

Agenda Summary Report (ASR)

Franklin County Board of Commissioners

DATE SUBMITTED: May 25, 2021	PREPARED BY: Nicole Stickney (AHBL, Inc.)
Meeting Date Requested: June 1, 2021	PRESENTED BY: Derrick Braaten and Nicole Stickney
ITEM: (Select One) <input type="checkbox"/> Consent Agenda <input checked="" type="checkbox"/> Brought Before the Board Time needed: 60 minutes	
SUBJECT: Proposed adoption of the 2018-2038 Franklin County Comprehensive Plan (Files CPA 2018-01, CPA 2018-02, CPA 2018-03 and CPA 2018-04)	
FISCAL IMPACT: No direct fiscal impact. Completion of the Periodic Update to the Comprehensive Plan and Development Regulations will ensure that the County is not prevented from receiving certain state grants.	
BACKGROUND: The County's Comprehensive Plan is an expression of the County's values and priorities. The Comprehensive Plan provides a 20-year vision for how the citizens of the community want their County to look and to function. The County first adopted a Comprehensive Plan in the 1970s. After the passage of the Growth Management Act (GMA), the County adopted a Comprehensive Plan to address the elements required by the GMA in 1995. The Board of County Commissioners (BOCC) adopted the latest version of the Comprehensive Plan in 2008, and has amended that document a few times since. The passage of this ordinance will complete work that was begun in late 2017 to update the County's Comprehensive Plan under the periodic process required by the state growth management act.	
RECOMMENDATION: The County Planning Commission and staff recommend approval of the proposed revised 2018-2038 Franklin County Comprehensive Plan <i>Suggested Motion: I move to pass ordinance 07-2021 adopting the 2018-2038 Franklin County Comprehensive Plan.</i>	
COORDINATION: All public notification requirements have been met; the revision to the Comprehensive Plan involved extensive coordination among local and state agencies, Franklin County cities, stakeholders and interested parties, and the public. SEPA Environmental review was completed in January 2021. The County's prosecuting attorney's office reviewed the ordinance.	
ATTACHMENTS: (Documents you are submitting to the Board) Draft Ordinance, draft minutes of the Planning Commission's May 4, 2021 meeting. <i>Additional materials and items on the record are available online:</i> https://www.ezview.wa.gov/site/alias__1967/37145/overview.aspx	
HANDLING / ROUTING: (Once document is fully executed it will be imported into Document Manager. Please list <u>name(s)</u> of parties that will need a pdf) To the Clerk of the Board: 1 Original Ordinance To Planning: 1 Copy Ordinance (<i>note: Planning will forward a copy to the State Dept. of Commerce, City of Pasco, City of Connell, City of Mesa and City of Kahlotus</i>)	

I certify the above information is accurate and complete.

_____ Derrick Braaten – Planning and Building Director

FRANKLIN COUNTY ORDINANCE 07-2021
BEFORE THE BOARD OF COUNTY COMMISSIONERS OF
FRANKLIN COUNTY, WASHINGTON

Adoption of the 2018-2038 Franklin County Comprehensive Plan

IN THE MATTER OF COUNTY PLANNING – COMPREHENSIVE PLANNING, *the following ordinance is hereby adopted but will not be codified.*

WHEREAS, Franklin County is a “fully planning” county within the context of the State of Washington Growth Management Act (GMA) and a “periodic” review and update of the comprehensive plan is required pursuant to RCW 36.70A.130; and

WHEREAS, the last Franklin County Growth Management Comprehensive Plan was adopted February 27, 2008 via Resolution 2008-088 and Resolution 2008-089 and subsequently amended via Resolution 2012-310, Resolution 2012-311, and Resolution 2012-312; and

WHEREAS, Franklin County began the periodic update process on November 1, 2017 with the passage of Resolution 2017-324 which included a Public Participation Plan, and upon passage of Resolution 2018-197 the County documented substantial progress toward the update process; and

WHEREAS, pursuant to RCW 36.70A.210(3), the GMA requires that Counties adopt County-Wide Planning Policies (CWPPs) in coordination with cities located within the County’s boundaries, to guide growth, investments, and outline processes and procedures related to growth management items and CWPPs were first adopted in 1993 (Res. 93-015) and revised in 2019 (Res. 2019-312); and

WHEREAS, the Franklin County Planning and Building Department received an application for an Urban Growth Area (UGA) boundary adjustment from the City of Connell on June 22, 2018 requesting an expansion of the UGA by approximately 80 acres; and

WHEREAS, the Franklin County Planning and Building Department received an application for a UGA boundary adjustment from the City of Pasco on June 26, 2018 requesting an expansion of the UGA by approximately 4,855 acres; and

WHEREAS, the Franklin County Planning and Building Department received two applications from landowners requesting changes to the land use map for their properties:

- a. Mr. Dustin Anderson filed an application on November 9, 2017 requesting a minor change affecting two parcels (which were later modified via a boundary line adjustment), to swap an approximately equal amount of land between “Agriculture” and “Rural Remote” located at the *Ringold Road Area Limited Area of More Intensive Rural Development (LAMIRD)*;
- b. Mr. Kristopher Butcher filed an application on December 1, 2017 requesting a change from “Agriculture” to “Rural Remote” for a twenty-acre parcel south of

Sagemoor Road, which is adjacent to the *Haworth Road Area* but is not within the LAMIRD's boundaries; and

WHEREAS, the Planning Commission held a duly-noticed public hearing on September 4, 2018 to take initial input on applications from the City of Connell and the City of Pasco regarding Urban Growth Area expansion requests; and

WHEREAS, the Franklin County Planning and Building Department received an amended application for a UGA boundary adjustment from the City of Connell on July 29, 2019, which included the removal of 300 acres of land and the previously requested addition of approximately 80 acres of land, for a net decrease of 220 acres; and

WHEREAS, the Franklin County Planning and Building Department received a revised application for a UGA boundary adjustment from the City of Pasco in November 2020, replacing the previous application (which had been withdrawn) and requesting an expansion of the UGA by approximately 3,448 acres; and that application was based on the "mid-series" population growth scenario, included an Environmental Impact Statement (EIS), was supported by a Land Capacity Analysis that considered infill development and upzoning opportunities, and included a Capital Facilities Plan; and

WHEREAS, the Planning Commission held numerous public workshops regarding the Comprehensive Plan Update and each workshop was advertised and open to the public and public input opportunities were given at each meeting; there were two workshops in 2017, seven workshops in 2018, and two additional workshops in 2020 and the various meetings and workshops addressed a wide range of issues addressed in the Plan; and

WHEREAS, the Planning Commission reviewed the last adopted Comprehensive Plan, and oversaw the revision to that text, including the goals and policies contained in the Plan; and

WHEREAS, the Planning Commission reviewed the maps, figures and tables contained in the last adopted Comprehensive Plan, and oversaw the revision to those items, including the Land Use map; and

WHEREAS, updates and amendments to the Comprehensive Plan are subject to review under the State Environmental Policy Act (SEPA) and a SEPA Determination of Nonsignificance (DNS) was issued on January 14, 2021 and a notice was published of the determination; the SEPA Comment period ended on January 28, 2021; and no appeals were filed; and

WHEREAS, the draft 2018-2038 Comprehensive Plan document was submitted to the State of Washington's Department of Commerce for a required 60-day review in compliance with RCW 36.70A.106; and the notice and documentation was accepted by Commerce on January 15, 2021; and

WHEREAS, the Planning Commission held duly-noticed public hearings on December 22, 2020, January 19, 2021, March 30, 2021, and May 4, 2021 to take input on the revised UGA expansion application from the City of Pasco, and regarding the UGA modification request from the City of Connell, as well as the Franklin County draft 2018-2038 Comprehensive Plan document including the Land Use map; and

WHEREAS, The Plan was provided to staff at the Benton-Franklin Council of Governments (BFCG) on January 7, 2021 for certification of the Transportation Element, which has been reviewed by BFCG staff for conformity with the applicable sections of the GMA and consistency with the Regional Transportation Plan (TRP), and is pending action by the BFCG board following county adoption; and

WHEREAS, the Transportation and Circulation Element of the draft 2018-2038 Comprehensive Plan document contains information that was previously included in the Franklin County Transportation Plan (adopted as Ordinance 1-2006) but with updated figures and information; and

WHEREAS, Franklin County Planning Staff and Planning Commission have actively sought citizen input, utilizing several forms of public informational media and outreach, in addition to the regularly noticed public workshops, public meetings, and public hearings such as email notifications and the maintenance of a project website; and

WHEREAS, written comments received at various stages of the project such as drafting of the Comprehensive Plan document, review of land use applications, agency consultation, and environmental review are documented in a "Project Review Matrix" which also contains staff's responses to the comments; and

WHEREAS, the Franklin County Planning Staff and the Planning Commission have expended considerable time and effort in reviewing and updating the Comprehensive Plan and have recommended to the Board of County Commissioners approval of the ***2018-2038 Franklin County Comprehensive Plan***; and

WHEREAS, the ***2018-2038 Franklin County Comprehensive Plan*** does not include approvals of the following proposed changes, which are denied:

- a. The City of Pasco included in their Urban Growth Area expansion request approximately nine acres of land in Section 32, Township 10 N Range 32 E, W.M., where there is a portion of land mapped as Agricultural Resource lands, and as such should be left out of the UGA;
- b. The City of Pasco included in their Urban Growth Area expansion request approximately 32 acres of land in the southwest quarter of Section 2, Township 9 N, Range 29 E, W. M., which the City would categorized as "airport reserve" and therefore those 32 acres could not be developed at urban densities and as such it should be left out of the UGA;

- c. Mr. Butcher's application to change 20 acres from "Agriculture" to "Rural Remote" is denied, as the subject property is not within a LAMIRD; and

WHEREAS, the Periodic Update of the Comprehensive Plan includes the integration of the following approved amendments to Urban Growth Areas within the County:

- a. The Pasco Urban Growth Area is increased by approximately 3,407 acres, and around 26 percent of that increase will result in the conversion of LAMIRDs (rural lands with the designations of Rural Industrial, Agriculture Service Center, Rural Residential or Rural Remote) that will be "transferred" from the County's rural lands inventory into the UGA;
- b. The Connell Urban Growth Area is decreased by 220 acres (decrease of 300 acres in the west half of Section 7, Township 14 North, Range 32 E, W.M. which will be subsequently classified as Agricultural land by the County and an increase of 80 acres in the southwest quarter of Section 20, Township 14 N, Range 32 E which is for Industrial use); and

WHEREAS, no changes are made to the Urban Growth Areas for Kahlotus or Mesa; and

WHEREAS, the Periodic Update of the Comprehensive Plan includes the following approved amendment to the County's Land Use map:

- a. The request from Mr. Dustin Anderson to amend the *Ringold Road Area* LAMIRD logical outer boundary to match a recently approved boundary line adjustment between two parcels is approved, swapping an approximately equal amount of land between "Agriculture" and "Rural Remote" (comprising less than one acre); and

WHEREAS, this board finds the ***2018-2038 Franklin County Comprehensive Plan*** is consistent with the Growth Management Act (RCW 36.70A), and

WHEREAS, this board finds the ***2018-2038 Franklin County Comprehensive Plan*** is consistent with County Resolution 2019-312 Countywide Planning Policies; and

WHEREAS, this board finds the approval of the proposed Comprehensive Plan Periodic Update would be in the public interest since the update attains compliance with the GMA and ensures consistency between the updated Comprehensive Plan, Franklin County Codes, and applicable state laws; and

WHEREAS, the updated Comprehensive Plan document was updated to ensure compliance with the State of Washington Growth Management Act; to fully reflect the issues and opportunities facing Franklin County; and to revise policies and other language in the plan to update information, improve readability and understanding; and

WHEREAS, in Franklin County, development regulations include: Title 14 Development Code Administration, Title 15 Buildings and Construction, Title 16 Subdivisions, Title 17 Zoning and Title 18 Environment.

- a. Title 14 was newly written during the Periodic Update process and was adopted and codified via Franklin County Ordinance 01-2020;
- b. Revisions to Title 16 and Title 17 have been proposed by staff and will be reviewed by the Planning Commission in 2021;
- c. The County's Critical Areas Ordinance, codified as Chapter 18.08 Critical Area/ Resource Area Protection Standards, will be reviewed and updated in 2021; and

WHEREAS, upon revisions to Title 16, Title 17, and Chapter 18.08 of the Franklin County Code the periodic update process will be complete; and

WHEREAS, a public hearing before the Board, which is the legislative body of the County, was held on June 1, 2021 at a duly noticed meeting in the evening hours to maximize opportunities for public comment and engagement, and the Board heard public testimony on the proposal; and

WHEREAS, in accordance with the Growth Management Act, the Board has considered the cumulative effect of the Plan and finds it in the public interest to approve the Plan update;

NOW, THEREFORE, BE IT ORDAINED as follows:

SECTION 1: The *2018-2038 Franklin County Comprehensive Plan* is hereby approved and adopted as set forth in Exhibit A, attached hereto and incorporated by this reference as if set forth in full.

SECTION 2: SEVERABILITY: If any section, sentence, clause or phrase of this ordinance should be held to be invalid by a court of competent jurisdiction, such invalidity or unconstitutionality shall not affect the validity or constitutionality of any other section, sentence, clause or phrase of this ordinance.

SECTION 3: EFFECTIVE DATE: This ordinance, being an exercise of a power specifically delegated to the Board, is not subject to referendum, and shall take effect five (5) days after passage and publication of an approved summary thereof consisting of the title.

SECTION 4: CORRECTIONS: The County Clerk is authorized to make necessary corrections to this ordinance including, but not limited to, the correction of scrivener's / clerical errors, references, ordinance numbering, section / subsection numbers and any references thereto.

SECTION 5: COPY TO DEPARTMENT OF COMMERCE: Pursuant to RCW 36.70A.106, a complete and accurate copy of this ordinance shall be transmitted to the Department of Commerce within ten (10) days of adoption.

NOW, THEREFORE, BE IT FURTHER ORDAINED that Ordinance 1-2006 is repealed.

NOW, THEREFORE, BE IT FURTHER ORDAINED that the Board of County Commissioners hereby supersede and repeal Franklin County Resolution Numbers 2008-088, 2008-089 as well as Resolution 2012-310, Resolution 2012-311 and Resolution 2012-312 and any other applicable resolutions and/ or ordinances that have previously amended the Franklin County Comprehensive Plan (or "Franklin County Comprehensive Growth Management Plan").

APPROVED AND ADOPTED THIS 1st DAY OF JUNE, 2021.

**BOARD OF COUNTY COMMISSIONERS
FRANKLIN COUNTY, WASHINGTON**

Chair

Chair Pro-Tem

Attest: _____
Clerk of the Board

Member

Approved as to Form: _____



FRANKLIN COUNTY

PLANNING COMMISSION

REGULAR MEETING
May 4, 2021
Virtual Meeting-WebEx Events

DRAFT

The minutes of the planning commission proceedings are not verbatim. Access to an electronic recording of the meetings are available on our [YouTube Live channel](#) or upon request.

STAFF PRESENT:

Derrick Braaten, Planning & Building Director
Matt Mahoney, Public Works Director
Aaron Gunderson, Planner I
Jen Johnson, Chief Civil Deputy Prosecutor & Risk Manager

SPECIAL GUEST PRESENTER:

Nicole Stickney, AHBL Consultant

CALL TO ORDER:

Chair Pierret called meeting to order at approximately 7:13 PM.

ROLL CALL:

MEMBERS PRESENT:

Mike Vincent, Roger Lenk, Claude Pierret (Chair), Mike Corrales (Vice Chair), Layton Lowe, Melinda Didier and Kent McMullen

MEMBERS ABSENT:

Melinda Didier (Internet service went out and wasn't able to connect-message sent at around 9:18 PM. Didn't vote on items 3, 4 and 5)

PLEDGE OF ALLEGIANCE

APPROVAL OF AGENDA:

Chair Pierret asked for a motion to approve the agenda.
Commissioner Lowe made a motion to approve agenda.
Commissioner Lenk seconded.
Motion carried.

GOING OVER MEETING RULES/DECLARATION OF CONFLICT OF INTEREST:

- Commissioner Lenk stated he understands that the comprehensive plan is exempt as a quasi-judicial matter and from the appearance of fairness doctrine. Commissioner Lenk continued stating he has a personal policy of treating the comprehensive plan the same as a quasi-judicial matter, in order to ensure transparency in dealings before the planning commission. Commissioner Lenk stated he received an unsolicited email from Mr. Lybbert with the subject line of comprehensive plan. Commissioner Lenk continued stating he did not open the email and submitted a written declaration to this effect. Commissioner Lenk also stated he received an unsolicited telephone call from Mr. Lybbert, who was the advised of said personal policy.
- Commissioner Didier declared she also had a similar experience with Mr. Lybbert, in case if someone had any objections.
- Mr. Gunderson asked if anyone had objections to members of the commission. Everyone who answered (Andrew Lybbert, Tracy Lybbert, Cody Fielding and Flo Sayre) had no objections.

ITEM #1 – Non-Action Public Hearing for file CPA 2018-01, CPA 2018-02, CPA 2018-03 and CPA 2018-04 and CPA 2018-04.

Franklin County 2018 Comprehensive Plan Periodic Update and modifications to the Urban Growth Areas.

APPLICANT: City of Pasco, City of Connell, and Franklin County

OWNER: N/A

OPEN PUBLIC HEARING:

Chair Pierret opened public hearing at 7:26 PM.

STAFF REPORT:

Mrs. Stickney gave an update as to where things currently are. Mrs. Stickney also gave a quick review of the various features of the EZ view webpage for the Franklin County Comprehensive Plan Update.

COMMISSIONER QUESTIONS FOR STAFF/APPLICANT:

- There were none.

PUBLIC COMMENTS:

- Andrew Lybbert spoke in support of the UGA expansion and comprehensive plan update. Mr. Lybbert related the increased price of his home to the lack of housing supply in the county and that passing both measures would ensure increased supply of housing in the area. Mr. Lybbert also had a question about how to contact public officials, due to his experience with Commissioner Lenk. Mr. Braaten explained to Mr. Lybbert the difference between quasi-judicial and legislative items, with a mention that different planning commissioners have their own unique policy for how to handle various issues.
- Cody Fielding, Tracy Lybbert and Flo Sayre spoke in support of the UGA expansion and comprehensive plan update.
- Rick White from the City of Pasco made some closing comments about the UGA expansion.

- Mrs. Stickney mentioned Amy Philips from the Pasco School District wanted to comment, but had difficulty with connecting to the platform. Mrs. Stickney asked Ms. Philips if she had comments to read into the record, but had not heard back in time of the meeting.

CLOSING PUBLIC HEARING ITEM:

Chair Pierret closed the public hearing portion of the meeting at approximately 7:52 PM.

Commissioner Lowe made a motion to approve CPA 2018-01, CPA 2018-02, CPA 2018-03 and CPA 2018-04 with the 17 findings of fact and no conditions of approval.

Commissioner Didier seconded the motion.

Commissioner Lenk commented about the negative effects of the City of Pasco's alternative 3 UGA expansion proposal and how his dissent is solely based upon implementation of alternative 3. Mrs. Stickney asked Commissioner Lenk, if it would be possible for him to vote in favor, but put on the record his disagreement with the urban growth expansion. Commissioner Lenk responded stating he is okay with everything else, but that he doesn't think the City did it's due diligence when it came its analysis of alternative number 3.

Vote: CPA 2018-01, CPA 2018-02, CPA 2018-03, and CPA 2018-04

Mike Vincent- Yes

Roger Lenk- No

Layton Lowe- Yes

Claude Pierret- Yes

Kent McMullen- Yes

Mike Corrales- Yes

Melinda Didier- Yes

The motion is approved.

The minutes for the portion of the meeting which addressed items 2-5 are omitted from this draft, as those items were quasi-judicial in nature and not related to the Comprehensive Plan Update

ADMINISTRATIVE ITEMS:

Mr. Braaten discussed bring the bylaws to the Planning Commission for a workshop at the next meeting.

Mr. Braaten noted the next meeting was set for the day after memorial day and asked the Planning Commission if they were okay for meeting on that date.

Mr. Braaten also asked the Planning Commission if anybody doesn't need a hard copy to let us know.

Mr. Braaten stated this was due to the increased cost of material and shipping packets.

PLANNING COMMISSION MEETING ADJOURNED AT 10:37 PM



Comprehensive Plan 2018-2038

FRANKLIN COUNTY, WASHINGTON

JUNE 2021

ACKNOWLEDGEMENTS

Board of County Commissioners

Brad Peck
Clint Didier
Rocky Mullen
Rick Miller (*)
Robert E. Koch (*)

County Planning Commission

Layton Lowe - *Connell/Kahlotus Area*
Melinda Didier - *Etopia Area*
Mike Vincent - *Columbia R. West Area*
Claude Pierret - *Snake R. Area*
Mike Corrales - *Basin City Area*
Roger Lenk - *Riverview/W. Pasco Area*
Kent McMullen - *Riverview/W. Pasco Area*
Brent Stenson (*)

County Staff

Keith Johnson
Matt Mahoney
Derrick Braaten
Aaron Gunderson
Jennifer Johnson
Rebeca Gilley
Julie Michel
Michael Morgan
Loren Wiltse (*)
Teresa Chen (*)

(*) = Former

AHBL, Inc (Consultant)

Wayne Carlson, AICP
Nicole Stickney, AICP
MillieAnne VanDevender, AICP
Helen Stanton

Contributors

Citizens of Franklin County
Randy E. Hayden, Port of Pasco
Buck Taft, Tri-Cities Airport
Gary Ballew, Port of Pasco (*)
Len Pavelka, BFCG (*)
Erin Braich, BFCG
Paul Gonseth, WSDOT
Rick Dawson, Benton-Franklin Health District.
Mark Hay, BBEC
Duane Smith, Franklin PUD
Alison Cable, Futurewise
Tim Trohimovich, Futurewise
Debbie Berkowitz, Lower Columbia Basin Audubon Society
R. Leaumont- Lower Columbia Basin Audubon Society
Eric Weinheimer, E. Washington Real Estate
Sean Davis, Franklin County Emergency Management
Mark Neilson, Franklin County Conservation District
Kelley Paul-Lefferts, USDA- NRCS
Ginger Wireman
Laurie Ness
City of Pasco Planning Department Staff
City of Connell Staff

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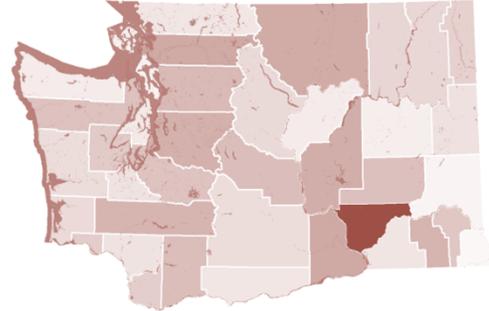
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INTRODUCTION

This Comprehensive Plan (Plan) for Franklin County is the long-term vision and plan for managing the County’s natural and built environment. The Plan includes policy direction for community and economic development, housing, protection of environmentally sensitive areas, public services, and growth.



Franklin County’s Location

Franklin County is located in eastern Washington State, in the mid-Columbia Valley. To the West, the Columbia River flows and provides the border with Benton County. Grant and Adams County are located to the north. The Snake River and its tributary, the Palouse River, create the separation from Walla Walla and Whitman counties. Franklin County is characterized by vast amounts of farmland, much of which is irrigated using water diverted from rivers. The climate is semi-arid. There is one major population center, the City of Pasco, which also serves as the County Seat.



Legal Framework and the Plan’s Purpose

This Plan serves as the “blueprint” for a period of twenty years, from 2018-2038, and replaces the previous Comprehensive Plan documents. This plan may be amended on a yearly basis, but not more than once per year. The County is required to update its plan periodically to address changing conditions and the next periodic update is expected by 2026.

The Plan considers the past and present history and circumstances of the county, and the people’s choices and preferences, with the requirements of the Growth Management Act (GMA).

This Plan is a decision-making tool; a broad statement of community goals and policies that direct the orderly and coordinated physical development of the county. The Plan anticipates change and provides specific guidance for land development, zone changes, and the subdivision of land while maintaining the rural and agricultural character of the unincorporated county.

It is the role of county government to respond to the requirements of the (GMA) and to also respond to the needs and expectations of its residents and businesses. Such needs and expectations relate to safe and secure housing options, a vibrant economy, educational opportunities, a safe and efficient transportation system, and recreation opportunities.

This Plan includes goals and policies that provide guidance for public and private decision-makers. This Plan provides the basis for the designation of land use, for infrastructure development, and for implementing community services. This Plan is written for a planning period of twenty years, with periodic updates and an annual review of capital projects, and a potential for annual text and mapping amendments.

The Plan covers and applies to the unincorporated areas of the County. However, facilities and services which are located within incorporated areas are addressed to fully account for these features from a system-wide standpoint. The cities of Pasco, Connell, Mesa and Kahlotus each maintain their own plans within their Urban Growth Areas (UGAs). The cities and county coordinate for development activities within UGAs but outside of the incorporated city limits.

PREVIOUS PLANS AND PUBLIC PARTICIPATION

Pre-GMA Planning

Franklin County adopted its first Comprehensive Plan document in 1970, which was called “Phase 1” and consisted of a very simple review of growth trends, population, and presented eight general “goals” followed by twelve development policies addressing the broad categories: agriculture, residential, commercial, industry, recreation, and public facilities/services. The document focused on the northern portions of the County, including the communities of Mesa, Basin City, Connell, and Kahlotus. “Phase 2” was adopted in 1975 and was much broader in scope and addressed the county as a whole, with particular emphasis on the southern portions of the County, including Pasco and the Riverview area.

Later, an updated version was adopted in 1979 and amended in 1982. An Environmental Impact Statement (EIS) was developed and distributed at that time.



Initial Formation and Adoption of the GMA Plan: 1991-1995

Local planning under the GMA began in 1991 after the County opted into the GMA planning program. In January 1993, the County adopted County-Wide Planning Policies assuring a collaborative planning process between the county and its cities. In addition, the County planning department prepared and circulated a questionnaire to all county residents. The questionnaire included questions for individuals on housing preferences, perceptions of the county’s strengths and weaknesses, what should and should not be changed, perceptions of agriculture, preservation of natural resources, the economy, jobs and the pros and cons of an aggressive economic development program, and asked about personal visions for the county.

In April 1993, a series of public meetings were conducted in locations across the county including Basin City, Mesa, and Kahlotus. Staff additionally conducted special information gathering sessions called “one-on-ones” with key officials and other identified individuals in the community asking questions from the questionnaire that were specific to the respective community the individual came from. County staff also prepared draft comprehensive plan goals and policies for review and discussion, together with the synopsis of the questionnaires, the “on-on-ones” discussions, and the vision statement at a second series of four public meetings held in various rural locations around the county. Staff additionally sought information from the public utility districts, irrigation districts, school districts, and other units of special purpose governments necessary for the preparation of the Comprehensive Plan. The first Franklin County GMA Comprehensive Plan was adopted in 1995.

Revisions and Updates 2001-2008

In 2001, after passage of legislation amending several sections of the GMA, the county revised and adopted an update of the transportation element of the Comprehensive Plan. Next, in mid-2002, the County began a general update of the Comprehensive Plan building on the previous collective planning effort. In September 2003 the Planning Commission began a series of advertised workshops reviewing and commenting on a “working draft” including a preliminary discussion of the urban growth area boundaries and goal and policy development which continued through the March 2005 Planning Commission meeting. During this period, staff contacted Franklin County PUD, Big Bend Electric Association, Port of Pasco, Franklin County Park Board, Franklin Conservation District, Franklin County Historical Museum, and the various County department directors for their respective input. From December 2004 through March 2005, “Open Houses” were held at Connell, Basin City, Mesa, and Kahlotus, and Pasco to describe and review the “working draft” of the Comprehensive Plan revision and to seek public input and comment for the final draft. In June of 2005 the final draft of the revised Comprehensive Plan was adopted by the Board of County Commissioners.

Work on the newly adopted Comprehensive Plan continued into 2006, 2007 and early 2008 through public meetings, public workshops and public hearings with the Planning Commission and the Board of County Commissioners, again seeking further public input and comment. This review was completed to comply with the 2007 GMA required update of the Comprehensive Plan.

Shoreline Master Program Update 2016

In November 2016, the County approved the updated Shoreline Master Program (SMP), which was prepared with a grant from the Washington Department of Ecology. The updated SMP replaced the original SMP that Franklin County adopted in 1974. The SMP implements the requirements of the Washington State Shoreline Management Act (SMA) which was enacted in 1971 and the state SMA guidelines which were approved by Ecology in 2003. The updated Franklin County SMP provides goals, policies, and regulations for the development of Franklin County shorelines consistent with the SMA and guidelines.

Periodic Update 2018 (with 2021 adoption)

The 2018 Comprehensive Plan Periodic Update achieved two goals: efficiently and thoroughly updating the Plan for GMA compliance while building on the work produced in the 2008 Plan and providing opportunities for public outreach and input on each of the Plan elements. The update process began in October of 2017 and continued through early 2021. Over that time span, the Planning Commission held a series of public workshops to review plan revisions and seek public input. The workshops were broadly advertised to the public and were typically held after the Planning Commission's regularly scheduled monthly meetings. The public workshops were well attended and for those community members unable to participate in meetings, a mailing list and dedicated website were maintained and utilized. Comments from the Planning Commission, Public agencies, and community members were incorporated into the final draft of the Plan.

The Plan has been carefully considered and reviewed through a systematic process of study and public hearings before the Planning Commission, and adoption by the County Commissioners. Regulatory measures to implement the Plan will be revised or adopted in the form of ordinances such as zoning code amendments, subdivision code amendments, critical areas ordinances and amendments to the Shoreline Master Program. These implementation measures will reflect and carry out the goals, policies, and strategies of the Comprehensive Plan.

GROWTH MANAGEMENT ACT

The Growth Management Act (GMA) provides a managed framework for growth and development throughout the state. Factors influencing approval of GMA in 1990 included uncoordinated and unplanned growth, the lack of common goals expressing the public's interest, and the degradation of the natural systems. Another principal factor was the threat from unplanned growth to health, safety, and to the high quality of life enjoyed by residents of the state.

GMA requires that Franklin County adopt a Comprehensive Plan and further, the County must enact land development regulations that are consistent with, and implement, the Comprehensive Plan. This process will continue the comprehensive review of the County's current regulatory ordinances related to land development. The other regulatory measures that will be reviewed and amended or adopted to implement the County's plan are the critical areas ordinance, zoning ordinance and map, and the Shoreline Master Plan, to ensure consistency with the future land use map, mandates, and policies of this Plan. This will establish the use, density, intensity, and environmental sensitivity for future development.

WHAT IS IN THE PLAN?

The Comprehensive Plan includes the following elements:

- Land Use
- Rural Lands (*Sub-Element to the Land Use Element*)
- Resource Lands (*Sub-Element to the Land Use Element*)
- Natural Environment
- Economic Development
- Housing
- Historical and Cultural Resources
- Capital Facilities Plan
- Utilities
- Transportation & Circulation

The Comprehensive Plan touches on many aspects of rural life and development, including character and a vibrant economy. The Plan will serve the citizens by providing development guidelines for safe, livable, and economically viable communities.

The Plan's elements are directed at enhancing the rural county's livability while meeting the concerns and interests expressed by the County's residents. The GMA requires the Plan to include a future land use map. The Franklin County future land use map and the text of the plan graphically describe the location of rural and resource lands, the needed infrastructure, and the fiscal planning necessary to ensure future planning is realistic. Each of the Plan elements are consistent with one another, and the land use and transportation elements achieve concurrency.

In this Plan, **Goals** provide aspirational, overarching objectives for the community to achieve. The goals serve as the "big ideas" for the County. **Policies** describe guidelines, procedures or programs that the County (or other agencies or groups) can use to structure or influence change. Finally, **strategies** are specific, actionable items that may be scheduled for near, far, or ongoing intervals of time to implement the policies. Goals, policies and objectives in various sections are written so that they will not conflict with each other, and in many cases are intended to complement one another.

This Comprehensive Plan includes a Land Use Map and other maps necessary to provide information and clarification for the Plan's text. The maps contained within this document, though as accurate as possible given the size limitations of the document, are merely representations and the official maps are available for more accurate review at the County Planning Department office.

PLAN IMPLEMENTATION

Like all activities undertaken by governments, the critical activity is implementation. This Plan has been written as a guide for development for the next 20 years. The Plan considers existing land uses, potential future land uses, conservation of natural resource lands, and the effect of potential, future economic factors. It addresses the needs for housing and prescribes steps to be taken to ensure that housing needs across the community may be met. There is strong feeling within the County that only through a strong planning process can the citizens create and manage their respective destinies.

The Comprehensive Plan is implemented in a number of ways. The zoning code is the primary way that the Comprehensive Plan is carried out, by establishing regulations that direct land use, design and physical development requirements that must be adhered to in order to fulfill the policies of the Comprehensive Plan. Infrastructure development and investments (such as extension of municipal water systems) are also guided by the principles and policies established by the Comprehensive Plan. County programs and initiatives such as Open Space protection, Economic Development Plans, are also guided by the Comprehensive Plan.

Franklin County Vision Statement

Franklin County is a rural county based on agriculture with highly productive farmland, both irrigated and non-irrigated. An effective government, which controls taxes and, at the same time, provides continual upgrades to the County's roads and infrastructure that is in place.

The County is characterized by its open spaces, quality development, and agriculturally related industries.

Franklin County enjoys a diversity of population and is a good place to live with quality education in its schools, low crime rate, clean, fresh air, and friendly neighbors.

STATE AND COUNTY GOALS AND STATE MANDATES

The following are State of Washington Planning Goals (RCW 36.70A.020), which are adopted by Franklin County:

Table 1: State and County Planning Goals

TOPIC	GOAL
<i>Urban Growth</i>	Encourage development in urban areas where adequate public facilities and services exist or can be provided in an efficient manner.
<i>Reduce Sprawl</i>	Reduce the inappropriate conversion of undeveloped land into sprawling, low-density development.
<i>Transportation</i>	Encourage efficient multimodal transportation systems that are based on regional priorities and coordinated with county and city comprehensive plans.
<i>Housing</i>	Plan for an accommodate housing affordable to all economic segments of the population of this state, promote a variety of residential densities and housing types, and encourage preservation of existing housing stock.
<i>Economic Development</i>	Encourage economic development throughout the state that is consistent with adopted comprehensive plans, promote economic opportunity for all citizens of this state, especially for unemployed and for disadvantaged persons, promote the retention and expansion of existing businesses and recruitment of new businesses, recognize regional differences impacting economic development opportunities, and encourage growth in areas experiencing insufficient economic growth, all within the capacities of the state's natural resources, public services, and public facilities.
<i>Property Rights</i>	Private property shall not be taken for public use without just compensation having been made. The property rights of landowners shall be protected from arbitrary and discriminatory actions.
<i>Permits</i>	Applications for both state and local government permits should be processed in a timely and fair manner to ensure predictability.
<i>Natural Resource Industries</i>	Maintain and enhance natural resource-based industries, including productive timber, agricultural, and fisheries industries. Encourage the conservation of productive forestlands and productive agricultural lands, and discourage incompatible uses.
<i>Open Space and Recreation</i>	Encourage the retention of open space, enhance recreational opportunities, conserve fish and wildlife habitat, increase access to natural resource lands and water, and develop parks and recreation facilities.
<i>Environment</i>	Protect the environment and enhance the state's high quality of life, including air and water quality, and the availability of water.
<i>Citizen Participation and Coordination</i>	Ensure the involvement of citizens in the planning process and ensure coordination between communities and jurisdictions to reconcile conflicts.
<i>Public Facilities and Services</i>	Ensure that those public facilities and services necessary to support development shall be adequate to serve the development at the time the development is available for occupancy and use without decreasing current service levels below locally established minimum standards.
<i>Historic Preservation</i>	Identify and encourage the presentation of lands, sites, and structures, that have historical or archaeological significance.
<i>Shoreline Management</i>	Prevent the inherent harm in an uncoordinated and piecemeal development of the state's shorelines.

Table 2: State Mandates

TOPIC	GOAL
<i>Rural Element</i>	Counties shall include a rural element [in their comprehensive plans] including lands that are not designated for urban growth, agriculture, forest, or mineral resources... RCW 36.70A.070 (5)
<i>Urban Growth Area</i>	Each county that is required or chooses to adopt a Comprehensive Land Use Plan under RCW 36.70A.040 shall designate an Urban Growth Area or areas within which urban growth shall be encouraged and outside of which growth can occur only if it is not urban in nature....An Urban Growth Area may include territory that is located outside of a city only if such territory already is characterized by urban growth whether or not the urban growth area includes a city, or is adjacent to territory already characterized by urban growth, or is a designated new fully contained community as defined by RCW 36.70A.350. RCW 36.70A.110 (1)
<i>Sufficient Area for Population Growth</i>	Based upon the population projection made for the County by the Office of Financial Management, the county and each City within the County shall include areas and densities sufficient to permit the urban growth that is projected to occur in the County or City for the succeeding twenty-year period...each Urban Growth Area shall permit urban densities and shall include green and open space areas. RCW 36.70A.110 (2)
<i>Public Facilities and Service Capacities</i>	Urban growth should be located first in areas already characterized by urban growth that have existing public facilities and service capacities to serve such development, and second in areas already characterized by urban growth that will be served adequately by a combination of both existing public facilities and services and any additional needed public facilities and services that are provided by either public or private sources, and third in the remaining portions of the urban growth areas.... RCW 36.70A.110 (3)
<i>Requirement for Agricultural Land within UGAs</i>	...Agricultural land located within Urban Growth Areas shall not be designated by a county or city as agricultural land of long-term commercial significance....unless the city or county has enacted a program authorizing transfer or purchase of development rights. RCW 36.70A.060 (4)

COUNTY-WIDE PLANNING POLICIES

The following County-Wide Planning Policies were developed and adopted by Franklin County¹ in coordination with Franklin County Cities to establish a framework to ensure that county and city comprehensive plans are consistent with one another as required by the Growth Management Act.

I. Policies to Implement RCW 36.70A.020

1. The Comprehensive Plans of Franklin County and each of its cities therein shall be prepared and adopted with the objective to facilitate economic prosperity by accommodating growth consistent with the following:
 - A. **Urban Growth:** Encourage development in urban areas where adequate public facilities exist or can be provided in a cost efficient manner.

¹ Resolution 2019-312

- B. **Reduce Sprawl:** Reduce the inappropriate conversion of undeveloped land into sprawling, low-density development.
- C. **Transportation:** Encourage efficient multi-modal transportation systems that are based on regional priorities and coordinated with the comprehensive plans of Franklin County, the Cities of Pasco, Mesa, Connell and Kahlotus, the Washington Department of Transportation (WSDOT), and the Benton-Franklin Council of Governments.
- D. **Housing:** Encourage the availability of affordable housing to all economic segments of the Franklin County population and promote a variety of residential densities and housing types, and encourage preservation of existing housing stock.
- E. **Economic Development:** Encourage economic development consistent with the adopted comprehensive plans. Promote economic opportunity for all residents of the county, especially for unemployed and for disadvantaged persons and encourage growth in areas experiencing insufficient economic growth.
- F. **Property Rights:** Private property rights shall not be taken for public use without just compensation having been made. The property rights of landowners shall be protected from arbitrary and discriminatory actions.
- G. **Permits:** Applications for permits should be processed in a timely and fair manner to ensure predictability, and through a process which provides for integrated and consolidated review.
- H. **Natural Resource Industries:** Maintain and enhance natural resource based industries including: productive agriculture (cultivation and grazing), fisheries and mineral industries. Encourage the improvement of productive agricultural lands and discourage incompatible uses.
- I. **Open Space and Recreation:** Encourage the retention of Retain useful open space and enhance development of recreational opportunities, conserve critical fish and wildlife habitat, increase public access to natural resource lands and water, and develop parks and recreation facilities.
- J. **Environment:** Protect the environment and enhance the region's high quality of life, including air and water quality, and the availability of water for all uses, including potable domestic requirements.
- K. **Citizen Participation and Coordination:** Encourage the involvement of citizens in the planning process and ensure coordination between communities and jurisdictions to reconcile conflicts.
- L. **Public Facilities and Services:** Ensure that those public facilities and services necessary to support development shall be adequate to serve development at the time the development is available for occupancy and use without decreasing current service levels below locally established minimum standards.
- M. **Historic Preservation:** Identify and encourage the preservation of land sites and structures that have historical or archaeological significance.

II. Policies to Implement RCW 36.70A.110 relating to the establishment of Urban Growth Areas

1. Each city within Franklin County is included within a designated urban growth area (UGA).
2. Designated UGAs should include an amount of undeveloped area to adequately accommodate forecasted growth and development for the next 20 years. The size of the UGA should reflect the Comprehensive Plans of each municipality which identifies the amount of land needed to accommodate community and essential public facilities, housing, commercial and industrial activities, and enough land to prevent inflation of land costs due to market fluctuations and limited land supplies. Further, the size of UGAs should consider the provision of open space, locations for parks and recreation, and protection of Critical Areas as well as natural barriers to development.

3. Designated urban growth areas should include those portions of the county already characterized by urban growth and having existing public infrastructure, public facilities and service capacities to serve existing and future growth.
4. Designated urban growth areas should include those areas that are within the recognized utility service areas of each city.
5. The size of urban growth areas will vary due to regional settings and should be adequate to promote-viable economic development strategies, promote choices in housing accommodations and ensure adequate lands are available for associated open spaces and public purposes.
6. Population projections used for designating urban growth areas will be based upon information provided by the Office of Financial Management (OFM). Use of the “mid” series as provided by OFM is preferred, but the Counties and Cities may determine to use different estimates (“high” or low”) based on coordination and mutual agreement. A period of twenty years is the typical planning period.
7. The County shall, in consultation with the cities, propose a population allocation for the purposes of updating Comprehensive Plan documents, based upon the most recent ratio of population distribution as provided by the published OFM intercensal population estimates. The combined population figures for each municipality and the County must total the State's population forecast for Franklin County. The allocation shall be reconsidered during the periodic review required by RCW 36.70A.130. The County, in consultation with the Cities, may review growth projections and allocations between update cycles when circumstances have changed, (for example, actual growth rates or permitting varies from the predicted patterns, or when OFM provides a new set of projections for GMA planning).
8. Municipalities should limit the extension of water and sewer service to area within each jurisdiction’s urban growth area.
9. Final development approval will continue to reside with the County for areas outside of City limits.
10. Applications for amendments or changes to the UGA may only be submitted by the County or a municipality within the County in even-numbered years prior to the deadline established for the year's docketing process (with intervals coinciding with the required periodic update of the comprehensive plan). When a city or the county proposes to alter a UGA, it is the responsibility of the proponent to provide confirmation (through studies, reports, and adopted plans) that all of the requirements above have been met, as well as provide a land capacity analysis (guided by WAC 365-196-325) , and SEPA documentation.
11. Within Urban Growth Areas, urban uses shall be concentrated in and adjacent to existing urban services, or where they are shown on a Capital Improvement Plan to be available within six years.
12. The extension of a UGA into an area of Agricultural Lands of Long-Term Commercial Significance called Resource Lands) is not allowed. Lands with no existing commercial agriculture use or production should be considered for UGA expansion prior to the addition of lands with existing commercial agriculture. However, the availability of water rights may also factor into the selection of lands to be included into UGAs, and the availability of water rights shall be factored in for consideration of approval.
13. When requesting UGA expansions, Cities shall demonstrate the ability for in-fill development to occur in existing low-density areas within the City's UGA to avoid leap-frog development patterns.
14. All policies within each jurisdiction's and Franklin County’s Comprehensive Plans shall be modified to be consistent with adopted Countywide Policies.

III. Policies for promotion of contiguous and orderly development and the provision of urban services to such development [RCW 36.70A.210 (3)b]

15. Joint county/city standards shall be established for development within each individual urban growth boundary, but beyond corporate limits of cities. It is in the public interest that joint standards be developed to preclude the creation of development patterns without municipal utilities and substandard infrastructure and property division that would burden the public with unnecessary costs

to correct or compromise the ability of the UGA to accommodate the municipality's 20-year population forecast. These standards should include:

- A. Street locations, both major and secondary;
 - B. Street right-of-way widths;
 - C. Street improvement widths;
 - D. Street improvement standards;
 - E. Lots and blocks including special lot reservation system when public sewer concurrency cannot be provided;
 - F. Curbs and gutters;
 - G. Sidewalks for secondary streets;
 - H. Road construction standards;
 - I. Cul-de-sac, location and dimensions;
 - J. Storm drainage facilities, quantity, quality and discharge locations;
 - K. Street lights, conduit, fixtures, locations;
 - L. Sewer, septic regulations, private sewer, dry sewer facilities;
 - M. Water, pipe sizes, locations, fire flows, uniform codes;
 - N. All building requirements;
 - O. Subdivision and platting requirements including density, parks and open space;
 - P. Collection and use of development impact fees as appropriate;
 - Q. Mobile home and manufactured home regulations as appropriate;
 - R. Zoning standards;
16. The availability of the full range of urban governmental services will be subject to the annexation policies of the adjacent municipality. The timing of utility extensions into the urban growth area should be consistent with the adopted comprehensive plan and capital facilities plan of the adjacent municipality.

IV. Policies for siting public facilities of a county-wide or state-wide nature, including transportation facilities of a statewide significance as defined in RCW 47.06.140 [RCW 36.70A.210(3)c]

17. When an appropriate issue arises, the county and cities within, along with participation from the public, shall cooperate in a process to site essential public facilities of regional and statewide importance. The objective of the process shall be to ensure that such facilities are located so as to protect environmental quality, optimize access and usefulness to all jurisdictions, and equitably distribute economic benefits/burdens throughout the region or county.
18. No local comprehensive plan or development regulations will preclude the siting of essential public facilities, but standards may be generated to ensure that reasonable compatibility with other land uses can be achieved.

V. Policies for county-wide transportation facilities and strategies [RCW 36.70A.210(3)d]

19. Maintain active county-city participation in the Benton Franklin Council of Governments in order to facilitate city, county, and state coordination in planning regional transportation facilities and infrastructure improvements to serve essential public facilities including Port District facilities and properties.
20. Comprehensive plans shall include, where applicable, the master plans of identified major transportation facilities such as airports, railroads, major freight terminals, and public transit and

policies to ensure that they are reasonably accommodated and compatible with future surrounding land uses, in order to ensure the protection of regional transportation assets.

VI. Policies that consider the need for affordable housing for all economic segments of the population and parameters for its distribution [RCW 36.70A.210(3)e]

21. The housing element of each comprehensive plan shall:
 - A. Address the manner and the extent that demand from all segments of the housing market will be met.
 - B. Assess the ability to provide sufficient land, infrastructure and services to each housing segment including but not limited to, government assisted housing for low income families, manufactured housing, multi-family housing, migrant agricultural worker housing, and group homes. All segments of the housing market must be accommodated in appropriate numbers.
22. Individual plans should encourage regeneration of existing housing inventories.
23. To the extent possible each plan should promote the construction of affordable housing, particularly for low and moderate income segments of the population.
24. Consideration should be given to the provision of diversity in housing types to accommodate elderly, physically challenged, mentally impaired, and the special needs of the population, i.e. congregate care facilities.
25. Comprehensive plans shall consider the effects of public improvement development costs on housing, including impact fees. Allowance for exemption from impact fees for projects, which enhance housing for low and moderate income householders, should be considered.
26. Each community is encouraged to provide its fair share of housing affordable to low and moderate income households by promoting a balanced mix of diverse housing types.
27. Consideration should be given to implementing innovative regulatory strategies, which provide incentives for developers to provide housing affordable to low and moderate income households in order to avoid socioeconomic segregation.

VII. Policies for joint county and city planning within urban growth areas [RCW 36.70A.210(3)f]

28. City and county planning efforts will be coordinated within urban growth areas.
29. The county and each city shall jointly develop and implement development, land division and building standards, and coordinate permit procedures for the review and permitting of new subdivisions within Urban Growth Areas.

VIII. Policies for county-wide economic development and employment [RCW 36.70A.210(3)g]

30. The comprehensive plan of the county and each city shall promote employment and economic opportunity for all citizens.
31. The County and all municipalities will participate in creating a County-wide economic strategy.
32. The provision of utilities and other supporting urban governmental services to commercial and industrial areas should be coordinated and assigned a high priority by utility purveyors and service providers.

IX. Policies for the analysis of fiscal impacts [RCW 36.70A.210(3)h]

33. Construction design and placement standards for roads, intersections and streets(with provisions for storm water conveyance), sewer, water and lighting infrastructure, should be determined based upon an analysis which identifies the most appropriate public expenditure over extended periods of time. Utilities should be incorporated into such analysis.
34. If communities consider the imposition of impact fees said fees should be established on the basis of identifiable development impacts.
35. Capital Improvement Plans and Land Use Plans shall include fiscal analyses which identify the most cost effective uses of regional and local public services.
36. Support the development of public schools in areas where utilities are present or can be extended, is financially supportable at urban densities, where the extension of public infrastructure will protect health and safety, and the school locations are consistent with the analysis recommended by WAC 365-196-425(3)(b).

LAND USE ELEMENT

Land within the County is a finite resource and this Land Use Element is the general guide for the future use of land within the County. The County intends to guide development, minimize conflict, and provide certainty for the use of property through the designation of the land use categories in the Land Use Map, and through application and the implementation of stated goals, policies, and strategies.

In view of the growth forecasted through the twenty-year planning period in Franklin County, it is anticipated that adequate land will be available within Urban Growth Boundaries for population growth needs through 2038, although it will be important to monitor development and growth at regular intervals.

This Land Use Element was prepared in accordance with the requirements of the Growth Management Act. The Land Use Map includes current land use as well as future land use over the next 20 years. The Land Use Map as presented considers the general distribution and location of land uses and the appropriate intensity and density of land uses given current development trends.

The Land Use Element of Franklin County is a general guide for future growth and future use of the land within the County. By designating land uses, the County will guide growth and development to minimize land use conflict. This chapter of the Comprehensive Plan addresses all land uses in the County but focuses mostly on urban uses while rural resource and agricultural uses are discussed in the Economic Development and Rural and Resource Lands chapters. The Housing Element addresses housing inventory and trends, demographics, and topics such as affordable housing. The Natural Element addresses the environment and environmental stewardship and protection.

POPULATION

The 1900 census recorded 486 people residing in Franklin County, and 254 of those lived in Pasco. By 1910, the County population had increased by a factor of 10. Between 1990 and 2000, the population had increased by thirty percent. **Table 3** chronicles the population growth of Franklin County and the incorporated cities since their year of incorporation and respective decennial population since 1900.

Table 3: Franklin County Population by Jurisdiction, 1900-2010

YEAR	FRANKLIN COUNTY (TOTAL)	UN-INCORPORATED	INCORPORATED (CITIES) TOTAL	CITY OF CONNELL	CITY OF KAHLOTUS	CITY OF MESA	CITY OF PASCO	WASHINGTON STATE
	Established 1883			Incorporated 1910	Incorporated 1907	Incorporated 1955	Incorporated 1891	Statehood Established 1889
1900	486	232	254	-	-	-	254	518,103
1910	5,153	2,938	2,215	-	132	-	2,083	1,141,990
1920	5,877	2,033	3,844	311	151	-	3,362	1,356,621
1930	6,137	2,156	3,981	321	164	-	3,496	1,736,191
1940	6,307	1,866	4,441	365	163	-	3,913	2,378,963
1950	13,563	2,719	10,844	465	151	-	10,228	2,378,963
1960	23,342	7,822	15,822	906	131	263	14,522	2,853,214
1970	25,816	10,069	15,422	1,161	308	274	13,920	3,413,250
1980	35,025	14,619	20,406	1,981	203	278	18,425	4,132,204
1990	37,473	14,712	22,761	2,005	167	252	20,337	4,866,692
2000	49,347	13,686	35,661	2,956	214	425	32,066	5,894,143
2010	78,163	13,491	64,672	4,209	193	489	59,781	6,724,540

Source: U.S. Bureau of the Census

Table 4 provides the estimated population of the County and each city on April 1st since 1995. The unincorporated population of Franklin County has been generally decreasing due to annexations by the City of Pasco.

Connell: Although incorporated in 1910, Connell’s first census was taken in 1920 and since then the decennial population has increased steadily. By 1940 the City had grown 3.2 percent. Between 1950 and 1960 the growth rate reached a high of a 94.8 percent increase. During the early 1990’s the population remained stable until the Coyote Ridge Prison opened for inmates in 1993 and by 2000, the City’s population increased to 2,956 an increase of 47.5 percent over 1990. The population increased to 5,450 by 2017 which includes 2,529 inmates at the Coyote Ridge Prison.

Kahlotus: Kahlotus was incorporated in 1907 and enjoyed a fairly stable population count from 1920 to 1950. In 1960, census takers counted 131 persons, in 1970 there were 308 people, but by 1980 the population dropped to 203. By 1990 the count further dropped to 167 then rebounded to 245 by 2000. The population increased 187 percent between 1969 and 2000 from 131 to 245 with a peak of 365 during the late 60’s due to dam construction employment.

Mesa: Since its incorporation in 1955, Mesa’s population increased gradually, except for a 9.4 percent (26 persons) drop in population between 1980 and 1990 and then a dramatic average annual increase of 6 percent during the 1990’s.

