

DATE: March 26, 2018  
 TO: Marv Kinney, Port of Benton  
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 SUBJECT: Columbia Point South – High-Level Feasibility Analysis

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## 1 Purpose and Approach

The purpose of this development options analysis is to provide a qualitative, high-level review of a set of potential development concepts at Columbia Point South so that the City and its partners can further examine the best opportunities to pursue.

ECONorthwest’s work began in Fall 2017 with an analysis of existing conditions at the site to get a better understanding of the scale of development that could be possible on the site and the associated zoning entitlements that could be allowed. It also includes an overview of the history of the site, including its cultural importance to local tribes. This document is provided in Appendix C.

The next step was to hold a workshop with the City, Confederated Tribes of the Umatilla Indian Reservation (CTUIR), and the Port of Benton to review existing conditions and identify goals, objectives, and key considerations. At this workshop, the City of Richland, CTUIR, and the Port of Benton outlined a set of goals for development at the property, which are summarized in Exhibit 1.

### Exhibit 1. Goals of the Stakeholders

Stakeholders	Stated Goals
City of Richland	<ul style="list-style-type: none"> <li>• Continue coordinating with CTUIR on potential development options.</li> <li>• Find uses that advance the city's economic and community development goals, leveraging the natural advantages of the waterfront.</li> <li>• Balance development with open space and environmental protection.</li> </ul>
Port of Benton	<ul style="list-style-type: none"> <li>• Provide assistance as needed to the City of Richland, CTUIR, and other partners.</li> <li>• Catalyze in economic development on the site and assist with possible incentives.</li> </ul>
Confederated Tribes of the Umatilla Indian Reservation	<ul style="list-style-type: none"> <li>• Maintain a relationship with the City, ensuring that the City consults with CTUIR when considering development options for the site.</li> <li>• Keep the site in a natural setting, minimize active development.</li> <li>• Take cultural resources into account for any possible development.</li> <li>• Consider potential opportunities to acquire land at the site.</li> </ul>

The group also provided input to the City of Richland on a set of development options for further evaluation. ECONorthwest evaluated each of these uses, which are allowable uses in the proposed Urban Recreation District:

- **Concept 1: Lodge.** The lodge would be a 50 to 80 room, two to three-story structure that would provide an upscale option in the area with views.
- **Concept 2: Meeting space/wedding venue.** An investment in meeting space would most likely occur in conjunction with a lodge investment and would leverage the on-site

restaurant or brewery for catering needs. The area lacks upscale meeting space for weddings, fundraisers, and corporate retreats.

- **Concept 3: Restaurant or brewery.** We included a destination restaurant or brewery that would provide river views and would attract a mix of local customers, hotel guests, and visitors.
- **Concept 4: Retail (spa, trading post).** We evaluated two potential uses that could complement the lodge, meeting space, and restaurant.
- **Concept 5: Outdoor recreation and gathering space.** Potential outdoor uses could include walking and biking paths or an amphitheater. These uses would include opportunities for cultural and natural history interpretation so that visitors understand the history and unique conditions of the site. More information on the history of the site can be found in Appendix C.

To prepare this analysis, ECONorthwest collected market information for each of these concepts, including information on local comparables, market data (where available), and conducted a limited amount of stakeholder interviews. We also evaluated each concept against the stakeholder goals and provided an assessment of project risks and challenges.

## 2 Summary of Development Concept Evaluation

The Columbia Point South Site provides an opportunity for the City of Richland to increase quality of life for local residents by enhancing existing natural open space and providing waterfront destinations. It also has the potential to provide economic development to the City by attracting visitors and allowing for the creation of new businesses to support those businesses. This section provides a summary of key takeaways from this high-level feasibility analysis.

**Each of the concepts is feasible from a legal and physical constraints perspective.** We evaluated concepts that worked within the existing legal framework and restrictions presented by the City's proposed Urban Recreation District designation. We also looked at concepts such as the lodge/meeting space/restaurant concept that could be situated on the site in such a way that could be acceptable to the CTUIR and the community. At the same time, there are several additional considerations for development at the site that are outlined in more detail in *Appendix C: Existing Conditions*. The following considerations will need to be accounted for through more detailed study:

- **Transportation Access.** The City has the right to build an improved road under the Interstate 182 corridor, per the Washington State Department of Transportation. This road would provide adequate access for the uses explored in this memorandum. However, the City would still need to account for secondary emergency access at another location on the site.
- **Utility Provision:** Utility connections would need to be extended depending on where development occurs. There is currently one utility access point for water, sewer, and

electric service. The City will need to determine if it wishes to provide incentives related to infrastructure provision as it considers development possibilities for the site.

- **Current Designations:** The site is on the National Register of Historic Places for its historic and archeological importance to Indian tribes. Given this designation, new infrastructure development at the site may require additional subsurface testing. In addition, fill may be required to build up the soil at the site to avoid subsurface archeological materials and the native fine loamy soil type in the area.
- **Adjacencies.** The United States Army Corps of Engineers owns and manages land to the south of the site. The City would need to determine whether there are any additional conversations required or restrictions to development as a result of that adjacency.

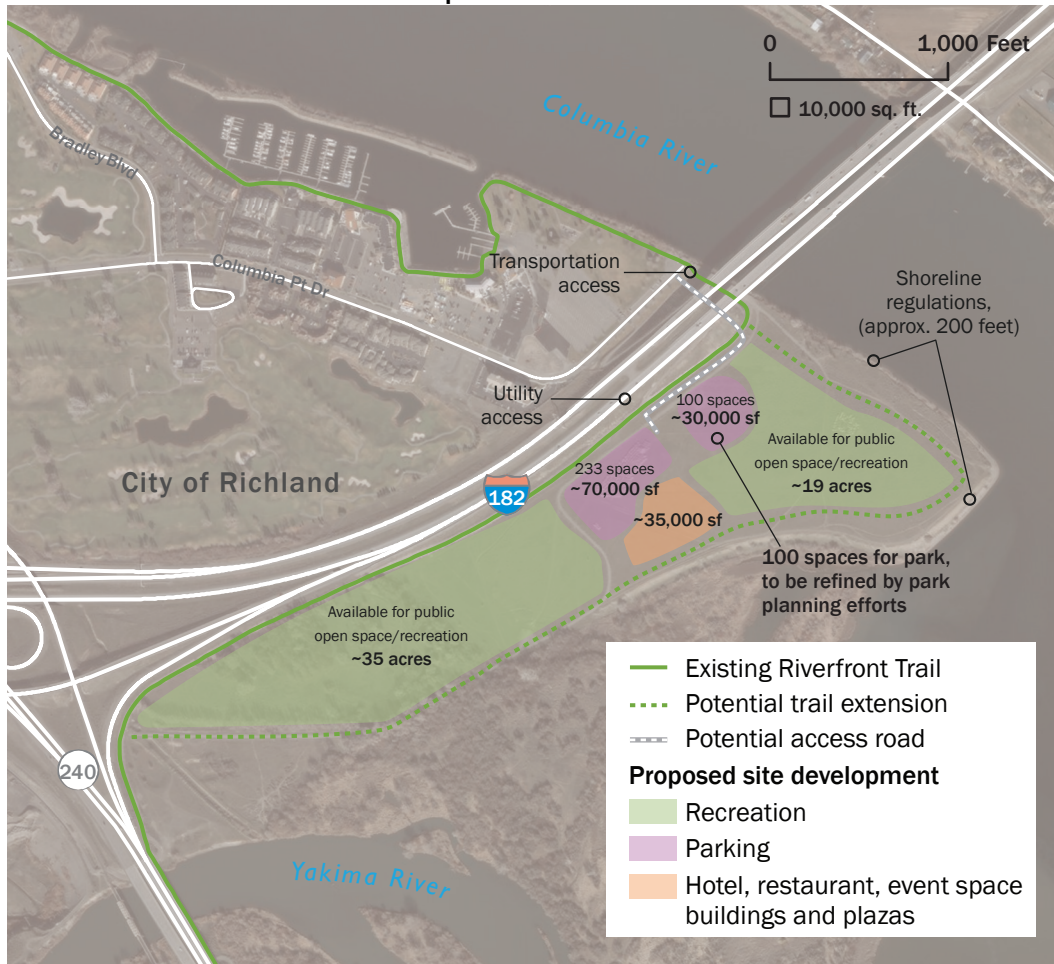
**Any future development concept being considered would expand recreational options for local residents on the site.** Recognizing the amenity value of Columbia Point South to local residents, the City would, as part of any new development concept, look for opportunities to provide access and improved recreational amenities at the site. These recreational amenities, such as bike paths, an amphitheater, or gardens, would serve both local residents and visitors to the Tri-Cities. Providing recreational opportunities would enhance the visibility of any event space and restaurants included as part of the development concept.

**Each development concept provides synergies with other development concepts and can improve the overall attractiveness of the Columbia Point area.** For example, the lodge supports out of town meeting guests in the event space. The event space would have contracts with the restaurant or brewery for large events that would help to support the restaurant through less busy times (weekdays, middle of winter). The restaurant/brewery and retail space would provide an amenity for visitors to the outdoor recreation facilities in the area, potentially providing an interesting point of interest for local families. In addition, an overall lodge/recreation concept on the site would provide (1) increased competition with other hotels and restaurants and (2) another point of interest for visitors to the Columbia Point area looking for recreation and dining opportunities, and (3) potential for spillover demand from the hotel and restaurant to other local facilities in the case of large events at Columbia Point South where the hotel could not accommodate all of the event attendees.

**Future buildings on the site should orient to the water, even if they are set back to account for site conditions.** Columbia Point South's unique position at the confluence of two rivers provides a unique opportunity to provide waterfront amenities in tandem with new development that orients toward the river. Potential development at the site can take advantage of the site's southern exposure to the water, which is unique to the site.

**The location of the development on the site will be important to community and tribal acceptability.** Any development on the site must avoid disturbing important tribal cultural resources, and continue to provide public access to valuable riverfront areas. Exhibit 2 provides a preliminary, sketch-level illustration of where the potential development could sit on the site, and the potential scale of that development based on the findings of the site tour with project stakeholders and the existing conditions analysis.

**Exhibit 2. Scale of Potential Development at Columbia Point South**



Source: ECONorthwest

A successful development on the site will provide a multi-faceted, welcoming destination for locals and visitors to the area. To mitigate risks related to seasonality, project developers will need to attract:

- **A diversity of hotel guests.** The lodge should cater to business travelers and family members visiting local residents in the off-season. Providing suites instead of standard hotel rooms allows for a more comfortable stay for residents on extended stays.
- **Events in all seasons.** The event space should feature amenities that are attractive to corporate/government meeting planners, recreational groups, local organizations planning fundraisers, wedding planners, and families planning family events. This includes access to spillover outdoor space, flexible catering options, and blocks of rooms for event guests.

Based on our evaluation, Exhibit 3 provides a summary of how each concept performs against the goals described above. This scoring in this summary table assumes that there would be no new buildings close to the water that would disrupt cultural resources and that new



development would follow the guidelines outlined by the City of Richland’s Urban Recreation District.

**Exhibit 3. Summary of Evaluation Assessment**

	1. Lodge	2. Meeting Space	3. Restaurant or Brewery	4. Retail	5. Outdoor Recreation
Provides Public-Private Partnership Potential	●	●	◐	◐	●
Meets City and Port Economic Development Goals	●	●	●	○	◐
Meets Community Need or Desires	◐	●	●	○	●
Protects Open Space Recreation Options	●	●	●	●	●
Keeps Site in Natural Setting	○	○	○	○	◐
Respects Natural and Tribal History	●	●	●	●	●

Source: ECONorthwest

Key: ● Excellent ◐ Good ○ Fair

### 3 Development Concept Evaluation

To evaluate each concept, ECONorthwest included several metrics that align with the goals described above. We drew upon the goals outlined in Exhibit 1 to align a set of metrics that can help the City make decisions about additional analysis or next steps for the site:

- **Use Definition:** What is the concept that we are exploring? What type of structure would the use need? What type of building does this use usually occupy? What amenities or infrastructure does this use need at the site level?
- **Competitive Assessment:** How broad is the market area for this use? Who are the main competitors in the market area? What kind of competitive advantage does this site offer in relation to this concept?
- **How the Concept Meets Stakeholder Goals:**
  - What would be the impact on cultural resources, cultural interpretation opportunities, alignment with tribal goals?
  - What are the possible incentives that could be available to support this use?
  - What is the potential profitability and what are the potential risks for the use?
- **Profitability and Risk:** What are the barriers and challenges to developing the use at the site?

## Concept 1: Lodge

A lodge/hotel at this site would add to the existing amenity base in the Columbia Point area by providing upper-upscale rooms with river views, access to walking trails, and resort-style event space (see Concept 2). The lodge would blend into the natural surroundings of the site but still provide visibility from the highway. The lodge would provide upper-upscale rooms, including a large share of suites, at a price point starting at \$150 to \$170 per night. A hotel of this quality requires upscale services, such as a hotel concierge, valet parking, activities, room service, on-site recreation, and gourmet restaurant, as well as upscale appointments like high-end furnishings and artwork.

There are several examples of accommodations that capitalize on access to recreation or their unique location within a region, shown below.

### Cedarbrook Lodge (Seattle, WA)

Located just two miles from the Sea-Tac airport, the Cedarbrook Lodge has 167 rooms in three low-rise buildings. The Lodge markets itself as a destination for weddings and corporate events. It features close to 20,000 SF of indoor event space and 5,500 SF of outdoor space for event use.



### Columbia Gorge Hotel (Hood River, OR)

This mission-style hotel overlooking the Columbia River was built by the National Park Service in 1921 to complement the Columbia River Highway. A queen room costs about \$300 per night (based on high season June rates). The hotel has four event spaces, including a ballroom and garden terrace. There is a restaurant and one lounge on the premises, as well as a spa with offerings including massages, facials, and nail styling.



Source: [getmyperks.com](http://getmyperks.com)

### Clearwater Resort/Kiana Lodge (Poulsbo, WA)

Suquamish Clearwater Casino Resort is a waterfront hotel located in Poulsbo, Washington, across the Puget Sound from Seattle. The resort hosts private events and weddings, and also partners with the nearby Kiana Lodge for weddings. Since the lodge does not have rooms available to book, many people will stay at the Clearwater Resort when visiting the area.



Source: [banquetevent.com](http://banquetevent.com)

**Site:** Unlike other waterfront hotels in the area, the hotel at Columbia Point South would need to be set back from the water to account for shoreline regulations and the presence of tribal cultural resources.

**Building Size:** Given the many hotels within the Columbia Point area, we recommend an upscale hotel with 50 to 70 rooms and 5,000 square feet of meeting space (See Concept 2). The City of Richland’s Comprehensive Plan allows a maximum height of 40 feet at the site, or about three stories.

**Parking:** A new parking area would be needed to accommodate the new lodge. It could be shared with the restaurant parking area. The City of Richland requires 1 space/room.

**Adjacencies:** The hotel would do best as a multifaceted destination with a full-service restaurant, meeting space, and retail amenities.

**Infrastructure:** The site lacks utilities, so they would need to be routed under Interstate 182.

**Visibility and Access:** The hotel would need to maintain good visibility from Interstate 182 while still aligning with the comprehensive plan goals.

## Competitive Assessment

There are few hotels in the region that cater to upscale meetings and events, including weddings and business meetings. Given the unique site with river views and proximity to potential recreation areas, a lodge at this site could attract a mix of leisure, family, and event guests seeking a peaceful respite from the city. Our data source, STR Global, lists 44 hotels in the Tri-Cities market, which is the market area for a potential hotel at Columbia Point South. The hotels currently have over 4,000 guestrooms.

We completed a high-level hotel market assessment, using STR Global data and found the following applicable trends in the Tri-Cities market:

- **Quality ranges from economy to upscale.** Typical for a mid-size market, these hotels range in quality from economy to upscale, but there are no upper-upscale (e.g., Sheraton) or luxury (e.g., InterContinental) hotels in the market.
- **The hotel quality mix is changing in the region.** However, the hotel mix in Tri-Cities has a higher than average share of upscale and upper midscale properties for a mid-sized market. **Error! Reference source not found.** illustrates the change in the Tri-Cities hotel mix. Since 2010 there have been no economy or midscale hotel rooms added to the market. Yet, room supply increased 24 percent. There are now 475 more upper midscale hotel rooms in the market than there were in 2012. There have been 313 more upscale hotel rooms built since then.

