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# SECTION 1

## BACKGROUND

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### Introduction

In the Spring of 1998, the City of Kennewick and Kennewick Downtown Association began a planning process to revitalize the community's Downtown. These partners selected Urban Design Studio and Tom Hudson Company to facilitate the process and develop a vision for the city center's future.

The primary product to come from this important effort is a poster which graphically and descriptively outlines the vision. The poster includes images of key program elements, including major sites, open spaces, streetscapes, connections to other city districts and an overall plan view of the future. The reverse face of the poster provides more detailed information on design and economic recommendations.

This report is a supplement to the poster. Here the reader will find data and implementation material that does not fit well in the poster format. The report is divided into six sections:

- a. Background
- b. Economic Findings: The economic context for the planning team's recommendations are provide in summary form. This section draws upon existing economic research materials. It is not intended to be exhaustive in itself. Rather, it draws attention to the primary socio-economic data relevant to the revitalization effort.
- c. Economic Recommendations: Brief commentary is provided to describe more clearly the intentions of economic recommendations printed on the poster.
- d. Urban Design Recommendations: As with Section 3, brief commentary adds to the meaning of design recommendations on the poster.
- e. Implementation Recommendations: Development ideas need to be organized to address practical implementation issues. Proposals for timing, participants, responsibilities, organization and resources pertinent to recommendations are provided.
- f. Implementation Resources: A series of resources are linked in this section to recommended projects which may need them. The resources are described in terms of their source, purpose, limits and contacts.

Together, these sections help address the important issues of "who, what, when, where, how and why."

It is important to emphasize that this report is not a strategic plan. The City intended, with a limited budget, to create a vision of the future founded upon community values. A brief evaluation was added to the process to help ensure two things: 1) the vision is economically rational; 2) there is a reasonable expectation that resources are available to support implementation. This report focuses most on these two points. In addition, a recommended timeline and list of probable participants/team is included.

## General Observations

Kennewick's origins are tied to its position along the Columbia River, its fertile soil and its moderate climate. Native Americans came to this area for generations to tap fishing, hunting and grazing opportunities during seasonal migrations. The name Kennewick comes from the Indian phrase for the locale, "Kin-I-wak," meaning Grassy Place.

Among Pacific Northwest towns, Kennewick is relatively young. It was not incorporated until 1904. However, its strategic location along the Columbia made it a logical focus for Euro-American development. As early as 1853, a wagon route went through the area. However, no settlement occurred locally until 1883. This was the year that Northern Pacific Railroad began construction of a river bridge there.

The junction of the railroad with the river and wagon route created the desirable context for development. Kennewick quickly became a distribution center with close ties to the railroad. The first commercial building was constructed in 1884. Joseph Dimond, proprietor, opened it as a general merchandising store catering to railroad workers.

Geography and the railroad line influence the Downtown to grow up along Kennewick Avenue and Auburn, somewhat south of the Columbia. The creation of mass irrigation through the use of canals opened the area to agriculture. Strawberries, grapes, fruit trees, alfalfa, asparagus, sweet potatoes and a variety of other vegetables were grown in abundance.

### **YUM! YUM!** **Strawberries** **And Cream**

Those big red luscious strawberries for which Kennewick beats the world are now on the markets in Seattle, Tacoma, Portland and in another week will be finding their way to the berry hungry cities of Montana and British Columbia. You don't know what a real strawberry tastes like until you have smacked your lips over the Kennewick strawberry. Each ruddy berry is like a kiss of sunshine that warms the appetite, freshens the digestion, clears the complexion and brightens the disposition.

Kennewick Reporter Newspaper ad,  
May 22, 1913

For many years, Downtown Kennewick served as a regional retail, commercial and distribution center. Its businesses prospered; Downtown's character showed it. However, a new form of transportation, the automobile, created an environment that began to siphon away some of the center's strength. People were able to live farther from town in more desirable new suburbs. Malls and other shopping centers became easily accessible and competitive.

Regional transportation economics also played a part in Downtown Kennewick's decline. Railroads found less need for this location as a distribution point and housing location for crews. Highways, freeways and bridges made the Tri-Cities more of a regional economic unit, with surrounding shopping centers increasingly accessible. Ships concentrated at modernized ports away from the community.

While commerce moved away from the central business district, so did other uses. Civic functions like City Hall and public safety moved to a municipal campus. Apartment-dwelling residents relocated. Downtown's decline expanded, its social and economic roles no longer clear. Even the definition of Downtown changed. Once clearly understood as the central business district, its perceived boundaries expanded as far as "bridge to bridge; river to 10th." Many people quit going Downtown. And with that came a reduced sense of community. Little was left to tie residents together as citizens with a common sense of community ownership.

Columbia Drive, too, went through a transformation. Once a thriving arterial and part of the regional highway system, it was bypassed by the Tri-Cities freeway system. Business declined, leaving behind buildings from another era – Route 66 and neon gone to sleep. Used car lots gravitated to the strip, attracted by low rents for large lots. No system or guiding strategy created this new organization. The invisible hand of capitalism, changed values and new lifestyles were the unintended culprits.

Periodic efforts were made between the 1960s and early 1990s to reverse the decline. Beautification, short-term Downtown management, changes in circulation patterns and other tools were used to improve conditions. Generally, however, the long-term decline continued.

Today, the central business district (CBD) is perceived by many citizens to be disconnected from community life. Classic complaints include beliefs that there is little to do there, it may be unsafe at night, it is unattractive, there is "no place to eat," parking can be difficult to find, etc. In fact, there appears to be so much disconnection that perception is worse than reality. In the course of over one hundred interviews with Kennewick citizens, the planning team discovered many errant impressions. Still, any entrepreneur realizes that perception can create as many problems as reality.

One of the biggest challenges facing the CBD is that specialty retailers are among the few remaining uses trying to maintain a viable Downtown. Traditionally, downtowns everywhere succeeded because they were the social, cultural, civic, religious as well as commercial centers of their communities (or larger market areas). In Kennewick's case, most other uses have moved out or to the Downtown's periphery. A concerted effort will be needed to restore a healthy, market-appropriate balance of goods, services and other uses.

Fundamentally, the community needs a traditional core to help redefine itself. Without a viable center, Kennewick soon will become perceived simply as sprawl from Richland or Pasco – its identity lost in the amalgamation of three strip-oriented cities.

After decades of economic domination by the Hanford facility, this town and its two sisters, Richland and Pasco, are aggressively working to diversify their economies. In the process, the three communities have sought to attain two key goals. First, they intend to cooperate on strategic development issues. When appropriate, one town may focus most on expanding a particular good or service. Second, each town intends to maintain its separate identity and sense of community.

Over 49,300 people live in Kennewick. Few towns across the country have such a large population without a clearly defined commercial center. Communities which lack a healthy center often experience other undesirable problems. Sense of community, in particular, is hard to maintain. Without a public core, where do people go to enact and experience their local citizenship? What is it that bonds them together, with a sense of common ownership? It is often said of suburban communities with no downtown that the only thing their residents have in common is a zip code. In short, social and cultural connections need to be added to the mission to revitalize Downtown.

If Kennewick is going to succeed in its diversification and identity goals, it must expand efforts to enhance its center. Remarkable improvements have already occurred on Downtown's periphery. The Municipal complex, high school, parks along the Columbia River and other developments clearly contribute to attaining these goals. However, Downtown itself continues to suffer from an identity crisis. No systematic strategy guides development in the center.

Planners have long recognized that there is a hierarchy of shopping centers. This hierarchy is based upon the geographic and market areas served. At the top are super-regional centers, those which draw customers from well beyond their locale. South Center in Seattle is an example. Regional centers are next. Columbia Center in Kennewick is by far the largest (regional) retail center in the Tri-Cities. It draws people from smaller towns and rural areas from the centers of both Washington and Oregon. Community centers are third in the hierarchy. They tend to serve primarily the people from within the town in which they are located. At the bottom of the system are neighborhood centers. These provide basic conveniences to people within a short distance.

At one time, Downtown Kennewick was a regional shopping center. Today, it is struggling to serve effectively even as a community-level center. However, it still possesses two critical anchor businesses to sustain community-level shopping: supermarkets and a hardware store. In addition, the central business district has parking, historic buildings and character (relatively hidden by neglect and façades covered with wood and metal). It is linked to other districts by a variety of routes making access relatively simple. The question is, are these features enough to attempt a restoration of the central business district as a community-level shopping center and at the same time the center of the community? There is ample evidence to indicate the answer is yes.

**"Kennewick is fast becoming the energy  
and food capital of the world."**

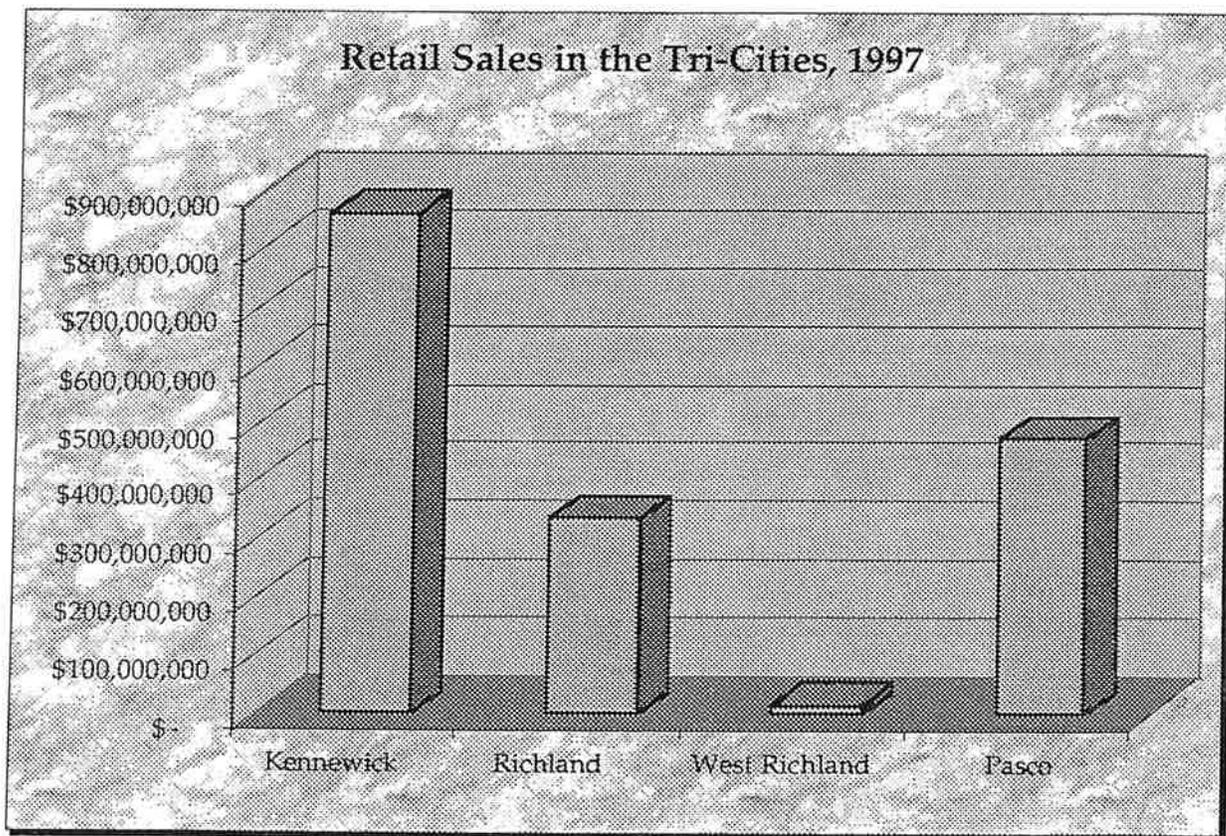
City of Kennewick Web Page, 1998

## SECTION 2 ECONOMIC FINDINGS

Kennewick is the retail capital of the Tri-Cities. In 1997, this community had \$864 million in retail sales. This is \$31 million more than Richland, West Richland and Pasco combined. (See Figure 1.) In addition, Kennewick sales grew 6.6% over the previous year, compared to Pasco's 3.4%. The others actually declined. For perspective, Spokane's retail sales grew 3% during the same period.