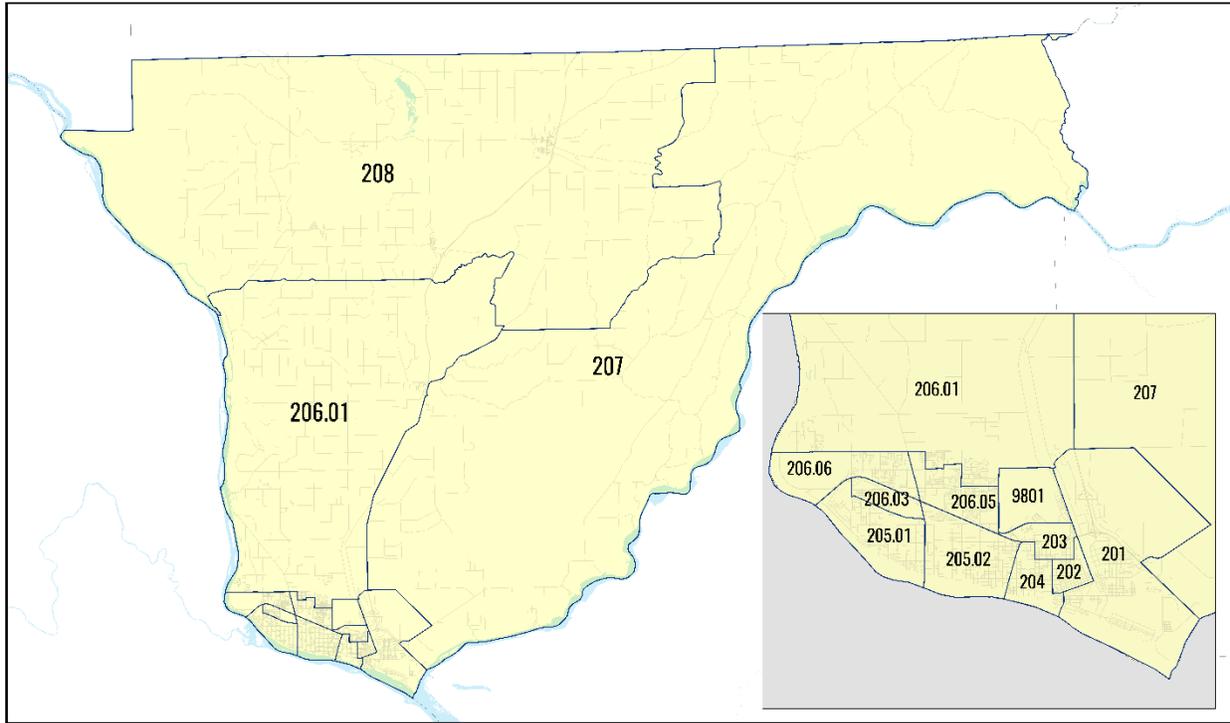
Pasco: The City of Pasco was incorporated in 1891. In 1910, approximately 50 percent of the County population lived in Pasco and in the year 2017 approximately 80 percent of the Franklin County population lived in Pasco.

Table 4: Franklin County Population by Jurisdiction, 1995-2017

YEAR	WASHINGTON STATE	FRANKLIN CO. TOTAL	NOT INCORPORATED	INCORPORATED	CITY OF CONNELL	CITY OF KAHLOTUS	CITY OF MESA	CITY OF PASCO
1995	5,429,900	45,756	18,270	25,730	2,690	215	325	22,500
1996	5,516,800	46,361	18,067	25,633	2,634	232	297	22,370
1997	5,606,800	47,206	15,215	28,685	2,750	215	420	25,300
1998	5,685,300	47,747	14,843	29,557	2,780	257	430	26,090
1999	5,757,400	48,306	15,030	30,070	2,800	245	425	26,600
2000	5,894,143	49,347	13,686	35,661	2,956	214	425	32,066
2001	5,974,910	50,400	13,765	36,635	2,970	215	440	33,010
2002	6,041,710	51,300	12,915	38,385	3,100	215	440	34,630
2003	6,098,300	53,600	12,175	41,425	3,190	215	440	37,580
2004	6,167,800	57,000	12,305	44,695	3,195	220	440	40,840
2005	6,256,400	60,500	12,455	48,045	3,195	220	440	44,190
2006	6,375,600	64,200	12,730	51,470	3,200	220	440	47,610
2007	6,488,000	67,400	13,325	54,075	3,205	220	440	50,210
2008	6,587,600	70,200	14,000	56,200	3,255	215	440	52,290
2009	6,668,200	72,700	14,105	58,598	3,430	220	455	54,490
2010	6,724,540	78,163	13,491	64,672	4,209	193	489	59,781
2011	6,767,900	80,500	13,665	66,835	5,150	190	495	61,000
2012	6,817,770	82,500	13,820	68,680	5,320	195	495	62,670
2013	6,882,400	84,800	13,160	71,640	5,350	195	495	65,600
2014	6,968,170	86,600	12,820	73,780	5,330	185	495	67,770
2015	7,061,410	87,150	12,825	74,325	5,405	185	495	68,240
2016	7,183,700	88,670	12,065	76,605	5,365	185	495	70,560
2017	7,310,300	90,330	12,540	77,790	5,450	165	495	71,680

Map 1 illustrates the physical location of the urban and rural census tracts in Franklin County. Census Tracts 201 through 206.06 are situated primarily within the Pasco UGA. Four Census tracts were added to Franklin County in the 2010 Census including three new tracts in the Pasco UGA (206.03, 206.05, 206.06). The fourth tract (9801) includes Tri Cities Airport and currently has no residential population so it is not included in most discussions about population.

Map 1: Franklin County Census Tracts (2010 Census)



The majority of Franklin County’s population lives within existing Urban Areas. According to the 2010 Census, 87 percent or 67,741 people were living in Urban Areas within Franklin County. Urban Areas are defined by the U.S. Census Department as having at least 2,500 people, 1,500 of which live outside institutional group quarters (see **Figure 1**).

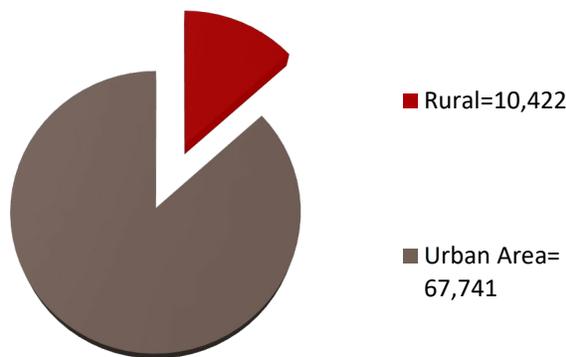


Figure 1: Urban and Rural Population

Urban Areas are further broken into Urbanized Areas and Urban Clusters. Of those living in Urban Areas in Franklin County, 94 percent were living within Urbanized Areas or places with 50,000 or more people. The rest of the population is located in Urban Clusters or those areas with at least 2,500 people but less than 50,000.

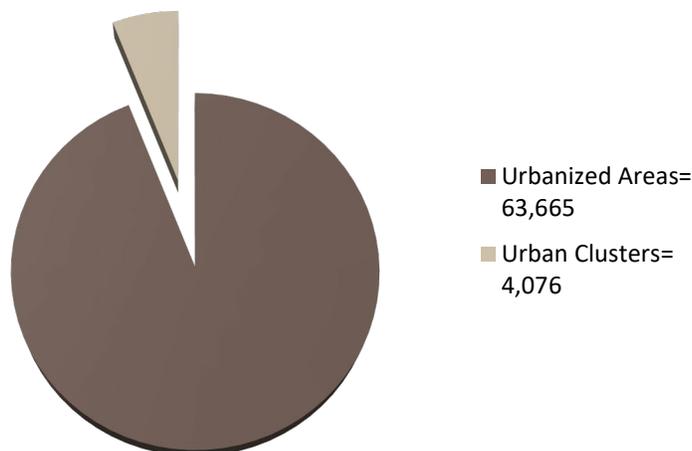


Figure 2: Distribution of Population in Urban Areas

Table 5 describes the population by race and by Census Tract. Census 2010 describes Census Tracts 201, 202, 203 and 204 as predominately of Hispanic origin. The 2000 Census identified that 47 percent of the Franklin County population was of Hispanic origin. That percentage has grown to 51.2 percent according to the 2010 Census.

Table 5: Franklin County Population by Race and Census Tract, 2010 Census

CENSUS TRACT	TOTAL POP.	PERCENTAGE							
		WHITE	BLACK AFRICAN	AMERICAN INDIAN OR ALASKA NATIVE	ASIAN	HAWAIIAN PACIFIC ISLANDER	OTHER RACE	TWO OR MORE RACES	HISPANIC ORIGIN OF ANY RACE
201	9,654	30.9	1.8	0.5	0.4	0	64.8	1.5	87.7
202	6,021	33.5	1.9	0.6	0.7	0.3	60.6	2.4	80.6
203	5,727	51.4	1.8	0.9	1.2	0	41.3	3.4	75.2
204	9,393	37.0	2.0	0.3	0.8	0.1	56.2	3.5	77.6
205.01	4,668	88.2	1.0	0.9	1.5	0.1	4.8	3.4	14.5
205.02	8,403	71.5	2.2	0.7	2.1	0.2	19.5	3.7	31.1
206.01	7,412	76.5	0.6	0.8	2.2	0.2	16.6	3.2	29.1
206.03	3,907	72.9	2.4	0.6	4.0	0.1	15.4	4.6	34.4
206.05	6,786	76.5	1.2	0.5	2.8	0.2	15.1	3.8	29.3
206.06	6,484	76.7	2.2	0.4	4.2	0.1	12.3	4.1	28.7
207	1,412	81.9	0.5	0.4	0.6	0.1	14.7	1.8	26.8
208	8,296	71.0	3.5	1.4	2.0	0.2	19.4	2.6	49.0

Franklin County Population Projections

GMA specifications require that county populations be expressed as a “reasonable” range developed within the state high and low population series. County high and low projection alternatives reflect uncertainty bands. They are not, in a formal sense, alternative scenarios. In general, the uncertainty band will be larger for small counties such as Franklin County compared to large ones. Washington State Office of Financial Management (OFM) high, medium, and low projections are based on probable economic and other assumptions. OFM

growth assumptions do not carry forward extreme economic conditions or other factors that have resulted in relatively short periods of extreme high population gains or losses. County projection growth ranges, developed within the state framework, were established on the same basis and show moderate variations. It should be noted that Washington State and its counties have tended to exhibit growth spurts interrupted by periods of slower growth, stagnation, and even decline. These future spurts will also not be uniform in time and duration and the projections shown in **Table 6** will not occur in a linear manner.

Several assumptions, some of which apply specifically to the Tri-Cities Metropolitan Statistical Area (MSA), were used by OFM in their projection of county populations. Major growth, in terms of numbers, if not rates, will be through accretion at existing population centers. Rates of growth will be smaller (or potentially negative) at the centers and high on the periphery. This accretion will occur along existing transportation corridors and spurs, primarily the interstate highways and similar roadways. The Tri-Cities MSA is specifically noted as a “population center”.

Table 6 shows the High, Medium and Low population projections for Franklin County, as established by the Washington State Office of Financial Management (OFM) in 2017.

Table 6: Population Projections

YEAR	2020	2025	2030	2035	2038	2040
HIGH	116,386	141,169	165,616	192,131	207,565	218,538
MEDIUM	99,712	113,781	127,443	143,087	152,285	158,574
LOW	87,642	95,607	103,082	112,462	117,882	121,639

Source: OFM, December 2017

City Population Projections

In accordance with the County-Wide Planning Policies, the County met with City staff representatives in January 2018 to establish the distribution of the high, medium, and low population projections for the years 2020-2040, with 2038 being the end of the 20-year planning period. The cities agreed to the following allocations for their use in their planning, and for the purposes of determining UGA sizing. **Table 7** summarizes the allocations of the County-Wide Population Projections. The allocation represents the distribution of total future population, and must not be confused with the *change* owing to growth, or the growth rate itself:

Table 7: Allocation of County-Wide Population

JURISDICTION	ALLOCATION
City of Pasco	80.0 percent
City of Connell	6.0 percent
City of Kahlotus	0.2 percent
City of Mesa	0.6 percent
Unincorporated Franklin County	13.2 percent

Connell: High, medium, and low population projections for Connell are shown in Table 8, which includes the institutionalized (prison) population. The high, medium, and low population projections for Connell in the following table are 6 percent of the Franklin County population projections.

Table 8: Connell Population Projections

	2020	2025	2030	2035	2038	2040
HIGH	6,983	8,470	9,937	11,528	12,454	13,112
MEDIUM	5,983	6,827	7,647	8,585	9,137	9,514
LOW	5,259	5,736	6,185	6,748	7,073	7,298

Kahlotus: The high, medium, and low population projections for Kahlotus are included in Table 9. The projections are 0.2 percent of the Franklin County population projections.

Table 9: Kahlotus Population Projections

	2020	2025	2030	2035	2038	2040
HIGH	233	282	331	384	415	437
MEDIUM	199	228	255	286	305	317
LOW	175	191	206	225	236	243

Mesa: The high, medium, and low population projections for Mesa are shown in Table 10. The projections are .06 percent of the Franklin County population projections.

Table 10: Mesa Population Projections

	2020	2025	2030	2035	2038	2040
HIGH	698	847	994	1,153	1,245	1,311
MEDIUM	598	683	765	859	914	951
LOW	526	574	618	675	707	730

Pasco: The high, medium, and low population projections for Pasco are shown in Table 11. It is assumed in this analysis that the unincorporated lands currently within the Pasco UGA will be annexed into the City of Pasco during this planning period. The projections for Pasco in the following table are 80 percent of the Franklin County population projections.

Table 11: Pasco Population Projections

	2020	2025	2030	2035	2038	2040
HIGH	93,109	112,935	132,493	153,705	166,052	174,830
MEDIUM	79,770	91,025	101,954	114,470	121,828	126,859
LOW	70,114	76,486	82,466	89,970	94,306	97,311

EMPLOYMENT

Employment Estimates

In 2015, local planning staffs provided data, which was combined with information from the State Employment Security agency, to generate employment projections for the purposes of transportation planning via a Travel Demand Model developed by the Benton-Franklin Council of Governments (BFCG). The employment projections shown below are not County-Wide, rather, they cover only those areas which are encompassed by the Traffic Analysis Zones (TAZs) which are established for the model. There are 319 TAZs in Franklin County, and most of the zones are located within the City of Pasco. The Travel Demand Model also includes TAZs in Benton and Walla Walla Counties.

The most recent employment estimates and projections were established in 2015, with forecast estimates covering the years 2025, 2035, and 2040. The total employment estimate for the base year, 2015, was 22,997 within the transportation model boundaries. This figure is expected to rise to 24,955 by the year 2025, which would be an increase of 8.5 percent. By the years 2035 and 2040 the employment estimates are 27,604 and 30,508, respectively.

Map 2 shows the 2040 Employment Estimates by TAZ. When viewing the map it is important to remember that the size of the zones can vary greatly, and so a shape (or polygon) that is dark in color and large in size

shouldn't be interpreted as necessarily having a higher concentration of employees than a smaller shape with a lighter shade.

Figure 3 shows the projected employment estimates within the Transportation Model Boundaries for the years covered by the model, according to employment sector. Retail and Service jobs are the most common employment sectors, followed by Education, Manufacturing and Agriculture.

Industrial Land Needs

The City of Kennewick (located in Benton County) commissioned a report prepared by ECONorthwest in September 2016 that called, "Industrial Zoned Land Assessment." While the report's conclusions were focused on future needs in the City of Kennewick, the report included a broad investigation of industrial lands available and in demand throughout the Tri-Cities region.

Some key findings included in the report that apply to Franklin County include:

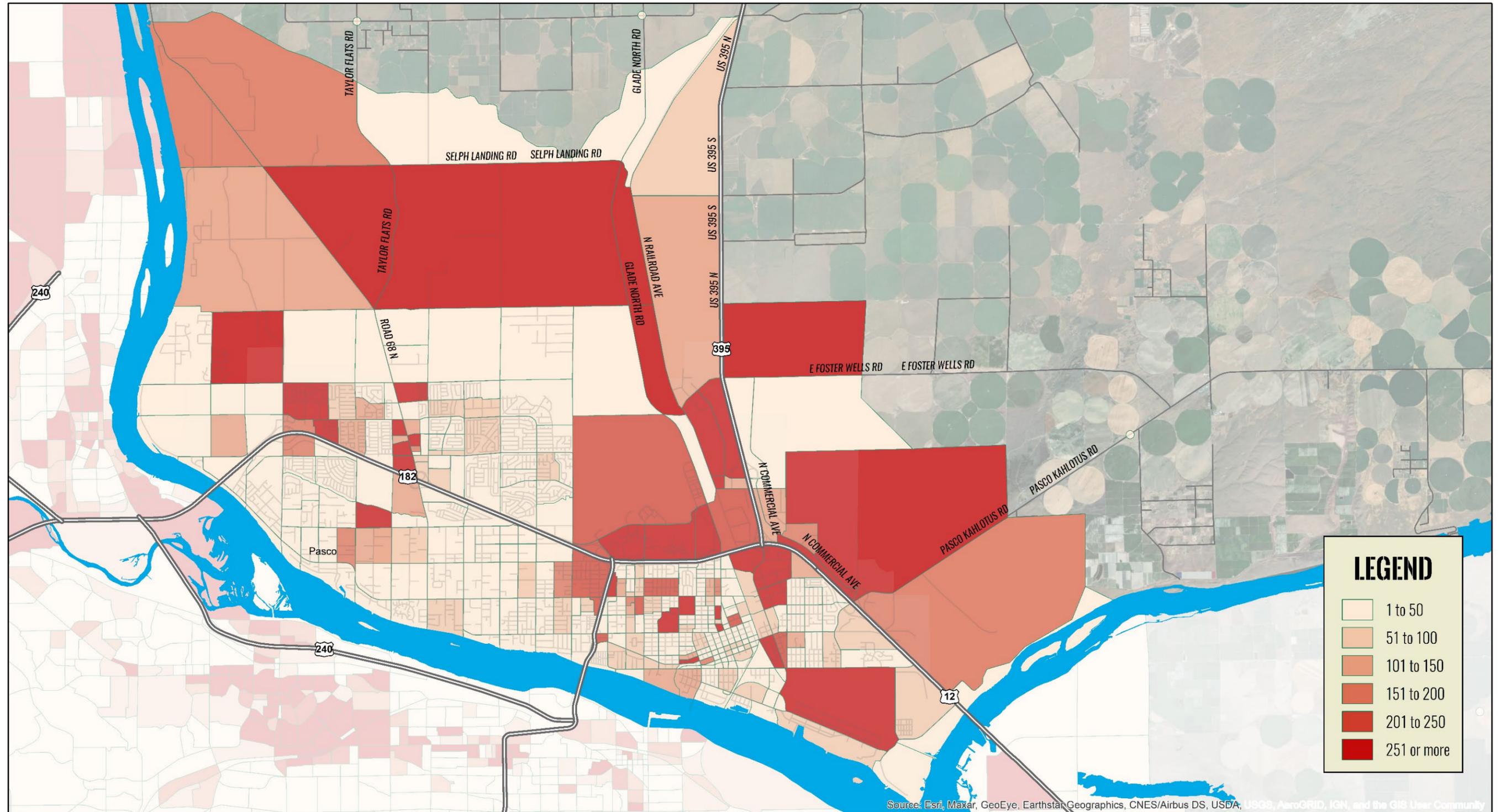
- 22,000 jobs were added to the Tri-Cities region from 2006-2015, with an average annual growth rate of two percent
- Industrial-related employment grow at a faster rate than the regional average for all sectors
- There are almost 24,000 acres of land zoned "industrial" in the Tri Cities region and about a one-third of that is "vacant"
- There is generally enough developable industrial zoned land to accommodate several decades of growth; however, "not all industrial land is the same or equally competitive for high value industrial land users"

ECONorthwest studied the inventory (supply) of industrial land in Benton and Franklin Counties. The findings for Pasco and Franklin County were as follows (data for Connell was not included in the table):

Table 12: Industrial Land Supply (Acres)

	PASCO	FRANKLIN COUNTY (within the Tri Cities region only)
Developed	1,481	1,809
Public Exempt	3,563	4,265
Underutilized	434	1,297
Vacant	2,189	4,265
Total	7,667	11,363

Map 2: Franklin County 2040 Employment Estimates by Transportation Analysis Zone (TAZ)



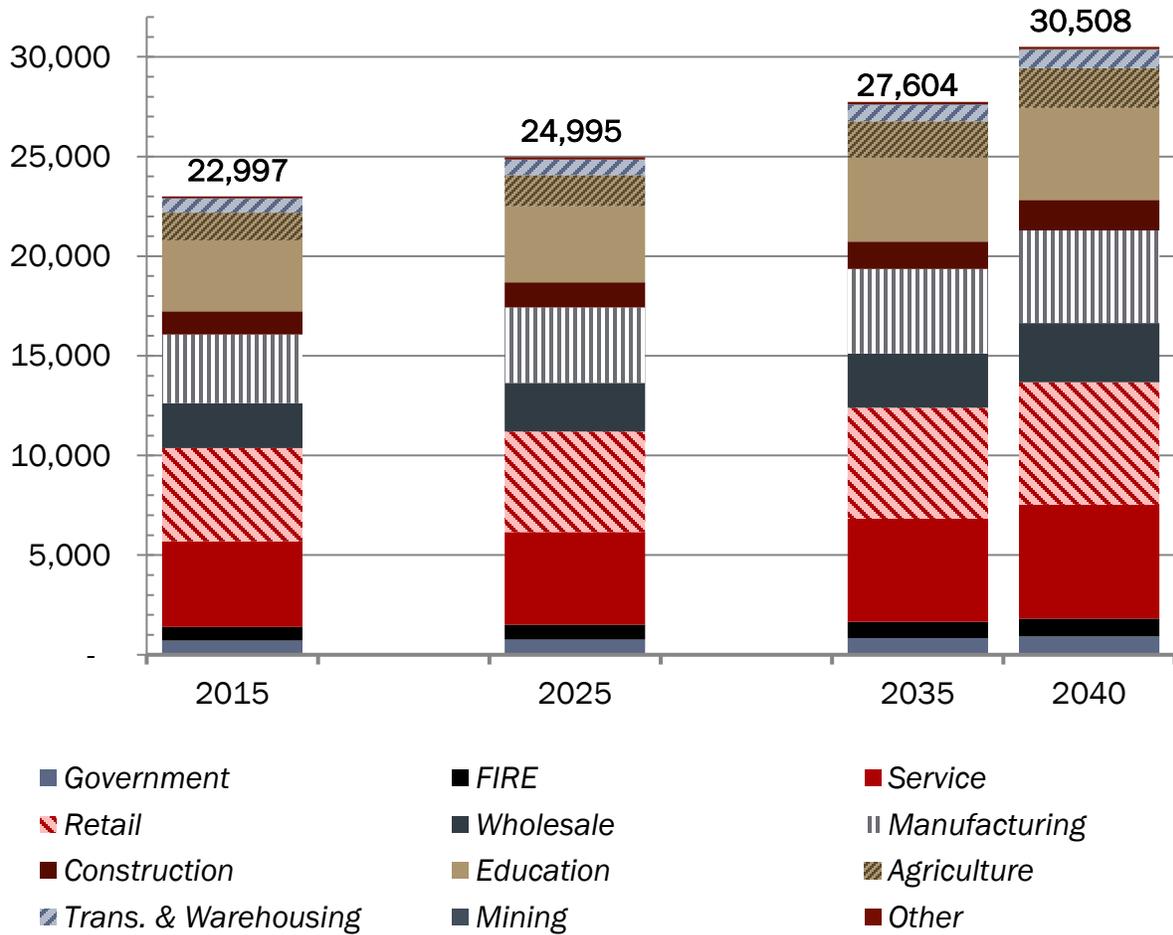


Figure 3: Franklin County Employment Estimates within Transportation Model Boundaries (Greater Pasco Area)

Source: BFCG; (FIRE” is Finance and Insurance, Real Estate)

In summary, employment is expected to steadily rise in Franklin County, although the rate of increase is anticipated to be lower than that of the residential population increase.

FOR MORE INFORMATION:	The Benton-Franklin Trends website at http://bentonfranklintrends.org/ contains additional data and information on demographics, as well as various economic indicators, education statistics, measures of environmental sustainability, and more.
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LAND OWNERSHIP

In Franklin County (including incorporated areas) there are approximately 8,410 acres of land under local government ownership (cities, county, ports, school districts, agencies, etc.) as shown on **Map 3**. The largest landholders in the category are the Port of Pasco, the City of Pasco, and Pasco School District #1.

Federal Lands account for approximately 81,480 acres of land within Franklin County, including land held by the US Army Corps of Engineers, the Bureau of Land Management (BLM), the US Bureau of Reclamation and Bonneville Power Administration.

Next, the State of Washington controls around 36,430 acres of land within Franklin County, the vast majority of which is held by the Department of Natural Resources (DNR) which accounts for nearly 31,000 acres. The other state agencies include the Department of Transportation, Department of Fish and Wildlife, Department of Corrections, and State Parks and Recreation, among others.

There are no Native American (Indian) reservations in Franklin County, although the Yakama Nation, Umatilla Confederated Tribes and Nez Perce Tribe are potentially interested parties in cultural and historic resources throughout the County.

AGRICULTURE

The majority of land within Franklin County is designed as agricultural lands. The lands designed as such are intended to be generally preserved, with an emphasis on conservation of those areas additionally identified as “Resource Lands” (see the Resource Lands Sub-Element for more information).

Farming activities and agricultural production are an important component of the Franklin County lifestyle, economy, and production of commodities and other goods. Farm sizes in Franklin County have increased in recent years; the average acres per farm in the County was 665 acres in 1997, which had increased to 797 acres by 2017 (Source: Benton- Franklin Trends). This may be many different things, such as an indicator of smaller farms selling out to larger enterprises, increases in irrigation efficiency that allows for additional land to be put into production, and so forth.

Between 1997 and 2017, the share of farmlands which are irrigated have steadily declined from 39.2 percent in 1997 to 30.2 percent in 2017. In 2017, there were 188,119 acres of irrigated farmland in 1,808 farms. Overall, in 2017 the County had 614,768 acres in farm production.²

LAND USE COMPATABILITY

Farming

Conflicts sometimes arise between farmers and their non-farm neighbors. Franklin County has adopted a “Right to Farm ordinance” to protect farmers from nuisance lawsuits that may result from these conflicts.

Land Uses and Development Near the Tri-Cities Airport

The Tri-Cities Airport in Pasco ranks third in the state for the number of enplanements. Franklin County has adopted by Ordinance an airport overlay zone. Two maps govern development and land uses surrounding the airport – one map identifies “Airport Compatibility Zones” which relates primarily to land uses. The other map is the “Tri-Cities Airport Future Part 77 Zones Map” which relates to navigable airspace and is important to consult for structure heights and locations. The Part 77 airspace is shown on **Map 4** of this Plan.

Restricting development in the zones and established protection areas near the airport ensures compatible land uses adjacent to the airport and enables future development and air service to Franklin County without major disruption or incurring safety hazards. The airport area includes lands directly within the immediate sphere of influence of the airport, both in terms of immediate operations and long-range development plans.

² Source: Benton-Franklin Trends

The Port of Pasco's 2020 Airport Master Plan (or as amended) should be consulted for more information on the Airport.

Land Uses and Development in Military Training Flight Locations

The US Military uniformed services conduct training flights over the eastern portion of the County. For reasons of national security, pilots are requested to avoid flight at and below 1800' MSL (mean sea level) in this area. The Franklin County Planning Department will review permits and land use permits that could result in the establishment of very tall structures (such as wind turbines) and inform the military of pending requests for their review, to avoid conflicts. The military training routes and the height (above ground) which the military aircraft are flown at are shown in **Map 4**.

Land Uses near Dams

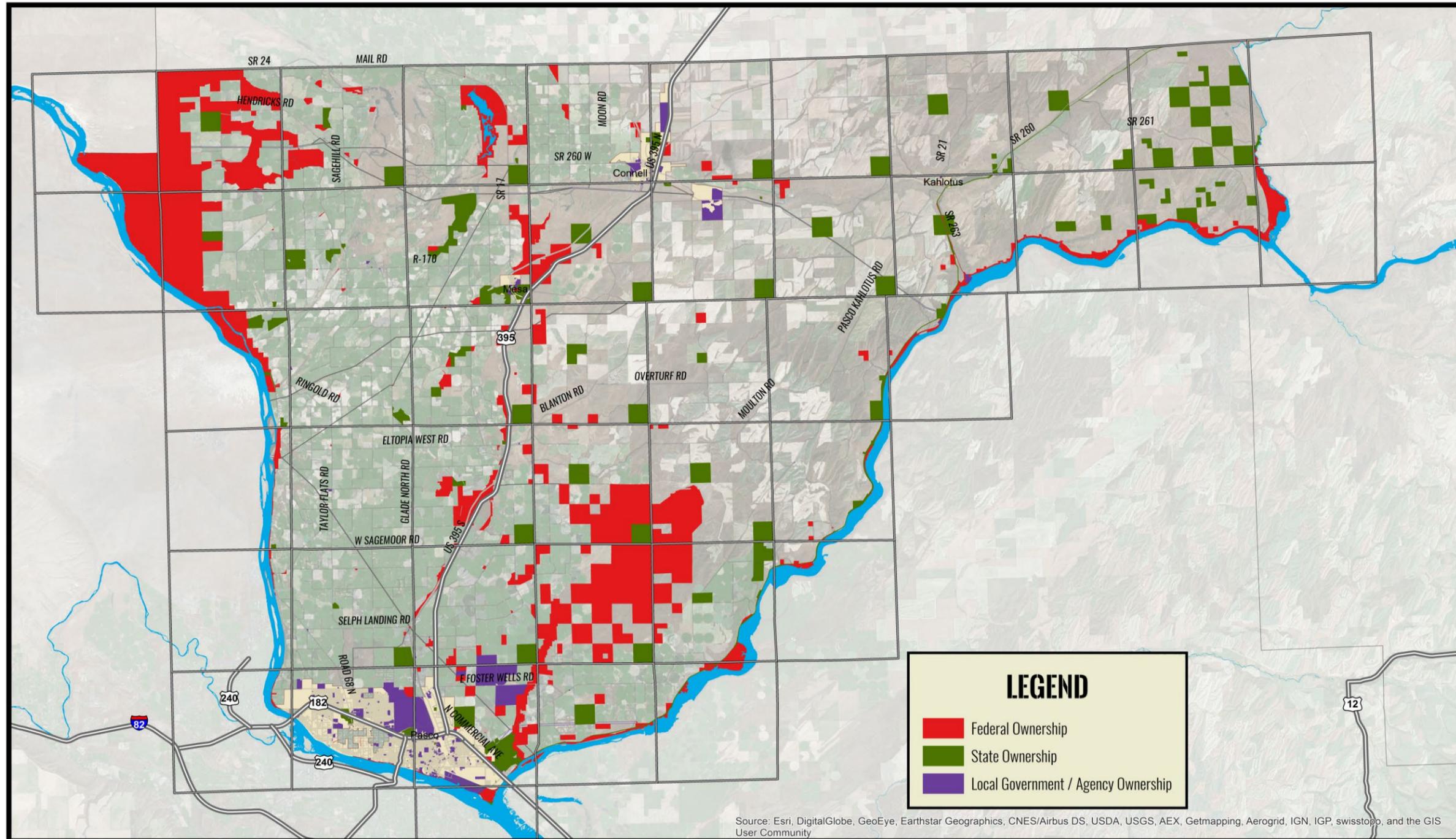
There are presently 33 dams in Franklin County that are regulated by the State, according to the Department of Ecology³. This count includes structures that can impound 10 acre-feet (about 3.2 million gallons) or more of water or watery material (such as mine tailings, sewage and manure waste) at the dam crest elevation, and which are not overseen by the Federal Government (exempted under WAC 173-175-020). State dam safety policies are rules are promulgated in Chapter 173-175 WAC.

Washington State uses a *Downstream Hazard Classification* system, which gives a simple indication of the setting downstream of a dam to reflecting consequences if the dam were to fail and release the reservoir into the downstream valley. The classification does not reflect the condition or operational characteristics of the dam. There are nine dams which are identified as having a "significant" downstream hazard, while two dams, the Pasco Process Water Reuse Storage Lagoon and the West Bank Project Reservoir (at Flat Top Ranch) are ranked as having a "high" downstream hazard.

WAC 173-175-220 states, "In those cases where a failure of the dam could pose a risk to life based on the current level of development in downstream areas (downstream hazard classes 1A, 1B, 1C, and 2, WAC 173-175-130), an emergency action plan (EAP) shall be developed and submitted to the department for review and acceptance. The purpose of the plan is to establish procedures for responding to unusual or emergency situations and procedures for detecting, evaluating, communicating and initiating notification or warning to individuals who may be at risk in downstream/upstream areas. Requirements associated with EAP's are listed in WAC 173-175-520. The department (Ecology) may issue an acceptance after determining the EAP is substantially complete."

³ Department of Ecology - Water Resources Program - Dam Safety Office, Publication #94-16, Sept. 2020

Map 3: Franklin County Public Ownership of Lands (2018)



LAND USE MAP

The Franklin County official Land Use Map (**Map 5**) establishes policy regarding how land may be developed. The County's development regulations (including the zoning map, zoning regulations, the city's subdivision ordinance, and so forth) are used to carry out the policies expressed in this Comprehensive Plan. Additionally, certain quasi-judicial land use decisions and planning determinations (including Conditional Use Permits and Re-zonings) rely on the Comprehensive Plan to provide the foundation for those determinations made by the decision-making authority.

The major land use designations illustrated on **Map 5** include:

1. **Urban Growth Areas** and lands within the UGA areas of the respective cities adopted UGAs.
2. **Rural Areas** - unincorporated areas of the County where there is rural living and employment. There are seven types of rural areas, as described in the Rural and Resource Element
3. **Government** - These areas are lands held by the federal or state in permanent reserves including the Hanford Reach National Monument and the Juniper Dunes site.
4. **Agriculture** - The vast majority of land on the Land Use Map is classified as Agricultural. The areas may be used for dry land or irrigated farming. Additionally, these lands may also be undeveloped open space, used for irrigation systems, or used for government purposes (federal or state lands).

The Rural and Resource Element also includes mapping that shows the designation of Natural Resource Lands; selected areas are designated as "Agricultural Resource Lands" or "Mineral Resource Lands" which is an "overlay" to the County Land Use Map.

Map 5: Land Use Map

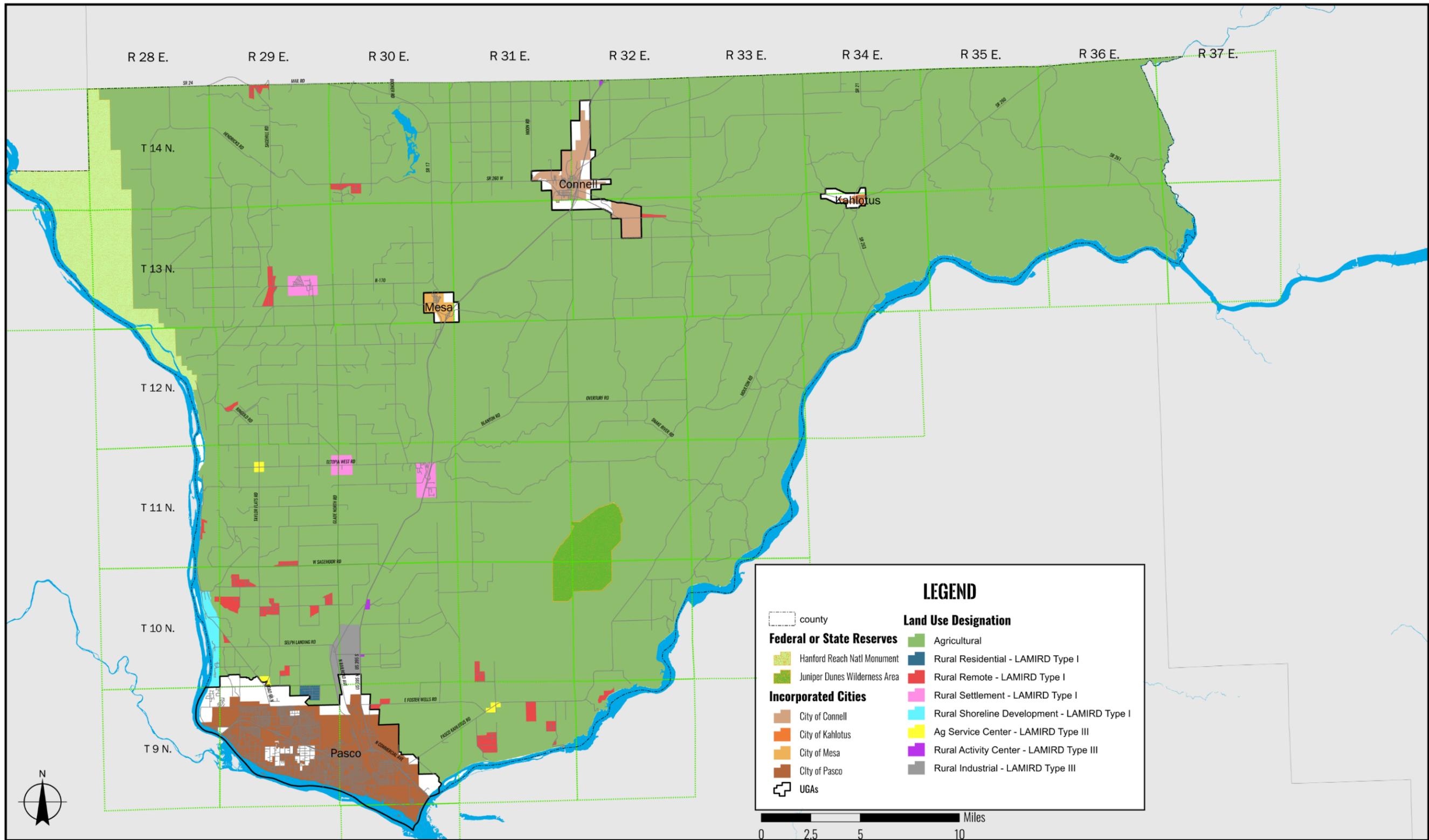


Table 13 provides a summary of the distribution of the different categories as displayed on the map. The purpose for each land use designation, and a discussion of where the designations should be assigned, is included in the “Rural and Resource” Element of this Plan.

Table 13: Distribution of Land Designations

LAND USE MAP DESIGNATION	LAMIRD TYPE (SEE RURAL AND RESOURCES ELEMENT)	ACREAGE	SHARE
N/A (Incorporated Areas or UGAs)	N/A	41,352	5.2%
Agricultural	N/A	715,555	89.4%
Federal or State Reserves	N/A	31,583	3.9%
Rural Residential	I	409	0.1%
Rural Remote	I	4,681	0.6%
Rural Settlement	I	2,775	0.3%
Rural Shoreline Development	I	1,550	0.2%
Agricultural Service Center	III	453	0.1%
Rural Activity Center	III	113	<0.1%
Rural Industrial	III	2,321	0.3%
TOTAL:		800,793	100%

Table 14 shows the Land Use Map designations and the implementing zoning districts that correspond with the designation.

Table 14: Land Use Map Designations and Implementing Zoning Districts

LAND USE MAP DESIGNATION*	IMPLEMENTING ZONING DISTRICTS
Agricultural <i>*Agricultural lands may additionally be designed as resource lands</i>	AP-20 Agricultural Production zone AP-40 Agricultural Production zone
Federal or State Reserves	AP-20 Agricultural Production zone AP-40 Agricultural Production zone
Rural Residential	C-2 Rural Service Commercial zone RR-1 Rural Residential 1 zone
Rural Remote	RR-5 Rural Residential 5 zone RC-5 Rural Community 5 zone
Rural Settlement	I-2 General Industrial zone RC-1 Rural Community 1 zone RC-5 Rural Community 5 zone C-2 Rural Service district zone
Rural Shoreline Development	RC-1 Rural Community 1 zone RC-5 Rural Community 5 zone
Agricultural Service Center	I-2 General Industrial zone RC-1 Rural Community 1 zone RC-5 Rural Community 5 zone C-2 Rural Service district zone
Rural Activity Center	C-2 Rural Service Commercial zone
Rural Industrial	I-2 General Industrial District zone RC-5 Rural Community 5 zone
Urban Growth Areas	The following county zoning districts may be assigned where consistent with, and to implement, a City's Land Use Map and Comprehensive Plan, provided that urban services are available where applicable:

LAND USE MAP DESIGNATION*	IMPLEMENTING ZONING DISTRICTS
	<p>RT Residential Transition zone C-1 Retail Business district zone C-2 Rural Service district zone C-3 General Business district zone C-R Regional Commercial district zone I-2 General Industrial zone O Office district zone R-2 Medium-density Residential district zone RS-40 Residential Suburban district zone RS-20 Residential Suburban district zone I-3 Heavy Industrial district zone</p> <p>In addition, the following districts which are not currently used on the Franklin County map, and are therefore considered “floating zones” may also be assigned in the UGA, although the County should also assess if these zones may be eliminated: RS-2 Rural Settlement Area Medium Density Zone RS-12 Residential Suburban District Zone RS-1 Residential Suburban District Zone R-1 Low Density Residential District Zone R-3 Medium Density Residential District Zone RMHP Mobile Home Park District Zone B-P Business Park District</p>

** Additionally, the lands may be designed as “Mineral Resource Lands” – see the Rural and Resource Element for further information and mapping*

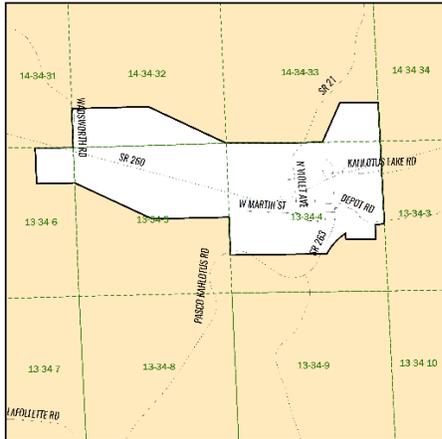
Traditionally, the Franklin County Land Use Map has not shown land use classifications for areas within City’s Urban Growth Areas (incorporated and non-incorporated). The authority for assigning Land Use designations and the responsibility for planning the development in those areas (such as capital facilities and transportation systems planning) is assumed by the respective cities. However, Franklin County retains jurisdictional control for zoning, land use permits (such as Conditional Use Permits and Shoreline Permits), building permits, and subdivision review. As a result, continued positive coordination between the County and City planning and building departments are of paramount importance, especially when a city Land Use map must be interpreted for implementing county zoning districts and so forth.

URBAN GROWTH AREAS

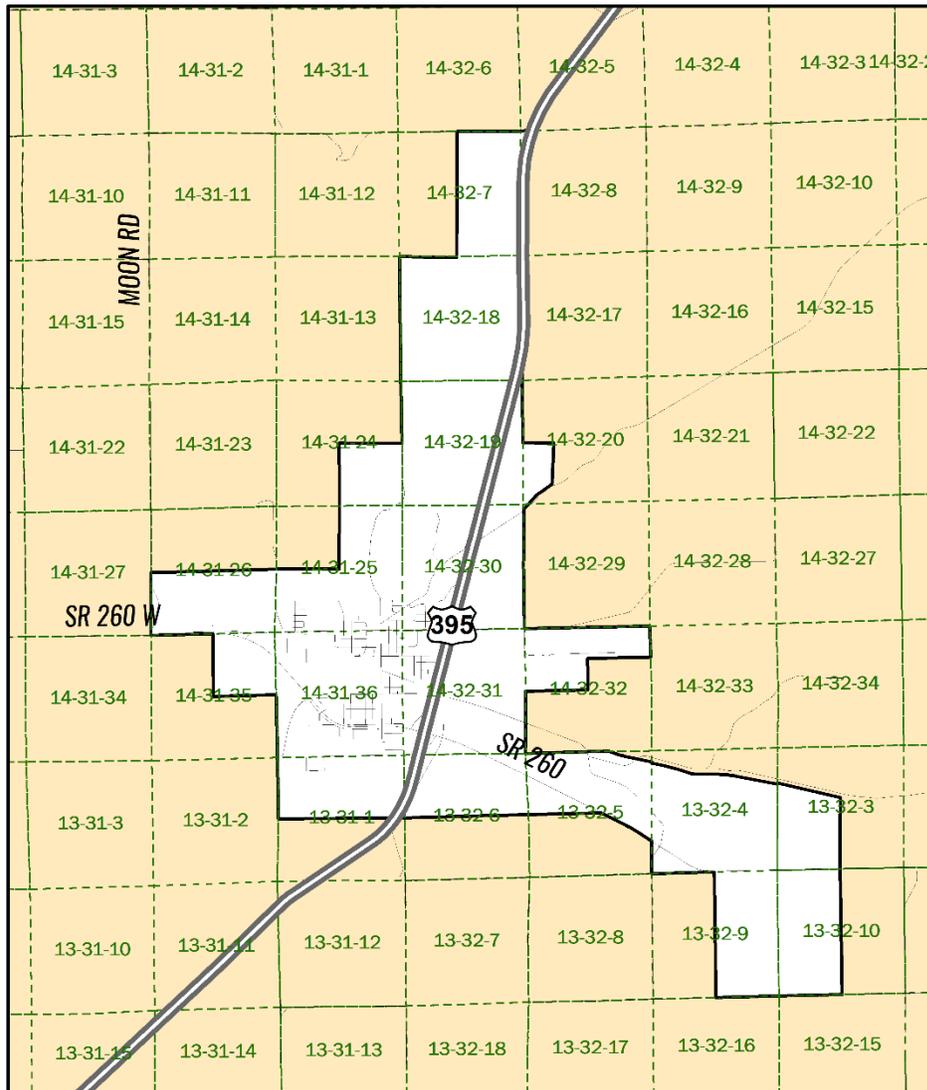
Urban Growth Areas encompass the incorporated cities and towns and, thus includes most of the population, in Franklin County. Each municipality has a designated Urban Growth Area which extends beyond its incorporation limits. Growth in these areas consists of commercial and industrial activity and residential uses in a wide range of densities.

Each UGA also includes unincorporated areas characterized by urban growth and/or adjacent areas within which urban infrastructure and services are provided or planned to be provided during the 20-year planning period of this document. UGAs are currently designated for the cities of Pasco, Connell, Mesa, and Kahlotus. Maps of the respective UGA boundaries are shown on **Maps 6 through 9**. The individual city’s comprehensive plans need to be consulted for the assigned Land Use designations.

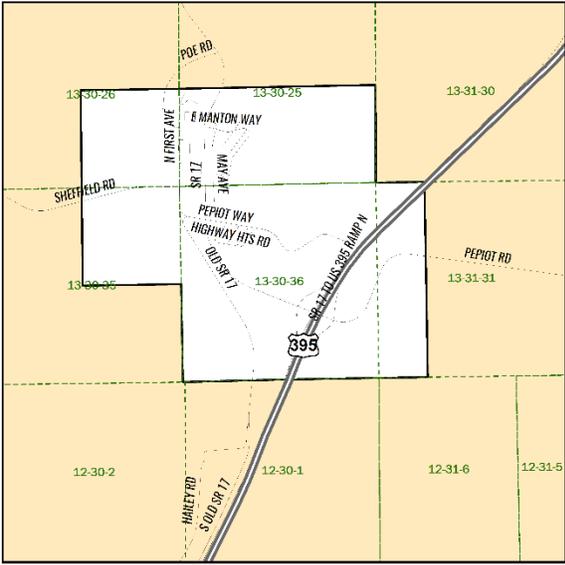
Map 6: Kahlotus Urban Growth Area



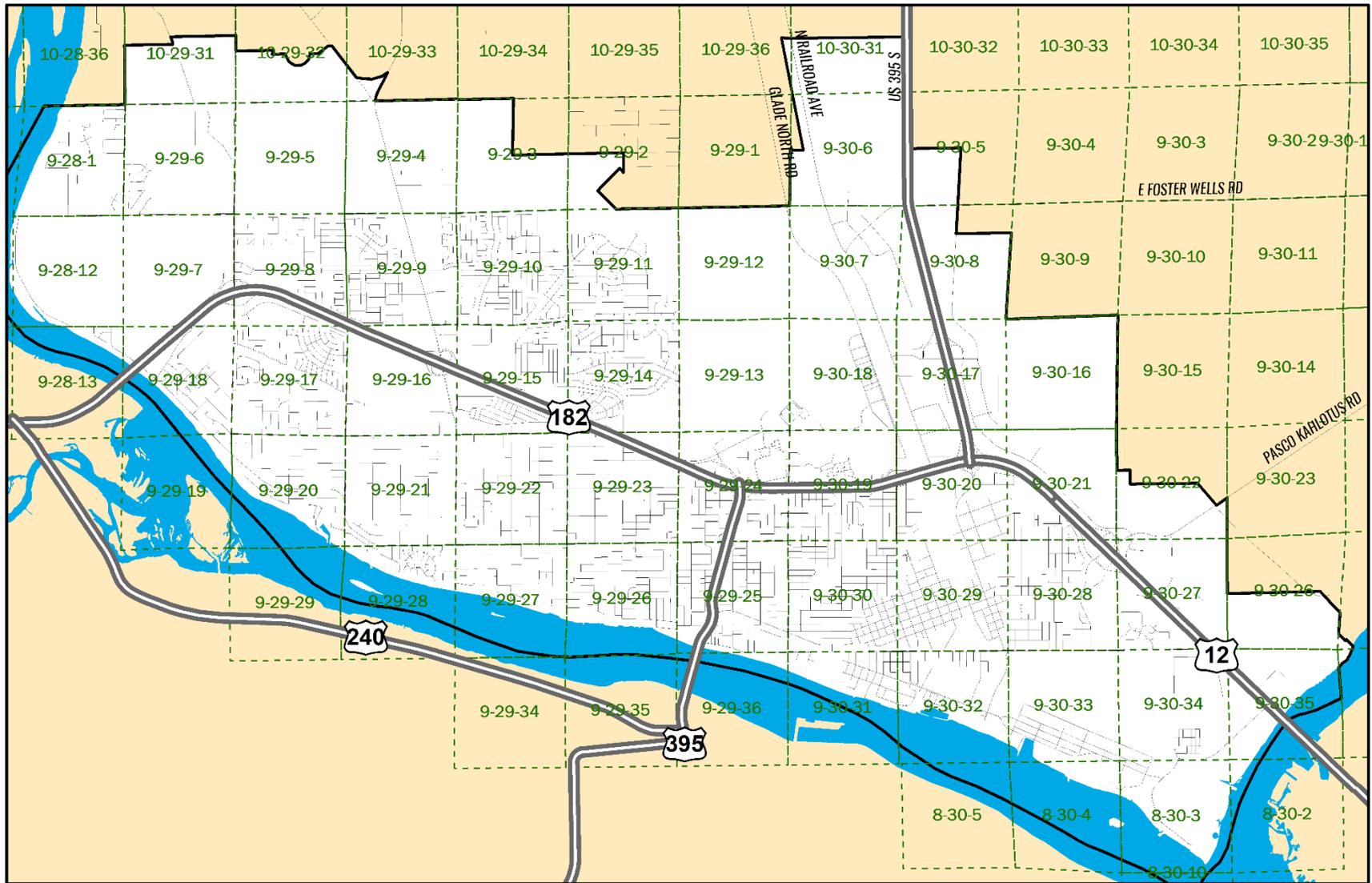
Map 7: Connell Urban Growth Area



Map 8: Mesa Urban Growth Area



Map 9: Pasco Urban Growth Area



New land use development with urban characteristics will be encouraged to locate first in areas with existing public infrastructure and service capacity, and later in areas where public or private infrastructure and services are planned or can be provided in an adequate manner.

Planning for such growth accomplishes two GMA goals:

- 1) The efficient provision and utilization of public facilities and services, including public transportation; and
- 2) Reduced conversion of resource land into sprawling low-density development.

UGA capacity is based upon intended land use, environmental constraints, forecasted population, transportation systems, available public infrastructure, and open space.

The following goals and related policies define how UGA boundaries are determined and establish guidelines on how they should be developed.

Policies for Urban Growth Areas

1. Each city within Franklin County is included within a designated Urban Growth Area.
2. The lands contained within Urban Growth Areas for each city shall be assigned a Land Use classification by the City, which shall be clearly identified on the City's Comprehensive Plan Land Use Map.
3. Population projections used for designating Urban Growth Areas will be based upon information provided by the Office of Financial Management.
4. Designated Urban Growth Areas should include an amount of undeveloped area to adequately accommodate forecasted residential growth and all associated development for the next 20 years.
5. Designated Urban Growth Areas should include those portions of the County already characterized by urban growth and having existing public infrastructure, public facilities, and service capacities to service existing and future growth.
6. Designated Urban Growth Areas should include those areas that are within the recognized utility service areas of each city.
7. The size of Urban Growth Areas will vary due to regional settings and should be adequate to promote viable economic development strategies, promote choices in housing accommodations, and ensure adequate lands are available for associated open spaces and public purposes.
8. Municipalities should limit the extension of water and sewer service to areas within each jurisdiction's Urban Growth Area.

Policies for City/ County Development Standards

1. Joint county/city standards shall be established for development within each individual city's Urban Growth Boundary, but not beyond corporate limits of cities or Urban Growth Boundaries. It is in the public interest that joint standards be developed to preclude the creation of substandard infrastructure and property divisions that burden the public with unnecessary costs to correct. These standards should include:
 - A. Street locations, both major and secondary;
 - B. Street right-of-way widths;
 - C. Street improvement widths;
 - D. Street improvement standards;
 - E. Lots and blocks including special lot reservation system when public sewer concurrency cannot be provided;
 - F. Curb and gutters;
 - G. Sidewalks for secondary streets;
 - H. Road construction standards;
 - I. Cul-de-sac, location and dimensions;

- J. Storm drainage facilities, quantity, quality, and discharge locations;
 - K. Street lights, conduit, fixtures, locations;
 - L. Sewer, septic regulations, private sewer, dry sewer facilities;
 - M. Water, pipe sizes, locations, fire flows, uniform codes;
 - N. All building requirements;
 - O. Subdivision and platting requirements including parks and open space;
 - P. Collection and use of development impact fees as appropriate;
 - Q. Factory Assembled Structure regulations as appropriate;
 - R. Zoning ordinance: permitted uses in Urban Growth Areas, setback, building heights, lot coverage as appropriate;
2. The availability of the full range of urban governmental services will be subject to the annexation policies of the adjacent municipality.
 3. The timing of utility extensions into the Urban Growth Area should be consistent with the adopted capital facilities plan of the adjacent municipality.