- **Most hotels are brand-affiliated and limited service.** There are ten unbranded, independent hotels and 34 that are brand-affiliated. The hotels in the market are largely limited service (no restaurants) with few amenities and limited service.
- **Occupancy rates are on par with other mid-sized markets.** Over the course of 12 months (ending in November 2017), Tri-Cities hotels recorded an average occupancy rate of 62.5 percent. The market is seasonal. December is the slowest month at 42 percent while June is the peak month at 77 percent of rooms being sold. This pattern is typical of places that attract a larger than average share of business and meeting visitors, but fewer than average leisure travelers. Occupancy is fairly strong in the shoulder seasons (spring and fall). This indicates high business and meeting activity. July and August, which are normally the peak months in the Pacific Northwest, average only 69 percent in Tri-Cities.
- **Hotel pricing has increased since 2011.** Since 2011, ADRs ranged from \$78 a night in December to \$90 in June. This follows the same pattern as occupancies. But the trend is up, as clearly shown in **Error! Reference source not found.** The ADR for the last 12 months was \$89. It was \$78 in 2011. That trend is attributable to inflation, good occupancy rates in 2017, and the change in mix resulting from new upscale properties in the market.

*Appendix A provides detailed tables showing market conditions for hotels in the Tri-Cities region.*

The potential lodge would compete with other upper scale hotels within the region, shown in Exhibit 4. The lodge would have to provide a differentiation from these offers, with river view rooms, high-end meeting space, a full-service restaurant that caters to locals and visitors alike, and an orientation toward the recreational offerings at Columbia Point South (walking paths, biking paths, fishing).

**Exhibit 4. Tri-Cities Upper Scale Competitor Hotels**

Hotel	Distance from Site	# of Rooms	Lowest Advertised Rate	Likely Target Market	Notes
The Lodge at Columbia Point	0.1 miles	72	\$199	Leisure travelers	Wine-theme, spa amenities, waterfront location
Courtyard Richland Columbia Point	0.2 miles	120	\$129	Business and leisure travelers	Waterfront location, Restaurant, 4 event rooms with 3,300 SF of meeting space
Homewood Suites by Hilton Richland	2.1 miles	115	\$189	Travelers visiting family, business travelers	All suites
Hilton Garden Inn Kennewick Tri-Cities	5.4 miles	120	\$109	Business and leisure travelers	1,700 SF of meeting space in three rooms, located next to the convention center
SpringHill Suites Kennewick Tri-Cities	5.4 miles	116	\$149	Business and leisure travelers	All suites, located next to the convention center

Source: STR Global and ECONorthwest.

## How the Concept Meets Stakeholder Goals

**Community Desires/Needs:** The lodge would provide an upscale option for out of town visitors.



**Economic Development Goals:** An upscale lodge would improve Richland’s brand and would have impacts on the broader Columbia Point area. The lodge would bring visitors to the area who would support local businesses.

**Potential CTUIR Acceptability:** The lodge and concepts associated with it are of concern to the Tribes. In their early March 2018 review of this draft high-level feasibility analysis, the CTUIR Cultural Resources Committee listed the following main concerns: “(1) in addition to the lodge investment, the surrounding area would have to be improved for aesthetic reasons and (2) in the future, the City would want to enhance and improve the other surrounding areas for additional amenities.” In previous conversations with tribal representatives, the most important consideration for CTUIR is that any development on Columbia Point South is located away from existing cultural resources. A smaller lodge concept would likely be more acceptable to CTUIR if there was an agreement to keep other areas of the site in a natural state.

**Partnership Potential:** The City could partner to develop the parcel with a lodge hotel that fits its economic development goals.

### **Risk**

A smaller hotel with 50 to 70 rooms and quality offerings will have higher occupancy rates, fewer swings in staffing needs, and more advanced bookings. Coupled with meeting space, the lodge can weather seasonality by catering to corporate retreats with out of town guests. There are several other hotels near this potential price point within the Columbia Point South area.

A lodge concept would best mitigate risk by providing unique offerings (a brewery, upscale event spaces, access to plaza and outdoor space), but these offerings would need to be well-executed.

## Concept 2: Event Space

This concept includes an assumption of 5,000 square feet of event space in the lodge. The space would cater comfortably as many as 250 attendees and be programmed flexibly to accommodate a variety of event sizes, including weddings, family reunions, holiday parties, small conferences, corporate retreats, and fundraisers.

**Site:** The site should accommodate flexible indoor/outdoor areas for events. The site could feature manicured plaza spaces or gardens with gathering spaces for use in good weather, especially for weddings. The hotel might want to consider an offsite shuttle for parking for larger events, in case the built parking areas are not large enough.

**Building Needs:** A 5,000 square foot space could accommodate groups of up to 250 people (20 SF of space per person). The building could feature roll-up doors for indoor/outdoor events.

**Parking:** The event space would require over 100 parking spaces. This lot could serve as shared parking with the hotel and restaurant.

**Adjacencies:** The space would align well with the lodge and brewery/restaurant offerings, allowing event catering. The event space would likely cater to organizations looking for resort-style event space with easy freeway access. The location of the potential lodge near other hotels means that the site could feature larger events, with some guests staying offsite at other hotels.

**Visibility and Access:** The event space would not need to be visible from the freeway, but there should be good wayfinding infrastructure at Columbia Point so that new visitors can find the event space.

### Competitive Assessment

The market area for event spaces is regional, given the relatively small size of the Tri-Cities Region. The Tri-Cities is home to the 75,000 SF Three Rivers Convention Center that features a 21,600 SF great hall. The Convention Center hosts weddings and wedding receptions.

Heavy users of event space in the Tri-Cities region include local foundations, employers (including Hanford), wedding parties, and destination conferences.

Nearby event spaces in Richland include Events at Sunset, a 6,000 SF event space located on the site of the Sunset Gardens and the 6,000 SF Richland Community Center. Stone Ridge Event Center (2,500 SF) in Pasco.

The lodge meeting space would likely compete with other hotels and restaurants offering in-house catering. Most hotel properties in the area have little or no space. The largest provider is the Red Lion in Pasco, which has 17,240 SF in total and one configuration with 12,800 SF.

According to staff at Visit Tri-Cities, the local visitors and convention bureau, the Tri-Cities lacks adequate upscale, resort-style event facilities. Tri-Cities competes regionally with upscale

event spaces in other markets including those at Suncadia (Cle Elum), Skamania Lodge (Columbia Gorge), and the Davenport Hotel (Spokane).

None of the upscale hotels in the Tri-Cities offer sizable event space on the waterfront. Existing hotels that offer this space are removed from the waterfront and do not provide the indoor/outdoor flexibility that an event space at Columbia Point South would. The lodge would be able to offer outdoor event and reception space with garden and riverfront views, as well as indoor reception and event space. The potential space's proximity to other hotels provides budget-minded visitors with choices in accommodation. With proximity to other restaurants and the local bicycle path network, the event space could host events that allow participants to take advantage of the sights at Columbia Point South.

### **How the Concept Meets Stakeholder Goals**

**Community Desires/Needs:** The event space would provide another option for local organizations when planning meetings and events.

**Economic Development Goals:** The event space would raise the profile of the Columbia Point area and provide good synergies with uses at Columbia Point South and the broader Columbia Point area.

**Potential CTUIR Acceptability:** CTUIR has expressed an interest in gathering space for its periodic meetings with other Tribes in the Tri-Cities region, and this was verified when the CTUIR Cultural Resources Committee reviewed a draft of this high-level feasibility study. Adding additional meeting space options to the existing landscape would likely be an attractive option for local businesses and organizations.

**Partnership Potential:** It is likely that the event space would be built by the owner/operators of the hotel.

### **Risk**

Given good water views, flexible event spaces, and competitive rates, it is likely that event space at Columbia Point South would be well-utilized since it fills a gap in the market. The peak season for many events is May through September. The event space at Columbia Point South would need to cater to business event users and fundraisers who would be likely to use the space year-round.

## Concept 3: Restaurant or Brewery

### Concept 3A: Restaurant with Catering

The restaurant would be situated on the waterfront side of the building to take advantage of riverfront views. It would feature a large deck with ample seating (and heaters for dry, off-season periods). The restaurant could feature upscale pub food and also provide catering for on-site events. The business could also offer pre-prepared foods, especially for customers taking part in outdoor recreation at the site. The restaurant would need to differentiate itself from other offerings in the Columbia Point area.

**Site:** The land requirements for a building and associated parking would likely be a half acre or less.

**Building Needs:** A restaurant building could range from 3,000 to 5,000 square feet. The building would need a kitchen outfitted with commercial equipment. The facility would be similar to other restaurants and specialty food stores. HVAC, refrigerator units, other cold storage units are required.

**Parking:** Parking lot required depending on the distance from other site facilities. The City of Richland requires 1 space per 100 square feet of gross floor area for restaurants.

**Visibility and Access:** Signage should be placed near the road to encourage passerby to stop. The building should be located near the waterfront if possible.

### Competitive Assessment

There are many restaurants located near the river, but few have wide views of the waterfront. If the restaurant was located on the river or had an upstairs deck to give people a better view of the river and curated open space, it would have a competitive advantage over other restaurants in the area. The restaurant could offer a high-quality alternative to the typical American food other waterfront restaurants serve.

Quality restaurants typically draw diners from households, businesses, and hotels within a 15-minute drive. There are enough affluent households in the area to support an appropriately priced, quality restaurant that can handle business lunches, special occasions, and elegant, catered events.

Restaurants are concentrated near Howard Amon Park in Richland and Clearwater Avenue in Kennewick, as well as a few spots along the Columbia River. To assess the potential market competitors for a waterfront restaurant, we compiled a list of waterfront restaurants in the Tri-Cities region, shown in Exhibit 5. Many of these restaurants are located fairly close to the Columbia Point South site. Most of them offer traditional American food in a pub-style environment, usually specializing in seafood and meat options.

## Exhibit 5. Restaurants Located Near Columbia Point South

Restaurant Name	Location	Distance
LU LU Craft Bar + Kitchen	Richland	<2,000 feet
Anthony's at Columbia Point	Richland	<2,000 feet
Budd's Broiler	Richland	<3,000 feet
SagePort Grille	Richland	1.8 miles
Sterling's Famous Steak Seafood + Salad Bar	Richland	1.9 miles
R.F. McDougall's	Richland	1.9 miles
The Crow's Nest at Clover Island Inn	Kennewick	7 miles
Cedar's Restaurant	Kennewick	7.6 miles

Source: ECONorthwest research

### How the Concept Meets Stakeholder Goals

**Community Desires/Needs:** A restaurant would be a welcome addition to a larger development concept, especially if it filled the market niche for a quality occasion restaurant.

**Economic Development Goals:** A restaurant would provide an upscale, high-quality alternative to many of the restaurants in the Columbia Point area.

**Potential CTUIR Acceptability:** If the City can work with the CTUIR to build acceptance of the overall lodge development concept, the restaurant would not likely be a limiting factor.

**Partnership Potential:** There may be existing restaurant proprietors in the greater Tri-Cities region that would be interested in a new concept or additional location. Working with a known entity would help to attract customers for the startup period.

### Risk

The restaurant could be profitable, especially if it plays up its riverfront location and specializes in a different type of food than other waterfront restaurants in the area. Other waterfront restaurants are already established in the area and have ample following. This restaurant would need to cater to hotel guests and locals looking for a special occasion restaurant. To provide seasonal interest, the development team could consider offering high-quality, pre-prepared picnic lunch options for visitors to the recreation and open space area. In addition, the restaurant could work out an agreement with a local wine cellar and local breweries to provide an extended selection of local options.



## Concept 3B: Brewery

A brewery could include both a micro-brewing facility and an associated restaurant and bar. The brewery could be scaled to supply a nearby restaurant, as well as limited bottling for on-site sales. In addition to providing top-notch beer, the brewery should also focus on providing quality food and catering for events on-site. An alternative or complement to a brewery could be a tasting room for a local winery, though this option was not explored in detail in this high-level feasibility analysis.

**Site:** Site size inclusive of parking would range from at least half an acre for the smallest brewpub, to one acre or more for a larger facility. A clear and level site is required. A site with topography can potentially work, as some brewing systems rely on gravity flow. Adequate power and potable water infrastructure, as well as truck access, are key site necessities. Due to heavy water usage, upgrade onsite wet infrastructure may be required.

**Building Needs:** Generally local breweries and small brewpubs fit in a 5,000 to 10,000 square foot building footprint. Breweries require industrial building features: high clear heights for fermentation tanks, high-voltage power, dock-level and drive-in doors, access to high-quality water, and room for refrigerated storage.

**Parking:** Parking requirements can be substantial, especially in areas with limited transit. Expect 5 to 8 parking spaces per 1,000 square feet of the facility (25 to 80 total spaces for the size range presented here).

**Adjacencies:** The brewery would be a destination in itself and therefore does not require immediate adjacencies. However, it would likely be beneficial for it to be located near the lodge, recreation options, and retail.

**Visibility and Access:** The brewery would benefit from exposure to road traffic and clear and easy ingress/egress.

### Competitive Assessment

There are a limited number of breweries in the Tri-Cities with a waterfront view, so a brewery in the area of the site closest to the river would have a competitive advantage. In addition, most local breweries only have limited distribution, so their following does not come from outside of the region. Attracting a brewery with a broader presence outside of the Tri-Cities region could help to attract customers.

The craft beer industry grew in the past 15 years, but the growth in the volume of craft beer sales has more recently been outpaced by imported beer. Beer drinkers are accustomed to local craft beer styles and seek out new and interesting flavors. Small-scale breweries rely on a consistent local customer base, but also serve as a destination for beer lovers from farther afield.

There are several active breweries in the Tri-Cities region, shown in Exhibit 6, which would provide competition to a brewery at this site. Some are focused on a brewpub experience, while

others are more casual working taprooms in industrial locations. Some of the better-known breweries include Atomic Ale and Ice Harbor Brewing Company.

**Exhibit 6. Tri-Cities Breweries**

Brewery/Taproom Name	Location	Distance from Site
Kimo's Sportsbar & Brewpub	Richland	1.8 miles
Paper Street Brewing Company	Richland	1.9 miles
Atomic Ale Brewpub & Eatery	Richland	2 miles
Tri-Cities Tap & Barrel	Richland	2.3 miles
Brew's Taphouse and Growler Fills	Pasco	3.1 miles
Bombing Range Brewing Company	Richland	4.9 miles
White Bluffs Brewing	Richland	4.9 miles
Ice Harbor Brewing Company	Kennewick (two locations)	5 miles

Source: ECONorthwest research

**How the Concept Meets Stakeholder Goals**

**Community Desires/Needs:** The Tri-Cities region already has several successful brewpubs, but adding additional choices to the market would likely be popular among community members.

**Economic Development Goals:** A popular brewery could raise the profile of Richland and attract more visitors to the area.

**Potential CTUIR Acceptability:** If the City can work with stakeholders to build acceptance of the overall lodge development concept, the brewery would not likely be a limiting factor.

**Partnership Potential:** The City could work with a local brewery or seek to recruit a better-known brewery from outside of the region to open a new location.

**Profitability and Risk**

Small-scale breweries rely on significant production volume to be profitable. In many cases, the restaurant attached to a brewpub is a loss leader for the brewing operation. The risk is dependent on several factors: What are the startup and capital costs? Who will own and manage the restaurant and brewery? How will the brewery be marketed? What is the scale of the brewing operation?

Given the startup and operating costs of a brewery, opting for a restaurant with that provides a variety of choices for beer, wine, and spirits may be a better option for this site.

## Concept 4: Retail

### Concept 4A: Spa

A health club and spa would be associated with a hotel. Spa services could include skin treatments, baths, saunas, indoor or outdoor pools, and massages.

An example of a comprehensive spa and regional destination is the Knot Springs Social Club located in the YARD apartment complex in Portland. The facility contains indoor hot springs, a spa focused on massage treatments, and a gym offering Pilates, barre, and yoga classes.

Spa facilities must have enough space to hold a variety of rooms and stations offering the industry's diverse services. According to the International Spa Association (ISPA)'s 2012 annual survey, 97 percent of spas in the United States have dedicated treatment rooms and 94 percent have retail facilities, both of which take up a considerable amount of floor space.

