from private property that are used by residents to access the SRCT and the river that are not included in the table. In addition to these existing access points, there are two potential access points described later in the document that may be appropriate locations for development of future access to the river and the SRCT.

Table 3-1 Existing Access to the River Corridor within the COSV

Access	SRCT Access	River Access	Spokane River Trail	Parking	Ownership	Description
Barker Road	Yes	Yes	Yes	Yes	SP - south, COSV - north	Gravel Parking lot on south side for CT access. Limited parking on bridge at north side boater access.
Flora Road	Yes	Yes, limited	No	No	COSV/SC	South side- used by neighborhood. North side parking limited, no signage.
Mission Ave	Yes	Yes, limited	Yes	Yes	COSV	Gravel right of way used by neighborhood and local/regional kayakers to access CT, river, and Sullivan Hole.
Sullivan Rd	Yes	Yes, limited	Yes	Yes	SP/COSV	Formal city park owned by SP/managed by COSV. Access

² Recreation Facility Inventory and User Surveys Report Spokane River Project, No. 2545, prepared by Louis Berger for Avista, 2004.

³ Friends of the Centennial Trail website, <http://www.spokanecentennialtrail.org/>

⁴ COSV Park and Recreation Master Plan, 2006 Table 5.1.

						improvements planned with new bridge.
Mirabeau Point	Yes	Yes, limited	Yes	Yes	SP	Scenic and a popular location to access the CT and river.
Trent Avenue	Yes	No	No	Yes	SP	CT access where Trent Avenue crosses the river. Parking is informal in public ROW.
Plantes Ferry	Yes	Yes, limited	Yes	Yes	SP	Parking within SC and included due to its importance for river access at the west end of the COSV.

Notes:

1. SP = State Parks ownership, COSV = City of Spokane Valley ownership, SC = Spokane County.

The paved, ADA accessible SRCT Trail begins at the Idaho state line and ends at Nine Mile Falls, Washington with a length of 37 miles of which 11 miles are within the COSV. The SRCT path generally follows the contours of the Spokane River, allowing access for many types of outdoor non-motorized recreational activities. The SRCT provides the public opportunities for walking, running, and biking and provides a means to access adjacent areas (fields and woods) that have informal trails and support activities such as birding, fishing and quiet aesthetic enjoyment of the river corridor. Along much of its length within the SRCT the SRCT is separated from adjacent private properties either by vegetated buffers and/ or high banks. These natural surroundings contribute to the aesthetics of the river corridor and help to screen adjacent development and uses. The natural surroundings are appropriately interrupted at a limited number of access points. Generally, most activities occur or are accessed from the south bank since access to the north bank is limited with the exception of Sullivan Park.

Direct use of the river includes fishing, swimming, boating and summertime floating. Boating and floating activities require river put-ins and take-outs in order to run the river. The Spokane River Water Trail, promoted as a regional trail, has identified put-ins and take-outs along the river from Coeur D’Alene Lake to the Columbia River. Four of these regionally important river accesses are located within the COSV. The Barker Road, Mission Avenue, Sullivan Road, and Mirabeau Point accesses are used for direct river access during warm weather. The Plantes Ferry access was lost when Upriver Drive was realigned and now boating use is limited downstream of Mirabeau Point. The Spokane River Forum and State Parks are in the process of acquiring funding to replace the Plantes Ferry access.

Within the COSV are located three popular local and regional kayak park and play features known as Sullivan Hole, Mini-Climax Wave and the Zoo Wave. Fishing occurs throughout the length of the river but during summer the area between Sullivan Road and Mirabeau Point is popular due to cold aquifer water entering the river.

Table 3-2 provides a summary of typical uses found within the river corridor. **Figure 3-2** shows the location of significant use areas.