Polices for County and City Planning within Urban Growth Areas

1. City and County planning efforts will be coordinated within Urban Growth Areas.
2. The County and each city will jointly develop and implement development, land division and building standards, and coordinate permit procedures for the review and permitting of new subdivisions within Urban Growth Areas.

Polices for Governmental Cooperation

1. Coordinate with other governmental units in preparing development regulations.
2. Work within the Benton-Franklin Council of Government's Committee structure to develop consistency among the various jurisdictions that are planning under GMA.
3. Work with other state agencies such as the Department of Natural Resources and the Department of Fisheries and Wildlife when developing regulations, which would impact those agencies.
4. Work with the Office of Financial Management in the siting of essential public facilities of regional and statewide importance.
5. Participate with communities within the County in developing regulations that are consistent with each other and provide a smooth transition between rural areas and urban cities.
6. Develop compatible subdivision and zoning regulations.
7. Establish interlocal-agreement addressing the collection of impact mitigation fees within UGAs.

GENERAL LAND USE GOALS AND POLICIES

Goal 1. Encourage urban growth within designated Urban Growth Areas.

Under GMA, most growth within the County should take place within Urban Growth Areas. Urban types of growth cannot take place outside UGAs. Further, cities are primarily, but not solely responsible for providing urban services (e.g. water, sewer) within UGAs. This goal and related policies define how UGA boundaries are determined and establishes guidelines on how they should develop.

Goal 1 Policies:

1. Areas designated for urban growth (including commercial, industrial, residential, public facilities, etc.) should be determined by preferred development patterns, residential densities, and the financial and technical capacity of the community to provide appropriate levels of governmental services.

2. Urban growth should occur within Urban Growth Areas only and not be permitted outside of an adopted Urban Growth Area except for new fully contained communities, master planned resorts, and major industrial sites.
3. Sufficient area should be included in the Urban Growth Areas to accommodate a minimum 20-year population forecast and to allow for market choice and locational preferences.
4. Allowances should be made for greenbelt and open space areas, wildlife habitat, migration routes and other environmentally sensitive areas when determining land requirements for Urban Growth Areas.
5. Development should be sited within designated Urban Growth Areas in the following priority:
 - A. Areas already characterized by urban growth which have existing public facilities and service capacities sufficient to serve such development; and
 - B. Areas already characterized by urban growth that is not presently served by existing public facilities or services but for which facilities and services will be provided by either public or private sources.
6. Urban government services should be primarily provided by cities.
7. Infill development, higher density zoning and small lot sizes should be encouraged where services have already been provided and sufficient capacity exists.
8. The County, cities, or interested citizens may initiate an amendment to an existing Urban Growth Area through the annual Comprehensive Plan amendment process.
9. Expansions of Urban Growth Areas may occur within adjacent rural lands only after it has been demonstrated there is insufficient land within the existing Urban Growth Area.
10. The County and the cities should mutually establish areas of future urbanization to direct future urban growth toward those rural and non-prime farm lands where services and facilities can be economically and logically extended, and away from farm lands of long-term commercial significance.
11. Explore the possibility of providing density bonuses when development rights are transferred from resource lands of long-term commercial significance to appropriately zoned and serviced receiving areas within the Urban Growth Areas.
12. Mandate provision of urban level facilities and services prior to or concurrent with development. Services included, but are not limited to water, adequate wastewater treatment, roads, schools, transit, and where appropriate, parks, and recreation facilities.
13. Adopt measures to ensure that sprawl and leapfrog zoning and development are discouraged.
14. Encourage well-designed, compact development in Urban Growth Areas to save taxpayers and ratepayers money, conserve water, and provide affordable development options.
15. Encourage low-impact development, which manages stormwater to mimic natural hydrologic conditions through Best Management Practices (BMPs) and appropriate site-planning techniques.

Goal 2. Provide for an orderly, phased transition from rural to urban uses within the Urban Growth Area.

As unincorporated lands within UGAs are annexed into cities, a plan must be in place to create a smooth transition from county to city jurisdiction. This goal encourages coordination between county and cities in terms of development standards, service provision, and financing mechanisms to ensure that consistent standards are maintained.

Goal 2 Policies:

1. Mutually enact an Urban Growth Management Agreement to coordinate County policy for the transition of lands to urban use with cities, agencies and other entities vested with responsibility to provide or oversee delivery of urban services in the following areas:
 - A. Land uses and subdivision planning;

- B. Common development standards;
 - C. Urban services delivery/infrastructure financing;
 - D. Urban service boundary amendment criteria;
 - E. Urban Growth Area amendment criteria;
 - F. Focused Public Investment Areas;
 - G. Common glossary of terms.
2. Designate an Urban Transition or Urban Reserve area, which extends from the urban service area set by the service provider's Capital Facilities Plan(s) to the Urban Growth Area perimeter. Designate and prioritize Focused Public Investment Areas both inside and outside the urban service area and facilitate coordinated and collaborative public infrastructure investment.
 3. Through land use controls, prevent conversion of land in urban growth areas to uses/densities that cannot be urbanized by:
 - A. Requiring cluster development where it is clear that urban services are not immediately available and when it is feasible to approve interim community water and/or sewer systems.
 - B. Requiring connection to public water and sewer systems where available, including interim community systems or facilities where feasible.
 - C. Providing a conversion plan identifying how the balance of the property could urbanize when all services are available.
 4. Consider approving urban development outside of urban service areas when provisions have been made for:
 - A. Acceptable standard streets, and
 - B. Water and sewer service, including an operation/maintenance fund for those interim systems, which are beyond typical ratepayer services (such as an interim sewerage lift station where gravity feed trunk service is not immediately available but a lift station could result in connection to the waste water system).
 5. Ensure that the costs of extending urban services in advance of the service provider's adopted Capital Facilities Plan is paid by the applicant with provisions for capital cost recovery, where appropriate ("latecomers agreement").
 6. Encourage full urban standards for developments within the UGA meeting the County's minimum urban standards or the respective city's standards whichever is higher. Improvements must be installed in accordance with approved plans.
 7. Review current interlocal planning and service agreements and restructure governmental and financing mechanisms as needed to ensure timely, scheduled access to urban services.
 8. Land within unincorporated portions of the UGAs will continue to be under County jurisdiction until such time as annexation to a city occurs or an area incorporates.
 9. Adopt measures to ensure that growth and development in the Urban Growth Areas are timed and phased consistent with the provision of adequate public facilities and services.
 - A. "Public facilities" include:
 - i. Domestic water systems
 - ii. Streets, roads, sidewalks, lighting systems and traffic signals
 - iii. Wastewater treatment (sanitary sewer) systems
 - iv. Park and recreational facilities
 - v. Storm water
 - vi. Schools
 - B. "Public Services" include:
 - i. Law Enforcement

- ii. Fire Protection
 - iii. Public Health
 - iv. Education
 - v. Environmental Protection
 - vi. Recreation
 - vii. Other services including power, transit, libraries
10. Urban Growth Areas outside the corporate limits of a municipality shall be subject to joint municipality-county planning. Joint planning shall coordinate (but not be limited to) the following:
- A. Zoning, subdivision and other land use approvals in designated Urban Growth Areas of municipalities;
 - B. Appropriate service level standards for determining adequacy and availability of public facilities and service;
 - C. The rate, timing, and sequencing of boundary changes;
 - D. The provision of capital improvements to an area.
11. Joint planning may be based upon factors including, but not limited to, the following:
- A. Contemplated changes to municipal boundaries;
 - B. The possibility that development, capital improvements, or regulations will have significant impacts across jurisdictional boundaries;
 - C. Consideration for how public facilities and services are and should be provided and by which jurisdiction(s);
 - D. Consideration of how economic development may best be encouraged and supported.

Goal 3. Encourage the maintenance, preservation, conservation, and otherwise continue in existence adequate open space lands for the production of food and fiber and to assure the use and enjoyment of natural resources.

Goal 3 Policy:

- 1. Administer and implement an Open Space Program and Public Benefit Rating System.

Goal 4. Recognize the transitional nature of agricultural uses within the Urban Growth Area.

A number of farming operations exist in the UGAs. This goal recognizes that the choice to continue farming or to develop these lands rests with the farmer.

Goal 4 Policy:

- 1. Land in farm use within the UGA is eventually needed for urban development, however, the decision to convert to urban development rests with the landowner.

Goal 5. Recognize the right to farm and farm use as a legitimate activity within the UGA prior to conversion of property to urban use.

This goal seeks to ease the pressure on farmers to convert farms until they are ready. It also recognizes the conflicts that may arise between farmers and their non-farm neighbors, and seeks to protect farmers from nuisance lawsuits that may result from these conflicts.

Goal 5 Policies:

- 1. Allow agriculture and farming operations as a permitted conditional use on existing parcels within the UGA.
- 2. To ensure compatibility and reduce conflicts between farm uses and new urban uses, establish site plan requirements including special siting criteria, setbacks, or review procedures for new or expanded land uses, which by their nature are especially sensitive to farm operations. Such uses

may include urban residential development, schools, day care facilities, hospitals or medical clinics, outdoor recreational facilities and similar uses.

3. Review applications for Conditional Use Permits for potential conflicts with surrounding farming activities and operations.

Goal 6. Encourage development of neighborhoods that support a high quality of life.

Individual neighborhoods determine the quality of urban life. Neighborhood planning and design can affect the availability and quality of housing, public health and safety, scenic/aesthetic quality, access to recreation, and individual or community identity.

Goal 6 Policies:

1. Provide density incentives and bonuses to reward projects which:
 - Treat environmental features sensitively;
 - Include parks, other public or private open spaces, and interconnected pathways;
 - Are designed to promote security and safety within a neighborhood and community context; and
 - Utilize other design features to enhance the quality of life for residents and the larger neighborhood.
2. Develop neighborhood design compatibility standards to assure that urban infill projects will not reduce property values in existing neighborhoods.
3. Expedite review of land development projects that meet neighborhood design standards and provide fully serviced, complete neighborhoods.
4. Integrate health and safety features and considerations in new neighborhoods and residential developments and promote development patterns that increase physical activity.
5. Encourage property owner participation in the creation of local plans for public improvements, zoning, and other planning concerns.
6. Foster a harmonious relationship between the natural and developed environment, and protect scenic view and geological features from intensive development.
7. Ensure adequate mitigation, such as buffering and transition requirements, between incompatible land use types.
8. Publicly recognize land development projects that exemplify creativity and excellence in neighborhood design.

Goal 7. Achieve the maximum degree of compatibility between adjacent land uses

Goal 7 Policies:

1. Achieve the maximum degree of compatibility between adjacent land uses.
2. Wherever practical, buffering should be employed for the aesthetic enhancement between differing land uses.
3. Implement codes, such as building, fire, and sign codes, in the public interest and for the purposes of promoting public health, safety and welfare.
4. Implement the Comprehensive Plan through zoning, for the purpose of promoting the health, safety, convenience, comfort, prosperity and general welfare of the present and future citizens who reside, work, play or worship in Franklin County.
5. Regulate the division of land within unincorporated Franklin County.

Goal 8. Prevent development which will infringe upon, or be incompatible with, present and future airport uses and operations

Goal 8 Policies:

1. Land use in the area around an airport and underlying the air approach should be planned with safety and potential noise problems in mind. Open space uses are most desirable such as agriculture, parks, cemeteries, golf courses, etc. Industrial uses are appropriate if located in a planned park. Very low-density residential use in compliance with Rural and Resource Land Use sections and with sound-reduction would additionally be appropriate.
2. Industrial site development in the airport area should be planned with airport needs as well as neighborhood residential needs in mind and performance standards for noise should be established and enforced.
3. Maintain communication with the appropriate personnel when land use proposals, SEPA review, or permits are considered in areas where military training flights occur, that could result in the development of very tall structures, including but not limited to wind turbines.

RURAL LANDS SUB-ELEMENT

This **Rural Lands Sub-Element** of the Franklin County Comprehensive Plan addresses unincorporated portions of the County outside of UGAs. This element works in tandem with the **Land Use Element** to form the basis for future land use patterns and uses. Furthermore, the policies contained in this element relate to the Comprehensive Plan land use map designations that are included in the Land Use Element.

The **Natural Element** should be consulted for specific information about the County's resources not found here, including soils, groundwater, and Critical Areas, which are protected from certain development. The Resource Lands Sub-Element includes the designation of Resource Lands.

Growth Management Act Framework

The GMA requires the County to include a rural element in its Comprehensive Plan. The rural element must describe and accommodate land uses that are compatible with the character of rural areas.

What does "Rural" mean?

Historically, rural land use was construed to be agriculture and other rural activities. With passage of the Growth Management Act, agricultural lands and land containing minerals were classified as natural resource lands. Rural lands became those areas which were not essential to agricultural use or mineral extraction.

Rural Character

Rural lands are those areas outside of the UGAs and which are not classified for agriculture or designated as resource lands. Rural areas allow low to moderate densities that can be supported and sustained without urban services; primarily community or public water and sewer service. In accordance with GMA, development cannot occur in rural areas if it is urban in character. Rural areas are traditionally used for hobby farms, tree nurseries, green housing, agricultural crops, livestock, mineral extraction and processing, and low-density residential development.

Through the GMA, **Rural Character** has been defined as follows (RCW 36.70A.030(20)):

"Rural character" refers to the patterns of land use and development established by a county in the rural element of its comprehensive plan:

- A. In which open space, the natural landscape, and vegetation predominate over the built environment;
- B. That foster traditional rural lifestyles, rural-based economies, and opportunities to both live and work in rural areas;
- C. That provide visual landscapes that are traditionally found in rural areas and communities;
- D. That are compatible with the use of the land by wildlife and for fish and wildlife habitat;
- E. That reduce the inappropriate conversion of undeveloped land into sprawling, low-density development;
- F. That generally do not require the extension of urban governmental services; and
- G. That are consistent with the protection of natural surface water flows and groundwater and surface water recharge and discharge areas.

Rural land characteristics may include:

- Open space and natural environment
- Limited public services
- Areas of transition between urban, resource and critical areas
- Non-resource areas that may be added to the Urban Growth Area over time
- Industrial and commercial uses not requiring urban services, provided they are compatible with densities and land uses of rural areas and the natural environment

- Small-scale agricultural operations
- Home occupations and cottage industries, provided they do not adversely affect the surrounding uses and the environment
- Industries in rural areas related to and dependent upon natural resources like agriculture and minerals
- Development densities that support and maintain rural area characteristics
- Areas developed to rural standards prior to GMA that have existing and historic patterns of settlement and character

Areas in Franklin County with a rural land use designation include many of the qualities above and retain the rural/ agrarian character of the County, while offering a variety of lifestyle choices for the residents of Franklin County.

Residential development within rural lands is generally low density, with parcels varying between one and two acres to five acres in size that are served by individual wells and septic tanks as well as private roads. The majority of parcels are five acres in size. Private roads are required to be consistent with existing county road standards. Service to the private roads can be somewhat limited because of challenges relating to snow removal, maintenance, and emergency vehicle access. Although some parcels have limited access, all development must be able to be served by emergency vehicles (fire, police, and ambulance).

Development in rural land areas may also include commercial and industrial enterprises that complement agricultural activities in the County. The conversion of undeveloped land into sprawling, low-density development is not permitted in the rural area.

LIMITED AREAS OF MORE INTENSIVE RURAL DEVELOPMENT (LAMIRDS)

There are several areas of more intensive development throughout the County that have historically been places for rural residents to live and work. The GMA characterizes these rural areas as “Limited Areas of More Intensive Rural Development” (LAMIRDS). LAMIRDS are classified as Types I, II, or III. LAMIRDS are required to have a “logical outer boundary” (LOB) beyond which development is not allowed. The LOBs of one or more LAMIRDS may not be combined.

Type I LAMIRDS

Type I LAMIRDS consist primarily of existing areas developed before the Growth Management Act was adopted by the state. Type I is neither rural nor urban.

Allowed uses include

- Commercial
- Industrial
- Residential
- Mixed-use areas

Typical uses include shoreline development, villages, hamlets, rural activity centers or crossroads developments. All Type I LAMIRDS, except an industrial area, must be designed to serve the existing and projected rural population.

Type II LAMIRDS

Type II LAMIRDS would allow:

- More intense development of existing small-scale recreational or tourist uses
- New development of small-scale recreational or tourist uses
- Commercial facilities to serve those recreational or tourist uses that rely on a rural location and setting but which do not include new residential development

A small-scale recreation or tourist use is not required to be principally designed to serve the existing or projected rural population. Public services and public facilities may be permitted provided it does not permit low-density sprawl. Residential development should only accommodate forecasted population increases within the life of the Comprehensive Plan.

There are no Type II LAMIRDs established in Franklin County.

Type III LAMIRDs

A Type III LAMIRD allows

- The intensification of existing isolated nonresidential uses
- New development of isolated cottage industries and isolated small-scale businesses that are not designed to serve the existing and projected rural population and nonresidential uses, but do provide job opportunities for rural residents

Logical Outer Boundaries

LOBs were established by delineating the area of existing development. The outer boundaries were then adjusted in some areas to coincide with physical features such as bodies of water, roads, and landforms. Adjustments were also made to avoid irregular boundaries, providing a block of land rather than areas that could potentially house strips of development. Final Logical Outer Boundaries include some undeveloped lands but predominately delineate the built environment.

Type I LAMIRDs: A Type I LAMIRD must be bound by LOBs delineated predominately by the built environment. Further, the LOB will not be extended beyond its tightest logical boundary.

Types II and III LAMIRDs: LOBs may be established to include additional lands where there is a logical boundary delineated primarily by the built environment.

Generally, expansion of LAMIRDs and their associated LOB is not permitted by the GMA but in rare cases it may be appropriate.

RURAL LAND USE CATEGORIES

In this section the various Rural Land Use Categories are identified and described. Maps identify the various areas.

The maps identify areas as follows, and use a consistent coloring scheme, with Urban Growth Areas shown in Dark Grey and agricultural lands depicted in green (with transparency):

Rural Lands Categories

-  Rural Residential - LAMIRD Type I
-  Rural Remote - LAMIRD Type I
-  Rural Settlement - LAMIRD Type I
-  Rural Shoreline Development - LAMIRD Type I
-  Ag Service Center - LAMIRD Type III
-  Rural Activity Center - LAMIRD Type III
-  Rural Industrial - LAMIRD Type III

This plan provides for a variety of lifestyle choices in the rural areas and protects rural character.

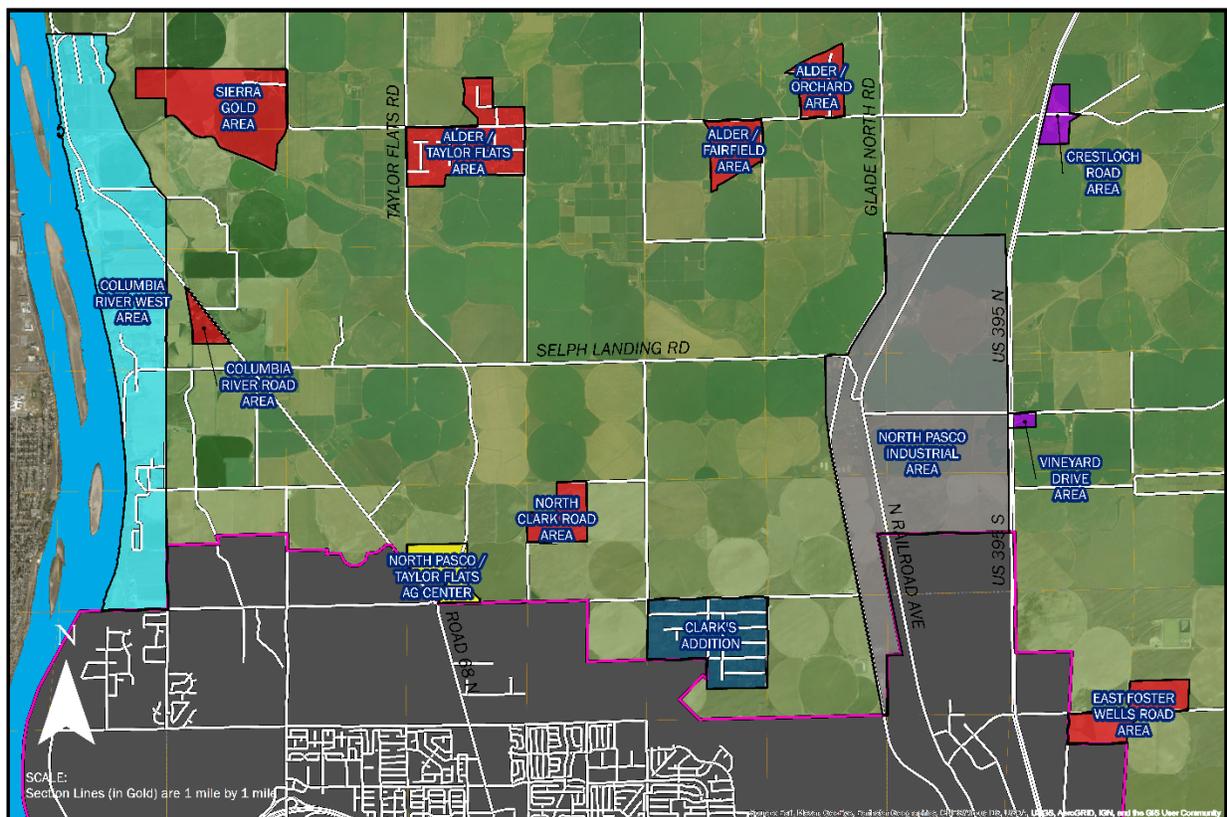
RURAL RESIDENTIAL

Rural Residential areas are characterized by residential development that occurred prior to the Growth Management Act and are Type I LAMIRDs⁴. These areas are located north of Pasco and act as a transition between the UGA and the County's resource lands. The developments were created through traditional County Subdivision and Short Plat ordinances; guidelines and were designed for 1-acre in-fill lots and the construction of County roads. The LOB for these areas will not expand during the life of this Plan. The lots will in-fill at maximum residential density of one dwelling unit per acre. Other than approved hobby farms and home occupation type activities, commercial and industrial uses are discouraged from these areas. This designation provides for the development and redevelopment of lands and is intended to be residential in character.

Policies for Rural Residential Areas

1. Provide for the orderly transition between urban and agricultural land uses.
2. Contain the size of the Rural Residential area without expanding the established LOB.
3. Limit commercial and industrial activities and encourage residential development and home occupations.

Map 10: LAMIRDs near Pasco



⁴ In 2021, the Deseret area (which was Rural Residential) was added to the Pasco UGA.

Clark's Addition Area

The area has been a historic location for rural residential development. In-fill development has been continuous within the LOB since the adoption of the County's Growth Management Plan. This LAMIRD is located north of Pasco, south of Clark Road, west of Road 36 and west of Glade North Road. Internal roads include Road 36, Road 42, Road 44, Janet Road, Ivy Road, Melody Lane, Quail Road, and Roberta Roads. This development area acts a transitional area between the Pasco Urban Area and agricultural lands. The LOB for infill development is Clark Road to the north, Road 36 to the east, Road 52 to the west, and the perimeter of the existing tract boundary to the south (lots 20 acres or less in size). (See **Map 10**)

RURAL REMOTE

Rural Remote areas are characterized by residential development that occurred through an exemption to the State Platting law prior to the GMA. This exemption process lacked a formal County land use review process. This land use category includes 21 separate pre-GMA neighborhoods⁵.

Most lots in these areas are five acres in area, have private wells, on-site sewage disposal, and private gravel roads, and the perimeter of each designated area is established around existing parcel boundaries. No expansion of the boundaries is envisioned during the term of this Comprehensive Plan and in-fill of the lots may occur at a minimum lot size of five acres only. All of these 21 rural development areas are TYPE I LAMIRDS.

Policies for Rural Remote Areas

1. Protect property rights, encourage infill, and limit expansion of the LOB.
2. Recognize and protect neighborhoods developed prior to GMA while encouraging infill.
3. Limit commercial and industrial activities and encourage residential development and home occupations.
4. Encourage agricultural production on properties where such use is viable.

Columbia River Road Area

This area is generally located approximately four miles north of Pasco along the west side of Columbia River Road, just north of Selph Landing Road. The land has been historically designated for rural lands and prior to the implementation of growth management legislation was divided into nine tracts that are approximately five acres in size. The LOB for this remote development is the perimeter of the tracts' existing boundary with Columbia River Road as the eastern perimeter. (See **Map 10**)

North Clark Road Area

The area consists of five-acre tracts with the exception of a few smaller parcels and one parcel greater in size than five acres. The area is generally located east of Taylor Flats Road, and north of Clark Road. The tracts are located in the NW ¼ of Section 34 Township 10N, Range 29E. The LOB for this area directly follows the boundary of the existing tracts. (See **Map 10**)

Sierra Gold Area

The area consists mostly of five-acre tracts with a few larger parcels included in the area. It is generally located west of the north-south segment of Alder Road, south of Birch Road, north of Helm Drive, and approximately one mile from the Columbia River. The tracts are adjacent to the irrigation district canal right-of-way to the south and Alder Road to the east. The LOB for this remote development is the perimeter of the tracts' existing boundary. (See **Map 10**)

⁵ In 2021, the Byers Road/ Iris Lane area (which was Rural Remote) was added to the Pasco UGA.

Alder/ Taylor Flats Area

The area consists mostly of five-acre tracts. The area is generally located east of Taylor Flats Road, along Alder Road. The tracts are located both north and south of Alder Road. South of Alder Road, the area’s LOB consists of the perimeter of the tracts but also generally is adjacent to Taylor Flats Road, north of Brewster Lane, and west of Bellevue Road. The boundary for the tracts to the north of Alder Road once again follows the tracts existing perimeter and includes private roads such as Clearview, Amber, and Topaz. (See Map 10)

Alder/ Fairfield Area

The area consists mostly of five-acre tracts with the exception of a few larger parcels. The area is generally located west of Glade North Road, east of Dayton Road along Alder Road and is located south of Alder Road. The area’s LOB consists of the irrigation canal right-of-way to the south of the tracts, Fairfield Drive to the east, the perimeter of the tracts to the west and Alder Road to the north. (See Map 10)

Columbia River Road North/ Fir Road Area

This area is generally located approximately eight miles north of Pasco, south of the West Fir Road and Columbia River Road intersection along the east side of Columbia River Road. The lands are scenic in nature and are situated along the Columbia River. Prior to the implementation of growth management legislation, lands in this area were divided into sixteen tracts that range in size from three to ten acres. The LOB for this remote development is the perimeter of the tracts’ existing boundary with Columbia River Road as the western perimeter. (See Map 11)

Alder/ Orchard Road Area

The area mostly consists of five-acre tracts with the exception of a few larger parcels. It is generally located west of Glade North Road, east of Dayton Road along Alder Road. The area is located north of Alder Road. This area’s LOB involves irrigation canal rights-of-way along the east and north boundaries with the west boundary being the perimeter of the existing tracts. Interior roads are Clover Lane, Garden Drive, and Orchard Road. (See Map 10)

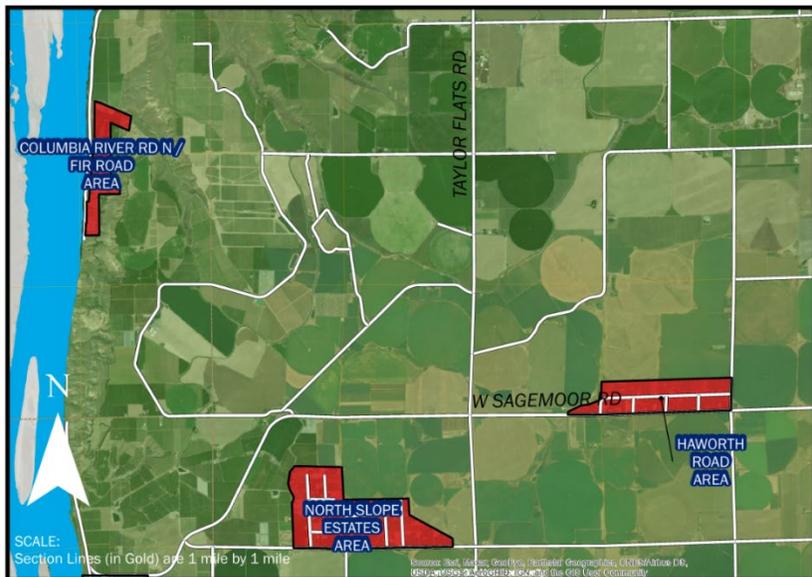
East Foster Wells Road Area

The area consists of five-acre tracts. It is generally located north of the City of Pasco, east of Highway 395 and on the north and south sides of East Foster Wells Road. The area is in the Northeast ¼ of Section 8 and the Southwest ¼ of Section 4, Township 9N, Range 30E. There are approximately 33 tracts in this area. The LOB for this remote development is the existing perimeter of the tracts. (See Map 10)

Columbia River Road North/ Fir Road Area

This area is generally located approximately eight miles north of Pasco, south of the West Fir Road and Columbia River Road intersection along the east side of Columbia River Road. The lands are scenic in nature and are situated along the Columbia River. Prior to the implementation of growth management legislation, lands in this area were divided into sixteen tracts that range in size from three to ten acres. The LOB for this remote development is the perimeter of the tracts’ existing boundary with Columbia River Road as the western perimeter. (See Map 11)

Map 11: LAMIRDs near the Taylor Flats Rd/ Sagemoor Rd intersection



Haworth Road Area

The area consists mostly of five-acre tracts of which there are approximately 34 tracts. The LOB for the area is the existing perimeter of the tracts. The area is located along the north side of Sagemoor Road, west of Dayton Road, and east of the irrigation district canal right-of-way. (See **Map 11**)

North Slope Estates Area

The area consists mostly of five-acre tracts with the exception of a few smaller parcels. The area is generally located north of Birch Road, west of Taylor Flats Road and east of Sagemoor Road. The LOB for this area is Birch Road as the south boundary, irrigation canals right-of-way to the west and east, and the tract perimeter as the northern boundary.

(See **Map 11**)

Map 12: LAMIRDs near the Hendricks Rd/ Sagehill Rd Intersection

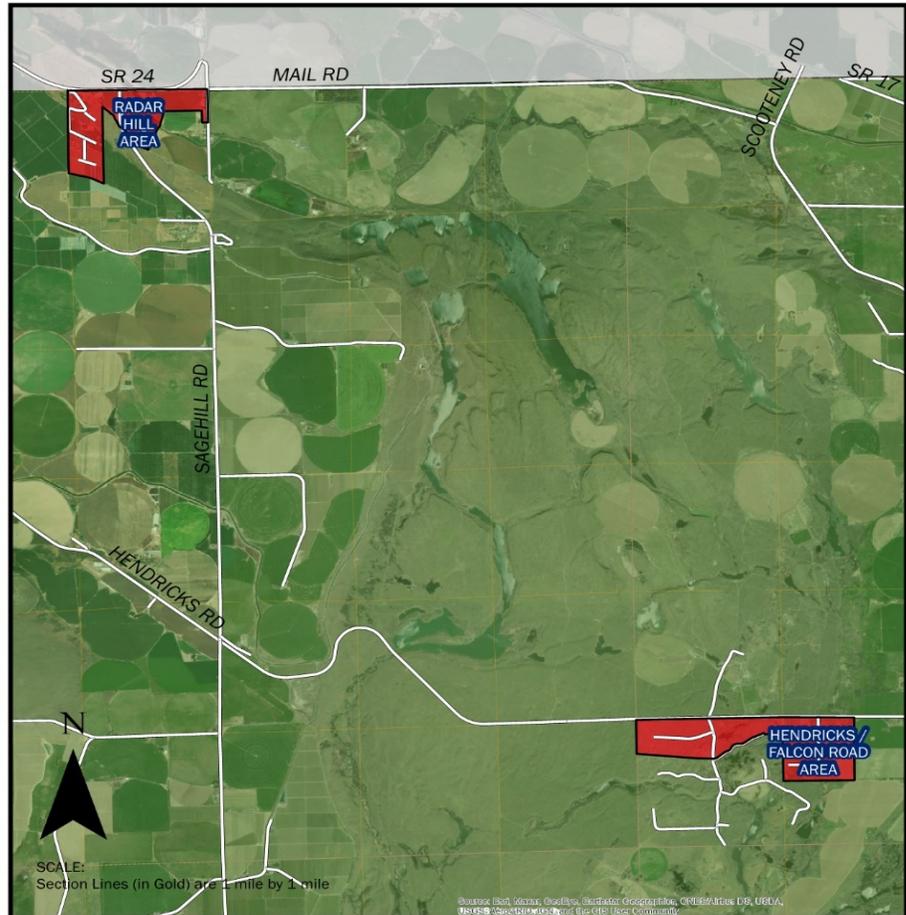
Hendricks/ Falcon Road Area

The area consists of five-acre tracts. The area is generally located in north Franklin County between Sagehill Road and Scootenev Road on the south side of Hendricks Road. More specifically, the land is in Township 14N, Range 30E, Section(s) 31 and 32. The LOB for this area is Hendricks Road to the north and the edge of the existing five-acre tracts on the west, east, and south boundaries. The boundary follows the perimeter of the existing tracts. (See **Map 12**)

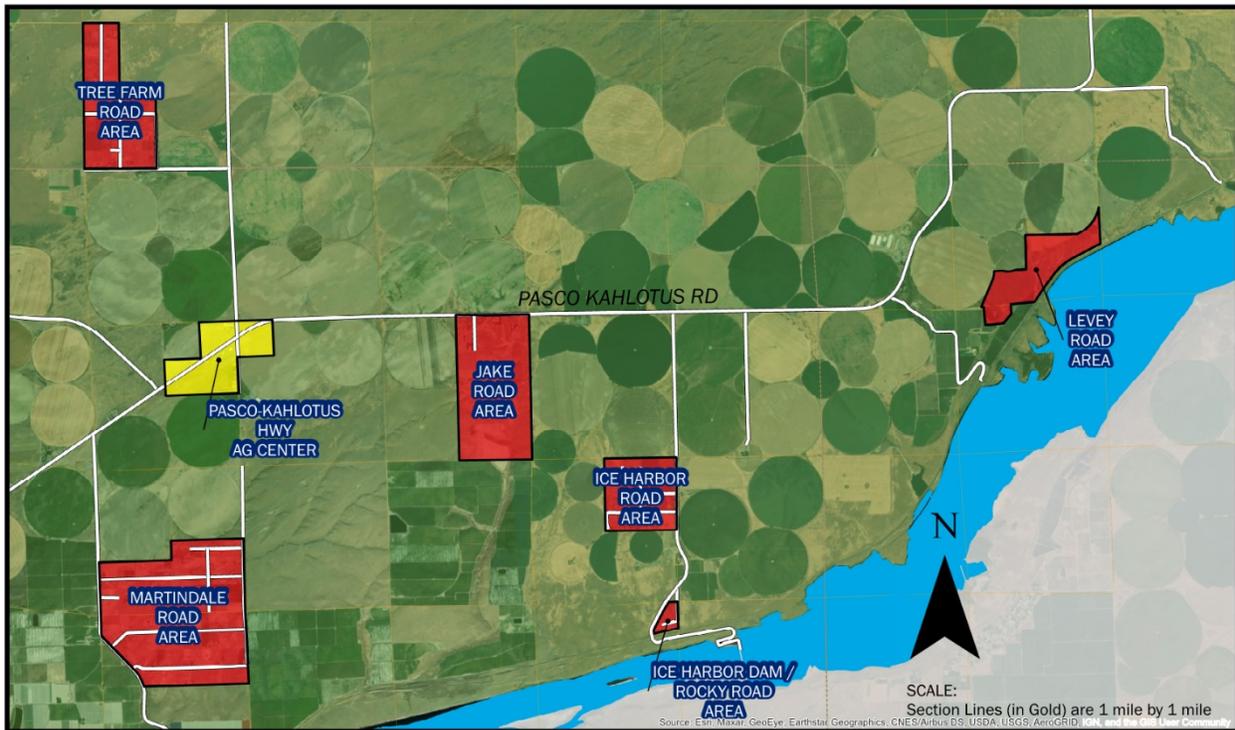
Radar Hill Area

The area consists mostly of five-acre tracts with the exception of a few larger parcels. The LOB for this area is Radar Hill Road to the east, the South Columbia Irrigation Drainage to the south, the 15-40 percent slope along Sagehill Road, and the outer boundary of the five-acre

tracts to the west. The northern boundary for this area is the Franklin County/Adams County line. The boundary follows the perimeter of the existing tracts. (See **Map 12**)



Map 13: LAMIRDs near Pasco-Kahlotus Road



Tree Farm Road Area

The area consists of five-acre tracts. The area is generally located north of the Pasco-Kahlotus Highway in the West ½ of Section 32, Township 10N, Range 31E. The tracts are accessed from Pasco-Kahlotus Highway via Peterson Road. Internal roads include Kepps, Galloway, Tree Farm, Meeker, and Haugen Roads. The LOB for this remote development is the existing perimeter of the tracts. (See **Map 13**)

Martindale Road Area

The area consists mostly of five-acre tracts with a few larger parcels included in the area. It is generally located north of the Snake River, south of the Pasco-Kahlotus Highway along the east side of Martindale Road. Internal private roads servicing the area are Green Road, Decker Road, Moore Road, and Arousa Roads. The LOB for this remote development is Arousa Road along the east, Martindale Road along the west and the tracts' existing perimeter to establish the north and south borders of the area. (See **Map 13**)

Jake Road Area

The area consists of five-acre tracts and is generally located south of the Pasco-Kahlotus Highway in the East ½ of Section 10, Township 9N, Range 31E. There are approximately 64 tracts within this area and the LOB for this remote development is the existing perimeter of the tracts. (See **Map 13**)

Ice Harbor Road Area

The area consists of five-acre tracts and is generally located one mile south of the Pasco-Kahlotus Highway along the west side of Ice Harbor Road. The area has been developed with 32 tracts which are accessed by private lanes and roads. Internal roads are Jessica Road, O'Brian Road, and Coltsfoot Road. The LOB for this remote development is the perimeter of the existing boundary of the tracts. (See **Map 13**)

Ice Harbor Dam/ Rocky Road Area

The area consists of tracts less in size than five acres. The area is generally located along the north side of the Snake River, south of the Pasco-Kahlotus Highway along the east side of Ice Harbor Road and north of the Ice Harbor Dam. The area has been developed with eight tracts that are accessed by private lanes such as Rocky

and Robideaux Roads. The LOB for this remote development is the perimeter of the tracts' existing boundary with Ice Harbor Road to the west and Robideaux Road to the east. (See **Map 13**)

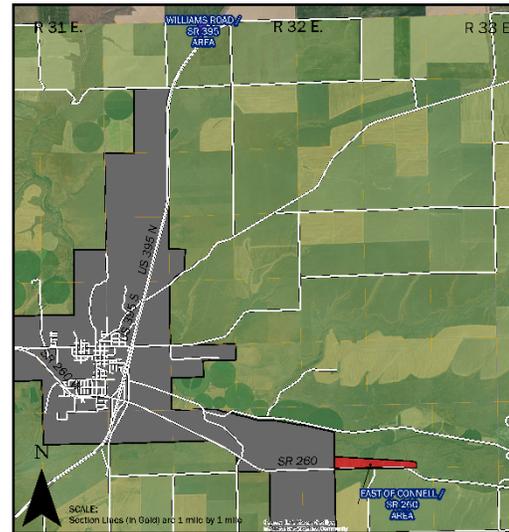
Levey Road Area

The area mostly consists of five-acre tracts and is generally located south of the Pasco-Kahlotus Highway, east of Levey Road, and west of Herman Road in the South ½ of Section 5, Township 9N, Range 32E. The LOB for this area is the tracts' existing perimeter. (See **Map 13**)

Map 14: LAMIRDs near Connell

East of Connell/ Road 260 Area

This area is generally located east of the Connell Urban Growth Area along the north side of Highway 260 and south of Miller Road. The lands are designated non-resource and include 18 tracts that mostly are five acres in size with the exception of one larger parcel. The LOB for this remote development is the perimeter of the existing tracts with Road 260 as the southern perimeter. (See **Map 14**)



Fairway/ Sagehill Road Area

The area consists mostly of five-acre tracts with the exception of a few larger parcels. The area is generally located in north Franklin County and west of the Basin City Rural Settlement Area along R-170. The LOB for the area, starting to the south and moving north, is north of Sheffield Road, west of R-170 and Fairway Ct and east of the irrigation district right-of-way. This area continues north of R-170, along the five-acre tracts moving north along both the east and west sides of Sagehill Road. The boundary follows the perimeter of the existing tracts. (See **Map 15**)

Ringold Road Area

The area consists mostly of five-acre tracts of which there are approximately 16 tracts. The tracts are generally located in the North ½ of Section 30, Township 12N Range 29E; extending into the Southeast ¼ of Section 19. The LOB for the area is the existing perimeter of the tracts. The area is located along the east side of Ringold Road, north of Glenwood Road. (See **Map 16**)

RURAL SETTLEMENT

Rural Settlements are generally small, compact, isolated areas offering a full range of consumer goods and services, libraries, post offices or some type of services such as community water and/or fire protection. A Rural Settlement is generally a designated rural area that functions as a small crossroads business center and provides housing, convenience goods, and services to residents in and around the area. This designation provides for the infill, development and redevelopment of lands with the intention that this area be a mixture of residential, commercial, and industrial. New residential development will be allowed at a minimum density of one dwelling unit per acre provided the land can physically support such development without requiring public sewer or water services, if not currently available.

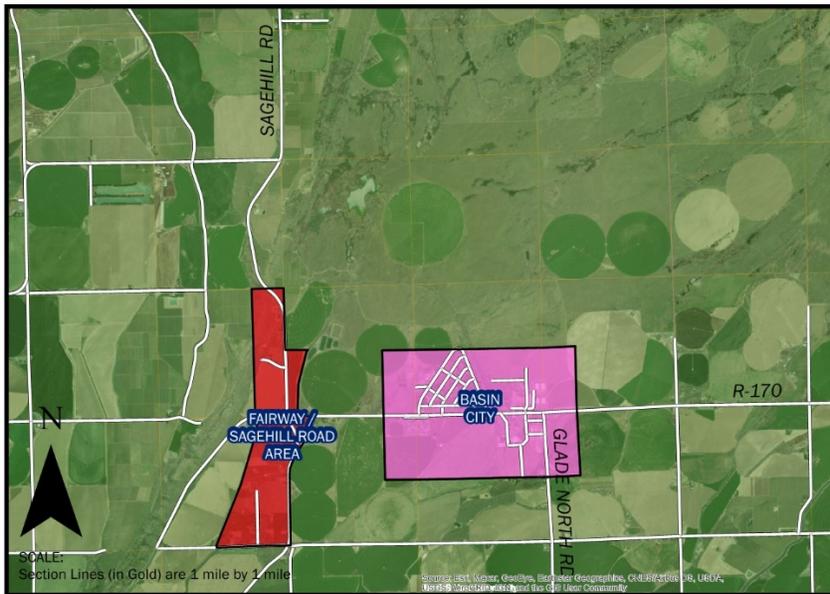
The Rural Settlement land use category recognizes certain developing areas and includes Basin City, Eltopia, and Merrill's Corner. At such time as these settlement areas have sufficient population and express a community interest sufficient to begin planning for and assuming the responsibility for implementation of public water and sewer systems and other public services, their respective planning areas should be included into an adjacent UGA or a new one established. Each of these three development areas was created prior to the adoption of the Growth Management Act and are classified as Type I LAMIRDs.

Polices for Rural Settlement Areas

1. Recognize and protect those rural communities developed prior to GMA while maintaining their respective rural character and minimizing low-density sprawl.

2. Maintain or improve the integrity and livability of rural neighborhoods without urban sprawl.
3. Establish a harmonious relationship between natural areas and the developed environment.
4. Encourage agricultural production on properties when such use is viable.
5. Commercial and industrial uses should be compatible with densities, land uses, and the respective standards of rural areas, and be adequately buffered from residential land use.
6. Economic sustainability should be encouraged through development, redevelopment, and infill within the respective LOB.

Map 15: LAMIRDs near Basin City



Basin City

Basin City has been an integral part of northern Franklin County’s farming community for many years. What was once a crossroads commercial development has grown to become a strong and growing farming area with a population of greater than 1,000. The area consists of commercial, industrial and residential developments. A school, library, daycare facility, restaurant, hardware store, mobile home park, agricultural services, and industrial developments are located in the area.

A Logical Outer Boundary (LOB) utilizing Basin City’s built environment has been established. This boundary includes the area of the Basin City Water District to the north, the area of the mobile home park to the west, the industrial park to the south, and the area adjacent to Glade North Road along the west. This boundary encompasses the existing pre-Growth Management development and tracts in the area. (See **Map 15**)

Map 16: Rural Lands near Eltopia



Eltopia

Eltopia has been a part of Franklin County's farming community for many years. Historically, the area has been a vibrant commercial and industrial community with rail service that provided a valuable service to the farming community. Over the years, this area has continued to decline in the number of commercial businesses, but its residential population continues to be stable. The area has become a residential community with an infill of the historic railroad plat with lot sizes averaging between five acres and a quarter acre in size. Numerous commercial and industrial lots are available for future infill.

A LOB for Eltopia is approximately 1.75 square miles. This includes the five-acre tract development to the south along Highway 395 and the residential plat to the north along Eltopia West Road. A rail line, the Esquatel Coulee and Eltopia West Road all dissect the central portion of the Eltopia Rural Settlement Area. (See **Map 16**)

Merrill's Corner

Merrill's Corner has been an integral part of central Franklin County's farming community for many years. A crossroads commercial and industrial services area, the vicinity continues to develop with new businesses and residential homes. The area consists of agricultural services, residential homes, a gas station, a restaurant, a library, and a post office.

The LOB for Merrill's Corner follows the historic pattern of growth in the area. This historical area consists of residential development to the east, the industrial park development to the south and west and aligns with the half section line to the north. (See **Map 16**)

RURAL SHORELINE DEVELOPMENT

Rural Shoreline Development is characterized by a mixture of half acre to five acre residential developments, scattered single family residences, small farms, and places where residential developments are expected to continue to occur. The existing developments were created through traditional County Subdivision and Short Plat guidelines and the maximum residential density for this area ranges from one dwelling unit per acre to one dwelling unit per five acres. This designation provides for the infill, development and redevelopment of lands with the intention that this area be exclusively residential in nature.

Polices for Rural Shoreline Development Areas

1. Ensure that access to the shoreline is available in accordance with the provision of the Shoreline Management Act and the Franklin County Shoreline Master Program.
2. An adopted pedestrian walkway or trail plan should identify public access points to the shoreline.
3. Public access corridors should be established at the time of subdivision.

Columbia River West Area

Prior to growth management, numerous shoreline lots and adjacent tract developments were built along the Franklin County shoreline. These lots range in size from one-half acres to five acres. In 1995, this area was designated to be included in the Pasco Urban Growth Area. Consistent with the existing land use patterns in the area, development has continued within this area since the adoption of the 1995 Comprehensive Plan. At Pasco's request, this area was removed from its Urban Growth Boundary as part of the 2008 Plan Update and was not included in the 2021 expansion. This area is a Type I LAMRID.

A LOB utilizing the Pasco UGA to the south, the Columbia River to the west, Dent Road to Frazier Road to the South Columbia Irrigation canal right-of-way along the east and Sagemoor Road to the north has been established. This boundary encompasses the existing pre-Growth Management development and tracts in the area. (See **Map 10**)

AGRICULTURAL SERVICE CENTER

Agricultural Service Centers are characterized by a compact core containing agricultural processing facilities and limited services that support local agricultural activities, including small- and large-scale agricultural industries and businesses. Single-family residences and open space are also common. This designation provides for the infill, development and redevelopment of lands and is intended to be an area that is a mixture of agriculturally related residential, commercial, and industrial activities. New residential development will be allowed at a minimum density of one dwelling unit per acre provided the land can physically support such development without requiring public sewer or water services. All Agricultural Service Centers are Type III LAMIRDS.

Polices for Agricultural Service Center Areas

1. Provide a rural center for agri-business and retail, service and residential support.
2. Ensure that the development impacts of an Agricultural Service Center are contained within the LOB and do not detrimentally affect adjacent land uses or transportation facilities.

Mathew's Corner Area

This area developed prior to GMA as a place for crossroads commercial or industrial activities. Its location is central to the County's agricultural community and is located at the corner of Taylor Flats Road and Eltopia West Road. The LOB, similar to the historically used boundary for the area, is a quarter mile in each direction from the intersection. (See **Map 16**)

Pasco-Kahlotus Hwy Ag Center

This area also developed prior to GMA and has been historically designated for Rural Activity Center type development in Franklin County Comprehensive Plans. The heavy agriculture and industrial activities occurring in the area assist in servicing the agricultural areas east of Pasco. Consistent with an Agricultural Service Center designation, the area has been developed with a fire station, airstrip, airport hangers and agricultural supplies. The area is located east of Pasco, along the north and south sides of the Pasco-Kahlotus Highway near the Carr Road and Peterson Road intersections. The LOB for the area includes the area's non-resource lands and one quarter section lines surrounding the main intersection. (See **Map 13**)

Clark & Taylor Flats Ag Center

This area developed prior to GMA, currently consists of agricultural processing facilities and storage and is an area that is accessed by five different county roads. Road 68, Taylor Flats, Columbia River, Dent, and Clark Roads all intersect in this general vicinity. The LOB is the perimeter of the southwest quarter of Section 33, Township 10N, Range 29E. The subject area is bordered by the north side of Clark Road and Dent Road, the

east and west sides of Columbia River Road and Taylor Flats Road, and the north boundary of the northerly property line of the existing agricultural processing facility (known as Douglas Fruit)⁶. (See **Map 10**)

RURAL ACTIVITY CENTER

Rural Activity Center Areas are characterized by small-scale businesses normally located near the crossroads of intersecting roads in the rural portions of the County. These businesses are typically constructed to serve the local areas and the traveling public. Normally, business related activities are predominant in these areas with the exclusion of new industrial and residential activities. This designation provides for the infill, development and redevelopment of lands within the Rural Activity Center Boundary and requires the activities be commercial in nature. Existing centers are at Crestloch and SR 395.

All Rural Activity Centers are Type III LAMIRDS.

Policies for Rural Activity Center Areas

1. This land use designation establishes the location of existing or proposed rural commercial nodes, while minimizing adverse impacts to adjoining properties, and prevent the occurrence of low-density rural sprawl.
2. Ensure that the development impacts of a Rural Activity Center are contained within the LOB land use category and do not detrimentally affect adjacent land uses or transportation facilities.

Crestloch Road Area

This area has been designated for Rural Activity Center activities since the 1990s. The area is located between Pasco and Eltopia along the east side of Highway 395 at the Crestloch intersection. The area has been developed with mercantile, agricultural produce sales along with recreational vehicle and large truck parking amenities. To limit traffic related congestion along the Highway, the area has been limited to the east side of Highway 395. Past Comprehensive Plan designations involved both sides of 395 at the intersection. The area's LOB includes the small parcels located on the north and south sides of Crestloch Road, approximately 1/8 of a mile from Highway 395. (See **Map 10**)

Vineyard Drive Area

This area was designated in 2012 with the addition of Vineyard View Marketplace. It is located at the southeast intersection of 395 and E Vineyard Drive, extending 1000 feet east and 650 feet south. (See **Map 10**)

Williams Road/ SR 395 Area

This area has been designated for Rural Activity Center activities since the mid-1990s. It is located in northern Franklin County along the west side of SR 395 near the intersection of Williams Road and the Franklin/Adams County line. This area has been utilized for commercial activities (Post 60) for many years. The LOB for this approximately 20-acre area includes the Franklin/Adams County line to the north, SR 395 to the east and the west line of the northeast quarter of Section 5, Township 14N, Range 32E. W. M. (See **Map 14**)

RURAL INDUSTRIAL

Rural Industrial Area is a historically designated comprehensive plan land use designation in Franklin County. This land use designation is provided for agricultural related industries as well as those industrial uses requiring some distance from urban areas because of nuisance factors such as noise, odors, light, dust, proximity to resources and/or access, etc. The designated Rural Industrial area is located north of Pasco and

⁶ The size of the LAMIRD was reduced in 2021 when the Pasco UGA was extended north.

is characterized with heavy agricultural and industrial uses along both Oregon Avenue and Glade North Roads. Rail service is also provided within the boundaries. Industrial activities such as equipment storage yards, processing, agricultural storage, and power generating facilities are examples of industrial type development in this area.

This type of development is normally provided to serve both the local and regional public. The LOB of these areas will not need to expand during the term of this plan. Typically, commercial and residential uses that are not industrial related are not permitted within this land use category.

Polices for Rural Industrial Areas

1. Encourage the development of rural industrial businesses in Rural Settlement & Rural Industrial areas.
2. Provide an opportunity within a predictable industrial development atmosphere that will foster economic diversity.
3. Ensure that adequate industrial land is available for development.
4. Allow industrial development to occur within areas that are served by police and fire protection, water, and roadways.
5. Non-industrial uses should be discouraged from locating within industrial areas.
6. Encourage diverse economic opportunities and uses compatible with and supportive of a rural way of life.
7. Industrial and commercial uses not requiring urban level services may be allowed in rural industrial areas, such as a contractor's storage yard. However, these uses should be compatible with densities, land uses, and standards of rural areas and be buffered from residential development in Rural Settlement areas.
8. Encourage siting of agriculturally related industries in areas that are appropriate and compatible.
9. Encourage agriculturally related activities to occur within existing rural area boundaries.
10. Encourage siting of agricultural storage facilities and industries within reasonable distances of the source of the commodity.
11. Provide areas for the siting of rural industrial businesses with sufficient buffering to mitigate off-site impacts to adjacent properties of lesser land use intensity.
12. Off-site impacts should additionally be mitigated including but not limited to vehicular traffic generated, noise, atmosphere emissions, and ground water discharges.
13. Industrial development should enhance the economic activity, employment, and tax base without detracting significantly from the rural character or the environmental quality of the County. These areas could include energy production, farm (agricultural) supplies and machinery service and repair, building supplies and materials, contractor's yards, etc.