**Site:** The spa could either locate in the new hotel building or in a separate building near the hotel to attract local residents.

**Building Size:** ISPA reported that the average size of a spa facility in the United States is approximately 4,000 square feet. This is based on industry data, which includes day spas, spa resorts, hotel spas, and medical spas. Day spas tend to be smaller, lowering the average size.

**Parking:** If sited in a separate building, the spa would require its own parking lot. Otherwise, no additional parking would be necessary.

**Adjacencies:** The spa would attract business from high-end leisure travelers to the lodge.

**Infrastructure:** No special needs beyond what is currently available on-site.

**Visibility and Access:** The spa or advertisements should be visible to the local community

### Competitive Assessment

Since there are fewer spas in Richland that offer services besides hair, nails, and massage, a spa on this site could attract customers seeking other services not currently provided in their area. The success of the spa as a revenue generator will depend on attracting local residents within a five-mile range of the site. The median household income in the Kennewick-Richland MSA (\$60,263 in 2016, according to the U.S. Census Bureau) is high enough to support spa visitation.



Knot Springs Social Club, Portland, OR.  
Photo Source:

<https://www.wanderwithwonder.com/wp-content/uploads/2017/01/Knot-Springs3.jpg>

The spas listed below in Exhibit 7 offer a range of services (e.g., not only massage or hairstyling). The majority of spas in the Tri-Cities region are not located inside hotels. There are more salons which specialize in massage and nail work than businesses which offer a complete spa experience. The spas with more offerings are commonly located in Kennewick.

**Exhibit 7. Spa Facilities Near Columbia Point South**

Spa Name	Location	Distance from Site
Lazuli Blue – The Med Spa at Eden	Richland	1.7 miles
Nouveau Day Spa	Kennewick	2.7 miles
Fountain of Youth Spa	Kennewick	4.5 miles
Country Comfort Salon & Day Spa	Kennewick	4.7 miles
Z Place Salon Spa	Kennewick	6.2 miles

Source: ECONorthwest research

**How the Concept Meets Stakeholder Goals**

**Community Desires/Needs:** An interesting spa concept at the site could provide a new option for upper-class adults looking for rest/relaxation activities.

**Economic Development Goals:** The spa could help to support the upscale hotel, but would likely have minimal economic development impact otherwise.

**Potential CTUIR Acceptability:** Traditionally, native Tribes used the local clay at Columbia Point South for mud baths. This use would likely be acceptable to the Tribes, given its compatibility with traditional uses.

**Partnership Potential:** There may be existing spa providers who would be interested in a new concept in this area.

**Profitability and Risk**

The average price of a spa service is \$80 dollars, according to ISPA, with individual service averages ranging from \$42 for nail treatments to \$96 for body treatments. Spas can easily be revenue generators. Their profitability depends on the ability to attract enough business, especially local business, to cover occupancy and utility costs. The key is to attract local residents to provide spa revenue. The primary risk is the spa is not able to attract enough customers. People may be willing to drive long distances to access the existing spas.

## Concept 4B: Trading Post Retail Space

The retail storefront would function as a marketplace for tribal members and other visitors to buy and trade products and crafts. The market could sell (1) perishable foods, including fish from local fishermen and (2) tribal arts and crafts, including regalia, hides, furs, beads, fringe, bells, and leather straps. Other trading post examples allow for barter and trade of such items.

**Site:** The facility would need flat topography, easy access, and road visibility. The building could be a flagship facility for the area, with open beams and plenty of light to showcase wares. The site would need standard retail infrastructure, including shared parking.

**Building Needs:** The scale of the facility would depend on the number of projected vendors and parking needs for customers.

**Parking:** A small amount of parking would be needed next to the facility. The number of spots would depend on the ultimate size of the facility.

**Adjacencies:** A retail trading post would benefit from being located next to other existing retail or restaurant uses.

**Visibility and Access:** The retail space could be located adjacent to other small retail offerings.

### Competitive Assessment

The facility would likely attract local customers as well as customers from further away from the CTUIR as well as the Yakama Nation, the Nez Perce Tribe, and the Wanapum Band. Tribal ownership could be a selling point for customers looking to buy Tribe-branded goods. Seasonal retail would be a complementary use to other onsite activities.

There are no direct competitors in the Tri-Cities region. The closest trading post is the Oregon Trail Gallery and Trading Post in Umatilla, Oregon. The owner of this trading post is close to retirement, and there is no clear successor for the business which leaves a potential gap.

### How the Concept Meets Stakeholder Goals

**Community Desires/Needs:** The CTUIR provided this concept as a potential investment idea, since Indian Tribes had a trading post at the site for centuries. Providing this traditional use would provide a unique offering in the area for tribal members and other visitors.

**Economic Development Goals:** A trading post would be a major draw for tribal members from Washington, Oregon, and Idaho and provide an interesting point of interest for visitors to Columbia Point South. The success of the trading post would hinge on finding the right operator.

**Potential CTUIR Acceptability:** The CTUIR Cultural Resources Committee has indicated that they are amenable to the idea of a trading post at the site. Given that the owner of the trading post in Umatilla is likely to retire over the next several years, a trading post retail space at Columbia



Point South could be an interesting location for a new trading post, especially given the historic use of the site.

**Partnership Potential:** A successful trading post needs a savvy operator. There is no immediate known potential partner for such a facility, but we have heard that the owner of the trading post in Umatilla will likely be retiring over the coming years.

### **Profitability and Risk**

The owner of the trading post example in Umatilla pays rent for its space, but it is likely to be quite low given market conditions in Umatilla. The overall benefit of the trading post facility would be to regional Tribes and interested visitors. The trading post concept would only work if the development were able to find a savvy operator with existing relationships among the different Tribes.

## Concept 5: Outdoor Recreation

Outdoor recreation facilities could be an excellent complement to other site uses. Columbia Point South is currently used informally by wildlife enthusiasts and casual strollers. This concept would formalize the site's use as a recreation destination by providing a mix of programmed and unprogrammed recreational space, as well as amenities that support recreation use beyond the boundaries of the site. In addition to walking paths, the site could provide options for other outdoor activities, facility rentals, and gear rentals for day users and potential lodge guests or event participants. This concept looks at the following elements:

- **Programmed space:** This space could feature a garden, gazebo, and walking/biking paths. An amphitheater could generate revenue from rentals by performers and/or through concession sales. Additional revenue/programming could be generated from private rentals (weddings, sports, other private events).
- **Unprogrammed space:** A network of walking and biking paths throughout the site could have interpretive signage about the history of the site and local wildlife. More information can be found on the history of the site in Appendix C.
- **Seasonal recreation retail:** The facility could also include a gear rental shop and restroom for outdoor activities such as biking, fishing, and other water recreation like kayaking.

**Building:** The gear shop and restroom would require a small building with sewer connection. An amphitheater would require the construction of a tall roof and stage, along with some type of audience seating, which could vary from a flat lawn, to a terraced lawn bowl, to durably built fixed seating.

**Site:** While the walking/biking paths would likely be mapped and maintained throughout the site, the garden could be located closest to the lodge/event space/brewery/restaurant. The amphitheater is scalable. At a minimum, the amphitheater could consist of nothing more than a clean flat lawn with a designated stage area with seasonal equipment for summer events. Despite minimal improvements, these "natural amphitheaters" can be quite successful, such as the stage at McMenamin's Edgefield outside of Portland.



*McMenamin's Edgefield*

**Parking:** The lack of transit access to the site means that most visitors will arrive via a personal car (some alone, and some in a carpool). The site will need to provide a significant amount of parking, depending on the size of the programmed open space. However, not all of the parking needs to be asphalt, a designated gravel area would suffice. The site will also need bike racks for people who want to arrive via bicycle to access the walking trails and other amenities. During peak periods, some visitors could park in lots on the other side of the highway from Columbia Point South and access the site by foot.

**Adjacencies:** The gear shop and restroom could be located near a restaurant that sells pre-packaged food for picnicking. The amphitheater would be a destination in itself and therefore would not require immediate adjacencies to other campus uses. The City could work with an existing bike gear rental service to provide seasonal/weekend rentals either as a stand-alone facility or as part of the lodge. There are a number of biking gear shops near the site, shown in Exhibit 8.

**Exhibit 8. Bike Shops Near Columbia Point South**

Gear Shop Name	Location	Distance from Site
Greenie's	Richland	1.8 miles
Velo City Cycles	Richland	2 miles
T C's Bike Shop	Richland	2.9 miles
Markee's Cycling Center (Richland)	Richland	3 miles

Source: ECONorthwest research.

**Infrastructure:** Water and sewer extension may be required if permanent concession and bathroom facilities were built.

**Visibility and Access:** Roadside visibility of the amphitheater lawn itself is not necessary, given that most event-goers would make planned visits. However, some roadside visibility, such as a large sign, would raise the venue's profile. If the facility included a gear rental shop, it would also need bike path connections and a way for customers to easily access the river.

**Competitive Assessment**

Expanding the recreational opportunities at Columbia Point South would provide an amenity to all adjacent properties at Columbia Point, and would plug into the existing recreational landscape within the Tri-Cities region, including the existing bike path network. The Sacagawea Heritage Trail Loop runs close by and could connect to the site. Hotel guests could take part in recreation opportunities during their stay; the hotel could advertise biking and other options to visitors. Most events at the amphitheater could be local performances and audiences, however, depending on the size of the amphitheater's construction, larger performers could be booked and draw visitors from throughout the region.

Howard Amon Park in Richland features waterfront walking paths, a beach, picnicking facilities, playgrounds, a boat launch, and access to regional trails. It is a regional destination, with summer watercraft and bike rentals. The City programs the park with events, including Art in the Park. It is one of the top-rated destinations for Richland on Tripadvisor.com.

Since the site is conveniently located right on the river in the center of the Tri-Cities region, it could become a local hub for active outdoor recreation to ease the pressure on existing facilities (including Howard Amon Park). Recreational users would likely also frequent a restaurant located on the site.

## How the Concept Meets Stakeholder Goals

**Community Desires/Needs:** The Richland community has long expressed a desire to see Columbia Point South available for recreation. There are a few biking enthusiast groups in the Tri-Cities region that promote the existing bike path system and community. Fishing is another popular pastime in the area. These communities would benefit from the promotion of recreational opportunities, especially right on the river. In developing a potential amphitheater, the City will need to study the potential impacts to adjacent neighbors related to sound from the amphitheater travelling across the river.

**Economic Development Goals:** The addition of a mix of programmed and unprogrammed open space at Columbia Point South would increase the overall quality of life in Richland and raise the profile of the area. It would be a benefit to local hotels and restaurants, and would greatly enhance the experience of visitors to a restaurant or lodge on the site.

**Potential CTUIR Acceptability:** CTUIR has expressed interest in maintaining the natural character of the site, especially on the tip of Columbia Point. While the CTUIR Cultural Resources Committee expressed a preliminary interest in the hiking/biking trails, outdoor recreation areas, and interpretive areas, the City and Port would need to do additional outreach with the CTUIR to uncover any potential reservations about an amphitheater or other programmed open space on the point. The Tribes want to have a strong presence/involvement on the tribal interpretation of the area and are interested in investments in fishing infrastructure, such as tribal fishing scaffolds and the ability for tribal fishers to fish and sell the fish at the site.

**Partnership Potential:** There is potential to partner with the outdoor recreation communities in the Tri-Cities region to promote the site and draw visitors.

## Profitability and Risk

The concert venue would draw revenues primarily from rentals to musical performers, theater groups, weddings, or other events. The rental income would have to overcome the costs of construction, maintenance, and management staff's labor. The bike/walking paths and garden would not generate revenue but could bring visitors to the site who might spend money at the other facilities.

An outdoor amphitheater would rely on booking performers that people want to pay to see. Therefore, those revenues will depend on an effective venue management that can keep the venue well-programmed. Even then, the venue would only be able to reach peak capacity during the good weather in the summer. Its success would depend on a well thought out plan and management that is able to keep the venue fully booked during the active season. An amphitheater could provide a profitable facility that draws additional activity to the site and is worth considering for the master plan.

Active recreation would be most popular during the summer as well, and not as profitable in other seasons. The property management would need to be deliberate about finding ways to

operate profitably during the offseason (Fall through Early Spring). Otherwise, the owners risk paying the costs of owning a facility that fails to bring in sufficient revenue to cover its costs. The garden and bike/walking paths would not generate revenue but must be maintained. People visiting the site for outdoor recreation should be encouraged to spend money at places like a brewery to help cover maintenance costs.



## Appendices

Appendix A: Hotel Market Conditions

Appendix B: Demographic Conditions

Appendix C: Existing Conditions Analysis

Appendix D: March 2018 Comments from Confederated Tribes  
of the Umatilla Indian Reservation

Appendix E: State Route 182 Findings (1979)

## Appendix A: Hotel Market Conditions

This report provides an overview of the hotel market in the Tri-Cities. All of the data presented in this analysis come from STR Global, which is the principal industry data source. They collect operating statistics from hotels. Since operating data are confidential, STR Global tallies data from reporting hotels, estimates data for non-reporting properties, and sells the summarized data to clients. Currently, STR Global gets a high response rate equaling 86 percent of the hotel rooms in Tri-Cities.

### Terminology

Economists and the hoteliers measure the hotel industry using specific definitions of basic concepts. They are:

**Hotels**, as defined by STR, are commercial lodging establishments that, with few exceptions, have at least 15 rooms for transient guests (stays less than 30 days). STR Global does not count single room occupancy hotels, most bed & breakfast places, and shared economy short-term rentals, like AirBnb.

**Room census** is the number of guestrooms in a hotel market on a specific day.

**Out of order** rooms are guestrooms that cannot be sold because of problems, such as needed construction work and repairs.

**Available rooms** are guestrooms that can be sold for a guest stay.

**Room supply** is the number of available room nights over a period of time (typically a month or year).

**Room demand** is the number of room nights sold to guests over a specific time. It excludes complimentary rooms.

**Occupancy rate** is room demand divided by room supply. Occupancies are expressed as percentages.

**Room revenue** is the money paid by guests for renting rooms. Room revenue does not include taxes, food sales, resort fees, or amenities.

**ADR** stands for Average Daily Rate. It is room revenues divided by room demand.

**Demand** is a term in economics often misunderstood outside the profession. Demand is not a single number, but rather a series of numbers (or curve) that show how many rooms would people want to rent at different prices. One cannot answer the question "What is demand?" unless qualified by stating a price, such as "What is demand if we charge \$100 a night?"

## Hotel Supply

STR Global lists 44 hotels in the Tri-Cities. They have 4,063 guestrooms ranging in quality from economy to upscale. There are no upper-upscale (e.g., Sheraton) or luxury (e.g., InterContinental) hotels in the market. This is typical for a mid-sized market. However, the mix in Tri-Cities, shown in Table 1, has a higher than average share of upscale and upper midscale properties for a mid-sized market.