Consumers in the Tri-Cities generally are well off. Unemployment in Kennewick has been improving in recent years. Currently, it is a manageable 7.6%. Franklin County's unemployment, however, remains a very high 13.7%. (See Table 1.)

FIGURE 1



Local diversification efforts continue to pay dividends. Four sectors in the Tri-Cities now have 13% or more of total employment. (See Table 1 and Figure 2.) These include:

- Transportation/Utilities
- Wholesale and Retail Trade
- Government
- Services

**TABLE 1: KEY DEMOGRAPHIC FIGURES**

Key Figures	1997	% of Total
Population		
Kennewick	49,300	
Benton & Frankin Counties	174,800	
Seniors		
Benton County	10%	
Franklin County	9%	
State	11%	
Minorities		
Benton County	17%	
Franklin County	54%	
State	18%	
Employment		
Manufacturing	5,700	8%
Contract Construction	4,100	6%
Trans. & Public Utilities	9,000	13%
Wholesale & Retail Trade	16,100	23%
Finance, Ins. & Real Estate	2,200	3%
Services	19,600	28%
Government	13,500	19%
Unemployment		
Benton County	7.6%	
Franklin County	13.7%	
Median Household Income		Growth 1990-97
Benton County	\$ 44,554	27%
Franklin County	\$ 32,932	26%
State	\$ 42,915	28%

The largest employers are Services (28%), Wholesale and Retail Trades (23%), and Government (19%). Somewhat hidden in these figures is Hanford employment, still a huge component of the economy despite gains in diversification.

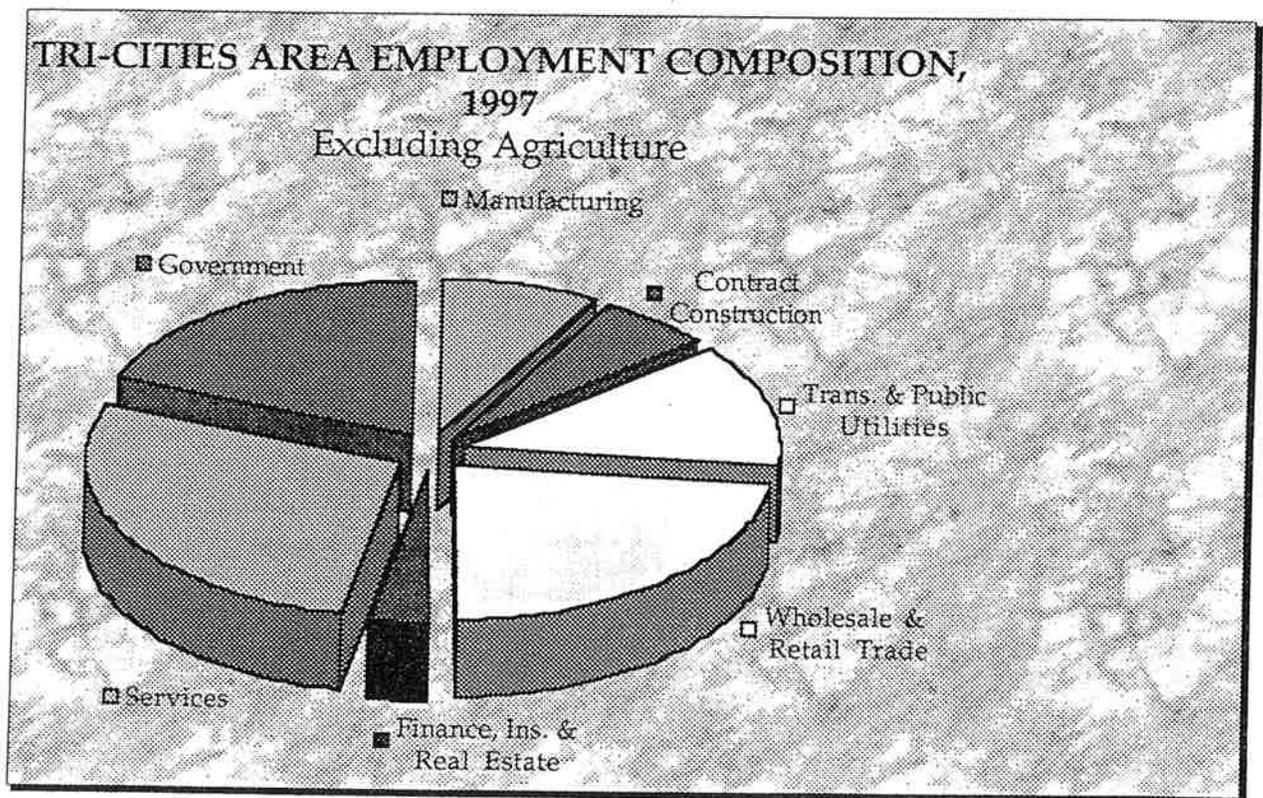
Household incomes in Benton County average \$44,553. This is \$1600 higher than the State average. Incomes have grown 27% in the County since 1990, consistent with State trends. Population for Kennewick is a relatively stable 49,300. The Tri-Cities as a whole includes about 174,800 people.

These summary figures generally indicate that Kennewick has a solid consumer base and a relatively reliable and stable economy. These conditions create a positive context for Downtown revitalization.

Nationwide, there is a tremendous resurgence in downtown vitality. The National Main Street Center noted this year that downtown revitalization continues to be by far the greatest economic development success story in the country. Over \$80 is reinvested in downtowns for every dollar spent on downtown revitalization management.

This extraordinary performance is due in part to a renaissance in the traditional roles of downtowns. While malls are generally on the decline, downtown businesses are seeing an expansion in consumer interest and support. Downtowns can be great places to BE. They are in the public domain, offering a variety of architectural styles amid the context of heritage. They offer public and private goods and services in a mixed use setting that can be quite vibrant. In brief, they are the essence of community, a valuable commodity being sought by Americans in ever-increasing numbers.

FIGURE 2

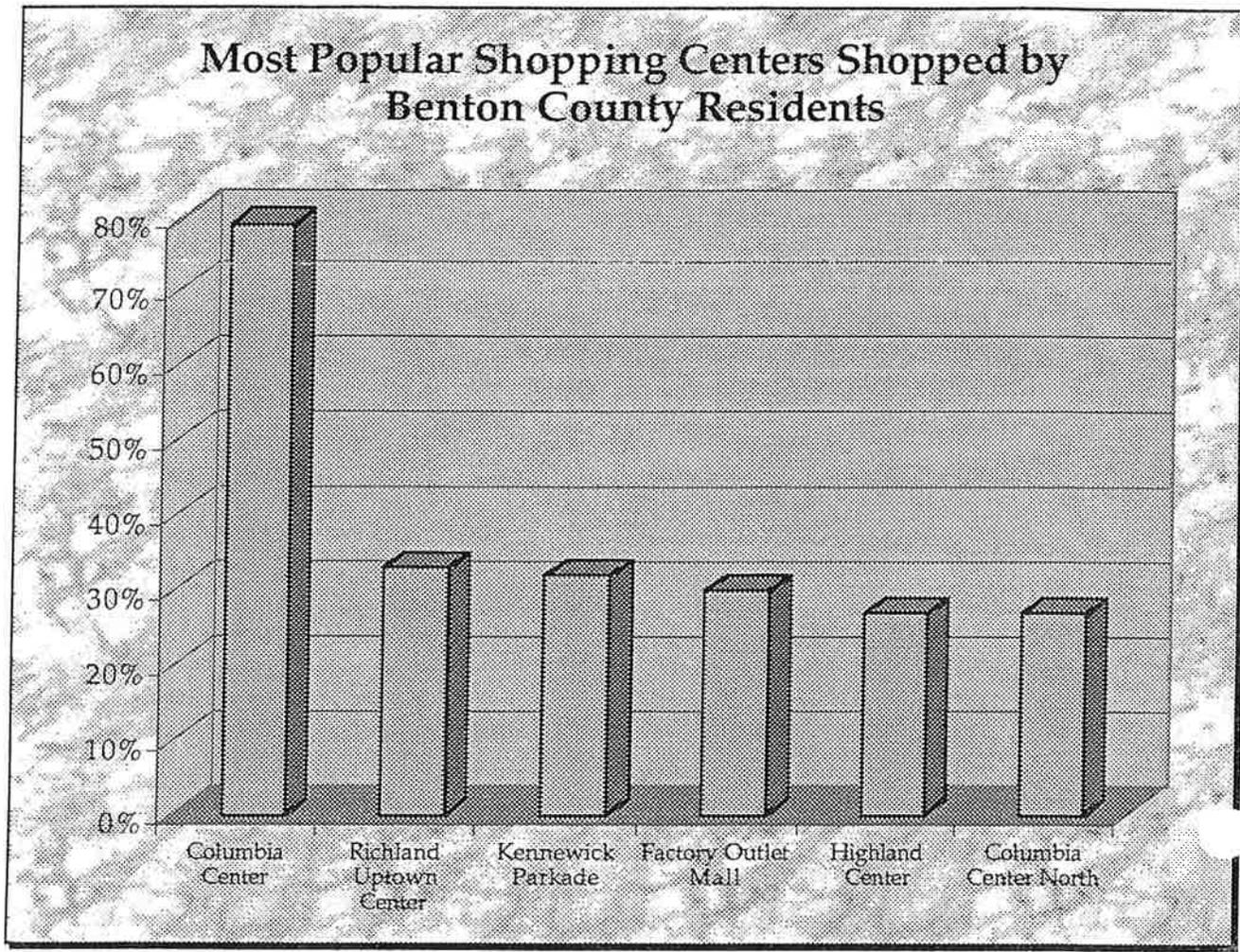


Some people may wonder if this national trend toward downtown revitalization is evident in the Tri-Cities. As a matter of fact, it is. The top three shopping centers among Benton County residents are (in order) Columbia Center, Richland Uptown Center and Kennewick Parkcade (Kennewick's central business district). In fact, about 30% of Benton County respondents indicated in a recent poll that they shopped often at the Parkcade.<sup>1</sup> (See Figure 3.)

Benton County residents are not alone in their shopping preferences. Nearly 20% of Franklin County residents, shop in the Parkcade. Significant numbers of people from Grant, Adams, Umatilla and other nearby counties also find their way to Kennewick's CBD. (See Figure 4.)

<sup>1</sup> Poll taken by the Tri-Cities Herald, 1995.

FIGURE 3



The news is even better when looking specifically at Tri-Cities residents. About 40% of Kennewick's citizens shop at the Parkade. Over 20% of Richland people do so, joined by a slightly smaller number of Pasco consumers. (See Figure 5.) The point is, despite the Parkade's decline, it still has a significant consumer draw. This foundation is more than enough justification to expand revitalization efforts. Even so, there is more compelling data.

TriCities shopping patterns show great potential for Downtown Kennewick. Mid-scale, value-oriented stores characterize this district and probably will for the foreseeable future. This is due in part to lower rents common to the CBD. Families and Empty Nesters (adults with children who have moved away from home) are the biggest shoppers in this category. (See Figure 6.)