North Pasco Industrial Area

A Type III LAMIRD, this area has been historically designated for Industrial development in Franklin County Comprehensive Plans. It was formerly known as the "Oregon Street Area" however Oregon Street ends at the 395/182/12 interchange and this area is located along what is now named North Railroad Avenue. The area consists of industrial and heavy agricultural activities such as agricultural storage facilities, processing, cellular communication, chemical fertilizers, natural resources, utilities truck storage, express yards, rail yards, and mining operations. A majority of these activities occur along Glade North Road, North Railroad Avenue, and Selph Landing Roads. The LOB for the area is Glade North Road to the west, Phend Road to the north, SR 395 to the east, and the Pasco Urban Growth Boundary to the south⁷. (See **Map 10**)

⁷ The North Pasco Industrial Area LAMIRD size was reduced in 2021 when the Pasco UGA was expanded further north.

WELLS AND WATER RIGHTS

Water Rights and Use

Water rights are a specific property right that can be held by private citizens, irrigation entities, municipal governments, private and public utilities, and governments. State Law (RCW 90.023.010 Surface Waters and RCW 90.44.035 Ground Waters) describes water rights.

Franklin County has the duty and obligation under GMA to protect surface water and groundwater, both in terms of quantity and quality. In doing so, the County also helps protect rural character. Franklin County also recognizes the important connection of high-quality, ample groundwater to regional economic vitality.

In Washington State, many areas have been subject to “adjudication” by the courts where legal water rights have been legally determined through a court-based decision process. To date, there are no areas in Franklin County where water rights have been adjudicated by the Courts.

Further, no instream rules (rules that would set instream flows for rivers and streams, establish requirements for new water right permits, and possibly close surface waters to new diversions) have been adopted in Franklin County.

Groundwater Wells

Wells are permitted through the Washington State Department of Ecology.

Generally, with a certificated (or perfected) water right, groundwater usage can be allowed within the constraints and features of the applicable water right.

Alternatively, **exempt wells** are allowed as a special case related to water rights. Under certain conditions, the law allows for a groundwater permit exemption (“exempt wells”) for four categories of groundwater uses without a water right permit:

- Domestic (single or group) uses of less than 5,000 gallons per day
- Industrial uses of less than 5,000 gallons per day
- Irrigation of a lawn or non-commercial garden, a half-acre or less in size
- Stock water

(There are no exemptions for the diversion of surface water.)

While permit-exempt wells don’t require a water right permit, the uses are still subject to water law, which is extraordinarily complex in Washington State. Water rights are subject to “first-in-time, first-in-right” rules and other stipulations regarding the need to put water to beneficial use.

The rules governing exempt wells are found in RCW 90.44.050. Generally, the 5,000 gallons per day withdrawal has been used by developers to serve up to six homes at a time – and will sometimes be called “six-packs” by developers. This applies when property is to be subdivided. When there is more than one water connection from a well, the subdivision qualifies as a “public water system” and requires approval and monitoring by the local Health District.

In 2018, in response to the Washington State Supreme Court’s 2016 “Hirst Decision,” (*Whatcom County Hirst (Eric), et al. v. W.Wash. Growth Mgmt Hr’gs Bd, 91475-3*) the Washington Legislature passed ESSB 6091 providing Franklin County with clarification in regards to long-range planning and also removes some uncertainties posed by the “Hirst Decision” regarding the issuance of building permits and subdivisions where exempt wells would be used for domestic uses.

Since Franklin County is not subject to in-stream flow rules, the new law clarifies that certain limitations which have been established for other communities in Washington State (such as limiting well withdrawals below 5,000 gallons per day, or other restrictions relating to building permits) do not apply in Franklin County.

Although withdrawals from exempt wells are exempted from permits, they still remain subject to Washington State laws regarding the seniority of water withdrawals and water rights.

Stewardship

Water is an important and limited resource. Franklin County residents and water users should be focused on efficient and lawful use of water; diligently working to not waste or pollute the water they use to maintain the best quality and quantity of water for all residents and users.

In the future, it could be helpful for a formal study to monitor groundwater availability and to determine if there is potential for exempt groundwater withdrawals to impair surface or groundwater resources. This could potentially be accomplished by using one of the several water studies that have been performed in the Columbia Basin Ground Water Management Area, some of which include modeling. One or more of these could be used with a more specific hydrogeologic study and analysis to address the topics in Franklin County, subject to available resources.

Water Banking

Water Banking is a method where water rights can be transferred from sellers to buyers who will put the water to a beneficial use. The voluntary water rights transfer could be established through a number of mechanisms, including conservation, purchase, lease, or donation. This can preserve water rights and also provide water for presently unmet and future needs. These programs can achieve statewide water resource management objectives including improving streamflow, providing water mitigation, responding to drought conditions, or reserving supply for future needs.

The goal is to transfer the right to use water from a location where it is no longer needed to where it is best used. Water banking via the Trust Water Rights program, facilitated by the Washington State Department of Ecology, is outlined in Chapter 90.42 RCW.

MASTER PLANNED RESORTS

Franklin County's unique physical and rural circumstances offer different destinations for visitors to experience the ambiance of the Columbia Basin. Master Planned Resorts (MPR) may be sited in either the Rural or Resource land use categories. Such siting, however, must be consistent with this Comprehensive Plan's applicable goals, policies and strategies together with County ordinances. Many of the Rural land use categories are also categorized as Type I, II or III LAMIRDS and the siting of a Master Planned Resort must not only be consistent with the existing rural character, intensity of use, and respective mitigation requirements but also the limitations of expanding a LAMIRD. In the Resource land use categories agricultural lands must be protected and preserved, and critical areas protection must be considered. Mineral deposits must also be preserved for future use. Also, the surrounding rural land use character must be preserved, and off-site impacts mitigated to a rural level.

The authorization for a Master Planned Resort (MPR) is provided under RCW 36.70A.360. The guidance provided in that section together with the following goals and policies are intended to facilitate the approvals and siting of an MPR.

RURAL LANDS GOALS AND POLICIES

Goal 1. Maintain the rural character of the County.

This goal and the related policies recognize the importance of maintaining the County's rural character and land uses.

Goal 1 Policies:

1. Ensure that only rural densities and uses are permitted.
2. Maintain rural character with low-intensity rural development.
 - a. Encourage the infill of existing developments before any new developments are approved.

- b. Establish a variety of lot sizes for development while maintaining the rural character.
 - c. Require that development meet design standards for roads, rights-of-way, sewer/septic, domestic water, lighting, and storm drainage, prior to final plat or short plat approval.
 - d. The subdivision of land within areas designated for Rural Settlement, Rural Residential and Rural Shoreline land use may have a minimum lot area of one-acre provided community wells and paved public roads are provided.
 - e. The subdivision of land within areas designated for Rural Remote land use will have a minimum lot area of five acres because of the minimal infrastructure improvements required.
 - f. Subdivisions and short plats should be reviewed for the ability for future development to protect people and property from wildfires and other emergency situations. Providing more than one route "out" of an area is an example of a way to ensure safety and mitigate against potential threats.
 - g. Implement "Firewise" principles and advise property owners on steps they can take to protect life and property from wildfire threat, particularly in remote areas and in areas on the urban "fringe" and in locations where the diversity and amount of fire equipment and available fire-fighting personnel is limited, and especially in cases where property may be difficult to access (such as steep slopes).
3. Promote the use of open space for agriculture, retention of critical features, or passive recreation, using the special assessment programs as incentives.
 4. Encourage the adoption of development standards in rural areas that will enhance the rural quality of life.
 5. Conserve rural resources including but not limited to surface water and groundwater resources.
 6. Where parcelization has already occurred, encourage reconfiguration that allows the same number of lots with a design that will have less impact on surrounding lands.
 7. To ensure compatibility and reduce conflicts between resource uses and rural uses, establish site plan requirements including special siting criteria, setbacks, or review procedures for new or expanded land uses, which by their nature are especially sensitive to farm or mineral operations. Such uses may include residential development, schools, daycare facilities, hospitals or clinics, outdoor recreational facilities, and similar uses.

Goal 2. Define the limits of services available to support a rural way of life.

This goal and its policies address rural lands from a service and density perspective. It defines what type of services (roads, water, sewer) can be expected, and what densities (numbers of houses per acre) may be allowed so that rural areas remain rural.

Goal 2 Policies:

1. Environmental, health, and safety concerns will be a part of the criteria used to determine the intensity to which a specific parcel can be used.
2. Rural area residents should expect the level of public services, such as water systems, emergency services (fire, life and safety) and road improvements (paving, snow removal, dust abatement) will be limited as distance increases from the urban areas.
3. Municipal sewer lines should not be extended into rural areas except to remedy documented groundwater contamination problems or to correct documented existing or impending health hazards. However, community sewer and/or sewer district may be provided in rural areas.
4. Existing public water systems should be used if available and capacity exists. In rural areas where an existing system is not available, and where density allocation/cluster development is proposed, community wells will be required for new development.
5. The County shall implement rural area land development standards to address development in rural areas where adequate and reliable water sources don't exist or where the development of full fire-flow requirements are impractical.

Goal 3. Provide opportunities for Master Plan Resorts that will provide a mixture of recreational, commercial, lodging and resort-residential land uses that are appropriate for the site. GMA Counties may permit Master Planned Resorts (MPRs), which may constitute urban growth outside of UGAs limited by this section. A Master Planned Resort means a self-contained and fully integrated planned unit development, in a setting of significant natural amenities, with primary focus on destination resort facilities consisting of short-term visitor

accommodations associated with a range of developed on-site indoor or outdoor recreational facilities. A Master Planned Resort may include other residential uses within its boundaries, but only if the residential uses are integrated into and support the on-site recreational nature of the resort.

Goal 3 Policies:

1. Encourage MPRs, which do not conflict with existing adjacent land uses, and in those cases where conflicts may be created, ensure that appropriately planned buffers are provided.
2. Provide a process that will encourage MPRs to be high quality developments that are shown to be beneficial to the overall economy of the area and Franklin County, as well as being environmentally sound and appropriate for the site.
3. Plans developed for MPRs will be consistent with other elements of this Comprehensive Plan, particularly the designated Rural and Resource Lands sections.
4. New urban or suburban type land uses, including commercial activities, not associated with a MPR will be prohibited in the surrounding vicinity, except in areas otherwise designated for urban growth.
5. Necessary infrastructure for the MPR development will be provided by the proponent at the time of development, and will be consistent with the size of the development. Actual improvements may be phased concurrent with phased development, provided the overall scope of the project is planned for.
6. Development plans will seek to blend the site development and architecture with the natural character and features of the land, including but not limited to: topography, vegetation, geology, slope, soils, etc. The Master Plan will take all of these features and other considerations such as cultural heritage and the nature of the resource use, into consideration to keep the facility compatible with the surrounding area.
7. Encourage site planning that emphasizes cluster development with low impact site design that reflects the natural land characteristics wherever practical, and defines these clusters with surrounding open space areas.
8. Encourage the MPR to employ local citizens and provide affordable housing for its employees where appropriate for a given MPR site.
9. The design of the MPR will seek to internalize and provide needed facilities, services and utilities, which avoid, where feasible, impacts to existing public systems such as transportation, water, sewer, power, etc.
10. The MPR must have a primary focus on visitor accommodations, including short-term visitors and second homes. Some short-term visitor accommodations will be included in the initial phases.
11. Where the scale and location of the MPR makes it economically feasible, the MPR may also provide basic convenience goods and services to resort guests to reduce offsite traffic demands. Commercial activities will be encouraged to serve and focus primarily on the MPR's resort market and will be located in the interior of the development rather than on the perimeter.
12. All on-site and off-site infrastructure and public facilities and service impacts will be appropriately mitigated. Capital infrastructure and services can be provided in phases to meet the demand of separate development phases. To avoid over sizing, it may be appropriate for these improvements to be designed for total loads rather than peak demands.
13. It is incumbent upon the MPR to provide environmental and archaeological protection for the site.
14. When feasible the MPR will emphasize internal transit-oriented site planning to provide resort guests with convenient linkages between recreational activity areas and housing/lodging facilities through such means as mini-shuttles, bike paths, hiking paths, equestrian trails that minimize an extensive, paved automobile circulation system.
15. Community sewer, water, police and fire facilities may be provided on site, but will be sized to meet only the needs of the development. Existing public service purveyors may provide services as long as costs related to service extensions and any capacity increases generated by the development are borne by the development. MPR sewer and water facilities will not serve intervening uses, except those specifically designated in the Comprehensive Plan.
16. School facility, solid waste service, emergency medical service, storm water drainage facility, parks and recreation and any other public service impacts will be addressed and appropriately mitigated by the MPR.

17. Coordinate the following with local agencies and jurisdictions to assure quick responses in case of emergencies: the transportation/circulation system, emergency services plan, signage, and general access provisions.

Goal 4. Provide opportunities for the seasonal recreational use of farms or ranches engaged in full-time active agricultural use that is appropriate for the site.

The agricultural landscape and activities common within rural and agricultural Franklin County encourage numerous recreational opportunities, which may include but are not limited to; rural style bed and breakfasts, horseback riding, upland bird and water fowl hunting, fresh water fishing in local rivers, lakes or ponds, hiking, rock climbing and others. Agritourism activities include rural style or farm-based bed and breakfasts, visits to wineries/breweries/distilleries, U-pick orchards or berry patches, seasonal events such as pumpkin patches, corn mazes, fall carnivals, and so forth.

Goal 4 Policies:

1. Provide a permitting process for the county to consider the appropriateness for the seasonal recreational use of farms or ranches.
2. Encourage seasonal recreational land activities, which will not conflict with existing adjacent land uses, and in those cases where conflicts may be created, ensure that appropriately planned buffers or mitigation are provided.
3. Ensure that such accessory recreational use will not be detrimental to the overall environmental quality of the appurtenant and adjacent property, flora, fauna, groundwater, air, etc.
4. Ensure that such recreational use will be consistent with the other elements of this Comprehensive Plan, particularly the designated Rural and/or Resource Land sections.

Goal 5. Support the recognition and preservation of water rights.

Goal 5 Policies:

1. Allow subdivisions to occur only when exempt wells can be approved within the legal constraints and do not approve subdivisions that effectively circumvent the 5,000 gallon per day limitation for exempt wells.
2. Water banking as a function of the trust water [rights] program and as authorized by Chapter 90.42 RCW can provide an effective means to facilitate the voluntary transfer of water rights established through conservation, purchase, lease, or donation, to preserve water rights and provide water for presently unmet and future needs; and to achieve a variety of water resource management objectives throughout the state, including drought response, improving streamflows on a voluntary basis, providing water mitigation, or reserving water supply for future uses.
3. Explore the possibility of completing specific hydrogeologic studies to supplement existing groundwater studies, to determine the availability of groundwater and the possibility for future impairment resulting from development reliant on exempt wells, subject to funding.

RESOURCE LANDS SUB-ELEMENT

Franklin County's economic health and stability is largely dependent on the products of agricultural and mineral resource areas. The Growth Management Act recognizes the importance of these areas and likewise requires counties to identify resource lands of long-term commercial significance, which in Franklin County include agricultural and mineral lands that can be economically and practically managed for commercial production. The Act defines long-term commercial significance to include, "the growing capacity, productivity, and soil composition of the land for long-term commercial production, in consideration with the land's proximity to population areas, and the possibility of more intense uses of the land." [RCW 36.70A.030 (11)].

Generally, resource lands have special attributes that make them productive which, cannot be re-created if they are lost to development or mismanaged. The Act encourages the conservation of productive resource lands and discourages incompatible uses. Resource lands also provide aesthetic, recreational, and environmental benefits to the public while contributing to the diverse character of the County.

This sub-element to the Land Use Element includes mapping that shows the designation of Resource Lands; selected areas are designated as "Agricultural Resource Lands" or "Mineral Resource Lands" which is an "overlay" to the County Land Use Map (**Map 5**) and the map is included in Appendix 5. There are no designated forest resource areas in the County.

Franklin County designates resource lands of long-term significance using distinctive characteristics such as soil types, geologic structure, location, and other unique identifiers characteristic of the resource and set forth in the Act. Currently, there are no known locatable mineral deposits although sand and gravel deposits are widespread and make up the majority of designated Mineral Resource Lands.

TO VIEW THE RESOURCE LANDS MAPS:	See Map 17 for an overview See also Appendix 5 for additional detail
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What is meant by "Resource" Lands?

Resource Lands are those lands identified for conservation and protection from development, which would threaten their use. The three types of resource lands under the GMA are Mineral Resource Lands, Agricultural Resource Lands (also known as Agricultural Lands of Long-Term Commercial Significance), and Forestry Resource Lands.

AGRICULTURAL RESOURCE LANDS

The GMA provides that cities and counties should "assure conservation of agricultural lands of long-term significance." The Act also requires local government to assure that land uses adjacent to designated resource lands not interfere with the continued resource use.

Designation

Agricultural Resource Lands in Franklin County were designated upon the County's adoption of the first GMA-compliant Comprehensive Plan and continue to be designated as such. Future designations and de-designations of agricultural resource lands should not occur on a parcel-by-parcel basis but rather by considering the County as a whole.

There are three general categories of Agricultural Resource Lands (also known as *Agricultural Lands of Long Term Commercial Significance*) in Franklin County:

1. Prime Irrigated Land
2. Prime Drylands
3. Quincy Fields (Unique)

Prime agricultural lands are lands with soils best suited for producing food, feed, forage, fiber, and oilseed crops, and are readily available for these uses. They have the soil qualities, growing season, and moisture supply required to produce economically sustained high yields of crops when managed according to modern farming methods.

Unique agricultural lands include those lands other than prime farmland used for the production of specific high value food and fiber crops. These lands have the special combination of soil quality, location, growing season, and moisture supply needed to economically sustain high quality and yields when managed according to modern farming methods. In Franklin County, farmlands classified as “Unique” are those mapped with irrigated fields with Quincy soils.

DESIGNATION CRITERIA

Consistent with WAC 365-190-050 the following criteria will be used when determining whether an area will be designated as Agricultural Resource Lands or whether it should be considered for an alternative use (de-designated) and may only be used during a county- or area-wide process (and not on a parcel-by-parcel basis). The County should consider requests for de-designation only in connection with Urban Growth Area expansion requests, and during Periodic Updates of the Comprehensive Plan.

1. The land is not currently characterized by urban growth

Designated Agricultural Resource Lands make up the majority of Franklin County. Agriculture and its diverse, but related, commercial and industrial businesses provide a relatively stable economic base in Franklin County that contributes to the cultural heritage and quality of life in the area. These lands do not include urban growth and of the approximately 809,485 acres of land, approximately 700,000 acres are farmland with a mixture of irrigated land, dryland, and rangeland agriculture. **Map 17** illustrates the Irrigated/Dryland fields within Franklin County as provided by the Franklin Conservation District with other features, such as UGA outlines, for reference. Counties and cities must have a program for the transfer or purchase of development rights prior to designating agricultural resource lands in urban growth areas in accordance with WAC 365-190-150(1).

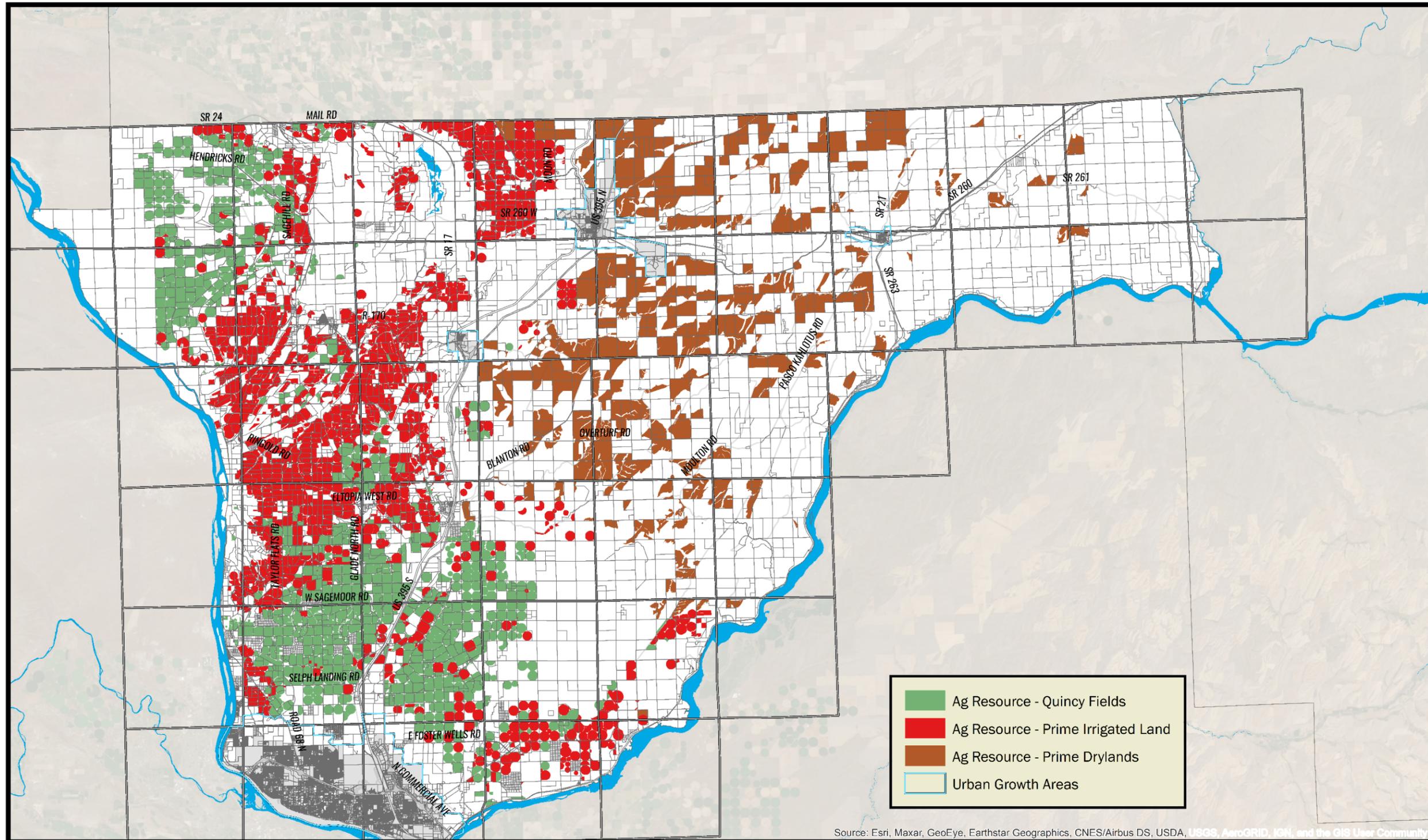
2. The current use of the land is agriculture, or the land is capable of being used for agriculture.

The second criteria for determining whether an area is or should be designated as Agricultural Resource Land considers the current use of the land and the physical and geographic characteristics of the land. Areas shown on the Land Use Map in agricultural uses will be in, or already are in productive crop agriculture (these areas also include grazing lands). With water availability, the soils are sufficiently deep for irrigated cropping. Soils are also sufficiently deep for non-irrigated cropping. Specific information about the type and quality of soil also leads to determining whether the land is ideal for agriculture. Soils in Franklin County were classified using the Natural Resources Conservation Service national classification of agricultural lands. A map of the classifications and more information about the soils in Agricultural Resource Lands can be found in the Natural Element of this Plan.

3. The land has long-term commercial significance for agriculture

The third consideration when designating Agricultural Resource Lands is whether or not the land has long-term commercial significance for agriculture. The criteria for this decision are listed in WAC 365-190-050(3)(c) and are used to designate agricultural lands of long-term commercial significance in the County. One of those criteria is the classification of prime and unique farmland soils as mapped by the Natural Resources Conservation Service. In Franklin County, agricultural lands of long-term commercial significance have soils classified as 1-3 according to the Land Capability Classification of the United States Department of Agriculture (USDA) Soil Conservation service. The County’s Prime, Unique Farmland, and Farmlands of State and Local Significance are shown and mapped by the Franklin Conservation District on **Map 17** and are also designated as agricultural lands of long-term commercial significance in Franklin County. Appendix 5 shows this information in greater detail in a series of six maps.

Map 17: Designated Agricultural Resource Lands



Conservation

The GMA states that cities and counties should "adopt development regulations that assure the conservation of agricultural resource lands" (WAC 365-190-050). The Act also requires local government to assure that land uses adjacent to designated resource lands not interfere with the continued resource use. Agricultural lands in Franklin County should be conserved, insofar as is practicable and desirable, for the continued economic welfare of the farm industry and residents of the County. Farm labor housing, farm supplies, and agricultural storage/processing are all compatible uses.

MINERAL RESOURCE LANDS

During the next twenty years Franklin County's population is projected to increase by approximately fifty percent. As the urban and suburban development associated with this population increase occurs, additional mineral resources will be needed for the new infrastructure and residential, commercial, and industrial building site preparation and building construction.

It is the intent of this section to provide a framework consistent with WAC 365-190-070 for designating mineral resource sites with sufficient commercial quantities to accommodate future growth while minimizing associated impacts to adjacent land use, critical areas, and scenic resources and protect mineral resource lands from incompatible land uses.

Frequently, mineral deposits are very large and usually found along either past or present drainage systems. In the early 1920's natural gas was found in commercial quantities along the Rattlesnake Hills. These hills are east/west trending anticlines lying approximately 20-25 miles northwest of Pasco in Benton County. It is believed that extension of these structures continues across the Columbia River into Franklin County, covered by thousands of feet of Columbia River basalt. However, since nothing has been drilled that deep in Franklin County, this relationship is considered speculative but worth noting.

Identifying Mineral Lands

The criteria used to classify mineral resource lands were based on an analysis of local conditions and land use, Department of Natural Resources (DNR) surface mining data, United States Geological Survey (USGS) mapping, and Natural Resources Conservation Service soils data. The following criteria were used to identify resource lands of long-term commercial significance in the 2008 Plan:

- A. All existing permitted sand and gravel extraction sites (pits) will be designated as mineral lands of long-term commercial significance.
- B. Other potential mineral sites may be designated on the provided that the site approval is consistent with the goals, policies and criteria of this section.
- C. Areas will be classified as mineral resource lands based upon geologic, environment, commercial quality and volume of the resource, topographic characteristics of the site, visual aesthetics, economic factors, compatibility with existing land uses and land ownership patterns. Table 16 provides more detailed criteria for Mineral Resource Designation. The following categories of mineral resource lands are established for the purposes of classification:
 1. Sand and Gravel
 2. Other Minerals (including clay, oil, gas, metals)
- D. The County's designation of Mineral Resource Lands on will not substitute for any permit or approval required for mineral extraction, will not create a presumption of approval for any required permits, and will not substitute for any required environmental review or conditioning, which may be required in conjunction with a permit.

The mining industry in Franklin County consists primarily of sand and gravel mining operations. Currently, there are approximately 70 active and inactive rock, and/or gravel mines in the County. This gravel is processed for road construction and asphalt. Areas where this activity is (or was) occurring are shown below.

Table 15: Permitted Mining Sites (2010)

COMMODITY	OPERATOR OR PERMIT HOLDER	PROPERTY OR MINE NAME	LEGAL DESCRIPTION	DNR PERMIT NUMBER
Sand & Gravel	American Rock Products	Railroad Pit	S6, T9N, R30E	11147
Sand & Gravel	Cat Tracks Inc	Mesa Pit	S19, T13N, R31E	10715
Sand & Gravel	Central Pre-Mix Concrete Co.	Pasco Pit	S7 & S12, T9N, R28E	10311
Sand & Gravel	Central Pre-Mix Concrete Co.	Wilson Pit	S12, T9N, R28E	12480
Sand & Gravel	Connell Sand & Gravel	Sulfur	S1, T13N, R32E	12486
Sand & Gravel	Heinen Brothers Farms	Heinen Brothers Farm	S23, T11N, R30E	13055
Rock & Stone	Meridian Aggregates	Cactus Quarry	S16, T13N, R31E	10716
Sand & Gravel	WSDOT (Yakima Office)	PS-FN-74	S6, T13N, R32E	10084
Rock & Stone	WSDOT (Yakima Office)	QS-FN-110	S25, T14N, R30E	12368
Sand & Gravel	WSDOT (Yakima Office)	QF-SN-88	S1, T13N, R32E	11677

Source: DNR Directory of Washington State Mining Reclamation Sites - 2010; Washington Division of Geology and Earth Resources, Open File Report 2010-7

Implementation and Classification

The Mineral Resource Map illustrates the location of lands designated as mineral lands of long-term commercial significance. These lands are classified with a Mineral Resource Lands designation. Subsequent development of these lands is subject to a Conditional Use Permit review and evaluation process; including assessment of relevant Comprehensive Plan sections, land use compatibility, economic issues, reclamation, and environmental impacts. Upon completion of mining operations and following the reclamation, the site will be removed from the Mineral Resource Map.

Incidental extraction of minerals within commercial/industrial locations should be addressed through County site grading and excavation processes and not the mineral extraction process.

Table 16: Mineral Resource Designation Criteria

DESIGNATION CRITERIA	CONSIDERATIONS
LAND USE FACTORS	
Jurisdiction	City Boundaries Federal lands State Lands Other Public lands
Land Use	Urban Growth Area (typically disqualified) Lands designated as Agricultural land Lands designated as Rural Designated historical/cultural resource sites (typically disqualified) Approved/permitted mining sites
Compatibility with Adjacent Land Uses	General compatibility of mineral resource sites and land use patterns Mineral resource sites adjacent to or impacting urban/residential areas are not typically designated Preferred adjacent land uses may include mining, open space, agricultural lands
Sensitive Uses	Identified archaeological and historical sites/areas (example: cliffs and talus slopes), schools, parks, and environmentally sensitive areas Regional or local utility corridors (water, power, natural gas, etc.)
Aesthetic Impact	Impacts on unique features and vista (example: Columbia/Snake Rivers Corridors, SR 395, SR 17, SR 26, SR 260)
Transportation	Traffic impact on routes serving mineral resource sites

ENVIRONMENTAL FACTORS	
Critical Areas	Presence of streams, wetlands, wellhead protection areas, shorelines of statewide significance Geological hazards and consequences – floodplains, steep slopes and erosion hazards
Biological Impact	Impact on biological resources (fish and wildlife habitat) Priority habitats – cliffs and talus slopes ESA listed species, protective measures Impacts to open space
MINERAL SITE FACTORS	
Classification Criteria	Life expectancy of site Quality of resource Type of resource (sand/gravel/rock/clay)
Parcel Size Restrictions	Minimum size – 10-80 acres is common Dimensional – more than 500 feet in width to minimize site impacts to adjacent parcels Volume of resource within the site
Feasibility	Depth of overburden Setbacks/buffers Topography
Access/Transportation	Distance to market or job sites Transportation networks – roads and rail

RESOURCE LANDS GOALS AND POLICIES

Agriculture and its related commercial and industrial aspects promote rural character and provide the economic base for Franklin County. The diversity of the agricultural industry provides the county with a relatively stable economy and contributes to the area's cultural heritage and quality of life. The goals and policies set forth in this element recognize and acknowledge the importance of protecting agricultural lands in Franklin County and seek to prevent conflicts between agricultural activities and other land uses.

Goal 1. Recognize agriculture as an important economic activity within designated rural areas, protect the right to farm and conserve existing agricultural lands.

Goal 1 Policies:

1. Define agricultural lands that have a long-term commercial significance to the County and identify the purpose behind its conservation.
2. Encourage resource-based, nonagricultural uses to be limited to lands with poor soils or lands otherwise not suitable for agricultural purposes. Non-agricultural uses will not be allowed in agricultural resource areas without site-specific review subject to standards related to protections needed for agricultural uses, and the nature of the proposed non-agricultural use. Discourage land uses that are incompatible with farming activities.
3. Establish a special permit review process for non-agricultural uses, which, by their respective nature, are especially sensitive to farm operations. Such uses may include schools, daycare facilities, churches, outdoor recreational facilities, and similar uses. Include siting criteria, setbacks and review procedures to ensure that the nonfarm use is located on the least productive portion of the property and does not adversely impact or significantly interfere with adjacent or nearby farming operations.
4. Land use activities adjacent to commercial farming operations should be located and designed to minimize conflicts with farm-related activities.
5. Commercial agricultural lands considered for acquisition for public, recreational, scenic and/or park purposes, or for wildlife habitat, will first be evaluated for their impact on commercial agriculture and the socioeconomic structure of the immediate area, and of the County as a whole.
6. Where parcelization has already occurred, encourage reconfiguration that allows the same number of lots with a design that will have less impact on agricultural use.

7. Maintain two agricultural zoning districts to accommodate irrigated and non-irrigated agricultural lands with minimum parcel sizes of twenty and forty acres, respectively.
8. Maximum residential densities for new development on agricultural lands of long-term commercial significance should be consistent with the minimum parcel sizes, with a provision allowing for supportive accessory and farm labor dwellings. Residential subdivisions are not regarded as compatible uses in agricultural lands.
9. Using innovative agricultural land division techniques, farm and nonfarm residential densities may be allocated to locations within a parcel using a minimum lot size of one acre. In all cases a density standard of 1:20 or 1:40 net acres per platted parcel will prevail (refer to Policy 6). All lots created through this process will need to be for uses such as farm labor, farm family, a refinancing mechanism, or an approved farm use.
10. Encourage continued agricultural activities within areas designated agricultural and continue to recognize the right to farm policies of the County and ensure that public policies minimize disruption of agricultural activities.
11. Pursue alternate land use designs, which will encourage the conservation of agricultural lands, which include, but are not limited to, clustering design, setbacks, low impact developments (LID for community water and sewer, road impacts, etc.
12. Explore the possibility of establishing a Transferable Development Rights (TDR) program for designated agricultural resource areas within the urban areas designated as receiving areas for the additional development.
13. Existing lots of record are vested with the right to construct a single-family dwelling, subject to all applicable requirements in effect at the time of building permit application.
14. Allow for the establishment of farm family and farm labor housing in agriculturally zoned areas, subject to administrative review and stipulations for siting approval.
15. Encourage the control of noxious weeds.

Goal 2. Encourage agriculturally related industries in agricultural areas.

Goal 2 Policies:

1. Continue to allow agriculturally related industrial uses on agricultural resource lands where such use requires an agricultural location.
2. Encourage the location and siting of agricultural support activities such as commercial granaries, storage buildings, packing sheds and chemical fertilizer operations, and the parking of commercial farm trucks within agricultural areas, rural commercial service areas and rural industrial areas.
3. Encourage specialized farming to broaden the diversity of field crops, tree fruits, and grapes within the County.
4. Encourage farm-based businesses as an accessory use in agriculturally designated areas. A farm-based business is an on- farm enterprise devoted to the direct marketing of unprocessed and/or value-added agricultural products that are produced, processed and sold on site as the primary activity. Farm based businesses are intended to supplement farm income and may include other limited secondary services and/or retail activity.
5. Establish a special permit review process for intensive agricultural uses. Such uses may include wineries, industrial agricultural processing facilities that include products that are not grown or produced on-site and large scale confined animal feeding operations. Include siting criteria, setbacks and review procedures to ensure that the intensive use is located on the least productive portion of the property and does not adversely impact or significantly interfere with adjacent or nearby land uses.
6. Agricultural related industries situated in agricultural designated areas should be located adjacent to transportation facilities capable of handling large trucks and increased traffic.
7. Agricultural related industries situated in agricultural designated areas should have adequate water and other pertinent services should be present to assure safe and sanitary operating conditions.

Goal 3. Maintain and enhance productive agricultural lands.

Goal 3 Policies:

1. Promote the maintenance and management of properly designed irrigation systems; including but not limited to, eroding delivery systems, deteriorating structures, worn out mainlines, inadequate overflows, and improper application rates and over-irrigation.
2. Farm practices will be consistent with the best management practices for the industry.
3. Support the allocation of water rights for proposed additionally irrigated farmlands where senior water rights are not impaired.
4. Franklin County should work directly with the irrigation districts, the legislature, and other responsible entities to ensure that adequate irrigation water is available for agriculture use.
5. Encourage the continued construction of the proposed Bureau of Reclamation's East Low Canal to bring an additional 110,000 acres of farmland under irrigation.

Goal 4. Franklin County will conserve mineral resource lands for productive economic use to help maintain a stable, cost-effective source of needed construction materials.

Goal 4 Policies:

1. The County will encourage the retention and protection of long-term mineral resource sites of commercial grade aggregate for new development, roads and other uses, provided mineral resource sites can be identified and sited consistent with plan policies.
2. Mining and extraction operations will be sited and designed to minimize conflicts with adjacent land uses and to have a minimal impact on critical habitats, natural vistas, cultural resources and the environment.
3. Inventory mineral resource lands of commercial significance and other mineral resource sites to determine the adequacy of the resource. Evaluations should be conducted in consultation with the appropriate state agencies, mining industry, County representatives and citizens.
4. Allow incidental extraction and processing of mineral resources prior to construction or development of permitted residential, commercial, or industrial land uses or in conjunction with a demonstrated need such as to address environmental water quality issues or imminent danger from a natural hazard. Incidental extraction of mineral resources should be counted towards the mineral resource inventory.
5. Use existing topography to screen and minimize blasting, noise, dust, vibration, and visual impacts when developing new extraction sites. Where heavy equipment, mines and pits cannot be effectively screened from residential and/or commercial areas, shorelines of the state, and major highways, a combination of existing topography, berms and landscaping may be utilized to screen the site.
6. Adequate screening and buffering will be maintained between adjacent land uses and the mining site, which will be the responsibility of the new or expanded mineral extraction development.
7. Ensure that mining sites and associated off-site stockpiles are maintained during the life of the operation, particularly in regard to the control of noxious weeds and dust.
8. Reclamation of mining and extraction sites is an integral part of all mining operations, and will be required and completed in a manner that will encourage future land uses that are compatible with local comprehensive plans. Promote innovative, adaptive re-use or reclamation planning.
9. Best management practices for reclaiming Surface Mines in Washington and Oregon (WDNR Open File Report 96-2, Norman et al, 1997) should be used as the reference for initial site planning and reclamation of mineral resource areas.
10. Review and designate existing commercially significant mineral resource extraction sites that are established through local or state permitting processes and that meet the review guidelines set forth in this section for designating mineral resource lands of long-term commercial significance.
11. Encourage the designation of new mineral resource lands of long-term commercial significance based on the review guidelines established within this section, and when in accordance with Chapter 365-190-040, and 070, Washington Administrative Code.
12. Establish notification procedures to ensure that property owners adjacent to or nearby designated parcels are given constructive notice of existing or potential future surface mining activities.
13. Require a special review process for the expansion of existing or the establishment of new mineral resource extraction operations.

14. Require, where appropriate, phased, simultaneous reclamation of sites that are near to or contain land uses and environmental features that cannot be effectively buffered for visual and physical impacts.
15. Use mining to achieve other comprehensive plan goals, such as wetlands protection/enhancement, storm water retention, and water quality protection.

NATURAL ENVIRONMENT ELEMENT

This element describes the natural setting in Franklin County, and how environmental protection and stewardship may occur. The primary purpose of the Natural Element is to discuss Franklin County's natural features and functions, to identify goals and policies for the protection and enhancement of these areas, and to protect critical areas from alterations and impacts due to development. The natural setting of Franklin County comprises natural areas, shorelines, and critical areas. The County uses the best available science to develop regulations to protect the functions and values of these areas.

GMA defines five critical areas that must be designated and protected:

1. Wetlands;
2. Fish and wildlife conservation areas;
3. Geologically hazardous areas;
4. Frequently flooded areas, and
5. Critical aquifer recharge areas

All five critical areas exist in the County and protection and restoration of these areas is necessary for water quality and quantity, soil health, protection of habitat and its associated fish and wildlife and the prevention of hazardous conditions due to flood, erosion, and landslides.

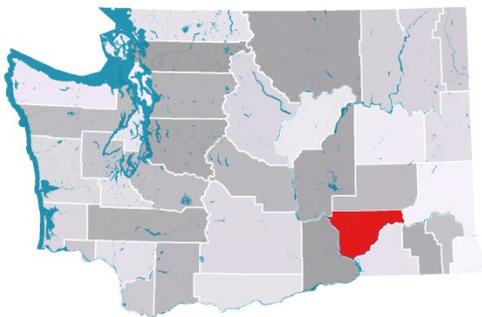


Figure 4: Franklin County's location among Washington State Counties

Franklin County uniquely lies at the south end of the Channeled Scablands, a portion of the Columbia Basin Province, formed by alternative volcanism and flooding that has occurred since the Miocene and Pleistocene eras and the more recent Columbia Basin Project that brought irrigation water into the province. As a result, the County contains many canyon and cliff features, unique rock formations and interesting geological formations, potholes, lakes and the Columbia and Snake Rivers that make some of the rural areas suitable for the development of major recreational activities.

The Columbia Basin Project changed the landscape of western Franklin County by providing sufficient irrigation water for a wide variety of field crops, orchards, vineyards, etc., together with the appurtenant secondary support of agricultural industries and businesses. Also, within the agricultural lands of Franklin County, seasonal recreational use has become an embodiment of the rural life style and is encouraged, shared and even promoted as a facet of our extended community. Such activities are typically complementary to the business

Franklin County is located in the south-central part of the State of Washington. It is bounded on the west and separated from Benton County by the Columbia River. On the south and east the Snake River and its tributary, the Palouse River, separate it from Walla Walla County. Grant and Adams Counties are located to the north.

The area is arid to semi-arid, receiving an average rainfall of about six to seven inches per year. The area averages about 10.3 days of snowfall and 7.5 days of rainfall annually. The median monthly temperature ranges from a low of 30.6 degrees Fahrenheit in January to a July high of 75.7 degrees Fahrenheit. High wind velocities, with peak gusts as high as 70 mph or higher can be expected at any time of the year.

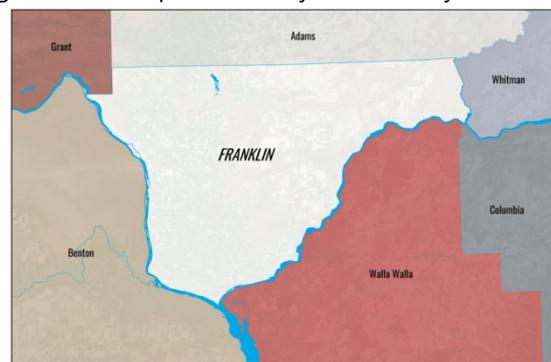


Figure 5: Franklin County and Surrounding Counties

of farming or ranching and are an opportunity to share the daily rural experience with urban neighbors. Such use is additionally regarded as accessory to the businesses of agri-business.

GEOLOGY

Franklin County is part of what is referred to as the Columbia Basin Province. Canyon and cliff features of the County include Palouse Canyon and Devils Canyon, as well as many unique rock formations. Some of the most interesting geographical features are the sand dunes located north of Interstate I-82 and the Juniper Dunes area northeast of Pasco off the Pasco-Kahlotus Highway.

Three of the five geological formations, which characterize the entire Columbia River Basalt Group, occur in Franklin County. From the youngest to the oldest, these are:

- Saddle Mountain Basalt (formed 6-13 million years ago), found primarily in the Mesa area extending southeast and northwest;
- The Wanapum Basalt (13.5 to 14 million years old), occurring primarily in the northeast and along the Snake River; and
- Grande Ronde Basalt (15.6 to 17 million years old), found primarily at the eastern border.

The Grande Ronde Basalt Formation was formed 15 to 17 million years ago from large eruptions of molten lava, probably from a huge volcano located in the southeastern corner of Washington or northeastern Oregon. Flows associated with the volcano number in the hundreds and vary in thickness from a few inches to about 300 feet. Few sedimentary interbeds are found, indicating relatively short periods between eruptions.

The Wanapum Basalt Formation was formed 13.5 to 14 million years ago. Large and numerous linear vents discharging large, but less frequent, amounts of flood lava developed in the same areas as the Grande Ronde Volcano. Sedimentary interbeds were created within and between formations, mainly by the erosion of older rock surrounding the plateau

and volcanic material associated with the creation of the Cascade Range. Continued deposition of flood basalts between six and thirteen million years ago is called the Saddle Mountain Basalts. These activities, primarily during the Miocene and Pliocene eras, combined with the shed sediments from the rising and volcanically active Cascade Range, form interbedded sedimentary formations within the Columbia River Basalts. These interbeds are of the Ellensburg Formation.

Deposition of sedimentary materials continued in the area during the Pleistocene era. These initial deposits are referred to as the Ringold Formation and consist of fluvial (stream) and lacustrine (lake) deposits of silts, sand, and gravel. Late in the Pleistocene Epoch, numerous glacial outwash and flood deposits occurred. These deposits are attributed to catastrophic flooding caused by the breakup of ice dams holding back impoundment, such as Lake Missoula in western Montana. Breakage of these ice dams was responsible for formation of the area north of Franklin County known as the Channel Scablands. Outpouring from these lakes scoured the land, leaving large channels. The flood waters rushed out of Lake Missoula through Spokane,



Figure 6: The Juniper Dunes

spread out over the basin, and then came together again at Wallula Gap, where a large lake was created, depositing silt in this area.

Stratigraphy

The geologic history summarized above provides the reasons for the current stratigraphy, or the layering and attitude of rock formations.

The Columbia River Plateau can be subdivided into three informal structural sub-provinces: The Yakima Fold Belt, the Palouse Country, and the Blue Mountains. The western half of Franklin County is in the Yakima Fold Belt sub-province. The eastern half of the County lies in the Palouse sub-province.

Seismology

Franklin County is in a region of low to moderate seismic activity. The region can experience earthquake “swarms”, typically lasting a few days to several months, where earthquakes tend to gradually increase and decay in frequency but not in magnitude.

<p style="text-align: center;">FOR MORE INFORMATION REFER TO THE DNR PUBLICATIONS:</p>	<p>Flood basalts and glacier floods—Roadside geology of parts of Walla Walla, Franklin, and Columbia Counties, Washington, by R. J. Carson and K. R. Pogue. 1996. 47 p., 68 figs. <i>Archived at:</i> www.dnr.wa.gov/Publications/ger_ic90_roadside_floodbasalts_glacierfloods.pdf</p> <p>Geology of parts of Grant, Adams, and Franklin Counties, east-central Washington, by M. J. Grolier and J. W. Bingham. 1978. 91 p., 33 figs. <i>Archived at:</i> www.dnr.wa.gov/Publications/ger_b71_geol_grant_adams_franklin_co.pdf</p> <p>Bibliography of the geology of the Columbia Basin and surrounding areas of Washington, by G. B. Tucker and J. G. Rigby. 1979. 475 p., 24 pl. <i>Available at:</i> www.dnr.wa.gov/Publications/ger_ofr79-5_bib_geology_columbiabasin_text.pdf</p>
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HYDROGEOLOGY/HYDROLOGY AND SOILS

Structure and Groundwater Movement

The Columbia Plateau regional aquifer is a major system that consists chiefly of a great thickness of basalt belonging to the Columbia River Basalt Group, together with minor sedimentary deposits, which are overlain by undifferentiated consolidated and unconsolidated surficial sediments. For hydrological purposes, these formations have been subdivided into three hydrogeologic units along stratigraphic boundaries. These are from oldest to youngest:

- The Grand Ronde - This formation is composed of at least 30, and perhaps as many as several hundred, individual flows, most of which are fine grained. As mentioned above, sediment interbeds within the Grand Ronde Basalt are rare and generally only a few feet thick where present;
- Wanapum - This formation contains as many as ten flows, generally consisting of medium-grained basalt relatively high in iron and titanium oxides. Sedimentary interbeds in the Wanapum Basalt are more common than in the Grand Ronde Basalt, but are still rather rare and generally only a few feet thick where present;
- Saddle Mountain - The flows of this formation vary greatly in texture and composition. The basalt averages about 600 feet in thickness with a maximum thickness of more than 800 feet near Pasco. Sedimentary interbeds are common and rather thick, often 50 feet or more.

The basalts form a complex series of aquifers and confining beds. Groundwater in the basalts occurs in joints, vesicles, fractures, and other localized features that result in permeable zones. The greatest permeabilities are in highly vesicular and/or fractured tops and basal parts of basalt flows. The centers of most basalt flows are dense and have very low permeabilities and generally act as confining beds.

The general direction of groundwater flow is based on inference of water level measurements from approximately 400 wells taken in March 1986. Most of the shallow groundwater flow is directed perpendicular to the water table contours, toward the Columbia and Snake Rivers, where it discharges. However, some flow is toward internal drains (canyons and coulees). On a local scale, flow at the water table is frequently toward buried drains. Although the altitude of the water table changes seasonally, the general pattern of flow remains fairly constant. With increasing depth in the groundwater system, flow is orientated more toward the rivers and is less influenced by the internal drains. This is particularly true of the basalt aquifers.

The Columbia Basin Irrigation Project caused dramatic changes in the area's groundwater levels between 1950 and 1986. There are large areas where the water table has risen to, or nearly to, the land surface. Sub-surface drains have been installed in most of the areas of shallow water table. The most recent water level data (1986-1991) indicates that most of the study area has reached a state of dynamic equilibrium.

The problems facing the County attributed to the rising water tables include road deterioration, (particularly west of Basin City) and potential loss of productive farmland, due to landslides.

Water Resources

Franklin County is historically a semi-arid region with varying amounts of rainfall according to location. The southern portion of the County (near Pasco) receives approximately 7 to 8 inches of rainfall annually, while the northeast portion of the County can experience as much as 12 inches per year. Only a very small amount of that precipitation becomes groundwater for human and economic uses. Unfortunately, most precipitation occurs during the winter months when demand is low. During the summer periods, low-flowing streams depend on groundwater inflow.

Surface Water

Water from the Columbia River is used for hydropower generation, irrigation, navigation, flood control, protection of salmonid species, municipal and industrial water needs, tribal treaty commitments, fish and wildlife needs and recreation. The Columbia Basin Project is a federally authorized project that facilitates these uses. The CBP includes an expansive canal system, which delivers irrigation water to farms. For more information on the Columbia Basin Project, see the "Utilities" Element.

The Columbia, Snake, and Palouse rivers and the many coulees in the region provide a water source for aquifer recharge areas and provide floodplain, wetland, and fish and wildlife habitat. Many indigenous wildlife species depend on these river and coulee corridors for cover and other sustenance essential to their life cycles. These waters of the state are protected under shoreline or critical area protections.

Groundwater

Many factors affect groundwater quality and quantity such as rapid regional growth, precipitation, and the location of watersheds. The quality and quantity of groundwater has a major impact on development, including costs. Areas lacking ready access to groundwater and areas without groundwater that qualifies as fit for human consumption will not be in a position to develop without some alternatives such as community water systems or other approaches that will enable them to have adequate water sources.

The State of Washington established the Watershed Planning Act in 1997. The State is divided into 62 watersheds, known as Water Resource Inventory Areas (WRIAs) for environmental management. There are portions of three watersheds in the County: WRIA 36 - Esquatzel Coulee, WRIA 33- Lower Snake, and WRIA 34- Palouse, shown on **Map 18**.

FOR MORE
INFORMATION:

Several publications document water availability, and future supply and demand needs:

State of Washington Department of Ecology Water Resources Program, *Focus on Water Availability: Lower Snake Watershed, WRIA 33* (Publication Number: 11-11-037: Revised June 2013) Available online at: <https://fortress.wa.gov/ecy/publications/documents/1111037.pdf>

State of Washington Department of Ecology Water Resources Program, *Focus on Water Availability: Palouse Watershed, WRIA 34* (Publication Number: 11-11-038: Revised August 2012) Available online at: <https://fortress.wa.gov/ecy/publications/documents/1111038.pdf>

State of Washington Department of Ecology Water Resources Program, *Focus on Water Availability: Esquatzel Coulee Watershed, WRIA 36* (Publication Number: 11-11-040: Revised Feb. 2015) Available online at: <https://fortress.wa.gov/ecy/publications/documents/1111040.pdf>

State of Washington Department of Ecology Office of Columbia River, *2017 Columbia River Basin Annual Water Supply Inventory Report* (Publication Number 18-12-001: January 2018) Available online at: <https://fortress.wa.gov/ecy/publications/documents/1812001.pdf>

Hall, S.A., J.C. Adam, M. Barik, J. Yoder, M.P. Brady, D. Haller, M.E. Barber, C.E. Kruger, G.G. Yorgey, M. Downes, C.O. Stockle, B. Aryal, T. Carlson, G. Damiano, S. Dhungel, C. Einberger, K. Hamel-Reiken, M. Liu, K. Malek, S. McClure, R. Nelson, M. O'Brien, J. Padowski, K. Rajagopalan, Z. Rakib, B. Rushi, W. Valdez. 2016. 2016 Washington State Legislative Report. Columbia River Basin Long-Term Water Supply and Demand Forecast. Publication No. 16-12-001. Washington Department of Ecology, Olympia, WA. 216 pp. Available online at: <https://fortress.wa.gov/ecy/publications/SummaryPages/1612001.html>
Summary Booklet available at: <https://fortress.wa.gov/ecy/publications/documents/1612005.pdf>

Scott, T., J. Kohr, R. Granger, A. Marshall, D. Gombert, M. Winkowski, E. Bosman Clark and S. Vigg. 2016. Columbia River Instream Atlas (CRIA), FY2016. A component of the Columbia River Basin 2016 Water Supply & Demand Forecast. November 9, 2016. Funded by Washington Office of the Columbia River, Department of Ecology. 98 Pages Available online at: <https://fortress.wa.gov/ecy/publications/documents/1612006.pdf>

Most of the County is located within the Esquatzel Coulee WRIA. The watershed extends into Adams and Grant Counties and the City of Connell is at the center. The watershed is further divided into two sub-areas: CB, or Columbia Basin, established via WAC 508-14; and the Odessa Subareas. Each of the areas have their own set of rules and regulations and are managed with unique water and land practice policies. The Columbia Basin Groundwater Management Area (GWMA) Plan is a voluntary initiative that seeks to address elevated nitrate levels in groundwater in Franklin, Adams, Grant, and Lincoln counties. The Odessa Subarea is located in the northern portion of WRIA 36, and Ecology has determined that groundwater is not available for any new uses. The Odessa Subarea Conservation Relinquishment Exception was passed in 2006 under Substitute Senate Bill 6151, to encourage conservation and more efficient use of the water. Under the law, groundwater users in the Odessa Subarea may use the water that they need and are not subject to the “use or lose” rules that could relinquish their water rights for prolonged periods of non-use.