**Table 1. Hotels in the Tri-Cities by Class and Room Counts, November 2017**

Class/Name of Establishment	Rooms	Class/Name of Establishment	Rooms
<b>Economy Class</b>		<b>Upper Midscale Class</b>	
Tahitian Motor Inn	60	Red Lion Hotel Pasco	279
Sage N Sun Motel	32	Red Lion Hotel Richland Hanford House	149
Econo Lodge Kennewick	60	Shilo Inn Suites Hotel Richland	150
Motel 6 Richland Kennewick	93	Red Lion Hotel Columbia Center Kennewick	162
Economy Inn	39	Comfort Inn Kennewick	56
Richland Inn	44	Fairfield Inn Kennewick	62
M Hotel Richland	195	Hampton Inn Richland Tri Cities	130
Kennewick Inn	46	Best Western Plus Kennewick Inn	88
Days Inn Richland	97	Holiday Inn Express & Suites Richland	82
Days Inn Kennewick	104	Holiday Inn Express & Suites Pasco Tricities	85
Thunderbird Motel	43	Best Western Plus Pasco Inn & Suites	110
Rodeway Inn Pasco	104	TownePlace Suites Richland Columbia Point	90
Knights Inn King City Pasco	37	My Place Hotel Pasco	64
Wright's Desert Gold Motel	29	Hampton Inn Kennewick @ Southridge	80
Super 8 Kennewick TriCities Area	95	Hampton Inn & Suites Pasco Tri Cities	121
GuestHouse Inn Kennewick	58	Home2 Suites Richland	120
Economy subtotal	1,136	Upper Midscale Subtotal	1,828
<b>Midscale Class</b>		<b>Upscale Class</b>	
Clover Island Inn	150	Courtyard Richland Columbia Point	120
Loyalty Inn Pasco	32	Hilton Garden Inn Kennewick Tri Cities	120
Quality Inn Kennewick	124	Homewood Suites Richland	115
Baymont Inn & Suites Tri Cities Kennewick	53	Springhill Suites Kennewick Tri Cities	116
Sleep Inn Pasco	62	The Lodge @ Columbia Point	82
La Quinta Inns & Suites Kennewick	64	Upscale Subtotal	553
Red Lion Inn & Suites Kennewick	61	<b>Upper Upscale Class</b>	
Midscale Subtotal	546	None	-
		<b>Luxury Class</b>	
		None	-
		<b>Grand Total</b>	<b>4,063</b>

Source: STR Global, January 2018

## Characteristics of the Hotel Supply

There are 10 independently owned hotels and 34 that are brand-affiliated. The hotels in the market are largely limited service. That is, they have few amenities or no full-service restaurant. Table 2 lists the number of floors, ranges of room rates, and whether the property is an all-suite product. The table also notes the presence of interior halls, restaurants, and spas.

**Table 2. Characteristics of Hotels in the Tri-Cities**

Class/Name of Establishment	Parent Company	Interior Halls	Floor Count	Restaurant	SPA	All Suites	Single Rates	Double Rates	Suite Rates
M Hotel Richland	Independent	Yes	6	Yes			105 - 105	105 - 105	114 - 299
Days Inn Kennewick	Wyndham Worldwide		3				99 - 112	99 - 112	139 - 139
Days Inn Richland	Wyndham Worldwide		2				65 - 65	65 - 65	-
Economy Inn	Independent		2				42 - 49	49 - 55	-
Rodeway Inn Pasco	Choice Hotels International		2				57 - 67	57 - 67	-
Red Lion Hotel Pasco	Red Lion Hotels Company	Yes	3	Yes			120 - 150	120 - 150	145 - 200
Red Lion Hotel Richland Hanford House	Red Lion Hotels Company	Yes	2	Yes			110 - 130	110 - 130	150 - 170
Econo Lodge Kennewick	Choice Hotels International		2				56 - 65	56 - 65	-
Baymont Inn & Suites Tri Cities Kennewick	Wyndham Worldwide	Yes	3				84 - 96	84 - 96	123 - 146
Red Lion Hotel Columbia Center Kennewick	Red Lion Hotels Company	Yes	2	Yes			125 - 130	125 - 130	139 - 300
Kennewick Inn	Independent	Yes	3				55 - 55	60 - 60	-
Loyalty Inn Pasco	FairBridge Hotels International	Yes	2				71 - 71	71 - 71	-
Richland Inn	Independent		2				54 - 64	54 - 64	64 - 74
Motel 6 Richland Kennewick	G6 Hospitality		2				44 - 54	47 - 54	-
Shilo Inn Suites Hotel Richland	Shilo Inn	Yes	2	Yes		Yes	-	-	79 - 129
Comfort Inn Kennewick	Choice Hotels International	Yes	2				129 - 129	134 - 134	144 - 144
Thunderbird Motel	Independent		2				35 - 42	42 - 55	-
Clover Island Inn	Independent	Yes	4	Yes			60 - 155	60 - 155	125 - 245
Super 8 Kennewick TriCities Area	Wyndham Worldwide	Yes	3				61 - 71	71 - 81	75 - 85
Fairfield Inn Kennewick	Marriott International	Yes	3				99 - 109	99 - 109	119 - 119
Quality Inn Kennewick	Choice Hotels International	Yes	3				94 - 99	94 - 99	104 - 114
GuestHouse Inn Kennewick	Red Lion Hotels Company	Yes	2			Yes	-	-	89 - 99
Hampton Inn Richland Tri Cities	Hilton Worldwide	Yes	3				119 - 149	119 - 149	164 - 269
Best Western Plus Kennewick Inn	Best Western Hotels & Resorts	Yes	3				85 - 95	85 - 95	100 - 150
Knights Inn King City Pasco	Wyndham Worldwide		2				59 - 69	59 - 69	-
Sleep Inn Pasco	Choice Hotels International	Yes	2				99 - 114	99 - 114	134 - 144
Sage N Sun Motel	Independent		1				30 - 30	40 - 40	-
Holiday Inn Express & Suites Richland	Intercontinental Hotels Group	Yes	4				85 - 90	85 - 90	108 - 116
Wright's Desert Gold Motel	Independent		1				38 - 38	42 - 42	-
Tahitian Motor Inn	Independent		1				46 - 56	46 - 56	-
Holiday Inn Express & Suites Pasco Tricities	Intercontinental Hotels Group	Yes	4			Yes	-	-	120 - 137
Courtyard Richland Columbia Point	Marriott International	Yes	3	Yes			129 - 139	129 - 139	179 - 179
Best Western Plus Pasco Inn & Suites	Best Western Hotels & Resorts	Yes	3				109 - 119	109 - 119	161 - 161
Hilton Garden Inn Kennewick Tri Cities	Hilton Worldwide	Yes	3				109 - 139	109 - 139	159 - 189
La Quinta Inns & Suites Kennewick	LQ Management LLC	Yes	4				94 - 139	94 - 139	139 - 169
Red Lion Inn & Suites Kennewick	Red Lion Hotels Company	Yes	4			Yes	-	-	95 - 109
TownePlace Suites Richland Columbia Point	Marriott International	Yes	4			Yes	-	-	149 - 179
Homewood Suites Richland	Hilton Worldwide	Yes	4			Yes	-	-	189 - 375
Springhill Suites Kennewick Tri Cities	Marriott International	Yes	5			Yes	-	-	149 - 199
My Place Hotel Pasco	My Place	Yes	3			Yes	-	-	82 - 92
Hampton Inn Kennewick @ Southridge	Hilton Worldwide	Yes	4				129 - 139	129 - 139	-
Hampton Inn & Suites Pasco Tri Cities	Hilton Worldwide	Yes	4				169 - 179	169 - 179	189 - 189
Home2 Suites Richland	Hilton Worldwide	Yes	3			Yes	-	-	144 - 144
The Lodge @ Columbia Point	Independent	Yes	4		Yes		199 - 299	199 - 299	269 - 319

Source: STR Global, January 2018

As for meeting space, most properties have little or no space, as seen in Table 3. The largest provider is the Red Lion in Pasco, which has 17,240 SF in total and one configuration with 12,800 SF.

**Table 3. Meeting Space at Tri-Cities Hotels, Square Feet (SF) of Area**

<b>Class/Name of Establishment</b>	<b>Meeting Space (SF)</b>	<b>Largest Space (SF)</b>
M Hotel Richland	10,000	5,100
Days Inn Kennewick	150	150
Days Inn Richland	-	-
Economy Inn	-	-
Rodeway Inn Pasco	-	-
Red Lion Hotel Pasco	17,240	12,800
Red Lion Hotel Richland Hanford House	9,247	4,550
Econo Lodge Kennewick	-	-
Baymont Inn & Suites Tri Cities Kennewick	620	620
Red Lion Hotel Columbia Center Kennewick	9,660	7,245
Kennewick Inn	-	-
Loyalty Inn Pasco	-	-
Richland Inn	-	-
Motel 6 Richland Kennewick	-	-
Shilo Inn Suites Hotel Richland	7,716	6,432
Comfort Inn Kennewick	-	-
Thunderbird Motel	-	-
Clover Island Inn	2,897	2,897
Super 8 Kennewick TriCities Area	-	-
Fairfield Inn Kennewick	-	-
Quality Inn Kennewick	1,044	1,044
GuestHouse Inn Kennewick	-	-
Hampton Inn Richland Tri Cities	2,786	1,736
Best Western Plus Kennewick Inn	1,000	1,000
Knights Inn King City Pasco	-	-
Sleep Inn Pasco	572	572
Sage N Sun Motel	-	-
Holiday Inn Express & Suites Richland	900	900
Wright's Desert Gold Motel	-	-
Tahitian Motor Inn	-	-
Holiday Inn Express & Suites Pasco Tricities	8,000	1,200
Courtyard Richland Columbia Point	1,700	1,700
Best Western Plus Pasco Inn & Suites	750	750
Hilton Garden Inn Kennewick Tri Cities	1,785	988
La Quinta Inns & Suites Kennewick	650	650
Red Lion Inn & Suites Kennewick	300	300
TownePlace Suites Richland Columbia Point	-	-
Homewood Suites Richland	299	299
Springhill Suites Kennewick Tri Cities	2,184	1,710
My Place Hotel Pasco	200	200
Hampton Inn Kennewick @ Southridge	506	506
Hampton Inn & Suites Pasco Tri Cities	616	616
Home2 Suites Richland	312	312
The Lodge @ Columbia Point	100	100
<b>Total space and largest space</b>	<b>81,234</b>	<b>12,800</b>

Source: STR Global, January 2018

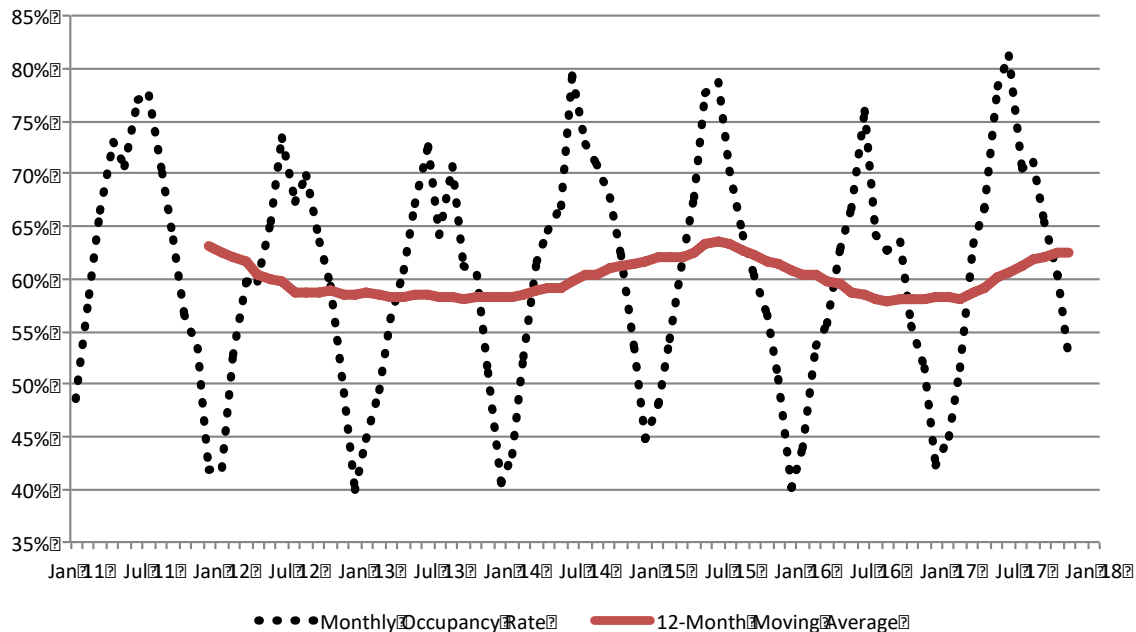
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## Characteristics of the Hotel Industry's Operating Performance

Over the course of 12 months (ending in November 2017), the 44 hotels recorded an average occupancy rate of 62.5 percent. The market is seasonal. December is the slowest month at 42 percent while June is the peak month at 77 percent.

This pattern is typical of places that attract a larger than average share of business and meeting visitors, but fewer than average leisure travelers. Occupancy is fairly strong in the shoulder seasons (spring and fall). July and August, which are normally the peak months in the Pacific Northwest, average only 69 percent in Tri-Cities.

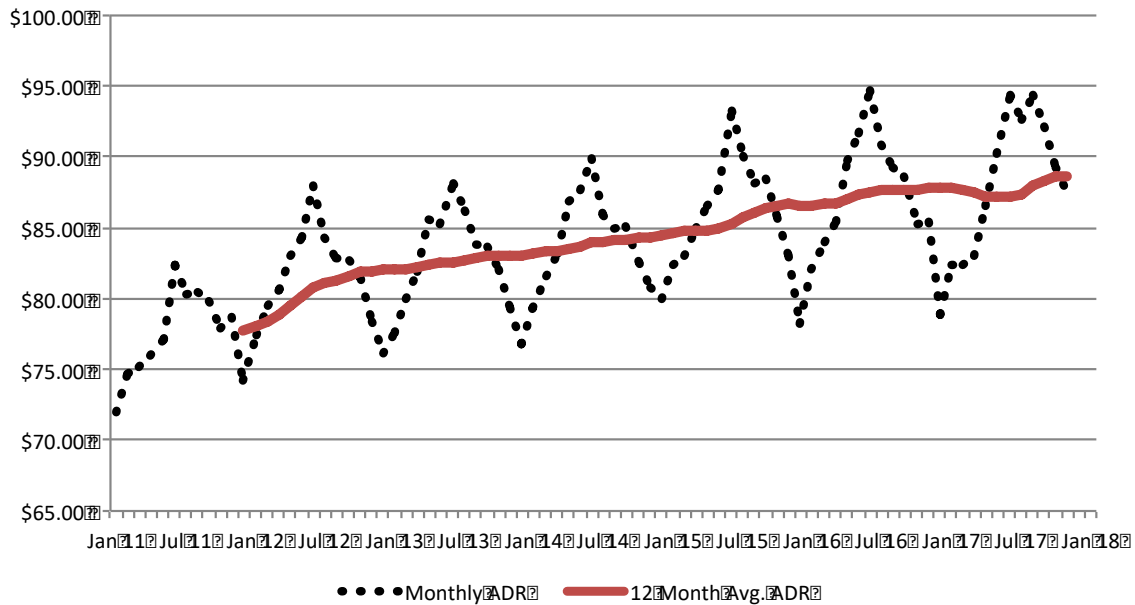
**Figure 1. Monthly and 12-Month Moving Average Occupancy Rates, January 2011 Through November 2017**



Source: STR Global and ECONorthwest

Since 2011, ADRs ranged from \$78 a night in December to \$90 in June. This follows the same pattern as occupancies. But the trend is up, as clearly shown in Figure 2. The ADR for the last 12 months was \$89. It was \$78 in 2011. That trend is attributable to inflation, good occupancy rates in 2017, and the change in mix.

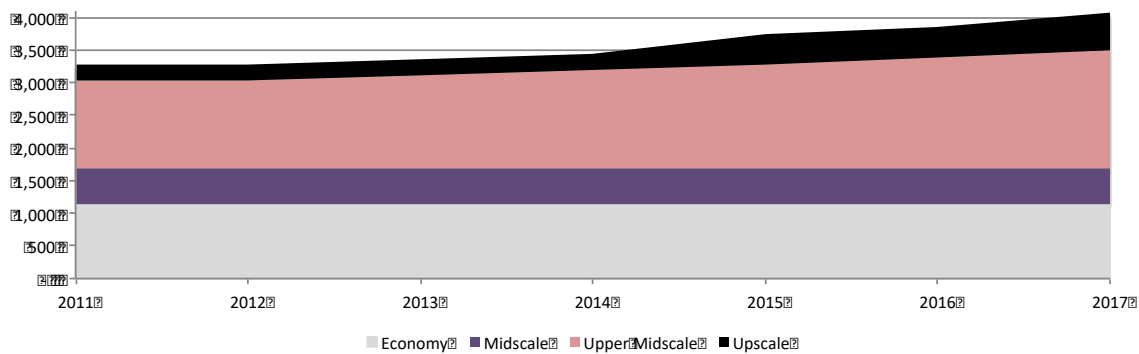
**Figure 2. Monthly and 12-Month Moving Average ADRs, January 2011 Through November 2017**



Source: STR Global and ECONorthwest

Figure 3 illustrates the change in the Tri-Cities hotel mix. Since 2010 there have been no economy or midscale hotel rooms added to the market. Yet, room supply increased 24 percent. There are now 475 more upper midscale hotel rooms in the market than there were in 2012. There have been 313 more upscale hotel rooms built since then.