Table 3-2 Existing Shoreline Uses within the COSV

Use	Location	Public Access	ADA Access (1)	Notes
CT Uses (hike, bike)	Along the CT	Good	Good	Trail related activities.
Swimming	River	Good	Generally poor	Informal, non-regulated swimming at dispersed beaches. No ADA accessible beach, few amenities at beaches.
Dispersed uses	---	---	---	Protection of adjacent land uses and natural areas is important for these activities.
-Fishing	River	Good	Generally poor	
-Birding	Wood/Fields	Good	Good along trail	
-Quiet	Wood/Fields	Good	Good along trail	
Floating	River	Good	Difficult	Includes inner-tubing and recreational summer rafting.
Whitewater Boating	River	Good		Boat access improvements are needed to advance the Spokane River Water Trail including ADA access at major put-ins if possible.
-Barker Road	---	Good	Possible	Access good, parking needs to be retained and expanded at this high use area. Improvements to boat access could make this site ADA compliant.
-Sullivan Road	---	Moderate	Difficult	Erosion has occurred on the slopes due to high use and no defined paths. Improvements are expected when the new Sullivan Road Bridge is constructed.
-Mirabeau Point	---	Good	Possible	River access is good for small boats. A long steep path to climb for larger boats and rafts. A dirt road exists to the river that could be used for vehicle or ADA access.
-Plantes Ferry	---	Poor	Possible	Boating activity for rafts and larger boats is limited due to no access. Currently there is a proposal to construct a ramp near the CT parking lot.
Kayak Park and Play	River			
-Mini-Climax Wave	---	Moderate	No	Access is by a steep eroding bank. Better path to river is needed.
-Sullivan Hole	---	Good	No	A good example of a multi-use feature on the river. Popular with floaters, boaters, swimmers, fishermen and kayakers. Accessed from Mission Road.
-Zoo Wave	---	Difficult	Possible	The least used of the kayak park and play spots due to lack of vehicle access.

Notes:

1. ADA access is a non-technical evaluation of the possibility of adding ADA compliant access for the various uses.

Public access on the north shore is limited to public right of ways, the Barker Road boat put-in, and Sullivan Park. There are many old dirt roads and informal trails within the shoreline

jurisdiction that are used for hiking, mountain biking and by fisherman to access fishing areas. Use is more limited than on the south shore, in part because much of the adjacent land is zoned industrial and there are few user amenities such as the SRCT. Access is considered adequate along the north shore for current and anticipated future uses. While public access is generally good on the south bank there are few user amenities to provide user services or to attract users to the river corridor beyond the SRCT and the river access uses described in **Table 3-2** above. User amenities can include public facilities and services such as public bathrooms, water fountains, benches, picnic areas, and parking as well as potential commercial uses such as private bike and boat rentals, shuttle service and restaurants.

4. SHORELINE CONDITIONS

Shorelines included in this evaluation include the portions of the Spokane River corridor that are located within the boundaries of the City of Spokane Valley. This includes shorelines from the eastern City boundary (River Mile [RM] 91) to the western City boundary (RM 81.5), excluding the area within the Town of Millwood (RM 82.1 to RM 83.4). The evaluation is divided into the four river segments used for the Shoreline Inventory.

4.1 Segment 1 – Upstream City Limits to Flora Road

Character of the River Corridor:

The river corridor through this segment is a mix of residential and open space. Areas on the north side of the river include residential and industrial uses. The south side of the river is predominately single family residential. In many areas the residential uses are separated from the public uses by high steep banks or vegetated buffers. This segment provides some isolation and urban wilderness for trail and river users. The river contains many of the whitewater rapids that make the Spokane River a popular summer float. In the residential areas there are many informal trails used to access the SRCT and for neighborhood swimming and fishing areas. It is considered by many users as a very attractive part of the SRCT and river. Since much of the shorelines are already developed the character of the river corridor is not expected to change substantially.

Access and Use of the River Corridor:

Access to the river corridor occurs predominately at Barker Road and to a lesser extent Flora Road on both the north and south sides of the river. Eden Road (closed City right-of-way) is used for neighborhood access. Recreational use is relatively heavy with access provided by the Barker Road SRCT parking area on the south bank and the Barker Road Boat Launch on the North bank. The existing parking appears adequate for both SRCT use and at the north bank boat launch.

The Barker Road access is easily accessible from I-90 and Trent Avenue. The nearest commercial area for user services (food, drink, gas) is near the Barker Road/Sprague Avenue intersection with additional services at Harvard Road in Liberty Lake (gas, restaurant, hotel). The KOA campground is located approximately 0.5 miles north of the Barker Road Bridge.

Key Use Areas:

Key use areas are:

- Barker Road Bridge where the gravel SRCT parking area (south side) and the boat launch (north side) are popular destinations for users. Parking and access is adequate for current users.
- Flora Road (North) North shore area east of Flora Road is an area used by hikers and fisherman to access the river. Parking is limited.
- Flora Road (South) Direct river access at Flora Road is used as a small boat launch, for swimming, fishing, and neighborhood SRCT access. Parking is very limited.