Looking more specifically at Downtown Kennewick, there is evidence that Seniors and Families (Full Nest 1 and 2) are the biggest consumer groups shopping here. (See Figure 7.) These markets are the same ones that are looking for a stronger sense of

FIGURE 4

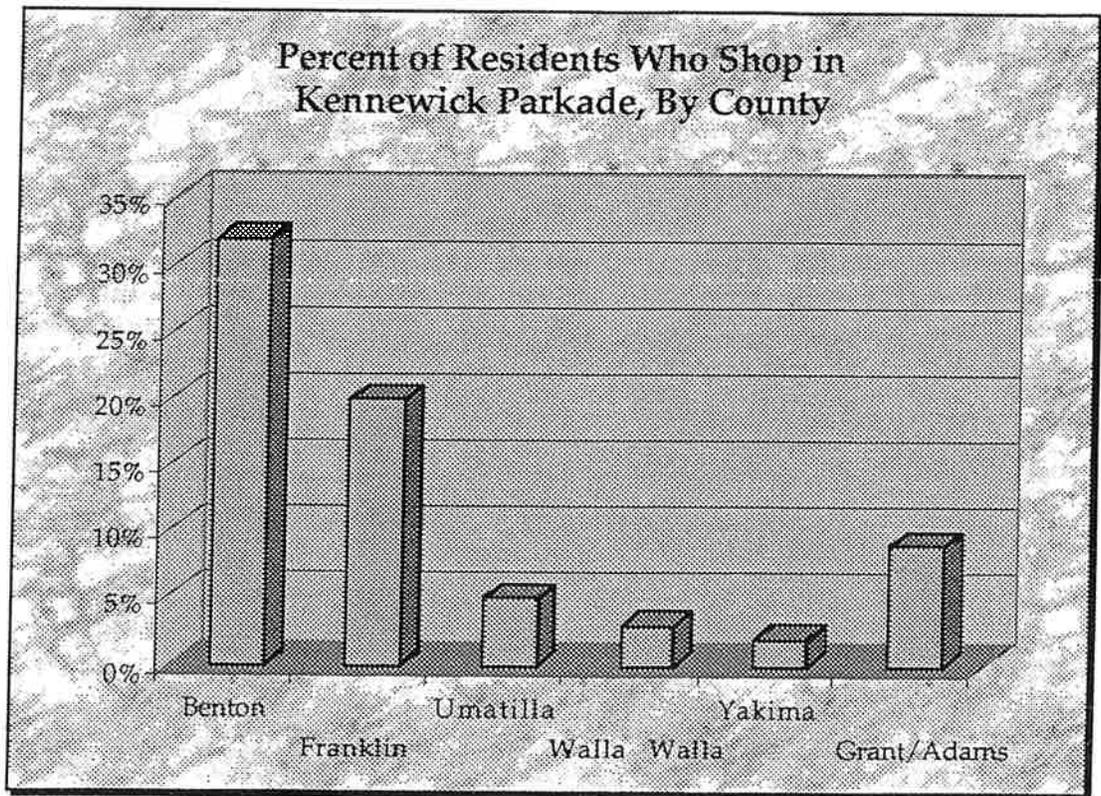


FIGURE 5

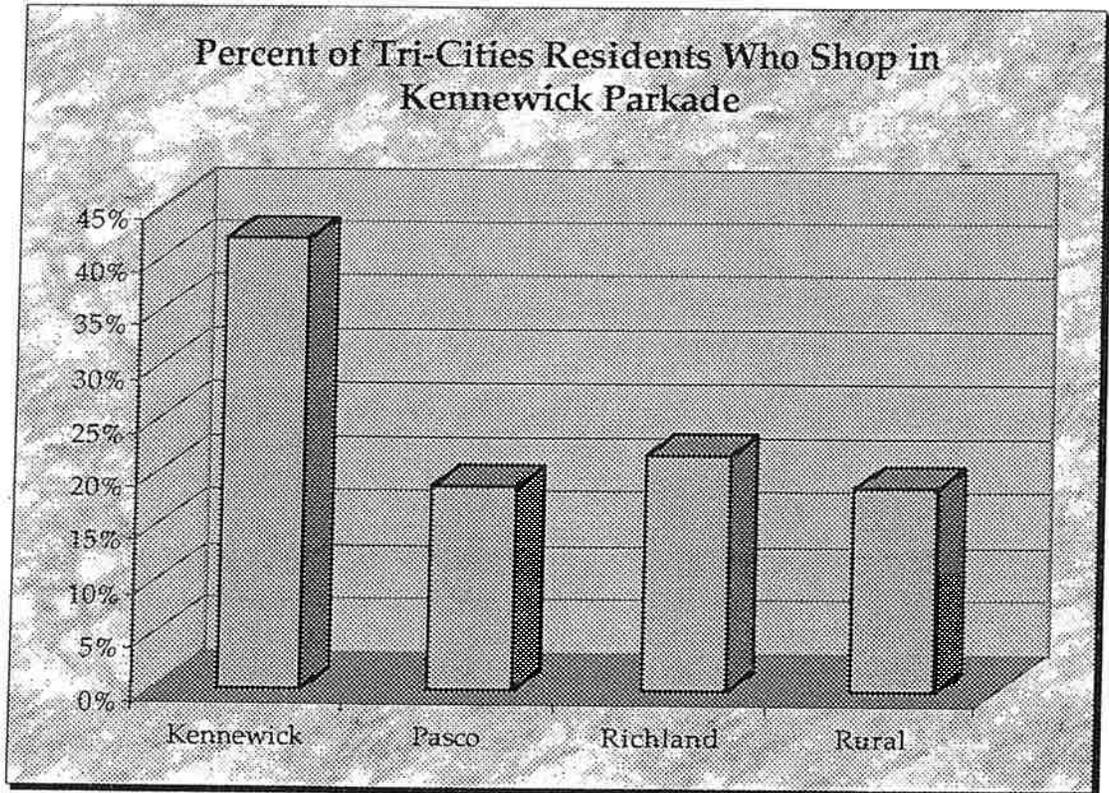
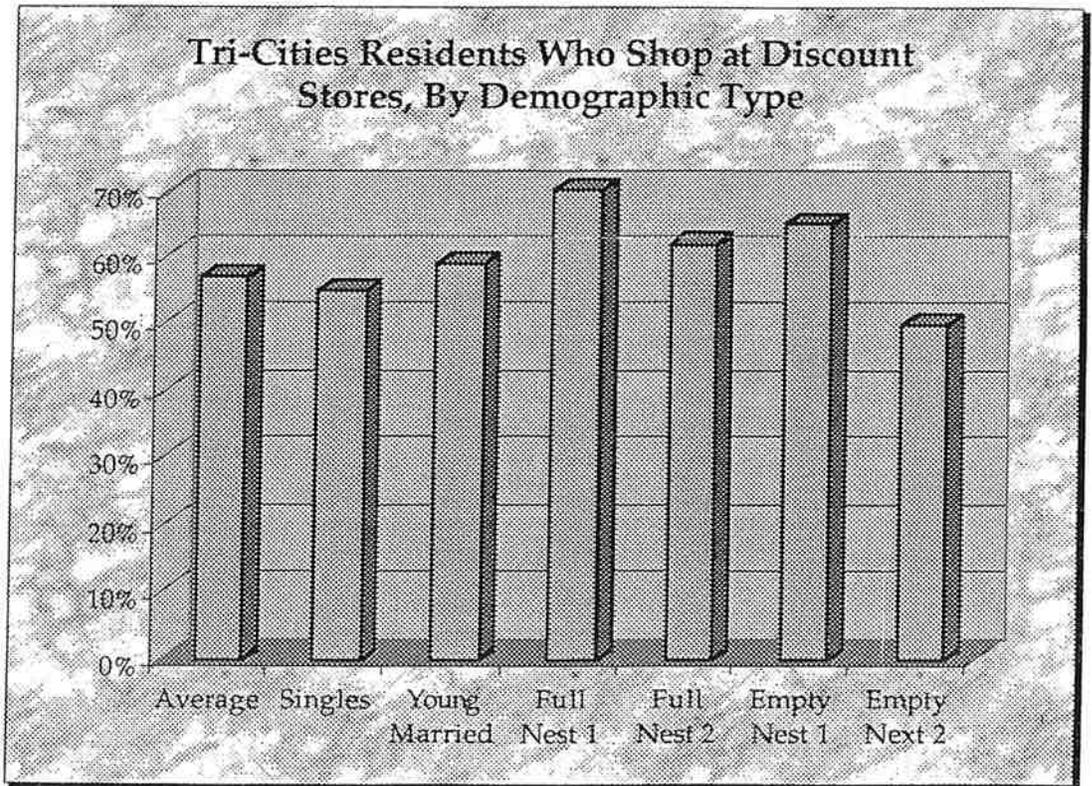


FIGURE 6



community and connection. And there is good reason to believe that they have the discretionary spending power to increase their buying as other attractive firms grow in the CBD.

There is a common misperception that value stores draw primarily from lower income groups. This simply is not the case. Higher income people shop as much or more often at discount/value stores as lower income people do in the Tri-Cities. (See Figure 8.) In fact, the single largest group of discount shoppers (by percentage of their population) are people with household incomes exceeding \$50,000 per year. Higher incomes mean more discretionary dollars.

In summary, Downtown Kennewick possesses a foundation of advantages upon which a successful revitalization program can be built. These advantages include:

- Stable anchor stores
- Significant local and regional markets
- Customer base heavily represented by ideal target markets: families and seniors
- Stable local and regional economy which is steadily diversifying
- Strong local interest in maintaining Kennewick's personal identity
- National and statewide trend toward the reinvestment in downtowns
- Intact downtown core with a variety of interesting architectural styles, open spaces and potential for substantial design improvements.

FIGURE 7

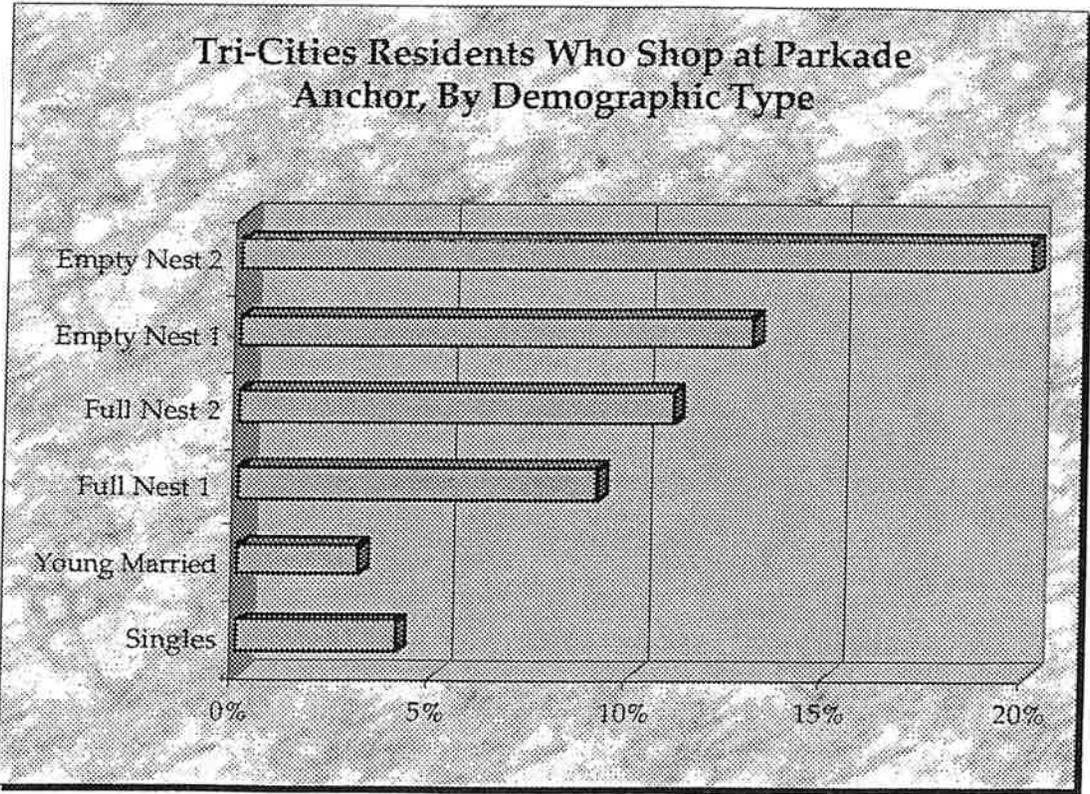
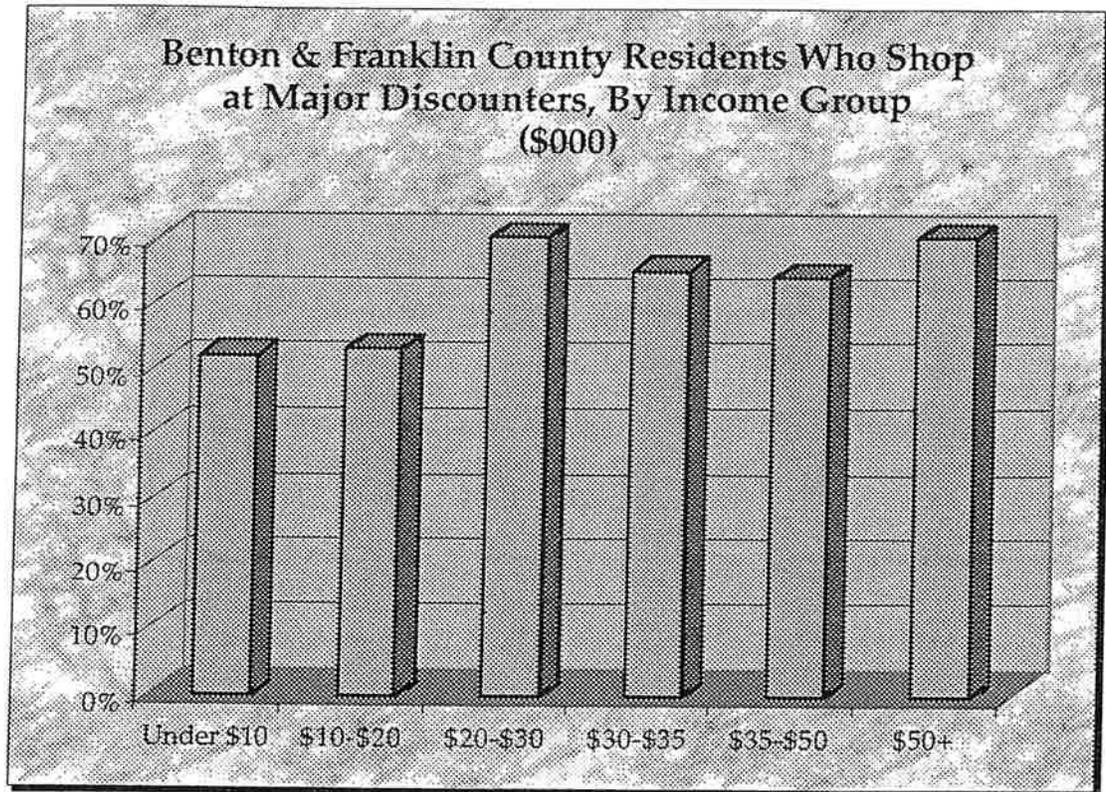