**Figure 3. Mix of Guestrooms by Hotel Class, January 2011 Through November 2017**



Source: STR Global and ECONorthwest



## Appendix B: Demographic Conditions

**Exhibit 1. Population by age, Kennewick-Richland MSA and Washington State, 2016**

	MSA Population	MSA Percent of total	State Population	State Percent of total
Under 20	86,802	32%	1,778,602	25%
20 to 39	76,076	28%	1,975,041	28%
40 to 59	65,149	24%	1,891,612	27%
60 Years and Over	47,302	17%	1,427,891	20%
<b>Total</b>	<b>275,329</b>	<b>100%</b>	<b>7,073,146</b>	<b>100%</b>

Source: 2016 ACS 5-Year Estimate B01001

Median age in 2016: 33.4 in Kennewick-Richland MSA and 37.6 in Washington State (2016 ACS 5-Year estimate B01002).

**Exhibit 2. Ethnicity, Kennewick-Richland MSA and Washington State, 2016**

	MSA Number of People	MSA Percent of Total Population	State Number of People	State Percent of Total Population
<b>Not Hispanic or Latino:</b>				
White alone	171,896	62.4%	4,978,375	70%
Black or African American alone	4,341	1.6%	246,909	3%
American Indian and Alaska Native alone	1,441	0.5%	80,697	1%
Asian alone	6,085	2.2%	547,117	8%
Native Hawaiian and Other Pacific Islander alone	280	0.1%	43,424	1%
Other/Multiracial	7,455	2.7%	322,349	5%
<b>Hispanic or Latino:</b>	<b>83,831</b>	<b>30.5%</b>	<b>854,275</b>	<b>12%</b>
<b>Total Population</b>	<b>275,329</b>	<b>100%</b>	<b>7,073,146</b>	<b>100%</b>

Source: 2016 ACS 5-Year Estimate B03002

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**Exhibit 3. Foreign-born place of birth, Kennewick-Richland MSA, 2016**

	Number of foreign born	Percent of foreign born
<b>Naturalized U.S. citizen</b>	<b>12,064</b>	<b>31%</b>
Europe	1,970	5%
Asia	2,645	7%
Africa	140	0%
Oceania	63	0%
Latin America	6,868	18%
Northern America	378	1%
<b>Not a U.S. citizen</b>	<b>26,516</b>	<b>69%</b>
Europe	1,398	4%
Asia	2,460	6%
Africa	743	2%
Oceania	0	0%
Latin America	21,552	56%
Northern America	363	1%
<b>Foreign born:</b>	<b>38,580</b>	<b>100%</b>

Source: 2016 ACS 5-Year Estimate B05002

**Exhibit 4. Household Income, Kennewick-Richland MSA, 2016**

	Number of Households	Percent of Households
< \$25K	18,273	20%
\$25K - \$49K	20,132	22%
\$50K - \$74K	18,744	20%
\$75K - \$99K	13,072	14%
\$100K - \$149K	14,145	15%
\$150K +	9,209	10%
<b>Total</b>	<b>93,575</b>	<b>100%</b>

Source: 2016 ACS 5-Year Estimate B19001

Median household income: \$60,263 in Kennewick-Richland MSA and \$62,848 in Washington State (2016 ACS 5-Year Estimate B19013).

# Appendix C: Existing Conditions

## 1 Purpose and Summary

The purpose of this document is to provide a summary of existing regulatory and infrastructure at the 89-acre Columbia Point South site owned by the City of Richland, Washington. This analysis will inform how the City of Richland proceeds with potential development concepts on the site that are acceptable to community stakeholders, including the Confederated Tribes of the Umatilla Indian Reservation (CTUIR). The opportunities and challenges uncovered through this work and the site planning framework helped to inform a high-level feasibility analysis of several development concepts.

### 1.1 Summary of Opportunities and Implications for New Development

Given the existing environmental regulations and presence of cultural resources, development on the Columbia Point South site will be limited to a portion of the site comprising a few dozen acres on the western two-thirds of the site. Future developers will need to consider transportation access and utility provision issues at the site and how best to align a development concept the existing developed area north of the freeway and capitalize on Columbia River views and recreational opportunities. This section provides a summary of opportunities and considerations for the site. Exhibit 1 shows key development considerations.

#### Opportunities

- **Consolidated land ownership.** The City of Richland owns the land at Columbia Point South. This will allow the City to coordinate with stakeholders on future development at the site, ensuring that development meets community desires and reaches the City's economic development goals.
- **The site is located immediately south of a built-out area with existing successful businesses, amenities, and attractive neighborhoods.** Development at Columbia Point South can add value to these properties and build off the existing momentum of the area.
- **The 2017 Comprehensive Plan's proposed Urban Recreation designation allows an expanded set of potential uses that reflects community feedback and would increase the area's economic development potential while blending into the existing landscape.** Proposed uses in the Urban Recreation District include Cultural Institutions or Heritage uses, parks, public gathering spaces, lodges, and limited retail uses supportive of the existing recreational uses.
- **Existing recreational connections could be improved to better position the site for redevelopment.** The Riverfront Trail currently goes through the site, and could be re-oriented to better access the water and provide interpretive amenities.

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## Implications for New Development

### Potential Areas for Redevelopment

- **Based on conversations with the CTUIR and their review of existing cultural resource inventories to date, the City should avoid development on eastern third of the site near Columbia Point.**
- **There are no major environmental restrictions at the site, such as steep slopes, wetlands, or critical wildlife habitats.** While the proposed Urban Recreation District may require additional environmental review, the existing environmental conditions would not physically restrict development at the site.
- **The Shoreline Master Program restricts development approximately 200 feet from the Columbia River.** There are no other shoreline regulations at Columbia Point South.

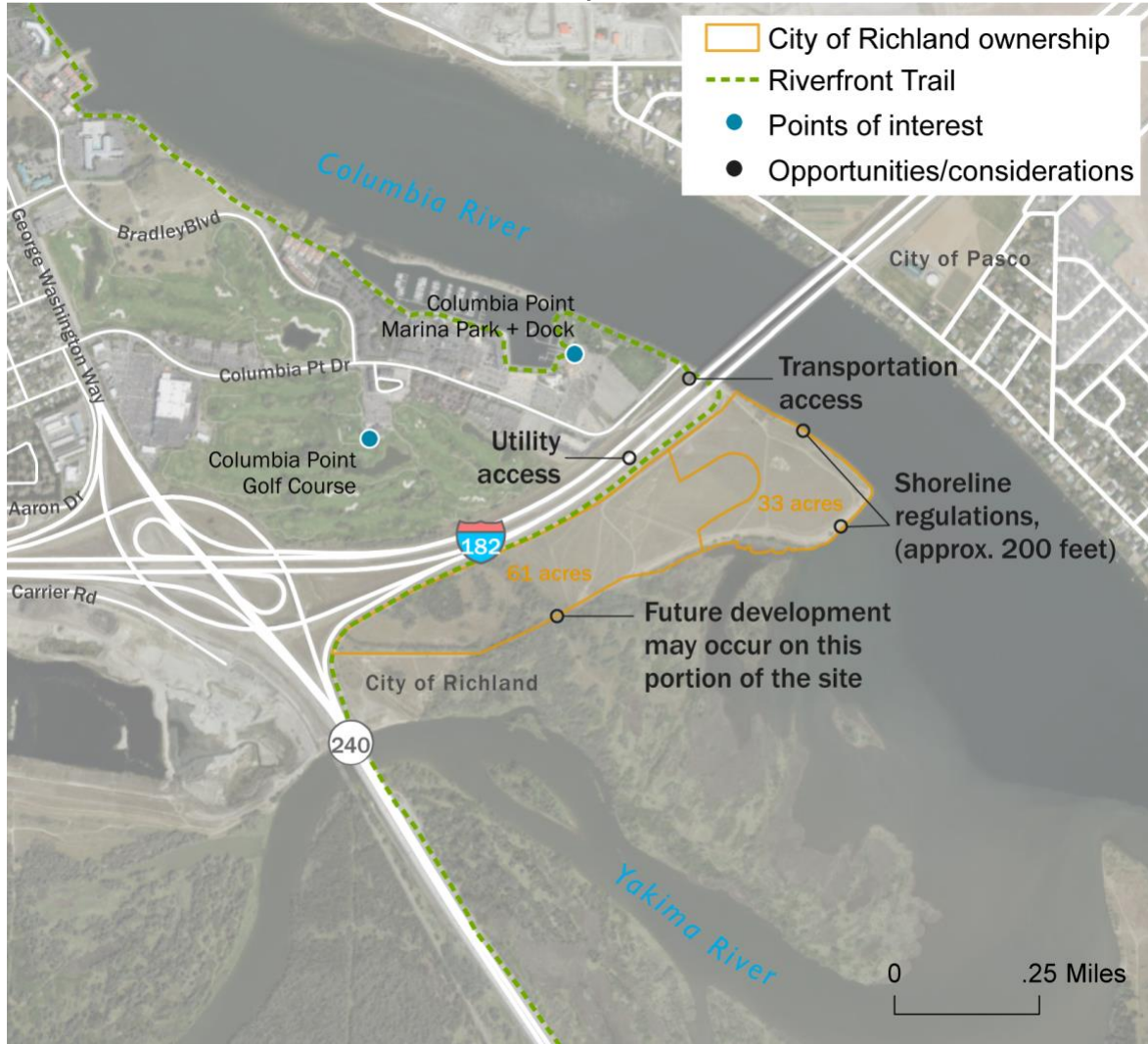
### Infrastructure and Development Considerations

- **Transportation access to the site is currently limited.** The City currently has a right to build a road under the Interstate 182 bridge at this location. To move forward, the City would need to enter an agreement with WDOT regarding operations and maintenance of this road.
- **Utility access is available near the site, but is limited to one access point.** Utility connections would need to be extended depending on where development occurs. There is currently one utility access point for water, sewer, and electric service. The City will need to determine if it wishes to provide incentives related to infrastructure provision as it considers development possibilities for the site.
- **Floodplain presence.** A portion of the site is in the 100-year flood plain, along with the Natural Open Space area south of the site. The other areas of the site are within either Zone B or Zone C FEMA zone designations. These FEMA zones do not require flood insurance, but are susceptible to periodic flooding.
- **Development may require additional outlay to account for fill, given the fine loamy soil type in the area.**

### Regulatory Considerations

- **Restrictions in the proposed Urban Recreation District include a 40-foot height limit.** This is the only development standard for structures in an Urban Recreation District, meaning that future development has some flexibility as long as it meets the use requirements of the proposed Urban Recreation District.
- **Any new development on the site may require an environmental review and a cultural resources inventory.** The proposed Urban Recreation District designation states that a cultural resources inventory may be required for proposed development and submitted to the CTUIR. Environmental reviews are required for sites near environmentally sensitive areas, as outlined in the Critical Areas Ordinance.<sup>1</sup>

## Exhibit 1. Columbia Point South Site and Vicinity

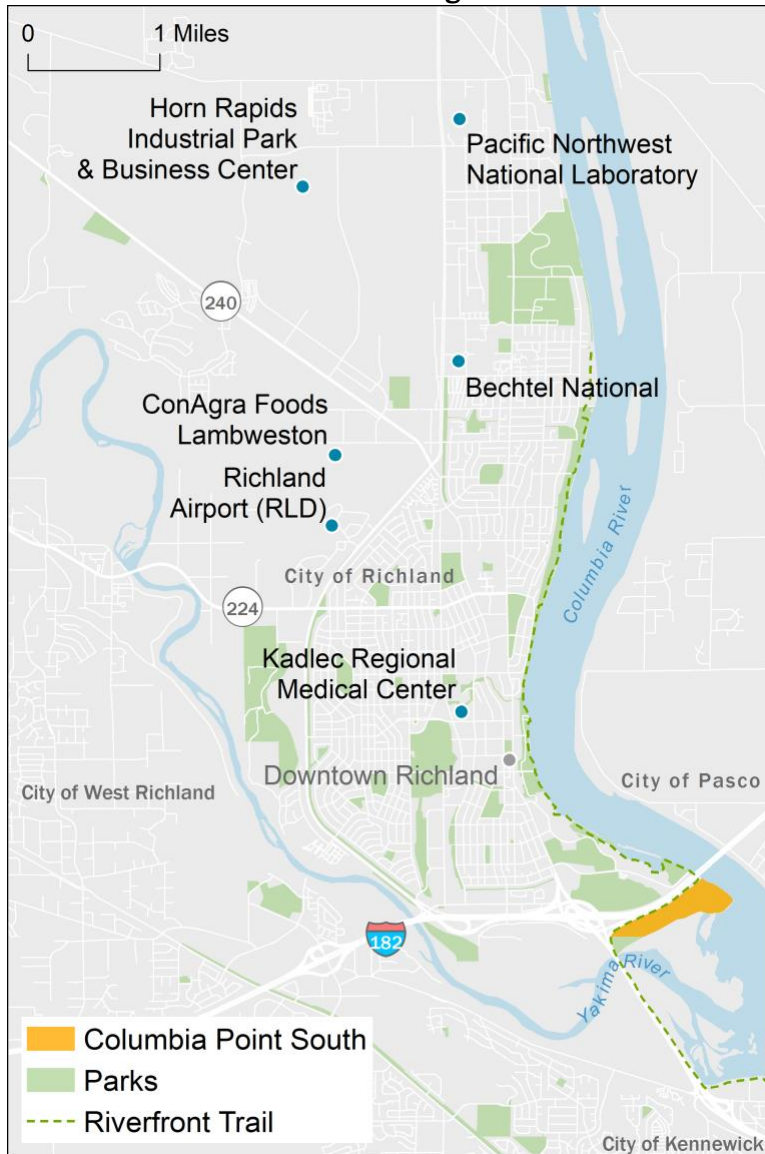


Source: City of Richland GIS data. Aerial imagery, City of Kennewick, ESRI.

## 2 Site Context

Columbia Point South is located in the southeastern portion of the City of Richland, which is part of the Tri-Cities region in Washington State, as shown in Exhibit 2. Major employers in the region include Pacific Northwest National Laboratory, ConAgra Foods, Bechtel National, and several others located in the Horn Rapids Industrial Park and Business Center.

## Exhibit 2. Columbia Point South Regional Context



Source: City of Richland GIS data.

The 89-acre site, shown in Exhibit 3, is located directly southeast of Interstate 182, with its northeast boundary along the shore of the Columbia River. South of the site is the confluence of the Columbia and Yakima Rivers. The City of Richland owns the entire site, which is divided into two parcels.

Automobile access to the site is limited, with only one potential entrance at Columbia Point Drive, which parallels westbound I-182 and is currently blocked to public vehicle access. The Riverfront Trail provides pedestrian access to the site between the site boundary and I-182.

The area north of Columbia Point South (on the other side of I-182) includes commercial and recreational uses, including hotels, a golf course, shopping centers, parks, and the Riverfront Trail. This area is also host to river recreation stemming from the Columbia Point marina.



### Exhibit 3. Columbia Point South Site and Vicinity



Source: City of Richland GIS data. Aerial imagery, City of Kennewick, ESRI.



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## 3 Physical and Regulatory Conditions

### 3.1 Historical and Current Land Use

Previous uses of this site and adjacent areas have included industrial, farming, and recreational uses. Known historical uses include shipping and receiving for the Hanford site, the former Sham-na-pum golf course, and farming operations<sup>2</sup>. Currently, the site is open to the public for recreational use, though there are no existing structures or infrastructure improvements. The Riverfront Trail, a popular local walking trail, provides pedestrian access to the northwest boundary of the site. The City of Richland Parks and Recreation Department maintains the trail.