4.2 Segment 2 – Flora Road to Trent Avenue

Character of the River Corridor:

The river corridor through this segment is a mix of isolated wooded areas, expansive fields and commercial development. This river segment is generally adjacent to large parcel mixed uses on south side and industrial uses on the north side with an area of existing residential use on the south (portion of Greenacres). Much of the land is currently undeveloped. Recreational use is heavy through this river segment and includes SRCT trail uses, fishing, boating and floating. It is anticipated that additional commercial/mixed use development will occur adjacent to the shoreline jurisdiction. Future development will likely result in increased use of the river corridor and additional access requirements to service future developments. This segment provides some isolation and an urban wilderness experience for trail and river users but is expected to change as the area is developed and becomes more urbanized.

Access and Use of the River Corridor:

Access to the river corridor predominately occurs at Mission Avenue, Sullivan Park and Mirabeau Point. Other access points include E. Indiana Road, a public right of way near the Walt Worthy office building, Spokane Mall access, and the Trent Avenue access. Use of these access points is limited due to limited parking, little historical use, or lack of signage. Mission Avenue is an important access used by kayakers to access the popular Sullivan Hole park and play area. Sullivan Park is a formal city park located on the north side of the river.

Sullivan Park is easily accessible from I-90 and Trent Avenue. Mission Avenue and Mirabeau Point are both used to access the river corridor but are more difficult to find due to lack of signage. All of these areas are close to the Spokane Valley Mall which can provide services (food and drink) to users of the river corridor. Mirabeau Point is convenient to services on Pines and Trent Avenues while Mission Avenue is convenient to the Spokane Valley Mall and the Hanson development located east of the mall.

Key Use Areas:

Key use areas within this segment include both river corridor access and specific high use areas.

River Corridor Access:

- Mission Avenue is used by the neighborhood to access the SRCT. The Mission Road access is used for direct river access for fishing and swimming and is very important to local and regional kayakers to access the Sullivan Hole play spot. Much of the nearby property is zoned mixed use. Currently (year 2012) approximately 200 apartments are being constructed on a portion of the property adjacent to this access. It is anticipated that the increased population will increase use in this area.
- Sullivan Road provides access to Sullivan Park on the north side of the river and the Spokane Valley Mall on the south side of the river. Sullivan Park is a major shoreline access point used for day use (picnicking and swimming), for direct river access, and for parking to access the SRCT, located on the south side of the river requiring users to cross Sullivan Bridge. The proposed Sullivan Bridge improvements will provide safe pedestrian access and improvements for direct river access. Designated SRCT parking

and trail signage does not exist at the Spokane Valley Mall but trail users do park there to access the SRCT.

- Mirabeau Point provides an important access to the SRCT and the river. Activities at Centerplace introduce visitors to the river corridor. Parking, trail and river access are adequate at Mirabeau Point.
- The Trent Avenue access can be improved. Trent Avenue is a high traffic area and this access is minimal signed and not very attractive for users. With improvements this area could become an important area to access the SRCT.

River Corridor Use Areas:

- Sullivan Hole is the most popular kayak play spot on the river. Nearby is the Mini-Climax wave used by kayakers at higher river flows. The area has seen increasing multi-use activities including fishing, swimming and picnicking. Upstream of Sullivan Hole, on the north side of the river is located a large sandy beach that is currently only accessible from the water or by foot. In the future, when the Sullivan Road gravel pit is closed access to this beach may be feasible along the existing gravel pit access road.
- Mission Avenue is a high use area for river access. Development of nearby properties will bring increased use to this area. Currently many users access the river down a steep, eroded trail right by the access. Signage and low intensity development (picnic tables, benches and signage) at the nearby old “Lions Park” would provide an appropriate day use area.
- A popular beach is located downstream of Sullivan Park on the north side of the river. This beach is accessible from Sullivan Park. Development of a trail and signage would be appropriate to direct users to this area.
- The Zoo Wave is a kayak park and play area located downstream of the Union Pacific Railroad Bridge and upstream of Mirabeau Point. There is no parking and the feature is typically accessed when running the river. The south shoreline adjacent to the Zoo Wave is a large flat river bench that is suitable for day use and may be an appropriate area to construct ADA access.
- Mirabeau Point is a high use area that is suitable for development of low intensity day uses to help direct users to low impact areas. Suitable development might include better definition of the trail system, fencing, development of an overlook and picnic areas. Additional planning to protect these areas while maintaining uses will be required by City and State parks.
- Fishing is popular between Sullivan Bridge and Mirabeau Point. Informal trails lead to the fishing areas.