FIGURE 8



Town  
Hudson

### SECTION 3 ECONOMIC DEVELOPMENT RECOMMENDATIONS

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Most of today's consumers are devoted to several key shopping principles. First, with time being so valuable, they want to be able to accomplish several shopping goals in the same visit (i.e., they are multi-purpose shoppers). Second, they look for value. Third, they appreciate and seek a high quality shopping environment. Features like ease of access, ample parking, personal safety, entertainment and aesthetics all are important. All of these traits can be provided nicely in a downtown setting.

At the same time, Kennewick is a city of nearly fifty thousand with no significant core. A visitor would be compelled to ask, "Where is Kennewick's center, its heart?" There are many examples of civic pride, but little sense of identity.

These observations and others presented in Section 2 lead the Planning Team to the conclusion that the ideal market niche for Downtown Kennewick is that of a "Traditional Community Center." It should have a pedestrian orientation, offer a variety of specialty goods and services, hardware, groceries, food, entertainment, arts, culture, office space, residential and a significant civic presence. It should become a great place to be, shop, work, live and play. Its primary target markets should be local residents, especially families and seniors. With families as a target, Downtown should be very attractive to children. Such a revitalized Downtown Kennewick could be very successful.

The secondary target market should be residents of rural Benton County. Finally, if Downtown comes into its own, it should seek to draw other Tri-Cities families and seniors. Development decisions should be influenced most, however, by the principle, "Be True to Your Own." Downtown should be for and about serving the people of Kennewick.

An important exception to this principle is the Columbia Drive corridor. This district is very important to the economic well-being of the City. Automobile sales in most communities are either the first or second highest tax revenue producers for government. In recent years, auto dealers and other firms along the corridor have conducted business in an environment that can fairly be described as decayed. It is visually unattractive, possessing no sense of pride or common ownership. Clearly, this not a context conducive to healthy commerce.

The price of new cars continues to become more out of reach for the average Washington consumer. As a result, used car sales have become a critical component of the automobile marketplace. Columbia Drive has the capacity to become the capitol of used car sales in the Tri-Cities. Should it succeed, the City will see tax revenues skyrocket while the community will gain an attractive "new" arterial that offers a better front door image to citizens and visitors alike. Using design recommendations from the Planning Team, the City can create a dynamic partnership with private businesses to create the festive, appealing corridor envisioned here.

The remainder of this section is devoted to the presentation of development recommendations in the form of principles and strategies. Commentary and suggestions

are added to the text where appropriate. Tables 2 and 3 at the end of this section provide timelines and recommended participants, respectively, for implementation of each proposal. In Table 2, note that implementation is spread over a five-year time frame. The relative priority given to each step by the Planning Team is identified as well. Keep in mind, that although some items may not be as important as others, they may still need to be accomplished earlier in preparation for other steps.

Several central themes provide a framework for all guidelines. Among these themes are:

- Don't compete with malls or strips. Complement them. Avoid most department store merchandise.
- Be the place that everyone in the community owns; especially, be family-oriented.
- Design for comfort, safety, convenience, relaxation, and entertainment. Downtown should be a great place to walk or sit.
- Plan for hosting regular outdoor activities, creating active sidewalks and a system of public spaces that act as comfort zones.
- Emphasize connections, both physical and social. Downtown should be accessible, decipherable and a great place to meet people. Public transit stops should link commuters to the entire Tri-Cities. Parking should be easy to find and ample. Greenways should provide pedestrian connections to all parts of the Downtown and waterfront.
- Incorporate community participation into improvement projects. Volunteerism leads to sense of ownership.
- Create places for community activities: Downtown should be the natural home for community arts, crafts markets, concerts, culture on the sidewalk. It should be Fun. Every town deserves its own cultural assets.

## ECONOMIC DEVELOPMENT PRINCIPLES AND STEPS

### 1. Establish Professional Downtown Management Team

- a. Hire a professional full-time Downtown Manager to coordinate the Main Street Program and other Downtown Central Business District (CBD) development activities.

Practically every mall in the U.S. has a full time manager. Yet many downtowns, which are more complex and involve substantial investments, lack this central coordination. It is no wonder that the National Main Street Center membership grows by over 100 each year. Towns as small as 200 people are hiring professionals to guide development and revitalization efforts.

Downtown Kennewick faces complex real estate, historic preservation, business retention, business recruitment, urban design, infrastructure, regulatory and other challenges. Without a professional at the helm of the revitalization effort, it is unlikely that the City center will be restored. This is NOT about subsidizing small specialty merchants. It is about restoring the vitality to the traditional City core.

With so much at stake, including major tax revenue (gains or declines), the City should play a major role in acquiring Downtown management. The current limited mix of small retailers cannot afford to hire and house the professional management the CBD

needs. After a period of about five years of continuous professionally-led improvements, it may be possible for the City to reduce its annual investment. Until then, the City should commit to being a full partner in providing the professional management team.

- b. The City of Kennewick should adopt a Mission Statement element that emphasizes its partnership in the revitalization of Downtown. Every department should be committed to contributing to this revitalization effort.
- c. Create a strategic marketing campaign to build local awareness, support, patronage, and sense of ownership for the CBD. Launch the campaign after initial design improvements have been made.

This campaign should adhere to the simple principle of "Ready, Aim, Fire." Initially, it should focus on two messages: 1) The City's vision and commitment to restoring the traditional community center; 2) Making the public aware of what already is available and working Downtown. As development programs are implemented, citizens should be made aware of opportunities to participate in planning, fundraising and construction.

- d. Create a Business Improvement District to help fund professional management and improvement programming.

Business Improvement Districts (BID's) provide flexible funding for a variety of essential development needs, including management costs. A small-scale BID would provide some matching funds for grants, operating capital for the Downtown management team, and a demonstration of the business sector's commitment to redevelopment.

Although BID's are very useful, they are still basically a form of taxation. There will be antagonists to this concept. It will be essential to communicate the need and benefits clearly to all Downtown property owners and businesses. It also will be important to keep costs (tax payments) low. Many existing businesses appear to be marginally profitable. BID payments should not become a burden.

## **2. Develop the CBD as the Community Center**

- a. Focus on the community of Kennewick as the CBD's primary trade area. Restore the CBD's role as the community's social, cultural, civic, religious and specialty retail center.
- b. Emphasize a pedestrian-oriented mixed-use district, incorporating retail, arts, family entertainment, farmers-arts market, food & beverage, housing and professional services.
- c. Downtown should not compete directly with malls. Its niche, as the community center, offers an alternative to the mall environment and mall retail goods.

### 3. Tailor CBD Development Standards

- a. Revisit development regulations in the zoning ordinance to ensure they uphold the desired "Main Street" character for the CBD, including the identification of business uses consistent with the CBD's role as the community center.

Traditional downtowns should have different zoning from any other commercial district. Historic preservation, the age and era of past construction, pedestrian orientation, parking needs, character, access, need for complementary mixed use and other complex issues require thoughtful zoning. The Uniform Building Code should be supported by adoption of the Uniform Code for Building Conservation and the Uniform Code for the Abatement of Dangerous Buildings. City staff, especially in Public Works and Planning should be proactive revitalization supporters (as many already appear to be).

- b. Create a Columbia Drive Design Overlay to highlight and enhance its 1950's-60's "Route 66-type" auto strip character. Columbia Drive businesses could compete much more effectively in the Tri-Cities as an automobile-oriented district with this improved design theme. Water craft and other vehicles should be added to the mix of automobile sales outlets.
- c. Develop incentives that encourage multi-story buildings, multi-family residential (second floor and above), pedestrian amenities, and other desired features in the Downtown and CBD.

It is possible to obtain desirable development through incentives. Increased density (building heights or floor area ratios) and fees-in-lieu-of-parking are examples of common tools in this category. Whole books are written on the field of development incentives. The City should work with its Planning Department and Downtown Association to identify tools that work for the unique conditions in Kennewick.

- d. Utilize design guidelines for the Downtown CBD and the larger Downtown sphere to ensure quality buildings and compatibility with adjacent uses.
- e. Encourage more density and intensity in the CBD, while discouraging auto-oriented retailing, to minimize sprawl and create a livelier Downtown.

### 4. Retain Strategically Important Businesses Downtown

- a. Create a retail improvement guide for Downtown Kennewick retailers. Specify the priorities and tools available for attracting target markets, facade improvements, business loans, landscaping, Downtown comfort, customer service, friendliness, joint advertising, image-building, etc.
- b. Work to retain anchor businesses, such as hardware and grocery stores.

By some estimates, it is seven times more expensive to recruit a new business than to retain an existing one. Retention then should be a fundamental component of Downtown revitalization. Some businesses are more strategic to the long-term vitality

of the district than others. Such firms often are called anchors. Among these in Kennewick are the hardware store, the grocers, the newspaper, banks, post office, City government, utilities, Welch's and, to a lesser extent, food service establishments. Downtown management should seek these companies out to discuss their needs and relative comfort. Strong efforts should be made to assist them in attaining whatever they need to stay healthy and happy in their Downtown locations.

- b. Expand visibility of City's micro-loan program for small business development. Create a special program for CBD businesses.

Downtown management should work with the City and the Tri-Cities Enterprise Association to expand awareness of the various resources available for business development. The Tri-Cities Enterprise Association should be recruited to locate a satellite office in the City CBD.

##### **5. Recruit Community-Oriented Businesses Downtown**

- a. Develop a farmers-arts-crafts market area along south side of railroad north of Canal Drive.

Nationwide the majority of farmers markets are inside downtown for good reason. Farmers and crafts markets can add substantial liveliness to a downtown. Their business hours, products and festive nature complement the needs of more traditional downtown establishments. In addition, vendors at such markets often grow into tenants at permanent locations nearby. Effectively, the markets can be business incubators – an important potential asset for Downtown Kennewick.