Recently, there have been visioning exercises and conversations focused on the Columbia Point site. These include:

- **The Richland Waterfront Visioning Project** – In 2016, the City of Richland engaged with consultant Roger Brooks to help create a vision for areas along the Columbia waterfront, including Columbia Point South. Mr. Brooks presented two ideas for the site. The first idea was for a mix of uses anchored by a multifamily development. This site concept would also feature a 10,000 square foot trading post, a waterfront restaurant, and a 72-room hotel. The second idea was for regional attraction such as a theme park, casino, convention center, resort, or combination of these concepts. Beyond a presentation, it does not appear that any further study or due diligence activities were performed and no estimates of project costs or feasibility were produced.
- **Hanford Reach Interpretive Center Project** – Columbia Point South was explored as a possible location for the Hanford Reach Interpretive Center; a regional museum that focuses on the region’s history and geography. Due diligence activities were performed on the site in preparation for the Center, including a cultural resources inventory. Based on findings from the inventory, development on the site would have required 150,000 cubic yards of topsoil and a setback of 400 feet from the river.<sup>3</sup> Ultimately, the Reach Foundation, the organization advancing the museum concept, chose another site along the Columbia River to the east of Columbia Point South. The REACH center, as it is now called, opened their doors in 2014.
- **Memorandum of Understanding with CTUIR** – In 2015, the City of Richland signed an agreement with the CTUIR related to future development on the site. The agreement calls for Richland to notify the tribes any time it plans to build within a quarter mile of the river, up from 1,000 feet in a previous agreement.<sup>4</sup>

### 3.2 Ownership and Entitlements

As previously stated, the City of Richland owns both parcels at Columbia Point South. There are no additional entitlement conditions, other than the use and development restrictions defined in the zoning and comprehensive plan designations.

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### 3.3 Comprehensive Plan and Zoning Designation

The City of Richland is currently undergoing a Comprehensive Plan Update. On October 3, 2017, City Council adopted the Comprehensive Plan Update on second reading. The City has focused on envisioning changes in the future land use and potential development at Columbia Point South. Due to the current public use of the site for recreational activities, the City provided several opportunities for public input during the planning process. Initially, the City proposed designating the 89 acres of the site as Commercial Recreation.<sup>5</sup> Public comments revealed a preference to maintain Columbia Point South as open space for recreational use.<sup>6</sup>

In response, the City proposed another alternative land use designation, Urban Recreation, for the same 80 acres. The Urban Recreation District proposes the following uses, with additional potential cultural and environmental review for any proposed development:<sup>7</sup>

- Cultural Institutions
- Cultural Heritage Uses
- Public Campgrounds
- Public Parks
- General Park Operation and Maintenance Activities
- Passive Open Space Uses
- Utility Uses
- Special Events including Concerts, Tournaments and Competitions, Fairs, Festivals and Similar Public Gatherings
- Community Festivals and Street Fairs
- Trail Head Facilities and Trails for Pedestrian or Non-motorized Vehicle Use
- Health Spas
- Lodges
- Recreational Vehicle Campgrounds
- Restaurant Lounge
- Restaurant Sit-Down
- Delicatessen
- Portable Food Vendors
- Art Galleries
- Specialty Retail Stores
- Outdoor Theatre
- Sporting Good Rentals

The proposed maximum height allowed in the Urban Recreation District is 40 feet, with no additional development standards required.

The zoning designation at Columbia Point South is Parks & Public Facilities. The Parks & Public Facilities Zone allows for uses related to public, quasi-public, or recreational activities. It also allows for retail uses limited to a concessionaire or parking lot.<sup>8</sup> The area directly south of the site is zoned Natural Open Space. Exhibit 4 shows the zoning at the site and in adjacent areas. Areas near the site include a mix of commercial and residential zones.

### Exhibit 4. Current Zoning Designations, Columbia Point South Site



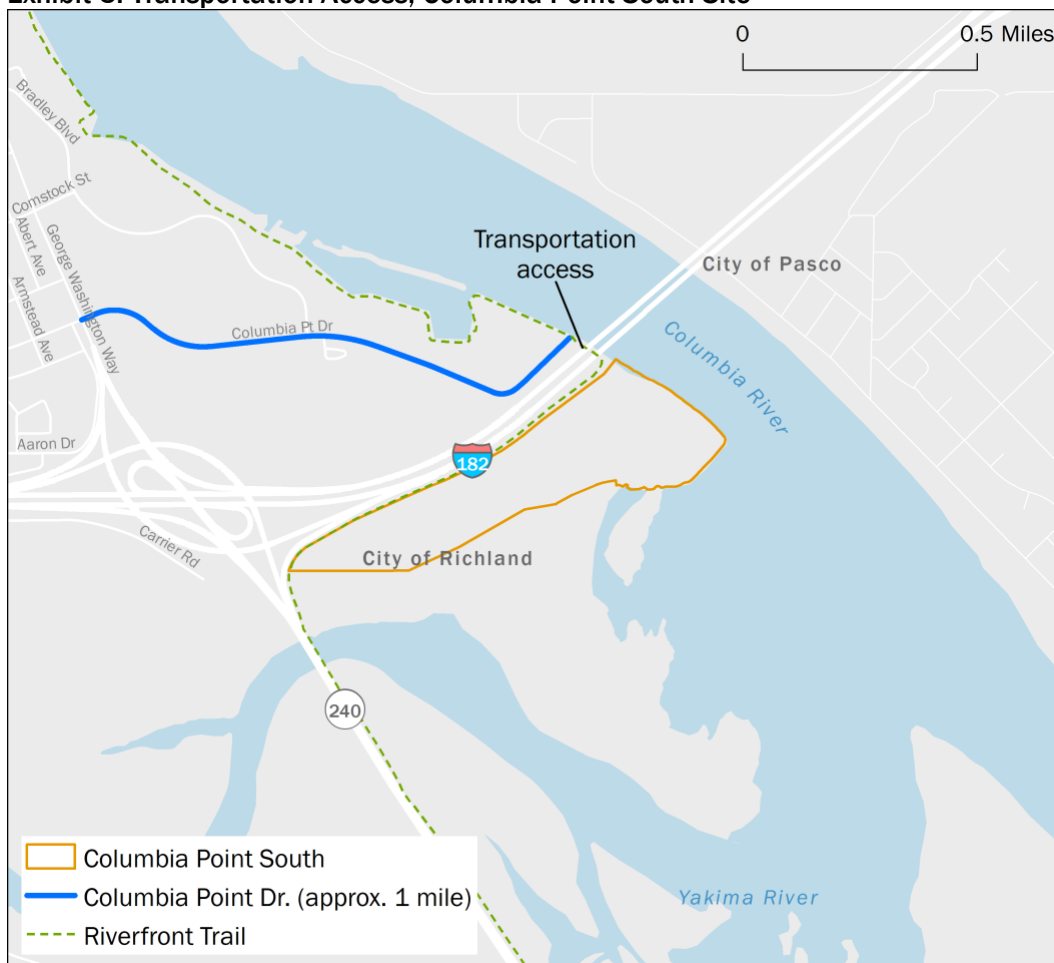
Source: City of Richland GIS data.

## 4 Infrastructure

### 4.1 Transportation

Transportation access to the site is limited to Columbia Point Drive, a two-lane access road that passes underneath I-182 and connects to the site at its northwest corner. As shown in Exhibit 5, Columbia Point Drive is about 1 mile in length, with its western node connecting at Washington State Highway 240. Clearance under the Interstate appears to be sufficient for most vehicles, including truck traffic. Given the road's width (approximately 35 feet), existing road capacity would not be sufficient for intensive uses, such as an amusement park, concert venue, or another popular destination. Per a January 22, 2018 conversation with the Paul Gonseth, planning manager at the Washington State Department of Transportation (WSDOT), the City has a right to build and maintain a street under the I-182 bridge at this location, and would need to enter into an agreement with WSDOT regarding road operations. Mr. Gonseth also sent background material from the 1979 construction of the interstate, which we have included in Appendix E, which describes the allowance for traffic movement under that portion of the interstate highway (on page 12 of Appendix E).

**Exhibit 5. Transportation Access, Columbia Point South Site**



Source: City of Richland GIS data.

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The City of Richland is not considering uses that would drive a large volume of traffic to the site. The area is wide enough to allow individual vehicular access, though the road width would need to follow guidelines in the Critical Areas Ordinance and Shoreline Master Program.

## 4.2 Parks, Trails, and Open Space

Local residents use Columbia Point South for recreational purposes and the site is adjacent to natural open space. The Riverfront Trail, a 7-mile multi-use path, provides pedestrian and bicyclist access along the northwest boundary of Columbia Point South. The popular trail currently stretches northwest from the site along the Columbia River. At the site, the trail follows I-182 to the southwest, and then turns to the south to follow State Highway 240. It appears that unofficial paths have been created on the site, stretching out from the trail to the river's edge at several locations. No potential trail connections through the site are currently included in the City's Capital Improvement Plan.<sup>9</sup>

As noted in the Comprehensive Plan update process, there is public opposition to development on this site. In the Benton County Shoreline Master Program Update outreach efforts in 2013, the public also expressed interest in focusing restoration work on the site and continuing public access for recreational use.<sup>10</sup>

According to the Parks, Trails, Open Space and Facilities Master Plan, while Columbia Point South was under consideration for the Hanford Reach Interpretive Center, the Richland Public Facilities District completed minor infrastructure improvements including "unpaved roads, traffic control devices (boulders), and infrastructure stubs."<sup>11</sup>

## 4.3 Utilities

Utility access is available under I-182, about one-quarter mile inland from the Columbia River. This access includes an eight-inch sewer line and 12-inch water main. There is natural gas access along Columbia Point Drive, and electrical lines across I-182, near the same location as the utility access.<sup>12</sup> There is no known information about communication utility access.

# 5 Environmental and Cultural Conditions

## 5.1 Wetlands and Environmentally Sensitive Areas

Any future development plans would need to evaluate floodplain designations, soil types, and shoreline master plan designations. Specific considerations include:

- **Sensitive Areas Ordinance.** Specifically, if the City adopts the 2017 Comprehensive Plan with the proposed Urban Recreation District at Columbia Point South, a developer may be required to complete environmental studies as defined in the Sensitive Areas Ordinance (22.10 RMC). These studies may include a wetland delineation report, wildlife habitat report, or geologic hazard report. In the Critical Areas Ordinance, the City of Richland also suggests that the applicant attend a pre-application conference before completing the studies.<sup>13</sup>

- 
- **Shoreline Master Program.** The majority of Columbia Point South does not fall under the Shoreline Master Program regulations; however, the regulated shoreline area (approximately 200 feet) is subject to two environmental designations: Natural or Recreation Conservancy. Within these areas, new industrial or residential uses are not allowed. Commercial uses are not allowed in the Natural designation, though commercial uses that are “low-intensity activities which enhance public enjoyment of the land” are allowed in the Recreation Conservancy area.<sup>14</sup>
  - **Floodplain.** A portion of the site is in the 100-year flood plain, along with the Natural Open Space area south of the site. The other areas of the site are within either Zone B or Zone C FEMA zone designations. These FEMA zones do not require flood insurance, but are susceptible to periodic flooding.
  - **Soils.** Soils in Columbia Point South include a mix of fine loamy soil.<sup>15</sup> These soil types may indicate the presence of fill, which can present challenges to vertical development, as most development types require pilings to be properly anchored and seismically reinforced.

Exhibit 6 shows environmental constraints on the site and adjacent areas, including floodplain designations.



### Exhibit 6. Environmental Constraints at Columbia Point South



Source: City of Richland GIS data.



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## 5.2 Wildlife Habitat

According to City of Richland data, there are no priority habitats or species located on at Columbia Point South that would need special development treatment.<sup>16</sup>

## 5.3 Culturally Sensitive Areas

### 5.3.1 Site History

Early inhabitants of the Columbia Point South area included Native Americans from various local tribes including the Chamnapub, Palouse, Umatilla, Walla Walla, Wanapam, and Yakama. These tribes used the site at different points in the season and for varying purposes including fishing, gathering, and trade. Some tribes also named this area “Chemná” in their creation stories, and it served as a village site. Euro-American settlement in the area included the Mission Saint Rose, which was constructed in 1847, and farming and ranching activities that began in the mid-to-late 1800s. From 1894-1931, the Timmerman Ferry was located near the site. The ferry served as a connection across the Columbia River for the Yellowstone Trail, a popular early automobile route. Farming and associated irrigation operations continued on and around Columbia Point South throughout the 20<sup>th</sup> century. The creation of the McNary Dam in 1954 drastically changed the shoreline of the site. The historical shoreline (pre-McNary Dam) is suspected to hold cultural resources that were important to the Native American tribes of the area.<sup>17</sup>

### 5.3.2 Cultural Resources Inventory

Archeologists have conducted cultural resource inventories of the site as part of several attempts to develop the site, including during the proposed Hanford Reach Interpretive Center planning process. Additionally, the 2017 Comprehensive Plan changed the site’s proposed designation to Urban Recreation District, which may require any proposed development to undergo an additional cultural resource inventory.

In 2009, the National Park Service determined that Columbia Point South, or Chamná, as local Native American tribes refer to the site, is eligible for National Register of Historic Places (NRHP) designation. The determination was based on evidence of cultural resources, both in spiritual importance for the tribes and archeological deposits associated with the village.<sup>18</sup> Other Cultural Resource Inventories (completed in 2003 and 2008) concluded that the most significant cultural resources were not found near the soil surface or within previously proposed development boundaries. The studies concluded that some areas of the site could support development if certain precautions are taken to not disturb sensitive areas.<sup>19</sup> Development is subject to required cultural inventory work of the culturally sensitive areas of the site.

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<sup>1</sup> City of Richland, 2017 Draft Comprehensive Plan, Supplemental Information, <https://www.ci.richland.wa.us/home/showdocument?id=4937>

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- <sup>2</sup> Annotated aerial map from Roger Wright, former City of Richland engineer.
- <sup>3</sup> Tri-City Herald. "Reach center's success linked to Columbia Point." September 18, 2009. <http://www.tri-cityherald.com/opinion/editorials/article31755960.html>.
- <sup>4</sup> Tri-City Herald. "Richland approves agreement with Umatilla tribes for Columbia Point South." September 1, 2015. <http://www.tri-cityherald.com/news/local/article33328413.html>
- <sup>5</sup> City of Richland, 2017 Draft Comprehensive Plan, Supplemental Information, <https://www.ci.richland.wa.us/home/showdocument?id=4937>
- <sup>6</sup> City of Richland, 2017 Draft Comprehensive Plan, Public Involvement Summary, <https://www.ci.richland.wa.us/home/showdocument?id=5079>
- <sup>7</sup> City of Richland, 2017 Draft Comprehensive Plan, Supplemental Information, <https://www.ci.richland.wa.us/home/showdocument?id=4937>
- <sup>8</sup> City of Richland Municipal Code, Chapter 23.30, Public Use Zoning Districts, <http://www.codepublishing.com/WA/Richland/html/Richland23/Richland2330.html>
- <sup>9</sup> City of Richland, Capital Improvement Plan 2017 to 2030, <https://www.ci.richland.wa.us/home/showdocument?id=4018>
- <sup>10</sup> Benton County, 2013 Shoreline Master Program Update Community Visioning Survey Summary, <http://www.co.benton.wa.us/files/documents/document174054100082613.pdf>
- <sup>11</sup> City of Richland, Parks, Trails, Open Space and Facilities Master Plan, 2014-2019, page 5, <https://www.ci.richland.wa.us/home/showdocument?id=5087>
- <sup>12</sup> Email communication and maps provided by City of Richland Development Services.
- <sup>13</sup> City of Richland Municipal Code, Chapter 22.10, Sensitive Areas, <http://www.codepublishing.com/WA/Richland/html/Richland22/Richland2210.html>
- <sup>14</sup> City of Richland, 2016 Shoreline Master Program Update, 26.10.023, <https://www.ci.richland.wa.us/home/showdocument?id=5081>
- <sup>15</sup> National Resources Conservation Service, Web Soil Survey, <https://websoilsurvey.sc.egov.usda.gov>
- <sup>16</sup> Geological Sensitive Areas. City of Richland. <https://www.ci.richland.wa.us/home/showdocument?id=176>
- <sup>17</sup> Gilpen et. al. Archaeological Resource Survey and Evaluation for the Hanford Reach Interpretive Center Project in Benton County, Washington, 2008; Jones & Stokes, Cultural Resources Study of the Proposed Hanford Reach National Monument Heritage & Visitors' Center, Richland, Benton County, Washington, 2003.
- <sup>18</sup> United States Department of the Interior National Park Service, National Register of Historic Places Determination of Eligibility Comment Sheet, Columbia Point South Benton County, Washington.
- <sup>19</sup> Gilpen et. al. Archaeological Resource Survey and Evaluation for the Hanford Reach Interpretive Center Project in Benton County, Washington, 2008; Jones & Stokes, Cultural Resources Study of the Proposed Hanford Reach National Monument Heritage & Visitors' Center, Richland, Benton County, Washington, 2003.