The Lower Snake WRIA includes a portion of the Snake River and its tributaries. While the watershed is not “closed” by rule to new water users, it is unlikely that new water is available for consumptive use in most areas. The portion of the Lower Snake WRIA located within Franklin County is a part of the Columbia Basin GWMA.

Finally, the Palouse WRIA is located in a small northeastern portion of the County. The water is located under bedrock, hence the availability and yield of groundwater flow is extremely limited.

Water Cycle

Groundwater naturally occurs in the sheet-like zones at the top of a basaltic lava flow and the base of an overlying flow. Natural recharge to such confined aquifers occurs where the basalt crops out and where canyons and coulees have incised into the basalt, exposing the aquifers. In the Scooteney-Eagle Lakes area and in the vicinity of Washtucna Coulee, the basalt is folded, exposing the edges of the flows and allowing groundwater and surface water from the north to enter the basalt. Normal groundwater movement is south toward the junction of the Snake and Columbia Rivers, and radially inward toward the low point of the Pasco Basin.

Since implementation of the Columbia Basin Irrigation Project, groundwater elevations have substantially risen in the western portion of the County. The majority of the recharge is related to seepage from canals and ponds and applied irrigation in excess of crop use. The water table has been elevated to within 20 feet of the surface in much of the irrigated area. Franklin County is the southernmost area supplied by the Columbia Basin Irrigation Project. Being last in line presents the County with some water pollution and siltation problems generated upstream. Many activities within the County also provide sources of pollutants such as nitrates and pesticides. In many parts of the County, it is necessary to drill wells down into the basalt to obtain domestic water that meets the ten-ppm nitrate-nitrogen standard.

Smith Canyon and Esquatzel Coulee have become major pathways for wastewaters flowing south from irrigated areas towards the Pasco Basin. Water tables in the basin have risen dramatically, since the rate of inflow exceeds the rate of drainage in this regional low point.

There seems to be little flow of groundwater east of Smith Canyon. The wells in this area are deep and low producers. Primary sources of recharge in the eastern, dryland portion of the County are where the Snake River and smaller canyons and coulees dissect the underlying basalt.

The Franklin Conservation District identifies four primary areas of aquifer recharge:

1. The irrigated parts of the county;
2. The Scooteney-Eagle Lakes area;
3. Areas behind dams or other impoundments, particularly along the Snake River, and
4. Washtucna Coulee.

Soils

Soils are an important factor in determining appropriate land uses and the costs associated with development. The soils of Franklin County were studied and mapped by the Soil Conservation Service. A soil survey was published in 1914 and updated in 2007.

Map 19 includes an updated depiction of general soil associations found in Franklin County, which was generated for the 2018 Periodic Update using the “STATSGO2 US General Soils” data from the National Cooperative Soil Survey. The level of mapping is designed for broad planning and management uses; site-specific soil information derived from models can be accessed online on the USDA/NRSC Web Soil Page. The mapped information is summarized in Table 17.

Map 19: Generalized Soil Series

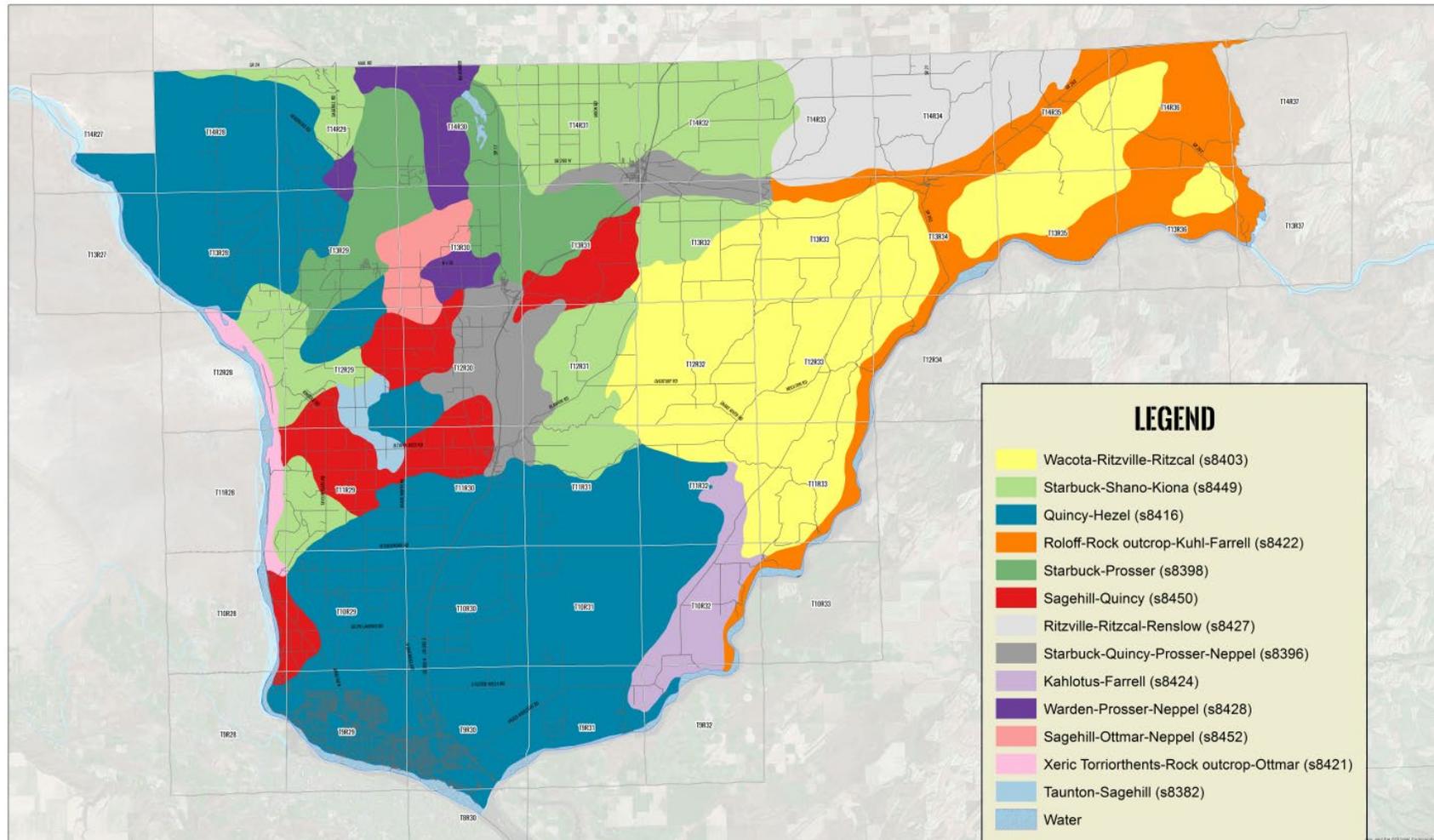


Table 17: Generalized Soil Mapping

MAP UNIT NAME	SYMBOL	PERCENTAGE
Wacota-Ritzville-Ritzcal	S8403	25%
Starbuck-Shano-Kiona	S8449	14%
Quincy-Hezel	S8416	11%
Roloff-Rock outcrop-Kuhl-Farrell	S8422	11%
Starbuck-Prosser	S8398	8%
Sagehill-Quincy	S8450	8%
Ritzville-Ritzcal-Renslow	S8427	8%
Starbuck-Quincy-Prosser-Neppel	S8396	5%
Kahlotus-Farrell	S8424	3%
Warden-Prosser-Neppel	S8428	3%
Sagehill-Ottmar-Neppel	S8452	2%
Xeric Torriorthents-Rock outcrop-Ottmar	S8421	1%
Taunton-Sagehill	S8382	1%
Others (not mapped)		
Roloff-Kuhl-Ferrall-Bakeoven	S8418	
Quincy-Hezel-Burbank	S8383	<1%
Kuhl-Benge-Anders	S8401	
Scootenev-Kennewick	S8381	
Water	S8369	N/A

The USDA uses “Land Capability Classification” to provide a system of grouping soils primarily on the basis of their capability to produce common cultivated crops and pasture plants without deteriorating over a long period. Land capability classification is subdivided into capability class and capability subclass nationally.

Land capability class definitions are as follows:

- Class I contains soils having few limitations for cultivation;
- Class II contains soils having some limitations for cultivation;
- Class III contains soils having severe limitations for cultivation;
- Class IV contains soils having very severe limitations for cultivation;
- Class V contains soils unsuited to cultivation, although pastures can be improved and benefits from proper management can be expected;
- Class VI contains soils unsuited to cultivation, although some may be used provided unusually intensive management is applied;
- Class VII contains soils unsuited to cultivation and having one or more limitations which cannot be corrected;
- Class VIII contains soils and landforms restricted to use as recreation, wildlife, water supply or aesthetic purposes.

Additionally, subclasses may also be indicated using the following:

- e (erosion problems),
- w (wetness problems),
- s (root zone limitations), and
- c (climatic limitations)

In the 1990’s, Franklin County identified and classified agricultural lands of long-term significance using soils data; generally, soils classified as 1-3 according to the Land Capability Classification of the USDA Soil Conservation service were designated as agricultural lands of long-term commercial significance, among other factors such as location (see the **Resource Lands Sub-Element** for more information).

Descriptions of the most common soil types, and soil types which may be classified I, II or III for Land Capability Class, are identified in Appendix 2.

CRITICAL AREAS

Fish and Wildlife Habitat Conservation Areas

Shrub-steppe, wetlands, rivers, and streams are the predominate habitats in the County. Franklin County also has inland sand dunes, steep bluffs and coulees that provide important habitats. Fish and Wildlife Habitat Conservation Areas are established and mapped to protect habitats for federal or state endangered, threatened, sensitive, candidate, and priority species of fish, wildlife or plants, following best available science. These areas are considered worth protecting not only for the health of fish and wildlife species but because the habitats themselves help improve water quality, increase soil health, and affect hydrology which results in a reduction of flooding. The County regulates development in or near these habitats.

Franklin County can be characterized as a level to steep loessial upland steppe zone. Elevations range from about 300 feet above sea level at the southernmost part of the County to over 1,000 feet in the northeastern part. Even though rainfall amounts are small, the moisture that does fall escapes evaporation during winter months and seeps deeply into the soil. This provides water to sustain vigorous plant growth in the spring. The upland loams are dominated by Bluebunch Wheatgrass, Idaho Fesque, and Sandberg's Bluegrass. The sand soils support Indian Ricegrass and Sand Dropseed.

The remainder of the area is classified as “shrub-steppe” and is characterized by big sagebrush or threetip sagebrush and occasional growth of rabbitbrush, horsebrush, and spring hopsage. Dominance over most of the region is by non-native cheatgrass. Because of the turbulent floods that inundated the area, much of the soils are thin and stony, but they do support perennial Bluegrass as well as stiff Sagebrush and several species of Buckwheat.



The varied terrain and major river environments that cut through the steppe region of Franklin County create many unique habitats for wildlife. Areas such as the Juniper Dunes Wilderness Area, Scootene Lake, Eagle Lake, the Lower Palouse, and the Snake River and Snake River Island are some of those. The Washington Environment Atlas lists over 35 important species of birds and five species of mammals, which range over the area. These include Sage Grouse, Scaled Quail, Peregrine Falcon, and Coyote, among others.

Biological resources in the County are threatened by development pressure, expansion of UGAs, farming, recreational, and other activities. Much of the native shrub steppe habitat has been eliminated and what remains is being fragmented, resulting in declines of native wildlife species. Declining water quality has also had an impact on aquatic species. Protection of these priority habitats and fish and wildlife species should be pursued under a federal, state, and local partnership. Priority habitats on existing public lands should be conserved, with additional purchases, exchanges, or conservation easements being used to connect these priority habitats into functional systems. Riparian and wetland environments should be conserved and monitored for protection and enhancement.

Priority Habitats and Species

The Washington Department of Fish and Wildlife (WDFW) maintains a state-wide Priority Habitats and Species (PHS) List. The list catalogs the habitats and species which are considered to be priorities for conservation and management purposes. In all, there are 20 habitat types, 152 vertebrate species, 41 invertebrate species, and ten species groups currently in the PHS List. The following are those habitats and species identified in Franklin County.

Terrestrial Priority Habitats

- Aspen Stands
- Biodiversity Areas and Corridors
- Inland Dunes
- Eastside Steppe
- Shrub-Steppe
- Riparian

Aquatic Priority Habitats

- Freshwater Wetlands and Fresh Deepwater
- Instream

Priority Habitat Features

- Caves
- Cliffs
- Snags and Logs
- Talus (Homogeneous areas of rock rubble)

Birds

Species	State Status	Federal Status
American White Pelican	Endangered	
Western Grebe	Candidate	
Eastern Washington breeding concentrations of: Grebes, Cormorants		
Eastern Washington breeding: Terns		
Black-crowned Night-heron		
Great Blue Heron		
Tundra Swan		
Waterfowl Concentrations		
Ferruginous Hawk	Threatened	
Golden Eagle	Candidate	
Prairie Falcon		
Ring-necked Pheasant		
Eastern Washington breeding occurrences of: Phalaropes, Stilts and Avocets		
Yellow-billed Cuckoo	Endangered	Threatened
Burrowing Owl	Candidate	
Loggerhead Shrike	Candidate	
Sagebrush Sparrow (formerly Sage Sparrow)	Candidate	
Sage Thrasher	Candidate	

Mammals

Species	State Status	Federal Status
Merriam's Shrew	Candidate	
Preble's Shrew	Candidate	
Roosting Concentrations of: Big-brown Bat, Myotis bats, Pallid Bat		
Townsend's Big-eared Bat	Candidate	
Black-tailed Jackrabbit	Candidate	
White-tailed Jackrabbit	Candidate	
Washington Ground Squirrel	Candidate	Candidate
Rocky Mountain Mule Deer		

Invertebrates

Species	State Status	Federal Status
Shortface Lanx (formerly Giant Columbia River Limpet)	Candidate	
Columbia Pebblesnail	Candidate	
Columbia River Tiger Beetle	Candidate	
Juniper Hairstreak	Candidate	

In addition, the US Fish & Wildlife Service listed the White Bluffs Bladderpod (flowering plant) which occurs in Franklin County along the Columbia River as a threatened species.

The Columbia and Snake Rivers are also an important ecosystem for Franklin County. The Columbia River between McNary Pool and Priest Rapids Dam is the only remaining free flowing segment in Washington, and the last spawning grounds of the fall Chinook Salmon. About 80 percent of the Great Basin Canada Goose population nest and live most of the year in the Columbia River region, which also provide wintering grounds for the rare Giant Canada Goose.

Wetlands

Wetlands are defined in the State of Washington as areas that are inundated or saturated by surface water or groundwater at a frequency and duration sufficient to support, and that under normal circumstances do support, a prevalence of vegetation typically adapted for life in saturated soil conditions. Wetlands generally include swamps, marshes, bogs, and similar areas. Wetlands do not include those artificial wetlands intentionally created from non-wetland sites, including but not limited to irrigation and drainage ditches, grass-lined swales, canals, detention facilities, wastewater treatment facilities, farm ponds, and landscape amenities or those wetlands created after July 1, 1990, that were unintentionally created as a result of the construction of a road, street, or highway. Wetlands may include those artificial wetlands intentionally created from non-wetland areas to mitigate the conversion of wetlands.

Wetlands vary according to their origin, geographic location, water regime, chemistry, dominant plants, and soil characteristics. Wetlands improve water quality by filtering and trapping sediment and nutrients which prevents them from seeping into groundwater or flowing to nearby surface waters. However, they vary in their value for providing such functions as flood storage, sediment trapping, groundwater recharge and discharge, nutrient retention, food chain support, fish and wildlife habitat, and recreation. To rate wetlands according to uniqueness, sensitivity, and ability to provide for these functions, the Best Available Science resources for wetlands should be utilized.

The Palouse, Snake, and Columbia Rivers form the east, south, and west boundaries of Franklin County, respectively. Wetlands occur along the margins, side channels, and islands associated with these river systems. In the interior of the County, wetlands occur in low-lying areas in the northwest portion of the County, in the vicinity of Eagle Lakes and Scooteny Reservoir. Other important wetland systems occur where subsurface water emerges in coulees and canyons, such as Esquatzel Coulee near Mesa and Washtucna Coulee near Connell and Kahlotus.

Areas with a high water table in Franklin County are also frequently associated with seepage from canals and ditches, irrigation runoff, and created stock ponds. Some of these areas are considered artificial wetlands under the Growth Management Act and some are not. A wetland is considered artificial, and not subject to state or local regulation as a wetland, only if it meets both of the following characteristics: (1) Intentionally created and (2) Formerly non-wetland (upland) site. In irrigated agricultural areas, wetlands can result from localized conditions (e.g., a leaking irrigation ditch) or from a region-wide rise in groundwater resulting from regional irrigation projects. These types of wetlands are regulated by state wetland law and cannot be filled or drained without appropriate permits and mitigation. However, if the irrigation practices that led to the incidental wetland creation are changed (e.g., through implementation of water conservation practices), and the wetland dries up and no longer performs wetland functions, then no mitigation is required.

In a previous version of this Plan, an inventory of wetlands in Franklin County was completed in order to portray the extent and distribution of wetlands. The Soil Conservation Service, with cooperation from the Franklin Conservation District has prepared a detailed soil survey and wetlands inventory for the County. This information, in conjunction with site-specific wetland delineations, should be used to determine wetland boundaries on a project-by-project basis.

Frequently Flooded Areas

The most severe flooding in the unincorporated areas of the County occurs within the Esquatzel Coulee and Kahlotus Creek during the winter and spring months. This commonly results when either an over saturated or frozen ground condition occurs simultaneously with an increase in rainfall and snowmelt runoff.

The Columbia River has a history of flood events. Floods have occurred in 1894, 1948, 1964, 1974, 1979 and 2017. However, since several dams have been erected in the Columbia and Snake Rivers, the likelihood of river flooding occurring has been drastically reduced. Additionally, the Esquatzel Coulee has a history of flooding. Newspaper articles and photographs recorded Esquatzel Coulee flooding in 1907, 1956 and 1969. Of the floods listed above, only four have resulted in Disaster Declarations:

- February 1956 – (Major Disaster Declaration #50) Flooding due to heavy snowfall followed by rapid raise in temperature. No public or individual assistance records available.
- March 1979 – (Emergency Disaster Declaration #3070) Flash Flood in Mesa. Locally declared emergency. No public or individual assistance records available.
- December 96 – February 1997 (Major Disaster Declaration #1159) – Public Assistance \$350,912 (Does not include Individual Assistance or Small Business Administration Loans information)
- January - April 2017 (Major Disaster Declaration #4309-DR) – Total Public Assistance cost estimate \$26,612,080 (Does not include Individual Assistance or Small Business Administration Loans information)

(Source: Washington State Emergency Management Division files)

Flood levels can be positively and negatively affected by development projects through increased and decreased runoff from a particular site. It has been noted that since 1956, flood levels within the County have changed due to channel improvements and irrigation projects.

For more information, refer to the latest Franklin County Multi-Hazard Mitigation Plan.

Floodplain mapping

Franklin County participates in the National Flood Insurance Program.

Frequently flooded areas include 100-year floodplains and floodways and other flood hazard areas such as creeks, wasteways, wetlands, canyons, and closed depressions. These areas are mapped on the Federal Emergency Management Agency (FEMA) Flood Insurance Rate Maps (FIRMs) for Franklin County. The maps should be used to determine if a potential development site is located within the floodplain.

FEMA is preparing Digital Flood maps (known as DFIRMs) which would replace the paper Flood Insurance Rate Maps. Several counties in Washington State have replaced the FIRM paper maps with the digital mapping. However, digital mapping is not yet available for Franklin County. When FEMA modernizes the mapping for Franklin County, they will first release *Preliminary* DFIRM maps to “provide the public an early look at a home or community’s projected risk to flood hazards....[this will give] homeowners, community officials, financial lenders and other industry professionals who want to understand how their current effective Flood Insurance Rate Map (FIRM) may change when the preliminary data becomes effective.”

While the FIRM maps for Franklin County are not digitized for online mapping, the information is still available online for viewing and downloading, at the **FEMA Flood Map Service Center** website (<https://msc.fema.gov>). The FEMA website also includes access to amendments, such as Letter of Map Amendments (LOMAs).

Geologically Hazardous Areas

Certain steep slopes, erosion prone lands, seismic hazard areas and landslide areas are considered Geologically Hazardous Areas because of potential threats to life or property. The varied geology of Franklin County that includes canyons, rock formations and sand dunes means there are Geologically Hazardous Areas deserving of special consideration when development occurs in order to reduce threats to the health and safety of the County’s citizens. The County’s steep slopes and landslide areas are generally located in the eastern and northeastern portions of the County, along the Snake River. The main areas of concern related to erosion are located on the western edge of the County on ridges along the Columbia River where Ringold Erosive Slopes are found, and throughout the eastern portion of the County where areas have the potential for severe to very severe water erosion.

Critical Area Overlay maps, showing generalized areas which have been identified as potential critical areas, are accessible through the Franklin County Planning Department, to aid in preliminary research in assessing the likelihood for the presence of critical areas.

Critical Aquifer Recharge Areas

Aquifer recharge areas that have an effect on, or are associated with, aquifers used for potable water are considered Critical Aquifer Recharge Areas (CARAs). Groundwater resources are replenished by these areas and make up the majority of water used for irrigation, municipal, industrial, and domestic uses. Protection of CARAs is important for public health and safety. Preventing contamination is necessary to avoid exorbitant costs, hardships and potential physical harm to people.

These areas are classified and designated by Franklin County and any proposed development determined to contain critical aquifer recharge areas on site are reviewed for potential impacts to the critical function of the CARAs. The Columbia Basin Ground Water Management Area (GWMA) works to reduce nitrate concentrations in ground water in Franklin County and the U.S. Geological Survey collects and analyzes ground water data to help reduce concentrations of nitrates and monitor the quality of the ground-water system.

NATURAL HAZARDS AND MITIGATION

Franklin County is not immune to the potential for natural hazards. Protection of individual property rights must be balanced against programs and policies which are intended to protect property and human life against potential natural hazards. In addition to the natural hazards listed in the previous section, “Critical Areas,” which are further addressed in the County’s Critical Areas Ordinance, it is important for Franklin County to plan for and abate against other natural hazards, such as wildfire, homeland security issues, and so forth.

Franklin County Emergency Management

Franklin County Emergency Management (FCEM) is a political subdivision of Franklin County and the Cities located within the County. FCEM is governed by a board consisting of two Franklin County Commissioners, and the City Manager (or designee) from each of the cities located within Franklin County (Pasco, Connell, Kahlotus and Mesa). The City of Pasco is also allowed an additional representative because of their population base (currently the second representative is a council member). Area stakeholders are also involved in planning and contribute to decision-making.

FCEM is responsible for coordinating and establishing emergency response plans to prepare Franklin County for emergencies, homeland security and responses to natural and manmade disasters and the plans involve: Energy Northwest (Nuclear Power Plant facility in Benton County), the Hanford Nuclear Reservation (Department of Energy Site located in Benton County), and the Pasco Airport.

FCEM coordinates the adoption and distribution of the *Franklin County, Washington Multi-Hazard Mitigation Plan* which is regularly updated, typically on a five-year cycle. The Plan satisfies the requirements for a local natural hazard mitigation plan under 44 CFR Part 201.6, and additionally the plan integrates the FEMA's Natural Hazard Mitigation Plan with the Community Wildfire Protection Plan as outlined in the Healthy Forest Restoration Act. The plan is also adopted for use by several local school districts, the Franklin County Mosquito District, the Fire Protection Districts in Franklin County, Franklin PUD #1, and by the Port of Pasco.

FOR MORE INFORMATION:

View the 2015 Franklin County Comprehensive Emergency Management Plan (CEMP) and other related documents at:
<https://franklinem.org/fcem-plans-documents/>

Wildfires

Several areas of Franklin County include sparsely populated and remote development. Additionally, new development has expanded into areas that were previously undisturbed, resulting in an expansion of an area that is commonly considered the "Wildland - Urban Interface".

As people move out into "natural" areas for increased privacy, enjoyment of the natural environment, views, recreational opportunities, or more affordable housing options, home and neighborhoods are developed in areas where conditions can contribute to wildfires.

The Wildland-Urban Interface can be thought of as a zone where natural areas and development meet. This is where the possible threat of wildfires on structures is increased due to the proximity of fire-prone vegetation near the structures. Climate conditions, weather patterns, topography, hydrology and development conditions all contribute to the set of conditions that can increase potential threat of catastrophic events.

Through implementation of land use and related land development policies and regulations, the County strives to provide some level of mitigation where longer fire department response times may be likely to occur, or where firefighting (or suppression) system may be limited.

Drought

The term "drought" is commonly considered as a moisture deficit bad enough to have social, environmental or economic effects. Washington state law (RCW Chapter 43.83B.400) identifies drought conditions as: 1) water supply in the area is below 75 percent of normal and 2) water uses and users in the area will likely incur undue hardships because of the water shortage.

Data from The National Drought Mitigation Center (a division of USDA) includes information on general areas of drought and labels them by intensity. "DO" means near-drought conditions exist; for droughts "D1" is the least intense level and "D4" the most intense.

The data show that over a ten-year period (January 1, 2008 to December 31, 2017) Franklin County, or portions of the County, experienced patterns of drought conditions ranging from "D1" to "D3" as detailed in

Table 18 for the following number of weeks. While this data may not match up with the definitions per state law, it is an interesting metric to use and refer to when assessing the threat of drought for the County. The year 2015 was the most severe year for drought in recent years; for a total of 16 weeks some portions of the County were in “Extreme Drought” conditions. *(Because the data records portions of the County, the number of weeks do not add up to 52 for each year.)*

Table 18: Drought Conditions

CATEGORY:	D1 – MODERATE DROUGHT	D2 – SEVERE DROUGHT	D3 – EXTREME DROUGHT
Potential Impacts:	Some damage to crops, pastures Streams, reservoirs, or wells low, some water shortages developing or imminent Voluntary water-use restrictions requested	Crop or pasture losses likely Water shortages common Water restrictions imposed	Major crop/pasture losses Widespread water shortages or restrictions
Year*	Number of weeks a portion (or all) of the county had these conditions recorded		
2008	17		
2009	0		
2010	0		
2011	0		
2012	27		
2013	0		
2014	50	43	
2015	29	25	16
2016	10	1	
2017	6		

**Because the data records portions of the county, the number of weeks do not add up to 52 for each year.
Source: National Drought Mitigation Center (USDA), United States Drought Monitor*

CATEGORY	DESCRIPTION	POSSIBLE IMPACTS
D0	Abnormally Dry	Going into drought: short-term dryness slowing planting, growth of crops or pastures Coming out of drought: some lingering water deficits pastures or crops not fully recovered
D1	Moderate Drought	<ul style="list-style-type: none"> Some damage to crops, pastures Streams, reservoirs, or wells low, some water shortages developing or imminent Voluntary water-use restrictions requested
D2	Severe Drought	<ul style="list-style-type: none"> Crop or pasture losses likely Water shortages common Water restrictions imposed
D3	Extreme Drought	<ul style="list-style-type: none"> Major crop/pasture losses Widespread water shortages or restrictions
D4	Exceptional Drought	<ul style="list-style-type: none"> Exceptional and widespread crop/pasture losses Shortages of water in reservoirs, streams, and wells creating water emergencies

ENVIRONMENTAL STEWARDSHIP AND PROTECTION

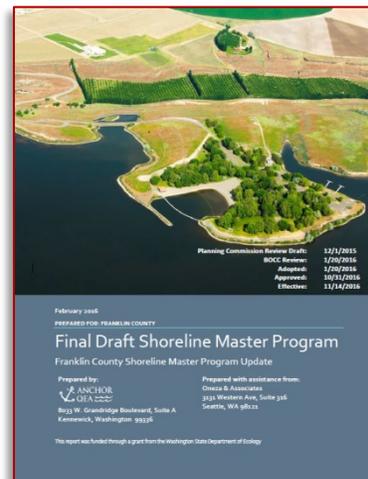
Shoreline Master Program

This natural element hereby includes the Shoreline Master Program (SMP), as adopted in 2016 (and as amended) by which is incorporated by reference as a sub-element to this Plan. The goals and policies contained in the SMP are goals and policies of this Comprehensive Plan. (See Appendix 3)

The SMP designates a shoreline jurisdiction that encompasses shoreline along three rivers and eighteen lakes within the unincorporated County. The three rivers are the Columbia, the Palouse and the Snake Rivers, each of which is considered a Shoreline of Statewide Significance.

The shoreline jurisdiction includes eight shoreline environments:

1. Aquatic;
2. Natural;
3. Agriculture;
4. Rural Conservancy;
5. Recreation Conservancy;
6. Recreation;
7. High Intensity Industrial, and
8. Shoreline Residential.



The SMP establishes regulations and requirements for development in each of the shoreline environments. The SMP implements the state's Shoreline Management Act (SMA) of 1971 within the unincorporated areas of the County.

In addition to the established shoreline environments, the SMP includes:

- An inventory of the natural characteristics and land use patterns along shorelines covered by the SMA;
- A permit system to further the goals and policies of both the SMA and the SMP; and
- A Restoration Plan that includes goals, policies, and actions for restoration of impaired shoreline ecological functions.

Voluntary Stewardship Program

The Voluntary Stewardship Program (VSP) is a non-regulatory and incentive-based approach that balances the protection of critical areas on agricultural lands while promoting agricultural vitality. The legislation became effective in July 2011, and included the expectation that critical areas will be protected as they existed at that time, as baseline conditions. Franklin County opted into this GMA amendment (Resolution 2012-023) and it is applied to 91 percent of the County's lands located in unincorporated areas of the County which are privately owned and used for agricultural production.

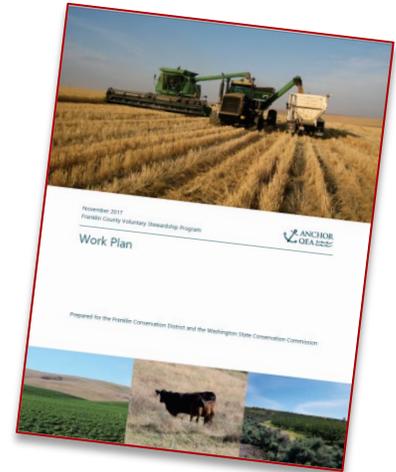
The productivity of the land is a key factor in the success or decline of individual farms and a viable agricultural community. Certain agricultural practices can protect and enhance air, water and soil quality while maintaining economic vitality. The VSP provides explanation and guidance on agricultural practices that can enhance land production and protect and enhance critical areas.

Counties opting into VSP must convene work groups to establish a work plan, which is subject to review and approval by the State Conservation Commission. Once a plan is established, the work group implements the work plan, and must formally report progress and address established benchmarks every five years.

The Franklin Conservation District is the agency coordinating these activities for Franklin County. The VSP Watershed Work Plan for Franklin County was developed following a series of Work Group Meetings and was subject to a public review period.

The Work Plan was reviewed by the Washington Conservation commission and approved in February 2018.

The VSP Work Plan is included as Appendix 4 and is adopted as a part of this Comprehensive Plan.



NATURAL ENVIRONMENT GOALS AND POLICIES

Goal 1. Promote the protection, conservation, and restoration of natural areas, shorelines, and critical areas as unique assets to the community and promote non-motorized public access to public lands for enjoyment of such areas based on the ability of the resource to support the use.

Goal 1 Policies:

1. Use the Critical Areas Ordinance (CAO), Shoreline Master Program (SMP), the State Environmental Policy Act (SEPA), and other ordinances, as applicable, to designate and protect the critical areas and natural environment. These ordinances will be updated according to the best available science.
2. Consider the goals and policies of the SMP as part of this Comprehensive Plan. Encourage development of water-oriented recreational, cultural, and commercial facilities in certain shoreline locations, consistent with the SMP and its criterion of no net loss of ecological functions, to enhance and diversify community recreational resources and its attractiveness to tourists.
3. Ensure public access to shorelines on public land, subject to regulations protecting public safety, sensitive habitat areas, and wildlife in accordance with the policies of the SMP.
4. Identify rivers, streams, creeks, natural drainage ways, lakes, wetlands, riparian habitats, and fish and wildlife habitat conservation areas and protect their functions and values.
5. Encourage public agency acquisition of natural areas of scientific, research, and educational significance for public benefit.
6. Identify and designate habitats of local importance to protect locally important habitats and species under the County CAO.
7. Integrate natural areas and critical areas into a linked pattern of open lands where feasible to serve multiple open space functions such as buffers, visual resources, and wildlife habitat corridors and connectivity, specifically maintain connectivity of shrub steppe habitat.
8. Encourage an integrated pedestrian trail system to provide access and linkages between natural features, based on the ability of the resource to support the use.

Goal 2. Consider the goals and benchmarks and adaptive management of the Voluntary Stewardship Work Plan in agricultural areas as part of the Comprehensive Plan.

Goal 2 Policies:

1. Prevent the degradation of functions and values of critical areas existing as of July 22, 2011 in agricultural areas at the watershed level.
2. Maintain and enhance agricultural viability.
3. Voluntarily enhance critical areas in agricultural areas through promotion of incentive-based measures.

Goal 3. Protect life and property and avoid or mitigate significant risks to public and private property and to public health and safety that are posed by frequently flooded or geologic hazard areas.

Goal 3 Policies:

1. Limit development in areas with higher risk for natural disaster or geologic hazard unless it can be demonstrated by the project proponent that the development is sited, designed, and engineered for long term structural integrity and that life and property on- and off-site are not subject to increased risk as a result of the development.
2. Regulate development in frequently flooded areas in accordance with the National Flood Insurance Program and Ecology guidelines.
3. Prevent developments within floodways and inherently unstable slopes as they are not suitable for developments.
4. Locate and designate lands subject to natural disasters and hazards for uses which avoid or minimize exposure of life and property to risk.
5. Work with the applicable agencies to update the County FIRM mapping and adopt a Digital Mapping system (D-FIRM).
6. Support hazard mitigation planning and implement adopted mitigation initiatives.

Goal 4. Protect and enhance surface water and groundwater quality for human health, drinking water supply, and to meet water quality standards.

Goal 4 Policies:

1. Restrict development that significantly causes degradation or depletion of surface waters or groundwater, or locate and design developments to avoid, minimize, or mitigate such impacts.
2. Protect surface and groundwater quality as a resource essential to the public health, safety and welfare, economic growth, and prosperity of the County.
3. Establish standards for the retention, recharge, and treatment of stormwater runoff channeled from impervious surfaces.
 - A. Encourage the use of Low-Impact Development principles (i.e., reducing impervious surfaces, reducing stormwater runoff, and encouraging native plantings) to reduce and to mitigate against the discharge of pollutants.
 - B. Consider adoption of a clearing and grading ordinance to prevent potential flooding hazards and to protect water quality.
4. Support the Benton-Franklin Health District to develop and implement septic tank and drain field standards that protect surface and ground water quality and human health.

5. Encourage educational programs and voluntary efforts of agricultural producers, processors, irrigation districts, and municipal users to responsibly manage return flows to improve surface and ground water quality.

Goal 5. Development through appropriate design should protect natural features such as rivers, shorelines, and steep slopes.

Goal 5 Policies:

1. Development should be sensitive to existing topography, landscape, and critical areas, and should avoid, minimize, or mitigate environmental impacts.
2. Require a dust control plan be submitted to the County whenever ground cover is disturbed in a development.
3. Lighting should be designed so as to promote public safety as well as to promote “Dark Sky” principals.
4. Minimize the impacts of development to property owners while not adversely impacting critical areas by using density bonuses, clustering, and other means of compensation as appropriate for the protection of critical areas.

Goal 6. Support hazard mitigation planning and implement adopted mitigation initiatives.

Goal 6 Policies:

1. Integrate the mitigation initiatives from the Hazard Mitigation Plan into local government Comprehensive Plans, development regulations, and Capital Improvement Plans (CIPs).
2. Adopt and enforce the most recent version of the International Building Code (IBC) along with its chapters as a way to address wind, fire, landslide and earthquake hazards.
3. Adopt land use designations, Comprehensive Plan policies, and development regulations which minimize new development within high hazard areas.
4. Locate new facilities outside of areas vulnerable to the impacts of natural hazards.
5. Implement a Flood Damage Prevention ordinance to identify and regulate lands which are in FEMA-designated Special Flood Hazard Areas.
6. Consider implementation of selected “Firewise” principals, as established by the National Fire Protection Association, which can assist in hazard abatement and mitigation.
7. Encourage the development of an adequate water supply/storage for new development which is not connected to a community water or hydrant system. The supply or storage system should be accessible by standard firefighting equipment and adequate for the needs at the location, based on final build-out capacity.
8. Require proposed developments to provide sufficient and adequate access for firefighting equipment.
9. Bridges, culverts, road drains and other structures shall be constructed and maintained in a manner to accommodate firefighting apparatus on a year around basis.
10. Homeowners should ensure that their homes and driveways are clearly marked with easily visible address markers.

11. Encourage cluster developments and reduce density in wildfire hazard areas.

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ECONOMIC DEVELOPMENT ELEMENT

Maintaining a strong and vibrant economy is important in Franklin County. County residents need employment options and County businesses need access to a stable and ready workforce. The local economy is driven by locally produced agricultural commodities as well as value-added products, local goods and services, and other factors. Additionally, a vibrant economy ensures that the local tax base remains stable and can support community needs such as school, police protection, infrastructure, and other public facilities and services.

Franklin County is included in the Richland, Kennewick-Pasco Metropolitan Statistical Area (MSA) designated by the U.S. Census Bureau and is referenced in this document as the Tri-Cities MSA. Although the economies of the bi-county area and region each contribute to the vitality of the Tri-Cities MSA and Franklin County, for the purposes of this analysis and because the land use discussed in the Comprehensive Plan is primarily unincorporated Franklin County, this section will focus on the rural economy of Franklin County. The economy in the County mostly consists of agriculture and its related businesses with a few non-agricultural economic contributors.

The Franklin County Board of Commissions passed Resolution No. 2016-211 which approved the Franklin County Economic Development Plan; which coordinates with the following information. Information provided here that is not given a specific source citation was taken directly from the resolution.

See the “Land Use Element” for employment projections and a discussion of Industrial Land Supply.

AGRICULTURE

Air, water, and land are important economic resources for Franklin County. Franklin County’s fertile soils, available irrigation water, sunny skies and long summer daylight hours have made agriculture a cornerstone for economic development since the early pioneering days.

Franklin County lies within the Columbia Basin, one of the Northwest’s most productive agricultural regions. According to the Agricultural Census taken every five years by the Washington Agricultural Statistics Service, in Franklin County there were 883 farms in 2012 compared with 856 farms in 1982, a slight increase over the 30-year period. However, the total land area in farming decreased between 1982 and 2012, by about one percent. The average size of a farm also decreased from 739 acres to 708 acres in 2012. The data is summarized in Table 19. The data is collected and released by the USDA every 5 years.

Table 19: Natural Resources – Agriculture

	1987	1992	1997	2002	2007	2012	2017
Number of Farms	894	857	848	943	891	883	772
Land in Farms (acres)	660,813	670,149	563,716	664,875	609,046	625,047	615,274
Average Size of Farms (acres)	739	782	665	705	684	708	797
Number of Farms with irrigated Land	736	715	725	744	702	637	626
Irrigated Land (Acres)	193,960	214,748	230,279	241,063	217,238	207,151	188,119

	1987	1992	1997	2002	2007	2012	2017
Market Value of Products (\$1,000)	176,358	238,528	332,935	350,483	467,014	740,014	631,598
Average/Farm Dollars	197,269	279,496	392,612	371,668	524,145	838,068	818,132

Source: Censuses of Agriculture – National Agricultural Statistics Service

In 2002 the general crop type in farms was 71 percent Cropland, 25 percent Pasture and four percent Other Uses.

The market value of production has steadily increased over the years, outpacing inflation. The market value of agricultural products sold in 2002 increased dramatically from \$350,483,000 to \$740,014,000 in 2012, a 47 percent increase over 10 years.

The most recent crop production data available from the U.S. Department of Agriculture (National Agricultural Statistics Service, Census of Agricultural, County- Data) is provided in Table 20.

Table 20: Crops, Acres Harvested – Franklin County

CROPS	ACRES HARVESTED				
	1997	2002	2007	2012	2017
Winter Wheat	101,000	59,605	61,579	*	52,477
Spring Wheat	17,300	13,632	*	*	10,552
All Wheat	118,300	73,237	76,863	73,387	62,999
Barley	2,500	*	256	925	421
Corn for Grain	11,400	9,221	16,369	20,400	15,422
Silage Corn	2,200	1,780	*	9,020	8,489
Potatoes	38,000	41,442	28,348	30,853	29,983
Dry Beans	2,700	2,391	*	3,233	3,033
Alfalfa Hay	53,400	96,803	77,441	54,189	56,318
All Hay	58,900	103,901	98,255	67,710	75,210
Asparagus	11,600	7,482	55,330	63,698	2,160
Sweet Corn (Processing)	13,400	17,697	16,581	16,473	8,259
Green Peas	588	1,044	1,549	7,574	2,641
Dry Onions	4,400	1,494	3,484	3,238	3,749

Table 21: Crop Production – Franklin County

CROPS	PRODUCTION				
	1997	2002	2007	2012	2017
Winter Wheat (Bu)	6,230,000	2,659,820	3,742,665	*	3,170,821
Spring Wheat (Bu)	1,204,000	971,495	*	*	708,552
All Wheat	7,407,000	3,631,315	4,584,764	4,548,014	3,879,343
Barley(Bu)	150,000	*	*	99,398	15,
Corn for Grain (Bu)	2,478,000	1,667,109	3,355,745	4,592,711	3,794,525
Silage Corn (Tons)	68,000	46,716	*	228,568	185,349
Potatoes (Cwt.)	21,678,000	22,619,184	*	*	*

CROPS	PRODUCTION				
	1997	2002	2007	2012	2017
Dry Beans (Cwt.)	64,000	54,059	*	81,988	89,512
Alfalfa Hay (Tons)	427,200	657,868	573,937	395,616	348,663
All Hay (Tons)	449,200	686,223	684,974	465,715	439,945
Asparagus (Cwt)	420,000	*	*	*	*
Sweet Corn (Processing)	*	*	99,023	*	*
Green Peas (Cwt.)	*	*	*	*	*
Dry Onions (Cwt)	2,310,000	*	*	*	*

Cwt = Hundredweight

Bu=Bushell

**=Data Not Available*

Table 22: Fruits and Nuts, Farms and Acres in Production – Franklin County

	1997		2002		2007		2012		2017	
	Farms	Acres								
Apples	161	9,000	151	9,039	118	8,922	128	5,522	109	10,788
Apricots	5	68	3	45	9	114	13	235	12	158
Sweet Cherries	72	1665	88	2,237	83	2,744	94	2,893	2,966	84
Tart Cherries	4	500	7	940	3	*	7	887	7	1,186
Grapes	36	2,813	39	3,223	33	2,612	45	3,102	35	2,637
Nectarines	8	129	16	217	25	349	15	427	13	354
Peaches	12	262	19	510	21	546	18	614	18	388
Pears (All)	12	156	12	297	8	148	6	113	4	*

*Bearing and Non-Bearing Data is Shown; *=Data Not Available*

Table 23: Values of Sales by Commodity Group (\$1,000) – Franklin County

	2002	2007	2012	2017
Vegetables, melons, potatoes, and sweet potatoes	147,850	130,558	160,613	168,446
Fruits, tree nuts, and berries	59,624	109,936	169,334	186,614
Other crops and hay	68,628	95,656	91,975	*
Milk from cows	16,433	40,086	113,341	85,936
Horses, ponies, mules, burros, and donkeys	238	113	162	347
Hogs and pigs	30	74	48	55
Sheep, goats, wool, mohair, and milk	70	106	138	112
Other animals and other animal products	*	*	169	*

**=Data Not Available*

Agricultural Demand

The United States Department of Agriculture (USDA) has stated that a number of developments in the agricultural sector have put upward pressure on farm-commodity prices over the past decade. These include

growing food demand in developing countries, rising biofuel demand, and slowing yield growth for grains and oilseeds. It is expected that these and other factors will continue to influence prospects for U.S. and world agriculture over the next decade.

Economic growth provides the foundation for demand for food and agricultural products. Following the world financial crisis and economic recession that began in 2008, prospects for the coming decade are for a return to long run, steady, global economic gains. High growth rates in China, India, and other emerging markets underpin these world macroeconomic gains.

Developing countries will have a growing role in the world economy and global food demand over the next 10 years and they will continue to be the source for most of the growth in U.S. agricultural exports. Economic growth in developing countries is especially important for agriculture because food consumption and feed use are particularly responsive to income growth in these countries. As incomes rise in developing countries, consumers tend to diversify their diets, moving away from traditional staple foods, such as wheat and rice, and increasing their consumption of such foods as meat, dairy products, and vegetable oils. With these changes, agricultural demand shifts toward high-value food products and feedstuffs. As a result, global consumption gains over the next decade are projected to be higher for meats (2.2 percent) and coarse grains (1.5 percent) than for wheat (0.9 percent) and rice (1.0 percent). Similarly, global cotton consumption, also responsive to income growth, is expected to increase more than staple food consumption over the next 10 years, averaging 1.7 percent annually.

China is expected to have an increasingly strong effect on world agricultural markets. Over the next decade, China's growing income and population are expected to bring large increases in consumption of many agricultural commodities. Rising consumer demand for livestock products, for example, will lead to expanding meat production and larger demand for feed grains and protein meals. China's imports of corn are projected to grow sharply and account for almost half the overall growth in world corn trade over the next 10 years. China has an even larger presence in world soybean trade, accounting for over 80 percent of global import growth.

Changing destinations for U.S. agricultural exports illustrate the growing importance of developing countries in global food demand. Twenty years ago, the two leading U.S. agricultural export destinations were Japan and the European Union (EU); in recent years, however, two of the top three destinations have been China and Mexico.

A generally weakening dollar since 2002 has made U.S. agricultural exports more competitive in international markets. This trend should continue as the dollar is expected to decline further over the next decade. The continuing depreciation is part of a global rebalancing of trade and financial markets in the aftermath of the global financial crisis and recession.

Assumptions

- Global economic growth is assumed to average 3.2 percent annually over the next decade. Relatively weak economic growth is assumed for developed countries, but stronger growth is assumed in developing countries. As a result, developing countries become a larger part of the world economy. Relatively high growth rates in China, India, and other areas of developing Asia, Africa, and Latin America underpin the anticipated macroeconomic gains for developing countries.
- Among developed countries, Japan's economic growth continues to face constraints from long-term structural rigidities, a political process that makes economic reform difficult, and an aging population. Growth in the European Union (EU) will be limited by continuing Eurozone financial difficulties.
- The U.S. economy is projected to grow at an average rate of about 2.6 percent over the next decade. The U.S. share of global gross domestic product (GDP) falls from about 26 percent currently to less than 25 percent at the end of the projection.
- Population growth rates in most developing countries are projected to slow, although they remain above those in the rest of the world. As a consequence, the share of world population accounted for by developing countries continues to rise, accounting for 82 percent in 2023.
- Population gains in developing countries, along with increased urbanization and expansion of the middle class, are particularly important for the projected growth in global food demand.

Populations in developing countries, in contrast to those in more-developed countries, tend to be both younger and undergoing more rapid urbanization, factors that generally lead to the expansion and diversification of food consumption.

- Prices for many major crops are projected to decline in the near term as global production responds to high prices of recent years. Nonetheless, after these initial price declines, long-term growth in global demand for agricultural products, a low-valued dollar, and continued biofuel demand, particularly in the United States, the EU, Brazil, and Argentina, hold prices for corn, oilseeds, and many other crops above pre-2007 levels.
- High commodity prices led to record values of U.S. agricultural exports and U.S. net farm income in 2013. Projected reductions in prices for most major crops over the next several years result in declines in export values and farm cash receipts through 2016. Export values and cash receipts then grow over the rest of the projection period as prices increase. Although farm production expenses also increase beyond 2015, net farm income remains historically high.
- Flexibility in supply can help Franklin County meet changing demands; irrigated agriculture in Franklin County is flexible in meeting market demand for different product mixes. The ability of the soil to grow a wide range of agricultural products, combined with consistent water supply, means Franklin County agriculture should perform better than other agricultural regions across the country.

Right to Farm

Agricultural activities conducted on farmland are often subjected to nuisance lawsuits, and such suits encourage, and at times force, the premature removal of the lands from agricultural production. Franklin County protects agricultural activities conducted on farmland and forest practices from nuisance laws. Franklin County has adopted a “Right to Farm” policy (Franklin County Ordinance 8-2000). The policy grants the same degree of protection to agricultural activities as Chapter 7.48 RCW, but does not grant protection beyond that allowed by state law.

Conclusions

Agriculture will continue to be a major industry in the Mid-Columbia Region and Franklin County. Agricultural lands should continue to be protected as an important County resource. Agricultural industries and businesses, relating to production and/or processing should be encouraged for siting locally. Cottage industries should be encouraged in agricultural areas and agricultural tourism should be promoted, each to diversify the economic base of farm families.

The right-to-farm mandate expressed in this Plan and by County ordinance should be continued to support the agricultural industry in Franklin County.

DIVERSIFICATION AND ECONOMIC RESILIENCE

Agriculture Related Businesses

The economy of Franklin County was built on farming, but the economic contributions do not end at harvest. There is a growing agricultural-related complex from farm production and related services to processing and marketing of farm products. A critical mass of agricultural service and supply firms are present within the County providing productive inputs to agricultural producers. The County has also attracted food processors — especially in the preserved fruits and vegetables sector — adding further value to farm products produced within the County. Decreasing labor has led to increased automation in both the agricultural and agricultural processing sectors. Increased productivity drives the need for fewer, higher skilled employees that earn a better wage. Continued educational opportunities and workforce training are necessary for continued success of the industry. Prospects look bright for the County's agricultural complex.

Transportation

Franklin County is a regional transportation hub, boasting one of the most efficient multi-modal transportation systems within the state. The County has one of the largest inland port facilities with access to the Pacific along with excellent rail service. Connections to a multitude of transportation modes help regional shippers remain competitive in the delivery of their products to respective markets. Although there are significant development opportunities, there are problems on the horizon, namely continued rail abandonment and drawdowns affecting barge shipping on the Columbia River waterway. The Tri-Cities airport is another key piece of the transportation system facilitating economic activity and fostering economic development opportunities.

Opportunity Zone

The federal Tax Cuts and Jobs Act of 2017 included the Opportunity Zone program, a program designed to provide tax incentives to investors who fund businesses in underserved communities. Investors are able to defer paying taxes on capital gains that are invested in Qualified Opportunity Funds that in turn are invested in distressed communities designated as Opportunity Zones.

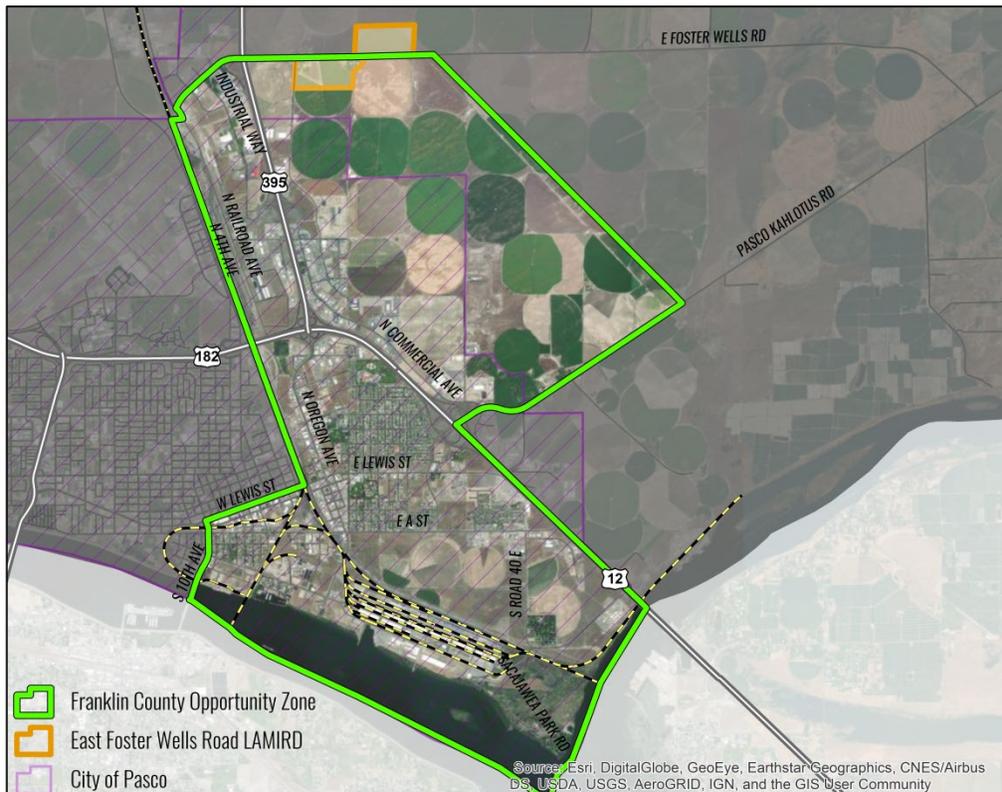
- Qualified Opportunity Zones must be certified by the U.S. Department of the Treasury and are required to hold at least 90 percent of their assets in qualified opportunity zone businesses and/or business property.
- To qualify, capital gains must be invested in a Qualified Opportunity Fund within 180 days of the date of the sale or exchange that generated the gain.
- The tax deferral is temporary (up to nine years) and the program ends on December 31, 2026.

Washington's governor was able to designate up to 25 percent of the low-income census tracts in each county as Opportunity Zones. Low-income community census tracts were the basis for determining eligibility for Opportunity Zones. A low-income community census tract needed to have an individual poverty rate of at least 20 percent or median family income up to 80 percent of the area median in order to qualify.

The census tract established as an Opportunity Zone in Franklin County is shown in **Map 20**, which comprises portions of land within City of Pasco incorporation limits, and some acreage in unincorporated Franklin County, including a portion of the East Foster Wells Road LAMIRD.