Future Use Areas:

During this review of river corridor access and users the following areas were noted as possible areas that could benefit access to the SRCT and the river in the future.

- Completion of mining activities at the Sullivan Road gravel pit is not expected in the near future but when completed a 160 acre cold water lake will exist. This lake is a window into the Spokane aquifer and uses will need to be limited to protect the region’s water supply. The combination of a large lake adjacent to the river corridor provides an

opportunity to increase access to the north side of the river; including the large beach by Sullivan Hole and for economic development of the strip between the lake and the river.

- The undeveloped land east of Mirabeau Point is zoned mixed use. Additional access close to the Union Pacific railroad Bridge should be considered when developed. A new SRCT/river access near this location would provide access to the SRCT, the Zoo Wave and adjacent day use area, and linkage to the COSV Millwood trail currently under design.
- There is no direct SRCT access from the Pinecroft property. Depending on the type of development an additional public access point may be appropriate for users in this area to access the SRCT.

4.3 Segment 3 – Trent Avenue to Coyote Rocks

Character of the River Corridor:

The river corridor through this segment is characterized by well vegetated, high steep bank, decreasing in elevation at Myrtle Point, Plantes Ferry and Coyote Rocks. Myrtle Point park is an undeveloped park owned by the COSV is located in this river segment. Through much of this segment river corridor uses are isolated from the adjacent uplands. Due to the steep banks and the Myrtle Point Park, the character of this segment is not expected to substantially change.

Access and Use of the River Corridor:

Through much of this segment the COSV has jurisdiction on only the south bank. Land uses along this segment include the City's Myrtle Point Park and the Coyote Rocks residential development. Recreational use is relatively heavy at the beaches by Coyote Rocks with access from the Plantes Ferry SRCT parking lot is located on the north bank (Spokane County jurisdiction). The only legal access to the south bank from within the COSV is at Trent Avenue. Access from the residential areas to the south is difficult due to the lack of public parking and a legal access to the SRCT and Myrtle Point. The nearest commercial area for services (food, drink, gas) is along Trent Avenue. Most users enter this area from the north side Plantes Ferry Parking lot.

Key Use Areas:

Key use areas are:

- Myrtle Point is located on the south bank of Plantes Ferry and is undeveloped. The area is used for swimming and fishing. The area should remain as a conservation area due to its connection with the highlands to the north but is appropriate for development of low intensity day uses such as picnicking and swimming. Access to the area from neighborhood to the south should be improved and the area has been identified as needing boat access to fill in a gap of the Spokane River Trail.
- The Trent Avenue access has potential to direct users to the river corridor. Trent is a high traffic road and an inviting entrance to the river would be suitable here.

4.4 Segment 4 – Orchard Avenue Area

Character of the River Corridor:

The river in this segment is impounded by Upriver Dam and is lake like. Through this segment the COSV has jurisdiction on only the south bank. This segment is almost entirely residential. The residential properties extend to the river and are generally fully developed to the waters edge.

Access and Use of the River Corridor:

Uses include swimming, fishing and boating. This is the only shoreline within the COSV that is suitable for docks and motor boats. There is no public access located in this area of the city.

Key Use Areas:

- There are no public key use areas within this segment.

5. PROPOSED SHORELINE ACCESS AND USER IMPROVEMENTS

As described above, the Spokane River corridor has significant existing public access opportunities. Based on current information, these existing access opportunities are adequate to meet demand for current and anticipated future uses. This section addresses improvements to existing access and new access areas that may be proposed.

When identifying potential future access improvements, the COSV acknowledges the efforts of Washington State Parks and the City Parks department to balance development of recreational opportunities against preservation of the natural environment that is important to the recreational experience. Accordingly, COSV seeks to implement the preferred approach of Washington State Parks and Friends of Centennial Trail goal of limiting proliferation of uncoordinated, multiple access points and instead focusing improvements on existing access points or developing new day use areas or access points at select, appropriate planned locations.

The proposed improvements described below have been developed from comments received at public meetings and from communications with user groups and with park managers. Proposed improvements are consistent with proposed shoreline Environmental Designations, existing park management plans, and the preservation of high-quality conservation areas. Improvements to existing access areas and for the development of future use areas will need to comply with the Goals, Policies, and Regulations as adopted by the City. **Figure 5-1** shows the location of these proposed improvements.