- b. Create a business recruitment tool kit and communications package. The tool kit should include a variety of resources, services, tools and revitalization message which collectively offer the potential recruit substantial advantages for Downtown relocation, startup, or expansion.

One of the greatest strengths that Downtown Kennewick will offer initially to potential recruits is the City's commitment to long-term revitalization. A clear public-private partnership will be dramatically more attractive to early "pioneers" who move to the Downtown before it is fully redeveloped. The tool kit should include a statement from City leadership demonstrating this commitment.

Among the features sought by many startup or relocating businesses are: assistance in finding space, access to development resources (e.g., loan pools), joint advertising programs, existing promotional campaigns for the district, a business association with a variety of assistance tools and professional management to help access these tools.

- c. Recruit community-level retailers, services, recreation and entertainment (for example, small specialty shops, arts, performing arts, theaters, restaurants, dessert providers, bakery, barbers, beauty salons, etc.)

Recruitment programs should embrace the same principle expressed earlier in this section: "Ready, Aim, Fire." Before recruitment begins, the Downtown should be ready for it. Zoning and building codes should be enhanced. Development incentives and

other resources should be in place, general relocation information should be available in an attractive form, etc. The Downtown itself should be clean, with basic design improvements already implemented. Any visitor should be impressed that Downtown Kennewick is aggressively "Open for Business."

- d. Explore the creation of a Welch's visitors center and a Lampson Crane visitors center in Downtown.

The name Welch's is nationally known and respected. A visitors center could draw substantial numbers of visitors. These guests could easily be tapped and attracted to visit the adjacent Downtown.

## 6. Provide Convenient Parking

- a. Improve CBD parking through the use of signage, lighting, landscaping and convenient location of parking units.

Parking must be accessible, safe and convenient to draw and retain customers. The current absence of directional signage, poor lighting, and awkward locations of parking lots make Downtown parking inadequate.

- b. Create a fee-in-lieu-of-parking option for developers to build a fund for public parking.

As developers move into Downtown, they will need to have alternatives to knocking down buildings for required parking. Ideally, the City should work to provide high quality centralized parking. This takes money. One method of taking care of both challenges is to provide developers the option of paying a fee instead of developing their own parking. This fee would go toward creation and improvement of public parking areas.

- c. Improve select portions of Kennewick Avenue and Canal Drive to add diagonal parking opportunities.
- d. Investigate opportunities for acquiring and improving off-street parking lots, without demolishing important structures or buildings. The Main Street program should take the lead in this effort.
- e. Improve sides of buildings — other than the front — to work as secondary storefronts where there exists nearby parking.

## 7. Enhance Historic Character and Preserve Neighborhoods

- a. Encourage adaptive re-use and historic preservation of Downtown buildings with more supportive building codes and incentives.

The City needs to work with the State Historic Preservation Officer and the International Council of Building Officials to improve its zoning and building codes. Typically, refinements are straight-forward. Hundreds of cities with downtown improvement programs have gone through this process.

- b. Enact design controls for residential office uses in the historic residential areas west of the CBD. Rezone single family properties back to single-family residential in this area, while allowing for home-based businesses.

The single family homes located around the central business district are a fundamental part of the area's character. Zoning should help preserve historic neighborhoods and support the ability of homeowners, including those self-employed and operating from the premises to get home financing.

- c. Ensure that infill development in the Downtown and nearby neighborhoods is consistent with the character and scale of the existing structures.

Zoning is a sophisticated tool. Every zoning requirement has economic and character implications. As the City studies its zoning system, it should carefully evaluate the actual impacts zoning changes may have on development.

Infill and some additional density potential are important means for reducing the city's tendency toward sprawl. However, future development in the core should remain consistent with the character of a pedestrian-oriented CBD.

- d. Work with a team of local banks to privately fund a construction loan pool for renovation and restoration of CBD buildings and to create a home ownership incentive program inside Downtown.

Local banks may be motivated by the Community Reinvestment Act to seek means for assisting in Downtown redevelopment. Through creation of a private sector-funded loan pool, they could help encourage façade and other building renovation efforts. Public sector loan pools often are too expensive for developers because they require incorporation of Davis-Bacon wages.

- e. Create programs to promote Downtown and CBD residential use and home ownership. Encourage 2<sup>nd</sup> floor (and above) residential use in CBD.

An ideal use of Downtown's often vacant second floors is residential. Zoning, financing and other tools should be used to encourage residential uses Downtown. Residents are captive markets for Downtown businesses. Higher residential populations tend to discourage crime, while residents become advocates for continued revitalization.

## **8. Enhance the Atmosphere and Safety of Downtown**

- a. Create cleanup program that eliminates weeds, trash, etc. Include teens, seniors, schools, families, civic organizations, and businesses in regular cleanup and improvement festivals/events.

Currently, Downtown sidewalks, open spaces and streets are littered with weeds and garbage. This unkempt condition sends a message to potential customers that no one cares and that Downtown is an unattractive place to visit for any purpose. Fortunately, cleanup is simple and inexpensive. It should be fairly easy to create a program to address this problem. Meanwhile, volunteers will have stronger ties and sense of ownership for the district they are maintaining. Creativity in the formation of

improvement activities can make cleanup efforts fun and good for business. At the same time, such programs will help demonstrate to the City that Downtown advocates are serious about the revitalization mission.

- b. Vigorously enforce safe standards of business operation and public behavior with regard to alcohol consumption.

Some Downtown taverns regularly generate safety and cleanliness problems. Brawls, vomit, urine and night-time trash create extremely negative images. Many people interviewed by the Planning Team emphasized that they are afraid to go Downtown at night. They see the City center as having a Jeckyl-Hyde personality - nice during the day and dangerous at night. Adjacent businesses face the daily hassle of cleaning up refuse from the previous evening's revelers. At least one major business indicated that this problem has become a relocation issue.

The City has the right and the obligation to vigorously enforce safe standards of business operation and public behavior. It should begin with a notice to all taverns that their cooperation is needed. Self-policing is far better than enforcement. However, if the problems continue at current levels, the City must act. The Planning Team emphasizes that this is a fundamental need. Without significant action on this point, further revitalization efforts will be severely hampered.

- c. Install design elements that make the Downtown an outstanding place to "be and be seen," a fun place to walk, run, bicycle and recreate, and an attractive and safe place for children.
- d. Organize volunteer safety patrols and "Downtown Hosts" to add "eyes and ears" to the CBD and discourage undesirable behaviors and activities as a result of this additional presence.

Ideally, a team of police officers should always be devoted to Downtown patrol at night. However, police cannot be everywhere at all times. Downtown hosts can create a more positive evening environment, while acting as a support mechanism for the Police.

- e. Emphasize code enforcement and property maintenance as a tool for improving the image of the Downtown.

City officials need to embrace the revitalization mission. In practice, this will mean that Planning and Public Works employees seek solutions for Downtown development challenges rather than blind adherence to regulations. (This is not to say that such a negative environment exists; the point is to avoid an antagonistic or non-team environment.) Nevertheless, refined zoning and building codes will need to be enforced in as positive a manner as possible.

**TABLE 2**  
**DOWNTOWN KENNEWICK REVITALIZATION PROGRAM**  
**ECONOMIC DEVELOPMENT PRINCIPLES & STRATEGIES**  
**IMPLEMENTATION TIMELINE AND PRIORITY**

Priority	Principle Strategy (Paraphrased)	YEAR				
		1	2	3	4	5
1 1 2 3	1. Establish Professional Downtown Management Team a. Hire Professional Fulltime Downtown Manager; Open Office b. (City) Add Downtown Revitalization to Mission c. Create a Strategic Marketing Campaign d. Create a Business Improvement District	■	■	■	■	■
1 1 1	2. Develop the CBD as the Community Center a. Target Kennewick Customers: Commercial, Social, Culture, Civic b. Develop Pedestrian-oriented Core with Mixed Use c. Complement Malls; Don't Compete Directly	■	■	■	■	■
1 1 2 2 3	3. Tailor CBD Development Standards a. Refine CBD Zoning to Support Mission b. Create Columbia Dr. Design Overlay: "Route 66" c. Create Incentives for Desirable CBD Development d. Create Downtown Design Guidelines to Support Mission e. Encourage More Dense CBD Development	■	■	■	■	■
1 2 2	4. Retain Strategically Important Businesses Downtown a. Identify and Assist Strategic Downtown Businesses b. Create Retail Improvement Guide c. Refine & Promote City Loan Programs for Downtown	■	■	■	■	■
1 2 2 3	5. Recruit Community-oriented Businesses Downtown a. Develop Farmers/Arts/Crafts Market in CBD b. Create Business Recruitment Tool Kit c. Recruit Businesses & Activities that Match Niches d. Explore Creation of Welch's Visitors Center	■	■	■	■	■
1 2 2 3 3	6. Provide Convenient Parking a. Improve Existing CBD Parking & Access to Parking b. Create Fee-in-Lieu-of-Parking Option for CBD Developers c. Add Diagonal Parking at Key Sites in CBD and Canal Drive d. Develop Offstreet Parking Lots in CBD e. Improve Secondary Storefronts/Alleys in CBD	■	■	■	■	■
1 2 2 2 3	7. Enhance Historic Character and Preserve Neighborhoods a. Encourage Adaptive Re-use & Historic Preservation in CBD b. Preserve Downtown Neighborhoods with Refined Zoning c. Ensure that Infill Development Enhances Desired Character d. Create Renovation Loan Pool for Downtown e. Create Programs to Promote Downtown Home Ownership	■	■	■	■	■
1 1 1 3 3	8. Enhance the Atmosphere and Safety of Downtown a. Create Community-based Downtown Cleanup Program b. Vigorously Enforce Safe Standards of Business/Public Behavior c. Install Design Elements that Make CBD a Great Place to "Be" d. Organize "Downtown Host" Program e. Emphasize Code Enforcement & Property Maintenance	■	■	■	■	■

**TABLE 3**  
**ECONOMIC DEVELOPMENT PRINCIPLES & STRATEGIES**  
**IMPLEMENTATION LEADERS AND TEAMS**

Principle Strategy (Paraphrased)	Leader(Dark) & Team (Light)							
	Mgr	KDA	Biz	PO	City	Cnty	Civ	Misc
1. Establish Professional Downtown Management Team a. Hire Professional Fulltime Downtown Manager; Open Office b. (City) Add Downtown Revitalization to Mission c. Create a Strategic Marketing Campaign d. Create a Business Improvement District								
2. Develop the CBD as the Community Center a. Target Kennewick Customers: Comm'l, Social, Culture, Civic b. Develop Pedestrian-oriented Core with Mixed Use c. Complement Malls; Don't Compete Directly								
3. Tailor CBD Development Standards a. Refine CBD Zoning to Support Mission b. Create Columbia Dr. Design Overlay: "Route 66" c. Create Incentives for Desirable CBD Development d. Create Downtown Design Guidelines to Support Mission e. Encourage More Dense CBD Development								
4. Retain Strategically Important Businesses Downtown a. Identify and Assist Strategic Downtown Businesses b. Create Retail Improvement Guide c. Refine & Promote City Loan Programs for Downtown								1,2 1,2 1,4
5. Recruit Community-oriented Businesses Downtown a. Develop Farmers/ Arts/Crafts Market in CBD b. Create Business Recruitment Tool Kit c. Recruit Businesses & Activities that Match Niches d. Explore Creation of Welch's Visitors Center								3 1 1
6. Provide Convenient Parking a. Improve Existing CBD Parking & Access to Parking b. Create Fee-in-Lieu-of-Parking Option for CBD Developers c. Add Diagonal Parking at Key Sites in CBD and Canal Drive d. Develop Offstreet Parking Lots in CBD e. Improve Secondary Storefronts/ Alleys in CBD								1
7. Enhance Historic Character and Preserve Neighborhoods a. Encourage Adaptive Re-use & Historic Preservation in CBD b. Preserve Downtown Neighborhoods with Refined Zoning c. Ensure that Infill Development Enhances Desired Character d. Create Renovation Loan Pool for Downtown e. Create Programs to Promote Downtown Home Ownership								1,4 4
8. Enhance the Atmosphere and Safety of Downtown a. Create Community-based Downtown Cleanup Program b. Vigorously Enforce Safe Standards of Downtown Behavior c. Install Design Elements that Make CBD a Great Place to Be d. Organize "Downtown Host" Program e. Emphasize Code Enforcement & Property Maintenance								

Note: 1. Tri-Cities Enterprise Association  
2. Small Business Development Center  
3. WA Dept. of Community, Trade & Economic Development  
4. Local Banks

Mgr: Downtown Manager  
KDA: Kennewick Downtown Assn  
PO: Property Owners  
Civ: Civic Organizations, Volunteers

## SECTION 4 URBAN DESIGN RECOMMENDATIONS

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In the course of its onsite investigation, the Planning Team identified many design opportunities for Downtown Kennewick. These opportunities were evaluated in the context of community values, the local regulatory environment, economic conditions and the built environment itself. From this investigation, a series of eight major design principles with supporting action steps were established to help guide future development. These are presented below.