Implementation of the program is through the IRS. More information on Opportunity Zones, including answers to frequently asked questions, is on the Tax Reform page of IRS.gov, as well as updates on the implementation and the provisions under the Tax Cuts and Jobs Act.

Map 20: Franklin County Opportunity Zone



Tourism

Franklin County is reasonably well-positioned for the emerging tourist industry. Tourism includes the multi-use HAPO Center facility (formerly known as the Trade, Recreation, and Agricultural Center, or TRAC) and associated support infrastructure such as hotels, retail services, sport fields, and RV parks. Natural areas in Franklin County such as the Hanford Reach National Monument, Juniper Dunes Wilderness area and Palouse Falls, the designated State Waterfall, also offer value as major attractions. Many visitors are attracted to many of the 200 wineries that are located within a one-hour drive. These emerging industries will expand the local economy and provide increased economic diversity.

Energy Related Enterprises

One of the basic industries of the area involves energy research and development on the Hanford Reservation. Both nuclear power and research contribute to the economic well-being of the area and also the economic and strategic health of the nation. Providing support for continued growth in research, development, and energy production as it relates to the well-being of the bi-county area is important.

Expansion

Quality of life factors and relatively low cost-of-living make Franklin County an attractive area for economic expansion. Housing within the County is affordable compared with other areas in the state. The County also has one of the highest participation rates of two-year community college attendance among all counties in the state. Franklin County is one of the youngest counties in the State. If these young people can be retained and given the skills necessary to succeed, the County could see a labor pool that will provide a competitive advantage as it seeks to expand.

Recovery from Disasters

Natural and other disasters due to droughts, floods, wildfire, dam breaches, landslides, and so forth can negatively impact the local economy. The community in Franklin County can prepare for such disasters and put pre-disaster recovery plans in place, in order to become more resilient.

Regional hazard mitigation planning is further addressed in the “Natural Hazards and Mitigation” section of the Natural Element. Additionally, land use compatibility topics including planning for development near airports and land uses near dams are addressed in the Land Use Element.

BUSINESS RECRUITMENT AND RETENTION

The County is served by two Port Districts, the Port of Pasco and the Port of Kahlotus. The two ports, and the Tri-City Development Council, “TRIDEC,” are important to Franklin County for their business recruitment and retention programs.

Port of Pasco

The Port of Pasco focuses on water, rail, and air transportation to support local economic development and business activities and functions. The Port of Pasco actively markets the region to attract new businesses and support existing ones. The Port of Pasco also develops properties and then sells or leases the properties to the private sector, promoting local investment and job creation.

Port of Kahlotus

The Port of Kahlotus is one of the smallest port districts in the state and does not have a port manager or employees. Two leased grain facilities on the Snake River provide the revenue for the Port, which is governed by a three-member Board of Commissioners.

TRIDEC

TRIDEC promotes the Tri-Cities region throughout the Pacific Northwest and beyond. TRIDEC’s target sectors include the food business and agribusiness industry; the energy industry; and the logistics, warehouse and distribution industry. TRIDEC provides site location services, and produces key events related to entrepreneurship and local economic trends.

ECONOMIC DEVELOPMENT GOALS AND POLICIES

Goal 1. Encourage economic development consistent with adopted Comprehensive Plans. Promote economic opportunity for all residents of the County, especially for unemployed and for disadvantaged persons and encourage growth in areas experiencing insufficient economic growth.

Goal 1 Policies:

1. The Comprehensive Plan of the County and each city will promote employment and economic opportunity for all citizens.
2. The County, and each municipality in the County, will assure consistency between economic development policies and adopted Comprehensive Plans.

Goal 2. Encourage, sustain, and enhance the existing agricultural economic base through diversification.

Goal 2 Policies:

1. Work with the Washington State University Extension to identify additional high value crops that could be grown in Franklin County.
2. Support the development and construction of irrigation projects which will expand opportunities for additional agriculture activity and production.
3. Encourage the location of value added processing plants.
4. Assist in development of specialty crops.

Goal 3. Enhance economic and job opportunities for all citizens, especially the unemployed, disadvantaged persons, minorities and small businesses.

Goal 3 Policies:

1. Maintain in the land use element of each Comprehensive Plan a designation of areas for “commerce” and “industry” (RCW 36.70A.070 (1)).
2. Provide an adequate transportation system, which will enable industrial and commercial development to occur.
3. Work with the Ports of Pasco and Kahlotus, Benton-Franklin Economic Development District (BFEDD), Tri-City Industrial Development Council (TRIDEC) and the municipalities to identify potential industrial clients.
4. Provide adequate public facilities and services to areas designated for economic development.
5. Determine a reasonable “jobs/housing” balance and coordinating land use and development policies to help achieve the designated balance of adequate affordable housing near employment centers.
6. Encourage redevelopment of declining commercial areas.

Goal 4. Encourage the economic diversification of the County and its municipalities as well as strengthening existing businesses and industries to add to the diversity of economic opportunity and employment.

Goal 4 Policies:

1. Continue to market and develop support infrastructure for the HAPO center which is a premier northwest multi-use complex for trade, recreation, sports, education, tourism, entertainment and agriculture.
2. Participate with Hanford contractors and technology partnerships and take advantage of technological spin offs, which could be established and nurtured.
3. Work with the Port of Pasco to develop incubators, which will provide space for emerging businesses to grow and develop.
4. Encourage citizens involved in home occupations to expand into off-site centers where practical.
5. Evaluate federal, state, and local regulatory, taxing, facility financing, and expenditure practices to assure that they favor economic development at appropriate locations.
6. Strive to maintain adequate public facilities and service levels.
7. Streamline permit processing.

Goal 5. Business Development/Economic Diversity: Pursue an active and aggressive recruitment program to induce a variety of commercial and industrial enterprises to settle in the County.

Goal 6. Employment Centers: Encourage the growth of readily available large planned employment center development sites, properly zoned and serviced with infrastructure.

Goal 6 Policies:

1. Support the planning and implementation of infrastructure adjacent to and serving an Urban Growth Area, such as the Lind Road/SR 395 Interchange at Connell and the “A” Street/SR 12 intersection at Pasco.

Goal 7. Community Revitalization: Develop programs that create healthy central business districts (CBD) and neighborhood commercial districts throughout the County.

Goal 8. Infrastructure: Ensure that adequate infrastructure is provided to accommodate economic growth including high speed internet.

Goal 9. Education and Training: Actively participate in the development of a properly educated and trained work force; changing skill sets demanded by industry mean continuing education and STEM will be critical for future success.

Goal 10. Cultural Revitalization: Encourage programs that develop and promote our cultural resources.

Goal 11. Environment: Maintain the environmental quality of life so that Franklin County is a preferred place to work and visit.

Goal 11 Policies:

1. Seek opportunities to enhance or preserve natural areas that will attract visitors and foster tourism in Franklin County (i.e. Juniper Dunes, Palouse Falls).

Goal 12. Regulatory Framework: Encourage the development of regulations that are consistent, fair, predictable, and timely.

Goal 13. Coordination: Coordinate the economic development element of the Comprehensive Plan with other elements so that a clear and consistent economic policy is followed.

HOUSING ELEMENT

The GMA requires Franklin County to prepare a Housing Element of the Comprehensive Plan that recognizes the vitality and character of established neighborhoods, and:

- Includes an inventory and analysis of existing and projected housing needs;
- Includes a statement of goals, policies, and objectives for the preservation, improvement, and development of housing;
- Identifies sufficient land for housing including, but not limited to government assisted housing, housing for low-income families, manufactured housing, multifamily housing, and group homes and foster care facilities; and
- Makes adequate provisions for existing and projected housing needs of all economic segments of the population in unincorporated Franklin County.

Decent, safe, and affordable housing is a basic human need, and ensuring that present and future Franklin County residents have a wide range of choices and options is an important part of planning for the future.

HOUSING INVENTORY

The 2010 U.S. Census recorded 24,423 total housing units in Franklin County, of which 23,245 were occupied units (95 percent). Of the occupied housing units counted, 66 percent were owner-occupied (**Figure 7**).

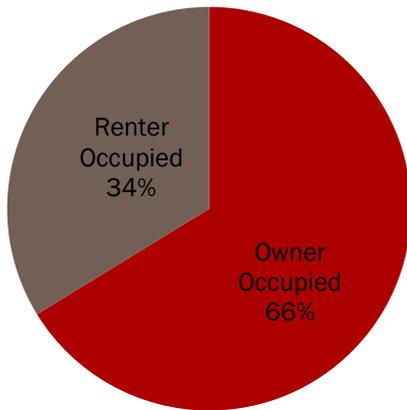


Figure 7: Owner vs. Renter Occupied Housing Units

In addition to knowing the ratio of owner occupied to renter occupied housing, it is also useful to consider how many people are living together, whether they are considered a family household, and whether they rent or own their dwelling.

The Census defines a family as including “a householder and one or more people living in the same household who are related to the householder by birth, marriage, or adoption.” In Franklin County, the average family size is 3.68 people and the average household size (the number of people living together in a dwelling unit) is 3.28 people, according to the 2010 Census. The average number of people living in owner-occupied housing is 3.26 as compared to an average of 3.32 people living in rental housing. Table 24 shows the number of family households, non-family households, owner and rental units, and how many people are living together in those units. According to the Census, the most common household type in Franklin County is a two-person, Family Household.

Table 24: Housing Type by Household (H.H.) Size – U.S. Census Bureau, 2010 Census

	COUNTY-WIDE TOTAL	1-PERSON H.H.	2-PERSON H.H.	3-PERSON H.H.	4-PERSON H.H.	5-PERSON H.H.	6-PERSON H.H.	7-OR-MORE PERSON H.H.
Total Occupied Housing Units	23,245	3,806	6,359	3,663	3,842	2,755	1,480	1,340
Family Households	18,163	(N/A)	5,401	3,459	3,768	2,733	1,466	1,336
Nonfamily households	5,082	3,806	958	204	74	22	14	4
Owner Occupied	15,399	2,193	4,795	2,335	2,524	1,749	947	856
Renter Occupied	7,846	1,613	1,564	1,328	1,318	1,006	533	484

To further understand the housing needs for Franklin County for the next twenty years it is important to consider vacant units and, where possible, distinguish why these units are vacant. Franklin County is growing rapidly and the vacancy rates are very low. The homeowner vacancy rate in the County is 1.2 percent and the rental vacancy rate is 4.5 percent. There will always be some vacancies in a community and the reasons for those vacancies can provide insight into housing needs. **Figure 8** identifies the variety of reasons housing units may be vacant, and the percentages of the occurrences by type, according to the 2010 Census.

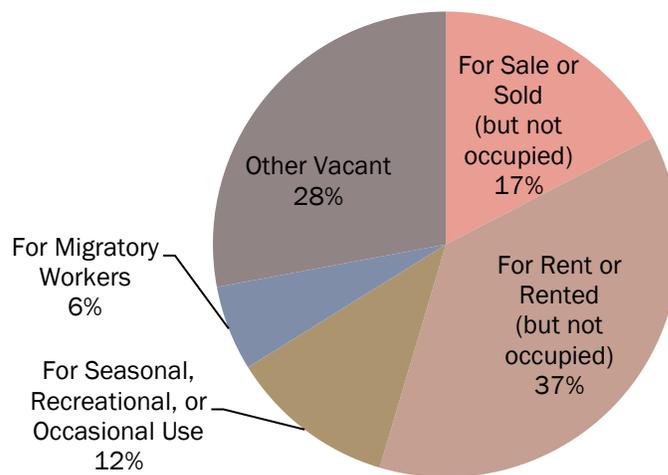


Figure 8: Vacant Housing Causes

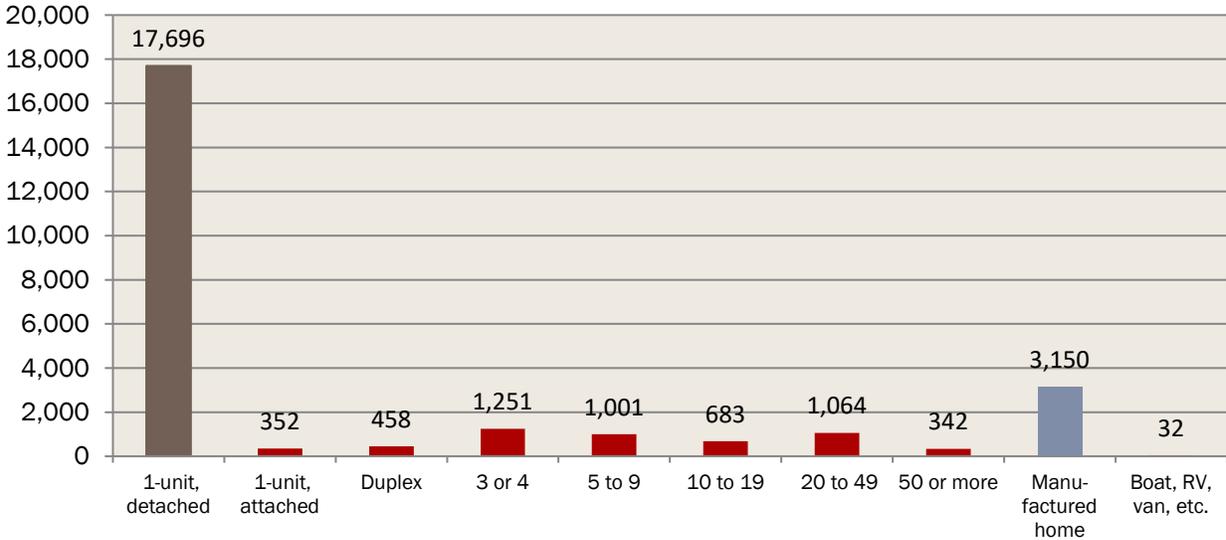


Figure 9: Housing Units Types (within individual structures)

Source: American Community Survey 2011-2015

Franklin County features a range of dwelling unit types. As is shown in **Figure 9**, the most common type of dwelling unit is a detached single unit and the second most common type is a manufactured home.

Looking at the age of structures is another consideration that can aid in determining future needs for Franklin County. The majority of the housing stock in Franklin County was built between 2000 and 2009, which bodes well for the population because newer structures must conform to recently adopted residential building and energy codes. This provides greater energy efficiency and a lower overall percentage of dwelling units potentially built with hazardous materials such as asbestos and lead paint.

Figure 10 depicts the number of housing units built during specific periods of housing construction in Franklin County.

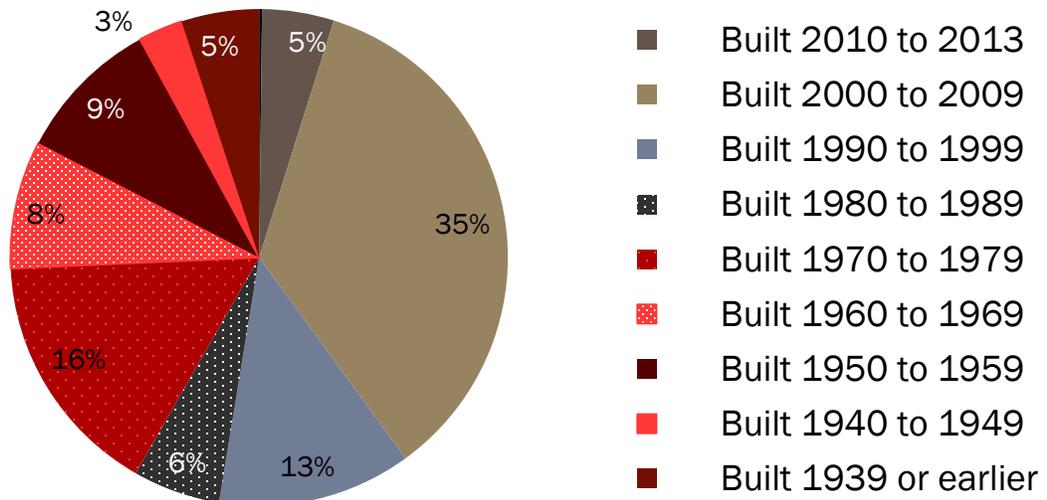


Figure 10: Housing Stock by Construction Date

Source: American Community Survey 2011-2015

FUTURE HOUSING NEEDS

To accommodate future population, the unincorporated areas of Franklin County will need to add additional housing units. Based on population projections for this planning period as discussed in the Land Use Element, approximately 2,305 additional dwelling units will be required to house the 2038 population in unincorporated Franklin County:

Estimated Franklin County 2017 Population (unincorporated):	12,540 people
Unincorporated Franklin County Allocation:	13.2 percent
Medium Series County-wide Population Projection for 2038:	152,285 people
Estimated Franklin County 2038 Population (unincorporated):	20,102 people
Anticipated 20-year Growth (unincorporated):	7,562 people
Average Household Size:	3.28 people per dwelling unit

Number of additional housing units that will be needed: **2,305**

It is expected, based on historical trends, that the mix of new housing will be 50 percent site-built and 50 percent manufactured homes. The remaining new population would be accommodated by new homes built in the Cities and within Urban Growth Areas.

AFFORDABLE HOUSING

Affordable housing is a term which applies to the adequacy of housing stocks to fulfill the housing needs of all economic segments of the population. The underlying assumption is that market factors will guarantee adequate housing for those in the upper economic brackets, but that some combination of appropriately zoned land, regulatory incentives, financial subsidies, and innovative planning techniques will be necessary to ensure adequate provisions for the needs of middle and lower-income persons. Each jurisdiction should incorporate a regional perspective into the identification of its housing planning area, with the understanding that the countywide population needs to be planned for.

All jurisdictions share in the responsibility for achieving a reasonable and equitable distribution of affordable housing to meet the needs of middle- and lower-income persons. While government policies and programs alone cannot ensure that everyone is adequately housed, attention should be given to removing regulatory barriers to affordable housing where such action is otherwise consistent with GMA. In the overall implementation of the Act, an effort should be made to avoid an escalation of costs, which will defeat the achievement of the Act's housing aims.

According to the GMA, housing can be considered "affordable housing" when the total housing costs, including basic utilities, does not exceed 30 percent of the income limit (for renters, 50 percent or less of the County median family income, adjusted for family-size, and for owners, 80 percent or less of the County median family income, adjusted for family size for owners).

In accordance with WAC 365-196-410(2)(e)(iii), planning for affordable housing should be done on a regional basis. The Franklin County-Wide Planning Policies include a discussion of what methods will be used to plan for affordable housing throughout Franklin County.

One indicator of housing costs related to affordability is the "Fair Market Rent" for the region. Fair Market Rent is the gross rent estimates (rent plus the cost of all tenant-paid utilities) for privately owned, safe and decent rental housing. It represents the "starting cost" for modest rental units. The Fair Market Rent calculations are primarily used to determine payment standard amounts for the Housing Choice Voucher program, to determine initial renewal rents for some Section 8 contracts and to serve as a rent ceiling in the HOME rental assistance program. The Fair Market Rent figures, as determined and published by the US Department of Housing and Urban Development (HUD) for determined areas, are shown in **Figure 11** for one and two bedroom units in Benton and Franklin Counties (combined). As shown in the figure, the Fair Market Rent for one-bedroom living

spaces in Benton and Franklin Counties, combined, was \$669 in 2016, increasing from \$528, or by 27 percent, since 2008.



Figure 11: Fair Market Rent Trends

Source: HUD

Housing Authority

The City of Pasco And Franklin County Housing Authority is a Section 8 and Public Housing Agency in Pasco serving the City of Pasco, Franklin County, and the City of Connell. This housing authority offers three communities with 280 units for families and senior/disabled individuals. In addition, the Authority manages nearly 300 Housing Choice Vouchers.

HOUSING TYPES AND OPTIONS

Factory Assembled Housing

Many communities are increasingly embracing factory assembled housing (which includes modular and manufactured homes) as a viable option for providing affordable housing in communities. According to the state OFM forecasting and research division, Franklin County was estimated to have 3,347 mobile and manufactured homes in April 2017, which accounts for 12.0 percent of the total housing stock.

When accounting for only non-incorporated Franklin County, we find that there are 1,437 mobile and manufactured home units, which is 36.1 percent of the non-incorporated housing stock. Throughout the state of Washington, 17.5 percent of the housing stock in non-incorporated areas is mobile and manufactured homes; therefore, non-incorporated Franklin County has over double the amount of mobile and manufactured housing stock as compared statewide by percentage, and over one in three homes through the non-incorporated County are mobile or manufactured homes.

Most of the County’s manufactured housing stock is not located within manufactured housing parks, put on private lots. Table 25 lists the Manufactured Housing Parks identified by the Washington State Department of Commerce, as of September 2017. At that time, the vacancy rate was less than four percent.

Table 25: List of Manufactured (Mobile) Home Parks

PARK NAME	MOBILE HOME PARK ADDRESS	SPACES AVAILABLE	UNITS-RENTED	UNITS - VACANT
<i>Located in unincorporated Franklin County:</i>				
Basin City Mobile Home Park	7471 RD 170, BASIN CITY	107	107	0
<i>Located Within Cities:</i>				
Sands Mhp Llc	1416 N 1ST AVE, PASCO	41	38	3
Lakeview Mobile Home Park	1505 S RD 40 E, PASCO	217	217	0
Herron Mobile Home Park	320 W LEE ST, KAHLOTUS	6	2	4
A Street West Manufactured Home Park	2525 W A ST, PASCO	12	12	0
Connell Park Estates	200 W HAWTHORNE, CONNELL	119	98	21
Pathfinder M.H.P	3417 RD 84, PASCO	50	50	0
Sundance Mobile Home Park	925 N ELM AVE, PASCO	122	120	2
Flamingo Village Mobile Home Park	130 DIAMOND DR, PASCO	206	206	0
El Jazmin	715 S COLUMBIA, CONNELL	16	16	0
	TOTAL:	896	866	30

Source: State of Washington Department of Commerce, September 2017

The County can legally enact local ordinances that specify that manufactured homes, sited in certain zoning districts, be new manufactured homes, be set on a permanent foundation, comply with any local design standards that also apply to other homes in the zoning district, be thermally equivalent to the state energy code, and meet requirements for the definition of a designated manufactured home (RCW 35.63.160), which excludes “single-wides.”

Currently the Franklin County Zoning Code requires factory assembled homes being placed within Urban Growth Areas or Rural Shoreline Areas to be newly manufactured, if they are located in specific zoning districts. They must also be placed on permanent foundations, and meet specific design requirements for exterior siding, glazing, roof pitch, and so forth.

In those areas which are Rural Residential and Rural Settlement Areas, any newly placed factory assembled structure must not be older than five years old, when proposed to be placed in certain zoning districts. There are also other requirements for certain siding materials and other specific standards.

The County does not have any current policies that differentiate between mobile homes constructed prior to and after the National Manufactured Housing Construction and Safety Standards Act was enacted in 1976 by the US Department Housing and Urban Development (HUD). The Federal Housing Administration (FHA) does not insure mortgages on mobile homes built prior to June 15, 1976, and most mortgage insurance firms follow the same practice.

The County does require that factory-assembled structures constructed prior to June 15, 1976 be inspected and approved by the State L&I Department, prior to issuance of a placement permit, in those locations where they are allowed.

Accessory Dwelling Units

Accessory dwelling units (ADUs) are independent, self-contained dwelling units that are within or attached to a single-family dwelling, or in a detached building on the same lot as the primary unit. These are sometimes referred to as “granny flats” or “mother-in-law apartments,” though occupancy is not limited to those situations.

In the non-incorporated areas of the County, ADUs can take on many different shapes and forms, and are regulated by the County Zoning code, to maintain the character of the single-family districts where they are located.

Multi-Family Housing

Apartments and multi-plexes (mostly duplexes) can be located in various locations throughout non-incorporated Franklin County, as they are permitted uses in the RS-2, R-2, and R-3 zones, and they may also be allowed in Planned Unit Developments, by Ordinance. According to the assessor's records, there is only one multi-family structure in the non-incorporated portions of Franklin County, on highway R-170 near Mesa.

Group Homes

Average life expectancy continues to grow in the United States; according to the Centers for Disease Control and Prevention, the life expectancy (at birth) in 2015 by gender was 81 years of age for females and 76 years of age for males. The baby boomer generation is now nearing, or at, the typical age of retirement.

The County currently allows Group Homes and Group Care Facilities as unclassified uses in several zoning districts, upon approval of a Conditional Use Permit.

State licensed "Group Homes" or "Group Care Facilities" may locate in multiple residential zoning districts. These are homes where personal care and room and board is provided to up to six adults not related to the person providing the services.

Recreational Vehicle Housing

Living in Recreational Vehicles (RVs) appears to be on the rise. In some cases, short-term residents may reside in an RV on a limited basis – such as during a visit by a visiting family member, or short-term housing while between house moves. In other cases, RV living occurs on a more extended basis, with workers residing in RVs during limited-tenure jobs. Still, others may be living in RVs as that is the only affordable option to them. Limited data exists, although there is some anecdotal knowledge of people choosing to live in smaller housing units – such as RVs - following the economic downturn of the recession in 2008-2009.

The State Legislature passed laws in 2009 that prohibit localities from preventing the entry (or requiring the removal) of a recreational vehicle (RV) used as a primary residence in designated manufactured/mobile home communities.

Currently, the Franklin County Code allows for RV parks to be established in certain districts, under a Conditional Use Permit. The zoning code regulates the use and specifies that RVs can't be lived in for indefinite periods or time or for permanent housing (with the exception of park management staff). In addition, temporary use of an RV may be permitted when special conditions exist, such as the need to care for an aged or infirm family member, during construction of a permanent dwelling, and for farm labor. In all cases, a temporary permit allowing the use must be obtained.

The County operates the Franklin County RV park at the HAPO Center, within the City of Pasco, which was opened in 2004 and features about 34 spaces.

Institutional Housing

Institutional Housing quarters exist at the Coyote Ridge Corrections Center in Connell, with an inmate prison population of over 2,100 persons.

Student Housing

Columbia Basin College (CBC) has a three-story student apartment housing facility called Sunhawk Hall, located just off 20th Avenue across the street from the CBC Pasco campus. The College is anticipating the construction of three buildings, depending on demand. CBC provides the property management and residence life programming and a private developer maintains the facility. Presently, there are 126 total beds included within 44 apartment units.

Temporary Worker Housing (Migrant Farmworker Housing)

Temporary Worker Housing is located in several rural sites throughout the County. The housing is commonly referred to as “H-2A housing,” as H-2A is the coding number for a “guest worker” program administered by the Employment Security Department, with oversight by the U.S. Department of Labor. The state legislature determined that “Temporary worker housing located on a rural worksite, and used for workers employed on the worksite, shall be considered a permitted use at the rural worksite for the purposes of zoning or other land use review processes, subject only to height, setback and road access requirements of the underlying zone.” (Chapter 70A.114A.050 RCW). This means that migrant farmworker housing overrides local zoning regulations except for the building height and setback, and road access requirements of the local zone. In addition, permits for these housing structures come from the State Department of Health, and are not issued by the local building department.

INCOME

It is important to consider the income levels of the citizens of Franklin County in order to fulfill the Housing requirements of the GMA and make adequate provisions for existing and projected housing needs of all economic segments of the population. The following sections consider personal income statistics, the median income figures in Franklin County, and poverty levels.

Personal Income

Table 26 references both annual per capita and total personal incomes for Franklin County, Washington State, and the gross national income for the United States, between the years 2006 and 2016.

Table 26: Personal Income 2006-2016

YEAR	FRANKLIN COUNTY		WASHINGTON STATE PER CAPITA	UNITED STATES** PER CAPITA
	PER CAPITA	TOTAL*		
2006	\$24,901	\$1,608,000	\$40,357	\$47,390
2007	\$26,798	\$1,811,000	\$43,192	\$48,420
2008	\$29,393	\$2,080,000	\$44,794	\$48,460
2009	\$29,966	\$2,231,000	\$41,844	\$47,250
2010	\$30,622	\$2,423,000	\$42,194	\$48,880
2011	\$31,835	\$2,646,000	\$44,202	\$50,710
2012	\$31,349	\$2,688,000	\$47,338	\$52,850
2013	\$31,026	\$2,684,000	\$47,814	\$54,000
2014	\$32,302	\$2,835,000	\$50,890	\$56,190
2015	\$34,387	\$3,054,000	\$53,064	\$57,640
2016	\$35,339	\$3,186,000	\$54,579	\$58,030

Source: US Department of Commerce, Bureau of Economic Analysis

** Total Personal Income is displayed in thousands*

***Source: <https://data.worldbank.org/indicator/NY.GNP.PCAP.PP.CD?locations=US>*

In 2016, the per capita personal income (PCPI) in Franklin County was \$35,339. This PCPI ranked 38th among all counties in the state and was 65 percent of the state average of \$54,579. The 2016 PCPI reflected an increase of 2.8 percent from 2015. In comparison, the 2015-2016 state increase was 2.9 percent and the national increase was 1.6 percent.

In 2016 the Franklin County total personal income (TPI) was \$3.1 billion. This TPI ranked 16th among all counties in the state and accounted for 0.8 percent of the state total. One decade ago, in 2006, the TPI of Franklin County was \$1.6 billion which ranked 21st in the state. Therefore, the share of the total statewide economy has been rapidly increasing in Franklin County.

The 2016 County TPI reflected an increase of 4.3 percent from 2015. The 2015-2016 state increase was 4.7 percent and the national increase was at 2.3 percent.

Median Income

Based upon data from the US Census (2011-2015 American Community Survey), the median family income in Franklin County is \$59,169. WAC 365-195-310 recommends that planning jurisdictions use the following economic ranges for planning purposes:

- Extremely low income – below 30 percent of median income
- Very low income – between 31 percent and 50 percent of median income
- Low income – between 51 percent and 80 percent of median income
- Moderate income – between 81 percent and 95 percent of median income
- Middle-income – between 96 percent and 120 percent of median income

Using these economic ranges, a family income in Franklin County below \$17,751 is considered to be an extremely low income, and middle-income earnings would fall between \$56,802 and \$71,003. The range of family incomes in Franklin County are provided in **Figure 12**.

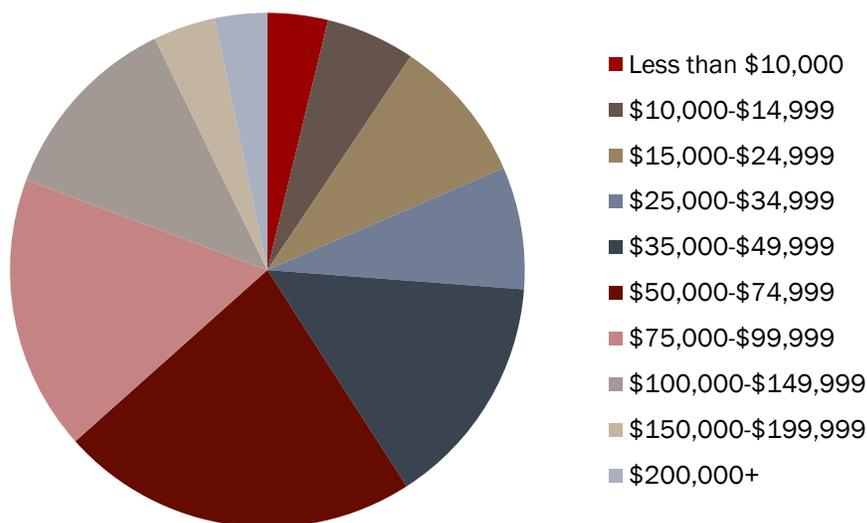


Figure 12: Family Income (Franklin County)

Source: American Community Survey 2011-2015

Poverty

The Office of Management and Budget sets the poverty level using poverty income guidelines, required by section 652 and 673 of the Omnibus Reconciliation Act of 1981. These guidelines are intended for use as an eligibility criterion for a number of federal programs.

In 2016, the poverty threshold for a single individual under age 65 was \$12,486 according to the U.S. Census Bureau. A four-person family with one parent or guardian and three children under the age of 18 was considered to be living in poverty if their income was less than \$24,424. According to the U.S. Census 2011-2015 American Community Survey, the poverty rate for Franklin County was 18.3 percent for all people, and 15.4 percent for families.

According to The Washington State Employment Security Department, Franklin County is a Distressed County. For purposes of special assistance, counties that have experienced a three-year average unemployment rate

that is 20 percent above the state's average rate are designated as distressed counties. The three-year average unemployment rate from January 2014 - December 2016 (not seasonally adjusted) for Franklin County is 7.9 percent as compared to the statewide unemployment rate for the same time period at 5.7 percent.

HOUSING GOALS AND POLICIES

Goal 1. Encourage the availability of affordable housing to all economic segments of the population, promote a variety of residential densities and housing, and encourage preservation of existing housing stock.

Goal 2. The County, and each municipality in the County, should determine the extent of the need (i.e., the demand) for housing for all economic segments of the population that are projected in each Comprehensive Plan.

Goal 2 Policies:

1. These determinations should reflect the economic segments of the population for whom housing needs to be provided. Census or other reliable data shall be used in determining these projections.
2. A determination should be made as to the type of housing needed. This will include, but not be limited to, single-family detached, single-family attached, manufactured housing, duplex, triplex, fourplex, apartments, migrant agricultural worker housing, government assisted housing, group homes, and special housing types.
3. The determinations should be reflective of the County-wide fair share housing allocation as established pursuant to federal or state law and supplemented by provisions established in intergovernmental agreements between County jurisdictions.

Goal 3. The County and each municipality in the County should determine their respective projected demand for housing to accommodate the forecasted population.

Goal 3 Policies:

1. Identify vacant and infill parcels appropriately zoned for residential development with assurances that neighborhood compatibility will be maintained.
2. Identify vacant and infill parcels suitable for residential development and permitting sufficient land through zoning for one or more of the previously listed housing types and densities.
3. Encourage the preservation of existing housing stock through repair and maintenance rehabilitation and redevelopment.
4. In determining the suitability of the location and identification of sites for affordable housing, the County and each municipality in the County should consider the availability and proximity of transit facilities, government facilities and services and other commercial services necessary to complement the housing.

Goal 4. The County, and each municipality in the County, shall maximize available local, state and federal funding opportunities and private resources in the development of affordable housing.

Goal 4 Policies:

1. Implement innovative regulatory strategies, which provide incentives for developers to provide affordable housing to low and moderate-income households.
2. Ensure an allowance for exemption from impact fees for projects which provide affordable housing for low- and moderate-income households.
3. Explore and identify opportunities for non-profit developers to build affordable housing.

Goal 5. Communities must comply with the requirements set forth in the Growth Management Act and provide a mix in the range of dwelling units to provide their "fair share" of the County-wide housing need for all segments of the population that are projected for the County over the planning period.

Goal 5 Policies:

1. Remove barriers to the use of innovative technology in housing construction and regulate manufactured housing no differently than site-built housing.

Goal 6. Promote education and awareness addressing compatibility between various dwelling types and community standards.

Goal 6 Policies:

1. Extend education and awareness programs to government agencies and residents that generate an awareness of the universal need to accommodate housing for all within all communities.

Goal 7. Encourage the development of new housing within the Urban Growth Areas where existing or future facilities and services exist.

Goal 8. Support the establishment of a Bi-County Housing Consortium, which will work towards identifying the needs of the various constituents and also identify housing mix and facilitate locating of those various housing units.

Goal 8 Policies:

1. Implement community education programs to eliminate stigmas attached to nontraditional dwelling types.
2. Minimize the cost of housing by promoting innovative programs and techniques.
3. Encourage creative solutions to housing issues through quality design, which is functional as well as livable.
4. Promote and assist in the development of the necessary financial tools to ensure affordable housing for each jurisdiction.
5. Promote the availability and affordability of special needs housing and necessary supportive services.

Goal 9. Encourage the availability of safe, sanitary and affordable housing for both migrant and permanent-resident farm workers.

Goal 9 Policies:

1. Continue to allow accessory farm worker accommodations in agricultural resource areas, with the requirement that the property owner must employ one or more persons in each household.
2. Work with the agricultural community to develop criteria and a process for siting permanent and migrant farm worker housing in agricultural resource areas with consideration given to neighborhood and project security, health and sanitation, availability of public services, access, childcare, and the availability of affordable housing in a nearby urban area.
3. Continue to work with state and local agencies to remove barriers to providing farm worker housing, and explore innovative approaches to meeting farm worker housing needs.
4. Evaluate state requirements for farm worker housing.
5. Work cooperatively with other public agencies, private institutions and organizations to encourage new housing and/or housing rehabilitation in suitable areas.

HISTORICAL & CULTURAL RESOURCES ELEMENT

There are a number of properties of potential or known historic and cultural significance in Franklin County. Properties of historic and cultural significance are those properties meeting the national, state, or local criteria for historic and cultural significance. In the early 1980s, the Benton-Franklin Regional Council prepared an inventory that contains a survey of properties of potential historic and cultural significance. In addition, the State Office of Archaeology and Historic Preservation inventoried potential and known archeological sites in Franklin County. Some of these properties are currently, or will soon be suggested to the State Office of Archaeology and Historic Preservation for inclusion in the State Historic Register.

DESIGNATION OF HISTORIC PROPERTIES

The most fundamental building block of historic and cultural preservation is having an inventory of properties of potential historic, cultural, and archaeological significance. The nomination of properties to the local, state, or national registers is, most often, preceded by surveying activity, which involves regular updating of the inventory containing properties of potential historic, cultural, and archaeological significance. Criteria for determining significance include that properties such as districts, sites, buildings, structures, and objects embody some importance in American history, architecture, archaeology, or culture of state or local importance and possess integrity of location, design, setting, materials, workmanship, feeling, and association.

Nomination

Nominated properties are designated to be included in the Franklin County Register of Historic Places usually at the owner's request, and always with owner consent. The process leading to designation includes a public hearing and recommendation by the Planning Commission followed by a public hearing and adoption by Franklin County Commissioners. Designation of properties for the State of Washington Register of Historic Places and the National Register of Historic Places go through a less stringent procedure and the properties listed in the State or National Registers are afforded less protection. The main benefit of designating properties to the State or National Register is honorary.

Definitions

Historic Properties

A "historic property" is any prehistoric or historic district, site, building, structure, or object included in, or eligible for inclusion in the National, State, or local register of historic places. The term can also include artifacts, records, and remains, which are related to such a district, site, building, structure, or site.

Cultural Properties

A "cultural property" means a definite physical location and associated material remains, such as an archaeological or historical site, which has been found to be capable of contributing important scientific, historic, or management information, or that possess identified sociocultural, educational, or public importance.

Archaeological Properties

An "archaeological property" is any material remains of human life or activities which are of archaeological interest. These include all sites, objects, structures, artifacts, implements, and locations of prehistorical or archaeological interest, whether previously recorded or still unrecognized, including but not limited to prehistoric and historic Native American Indian or aboriginal burials, campsites, dwellings, and habitation sites, including rock shelters and caves, their artifacts and implements of culture such as projectile points,

arrowheads, skeletal remains, grave goods, basketry, pestles, mauls, grinding stones, knives, scrapers, rock carvings, paintings, and other implements and artifacts of any material.

Selected Inventory

Table 27 shows locations which have been placed on the National Register of Historic Places in Franklin County, Washington. Additional locations which are sensitive or have restricted or “withheld” locations (such as aboriginal or archeological sites) are not included on the list.

Table 27: National Register of Historic Places Sites in Franklin County (Selected)

PLACE NAME ON THE REGISTER	LOCATION	LISTED DATE AND REGISTER NUMBER	DETAILS
Franklin County Courthouse	1016 N. 4th Ave. in Pasco	February 8, 1978 (#78002740)	National Register of Historic Places: Late 19th And 20th Century Revivals
Marmes Rock Shelter	Under Lake Herbert G. West in Lyons Ferry	October 15, 1966 (#6600074) National historic Landmark	The site is buried under water
James Moore House	Off Hwy 395 in Pasco	May 31, 1979 (#79002532)	Also known as the Moore Mansion
Pasco Carnegie Library	305 N. 4th Ave. in Pasco	August 3, 1982 (#82004212)	The building is now used as a museum and serves as the home of the Franklin County Historical Society.
Sacajawea State Park	2503 Sacajawea Park Rd in Pasco	April 24, 2007 (#07000364)	267-acre site with 9,100 feet of shoreline; was a major meeting place for Native Americans. The Lewis and Clark expedition camped at the site in 1805.
Snake River Bridge	State Route 261 (at the confluence of the Snake and Palouse Rivers)	July 16, 1982 (#82004207)	Also known as the Lyons Ferry Bridge

Properties included on the Washington Heritage Roster are listed in **Table 28**:

Table 28: Washington Heritage Roster Sites in Franklin County

NAME ON THE REGISTER	NOTES
Pioneer Memorial Bridge “Blue Bridge”	Constructed 1954
Pasco- Kennewick/Columbia River Bridge	Constructed 1905; 1954
Leon Jausaud Barn	State Road 261 Kahlotus, Constructed 1912 (Washington Heritage Barn Register)
Frank A. Hart Barn	State Road 261 Kahlotus, Constructed 1912 (Washington Heritage Barn Register)
Box Canyon Viaduct	Spans Box Canyon Near the Snake River, Kahlotus, Constructed 1908

HISTORICAL & CULTURAL RESOURCES GOALS AND POLICIES

Goal 1. Identify and encourage the preservation of lands, sites, and structures that have historical or archaeological significance.

Goal 1 Policies for Historic, Archeological and Cultural Preservation:

1. The County, and each municipality in the County, shall identify the presence of federal, state and local historic, archaeological and cultural lands, sites and structures, of significance within their boundaries utilizing applicable federal, state and local designations, if relevant (and where appropriate in cooperation with the Native American tribes).
2. The County, and each municipality in the County, may identify and designate local historic, archaeological and cultural lands, sites, and structures of significance within their boundaries.

Goal 1 Policies for Recommendations for Sites:

1. Recommendations for local designations may be made by any person or entity or by any municipality or governmental body.
2. The municipality may designate an individual, commission or committee to be responsible for review of recommendations and to forward such recommendations to the legislative body.
3. The local legislative body will make designations only if the land, site or structure has local significance.
4. All such designations shall be reflected and noted within this element of the Comprehensive Plan.
5. Preservation of significant lands, sites and structures shall be encouraged or accomplished by the County, and each municipality in the County, through any one or a combination of the following techniques, as determined to be appropriate by the local legislative body.
 - A. Designation;
 - B. Incentives for preservation;
 - C. Loans and grants;
 - D. Public purchase;
 - E. Non-development easement;
 - F. Development rights transfer;
 - G. Restrictive covenants;
 - H. Regulations for protection, maintenance and appropriate development;
 - I. Plans/policies/standards for preservation (U.S. Department of the Interior)
6. The County, and each municipality in the County, may utilize one or more of the following criteria, or others as may be determined, to make designation decisions for recommended lands, sites or structures:
 - A. Archaeological, historic or cultural “significance”;
 - B. Condition;
 - C. Uniqueness;
 - D. Accessibility;
 - E. Cost/benefit;
 - F. Extent to which land, site or structure is undisturbed;
 - G. Presence of incompatible land uses or activities;
 - H. Presence of environmental, health, or safety hazards;
 - I. Tourism potential;
 - J. Educational value;
 - K. Consent of owner
7. The legislative body of the County, and each municipality in the County, may utilize one or more of the following criteria, or others as may be determined, to make a dedesignation decision:
 - A. Error in historical/archaeological/cultural research for the original designation;
 - B. Economic hardship for owner leaving no reasonable use of the land, site or structure;
 - C. Deterioration of lands, site, or structure;

- D. Discovery of other (better) examples of lands, sites, or structures;
- E. Presence of land, site, or structure on state or federal registers.

Goal 2. The County, and each municipality in the County, shall encourage public education programs regarding historic, archaeological and cultural lands, sites, and structures as a means of raising public awareness of the value of maintaining those resources.

CAPITAL FACILITIES PLAN ELEMENT

The Capital Facilities Plan Element is a required component of a Comprehensive Plan (RCW 36.70A.070(3)) and serves to ensure that other elements of the Comprehensive Plan are fiscally achievable. The requirement is an important one, because development and growth result in additional public service needs and many times require extension of public infrastructure and services. Without well-thought out planning which includes a plan for financing and adequate financial capacities, communities can suffer from unacceptable traffic conditions, overcrowded schools, or extreme challenges in responding to basic needs for police response, etc.

In this Element, Franklin County is able to determine what types of capital facilities are required in the planning areas, and the County establishes minimum level of service requirements which are used to assess future land development and growth impacts. The GMA generally provides wide discretion to local communities in this regard.

This section addresses facilities the County must plan and budget for as part of its Capital Improvement Program, which includes ; transportation and circulation, law and justice (enforcement, prosecution, and correction/detention), and general government. Certain services, systems and amenities which are provided by other agencies are also addressed, to provide a complete assessment of Capital Facilities related to growth.

This Element provides inventories for important community facilities available to Franklin County residents and businesses, provides goals and policies related to those facilities, and then addresses decision making for Capital Facilities that the County provides, along with a separate set of goals and policies. A centerpiece of this Element is the Franklin County Capital Improvement Plan (CIP), a six-year list of proposed projects and financing plan, included in Appendix 6.

The biggest County asset is the transportation infrastructure: the collection of roads, culverts, bridges, swales and rights-of-ways are managed by the Public Works department and are addressed in the Transportation Element and the Transportation Element Appendices of this Plan.

Level of Service Measures and Concurrency

The GMA requires that the public facilities and services necessary to support development is adequate at the time of use without decreasing current service levels below locally adopted minimum standards, known as Level of Service (LOS) measures.

“Concurrency” describes the situation in which adequate facilities are available when impacts of development occur, or within a specified time thereafter. Generally, concurrency is defined as the financial commitment to complete improvements or strategies within six years of development, unless otherwise noted.

In Washington State, transportation facilities are required to have a concurrency mechanism, and development can be denied if Level of Service standards can't be met. Concurrency is achieved when improvements or strategies are in place at the time of development, or if a financial commitment is in place to complete the improvements or strategies within six years.

Franklin County has not exercised the option to adopt concurrency standards for K-12 public schools, sewer, water, storm drainage, fire stations, police/sheriff services, public transit facilities or neighborhood parks; as such, development applications can't be subject to denial on the basis of “concurrency” for those items.

Consistency Among Plans

This Element is used to coordinate physical and fiscal planning. This Comprehensive Plan is written to be realistic and each plan element is intended to be consistent and/or concurrent with one another. The Capital Facilities Element will provide financing priorities that will extend beyond a single year's budget, allowing projects to be scheduled in logical order regarding County priorities. The identification of funding sources will help in the prioritization of needs and allow trade-offs between projects being evaluated.

Grant and Loan Eligibility

This chapter is written to ensure the County's eligibility for certain grant and loan programs throughout the state; many state agencies have either a requirement for projects to be listed in a local Capital Facilities Plan for funding, or give preferential treatment for such.

Impact Fees and Development Payments

Impact fees are funds levied by a local government on new development so that the new development pays its proportionate share of the cost of new or expanded facilities required to service that development. At this time, the County does not have any impact fees.

If impact fees were adopted to provide an additional revenue source, the County would need to produce documentation with calculations complying with RCW 82.02 and enact an ordinance to levy the fees. This process would include necessary public participation and public hearings. This Element would also need to be updated to support and document the fees and uses. It's important to note that there are strict state guidelines on the collection and use of impact fees; local governments can't use impact fees to fully recover the cost of system improvements from new development. On the contrary, impact fees must be supplemented with other sources of public funds and impact fees can only be collected and used for the "proportionate share of the costs of system improvements reasonably related to and reasonably beneficial to the new development."

Other ways that payments may be used to offset development costs that are not "impact fees" include

- Voluntary contributions for the benefit of any public facility;
- SEPA mitigation payments;
- Dedications of land; and
- Provision of public facilities.

In any case, future development will not be required to pay fees to reduce or eliminate pre-existing deficiencies.

CAPITAL FACILITIES DECISION MAKING

To project revenues and expenditures for capital facilities realistically, the County must consider not only current revenue and expenditures, but also how current policies influence decisions about funding and expenditures in the future. These current funding policies were considered in creating the goals and policies in the other sections of the Comprehensive Plan and were the basis for the development of various funding scenarios.

Local goals and policies described in the elements of this Plan are used to guide the location and timing of development. As the County interacts with the surrounding communities, the planned capacity of public facilities by other jurisdictions must also be considered when making development decisions. Coordination with other entities is important to facilitate not only the best location for public facilities but also the best timing for their establishment.

Level of Service Standards

Levels of Service standards are an indicator of the extent or quality of service provided by a facility related to the operational characteristics of the facility. They summarize existing or desired public service conditions. To establish level of service standards, the County made quality of service decisions. The types of public services for which the County adopted Level of Service standards, will be improved to accommodate the impacts of development and maintain existing service in a timely manner with new development.

Levels of Service influence the timing and location of development by clarifying which locations have excess capacity that may easily support new development. They also delay new development in some areas until it is feasible to provide the needed public facilities. To avoid overextending public facilities, the provision of public

facilities may be phased over time to ensure that new development and public revenues keep pace with public planning.

The Urban Growth Area boundaries are selected and may be amended to ensure that urban services could be provided for potential residential, commercial and industrial development. The selection is based on environmental constraints, probable locations where urban density development will occur, the plans of current residents, and existing infrastructure and services. New and existing development requiring urban services will be located in an UGA.

Level of Service standards are a policy item and are listed in under the “Goals and Policies” section at the end of this Element.

Methods of Addressing Shortfalls

The County has identified options for dealing with funding shortfalls and how these options will be exercised. The County cannot finance all proposed facility projects. When considering a particular project identified as having a shortfall, the County can consider the following options; increase revenue, decrease Level of Service standards, decrease the cost of the facility, or decrease the demand for the public service or facility.

Financial Assumptions

The first year of the Capital Facilities Program described in this element aligns with the annual capital budget. The annual capital budget is a financial commitment. The remaining multi-year program will provide long-term planning. The Capital Facilities Program may be revised and extended annually to reflect changing circumstances. The Program deals with large expenses with a life expectancy of more than ten-years that are non-recurring and may require financing over many years. A project can include design, engineering, permitting, environmental analysis, land acquisition, construction, major maintenance, site improvements, energy conservation, landscaping, initial furnishings, equipment and remodeling. Smaller scale projects and improvements will be addressed in the annual budget as they occur.

The following assumptions regarding operating and marketing conditions in Franklin County’s future guide the development of the Capital Facilities Program:

- The County will continue to use its current fund accounting system for financial affairs
- Due to inflation, the cost of operating the County government will continue to increase
- Public investment in capital facilities is a primary tool of local government to support and encourage economic growth
- Having a consistent and reliable revenue source to fund capital expenditures is desirable
- New revenue sources, including new taxes, will be needed to continue to maintain County services
- Capital investments will be needed to maintain, repair, and rehabilitate outdated portions of the County’s current infrastructure and to accommodate future growth

A comprehensive approach to review, consider, and evaluate capital funding requests is needed to aid decision-makers and the citizenry in understanding the capital needs of the County.

Projected Revenues

Appendix 6 shows the expected revenues available to the County to finance capital improvements for the years 2018 through 2025. These amounts are represented in year 2018 dollars.

Operating Expenses

In addition to the costs associated with providing new capital facilities, the County will also incur increases in annual operating and maintenance costs. These recurring expenses increase as new facilities are added to the County system and also have to be maintained. The largest costs come from expansions that require maintenance of mechanical fixtures, and personnel costs.

This section discusses the plan for future financing of public facilities and services in the County. The timing of development and the provision of services are key components of this planning process.

The Franklin County Vision Statement (found in the Introduction of this Plan) and information gathered from the public was used along with the inventory and analysis to create the Capital Facilities Program. The Program includes a strategy for achievement of the County's goals while taking into consideration existing conditions. The goals, policies, and strategies provide guidelines for the future development of rural Franklin County.

Special Revenues

In September 2002 voters approved a bond of \$10.2 million for courthouse restoration and in December 2005 Franklin County received a grant from the State for \$2.7 million for the historical restoration aspect of the renovation. The bond is expected to be retired in 2022.

Voters approved a 0.3 percent sales tax for criminal justice in 2011. The County uses the 0.3% Criminal Justice Sales Tax Limited Tax General Obligation Debt Service Fund to pay the debt service costs of the jail project portion of the 2012 Limited Tax General Obligation Bonds as well as criminal justice costs, primarily for the General Fund, via transfers.

The 1999 Distressed Capital General Obligations Bonds Fund is funded with sales and use taxes (.09%) made available by the state legislature (RCW 82.14.370) for rural counties. Rural counties are defined as counties with a population density of less than one hundred persons per square mile or a county smaller than two hundred twenty-five square miles. Revenues collected with these taxes must be spent on "Public Facilities" (e.g. bridges, roads, structures, port facilities, domestic and industrial water facilities, infrastructure etc.); as well as "Economic Development Purposes" which means those purposes which facilitate the creation or retention of businesses and jobs in the county. This tax can be collected for twenty five years, ending in 2024.

At the end of the 2016 fiscal year, Franklin County had total ending bonded debt outstanding of \$26,410,000, compared to \$28,560,000 for 2015, a decrease of \$2,150,000. Current bonded debt has funded construction of the RV Park and Ice Pavilion facilities; County-wide infrastructure projects, remodel of the County courthouse; construction of the Franklin County Justice Center and jail addition, and financial software. Franklin County debt is being retired with property taxes and sales and use taxes.

Also, at the end of 2016, the County had \$2,382,202 in Public Works Trust Fund revenue debt, compared to \$2,620,437 at the end of 2015. These funds are being used to finance County road infrastructure projects.

Plan Implementation and Monitoring

The Capital Improvement Schedule in Appendix 6 will be used to provide timing, location, projected cost, and revenue sources for the capital improvements identified for implementation in the other elements of this Comprehensive Plan. This schedule is intended to be economically feasible within the identified target revenues.

Appendix 6 lists the capital improvement projects by facility type and shows the projects needed to correct deficiencies and provides estimates of the project costs by year. Currently no projects are known that are needed to correct an existing deficiency where existing conditions are below Level of Service standards being adopted in this Plan. Projects that exceed available target revenues are not included. As revenues become available, these projects will be incorporated in the schedule for implementation. Projects under \$10,000 and projects not related to LOS standards or measurable objectives are generally excluded from Appendix 6.