## Appendix D: Comments from the Confederated Tribes of the Umatilla Indian Reservation Cultural Resources Committee

On March 7<sup>th</sup>, 2018, Teara Farrow Ferman, Natural Resources Program Manager with the Confederated Tribes of the Umatilla Indian Reservation, provided comments from the Cultural Resources Committee on the high-level feasibility study draft:

- The lodge and concepts associated with it are of concern. The concern is that the surrounding area would have to be improved for aesthetic reasons. Additionally, in the future, the City would want to enhance and improve the other surrounding areas for additional amenities.
- They liked the idea of securing area for gathering areas – with Tribes and outdoor recreation.
- They liked the trading post, interpretive areas, hiking and biking trails, and outdoor recreation ideas.
- They emphasized the need to keep the area natural.
- They would like to enhance the tribal fisheries – would like to see tribal fishing scaffolds and more tribal fishers able to fish and sell the fish here.
- They want to have a strong presence/involvement on the tribal interpretation of the area.

BEFORE THE DEPARTMENT OF TRANSPORTATION

IN RE: STATE ROUTE 182 )  
GOOSE GAP ROAD TO ROAD 68 INTERCHANGE VICINITY )  
M.P. 1.01 TO M.P. 8.49 )  
STATE ROUTE 240 ) FINDINGS AND ORDER  
RICHLAND TO KENNEWICK )  
M.P. 36.28 TO M.P. 37.29 )  
HEARING ON LIMITED ACCESS )

The hearing on the above entitled matter was held upon due notice to interested parties beginning at 7:30 P.M., Thursday, February 15, 1979, in the Federal Building Auditorium, located at 825 Jadwin Avenue, Richland, Washington, before Charles C. Countryman, Hearing Examiner.

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The interested persons and organizations were represented as follows:

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CHARLES K. BARBO and DONALD B. DANIELS, by Sharon A. Scofield, Sales Associate, 711 Capital Boulevard, Suite 204, Olympia, Washington 98501.

GEORGE T. POWERS, by self, 4308 West Irving, Pasco, Washington 99301.

FAYE EICKMEYER, by self, Route 5, Box 5075, Pasco, Washington 99301.

ROBERT L. MAUSETH, by self, Route 5, Box 5085, Pasco, Washington 99301.

DON NEFF, by self, P.O. Box 612, Pasco, Washington 99301.

SHAM NA PUM GOLF COURSE, by Campbell, Johnston & Roach, Attorneys at Law, 72 George Washington Way, P.O. Box 14, Richland, Washington 99352.

PATRICK WELCH, by self, 903 Birch, Richland, Washington 99352.

ROBERT V. BOWERSOCK, by self, 84 Hodges Court, Richland, Washington 99352.

H.S. TESKY, by self, 1507 Farrell Lane, Richland, Washington 99352.

MARVIN E. BORGESON, by self, Route 4, Box 9695, Richland, Washington 99352.

CAMILLE LITTLE, by Rolland M. Bristol, father, 2608 Road 96N, Pasco, Washington  
99301.

BRENDA BRADLEY, by self, 354 Wright Avenue, Richland, Washington 99352.

RICHARD P. COLBURN, by self, 11204 W. Court Street, Pasco, Washington 99301.

MR. & MRS. DALE L. LaCOUR, by selves, Route 4, Box 9590, Richland, Washington  
99352.

~~MR. & MRS. WILLIAM A. JAHNKE, by selves, Route 4, Box 9575, Richland, Washington~~  
99352.

DALE E. BEAN, Benton County Engineer, P.O. Box 110, Prosser, Washington 99350.

As a courtesy to interested citizens, the Department of Transportation furnishes a copy of its Findings and Order to all persons filing a Notice of Appearance, even though some may not properly be parties to the hearing. For administrative convenience, all persons filing a Notice of Appearance are listed above. The Department of Transportation, by including a person in this listing and by furnishing a copy of the Findings and Order, does not acknowledge or necessarily recognize the recipient to be a proper party to the hearing.

The meeting was called to order by Charles C. Countryman, Hearing Examiner, after which witnesses were called. The evidence was taken by a court reporter and thereafter transcribed. Certain exhibits were duly introduced as evidence. Based upon the oral evidence and the exhibits introduced in evidence, and acting under the authority of the Secretary of Transportation, the Deputy Secretary of Transportation of the State of Washington makes the following findings:



## I

Prior to December 29, 1978, a plan for the establishment of a limited access highway over a portion of State Route 182 in Benton and Franklin Counties, Washington, was ordered under Resolution No. 2624 and, on April 17, 1967, for State Route 240 under Resolution No. 1832.

Such plans were prepared and entitled "SR 182, GOOSE GAP ROAD TO ROAD 68 INTERCHANGE VICINITY, M.P. 1.01 TO M.P. 8.49, BENTON AND FRANKLIN COUNTIES", sheets 1 through 24 of 52 sheets dated December 29, 1978 and "SR 240, RICHLAND TO KENNEWICK, BENTON COUNTY", sheets 1 through 3 of 16 sheets dated February 15, 1944, and revised December 29, 1978. These sheets were introduced into evidence marked as Exhibit Nos. 9-1 through 9-24 and 10-1 through 10-3, which were made a part of the hearing record.

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## II

The Department of Transportation received from the public agencies concerned with the proposed plan their available data on planning, land use, local traffic and such other information as required, and thereafter prepared and submitted to the appropriate local officials an Access Report showing how those factors had been taken into account and covering other matters required by RCW 47.52.131, et. seq. A copy of that report was introduced into evidence marked Exhibit Nos. 4-A and 4-B.

By letter dated September 6, 1978, the City of Richland approved the Access Report subject to certain modifications. Those modifications have either been incorporated into the plan or are being resolved with the City of Richland. The City's letter was introduced into evidence and marked Exhibit No. 5.

By letter dated August 7, 1978, the Board of Benton County Commissioners approved the Access Report and said letter was introduced into evidence marked Exhibit No. 6.

By letter dated November 8, 1978, the Franklin County Board of Commissioners approved the Access Report. By letter dated February 13, 1979, the Commissioners reaffirmed their concurrence with the design and location of this section of SR 182. The aforementioned letters of November 8, 1978 and February 13, 1979 were introduced into evidence marked Exhibit Nos. 7 and 7-A respectively.

III

On January 12, 1979, the Design Engineer by Order proposed said plan and set a hearing date in accordance with the provisions of RCW 47.52.131, et seq. Said Order was introduced into evidence marked Exhibit No. 1.

IV

Mr. V.W. Korf, Deputy Secretary of Transportation, issued a Notice of Hearing. On January 23, 1979, an exact copy of this notice was mailed to Benton and Franklin Counties, the City of Richland and to each of those record owners of property listed in the Affidavit of Service by Mailing introduced into evidence marked Exhibit No. 3. An exact copy of the aforesaid notice was published in the Tri-City Herald on January 31, 1979, as shown by the affidavit of Phyllis Graves, P<sup>r</sup>incipal Clerk of said newspaper, which affidavit was introduced into evidence marked Exhibit No. 2.

V

The plan proposes the establishment of fully controlled limited access highway facilities for State Route 182 from Goose Gap Road to Road 68 Interchange between Station LE 1116+56.84 and Station LE 1528+56.49 as shown on sheets 1 through 24 of 52 sheets entitled "SR 182, GOOSE GAP ROAD TO ROAD 68 INTERCHANGE VICINITY, M.P. 1.01 to M.P. 8.49, BENTON AND FRANKLIN COUNTIES".

The plan also proposes the establishment of partially controlled limited access highway facilities for State Route 240 in Richland from M.P. 36.28 to M.P. 37.29 between Station 13+41.80 and Station 66+49.6 as shown on sheets 1 through 3 of 16 sheets entitled "SR 240, RICHLAND TO KENNEWICK, BENTON COUNTY".

VI

These sections of State Route 182 and State Route 240 are an important part of the highway system of the State of Washington and represent a substantial expenditure in construction costs. State Route 182 is functionally classified as an Interstate Highway and this portion of SR 240 is classified as a Minor Arterial Highway. The Department of Transportation policy provides for full control of access on Interstate Highways and partial control of access on Minor Arterial Highways where warranted. In

establishing access control, the investment of public funds is protected by preserving these highways for future use.

The projected average daily traffic volumes for the design year of 1996 indicate that there will be approximately 9,500 vehicles per day traveling State Route 182 between Goose Gap vicinity and State Route 12 Interchange; 16,050 vehicles per day traveling between SR 12 Interchange and SR 240 Interchange; 32,100 vehicles daily traveling between SR 240 Interchange and George Washington Way Interchange; 53,800 vehicles per day traveling between George Washington Way Interchange and Road 100 Interchange; and 45,150 vehicles daily traveling between Road 100 Interchange and Road 68 Interchange. There will be approximately 34,550 vehicles per day traveling State Route 240 between George Washington Way Interchange and the junction with State Route 12. It is vital in planning highways to provide adequate capacity for increased traffic demands in order to prevent the facility from becoming obsolete within a short period of time.

An accident history and projection has not been prepared for this segment of State Route 182. It is a new facility and cannot be compared to anything that is functioning similarly in this area.

The segment of State Route 240 between George Washington Way Interchange and junction State Route 12 consists of a high fill through the Yakima and Columbia River flood plain, physically prohibiting access and adjacent development. The imposition of access control through this highway segment will not alter the presently low accident rate.

The efficiency of the highways as a means of moving a maximum volume of traffic in safety is directly related to the number of access points. It has been demonstrated in the past that, as property owners establish approaches to the highway for their personal use or for business enterprise, the problems of increased accident potential and lowered capacity, due to interference from these roadside approaches, become increasingly great and the highway gradually becomes obsolete. Therefore, access points should be kept to a minimum consistent with allowing local traffic adequate use of the facility at properly designed interchanges.

The plans for the establishment of limited access facilities for State Routes 182 and 240 in Benton and Franklin Counties, introduced into evidence marked Exhibit Nos. 9-1 through 9-24 and 10-1 through 10-3, will facilitate travel, reduce accident and fatality rates, preserve the public investment and sustain these highways as modern transportation facilities.

## VII

In addition to the exhibits previously mentioned, the following exhibits were entered into evidence at or subsequent to the hearing and made a part of the hearing record:

Exhibit No. 8	Final Environmental/Section 4 (f) Statement for Interstate 82/182, Prosser, Washington to Interstate 80N in Oregon, approved and adopted by the FHWA October 22, 1976.
Exhibit No. 11	Letter, no date, submitted at hearing by Mrs. Annabel B. Hosack, concerning severance of Parcel No. 5-04255.
Exhibit No. 12	Reserved Exhibit, the Department of Transportation's response to Exhibit No. 11.
Exhibit No. 13	Letter, dated February 15, 1979, signed by N.L. Wilkerson, Sr., regarding displacement of residence and access to remainder of Parcel No. 5-04307.
Exhibit No. 14	Reserved Exhibit, the Department's response to Exhibit No. 13.
Exhibit No. 15	Letter, with attachments, dated February 15, 1979, submitted at hearing by Carl G. Lind, General Manager, Acme Concrete Company, regarding impacts to Parcel Nos. 5-04313 and 5-04278.
Exhibit No. 16	Reserved Exhibit, the Department's response to Exhibit No. 15.
Exhibit No. 17	Reserved Exhibit, the Department's response to a request by Mr. N.L. Wilkerson, Sr., for access to a portion of Parcel No. 5-04307 lying north of the I-182 right of way.
Exhibit No. 18	Letter with attachment, dated February 15, 1979, signed by Donald B. Daniels, co-owner of Barbo-Daniels Company, submitted at access hearing by Sharon Scofield, regarding access to Parcel No. 5-04315.

Exhibit No. 19 Reserved Exhibit, the Department's response to Exhibit No. 18.

Exhibit No. 20 Letter, dated April 28, 1978, presented at hearing by Fred G. Harris, regarding Road 100 Interchange location.

Exhibit No. 21 Reserved Exhibit, the Department's response to Exhibit No. 20.

Exhibit No. 22 Letter, dated February 15, 1979, with attached petitions, submitted at hearing by C.D. Harrington, regarding Road 100 Interchange location.

Exhibit No. 23 Reserved Exhibit, the Department's response to Exhibit No. 22.

Exhibit No. 24-A Testimony of James W. MacIsaac, P.E., dated February 15, 1979, regarding Road 100 Interchange location.

Exhibit No. 24-B Report titled "Development Potential and Circulation Needs Analysis for West Pasco Area", prepared by The TRANSPO Group, dated August 15, 1978.

Exhibit No. 24-C Letter, dated December 4, 1978, to Benton-Franklin Governmental Conference, presented at hearing and signed by Robert J. Backstein, Attorney at Law, regarding Road 100 Interchange location.

Exhibit No. 24-D Letter and attached map, dated January 16, 1979, to Mr. Leland Kerr and signed by Robert J. Spink, P.E., regarding Road 100 Interchange location.

Exhibit No. 24-E Report titled "Review and Analysis of Development Potential and Circulation Needs, West Pasco area", prepared by Haworth and Anderson, Inc., in conjunction with The TRANSPO Group, dated August, 1978.

Exhibit No. 24-F Letter and attachments to Board of Franklin County Commissioners, no date, presented at hearing and signed by Robert J. Backstein, Attorney at Law, regarding Road 100 Interchange location.

Exhibit No. 24-G Summons; Application and Petition for Writ of Certiorari; Petition and Affidavit in Support of Application for Writ of Certiorari; and Affidavit of Wallace Harris. RE: Wallace Harris and others vs. Franklin County Commissioners in Franklin County Superior Court, Robert J. Backstein, Attorney for Plaintiffs.

Exhibit No. 24-H Supplement to the Tri-City Herald, June 1978, titled "Tri-Cities Metropolitan Area Transportation Study".

Exhibit No. 24-I Letter and attachments thereto, dated February 23, 1979, signed by Robert J. Backstein, Attorney at Law, regarding Road 100 Interchange location.

Exhibit No. 24-J	Aerial mosaic depicting area of people favoring proposed Road 100 Interchange location (Yellow), and people favoring alternate location closer to Columbia River (Red).
Exhibit No. 24-K	Aerial mosaic depicting three alternate locations for Road 100 Interchange.
Exhibit No. 24-L	Letter and attached petitions, dated May 18, 1971, from H.A. McCann, P.E., Franklin County Engineer, regarding Road 100 Interchange location.
Exhibit No. 25	Reserved Exhibit, the Department's response to Exhibit Nos. 24-A through 24-L.
Exhibit No. 26	Letter, dated April 17, 1978, to Editor of Tri-City Herald, signed and presented at hearing by Mr. and Mrs. David Harris, regarding Road 100 Interchange location.
Exhibit No. 27	Reserved Exhibit, the Department's response to Exhibit No. 26.
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Exhibit No. 28-A	<del>Letters (60) in support of Franklin County Commissioners' endorsement of proposed location of Road 100 Interchange.</del>
Exhibit No. 28-B Exhibit No. 28-C	Petitions endorsing the County Commissioners' decision to place the Road Interchange at its presently proposed location.
Exhibit No. 29	Reserved Exhibit, the Department's response to Exhibit Nos. 28-A through 28-C.
Exhibit No. 30	Petitions favoring relocation of Road 100 Interchange to a Road 116 alignment.
Exhibit No. 31	Reserved Exhibit, the Department's response to Exhibit No. 30.
Exhibit No. 32	Written statement of William B. Douglas, dated February 6, 1979, Vice President and General Manager of Yakima Cement Products Company, owners of Tru-Stone, Inc., Richland, regarding access to Parcel No. 5-04279.
Exhibit No. 33	Reserved Exhibit, the Department's response to Exhibit No. 32.
Exhibit No. 34	Reserved Exhibit, the Department's response to hearing comments by Mr. Roger Layton, regarding proximity effects of Road 100 connection on Parcel No. 5-04301.
Exhibit No. 35	Reserved Exhibit, the Department's response to hearing comments by Mr. Wallace Harris, regarding the CC Line connection to West Court Street.
Exhibit No. 36	Letter signed by James Stoffels, concerning the need for I-182.