Table 4 offers recommendations for implementation over a five-year time frame. Again, the Planning Team's estimation of relative priorities is provided. Table 5 proposes roles for key participants.

### URBAN DESIGN PRINCIPLES AND STRATEGIES

#### 1) Develop Downtown's Identity

- a. Specify Downtown Central Business District (CBD) boundaries of Washington, First Avenue, Dayton and the railroad property as the Downtown core.

The City of Kennewick needs an identifiable "center" — a point of pride to call its own. Although the "Parkcade" physically serves as the heart of Kennewick, it is not perceived by the community at-large as **the center**. To revitalize Downtown's image and economic vitality, the area needs to be small and compact enough to allow a focused effort to produce measurable results; the CBD, as defined, is the ideal geographic size. By starting with a manageable core area, revitalization efforts have a greater chance of being implemented, taking hold, and spreading to the larger Downtown area.

- b. Define the larger "Downtown" sphere as Blue Bridge to Cable Bridge, Columbia River to 10<sup>th</sup> Avenue. The CBD should be the emphasis of the first phase of revitalization efforts.

The core of Downtown — the CBD — is not an island which is disconnected from surrounding areas. It is part of a larger area that community residents commonly refer to as "Downtown" — the heart of Kennewick. The CBD and the Downtown are interdependent. Downtown Kennewick contains a full blend of land uses and is a center for economic productivity in the Tri-Cities Region. Focusing on the CBD in the near term will provide a long-term catalyst for revitalization efforts in the greater Downtown area.

- c. Drop the name "Parkcade." Seek community insights and select a new name and a logo for the Downtown CBD.

"Parkcade" is a term that is familiar to area residents, but not to the public at-large — those from outside the Tri-Cities area. Unfortunately, the name itself does not invoke an image of a community center — one has to be familiar with the term to fully

understand. For this reason, it is important to rename the CBD using a term that is immediately understandable by residents and visitors alike. Providing a new name for the CBD not only heightens its identity — and revitalization potential — but also serves as an opportunity to invite community participation with and ownership in the revitalization process.

- d. Any theme identified for the Downtown should adhere to principle of "To thine own self be true." Downtown Kennewick should not become an alpine village or old west town.

"Downtown" is indistinctly defined by the community, and broad-based support exists for enhancing its identity through the promotion of a theme. While some central theme for the downtown Central Business District might work, any theme has to be "original" and "grounded" in Kennewick's history. Downtown Kennewick should not become an Alpine Village, Old West Town or Seaport Village. A relaxed post-World War II nostalgic image, consistent with building architectural styles and Downtown's most colorful days, would work the best.

## **2. Rehabilitate Building Facades**

- a. Develop a loan pool or grant program with local banks for facade rehabilitation.

Asking merchants and property owners to enhance the image of their buildings and businesses is a very important component to attracting more people to the downtown and thus revitalizing the area. It is equally important to provide them with the financial means to undertake such activities. Working with local banks and other financing organizations, loan pools should be established to assist interested parties in improving their structures; through conversations with financial representatives, a definite willingness exists by local banks and organizations to help establish such loan pools.

- b. Identify regional rehabilitation experts who can provide technical consulting and contracting for the restoration of architecturally significant building facades.

Rehabilitation acknowledges the need to alter or add to a historic building to meet continuing or changing uses while retaining the building's historic or special architectural character. In contrast to past improvements to Downtown buildings, new additions, exterior alterations, or related new construction to buildings in the CBD should not destroy historic materials that characterize the property. To this end, careful case-by-case decision-making is best accomplished by seeking assistance from qualified historic preservation professionals in the planning stage of revitalization projects. Such professionals include architects, architectural historians, and historians who are skilled in the preservation and rehabilitation of historic buildings. A starting point for identifying rehabilitation experts is to contact the Washington State Historic Preservation Officer at: Office of Archaeology and Historic Preservation; Washington State Department of Community, Trade, and Economic Development; 111 West 21st Avenue, Box 48343SW; Olympia, Washington 98504-8343; (360) 407-0765.

- c. Establish a Design Assistance Center for Downtown to provide free or low cost design guidance to building owners and merchants.

A design assistance center is intended to facilitate rehabilitation efforts by property owners and merchants by providing affordable expertise during the early stages of development projects in the Downtown. A design assistance center should be established as a nonprofit organization organized to provide free and low cost architectural design, planning and construction services. Typically, architects, landscape architects, planners, contractors, construction engineers, and other professionals donate a fixed amount of time each month to providing free or minimal cost services. Design assistance centers are an effective tool for encouraging building owners to improve their property while accomplishing Downtown revitalization objectives. A starting point for exploring the creation of a design assistance center would be to contact Environmental Works (a community design center) at: 402 15th Avenue East; Seattle, WA 98112-4599; (206) 329-8300.

- d. Create a historic profile for each building in the Downtown, and provide "before and after" visual simulations of building facades to allow building owners to visualize the aesthetic potential of their property.

Historic buildings are physical records of past inhabitants. Each building has character-defining aspects that need to be identified and evaluated. A historic profile is important because it answers some key questions about buildings: What is the original configuration of the building? What are the architectural changes that have been made over time during successive occupancies? What businesses have operated in the building over time? Etc.

Significant historical and architectural documentation is available about the Downtown Kennewick buildings and properties that can help create historic profiles, including: state historical survey or inventory; historical documents, views, photographs in libraries, archives, historical societies, recorded by Historic American Buildings Survey/Historic American Engineering Record; National Register nominations; Sanford Fire Maps; and others. Once profiles are prepared, the services of a local artist or computer graphics professional can be retained to create visual simulations of each building as it could be restored.

### 3. Renew Streetscape

- a. Focus street and sidewalk improvements on pedestrian amenities that enhance comfort, safety, and visual interest, such as providing and maintaining ample lighting and shade trees.

Walking improves health, serves as a form of relaxation, is non-polluting, adds to a larger perception of neighborhood stability, improves public safety by having "eyes on the street", promotes social interaction, and is a form of recreation. Improvements to pedestrian facilities in Downtown Kennewick will expand mobility and safety for everyone, and especially for elders, people with disabilities, and children. Particular attention to pedestrian amenities should be provided by the City on a project-by-project basis; physical characteristics, such as benches, street trees, refuse containers, lighting standards, sidewalk widths, crosswalks, and curb ramps, are important to a successful streetscape. Improving the pedestrian environment equates to enhanced economic development opportunities.

- b. Establish "Adopt a Light," "Adopt a Tree," "Adopt a Bench," "Buy a Brick," and similar funding programs.

"Adopt-a-\_\_\_\_\_" and "Buy-a-\_\_\_\_\_" programs are unique and effective ways for paying for street trees, lights, benches, plazas, and other amenities in Downtown Kennewick. With each project, the City and the Downtown Association should consider initiating such a campaign to raise funds for Downtown improvements while providing members of the community with the opportunity to take ownership in a part of Downtown's history. Typically, "Adopt-a-Light" programs provide contributors with a plaque affixed to a light pole which includes a logo, name, or other message. "Buy-a-Brick" programs allows patrons to have their name engraved on a brick on the outside walkways or other visible area.

- c. Remove the concrete "toadstool" shade structures and benches from Kennewick Avenue and replace with a streetscape furniture palette that reflects Downtown's historic theme and will stand the tests of time.

The current streetscape program for Kennewick Avenue was developed with popular design elements of the 1960's. These elements were appropriate for the era, but are no longer desirable streetscape elements by the community. While it is important to pay respect to the resources and individuals which contributed to the current streetscape elements, it is equally as important to define a new historic theme that will not go out of style — that will endure for over fifty years. Just as other shopping areas modify and update their appearance over time, it is important for the CBD to do so. The toadstools, however, should be commemorated through some re-use opportunity.

- d. Use the streetscape lighting system design to symbolically connect the CBD with Columbia Drive, Clover Island, and the Cable Bridge.

Lighting is a powerful medium for promoting a place. Not only does it provide people with the ability to see at night, but also contributes to establishing an identity both day and night. During the day, an enhanced streetscape lighting system can help reinforce themes for the CBD and surrounding districts through the actual design and color of the lighting standards (i.e. poles) used. At night, streetscape lighting can symbolically tie various Downtown districts together by using illumination that guides people safely and comfortably — whether pedestrians or drivers. The lighting of the Cable Bridge draws people to the region; the lighting of Columbia Drive, Clover Island, and the CBD draws people into the Downtown.

#### **4. Become a Tree City**

- a. Commit adequate resources for long-term maintenance and care of trees and streetscape elements.

All too often, communities invest significant resources in creating new streetscapes and landscapes without due consideration of the long-term maintenance needs. In so doing, insufficient funding is allocated in the early stages of the process which ultimately results in deterioration of the improvements made. Improvements should only be made as resources are available for their indefinite maintenance. Lighting standards require new fixtures and painting. Benches and other street furniture will require

cleaning and occasional resurfacing. Trees will entail addressing insect and disease problems and developing a pattern of regular care such as pruning and watering.

- b. Plant and maintain signature trees in key locations throughout the CBD to connect the district with the major tree corridors that lead into it and to create landmarks that people will remember.

Trees should be used to unify and connect the residential and non-residential neighborhoods of the Downtown. Kennewick is blessed to have large mature street trees lining its edges. These trees project a strong urban design element. Strangely, the core of Downtown is nearly treeless except for a few occasional specimens here and there. Many varieties of trees exist which can provide shade and aesthetics all the while maintaining the level of storefront visibility desired by business owners. Trees add an important level of comfort to the Downtown and project a strong community image that is retained by those who live in and visit the area.

- c. Plant new medium-sized Sunburst Honey Locusts along all Downtown CBD streets.

Streets in the CBD should be lined with new 24-inch box Sunburst Honey Locusts (*Gleditsia Triacanthos* Sunburst). These trees are fast growing (35 to 60 feet) with upright trunk and spreading, arching branches. They are an ideal street tree for downtowns due to their light and airy canopies that allow visual penetration to building storefronts and business signs. Sunburst Honey Locusts produce golden yellow foliage, which drop in the fall, and grow well in climates like that found in the Tri-Cities area. Though maintenance for this type of tree is average, sufficient budget allocations should be developed for maintenance and care.

- d. Pursue "Tree City USA" designation, including creating a Tree Board and adopting a Tree Ordinance to ensure proper maintenance and replacement of trees.

To qualify for Tree City USA, Kennewick must meet four standards established by The National Arbor Day Foundation and the National Association of State Foresters. First, a Tree Board or Department must be identified as being legally responsible for the care and management of Kennewick's trees. This may be a professional forester or arborist, an entire forestry department, or a volunteer tree board. Second, a Community Tree Ordinance must be adopted which designates the establishment of a tree board or forestry department and give this body the responsibility for writing and implementing an annual community forestry work plan. Third, Kennewick must provide evidence that the community has established a community forestry program that is supported by an annual budget of at least \$2 per capita. At first, this may seem like an impossible barrier to some communities. However, a little investigation usually reveals that more than this amount is already being spent by Kennewick on its trees. And, fourth, Kennewick must officially celebrate Arbor Day.