Improvements to Existing Shoreland Access

Access to the SRCT is good. Improvements to existing access points can include improvements to the existing parking areas to reduce maintenance, provide stormwater treatment, and provide ADA access. Additionally, improvements on existing access points can address other issues such as improved signage, ADA compliance or construction of new amenities at appropriate locations including public bathrooms, water fountains, benches, picnic areas, and paved parking. **Table 5-1** provides a summary of proposed improvements to existing access areas commonly used to access the SRCT and the land within the shoreline.

Table 5-1 Proposed Shoreland Access Improvements

Access	Proposed Improvements
Barker Road - South	Pave, landscape and provide stormwater treatment for the existing gravel SRCT parking area. Parking area and SRCT trail access are ADA accessible though the slopes to and on the trail appear to be steep.
Barker Road - North	Increase parking for non-motorized direct river access. Purchase of additional property may be necessary to provide sufficient parking when Barker Road is widened. Consider an ADA compliant path to the river put-in.
Mission Ave	Pave, landscape and provide additional parking, including ADA parking. Bathroom/changing room would be helpful.
Sullivan Park	Parking and amenities are sufficient. Provide a non-motorized ADA compliant river put-in/takeout when the new bridge is constructed. Due to the steepness of the bank an ADA

	compliant access to the river will be difficult to construct and maintain.
Mirabeau Park	Parking and ADA access are good.
Trent Avenue	Pave, landscape, bathroom, signage for trail access.
Myrtle Point	Provide public access and parking from the south side.

Improvements to Existing Direct River Access

Direct river access is used for river floating, fishing, swimming, and kayak park and play activities. Floating the river is a popular activity for summertime innertubers and the whitewater community which includes kayakers, canoeists, and rafters. Existing boat accesses are not ADA compliant and it is difficult to launch larger rafts and drift boats using a trailer. The lack of a useable takeout at the west side of the city near Plantes Ferry/Coyote Rocks creates an impediment to boat use on the river. **Table 5-2** provides a summary of proposed non-motorized access improvements that benefit river users.

Table 5-2 Proposed Direct River Access Improvements

Access	Proposed Improvements
Barker Road - North	See Table 5-1 and 5-2.
Mission Ave	See Table 5-1 and 5-2.
Sullivan Park	Access to the river is difficult and high use has resulted in erosion. Provide better access for direct river uses.
Mirabeau Park	Access and signage adequate for use.
Myrtle Point /Plantes Ferry	Support user groups and State Parks to identify and construct a non-motorized boat launch in this area.

Spokane River – Future Use Areas

Trail and river use is expected to increase in the future as populations increase and vacant land is developed within or adjacent to the shoreline jurisdiction. It may become appropriate to improve public access opportunities to address any unmet demand for access or to compensate for impacts to existing access opportunities.

Any development of future access areas will need to be coordinated with both City and State Parks and located and designed consistent with the COSV's SMP. If additional new access areas are requested they must be designed for public access, including parking and signage.

When considering potential future access improvements, the COSV will balance development of recreational opportunities against preservation of the natural environment that is important to the recreational experience. Consistent with Parks policies, COSV will limit proliferation of uncoordinated, multiple access points and seek to focus on new day use areas or access points at select, appropriate planned locations identified below.

Table 5-3 includes proposed access improvements that have been identified as suitable areas to improve access to popular shoreline use areas while protecting more sensitive areas. The proposed new day use areas are located in disturbed areas or areas subject to development pressure that are suitable for development of low impact day uses. Low impact development of these sites, utilizing existing trails and dirt roads can be accomplished with little ecological impact to the shorelines. The development of these low intensity user areas will benefit the shoreline environment by directing shoreline users to areas that minimize disturbances to the shoreline vegetation.

Table 5-3 Proposed Future Shoreline Day Use Areas

Access	Proposed Improvements
Eden Road	Currently used as neighborhood access. If the river bench alongside the river is developed into a day use area, opening Eden Road and providing parking is warranted.
Mission Ave/Lions Park	Potential day use area at "Lions Park". Provide picnic tables, benches and improve signage.
Mirabeau - East	New parking and access near the UP RR bridge to support access to the Zoo Wave and a potential day use area located on the river bench near the Zoo Wave.
Mirabeau Park	Provide day use area along heavily used rock and river, picnic tables and benches.
Pineroft	Provide public parking and public access to the SRCT at the Pineroft subdivision if warranted by development uses.
Myrtle Point	Provide/ stabilize beach access, provide a day use area.