This Element may be adjusted annually, when needed. Generally, top priority will be given to projects that correct existing deficiencies followed by those required for facility replacement, and then those needed for future growth. This Element may be reviewed annually and amended to verify that fiscal resources are available to provide the public facilities needed to support adopted LOS standards and measurable objectives.

Appendix 6 is augmented by the Franklin County Capital Transportation Plan, which may be amended on an annual basis. The annual review of the Capital Improvement Schedule is the responsibility of the County Commission Chairperson and the County Administrator.

Like other sparsely populated rural counties, Franklin County must rely heavily upon state and federal funding sources to accomplish needed improvements. Often innovative financing methods must be used to implement some projects.

COMMUNITY FACILITIES INVENTORY

The community facilities described in this section include County buildings utilized for conducting County business and services, schools, fire districts and rural fire station locations, libraries, emergency dispatch services, and recreational facilities. This Element also identifies agencies and community service providers. This plan addresses capital projects and facilities, but not routine maintenance, furniture, or equipment.

County Buildings

Franklin County buildings are organized into three broad categories: assets used for governmental operations, assets used for business-type and enterprise activities, and finally assets used for other purposes (such as lease or use agreement).

1. Assets used for Franklin County governmental operations

The Franklin County Courthouse, at 1016 N 4th Street in Pasco, was built in 1912 and opened to the public in 1913. In September 2002, voters approved a bond of \$10.2 million for courthouse restoration which will be retired in 2022. In December 2005 Franklin County received a grant from the State for \$2.7 million for the historical restoration aspect of the renovation. Remodeling of the courthouse began in 2004 and was completed in 2006. The Carriage House (Security Building) was constructed in 2007 to screen all visiting public prior to access to the Courthouse and Public Safety Building. The following departments/offices are located in the Courthouse:

- Assessor
- Administrator
- Commissioners
- Treasurer
- Auditor (elections, recording, licensing and accounting)
- Two courtrooms

The Public Safety Building was added onto the Courthouse in 1975. The following departments are located in the Public Safety Building:

- Coroner
- Information Services
- Municipal Court, District Court, Superior Court Clerk, and Prosecutor's Office including Child Support

The original Corrections Facility was built in 1986. The facility was designed with a capacity of 102 beds. After a \$19.5 million project, the new jail opened in 2014 with a capacity of 208 beds. The combined capacity is 334 and the jail has a daily average of around 200 inmates. The Corrections Facility has the same address as the County Courthouse. The project was financed through a 30-year public safety sales tax that was approved by City of Pasco and County voters in 2011. The building features many technological enhancements and is energy-efficient.

The Public Works Facility has been located at 3416 Stearman Avenue since 1988 and includes the business office, Solid Waste Division, and the Vehicle Repair Shop. The building is leased from the Port of Pasco.

The complex at 3414 Stearman Avenue is owned by Franklin County on ground leased from the Port and includes offices, storage and other uses supporting Public Works. Additional Public Works facilities include the building at 105 W. Hawthorn Street in Connell and various County-owned lands used for gravel mining and storage, in Kahlotus and at Merrill's Corner.

2. Assets used for business and enterprise activities

The HAPO Center (formerly known as the Trade, Recreation, and Agricultural Center, or TRAC), opened in October 1995 adjacent to the Road 68 interchange at I-182, at 6600 Burden Blvd. The facility is owned and management by Franklin County, with financial participation from the City of Pasco. More than 100,000 square feet of exhibit space is available in three main buildings for large conferences, trade shows, and other events. There is paved parking for 1,450 cars with adjacent grass parking for an additional 500 cars. The facilities include:

- The HAPO Arena measuring 280 feet by 140 feet (with a 51 foot ceiling height) plus a 150 foot by 250 foot warm-up arena and outdoor stalls. The typical seating capacity is up to 3,400 people (theater style) but additional chairs can be added on the arena floor for concerts
- The Atrium features an office, a 713 square foot board room, and two conference meeting rooms which are 1,960 and 2,482 square feet
- Exposition Hall is a 39,000 square foot facility with a maximum seating capacity of 3,700 people (reception style)
- Permanent Outdoor Stalls are located east of the other facilities; there are 268 permanent outdoor stalls allowing easy access to the warm-up arena through permanent walk gates

Franklin County also owns and operates the Franklin County RV Park at 3666 and 2560 Homerun Road in Pasco. The RV Park features 46 full-service sites and 13 additional power/water sites near the HAPO Center building.

3. Assets used for other purposes

The Franklin County Annex, located at 412 W. Clark, was purchased from the City of Pasco with the intent to house County administrative offices while the County Court House was being remodeled. Since 2006 the Annex has been used by the Benton Franklin Health District and other public agencies. It is expected that Franklin County will consider selling the property in the future.

Next, the County leases a building at 502 W. Boeing Street in Pasco from the Port of Pasco. The building houses the Planning and Building Department, and portions of the building are sub-leased to the Franklin County Noxious Weed Board and the Pest Board.

The Franklin County Museum is located at 305 N 4th Avenue in Pasco. The Museum building was originally constructed in 1910. Between 1980 and 1982, the building was refurbished by volunteers of the Franklin County Historical Society. It opened to the public as the Franklin County Historical Museum on in 1983, and the building boasts high ceilings and dark wood trim which provides an apt atmosphere for the historic artifacts and information collected at the site. The building is owned by Franklin County but managed by the Franklin County Historical Society.

The former Lourdes Wilson house at 224 N 7th Avenue in Pasco is owned by Franklin County but leased to Lourdes Counselling, who operates out of the facility.

Finally, the Benton-Franklin County Detoxification Center, managed by Benton Franklin Health Services, is located at 1020 S. 7th Avenue in Pasco, on County owned land.

Franklin County Sherriff

The Franklin County Sherriff's Office has about 100 employees working in several operational divisions: Law Enforcement, Civil, Corrections, and Security.

The Law Enforcement division consists of patrol and investigations, managed by the Undersheriff. The division is staffed with patrol sergeants, deputies, and detectives. Some of the programs under the division include Drug Abuse Resistance Education (DARE), a School Resource Officer, Explorers, Citizens Academy, Metro Drug Task Force, and Marine Patrol. The division also includes criminal investigations and provides full law enforcement services and patrol to the County, patrolling over 1,000 miles of County roads. Additionally, the

Sheriff's office holds contracts with the Bureau of Land Management (BLM) to educate and enforce the off-road vehicles laws at the Juniper Dunes wilderness area for the BLM.

The Corrections division operates the County jail, which has a daily average of about 200 inmates.

Next, the Civil division carries out the statutory responsibilities of the Sherriff's Office to the Superior Court.

Finally, the Security division is responsibility for the state-of-the-art security system at the Courthouse Facility. The Franklin County Sheriff's Office has a Sheriff's Captain that oversees the security system and supervises two private security companies for both Court Room security and Campus security.

Fire Districts

There are five separate Fire Protection Districts serving unincorporated Franklin County. The boundaries of Franklin County Fire Districts and the general locations of the rural fire stations within the respective fire districts are shown on **Map 21**. The fire districts each receive revenues via property taxes. Many rural fire departments are dependent on volunteer firefighters. Fire districts are often first responders to a number of emergencies not related to fires, so their services extend far beyond their name. In addition to fires, they respond to rescue and emergency medical calls, hazardous conditions, disasters, persons in distress, public service assistance, and special incidents. The fire districts in Franklin County service various populations in suburban, rural, remote and wilderness settings.

- Franklin County Fire Protection District #1 is based out of Connell and has six stations
- Franklin County Fire Protection District #2 is based out of Kahlotus
- Franklin County Fire Protection District #3 protects 205 square miles operating out of six stations and the District provides medical response and initial fire projection to Juniper Dunes
- Franklin County Fire Protection District #4 is based out of Basin City
- Franklin County Fire Protection District #5 serves North Franklin County

Several areas of Franklin County include sparsely populated and remote development. Through implementation of Land Use and related land development policies and regulations, the County strives to provide some level of mitigation where longer fire department response times may be likely to occur, or where firefighting (or suppression) system may be limited. See the Natural Element, Natural Hazards Mitigation section, for more information.

AGENCY	LOCATION
Franklin Conservation District	1724 E. Superior Street, Pasco
Horticultural Pest and Disease Board	1016 N. 4 th Avenue, Pasco
Housing Authority of The City of Pasco & Franklin County	2505 W. Lewis Street, Pasco
Inspire Child Development Centers (Migrant Seasonal Head Start, Early Childhood Education and Assistance Program, Region X Head Start, Early Head Start, USDA nutritional services programs)	315 W. Court Street, Pasco 1010 S. 6th Street, Pasco, 281 1st Avenue, Basin City 600 E. Adams Street, Connell
Washington Invasive Species Council	<i>(Based in Olympia, no local office)</i>
WorkSource Columbia Basin	815 N. Kellogg Street Suite D, Kennewick
WSU Extension Office	404 W. Clark Street, Pasco (Mailing address: 1016 N. 4 th Avenue, Pasco)

Schools and Education Services

This section summarizes the schools and education services available within the County. Other educational facilities in surrounding counties, particularly Benton County, may also serve Franklin County residents.

The North Franklin School District #51 serves a K-12 student population of approximately 2,100 students within its schools located in Connell, Mesa, Eltopia, and Basin City:

The Kahlotus School District #56 services a student population of approximately 100 students in Kahlotus.

The Pasco School District #1 has 15 elementary schools; three middle schools; three high schools; and, one alternative high school and middle school. District enrollment is approximately 17,780 students. Voters in the Pasco School District approved a \$99.5 million bond in 2017 for construction of two new elementary schools, a new middle school, and a complete rebuild of Stevens Middle School, as well as other items including land acquisition for future school sites.

Other school districts serving students in Franklin County and adjacent counties include the Star School District #5, Othello School District #55, and Washtucna School District #43.

The public school district boundaries are depicted on **Map 22**.

The Educational Service District 123 (ESD) is based in Pasco and is one of the nine ESDs located in the state. ESD 123 services 23 school districts in southeastern Washington. The ESD is a non-for-profit education organization mandated by the state legislature. The ESD partners with school districts, community members and businesses to link public schools with state and national educational districts. Under RCW 28A.310, ESDs provide cooperative and informational services to local school districts, assist the State Superintendent of Public Instruction and State Board of Education in the performance of the respective statutory and constitutional duties and provide services to school districts to assure equal educational opportunities for all students.

In addition to the public school districts, there are many private schools operating in Franklin County. Kingspoint Christian School, Tri Cities Prep Catholic High School, Riverview Baptist Christian School, Tri-City Adventist School, and St Patrick’s Catholic School offer educational options to the community.

Columbia Basin College in Pasco offers many academic programs including Baccalaureate degrees, Transfer degrees, Workforce degrees and certificate programs, Continuing and Community Education, and Support Programs. Heritage University, a private university based out of Toppenish, Washington, offers courses on the Columbia Basin College in programs leading to Bachelors’ and Masters’ degrees. Additionally, Washington State University – Tri-Cities operates within the region, offering a wide range of degree programs.

The Tri-Cities region has the distinction of having one of the most highly educated populations in the nation.

Recreational Opportunities and Facilities

Franklin County is a great place for many recreational opportunities including the use of numerous federal, state, and city facilities. Franklin County no longer owns or maintains County parks.

McNary, Ice Harbor and Lower Monumental Dams on the Columbia and Snake Rivers provide opportunities for camping, boating and fishing on Lakes Wallula, Sacajawea, and Herbert G. West. The U.S. Army Corps of Engineers maintains Levy Landing Park and Washington State maintains Windust, Lyons Ferry and Palouse Falls State Parks, each on the Snake River.

The federal Columbia Basin Irrigation Project, bringing water by canal from behind Grand Coulee Dam to Franklin County, created numerous inland lakes ranging in size from potholes to the Scootenev Reservoir. These bodies of water provide multiple destinations for fishing, boating and camping. The farmlands and lakes additionally provide seasonal upland and migratory bird hunting throughout the Basin.

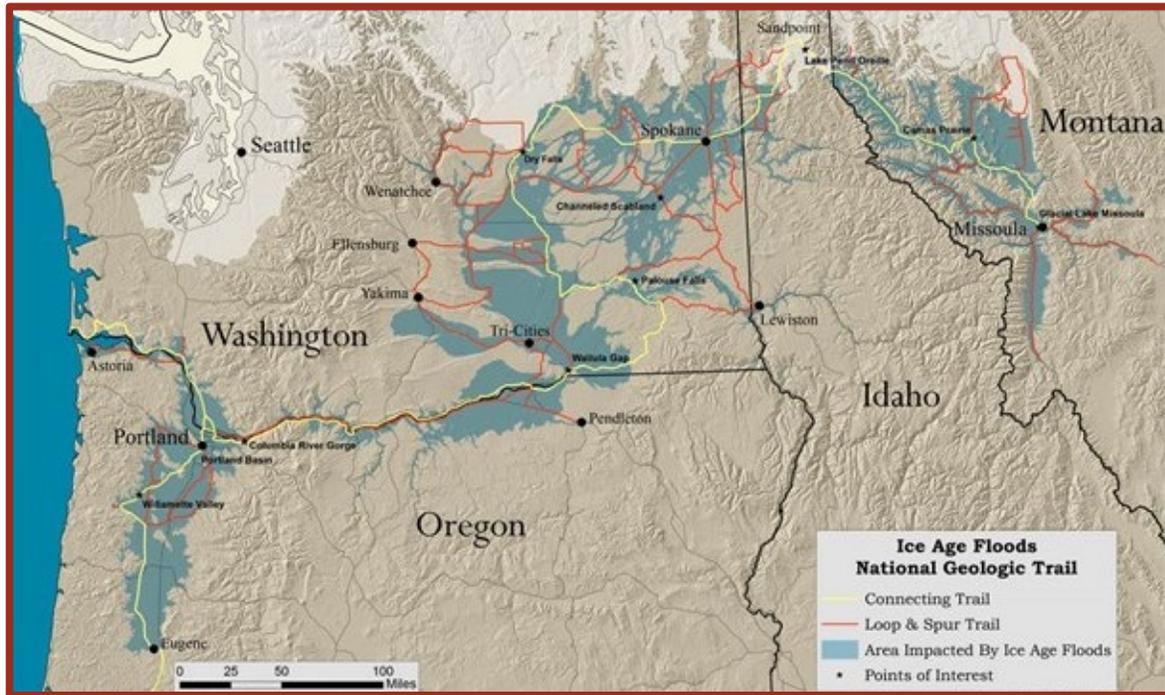
Fishing is one of the great sports on the Columbia River, with steelhead and bass the two most popular sport fish taken by anglers. Lake fishing for trout, perch, bass and crappie may be enjoyed by traveling to the many inland lakes located throughout the County. The area holds many recreation possibilities for hunters. In many areas, ring neck pheasants, chukars, and quail are found in great quantities. Duck and goose hunting are also excellent in the area along the Snake and Columbia Rivers.

Ice Age Floods Geologic Trail

Congress established the Ice Age Floods National Geologic Trail in 2009, under Public Law 111-11. The Ice Age Floods National Geologic Trail is a network of touring routes and interpretative centers across the state and County, telling the dramatic story of the Missoula Floods at the end of the last ice age, 12,000 -14,000 years ago. The floods left a lasting imprint on the regional landscape and greatly affected human settlement patterns and development in the region. The Trail weaves through the states of Washington, Oregon, Idaho and Montana, and is located on both public and private lands, and is a part of the National Park Service. A portion of the trail passes through Franklin County.

The Columbia Plateau Trail utilizes the abandoned Burlington Northern Railway line from Ice Harbor on the Snake River to Cheney (near Spokane). The Columbia Plateau Trail intersects and crosses several Ice Age Floods touring routes at Kahlotus and Palouse Falls. Mesa is additionally situated within the Esquatzel Coulee and Connell is located at the confluence of the Esquatzel and Washtucna Coulees; both are on the network of touring routes. The State Parks and Recreation Commission manages the trail.

Map 23: Ice Age Floods National Geologic Trail - Master Trail Map



Source: National Park Service

Juniper Dunes

The Juniper Dunes area is located in southeastern Franklin County, and encompasses 19,600 acres that can be used for hiking, off-highway vehicles, biking, horseback riding, camping and hunting (within designated areas) with three areas:

- The Juniper Dunes Wilderness (designated by Congress in 1984) is 7,100 acres of wilderness area which is fenced and where no motorized or mechanical uses (including bikes) are permitted
- The Off-Highway Vehicle (OHV) “Open” Area is 3,920 acres where off-highway vehicle recreation is allowed
- The Area of Critical Environmental Concern (ACEC) is 8,620 acres where OHV use is only permitted on designated trails

The Juniper Dunes property features large sand dunes and forest of juniper trees, however no other trees grow in significant numbers. The site has historically been surrounded by private lands with no legal access. Wildlife found on the site include mule deer, bobcat, coyote, badger, skunk, weasel, porcupine, pocket gopher, kangaroo rat, several species of mouse, hawk, owl, raven, quail, partridge, pheasant, dove, numerous songbirds, and rattlesnakes.

Portions of the Juniper Dunes are administered by the Bureau of Land Management (BLM). Currently, Franklin County is working in a partnership with the BLM and the Federal Highway Administration to provide legal public access to the site.

Franklin County recently constructed a 4.3-mile road providing access to the recreation area which extends north to the area from the Pasco-Kahlotus Road. The improved access will improve safety, site access for law enforcement and emergency vehicles, and reduce trespass on private lands.

City Parks

The cities of Pasco, Connell, Mesa and Kahlotus include urban parks and, in some cases, large regional-scale park facilities. The parks and facilities inventories may be found in the Comprehensive Plans for the individual cities.

Washington Department of Fish and Wildlife Public Sites

Washington Department of Fish and Wildlife (WDFW) has some public sites, with various levels of amenities, at Ringold Springs (Columbia River), Mesa Lake, Clark Pond, Powerline Lake, Worth Lake, and White Bluffs (Columbia River).

Army Corps of Engineers Habitat Management Units

The Walla Walla District of the Army Corps of Engineers manages thousands of acres for wildlife habitat, where fishing, hunting and nature enjoyment opportunities are provided for the public. The following Habitat Management Units (HMUs) are located within Franklin County: Big Flat HMU (Snake River, Mile 15; approx. 920 acres including primitive camping opportunities), Lost Island HMU (Snake River, Mile 19; approx. 162 acres), Snake River Junction HMU (Snake River, Mile 26; approx. 25 acres), 55 Mile HMU (Snake River, Mile 55; approx. 295 acres) and Lyons Ferry HMU (Snake River, Mile 59.5; approx. 1,935 acres).

FOR MORE INFORMATION:	View brochures and maps prepared by the Army Corps of Engineers Walla Walla District: https://www.nww.usace.army.mil/Portals/28/Maps_HMU_L_Snake_River_2011.pdf
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Regional Parks Inventory

The following table summarizes the inventory of large and/or regional parks serving Franklin County residents and visitors:

Table 31: Regional Parks Inventory

FACILITY	OWNERSHIP	LOCATION	NOTES
Wade Park	<u>Owned by:</u> US Army Corps of Engineers <u>Managed by:</u> City of Pasco	601 Road 54, Pasco	25-acre riverfront park with boat launch, seating areas, walking/bike paths
Chiawana Park	<u>Owned by:</u> US Army Corps of Engineers <u>Managed by:</u> City of Pasco	2020 Rd. 88, Pasco	127-acre riverfront park; 25 developed acres of land; features a boat dock, boat launch, covered picnic shelters, playground, restrooms, walking trail
Columbia Plateau Trail State Park	<u>Owned by:</u> Various <u>Managed by:</u> State Parks and Recreation Commission <u>Leasing:</u> N/A	(Trailhead location: Washtucna)	The southern portion of the 130-mile trail passes through Franklin County, with multiple access points on properties managed by the Army Corps of Engineers.
Palouse Falls State Park	<u>Owned and managed by:</u> Washington State Parks	Palouse Falls Road, LaCrosse	105-acre park with views of Palouse Falls, the Washington State waterfall (<i>this park includes areas located in Whitman County</i>)
Sacajawea Historical State Park	<u>Owned and managed by:</u> Washington State Parks	2503 Sacajawea Park, Pasco	257-acre day-use park at the Confluence of the Snake and Columbia Rivers
Lyons Ferry State Park	<u>Owned and managed by:</u> Washington State Parks	620 Marmes Road, Washtucna	168-acre day-use park at the confluence of the Palouse and Snake Rivers featuring more than 5,200 feet of shoreline

FACILITY	OWNERSHIP	LOCATION	NOTES
Windust Park	<u>Owned and managed by:</u> US Army Corps of Engineers	5262 Burr Canyon Road, Kahlotus	Primitive camping sites, boating
McNary Dam (Lake Wallula)	<u>Owned by:</u> Corps of Engineers <u>Managed by:</u> Various <u>Leasing:</u> Various	Multiple locations	McNary Dam (Lake Wallula) facilities in Franklin County include: <ul style="list-style-type: none"> • Chiawana Park (*) – see above • Columbia Park (*) • Locust Grove/ Marindale • Pasco Boat Ramp (*) • Sacajawea State Park (operated by Wash. State Parks) (*) operated by City of Pasco
Lower Monumental Dam	<u>Owned and managed by:</u> US Army Corps of Engineers	Multiple locations	Lower Monumental Dam facilities in Franklin County include: <ul style="list-style-type: none"> • Ayer Habitat Management Unit • Devil's Bench • Lower Monumental Dam Tie-Up Dock • Lyons Ferry Natural Area • Lyons Ferry Park • Skookum Habitat Management Unit
Ice Harbor Dams	<u>Owned and managed by:</u> US Army Corps of Engineers	Multiple locations	Ice Harbor (Lake Sacajawea) facilities in Franklin County include: <ul style="list-style-type: none"> • North Shore Recreation Area • Lost Island Habitat Management Unit • Levey Park • Lake Emma • Shoreline Road Fishing Access

Trails

The 130-mile Columbia Plateau Trail is a preferred corridor of use by bicyclists in Franklin County. Additional routes are shown on the Cycling Tri-Cities Map, a bicycle guide map, prepared by the Benton-Franklin Council of Governments in collaboration with Franklin County, Benton County, Pasco, Kennewick, Richland, West Richland, Tri-Cities Visitor and Convention Bureau, the BFCG Bicycle Advisory Committee, and the Tri-Cities Bicycle Club.

Essential Public Facilities

The GMA specifies that no comprehensive plan can preclude the siting of essential public facilities, and requires that process be in place for identifying and siting essential public facilities, including “... those facilities that are typically difficult to site, such as airports, state education facilities and state or regional transportation facilities as defined in RCW 47.06.140, regional transit authority facilities as defined in RCW 81.112.020, state and local correctional facilities, solid waste handling facilities, and in-patient facilities including substance abuse facilities, mental health facilities, group homes, and secure community transition facilities as defined in RCW 71.09.020.”

Franklin County will participate in a cooperative regional and interjurisdictional process to site essential public facilities of regional and statewide importance, including transportation projects. The objective is to promote environmental quality, optimize access and usefulness to appropriate jurisdictions, and to equitably distribute economic benefits/burdens throughout the County or region.

For example, an interjurisdictional process was already conducted to establish Preliminary Landfill Location Siting Evaluation Standards for the area (see Appendix B of the Franklin County Integrated Solid Waste Management Plan).

Facilities which fit into this category which are currently located within Franklin County include:

- County jail facilities (Pasco)
- Coyote Ridge Corrections Center (Connell)
- Tri-Cities Airport (Pasco)
- Columbia Basin College (Pasco)
- Solid waste handling and landfill facilities
- In-patient facilities, group homes, and similar facilities

COMMUNITY FACILITIES GOALS AND POLICIES

Goal 1. Provide adequate, secure public facilities for county service.

Goal 1 Policies:

1. Provide adequate space for the provision of County services.
2. Provide adequate space for community interaction, fellowship, and recreation.
3. Cooperate with other public jurisdictions for the provision of space and services.
4. Ensure all County-owned facilities and properties meet ADA requirements upon new construction or remodeling.
5. Foster sustainable practices including energy use reduction measures.

Goal 2. Encourage the provision of fire protection services for all county residents.

Goal 2 Policies:

1. All unincorporated lands within Franklin County should continue to be included within a fire district.
2. Work with the fire districts to review and, when necessary, condition plats to require enhanced building setbacks when fire suppression (fire hydrants) are not readily available, in rural and remote locations and to ensure suitable access by fire-fighting trucks and equipment.

Goal 3. Encourage the planning and development of a system of trails and paths that interconnect local and regional destinations.

Goal 3 Policies:

1. Encourage development of trails for walking, bicycling, hiking, jogging, and horseback riding.
2. Encourage development of trails that are harmonious and compatible with existing natural features.
3. Encourage the location of Ice Age Floods interpretive centers in or near the Esquatzel and Washtucna Coulees at Connell, Kahlotus, and Mesa and at Palouse Falls.

Goal 4. Foster the provision of adequate recreational facilities for all of the citizens in Franklin County.

Goal 4 Policies:

1. Promote development of a bi-county (Franklin and Benton) bicycle trail system.
2. Recognize partner agencies which provide parks and recreational opportunities for County residents for their key role in providing quality of life amenities.
 - A. Monitor regional park acquisition and development trends to ensure that availability amenities do not fall below the previously established Level of Service standard (five acres of regional parkland per 1,000 residents).
3. In accordance with the current Parks and Recreation Plan for and develop adequate recreational facilities.

4. Establish standards for regional park acquisition and development at the rate of five acres per 1,000 population.

Goal 5. Utilize available resources as fully as possible for recreational purpose.

Goal 5 Policies:

1. Coordinate planning and development of recreational facilities with other governmental agencies and interest groups.

Goal 6. Utilize wetland natural hazard areas and wildlife areas as open space.

Goal 6 Policies:

1. Natural wetlands should be maintained as open space areas.
 - A. The Esquatzel Coulee, Smith Canyon and Basin City Bluff, the Ringold Wasteway, and the White Bluffs are some important areas for waterfowl.
2. Animal migration corridors should be maintained as open space to allow for herd movement.
 - A. There is an area in the northeast corner of the County identified by Washington Fish and Wildlife as the Southern Columbia Basin Mule Deer Concentration Area.
 - B. In the northwest corner of the County, the WBIO Wasteway is a site with concentrations of mule deer.
3. Areas which have been identified as nesting areas for endangered species, should be maintained as open space unless already developed.
 - A. Basin City Bluff, the White Bluffs, and Ryle-Grass Coulee-Smith Canyon are some key area areas for nesting habitat.

Goal 7. Promote the planned development of public school sites.

Goal 7 Policies:

1. Locate public schools close to existing or proposed residential areas, and coordinate for "Safe routes to school" to be included in planning efforts and development.
2. Require improved streets and sidewalks between new schools and the nearest arterial streets.
3. Require that new County roads have a location for buses to stop and a turning radius adequate to accommodate school busses.
4. Require that the location, design, and construction of school facilities be compatible with existing land use, drainage, and natural systems.

Goal 8. Promote cooperation between the County and local school districts to provide adequate opportunities for community utilization of school facilities.

Goal 8 Policies:

1. Maintain open communication between the County and the school districts.
2. Encourage future development of school grounds to complement recreational opportunities.

Goal 9. Promote the development of a cooperative regional process for the siting of essential public services and/or facilities of a regional and statewide importance.

Goal 9 Policies:

1. Develop a uniform siting procedure, which enables selection of optimum project sites and appropriate size relative to the intended benefit area.
2. Essential public facilities should generally not be located outside of an UGA unless the nature of their operations requires that they be sited in a rural or remote location.
3. Adopt regulations for essential public facilities shall provide a public process that includes, at a minimum, noticing as required by the County code and providing for at least one public hearing.
4. The County may condition proposals to be consistent with the County's Vision Statement, Comprehensive Plan, other adopted plans, and development regulations.
5. The Tri-Cities Airport is designated as an essential public facility as described in RCW 36.70A.200.

- A. Development and planning for lands adjacent to the airport shall be evaluated for consistency with the recommendations contained in the Washington State Department of Transportation (WSDOT) Aviation Division’s “Airports and Compatible Land Use” publications prepared pursuant to RCW 36.70.547 and RCW 36.70A.510.
- B. Height restrictions and noise impacts and mitigation are per FAA regulations (14 CFR Part 77 and 150).
- C. Mitigation measures including, but not limited to, land use or site plan restrictions, buffering, aviation easements or other notices to buyers and sellers shall be required on development projects located within the safety zones identified in the WSDOT criteria.

GENERAL CAPITAL FACILITIES PLANNING GOALS AND POLICIES

The Capital Facilities Element will affect decision making to achieve community goals as denoted in the County’s “Vision Statement”. The Capital Facilities goals, policies and strategies are listed as follows:

Goal 1. Ensure that the elements of the Comprehensive Plan are fiscally achievable.

Goal 1 Policies:

1. Provide capital improvement funds to correct existing deficiencies, to replace worn out or obsolete facilities, and to accommodate desired growth.
 - A. Proposed capital improvement projects will be evaluated and prioritized by the following criteria:
 - i. Financial feasibility;
 - ii. The purpose of the project: elimination of capacity deficits, elimination of public hazards, or County needs based on projected growth patterns.
 - iii. The type of project, new development or redevelopment; and,
 - iv. Plans of other state and local agencies.
2. Maintain an up-to-date 20-year schedule of capital improvement projects. Capital improvements with which cost less than \$10,000 should be reviewed for inclusion in the Capital Improvement Schedule and the annual capital budget.
3. Require that developers bear a fair share of facility improvement costs required by new development.
 - A. Establish impact fees that are sufficient to address the fair share of improvement costs required by new development.
4. Manage fiscal resources to support the provisions of needed capital improvements.
 - A. Adopt an annual capital budget and a twenty-year Capital Improvement Program.
 - B. Manage debt within the County charter limits on general obligation debt.
 - C. Actively work to secure grants or private funds when available to finance capital improvements.
5. Coordinate land use decisions and a schedule of capital improvements with financial resources.
 - A. Require that the County and/or developers provide public facilities and services concurrent with the impacts of development.
 - B. Support and encourage the joint development and use of cultural and community facilities.
 - C. Emphasize capital improvement projects that promote the conservation, preservation or revitalization of local residential, commercial and industrial areas.

Goal 2. Establish, maintain and meet the following minimum LOS standards.

- D.
- E.

Table 32: Level of Service Standards

CATEGORY	CONCURRENCY REQUIRED?	LOS STANDARD
FRANKLIN COUNTY SERVICES AND FACILITIES		
County Buildings	No	Provide facilities that have adequate space for the provision of county services, community interaction, or fellowship; provide security for those county services requiring such (i.e. courts)
Public Safety and police protection	No	Adequate facilities and equipment to meet local demand for sheriff's office services
Traffic Circulation	Yes	Major Arterial: LOS C during peak hour traffic State Highway: LOS C
Design Standards	No	County accepted design standards for Collectors and Local Streets
SERVICES AND FACILITIES OF SPECIAL DISTRICTS & PARTNER AGENCIES		
Parks	No	Parks: 5 acres of regional parkland per 1,000 residents; City, state and federal regional parklands within the county are included in the LOS standard.
Drainage Control Devices	No	25-year, 24-hour event.
Stormwater Management Systems	No	Retain on-site the runoff from 25-year, 24-hour storm at peak discharge rates. Development will be regulated to ensure that its post development runoff to county systems does not exceed the predevelopment discharge value or rate. This limitation will ensure the LOS of the existing stormwater system is not comprised.
Fire Protection and Fire District Services	No	Level of Service standards are set by the local servicing districts
Water	No	Each servicing district (or City) establishes the local LOS
Irrigation water	No	LOS standards are as established by the servicing district (i.e. Franklin County Irrigation District, South Columbia Basin Irrigation district, etc.)
Electric	No	LOS standards are as established by BBEC or Franklin County PUD
Natural Gas	No	LOS standards are as established by Cascade Natural Gas or Avista, where their services are available
Library and Information Services	No	The LOS is as established by the Mid-Columbia Libraries
Solid Waste	No	Consistent with Franklin County Integrated Solid Waste Management Plan
Schools	No	Ensure that adequate space is available for future school sites in the county

BBEC is a “Full Service Requirements” customer of Bonneville Power Administration (BPA) who provides their full electrical load requirements. BBEC is a member-owned non-profit cooperative, with a nine-member Board of Trustees, three in each of the three districts. BBEC is headquartered out of Ritzville, with an operations center in Mesa.

The PUD is a municipal corporation with administrative offices in Pasco. According to their recent financial report, the District’s properties include 20 substations, 1,058 miles of transmission and distribution lines, and other buildings, equipment, and related facilities. The District has 102 employees and serves 29,391 active accounts. The District has revenues in excess of \$83 million.

By statute, the District is a “preference” customer of the BPA and purchases most of its power from BPA. The PUD’s current contract (Block and Slice Power Sale Agreement) with the BPA extends through September 2028. A contract with BPA for transmission service extends through September 2031.

The PUD also purchases power from the Frederickson Project (Frederickson Power, L. P. combined-cycle natural gas-fired combustion turbine near Tacoma), the *Pasco Combustion Turbine Generating Station* (a four-unit, 44 megawatt (MW), simple-cycle gas-turbine generating station located in the District’s service area which was jointly constructed with Grays Harbor PUD), Energy Northwest’s *Packwood Lake Hydro-electrical Project* (in the Cascade Mountains south of Mount Rainier), Energy Northwest’s Nine Canyon Wind Project (located in the Horse Heaven Hills area southwest of Kennewick), the *White Creek Wind Project* (LL&P Wind Energy, Inc. in Lakeview) which is a renewable energy resource, and finally the *Esquatzel Hydroelectric Project* (contract with Green Energy LLC) where the district acquires the output of a small conduit hydroelectric project in Pasco.

Under Washington law known as the Energy Independence Act (Initiative-937; 19.285 RCW), large utilities (those utilities serving at least 25,000 retail customers) in the state must obtain fifteen percent of their electricity from new renewable resources by 2020, and undertake cost-effective energy conservation. The Franklin PUD became subject to the Act in late 2016, and the Nine Canyon, White Creek and Esquatzel projects provide some of the renewable energy sources that the district needs to comply with the Act.

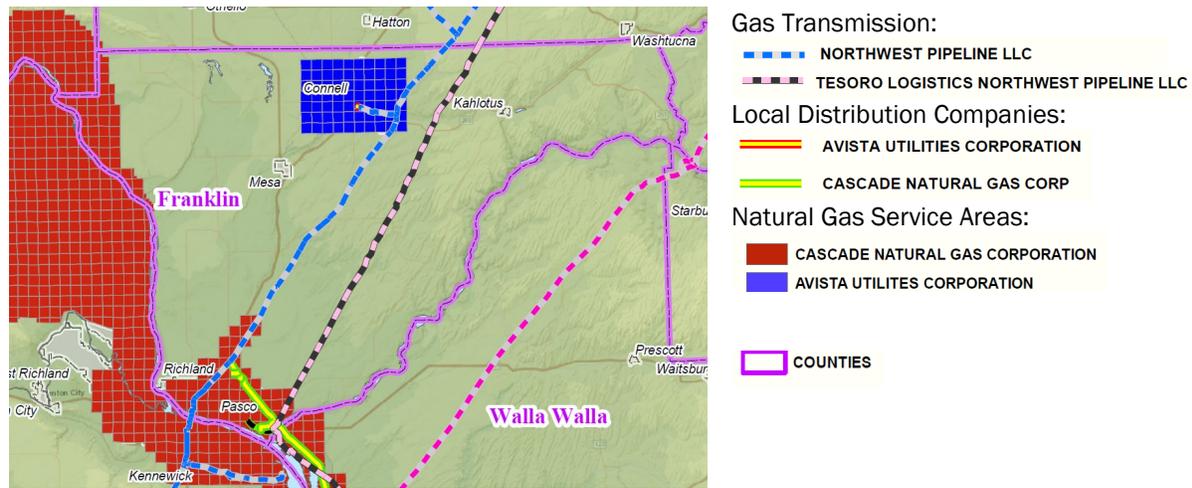
Natural Gas

Cascade Natural Gas Corporation (CNGC) based in Kennewick, builds, operates, and maintains natural gas facilities serving portions of Franklin County. CNGC is an investor-owned utility serving customers in sixteen counties within the State of Washington.

Avista Utilities (a part of the Avista Corporation, headquartered out of Spokane) provides natural gas to many Connell residents and businesses.

Northwest Pipeline LLC supplies CNGC and Avista.

Map 25: Natural Gas Services and Systems



Source: Washington Utilities and Transportation Commission (November 2017)

Direct heating by natural gas is more efficient than certain types of electrical heating because there is a loss of energy during production and transmission of electricity. However, it is not a carbon-neutral source.

CNGC has an active policy of expanding its supply system to serve additional natural gas customers. CNGC's engineering department continually performs load studies to determine CNGC's capacity to serve its customers. The maximum capacity of the existing distribution system can be increased as required by one or more of the following:

- Increasing distribution and supply pressures in existing lines.
- Adding new distribution and supply mains for reinforcement.
- Increasing existing distribution system capacity by replacement with larger sized mains.
- Adding district regulators from supply mains to provide additional intermediate pressure gas sources to meet the needs of new development.

Regulatory Environment

The Washington Utilities and Transportation Commission (WUTC) regulates rates, expansion plans and other aspects of the natural gas industry. The WUTC requires gas providers to demonstrate that existing ratepayers do not subsidize new customers. Gas main extensions have been initiated only when sufficient customer demand is present.

The **Federal Energy Regulatory Commission (FERC)** sets rates and charges for the interstate transportation and sale of natural gas. In addition, the Commission establishes rates or charges for interstate transportation of gas by pipeline.

The **National Gas Policy Act (NGPA)** is designed to encourage competition among fuels and suppliers across the U.S. As a result, natural gas essentially has been decontrolled. The NGPA contains incentives for developing new natural gas resources and a tiered pricing structure to encourage development of nation-wide transmission pipelines.

The **Washington State Clean Air Act of 1991** requires diversification of fuel sources for motor vehicles to reduce atmospheric emissions and the nation's reliance on gasoline. It promotes use of alternative fuels by requiring 30 percent of newly purchased state government vehicle fleets to be fueled by alternative fuel by July 1992 (increasing by 5 percent each year). It also encourages the development of natural gas vehicle refueling stations.

The **Northwest Power Planning Council (NWPPC)** develops a resource development strategy to ensure the region's power supply with the least cost and least risk; with recommendations on key issues that affect the power system through Conservation, Demand Response, Wind, and New Power Plants. The plan is updated every ten years and the next Plan is expected in 2021.

Propane

Some homes throughout the County are equipped with liquid propane gas (LPG) tanks for cooking, water heating, furnaces, fueling barbeques, or gas fireplaces (space heating). The tanks are refilled via local delivery service.

Alternative Energy

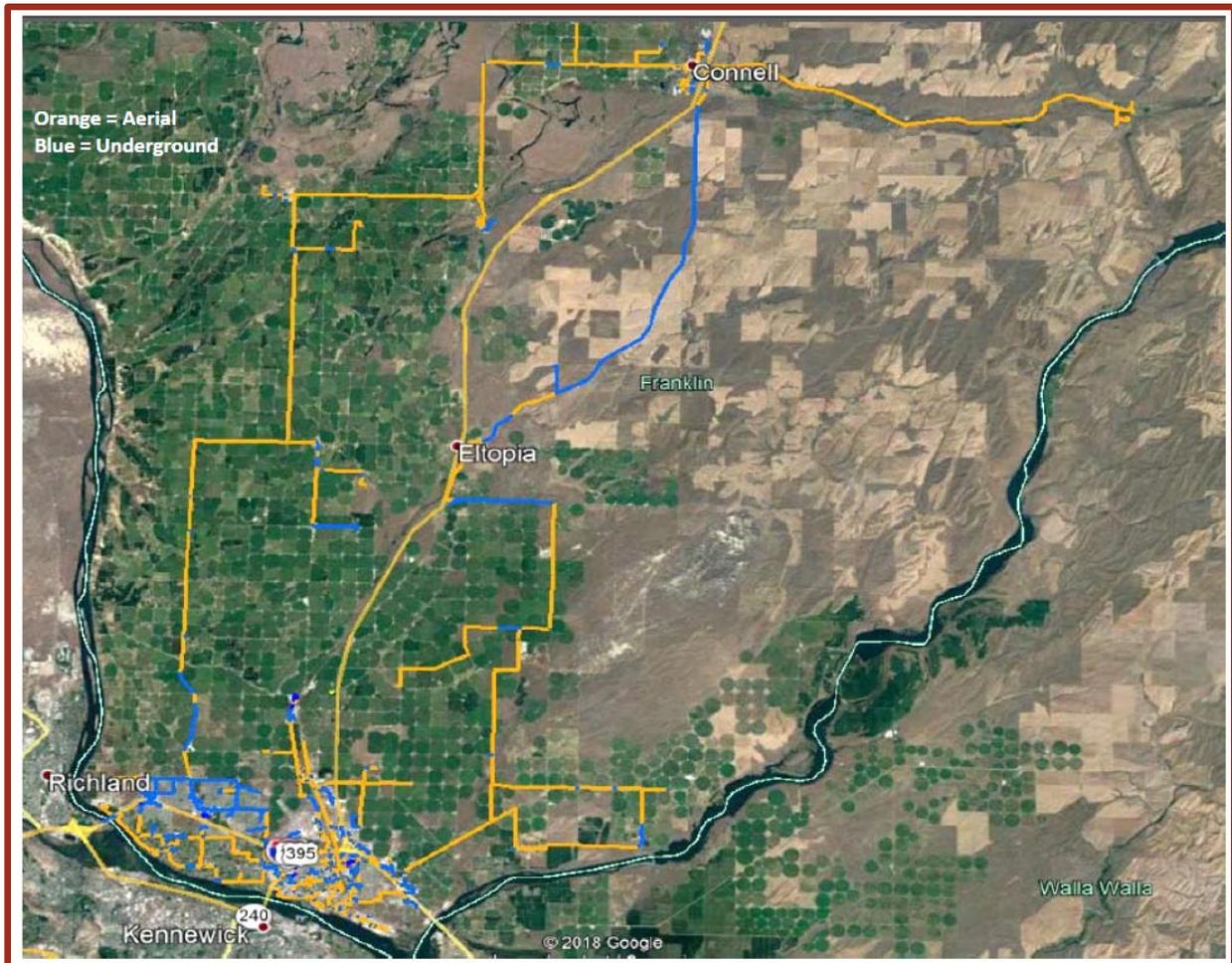
In recent years, there has been a slight increase in the number of people who are installing solar panels on their homes or accessory buildings to augment other energy sources. Solar energy is emission free, and therefore does not contribute to climate change. There are currently no wind turbines in the County generating commercially distributed electricity.

TELECOMMUNICATIONS AND CABLE

There are several local providers of telecommunication services to residents, institutions, and businesses in the County. Services may include the following: high-speed internet, phone, television, and security. In addition, some customers may choose to utilize services through a mobile phone provider.

Broadband service is available in certain locations via cable and/or fiber optic lines, provided by Franklin PUD as a wholesale provider to Retail Service Providers. Franklin PUD is a member of the Northwest Open Access Network "NOANET" which is a non-profit mutual corporation providing wholesale telecommunications transport across Washington State.

Map 26: Broadband Service



Source: Franklin PUD

Regulation of Wireless Communication Facilities

Wireless communication facilities (WCFs) cannot be excluded from placement within the County because such placement is allowed by federal law; however, details such as the number of facilities located in a space and the coverage (number of facilities) can be regulated by local authority.

SOLID WASTE MANAGEMENT

The Franklin County Integrated Solid Waste Management Plan was last updated in 2010. It provides decision makers with a set of goals, policies and recommendations for implementing and evaluating solid waste management efforts. The goals, policies and recommendations contained in the Plan, as amended and adopted, are referenced and appurtenant to this Comprehensive Plan.

FOR MORE INFORMATION:

The Franklin County Integrated Solid Waste Management Plan is available online on the County's Website.

Improper storage and disposal of household hazardous waste can be a health hazard to people, pets and the environment. A household hazardous waste collection facility is located at 1721 Dietrich Road in Pasco, between Basin Recycling and BDI transfer, where Franklin County Residents can dispose items such as

batteries, paints, pesticides, pool chemicals, and so forth for free, subject to limitations and hours of operations.

Currently Basin Disposal, a private company, provides garbage collection services in Franklin County under a franchise agreement.

Recycling sites are located in many locations throughout the City of Pasco, and at the City Fire Station (S. Columba & West Elm Street) in Connell, at Kahlotus City Hall (130 Weston Street), at Merrill's Corner Store on Glade North Road in Eltopia, and at the Mesa Grocer on First Avenue. Residents can recycle aluminum and steel ("tin") cans, newspaper, office paper, and cardboard at these locations.

WATER AND SEWER SYSTEMS

Franklin County does not own or operate water or sewer systems. Domestic water in the unincorporated areas of Franklin County may be served by a city system, private well, community well, or private water system for potable water.

Irrigation Water

Irrigation water is available throughout vast amounts of Franklin County via private delivery systems, the Franklin County Irrigation District, or from the US Bureau of Reclamation under delivery by the South Columbia Irrigation District.

Columbia Basin Project

The Columbia Basin Project is an irrigation network and water reclamation project, made possible by the Grand Coulee Dam. The project supplies irrigation water to about 671,000 acres in east central Washington. Water is pumped from the Columbia River, carried over 331 miles of main canals, and then fed into 1,339 miles of lateral irrigation canals, and out into 3,500 miles of drains and wasteways. The project is operated by the **US Bureau of Reclamation**.

Congress authorized the Columbia Basin Project in 1943. Irrigators use about 2.5 million acre-feet of Columbia River water each year, and water re-use provides an additional one million-acre feet each year.

Independent non-profit quasi-municipality irrigation districts are established under Washington State Law that hold a contract with the United States Bureau of Reclamation, a division of the United States Department of Interior, to operate and maintain a portion of the Columbia Basin Project. Franklin County farms are served by the South Columbia Basin Irrigation District (SCBID) which operates local facilities, providing water to farms in Franklin County, and also to some areas in Walla Walla County. SCBID serves 230,000 acres.

FOR MORE INFORMATION:	<p>Read more about the Columbia Basin Project at https://www.usbr.gov/pn/grandcoulee/cbp</p> <p>SCBID facilities within Franklin County (including, canals, rights-of-ways, and contract areas) may be viewed at: http://franklingis.org/franklingis/maps/55420/South-Columbia-Basin-Irrigation-District#</p> <p>Farm Units Maps for the district are available at: https://www.usbr.gov/pn/ccao/maps/farmunitmaps/south.html#1</p>
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Public and Private Sewerage

The majority of sewer waste disposal is via septic systems, which are usually private systems serving only one household but occasionally may serve several homes. City sewer services may be provided within, but not

beyond, a city's Urban Growth Area. Additionally, there are a few private sewer systems in operation in unincorporated Franklin County.

The Benton-Franklin Health District oversees the issuance of septic system permits throughout Franklin County. They issue permits, review and approve plans, and conduct inspections according to their adopted rules and regulations (Benton-Franklin District Board of Health Rules and Regulations No. 2 and WAC 246.272A). Systems serving entities producing 3,500 gallons of wastewater per day are regulated by the Washington State Department of Health under the provisions of WAC 246-272B. Facilities providing for mechanical treatment of wastewater or lagoons are regulated by the Washington State Department of Ecology.

Industrial Sewer

Food manufacturing activities, such as vegetable processing, results in the output of process wastewater. Industrial sewer systems are operated in a few locations in the County, and are regulated by the Washington State Department of Ecology to ensure treatment standards under AKART (All Known Available and Reasonable Methods of Prevention, Control and Treatment) prior to entry into the state's waters, including groundwater.

ConAgra Foods Lamb Weston Inc. Pasco (ConAgra) has a large land treatment (sprayfield) site that is extensively monitored by Ecology to evaluate the performance and impacts of the wastewater discharge on the environment.

Potable Water

Safe, reliable drinking water is a critical health, safety, and quality of life issue. The Environmental Protection Agency (EPA) sets standards for drinking water quality based on the Safe Drinking Water Act of 1974.

Many Franklin County residents get their drinking water from public water systems. Public water systems are classified into two categories:

- **Group A public water systems** have 15 or more connections or serve more than 25 people per day. In this category, Franklin County has 22 active "Community" systems, eight "Non-Transient Non-Community" systems (typically commercial or industrial systems, or cattle feedlots), 32 "Transient Non-community" systems (which may include systems for farm labor housing) for a total of 62 active Group A water systems throughout the County, including incorporated areas. The Washington State Department of Health, Office of Drinking Water, uses state rules (WAC chapter 246-290 and chapter 246-292) to govern Group A public water systems.
- **Group B public water systems** serve fewer than 15 connections and fewer than 25 people per day. The State Office of Drinking Water and the local Benton Franklin Health District regulate Group B systems in Franklin County. There are currently 239 active Group B systems in Franklin County, including incorporated areas.

Cities may occasionally extend water services beyond their incorporation limits (and perhaps beyond their UGAs) for developments via specific agreements. Cities may also extend sewer services to locations outside their incorporation limits, but the GMA does not allow the extension of sewer outside the UGA except in very limited circumstances (like public health emergencies).

PIPELINES

Petroleum and other Refined Products

The Northwest Pipeline Company pipeline runs from Vancouver, B.C. to Vancouver, Washington, and up the Columbia River Gorge to Plymouth. There it branches into two lines. One traverses northwesterly to serve the Yakima Valley and Wenatchee. The other serves the Tri-Cities and Spokane. The maximum pipe size is 30 inches. This system distributes natural gas to Washington's seven utility companies for further distribution to customers. A branch line also extends into Walla Walla from Oregon.

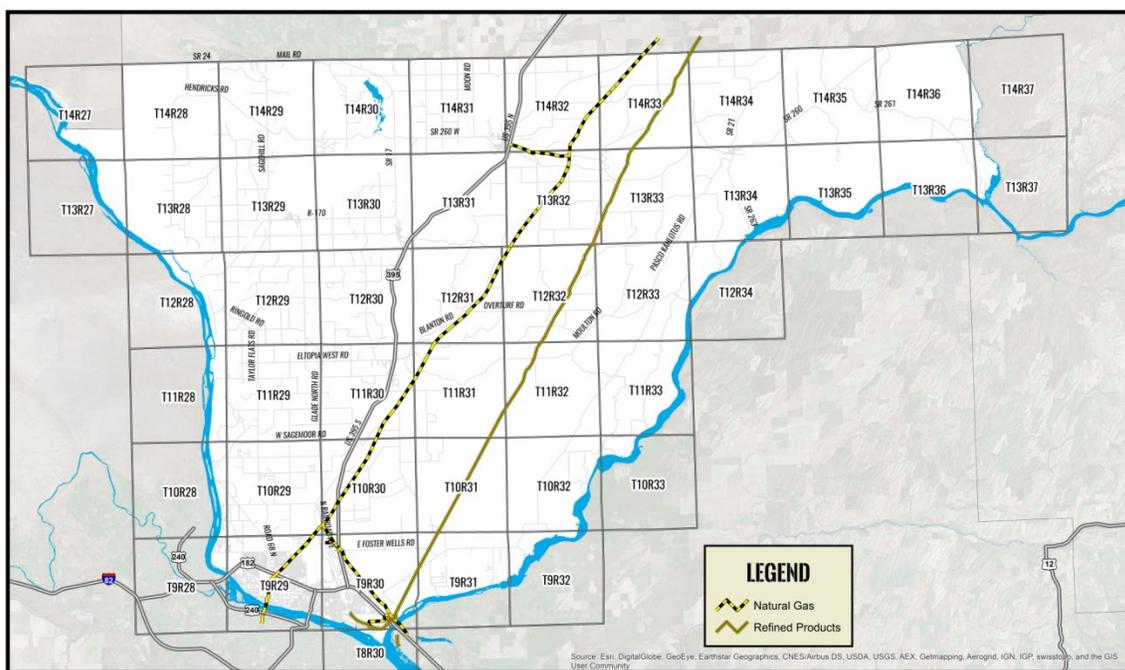
The Chevron Pipeline is a common carrier pipeline that transports refined petroleum products such as diesel and gasoline from Salt Lake City to Pasco and Spokane, where it connects with the Yellowstone Pipeline (Billings, Montana to Spokane and Moses Lake). Chevron’s pipeline consists of two, parallel, 6-inch lines up to Pasco, then an 8-inch line to Spokane. When demand exceeds supply for a given product in Pasco, additional product is barged up from Portland. Typically, Chevron is short on diesel in winter and gasoline in summer.

Olympic Pipeline Company recently proposed to construct an underground pipeline to transport refined petroleum products (gasoline, diesel, aviation fuel) from Western Washington refineries to Central and Eastern Washington. The line would ascend over Snoqualmie Pass, traverse Kittitas and Grant Counties, and then swing southerly through Franklin County to the fuel distribution facility east of Pasco. A connection to an existing pipeline near Pasco would have facilitated transporting fuels to Spokane. At present that plan is on hold.

Natural Gas

The Pacific Northwest receives natural gas from the southwestern United States and Canada via two interstate pipeline systems, operated by the Pacific Gas Transmission Company and Northwest Pipeline Corporation (owned by the Williams Companies).

Map 27: Pipelines



UTILITIES GOALS AND POLICIES

Goal 1. *The placement of Wireless Communication Facilities (WCFs) will be regulated to minimize adverse impacts to adjoining land uses and environmentally sensitive areas. The degree of regulation will decrease with the increased intensity of land use category and co-location will be encouraged in all land use categories to the greatest extent practicable.*

Goal 1 Policies:

1. The placement of WCFs in residential and resource areas should be regulated through the Conditional Use Permit process.

2. The design of WCFs will provide for the placement of additional antennae within the framework of the tower.
3. The dimensional placement will be regulated in terms of height and location to minimize impacts to environmentally sensitive areas and adjacent properties.
4. Co-location will be required to the greatest extent practicable.
5. WCFs will be encouraged to locate in areas that will minimize adverse impacts to residential areas, resource areas, airports, and airstrips

Goal 2. Encourage reliable and cost-effective Solid Waste Management service by provider.