## **5. Partner with Railroad**

- a. Develop a partnership with railroad representatives to identify possible improvements to the railroad properties

The railroad is an important part of Kennewick's history. To some, it is viewed as an under-tapped opportunity; to others, it is viewed as a barrier or obstacle to Downtown's realization of its potential. No matter what perspective is held, the railroad will remain a part of Downtown for the foreseeable future and should be capitalized upon as an asset to Downtown. Partnerships between the City, the railroads, and the Downtown Association must be nurtured and collective ownership in the future of the railroad properties must be fostered to create a win-win scenario for all parties.

- b. The City should enter into an agreement to hold the railroad harmless for any liability.

To assist in negotiations to improve the rail corridor, the City should explore the potential of identifying the area as park space and entering into an agreement to hold the railroad harmless for any liability arising out of the improvements. Achieving the community objective of creating a unique Downtown amenity on a portion of the railroad property requires that liability issues are resolved prior to moving forward.

- c. Seek to develop a strong landscape edge along Canal Drive, and identify select portions of the railroad corridor as park space, or other green space.

In many respects, the railroad corridor in Downtown Kennewick is viewed by the community as a physical barrier. As it exists today, the corridor is under-valued as a potential amenity and its lack of landscaping and maintenance illustrates this point. By enhancing the railroad corridor, a Downtown asset is created — immediately. Through the creation of a street-lined edge along Canal Drive, the visual impact of the railroad corridor is softened. Through the integration of some park space, green space, or other functional area within unused portions of the corridor, the community is provided with opportunities to relate to the railroad in a new, positive light — rather than as a barrier.

- d. Provide appropriate safety fence along “working tracks.”

Rail safety is important to everyone, and everyone has a role in furthering this level of safety. Hazards of walking on or near tracks will always exist — even when there appears to be no trains around. In Downtown Kennewick, the ongoing need for vigilance around railroad tracks and equipment must always be stressed. To this end, historically appropriate safety fencing should be provided between the rail siding and the actual “working tracks;” perhaps integrate the green truss work of the old Green Bridge into the design of this safety fence. And, signing should be placed in the railroad corridor to communicate that trespassing is not a good idea — signs should clearly state the pertinent sections of law and the rules to be followed.

- e. Develop a siding track for a permanent set of rail cars adjacent to Canal Drive. Create a Rail Road Marketplace where rail cars are used for a railroad interpretive museum, dining car restaurant, Downtown Association Office, etc.

A siding track adjacent to Canal Drive should be developed on lands not currently being used by the railroad. This siding track could house a permanent set of rail cars that provide the Downtown with a railroad interpretive museum, dining car restaurant, Downtown Association Office, retail spaces, arts-and-crafts exhibits space, etc. Rail car activities could be part-time initially, but should be managed (and ideally owned) by the Downtown Association; the rail cars could be leased as revenue producers. One rail

car could be used for the storage of materials used for the Farmers Market, Flag Plaza events, and other Downtown festivities. Adaptive reuse of the train depot building should tie into these improvements, perhaps serving as a micro-brewery or some other destination use.

## 6) Make Connections

- a. Thoughtfully coordinate streetscape, signage, trails and walkways to link together the Downtown core, the Columbia Riverfront, Clover Island, Civic Center Complex, Columbia Drive, and surrounding neighborhoods and employment areas.

More often than not, communities embark on public improvement projects without due consideration of optimizing compatibility and making connections with adjacent areas. Typically, insufficient time is dedicated to learning how a project ties in with the bigger picture and helps to implement other objectives that are not readily apparent. It is essential that Kennewick maximizes the positive impact of its future investments in the Downtown by, first, stressing quality and, second, coordinating public improvements in one area with the public improvements in adjacent or nearby areas. By doing so, retrofitting is minimized and public satisfaction with the improvements is heightened.

- b. Develop a comprehensive system of informational and directional signs. Integrate color, graphics, and Downtown's logo into signage. Create a signage system to bring traffic into downtown and CBD from Highways, Columbia Drive, Canal Drive, Kennewick, First, Tenth and Washington. And, enhance visitor access and convenience by improving the internal circulation signage system to help visitors get around the CBD.

For those pedestrian and motorists who are not familiar with the Downtown, finding can be challenging. And, once in Downtown, it is not clear where things are. Currently, only one directional sign exists that points people to the CBD: located at Benton and Columbia, a small blue sign reads "Parkcade" and includes an arrow pointing south on Benton. For economic development to occur in Downtown, people need to be able to find their way into the core area and, once there, find their way around. Wayfinding and orientation are essential.

- c. Achieve an "emerald necklace" of open spaces, parks, greenbelts, canals, riverfront, and trails to frame the periphery of Downtown and to create linkages to the CBD and Downtown neighborhoods.

Downtown Kennewick should capitalize on its climate, its greenery, and its water features to create a systems of connections which are comfortable, convenient, and safe. The City possesses the potential for an "emerald necklace" of open spaces, parks, greenbelts, riverfront, and trails to frame the periphery of Downtown and to create linkages to the Downtown core. The use of the Columbia Irrigation District canal is a major element of this concept and should be pursued. The creation of a Cascade Walk — a promenade on the east edge of Cascade Avenue with two rows of shade trees, unique paving, and water features — is another important component. Other opportunities exist and should be pursued — for the good of the Downtown and the community as a whole.

- d. Work with Ben Franklin Transit to better incorporate public transit into the CBD and connect it with major events such as the fair, hydroplane races, dog show, etc. Downtown should be an easy area in which to live or visit without a car.

Transit serves the community. So, the community must help shape transit to its needs. The Downtown Kennewick community has expressed the need to improve the bus service connections between Downtown and other key areas of the community, especially when special events are taking place. One consideration is the development of a low-cost jitney service that makes a limited number of round trips between the Downtown and key locations during special events (such as the fair, hydroplane races, dog show, etc.). This will provide visitors to the area with an opportunity to visit the Downtown without worrying about driving to the CBD and finding parking.

## 7. Create Gateways

- a. Transform Columbia Drive into a "Fifties Boulevard." Encourage Columbia Drive businesses to dress-up their properties with appropriate glitz and advertising devices true to the 1950's Car Culture. Facilitate the installation of creative signs of neon and chrome plate/brushed aluminum along Columbia Drive. And, encourage fast food restaurants on Columbia Drive to provide curbside service.

Rather than promoting a sterilized environment for Columbia Drive, the Downtown and the City can benefit from the existing urban character by developing a theme which celebrates the glitz and excitement of a fifties style strip commercial area. By accepting and celebrating the fact that Columbia Drive is an automobile-dominated roadway, auto dealers and other business owners can dress-up their properties in a manner that reflects the 1950's. This idea provides the City and the property owners with a win-win approach for transforming Columbia Drive into a corridor which attracts people — and investment — into it.

- b. Focus entry features at Columbia Drive and Washington Street, First Avenue and Washington Street, Canal and Dayton, and, First Avenue and Dayton.

The most successful and desirable communities have a strong sense of arrival. For instance, driving across the Cable Bridge to enter Kennewick provides a unique and very positive experience that people retain in their memories. Downtown Kennewick needs to create gateways to communicate this sense of arrival. And, a signage program needs to be created that not only welcomes people into Downtown but also directs them into the various districts. The positive feeling of the entry statements will be further heightened with new streetscape elements provided throughout Downtown.

## 8. Add Civic and Cultural Presence

- a. Expand Flag Plaza to create a true public plaza that can be used at different times for parking and as the setting for community events.

Flag plaza is a point of community pride and it is a logical place for people to gather. It is not only centrally located in the Downtown core, but also represents the only "civic" space along Kennewick Avenue; however, its current design is too limiting for the important role it should be providing — in terms of a site for civic events and public

open space. To this end, Flag Plaza should be enhanced and promoted as a place to gather and conduct family-oriented events.

Flag Plaza should integrate the parking lot behind it. The Plaza should rid all asphalt . . . exchange for a different, durable paving materials to allow continued car parking on the rear portion of the Plaza during non-event times. The Plaza should be improved with high quality in mind to create a comfortable place for people to meet, linger and celebrate. Shade trees, benches, lighting, drinking fountains, and a public restroom are important to these improvements. Canopies or a large parachute, anchored to a central pole(s) or a frame can help provide much needed shade relief in the summer.

Flag Plaza should host regular events throughout the year. During the warmer months of the year, outdoor movies (projected onto the wall of an adjacent building), farmers markets, music concerts, dances, celebrations, craft fairs, and a number of other events should be hosted in Flag Plaza. Flag Plaza should be the catalyst from renewing positive, desirable activities in the Downtown core.

- b. Reward CBD visitors with an entertaining and creative environment by infusing the arts, including music, into the character and lifestyle of the CBD. Make the CBD the host to a significant level of community culture and arts programs.

Broad citizen support exists for a number of unique uses in the CBD. Historically, Downtown Kennewick enjoyed outdoor music from speakers attached to light poles. Today, it enjoys art galleries, murals, music stores, and occasional outdoor concerts in Flag Plaza. People enjoy being in a creative and entertaining place. People like having their senses engaged in positive ways. The Downtown should maximize opportunities to provide visibility to the creativity that exists within its boundaries. Visitors to Downtown appreciate art and music, and will more often than not return to the Downtown because of the positive experience art and culture can create.

- c. Seek to retain and enhance civic and utility functions in Downtown locations, such as: investigate the potential for a small satellite Post Office; re-starting the Downtown storefront police substation; unveiling the Downtown location of the Fraternal Order of Police; and, retaining the Kennewick Irrigation District, the Tri-City Herald, and churches in the Downtown core.

The Downtown is fortunate to have a strong civic presence: city hall, police department, library, hospital, post office, etc. Many civic functions have fled downtowns, leaving a void in vitality. In Kennewick, the Downtown core abuts the civic center complex to the south providing a positive presence. A prominent civic building is needed, however, in the CBD. The Kennewick Irrigation District should be promoted as a candidate for this opportunity.

A civic presence can also be enhanced by re-starting the storefront police substation in the Downtown and expanding its use as an after-school meeting place for youth groups, block watch associations, and other community organizations. The Fraternal Order of Police, too, should consider making their presence in the CBD more visible. And, the linkages for pedestrians and vehicular travelers moving between the CBD and the Civic Center Complex should be enhanced through lighting, directional signs to various uses. emergency call boxes, and streetscape.

- d. Initiate a feasibility study for the creation of a Heritage Interpretive center in the CBD. Heritage would include Native Americans, Lewis & Clark, early explorers, local pioneers, early river transportation, railroads, Hanford, dams, etc.

Kennewick and the Tri-Cities area have a rich history that must be celebrated! The celebration of this history can also serve as a catalyst for economic development activity in the Downtown. By drawing people into the Downtown to discover and learn about Kennewick's heritage, the Downtown economy will benefit by the mere presence of people and activity.

- e. Create a system of festive murals painted by local artists on blank walls in the CBD. Don't start a mural program without a strategy and appropriate research.

If there are interesting things to see, people love to walk. The more foot traffic in the Downtown, the better businesses will thrive. A mural program can be a great opportunity to add visual interest in the CBD, thus attracting more people to the Downtown. Adequate time should be invested in developing an understanding of mural programs prior to launching an official effort. At a minimum, an inventory of significant bare walls in Downtown should be prepared. Property owners should be consulted to determine their interest in participating in the mural program. Local artists should be identified who may be interested in painting murals. Lastly, a plan should be developed which identifies walls, themes, and financial resources (including maintenance, commissions, etc.).

- f. Promote walking tours of streets, historic homes and buildings, city memorials, trees, murals, etc. And, develop a "Heritage Trail" that provides visitors with a self-guided tour of points of importance throughout the Downtown.

Kennewick's Downtown has wonderful historic neighborhoods (e.g. Amon's Addition) and a number of interesting murals (with many opportunities for more murals). By promoting walking tours throughout the Downtown, a family-oriented atmosphere is fostered. Fund raising events can be combined with home tours and tours of historic buildings. A "Heritage Trail" for Downtown can also be developed — in conjunction with the museum, high school history classes, etc. — that allows people to walk around Downtown and discover locations of historical importance. Getting people onto the sidewalks will convert to a more personal connection with Downtown as well as great economic development potential for local merchants.