Exhibit No. 37	Reserved Exhibit, the Department's response to Exhibit No. 36.
Exhibit No. 38	Statement read into the record by Mr. Ben Hayward, regarding the reasonableness and need for I-182.
Exhibit No. 39	Reserved Exhibit, the Department's response to Exhibit No. 38.
Exhibit No. 40	Reserved Exhibit, the Department's response to hearing comments by Mr. Thad Coleman, regarding I-182 and the Yakima River floodway.
Exhibit No. 41	Written statements of Olive and Thad Coleman, regarding the Yakima River floodway.
Exhibit No. 42	Reserved Exhibit, the Department's response to Exhibit No. 41.
Exhibit No. 43	Reserved Exhibit, the Department's response to hearing comments by Mr. Homer Moulthrop, concerning pedestrian/bicycle facilities.
<del>Exhibit No. 44</del>	<del>Testimony of Mr. Bob Stallings, including written statement of Mr. Glenn Walkley, regarding Road 100 Interchange location.</del>
Exhibit No. 45	Reserved Exhibit, the Department's response to Exhibit No. 44.
Exhibit No. 46	Reserved Exhibit, the Department's response to hearing comments by Mr. Richard Colburn, regarding validity of traffic analysis and I-182 route selection.

IX

The Deputy Secretary of Transportation has considered evidence on the entire portion of the above entitled highways and finds that the plans introduced into evidence marked Exhibit Nos. 9-1 through 9-24 and 10-1 through 10-3 should be modified as hereinafter set forth and as shown on Exhibit "A" attached.

1. Revise plan sheets 6 and 7 of 52 sheets to allow for transfer of the access easement on the right between approximate Station L<sup>E</sup> 1155+50 and Station L<sup>E</sup> 1192+50 to U.S.B. R. (Kennewick Irrigation District) and Parcel No. 5-04031 as recommended by the Department on page 19 of the hearing transcript.
2. Revise plan sheets 1, 8 and 21 of 52 sheets to add the AL Line frontage road and a public grade intersection with the TF Line at Station TF 120+30 to provide access to parcels 5-04276, 5-04277, 5-04259, and 5-04307 in response to requests by Mr. Wilkerson on page 26 of the hearing transcript and in Exhibit No. 13, and as recommended by the Department in Reserved Exhibit Nos. 14 and 17.
3. Revise plan sheets 8, 11, 12, 13, 20, and 24 of 52 sheets and sheets 1 through 3 of 16 sheets to modify portions of the proposed pedestrian/bicycle trail facilities as presented by the Department at the hearing in Exhibit Nos. 9-8, 9-11, 9-12, 9-13, 9-20, 9-24, 10-1, 10-2, and 10-3.



4. Revise plan sheet 9 of 52 sheets to add a construction permit on the right in the vicinity of Station L<sup>E</sup> 1240+70 to Station L<sup>E</sup> 1241+65 within parcel No. 5-04249 as presented by the Department at the hearing in Exhibit No. 9-9.
5. Revise plan sheet 10 of 52 sheets to add a Type C approach to the City of Richland shelterbelt, parcel 5-04310, on the left between Station RB 16+00 and Station RB 16+50, not to exceed 20 feet in width and to be gated and locked when not in use. This approach was recommended by the Department in Exhibit No. 9-10 at the hearing.
6. Revise plan sheets 2 and 10 through 13 of 52 sheets to make major revisions to minimize impacts to Parcel Nos. 5-04313, 5-04278 and 5-04279. Revisions include shifts in the WR, R, and RE Lines of the SR 240 Interchange, the D.O.E. Railroad relocation and TR Spur connection, the NS and FT Lines and the pedestrian/bicycle trail. These revisions are in response to requests by Mr. Lind (Exhibit No. 15), Mr. Douglas (Exhibit No. 32), Mr. Corke on page 36 of the hearing transcript, Mr. Wilson on page 42 of the transcript, and Mr. Hobbs on page 43. The revisions are recommended by the Department in Reserved Exhibit Nos. 16 and 33.
7. Revise plan sheets 2 and 12 of 52 sheets to add the EW Line frontage road extending northerly from existing SR 240 to Adams Street. The EW Line frontage road will replace the 40 foot wide access easement recommended by the Department at the hearing. This plan change was requested by Mr. Lind in Exhibit No. 15 and by Mr. Daniels in Exhibit No. 18, and is recommended by the Department in Reserved Exhibit Nos. 16 and 19.
8. Revise plan sheets 17 and 24 of 52 sheets to extend the limits of access control to Station C 68+00 (Lt. and Rt.) and Station CC 474+12.78 (Lt. and Rt.) as presented by the Department at the Access Hearing in Exhibit Nos. 9-17 and 9-24.
9. Revise plan sheets 1 and 20 of 52 sheets to provide a westerly shift of the TF Line to minimize impacts to Parcel Nos. 5-04255 and 5-04261 as requested by Mrs. Hosack (Exhibit No. 11) and as recommended by the Department in Reserved Exhibit No. 12.
10. Revise plan sheets 2 and 24 of 52 sheets to realign the proposed CC Line to form a through movement with the northerly leg of West Court Street and tee the southerly leg of Court Street (CS Line) into the CC Line. This plan change was requested by Mr. Harris on page 113 of the hearing transcript and is recommended by the Department in Reserved Exhibit No. 35.
11. Revise plan sheet 1 of 16 sheets to allow traffic movement under the structure between Station 13+45 and Station 20+60 as restricted clearance permits and as presented by the Department at the hearing in Exhibit No. 10-1.
12. Revise plan sheets 1 through 24 of 52 sheets and 1 through 3 of 16 sheets to make minor plan revisions, to correct ownership and parcel details, area computations, and right of way details.

X

The Deputy Secretary of Transportation also considered the following requests for changes in the plans, and makes the following findings:

1. Mr. N.L. Wilkerson, Sr. (Parcel No. 5-04307) in a letter (Exhibit No. 13) and on page 25 of the hearing transcript questioned the necessity of taking his residence for the proposed highway facility.

As determined in Reserved Exhibit No. 14, a shift in the highway alignment would not be feasible due to the resultant adverse impacts in the general area. A shift in the right of way line to avoid taking the residence would necessitate the construction of a retaining wall. The benefits gained would not offset the additional highway construction costs and the negative impacts to the residence and resultant loss in its market value.

2. Mr. Carl Lind, Vice President and General Manager of Acme Concrete Company (Parcel No. 5-04313) and Richland Sand & Gravel Company (Parcel No. 5-04278), in Exhibit No. 15 proposed major plan changes that would move the freeway alignment northerly next to existing SR 240 in the Richland area, and also relocate the D.O.E. Railroad to the south of their properties along the Corps of Engineers dike.

It was determined, in Reserved Exhibit No. 16, that the northerly shifting of the highway alignment would cause greater negative impacts to adjoining properties and recreational lands than the proposed alignment. Other measures to mitigate the impacts on Parcels 5-04313 and 5-04278 are discussed in these findings (Section IX, Item 6).

3. Mr. Donald B. Daniels, of B-D Mini-Storage, in Exhibit 18 indicated that the Department of Transportation should bear the costs for any business loss due to construction disruption, temporary closures of access, and the need to build new storage units and relocate mini-storage customers.

The Department has stated, in Reserved Exhibit No. 19, that disruption from construction activities will be held to a minimum. Costs for business disruption and relocation will be negotiated with the owners at the time of right of way acquisition.

4. In addition to numerous verbal statements opposing the location of the Road 100 Interchange, as presented at the hearing, the following written statements and petitions were entered into evidence: Exhibit Nos. 20, 22, 24-A through 24-L, 26, 30 and 44.

Written statements and petitions supporting the location of the Road 100 Interchange as presented at the hearing were entered into evidence as Exhibit Nos. 28-A through 28-C.

The Department has shown in Reserved Exhibit Nos. 21, 23, 25, 27, 29, 31 and 45 that the plan presented at the limited access hearing is in accordance with the Franklin County Six Year Road Program and Franklin County Commission Resolution No. 79-95, which specifically endorses the Road 100 Interchange location on the north-south section line.

5. Mr. Roger Layton (Parcel No. 5-04301), on pages 108 through 110 of the hearing transcript, and Mr. R.A. Montgomery, on pages 110 and 111, requested a grade change on the Road 100 connection (C Line) to reduce the required fill height and subsequent loss of value to their properties.

It has been shown, in Reserved Exhibit No. 34, that the roadway profile of the C Line is dictated by the necessity to overcross the Franklin County Irrigation Ditch. Alteration of the proposed canal structure to reduce the fill height was

determined to be not economically feasible. On site inspection by Departmental appraisers determined that there will not be any negative effects on property values due to the roadway fill, and that the substantially improved access would generally result in appreciative values for these and other parcels in the immediate area.

6. Mr. James Stoffels, in Exhibit No. 36, Mr. Ben Hayward, in Exhibit No. 38, and Mr. Richard Colburn, on pages 147 through 150 of the hearing transcript, contend that SR 182 is not needed and will not solve the traffic problems of the Tri-Cities, and that a Columbia River crossing should be north of Richland and not at Columbia Point. North-South routes on either side of the river to connect to the proposed North Richland bridge are also proposed.

The Department has determined, in Reserved Exhibit Nos. 37, 39 and 46, that there is no feasible or prudent alternative to the construction of SR 182 in its presently proposed location. The need for a North Richland crossing of the Columbia River is recognized as necessary to the long range transportation needs of the area; however, an interstate route at that location would not provide the degree of regional traffic service that will be provided by the proposed SR 182 plan.

7. Mr. and Mrs. Thad Coleman, in Exhibit No. 41, Mr. Coleman, on pages 117 through 125 of the hearing transcript, and Mr. David Merrill, on page 143 of the hearing transcript, expressed opposition to the SR 182 route location and design with particular concern for flooding and compliance with flood plain regulations.

The plan, as proposed, is in compliance with all regulations governing flood plains and shorelines and U.S. Coast Guard navigational clearance requirements. The Department has determined, in Reserved Exhibit Nos. 40 and 42, that there is no feasible or prudent alternative to the construction of SR 182 in its presently proposed location.

8. Mr. Homer Moulthrop, in his statements on pages 129 through 139 of the hearing transcript, expressed concern for the inadequacy of the pedestrian/bicycle pathway system. He suggested rerouting the pathway in Richland from Jadwin, Abbot and Adams Streets to existing SR 240 and the EW Line frontage road to the Admas Street intersection with George Washington Way. He further suggested signals with pedestrian phase at Adams and George Washington Way intersection to facilitate auto left turns and cyclist crossing of George Washington Way. From Adams Street a trail should skirt the south edge of the relocated golf course and extend to intertie with the proposed trail system at the Columbia River bridge.

The Department has indicated, in Reserved Exhibit No. 43, that the pedestrian/bicycle system was developed through extensive coordination with local jurisdictions having responsibility for its operation and maintenance after construction by the State. These agencies have all concurred with the system as proposed. The ultimate decision as to whether the pathway will be signed through residential streets or along old SR 240 and the EW Line will be the City of Richland's.

Signals may be installed and a pedestrian phase added at the Adams Street/George Washington Way Intersection when sufficient warrants are met. This may be included as part of the construction of SR 182, or by the City of Richland at a later date.

A pedestrian/bicycle trail from Adams Street along the southerly edge of the relocated golf course to intertie with the proposed trail system at the Columbia River is not warranted at this time.

The Deputy Secretary of Transportation particularly finds, in the case of each abutting ownership, that the adoption of the plans for making said highways limited access facilities, said plans being attached hereto and marked Exhibit "A", is required for public convenience and necessity.

Based upon the foregoing findings and the evidence supporting them, the Deputy Secretary of Transportation of the State of Washington

ORDERS:

I

That the section of State Route 182 in Benton and Franklin Counties described as follows is hereby designated as a limited access highway of the fully controlled type:

Between Station L<sup>E</sup> 1116+56.84 and Station L<sup>E</sup> 1528+56.49 as shown on sheets 1 through 24 of 52 sheets of the plan entitled "~~SR 182, GOOSE GAP ROAD TO ROAD 68 INTERCHANGE VICINITY, M.P. 1.01 to M.P. 8.49, BENTON AND FRANKLIN COUNTIES~~", dated December 29, 1978.

That the section of State Route 240 in Benton County described as follows is hereby designated as a limited access highway of the partially controlled type:

Between Station 13+41.80 and Station 66+49.6 as shown on sheets 1 through 3 of 16 sheets of the plan entitled "SR 240, RICHLAND TO KENNEWICK, M.P. 36.28 TO M.P. 37.29, BENTON COUNTY", dated February 15, 1944.

II

That the plans set forth in Exhibit Nos. 9-1 through 9-24 and 10-1 through 10-3 for establishment of access control on said highways be revised as follows and as shown on Exhibit "A" hereto attached and by this reference made a part hereof:

1. Revise plan sheets 6 and 7 of 52 sheets to allow for transfer of the access easement on the right between approximate Station L<sup>E</sup> 1155+50 and Station L<sup>E</sup> 1192+50 to U.S.B.R. (K.I.D.) and Parcel No. 5-04031.
2. Revise plan sheets 1, 8 and 21 of 52 sheets to add the AL Line frontage road and a public grade intersection with the TF Line at Station TF 120+30.
3. Revise plan sheets 8, 11, 12, 13, 20 and 24 of 52 sheets and sheets 1 through 3 of 16 sheets to modify portions of the proposed pedestrian/bicycle trail facilities.
4. Revise plan sheet 9 of 52 sheets to add a construction permit on the right in the vicinity of Station L<sup>E</sup> 1240+70 to Station L<sup>E</sup> 1241+65.
5. Revise plan sheet 10 of 52 sheets to add a Type C approach to the City of Richland shelterbelt, parcel 5-04310, on the left between Station RB 16+00 and Station RB 16+50.

6. Revise plan sheets 2 and 10 through 13 of 52 sheets to make major revisions to the WR, R and RE Lines, the D.O.E. Railroad relocation and TR Spur connection, the NS and FT Lines and the pedestrian/bicycle trail.
7. Revise plan sheets 2 and 12 of 52 sheets to add the EW Line frontage road extending northerly from existing SR 240 to Adams Street.
8. Revise plan sheets 17 and 24 of 52 sheets to extend the limits of access control to Station C 68+00, left and right, and Station CC 474+12.78, left and right.
9. Revise plan sheets 1 and 20 of 52 sheets to provide a westerly shift of the TF Line.
10. Revise plan sheets 2 and 24 of 52 sheets to realign the CC Line as a through movement with the north leg of Court Street and tee the south leg of Court Street (CS Line) into the CC Line.
11. Revise plan sheet 1 of 16 sheets to allow traffic movement under the structure between Station 13+45 and Station 20+60 as restricted clearance permits.
12. Revise plan sheets 1 through 24 of 52 sheets (Exhibit Nos. 9-1 through 9-24). and ~~1 through 3 of 16 sheets (Exhibit Nos. 10-1 through 10-3)~~ to make minor plan revisions, to correct ownership and parcel details, area computations, and right of way details.

IV

That the plan entitled "SR 182, GOOSE GAP ROAD TO ROAD 68 INTERCHANGE VICINITY, M.P. 1.01 TO M.P. 8.49, BENTON AND FRANKLIN COUNTIES", sheets 1 through 24 of 52 sheets, dated December 29, 1978, as revised above and as shown on Exhibit "A", be and the same is hereby adopted.

That the plan entitled "SR 240, RICHLAND TO KENNEWICK, M.P. 36.28 to M.P. 37.29, BENTON COUNTY", sheets 1 through 3 of 16 sheets, dated February 15, 1944, as revised above and as shown on Exhibit "A", be and the same is hereby adopted.

That a portion of the plan entitled "SR 240, RICHLAND: STEVENS DRIVE TO THAYER DRIVE, M.P. 30.61 TO M.P. 34.85, BENTON COUNTY", as shown on sheets 9 (pt.) and 10 of 15 sheets, dated August 18, 1978, is hereby superseded.

ADOPTED THIS 22nd day of October, 1979.

DEPUTY SECRETARY OF TRANSPORTATION

APPROVED AS TO FORM:

  
Assistant Attorney General

  
V. W. Korf