Spokane River – Economic Development

New development along or adjacent to the river corridor such as restaurants, recreational equipment stores, and similar enterprises attracts users and provides needed services. There are limited services available near the shorelines and potential development of gathering places at or near busy road corridors (Barker Road, Sullivan Road, Mirabeau Point, or Trent Avenue) could

provide services for shoreline users. The shoreline is a sensitive environment with lots of public use and oversight. Any future development within the shoreline will need to be located in appropriate areas to avoid net loss of shoreline ecological functions and any ecological impacts associated with a new development will need to be mitigated.

6. IMPLEMENTATION

Public access improvements within the shoreline may be proposed by applicants including public agencies. These voluntary public access improvements if requested and constructed as part of a proposed development should be consistent with this plan and with the SMP and must benefit the community. New shoreline public access should be integrated into the platting and site development planning process. In general, the COSV chooses to implement the approach of Washington State Parks and Friends of SRCT of discouraging uncoordinated, multiple access points, and, instead, focusing any improvements on existing or planned locations identified in this document in order to maintain the integrity of the river corridor, the SRCT and its natural surroundings and to facilitate the flow of traffic along the SRCT and Spokane River. Areas identified in this plan for access and use improvements are located in part on public lands. Implementation of proposed access improvements will therefore require that the COSV coordinate with State Parks. It is expected that any planning and implementation of publically funded improvement projects will be coordinated through each parks capital improvement plan.

In addition to voluntary improvements proposed by applicants, state shoreline regulations require private projects to provide public access in certain circumstances. However, the regulations acknowledge limitations on the requirement to provide public access.

First private projects are not required to provide access on-site when a public access plan supports more effective public access opportunities. As identified above, this plan identifies planned locations for future access to discourage proliferation of multiple uncoordinated accesses such that on-site access will not typically be required unless consistent with the improvements identified in this plan.

Second, private projects are not required to provide access if the requirement would violate constitutional or other legal limitations. The most critical constitutional limit on development conditions requiring public access is the doctrine of “regulatory takings,” which requires local government to show a “nexus”⁵ and “rough proportionality”⁶ for such conditions (also known as the “Nollan/Dolan” analysis). These principles, which originated under a federal constitutional takings analysis, have similarly been applied in a Washington constitutional context. Based on these constitutional principles⁷, access can be required of private property owners in the

⁵ The City must show that an “essential nexus” exists between a legitimate state interest and the permit condition. The focus here is on the nature of the permit condition and the need to show that its nature is related to an adverse impact of the proposed development.

⁶ To comply with the requirement of “rough proportionality,” the City must show that the degree of the exactions demanded by the permit conditions bears the required relationship to the projected impact of the proposed development. The focus here is on the degree of the permit condition and the need to show that its degree is related to the extent of the adverse impact.

⁷ Public access conditions may raise other constitutional issues, such as substantive due process and equal protection, but the takings evaluation outlined above typically addresses most issues related to public access. A publication providing guidance on these and other legal issues has been produced by the Washington Attorney General’s Office. Public access policies and regulations proposed by the City should be evaluated under the takings framework described in the Attorney General Guidance to satisfy the requirements of RCW 36.70A.370.

shoreline context if demand for access exceeds current capacity⁸ or if existing access opportunities are impaired.⁹ As described earlier, it is not anticipated that development within the shoreline will create a demand that exceeds existing capacity because existing access to the shorelines within the COSV is generally good and current information suggests that these existing access opportunities are adequate to meet demand for current and anticipated future uses. However, if a private project proposes to remove or impact existing public access (physical or visual), then the City will typically impose a condition related to public access to mitigate this impact to a degree similar to the impact to existing public access that is created by the proposed project.

⁸ For example, if a private project increases the demand for public access to shorelines, then the City can typically impose a condition related to public access to mitigate this impact, again, to a degree that is proportional to the amount of increased demand.

⁹ For example, if a private project proposes to remove or impact existing public access (physical or visual), then the City can typically impose a condition related to public access to mitigate this impact to a degree similar to the impact to existing public access that is created by the proposed project.

FIGURES