**TABLE 4**  
**URBAN DESIGN PRINCIPLES & STRATEGIES**  
**IMPLEMENTATION TIMELINE AND PRIORITY**

Priority	Principle Strategy (Paraphrased)	YEAR				
		1	2	3	4	5
1	1. Develop Downtown's Identity					
1	a. Specify Downtown CBD Boundaries	■				
1	b. Define the Larger Downtown Sphere Boundaries		■			
1	c. Drop the Name Parkcade; Rename CBD	■				
2	d. Make Design Themes True to City History & Values					
1	2. Rehabilitate Building Facades					
2	a. Develop a Loan/Grant Pool for Historic Preservation	■	■			
2	b. Tap Regional Rehabilitation Experts for Historic Preservation			■	■	■
3	c. Establish Design Assistance Center			■		
	d. Create Historic Profile for Downtown Buildings					
1	3. Renew Streetscape					
1	a. Focus Streetscapes Improvements on Pedestrian Environment	■	■	■	■	■
1	b. Establish "Adoption" Program for Streetscape Elements					
1	c. Remove Concrete "Toadstools"; Install New Streetscape				■	■
1	d. Use Streetscape Lighting to Link CBD & Other Key Districts				■	■
1	4. Become a Tree City					
1	a. Commit City to Maintain Downtown Trees/Streetscapes	■	■			
1	b. Plant & Maintain Signature Trees Throughout Downtown			■	■	■
1	c. Plant Locust Trees Along CBD Streets			■		
3	d. Pursue Tree City USA Status; Adopt Tree Maintenance Rules					
2	5. Partner with Railroad					
2	a. Develop Partnership with Railroad to Improve RR Corridor	■	■	■	■	■
2	b. Create Safety Agreements with Railroad		■			
2	c. Develop Strong Landscape Edge Along Canal Dr.			■	■	
2	d. Provide Appropriate Safety Barriers Along Working Tracks					
2	e. Develop Railroad Market Place					
1	6. Make Connections					
1	a. Create Streetscape System for Entire Downtown	■	■	■	■	■
2	b. Develop Directional Signage System In & For Downtown		■			
3	c. Create "Emerald Necklace" of Open Spaces, Greenways			■	■	■
	d. Expand Public Transportation Links: Downtown & Tri-Cities					■
1	7. Create Gateways					
1	a. Transform Columbia Drive in a Fifties Boulevard	■	■	■	■	■
	b. Create Entry Features/Gateways at Key Sites					
1	8. Add Civic and Cultural Presence					
1	a. Expand & Enhance Flag Plaza	■	■			
2	b. Create Entertaining, Creative Environment Downtown			■	■	■
2	c. Retain/Enhance Civic & Utility Functions Downtown			■		
3	d. Investigate Feasibility of Heritage Interpretive Center					
3	e. Create System of Festive Murals on CBD Blank Walls			■	■	■
	f. Promote Walking Tours Downtown					

**TABLE 5**  
**URBAN DESIGN PRINCIPLES & STRATEGIES**  
**IMPLEMENTATION LEADERS AND TEAMS**

Principle Strategy (Paraphrased)	Leader(Dark) & Team (Light)							
	Mgr	KDA	Biz	PO	City	Cnty	Civ	Misc
1. Develop Downtown's Identity a. Specify Downtown CBD Boundaries b. Define the Larger Downtown Sphere Boundaries c. Drop the Name Parkcade; Rename CBD d. Make Design Themes True to City History & Values		■			■			
2. Rehabilitate Building Facades a. Develop a Loan/Grant Pool for Historic Preservation b. Tap Regional Rehab Experts for Historic Preservation c. Establish Design Assistance Center d. Create Historic Profile for Downtown Buildings	■	■			■		■	1,2 1 1
3. Renew Streetscape a. Focus Streetscapes Improvements on Pedestrian Environment b. Establish "Adoption" Program for Streetscape Elements c. Remove Concrete "Toadstools"; Install New Streetscape d. Use Streetscape Lighting to Link CBD & Other Key Districts	■	■			■		■	
4. Become a Tree City a. Commit City to Maintain Downtown Trees/Streetscapes b. Plant & Maintain Signature Trees Throughout Downtown c. Plant Locust Trees Along CBD Streets d. Pursue Tree City USA Status; Adopt Tree Maintenance Rules		■			■		■	
5. Partner with Railroad a. Develop Partnership with Railroad to Improve RR Corridor b. Create Safety Agreements with Railroad c. Develop Strong Landscape Edge Along Canal Dr. d. Provide Appropriate Safety Barriers Along Working Tracks e. Develop Railroad Market Place		■			■	■	■	1
6. Make Connections a. Create Streetscape System for Entire Downtown b. Develop Directional Signage System In & For Downtown c. Create "Emerald Necklace" of Open Spaces, Greenways d. Expand Public Transportation Links: Downtown & Tri-Cities	■	■			■	■	■	
7. Create Gateways a. Transform Columbia Drive in a Fifties Boulevard b. Create Entry Features/Gateways at Key Sites	■	■			■		■	
8. Add Civic and Cultural Presence a. Expand & Enhance Flag Plaza b. Create Entertaining, Creative Environment Downtown c. Retain/Enhance Civic & Utility Functions Downtown d. Investigate Feasibility of Heritage Interpretive Center e. Create System of Festive Murals on CBD Blank Walls f. Promote Walking Tours Downtown	■	■			■		■	1

Note: 1. Tri-Cities Enterprise Association  
2. Local Banks

Mgr: Downtown Manager  
KDA: Kennewick Downtown Assn  
Biz: Business  
PO: Property Owners  
Civ: Civic Organizations, Volunteers

## SECTION 5

### RESOURCE DEVELOPMENT FOR IMPLEMENTATION

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Even with extensive volunteerism and private investment, it will be necessary to seek substantial resources to support Downtown revitalization efforts. Fortunately, there are many federal, state, local and private programs that may be tapped for this important purpose. Over sixty are identified in this Section and described in Appendix 1. Each is linked to one or more of six major development categories:

1. Management & Planning
2. Business Development
3. Design, Environment, Aesthetics
4. Infrastructure Improvements
5. Street and Parking Improvements
6. Building and Capital Improvements

All economic and design recommendations that require resources beyond individual action fall within these categories.

As the City, Kennewick Downtown Association (KDA) and other partners begin the revitalization process, leaders may refer to Table 6 for potential resources that may help accomplish each task. While these resources are real and viable, they cannot be taken for granted. It will be necessary to build a professional fundraising campaign to tap them effectively.

Initially, the KDA should prepare two documents: 1) a graphic and concise revitalization program outline; 2) a case statement oriented toward grant applications. Meanwhile, the City should make its commitment to the process clear by Resolution. These materials and the Revitalization Poster will be extremely useful in subsequent fundraising.

The KDA should work with City staff to organize a city-wide pledge drive. The primary message should be that Downtown belongs to everyone and it is time to restore it as the heart of the community. This is important in the overall fundraising process for two reasons. First, it will send a message to all potential grantors that the community is committed to the effort. Second, this early infusion will provide necessary match requirements for key grants. In addition, this local investment will do much to cover program administration costs – the hardest part of nonprofit organizational funding.

In preparation for this effort, the team should recruit well known advocates or champions for the cause. Local, county and state elected representatives will be especially valuable. Major businesses and civic groups will be important, too. As soon as the revitalization team is ready, it should meet directly with local potential funders to tell its story. Enthusiasm and professionalism will infuse tremendous support in face-to-face meetings.

Both pledges (for 2-3 years in advance) and in-kind investments should be sought. In particular, office space, supplies, furnishings, computers and other materials should be actively pursued. These in-kind investments may be easier initially for some Downtown businesses to commit than cash.

It will be extremely difficult for professional Downtown management to be obtained without City assistance. Many cities around the U.S. demonstrate their commitment to revitalization through provision of direct funding for staff. The City of Kennewick is urged to invest in a professional management position for up to five years. With so much to gain or lose in tax revenues, economic stability and sense of community, the investment is clearly worthwhile.

At the same time, the City should insist on creation of a job description that specifies both duties and required credentials. This position should be filled by someone with the abilities necessary to deal with real estate, business development, marketing, public relations, historic preservation, volunteer management, event management, business administration and the other tasks outlined in this report. Hiring someone who is unqualified will be the quickest route to program failure. Hiring the right person for too short a time will be the second quickest route. Physical improvements won't happen overnight. It will take three to five years to begin seeing any significant improvements.

Once the management team is in place, it can begin to focus on development. As actual improvement projects get under way, in-kind investments will be useful here as well. Top soil, concrete, trees, shrubs, equipment, building materials and professional services are among the many items which will boost the effort. Adoption programs should be organized wherever possible. Bricks, trees, benches, lampposts, public artwork and other streetscape improvements are classic targets for adoption.

With local match in hand, Kennewick will be much more competitive for outside resources. Table 6 and Appendix I should be very useful in seeking this support. Table 6 matches potential resources, including technical assistance, to revitalization projects. Appendix I describes each resource, relevant limits, requirements, supporting agencies and provides a contact telephone number. With the addition of this information to the Planning Team's recommendations, each of the key issues "who, what, when, where, how and why" are addressed.

Note that targets for organizational development and planning have been identified in Table 6. Most of these, however, will not pay for day-to-day management of the revitalization program. The KDA and City will need to be creative in how this need is met. Property management, technical assistance, coordination of joint advertising, sale of promotional materials (e.g., Downtown T-shirts), management of festivals and events, leasing and management of parking spaces, and other revenue-producing techniques will need to be considered. There is no magical way to succeed but there is one fundamental in the process: a long-term public-private partnership.

**TABLE 6**  
**Potential Resources for Kennewick Downtown Revitalization Projects**

Program Areas Resource Type	Resource Code: See Appendix 1																
<b>Management and Planning</b>	F1	F3	F4	F5	F6	F7	F8	F13	F18	F19	F24	F25	F28	F29	F31	F32	
Federal	F1	F3	F4	F5	F6	F7	F8	F13	F18	F19	F24	F25	F28	F29	F31	F32	
State	S1	S2	S3	S4	S5	S6	S7	S8	S10	S11	S13	S14					
Local	L2	L3															
Private	P1	P12	P14														
<b>Business Development</b>	F1	F3	F4	F5	F6	F7	F8	F15	F19	F22	F23	F24	F26	F28	F29	F31	F32
Federal	F1	F3	F4	F5	F6	F7	F8	F15	F19	F22	F23	F24	F26	F28	F29	F31	F32
State	S1	S2	S3	S4	S5	S6	S7	S8	S9	S10	S13	S17					
Local	L1	L2	L3	L4	L5	L6											
Private	P1	P2	P3	P4	P5	P8	P12										
<b>Design, Environment, Aesthetics</b>	F1	F7	F10	F23	F25												
Federal	F1	F7	F10	F23	F25												
State	S1	S10	S19														
Local	L1	L2	L3	L4	L6	L7	L8										
Private	P2	P3															
<b>Infrastructure Improvements</b>	F1	F3	F4	F6	F7	F8	F11	F21	F23	F25	F27	F28	F30				
Federal	F1	F3	F4	F6	F7	F8	F11	F21	F23	F25	F27	F28	F30				
State	S10	S19	S20	S21	S22	S23	S24										
Local	L1	L2	L3	L4	L6	L7	L8										
Private	P2	P3															
<b>Street/Parking Improvements</b>	F1	F3	F4	F6	F7	F8	F11	F21	F23	F25							
Federal	F1	F3	F4	F6	F7	F8	F11	F21	F23	F25							
State	S10	S19	S20	S21	S22	S23	S24										
Local	L1	L2	L3	L4	L5	L6	L7	L8									
Private	P1	P2	P3														
<b>Building &amp; Capital Improvements</b>	F1	F2	F11	F12	F13	F14	F22	F23	F26	F28	F30	F33					
Federal	F1	F2	F11	F12	F13	F14	F22	F23	F26	F28	F30	F33					
State	S10	S12	S13	S14													
Local	L1	L2	L3	L6	L7	L8											
Private	P1	P2	P3	P4	P5	P7	P9	P10	P11								