Goal 2 Policies:

1. Employ a comprehensive, long-term approach to solid waste management, in order to implement, monitor, and evaluate future solid waste activities.
2. Implement the Franklin County Integrated Solid Waste Management Plan.
3. A local Solid Waste Advisory Committee (SWAC) will assist in the development of programs and policies concerning solid waste disposal and will review and comment upon proposed rules, policies or ordinances prior to their adoption.

Goal 3. Encourage recycling and reduction of solid waste.

Goal 4. Encourage adequate disposal of special wastes by provider.

Goal 5. Ensure that the energy, communication, and solid waste disposal facilities and services needed to support current and future development are available when they are needed.

Goal 6. Minimize impacts associated with the siting, development, and operation of utility services and facilities on adjacent properties and the natural environment.

Goal 6 Policies:

1. Ensure that energy, communication, solid waste facilities and other public facilities and services are available for future development.
 - A. Minimize impacts associated with the siting, development, and operation of utility services and facilities on adjacent properties and the natural environment.
2. Ensure coordination between Franklin County and utility providers for consistency between the growth plans for the County and the system plans of each utility.
 - A. Franklin County shall retain copies of and refer to the Comprehensive System Plans of each utility serving the County.
3. Ensure that utility providers utilize the Franklin County Comprehensive Plan in planning for expansion of their facilities.
 - A. Provide utilities with updates and amendments to the Comprehensive Plan, which should include projections of population, employment and development growth rates.
4. Monitor the siting of new utility facilities so as to avoid or mitigate adverse environmental consequences.
 - A. Determine the capability of land and natural systems when providing such facilities and services as storm water drainage and flood prevention, water, sewage/septic and solid waste disposal.

TRANSPORTATION & CIRCULATION ELEMENT

This Element establishes the County’s transportation and circulation goals, policies, and strategies during the 20-year planning period. It provides direction for the update of implementing measures including the 6-Year Transportation Improvement Plan (TIP), the Capital Facilities Plan and the Annual Budget. This Element will additionally affect project development review and approval, land use and zoning decisions, and continuing transportation programs.

The Growth Management Act (GMA)

The GMA placed renewed emphasis on transportation planning to ensure transportation and land use planning decisions and programs are consistent and interrelated. The Act requires counties and cities to include a transportation element in their comprehensive plans meeting certain requirements.

Among the requirements is the establishment of minimum traffic standards. Counties and cities must establish minimum Level of Service (LOS) standards for all arterials and transit routes to serve as a gauge for assessing system performance. Level of Service is defined as an indicator of the extent or degree of service provided by, or proposed to be provided by, a facility based on and related to the operational characteristics of the facility. LOS means an established minimum capacity of facilities or services provided by capital facilities that must be provided per unit of demand or other appropriate measure of need.

These standards provide planning and regulatory functions, and are used to determine how much additional development can be permitted prior to triggering the need for system upgrades. The standards also direct the extent of the necessary system upgrades. The Act requires local jurisdictions to adopt regulations prohibiting development approval if the proposed development would cause the LOS of a transportation facility to decline below the adopted standard.

GMA also requires “concurrency” between the land use and transportation elements of the plan. Concurrency describes the situation in which adequate facilities are available when impacts of development occur, or within a specified time thereafter. Generally, concurrency is defined as the financial commitment to complete improvements or strategies within six years of development, unless otherwise noted. This provision provides local governments and developers needed flexibility in those instances when it is not practical or necessary to construct improvements or implement strategies at the time of development.

The GMA identifies transportation facilities planning, and efficient multi-modal transportation systems based on regional priorities and coordinated with local comprehensive plans, as a planning goal to guide the development and adoption of comprehensive plans and development regulations (RCW 36.70A.020(3)). In addition, it identifies a transportation element as a mandatory element of a county or city comprehensive plan (RCW 36.70A.070(6)). The transportation element must include:

- Land use assumptions used in estimating travel;
- Estimated traffic impacts;
- An inventory of transportation facilities and services needs and LOS;
- An analysis of funding capability and a multiyear financing plan based on the needs identified in the comprehensive plan and coordinated with the 6-Year TIP;
- A path for intergovernmental coordination efforts, including an assessment of the impacts of the transportation plan and land use assumptions on the transportation systems of adjacent jurisdictions;
- Demand-management strategies; and
- Pedestrian and bicycle component.

LAND USE AND TRANSPORTATION

The importance of integration and consistency of land use planning with transportation planning cannot be overstated. Land use is now recognized as the basis for making significant public investment decisions, including those associated with transportation. Transportation is a public service with its demand determined by the physical separation of activities (i.e., the arrangement of land uses). Therefore, land use policies and transportation policies need to be consistent with one another as they work in a single unified direction. To accomplish this, the community and its decision-makers need to have a greater understanding of the procedures and purposes underlying transportation and land use planning.

Comprehensive planning requires that forecasts be made regarding growth for the community. These forecasts allow planners and decision-makers to consider how the transportation system will function in the future with increases in travel demand.

EXISTING TRANSPORTATION NETWORK

Transportation Facilities & Services of Statewide Significance (TFSSS)

In 1998, Governor Gary Locke signed legislation to enhance the identification and coordinated planning for major transportation facilities identified as Transportation Facilities and Services of Statewide Significance (TFSSS). (RCW 47.05 and 47.06)

For these facilities of statewide significance, the legislation identified specific GMA planning requirements for local jurisdictions, clarified that the state establishes the Level of Service, and changed the application of concurrency. The intent is to enhance the coordination of planning efforts and plan consistency through monitoring measures at the local, regional, and state level.

Several sections of the GMA (RCW 36.70A) were amended. In general, the amendments are related to the requirements for each jurisdiction's comprehensive plan transportation element, the county-wide planning process for identification and siting of essential public facilities, plan consistency, and the adoption deadlines established to meet the new requirements. The transportation element is required to include state-owned transportation facilities in the transportation inventory, together with estimates of the impacts to state-owned facilities resulting from land use assumptions based upon forecasted population, and the LOS for state-owned transportation facilities. The concurrency requirements of the GMA do not apply to highways of statewide significance (except in island counties).

Transportation facilities and services of statewide significance are designated essential public facilities under the GMA. The required countywide planning policies for siting essential public facilities must include these facilities. The legislation emphasizes the requirement for local plans to be consistent with the statewide plan with regard to identified needs. The process for review of methodologies and development of alternative transportation performance measures under RCW 47.80 (Regional Transportation Planning Organizations or RTPPO) is also added with regard to transportation facilities and services of statewide significance, including highways of statewide significance (HSS), and other state highways and ferry routes.

In summary, the legislation created a strong tie between the local transportation plan requirements under the GMA and the state's enhanced role in the RTPPO process for designating LOS on state-owned facilities, and recognizes the importance of certain facilities as being of statewide significance. This includes provisions for consistency with Washington's Transportation Plan the latest version being WTP 2040 & Beyond, adopted in 2019), the regional plans, related (local, regional, and state) financial plans, and funding priorities for transportation facilities and services of statewide significance, as identified by the Washington State Transportation Commission.

Transportation Facilities and Services of Statewide Significance in Franklin County include:

- US 12: I-182 to Walla Walla County Line
- SR-17: US 395 to Adams County Line

- I-182: Benton County Line to US 395 / SR 397 / US 12
- US 395: Benton County Line to Adams County Line
- Amtrak Passenger Rail Service: Vancouver to Spokane via Pasco
- The Pasco Intermodal Center (Amtrak, Greyhound)
- The BNSF Railroad
- The Pasco Switching/Hump Yard (BNSF)
- The Columbia Basin Railroad: Connell to Adams and Grant Counties
- The Port of Pasco
- The Columbia/Snake Navigable River System
- Ice Harbor Dam & Lock
- Lower Monumental Dam & Lock
- Windust Barge Loading Facility
- Port of Kahlotus Barge Loading Facility
- Tidewater Barge Lines and Terminals
- Chevron Tank Farms

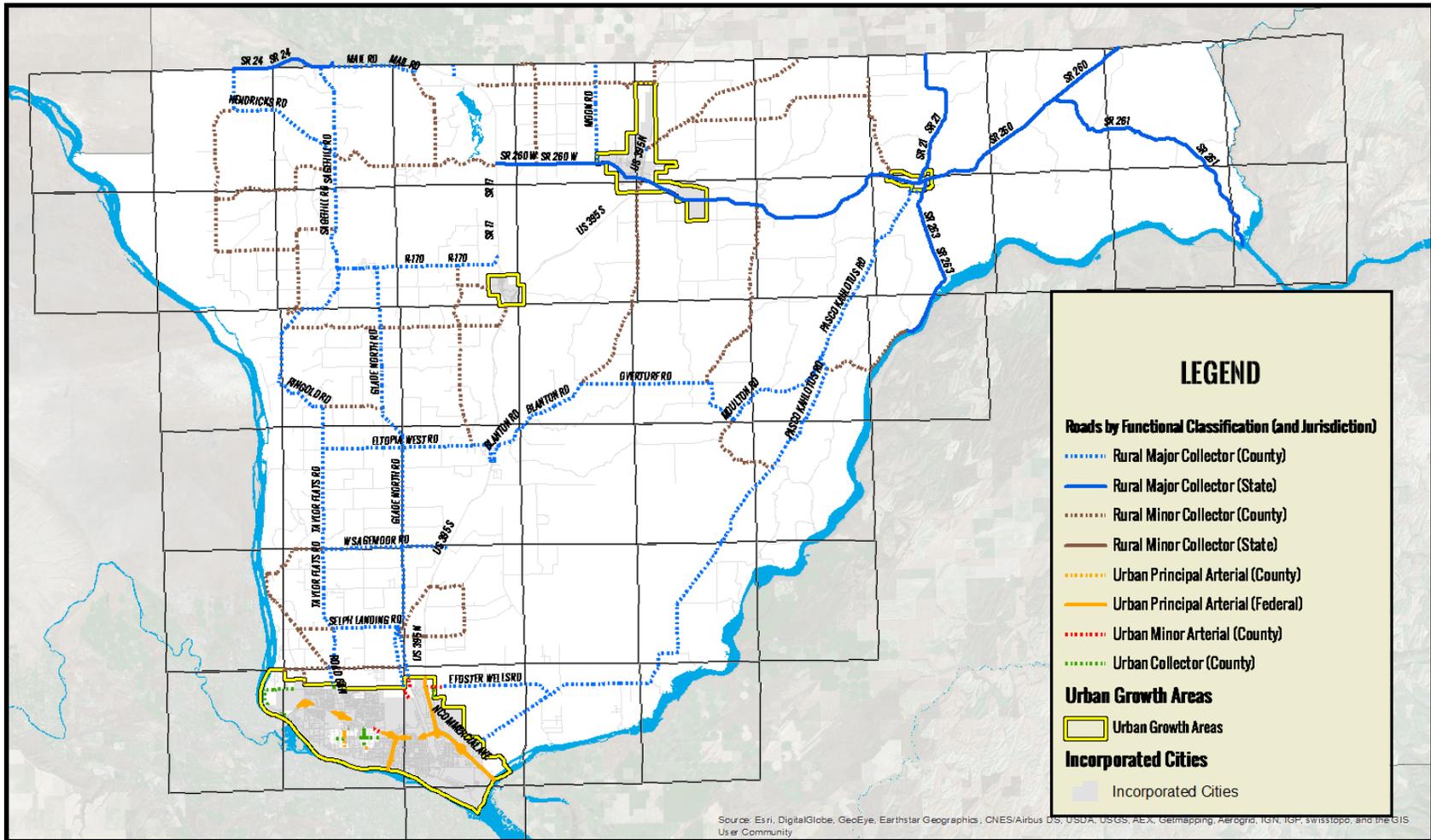
Functional Classification of Roads

Functional classification is the grouping of highways, roads, and streets that have similar characteristics of mobility and/or land access. A tenet of the classification system is the recognition that individual roads and streets do not function independently, since most of the travel involves movement through a network of roads. Therefore, it is necessary to channel travel within the roadway network in a logical and efficient manner. Functional classification defines the role a road or street serves within the network. In simple terms, highways, streets, and roads function as arterials, collectors, or local access. **Map 28** illustrates the functional classifications of the network of roads in the County.

Arterials provide the highest degree of mobility (speed and reduced travel times) and have limited access to local property. Collectors generally provide equal emphasis upon mobility and land access. Local roads and streets emphasize land access in lieu of mobility.

Functional classifications and criteria utilized for rural areas differ from urban and urbanized areas. The streets of small cities (those with populations less than 5,000 citizens) are classified as rural.

Map 28: Road Network by Functional Classifications



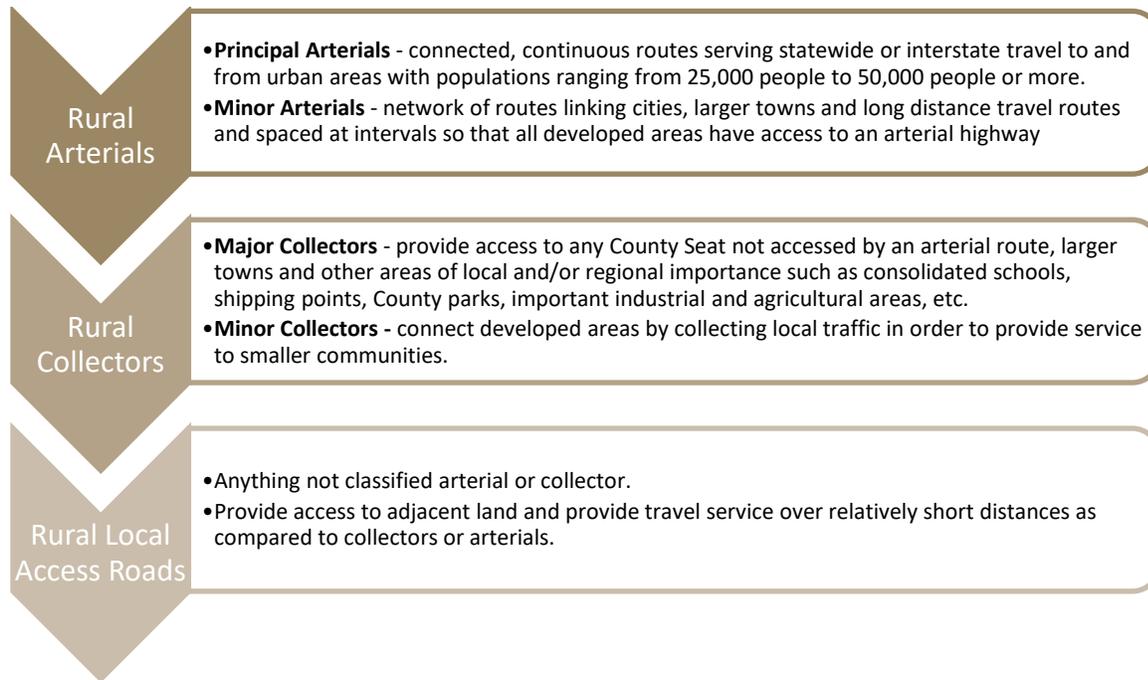


Figure 13: Road Functional Classifications

Franklin County - State Highway System

The Washington State Department of Transportation (WSDOT) assigned functional classifications to state highway system routes in Franklin County and designated a portion of the highway system as Highways of Statewide Significance (HSS). In Franklin County, SR- 17 and US 395 are HSS routes. US-12 and I-182, within the City of Pasco, are also HSS routes. Other state highways in Franklin County include SR-21, SR-260, SR-261, and SR-263.

Table 33 lists certain characteristics of state highways in Franklin County, including functional class, posted speed, number of lanes, and HSS Route.

Table 33: State Route System in Franklin County

STATE ROUTE	BEGIN ROUTE	END ROUTE	FUNCTIONAL CLASS	POSTED SPEED LIMIT	NO. OF LANES	HSS ROUTE?	URBAN OR RURAL?
SR-17	Mesa	Adams Co. Line	Principal Arterial	60	2	Yes	Rural
SR-21	Kahlotus	Adams Co. Line	Major Collector	55	2	No	Rural
SR-260	SR-17	Connell	Major Collector	55	2	Yes	Rural
SR-260	Connell	Kahlotus	Major Collector	65	2	No	Rural
SR-260	Kahlotus	Adams Co. Line	Major Collector	65	2	No	Rural
SR-261	SR-260	Columbia Co. Line	Major Collector	55	2	No	Rural
SR-263	Kahlotus	Burr Canyon Rd	Major Collector	50	2	No	Rural
US 395	Pasco	Mesa	Principal Arterial	70	4	Yes	Rural
US 395	Mesa	Connell	Principal Arterial	70	4	Yes	Rural
US 395	Connell	Connell	Principal Arterial	70	4	Yes	Rural
US 395	Connell	Adams Co. Line	Principal Arterial	70	4	Yes	Rural

Table 34 provides a list of State Routes, Interstates, and US Highways mileage in Franklin County.

Table 34: State Routes, Interstates and US Highways - Mileage

ROUTE	BEGINNING	ENDING	ROUTE MILES
I-182	Benton Co. Line at Columbia Point	East of Jct. US 395/SR 397 at Pasco	9.15
US 395	Benton Co. Line at the Blue Bridge	Adams Co. Line North of Connell	39.98
US 12	End. I-182 at Pasco	Walla Walla Co. Line at Snake River Bridge	3.07
SR 17	Jct. US 395 at Mesa	Adams Co. Line South of Othello	14.31
SR 21	Jct. SR 260 at Kahlotus	Adams Co. Line	7.62
SR 260	Jct. SR 17 N. of Mesa	Adams Co. Line South of Washtucna	35.68
SR 261	Columbia Co. Line at Lyons Ferry	Jct. SR 260 NE of Kahlotus	14.33
SR 263	Port of Windust	Jct. SR 260 at Kahlotus	9.24
SR 397	Benton Co. Line at the Blue Bridge	Jct. I-182/US 395 at Pasco	3.99

Rural Franklin County Road System

Table 1 of Appendix 7 provides a classified road inventory including road segment, functional classification, operational and shoulder widths, and year rated. **Table 2 of Appendix 7** describes the rural functionality of classified roads by road segment and type of arterial or collector. There are no minor arterials in Franklin County.

There are 85 bridges that are 20 feet or longer in length included in the County Road system; 43 are concrete, eight are steel and 34 are timber bridges. In addition, there are 19 short span bridges (under 20 feet), three are concrete, one is steel and 15 are timber bridges. Weight limits are posted.

Truck Routes

The Statewide Freight and Goods Transportation System route segments within rural Franklin County are shown on **Table 3 of Appendix 7**, and **Map T-2**. Annual tonnages for the five classifications are:

Table 35: Road Annual Tonnage Classifications

TONNAGE CLASS	ANNUAL TONNAGE (THOUSANDS)
T-1	Over 10,000
T-2	5000-10,000
T-3	300-5,000
T-4	100-300
T-5	Over 20 in 60 days

The cities, counties, ports, WSDOT, and the Benton Franklin Council of Government (BFCG) have cooperatively developed the regional freight system, based on truck counts, weight information, and local knowledge of freight and freight movements. At present there is no funding specifically earmarked for the freight system. Should such funding materialize, a high priority will likely be directed toward all-weather surfacing of freight routes currently subject to seasonal restrictions.

Table 3 of Appendix 7, “Freight and Goods Transportation System,” provides a list of the road segments, functional classification, tonnage classification, and whether or not the segment is all-weather.

All-weather roads are designed to operate or be usable in any type of weather under normal load conditions. Roads that are not all-weather roads can be closed to through-traffic or subject to load limits during spring, when road break-up can occur. Providing a system of all-weather roads ensures that products can be moved and delivered to market locations year-round. All-weather roads are critical for mobility, economic vitality, and safety.

There are 512.2 miles of County freight and goods routes which yields 178.5 miles of Major Collector with 129.5 miles (73 percent) all-weather surfaced; 149.2 miles of Minor Collector with 6.24 miles (four percent) all-weather surfaced; and 186.5 miles of local access roads, none of which are all-weather surfaced.

Seasonal Weight Restrictions

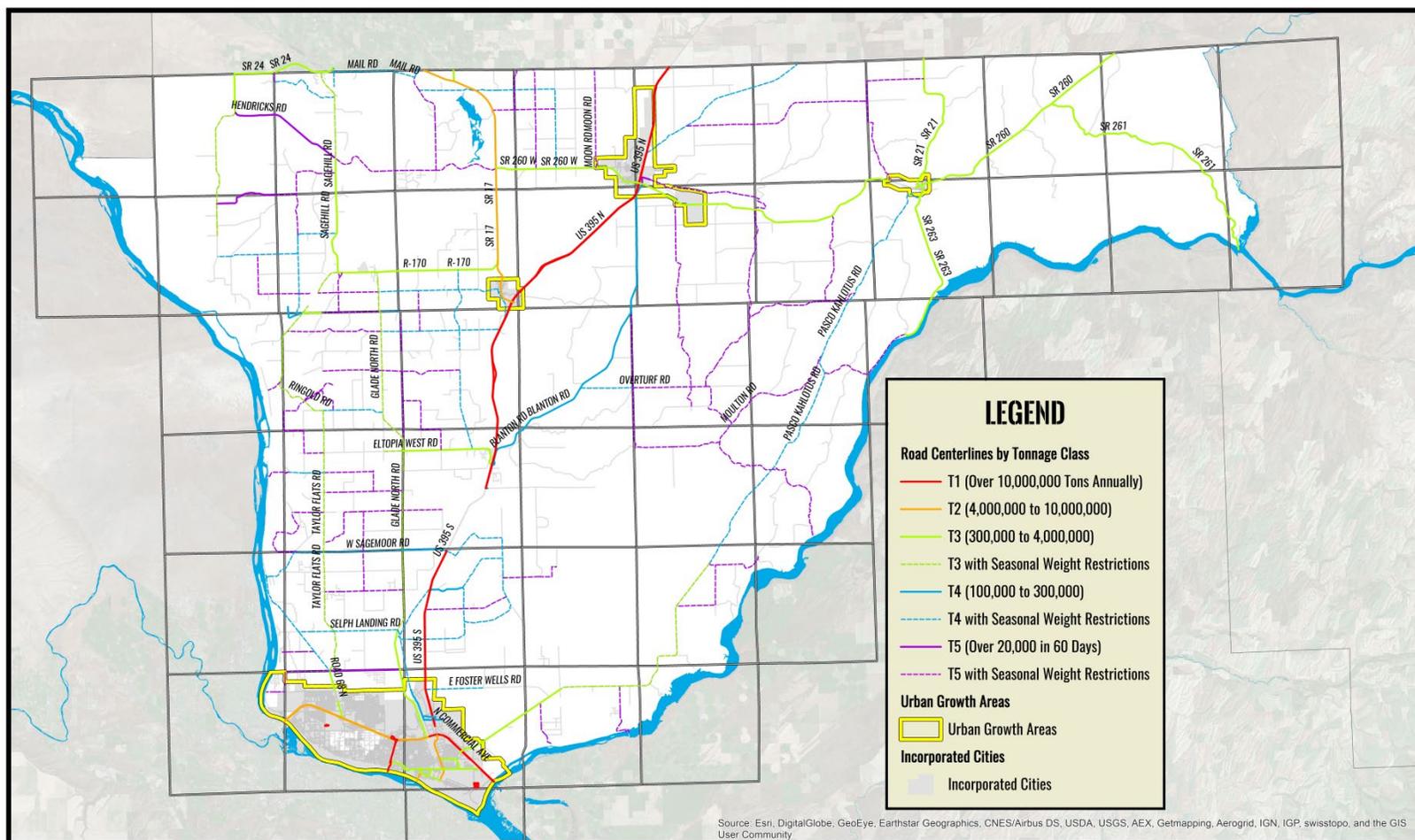
Agriculture is the backbone of the county economy. Wheat is transported to coastal ports for export to other nations. Hay is trucked to Western Washington for horses and dairy cattle. Hay cubes are exported to Asian markets. Produce and other crops such as potatoes, onions, fruit, and seed crops are shipped year around. Seasonal weight restrictions on County roads pose serious problems for mobility of these commodities.

A huge number of storage facilities, many on farms, are scattered throughout the County to accommodate these products until they are needed. The problem arises during freeze/thaw cycles of late winter and early spring when load restrictions hamper shipments. Farmers, shippers, and commodity brokers then have problems meeting contract deadlines.

As shown in **Table 3 of Appendix 7**, the County has 512.2 miles of freight and goods routes, but only 135.84 miles (27 percent) are all-weather surfaced. The ability to upgrade these vital routes to all-weather standards has been extremely hampered by the limited transportation funding environment.

Map 29 is a map of the Franklin County Freight and Goods Transportation System.

Map 29: County Freight and Goods Transportation System



Marine Transportation

The Columbia-Snake River system, with its government locks at each of eight dams, affords 465 miles of water transportation from the mouth at Astoria, Oregon, inland to Lewiston, Idaho. Over 11 million tons of cargo moves on this water thoroughfare every year. One tug and barge can move 3,500 tons of grain. It would take 116 trucks or 35 rail cars to move the same quantity.

In all, there are 17 barge terminals in the Mid-Columbia and Snake navigation region. Those within the three-county region are the Port of Benton, Kennewick, Pasco, Walla Walla, and Kahlotus (Windust). Seven more ports lie upriver, including the last one at Lewiston, Idaho. **Tidewater Barge Lines** operate terminals at Vancouver, Umatilla, East Pasco, and Boardman. The Pasco Terminal is located near the Port of Pasco on the Snake River, providing regional terminal services and storage for petroleum, fertilizer, chemical and bio-fuel customers. The Chevron Salt Lake City-Boise-Spokane Pipeline also serves the facility.

The **Port of Pasco Container Terminal** is a multi-modal facility. The barge facility boasts a storage capacity of 1,000 containers on 12.5 acres, with another 10 acres of ground available within a quarter mile. Refrigeration units are available for 24 containers. Rail service and switching is provided by the BNSF Railway Company and includes 3,000 feet of industrial rail on two tracks, featuring a 40-ton capacity Hyster masthead stacker and a 15,000 pound forklift. There is also a barge slip for 1,000 feet of wharfage at a 14 foot depth and a 50-ton capacity Manitowoc 4100W crawler crane; additional or higher-capacity cranes can be leased locally.

The Snake River draw down/dam breaching, to enhance endangered salmon and steelhead species, continues to be a major issue potentially affecting power generation, irrigation of farmlands, recreational activities, and water transportation upriver from Pasco to Lewiston, Idaho. If such actions are implemented there will be severe impacts to the economy of the region, as well as increased need for rail and highway facilities to move freight and goods. Furthermore, port facilities on the Columbia River in Benton, Franklin and Walla Walla Counties would have considerably increased significance and need for capacity improvements.

With drawdown or dam breaching the 4.4 million tons of commodities now shipped by barge through the Ice Harbor locks would be shipped by truck (700 per day) or by rail. There would be a strong shift away from roads leading to the Snake River and greatly increased loads on roads leading to Columbia River ports in the Tri-Cities area. That shift would increase traffic on three primary corridors: US 395; SR12/SR124 through Walla Walla County; and the SR 26/SR260/Pasco-Kahlotus Road corridor. In essence, these three corridors would replace the river as the primary route to Tri-Cities ports for trans-shipment to barges for delivery to the Portland area.

Public Transportation

Ben Franklin Transit provides Public Transportation in the region, and presently includes system routes in the City of Pasco. Ben Franklin Transit operates out of two Park-and-Ride facilities in Pasco, at the 22nd Avenue Transit Center (N 22nd Avenue and W Sylvester Street) and the TRAC Park and Ride (Convention Place and Home Run Road). Ben Franklin Transit offers fixed route buses, Dial-A-Ride, and Vanpools.

The “People for People” organization provides transportation via an Adams-Franklin-Benton County Connector which is available on demand to the general public, subject to prior reservation. There is also an Othello to Kennewick service that operates the second and fourth Fridays of every month, excluding holidays, that makes stops in Connell, Basin City, and Mesa upon request. The service is funded by WSDOT.

The “Grape Line” is a scheduled bus service, featuring three round trips per day between Walla Walla and Pasco WA, along U.S. Highway 12. The Grape Line stops at the Walla Walla Airport, Walla Walla, College Place, Touchet, Wallula, Burbank, Pasco and at the Tri-Cities Airport.

In addition, Greyhound bus service and Amtrak rail service are available at the Pasco Intermodal Terminal.

Aviation Facilities

The **Tri-Cities Airport** (FAA Identifier: PSC) in Pasco is operated and owned by the Port of Pasco. It is the largest airport in the region and offers commercial flight service, ranking fourth in passenger boarding among Washington airports. PSC connects with eight major hubs, including Seattle, Portland, San Francisco, Minneapolis/St. Paul, Denver, Salt Lake City, Los Angeles, and Las Vegas. PSC is also the fourth largest air carrier airport in the state. In 2017, the Port of Pasco completed a Terminal Expansion project that doubled the terminal size, added a new boarding concourse and restaurant, expanded the security screening area, and modernized ticketing and baggage areas and systems. According to the Federal Aviation Administration, Passenger Boarding Data, PSC accommodated 375,758 passenger enplanements in 2016.



Figure 14: Tri-Cities Airport (PSC) in Pasco

PSC features several asphalt-surface runways, **3L/21R**, **12/30**, and **3R/21L**. As of 2016, there were an average of 151 aircraft operations per day, approximately 66 percent for local general aviation, 15 percent for commercial flights, nine percent for military flights, and the remaining for air taxi or other purposes. Finally, there are about 121 aircraft based on the field.

In addition to providing passenger service, the Tri-Cities airport supports air cargo and freight transportation systems. Federal Express (FedEx) operates a cargo facility with daily flights to Spokane, and Airpac and Ameriflight fly to Seattle and Portland.

The **Connell Airport** (privately owned; FAA Identifier: WA14) is situated on a small ridge within Washtucna Coulee, about 1.5 miles east of the City. The facility has a 50-foot wide, 3,100-foot long paved runway with runway lights, a visual approach slope indicator, and a centerline approach lighting system. Most of the lighting system is non-standard under FAA specifications. Furthermore, the runway does not meet FAA line-of-sight standards due to a humped design. The paved tie-down and fueling area has a holding capacity of about 35 aircraft. Three hangars house six aircraft. About a dozen aircraft are based at the Connell Airport. The airport has limited long-term development potential due to terrain limitations. The pavement does not have proper slope or thickness to meet general utility type aircraft use. Extensive earthwork would be needed for the runway, the taxiway, and terminal areas to provide proper slopes and clearances in order to meet FAA criteria. A 1998 study selected a new airport site northeast of Connell to the north of and paralleling Lind Road. To date, no plans are eminent for its implementation.

The **Richland Airport** (in Benton County; owned and operated by the Port of Benton; FAA identifier: RLD) provides business and small-plane flights, with 182 based aircrafts.

Rail System

The BNSF Railway mainline from Pasco to Spokane forms a rail corridor that passes through Mesa and Connell. These rail lines provide connectivity between Washington State farmers and major shipping ports. Additionally, BNSF operates a computerized classification yard in Pasco.

The Columbia Basin Railroad branches off the BNSF at Connell, extending northerly into Adams and Grant Counties.

The Union Pacific Railroad runs through some portions of Franklin County, generally following the Snake River along the border with Walla Walla County.

Local short line service is provided by the Tri-City and Olympia Railroad Company.

Railex Northwest is a cold (or frozen) cargo distribution platform with enhanced logistics and distribution; Railex Northwest is based out of Wallula, WA and specializes in fine wines and fresh food and has specialized cold logistics infrastructures.

Amtrak passenger service operates on the BNSF lines; however, individuals must board at the Pasco intermodal terminal.

WSDOT maps rail freight corridors according to the amount of freight moved in 2016. The following graphic shows the regional freight corridors:

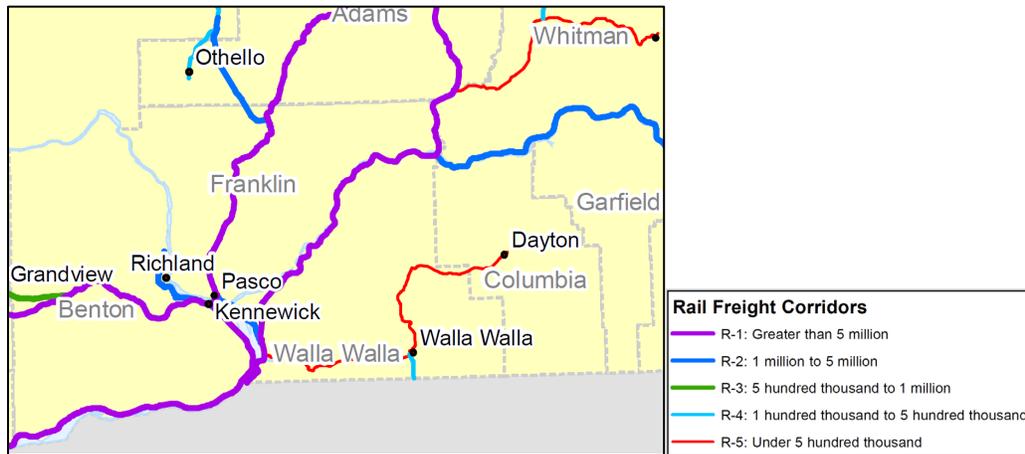


Figure 15: Rail Freight Corridors

Source: WSDOT

Rail System by Owners:

Likewise, the following graphic shows the different Rail Systems by owner, the Union-Pacific Line is in dark orange, the BNSF in Green and the Columbia Basin Railroad is shown in blue extending from Connell:

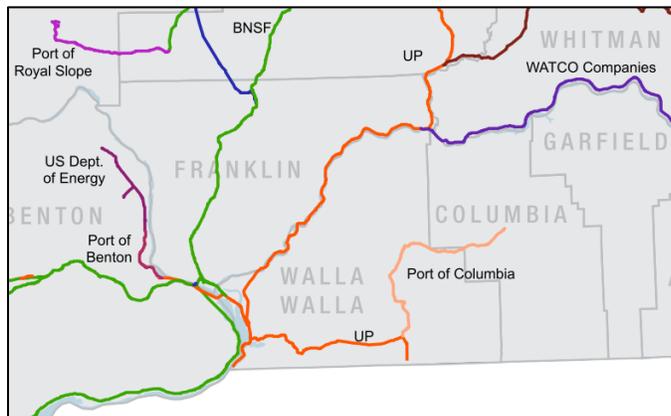


Figure 16: Washington State Rail System by Owner

Source: WSDOT, 2015

Rideshare/Vanpool

Ben Franklin Transit of the Tri-Cities operates a regional rideshare/vanpool program. In addition to matching individuals for their vans, BFT also matches people for private van and carpools.

Pedestrian/Bicycle Circulation

Rural Franklin County consists of irrigated and dry land farm and range lands. To some extent, population and local services are clustered in the unincorporated areas of Eltopia and Basin City. Basin City resembles a small town in that it supports a school, church, and some retail businesses. As with the rest of the rural county, bicycle and pedestrian travelers in these cluster areas utilize the County road shoulders.

The Columbia Plateau Trail utilizes the abandoned BNRR line from Pasco and Ice Harbor to Kahlotus on the Snake River to Cheney near Spokane. Approximately 55 miles of the trail are in Franklin County. The old rail bed will be crushed rock surfaced for use by pedestrians, equestrians, and bicyclists. The Washington State Parks and Recreation Commission manages the trail. Placing crushed rock throughout the trail began in 1998 and will be completed as funding can be secured.

The Franklin County Comprehensive Plan specifies joint county/city standards for urban growth areas, including streets and sidewalks; promotes development of a bi-county bicycle trail system; and supports use of Columbia River levees for recreation. Policies encourage efficient multi-modal and non-motorized transportation systems based on regional priorities and coordinated with County and city comprehensive plans. An objective is to meet the needs of bicyclists, pedestrians, and equestrians traveling on County roads and to encourage provision of non-motorized facilities, including sidewalks, where it is appropriate to provide safe and convenient access between properties and facilities.

Franklin County utilizes a combination of local, state, and federal funds to finance transportation improvements. Federal funds, including the Enhancement Program, have played a key role in completion of the Tri-Cities Rivershore Trail and the Basin City project mentioned above. Numerous County road segments have been hard surfaced to "all weather" status to the benefit of motorized and non-motorized travel. Other planning projects will all weather surface and widen where needed to provide adequate shoulder width for non-motorized travel.

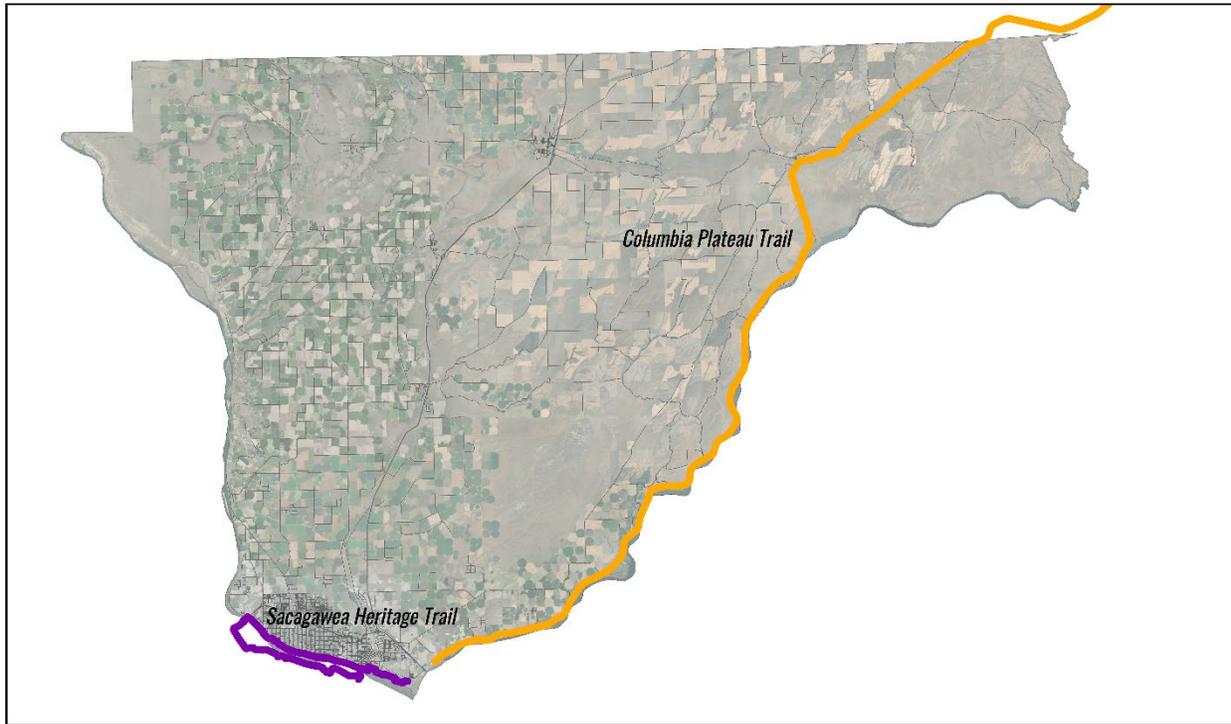
A common practice is chip sealing to prolong roadway surface life. This produces a very rough surface, requiring increased effort by bicyclists (rolling resistance). The County is currently using 3/8" #4 aggregate in lieu of 1/2" - 1/4" in those areas where bicycle traffic would warrant.

Washington State bicycle/automobile collision data for 2016 in Franklin County shows a total of six accidents with one suspected serious injury, two suspected minor injuries, and no fatalities. One of the accidents (with a suspected minor injury) occurred on a State Route, all others occurred on City streets.

Pedestrian/automobile collisions for 2016 in Franklin County totaled nine with six suspected minor injuries, two suspected serious injuries and one fatality. All of those accidents occurred on City streets.

Pedestrian/bicycle circulation throughout rural Franklin County is discussed further in the 2016 and 2020 Active Transportation Plan for Benton and Franklin Counties and Tri- Cities Urban Area, prepared by the BFCG.

Map 30: Trails in Franklin County



Scenic and Recreational Highways

There are two facilities in Franklin County which are classified as Scenic and Recreational Highways by the State of Washington (Chapter 47.39 RCW):

- SR-17, beginning at a junction with US 395 in the vicinity of Mesa and continuing north through several counties to Brewster in Okanogan County
- SR-261, beginning in Franklin County at the junction with SR-260 and continuing through Columbia County to the junction with SR-12.

Collision Summary

Table 36 summarizes 2014-2016 collisions in the rural county. The total collision numbers have increased approximately 24 percent for the years 2014-2016 compared to 2000-2002 (282 versus 350).

Nearly 53 percent (184) of the total 3-year collisions occurred on five major routes. Those routes are the most heavily traveled, including freight and goods, and have 50-55 mph speed limits except in a few congested areas.

Table 36: Rural Franklin County Collision Summary

	2014	2015	2016
Property Damage	75	69	71
Injury	44	44	40
Fatality	2	2	3
Total Annual Collisions:	121	115	114
KEY FACILITIES:			
Glade North Road (35/45/55 mph)	16	17	18
Taylor Flats Road	14	16	15

(55 mph)			
R-170/Ringold Road (35/50/ 55 mph)	6	11	15
Sagehill Road (35/55 mph)	14	7	4
Pasco-Kahlotus Road (55 mph)	11	10	10

LEVEL OF SERVICE STANDARDS

A Level of Service (LOS) is a designation that describes a range of operating conditions on a particular type of facility and is defined as a qualitative measure describing operational conditions within a traffic stream and the perception thereof by motorists and/or passengers.

Levels of Service standards represent the minimum performance level desired for transportation facilities and service within the region. They are used as a gauge for evaluating the quality of service on the transportation system and can be described by travel times, freedom to maneuver, traffic interruptions, comfort, convenience, and safety.

Further, LOS standards are quantifiable measures of the public services a city or county provides to its residents. These standards are used to determine deficiencies that need to be corrected in existing infrastructure and to identify future infrastructure needs. By establishing an acceptable Level of Service, individual elements of systems, such as roadways, can be rated. This rating allows the jurisdiction to determine what it should do to provide a target Level of Service to its residents.

The Benton-Franklin Council of Governments' *Transition2040* Plan sets uniform urban and rural area Level of Service standards for the two-county region. For urban areas with a population over 5,000, the uniform LOS standard is "D." For rural areas and small cities with populations under 5,000, the uniform LOS standard is "C." Level of Service is to be designated for all arterials and collectors on the "Functional Classification" system. Franklin County has adopted the regional LOS standard "C." The Washington State Department of Transportation has adopted an LOS standard of "C" for rural HSS routes and LOS standard of "D" for urban HSS routes. For Non-HSS routes, LOS standards adopted by the local MPO/RTPO apply. The Benton-Franklin RTPO has adopted the WSDOT standards. All segments of the state highway system in Franklin County are rural.

Definitions

Level of Service (LOS) for transportation facilities is defined by capacity. The primary measure of service quality is time delay, with speed and capacity utilization employed as secondary measures. LOS for two-lane facilities is determined by both mobility and accessibility. The Transportation Research Board's Highway Capacity Manual (HCM) contains a method for estimating the LOS for two-lane facilities where time delay data is not available. In addition, the HCM defines LOS ratings of "A" through "F" for highway segments, intersections, and arterial street segments, based on the volume of traffic and the available capacity of the facility. These "A" through "F" descriptors are further defined in **Table 37**.

Table 37: Level of Service Definitions (Roads/ Streets)

LEVEL OF SERVICE CATEGORY	DEFINITION
Level of Service A	Describes primarily free-flow operation. Vehicles are completely unimpeded in their ability to maneuver within the traffic stream. Control delay at the boundary intersections is minimal. The travel speed exceeds 80 percent of the base free-flow speed, and the volume-to-capacity ratio is no greater than 1.0.
Level of Service B	Describes reasonably unimpeded operation. The ability to maneuver within the traffic stream is only slightly restricted, and control delay at the boundary intersections is

	not significant. The travel speed is between 67 percent and 80 percent of the base free-flow speed, and the volume-to-capacity ratio is no greater than 1.0.
Level of Service C	Describes stable operation. The ability to maneuver and change lanes at midsegment locations may be more restricted than at LOS B. Longer queues at the boundary intersections may contribute to lower travel speeds. The travel speed is between 50 percent and 67 percent of the base free-flow speed, and the volume-to-capacity ratio is no greater than 1.0.
Level of Service D	Indicates a less stable condition in which small increases in flow may cause substantial increases in delay and decreases in travel speed. This operation may be due to adverse signal progression, high volume, or inappropriate signal timing at the boundary intersections. The travel speed is between 40 and 50 percent of the base free-flow speed, and the volume-to-capacity ratio is no greater than 1.0.
Level of Service E	Is characterized by unstable operation and significant delay. Such operations may be due to some combination of adverse progression, high volume, and inappropriate signal timing at the boundary intersections. The travel speed is between 30 and 40 percent of the base free-flow speed, and the volume-to-capacity ratio is no greater than 1.0.
Level of Service F	Is characterized by flow at extremely low speed. Congestion is likely occurring at the boundary intersections, as indicated by high delay and extensive queuing. The travel speed is 30 percent or less of the base free-flow speed, or the volume-to-capacity ratio is greater than 1.0.

Analysis

Most of Franklin County’s functionally classified rural roads currently operate at LOS A or B, which is above the minimum operating standard, while a few segments operate at the regionally adopted standard of LOS C. In 10 years, segments of R-170, R-68 North, and Taylor Flats Road will degrade to LOS D. These segments constitute a very small percentage of the classified rural road system. As such, traffic congestion is generally not a problem in rural Franklin County. The need for road improvements, therefore, is primarily based on pavement conditions; substandard widths; the need for all-weather surfacing on roadways subject to seasonal closures or weight restrictions; the need for hard surfacing on gravel roads; replacement of obsolete bridges; and safety. Should service levels drop below the established minimum standards, transportation demand management strategies (such as vanpooling) or other types of improvements to the roadway system such as increasing bicycle facilities should be examined.

PROGRAMS AND PROJECTS

Six-Year Transportation Improvement Program (TIP)

The Six-Year Transportation Improvement Plan (TIP), as adopted annually by the County Commissioners, is incorporated by reference into this Comprehensive Plan. The Six-Year TIP is required by WSDOT as a part of the Statewide Transportation Improvement Program for the allocation of Federal Highway Administration (FHWA) funding, and is developed pursuant to WAC 163-15-050(1) and WAC 136-15-050(2), and adopted following a public hearing. The TIP is filed with the State and also with the regional transportation organization (MPO/RTPO), the Benton-Franklin Council of Governments.

Franklin County 20-Year Project List (2018-2038)

The following lists (shown in **Table 38**, **Table 39**, **Table 40** and **Table 41**) represent Franklin County’s projected roadway needs for the 20 year period from 2018 through 2038. They are comprised of projects from three sources: Franklin County’s current TIP, the 20-Year Project Lists from the Benton-Franklin Council of Governments regional transportation plan known as *Transition2040* and projects whose need has surfaced since the plan was last updated and adopted. The BFCG adopted the 2017-2040 regional transportation plan, called “*Transition2040*” in May 2017 and amended in January 2018; it is a long-range planning document for Benton and Franklin Counties.

Table 38: Transportation Project List (2018-2023)

PROJECT	EST. COST
Countywide Intersection Improvements	\$289,800
Glade Road Surface Mounted Shoulder Rumble Bars	\$123,600
Permanent Radar Speed Signs	\$63,320
Dent Road and Burns Road Corridor Study	\$75,000
Dent Road Widening (MP 2.1 to Burns Road)	\$575,500
Dent Road / Road 68 / Taylor Flats Road / Clark Road Intersection	\$1,000,000
Taylor Flats Overlay and Widening (City Limits to Taylor Flats Bridge)	\$3,782,800
Install Flexible Guidepost – Countywide	\$157,080
Glade Road North Overlay (Sagemoor Rd to ½ mile south of Fir Road)	\$2,700,000
Basin City Alternative Transportation Route Improvements II (Baillie Blvd)	\$300,000
Ringold Road (portion) guardrail	\$114,840
Glade Road North Overlay (Selph Landing Rd to Sagemoor Rd) All-weather	\$3,175,000
Bridge Approach Adjustments- Countywide	\$150,000
Illumination LED Retrofit – Countywide	\$50,000
Drainage Improvements – Countywide	\$50,000
Elm Road and Everett Road Intersection Reconstruction	\$150,000
Roadway Approach Improvements – Countywide (<i>approaches to BST roads from gravel roads</i>)	\$200,000
Scootenev Road Drainage Correction	\$200,000
Rural Freight Mobility Plan Study	\$75,000
Selph Landing Bridge Replacement	\$225,000
Hollingsworth Road (Sagehill Rd to S. Wahluke Rd) All Weather	\$2,500,000
Hollingsworth Bridge Replacement	\$365,000
Coyan Road (Warehouse Road to Muse Road) Construction	\$2,500,000
Coyan Bridge replacement	\$890,868
Pasco-Kahlotus Road (portion) Reconstruction and Resurface	\$2,000,000
N Cherry Dr Bridge Replacement	\$1,000,000
Coyan Road (muse Road to Hatton Road) Reconstruction and Paving	\$5,000,000
R-170 Road (Klamath Road to Ringold Road) All Weather	\$2,500,000
Ringold Road (Taylor Flats to R-170) Reconstruction	5,000,000
Pepiot Road (portion) All Weather	\$1,500,000
Total Project Cost:	\$36,712,808

Table 39: Transportation Project List, Rural Projects (2024-2038)

PROJECT	EST. COST
Coyan Road; Reconstruct R/R X-ing & Hard Surface	\$1,000,000
Hendricks Road III; Reconstruct to All-Weather Standard	\$600,000
Palouse Falls Rd; Improve to Hard Surface Standard	\$400,000
Pasco Kahlotus Road 4; Reconstruct and Resurface	\$2,800,000
Oregon St./Railroad Ave.; Reconstruct to All-Weather Standard	\$725,000
Glade North Overlay IV; Reconstruct to All-Weather Standard	\$600,000
Taylor Flats Bridge; Widen and Improve Existing Structure	\$1,200,000
Glade North Overlay V; Reconstruct to All-weather Standard	\$1,000,000
Sagehill Road III; Reconstruct to All-Weather Standard	\$1,000,000
Countywide Safety Projects; Bridge Rail Retrofits, Guardrail Improvements & Ditch line work	\$500,000
Glade North Widening; Widen to 4 Lanes and Safety Improvements	\$500,000
Pasco-Kahlotus Road Reconstruction / Overlay	\$2,800,000

Glade North Overlay VI; Reconstruct to All-Weather Standard	\$1,000,000
PH 15; Reconstruct to All-Weather Standard	\$2,000,000
Taylor Flats Road; Construct Truck Climbing Lane	\$750,000
Selph Landing Road; Reconstruct to All-Weather Standard	\$1,000,000
Russell Road; Reconstruct to All-Weather Standard	\$1,200,000
Countywide Illumination Projects; Add Illumination and Signing	\$500,000
Countywide Bridge Replacement' Replace Structures with New Bridges	\$1,000,000
Glade North Widening II; Widen to 4 lanes and Safety Improvements	\$5,000,000
Total Project Cost:	\$25,495,000

Table 40: BFCG List of Regionally Important Projects that are Unfunded (2036-2040)

PROJECT	EST. COST
Coyan Road (Muse Road to Hatton Road) Reconstruction and Paving (with Railroad overpass)	\$5,000,000
Taylor Flats Overlay and Widening – Reconstruction and resurface to all-weather standard	\$4,427,803
R-170 Road (Klamath Road to Ringold Road) – Reconstruction and resurface to all-weather standard	\$2,500,000
Ringold Road (Taylor Flats to R-170) Reconstruction – Reconstruction to All Weather road, add truck climbing land, intersection of Ringold Road and Taylor Flats	\$5,000,000
Pepiot Road – Reconstruction and resurface to all-weather standard (the route will need to be classified)	\$1,500,000
Total Project Cost:	\$18,427,803

Table 41: BFCG List of Regionally Important Projects with Secured Funding (2018-2021)

PROJECT	EST. COST
Taylor Flats Bridge	\$1,172,083
Basin City Alternative Transportation Route Improvements	\$167,358
Juniper Dunes Recreation Area Access	\$2,797,425
Pasco-Kahlotus Road Reconstruction / Overlay	\$2,796,561
Total Project Cost:	\$6,933,427

Franklin County Transportation Revenue

Table 42 shows the County road revenues received from Franklin County from 2011 through 2015 from the listed sources.

Table 42: County Road Revenues (2011-2015)

	MOTOR VEHICLE EXCISE TAX		TAXES	TOTAL
	<i>Regular</i>	<i>County Arterial Preservation Program (CAPP)</i>		
2011	\$2,659,000	\$404,000	\$2,572,000	\$5,365,000
2012	\$2,690,000	\$492,000	\$2,654,000	\$5,836,000
2013	\$2,764,000	\$517,000	\$2,163,000	\$5,444,000
2014	\$2,865,000	\$553,000	\$3,102,000	\$6,520,000
2015	\$2,942,000	\$554,000	\$3,182,000	\$6,678,000

Source: BFCG

The following tables outline the revenue forecasts used for the preceding project lists. The project costs are based on those listed in the **TIP** and the **Transition2040 Plan** and further reviewed by Franklin County Public Works staff. Potential revenue and maintenance and operations costs are based on the **Transition2040**. Transportation revenue is estimated, and maintenance and operations costs subtracted, leaving estimated project revenue. Project costs are subtracted from the revenue and an ending balance is determined.

Table 43: Transportation Project Costs (2018-2023)

	ESTIMATED COST	FUNDING SOURCES			UNFUNDED PORTION
		Federal	State Rap	County	
2018	\$3,623,000	\$774,000	\$1,620,000	\$300,000	\$1,030,000
2019	\$3,425,000	\$65,000		\$10,000	\$3,350,000
2020	\$700,000				\$700,000
2021	\$8,055,000				\$8,055,000
2022	\$9,500,000				\$9,500,000
2023	\$11,700,000				\$11,700,000

Table 44: 20-Year Transportation Financial Analysis (MPO/RTPO) (2018-2038)

	FORECASTED REVENUE	M&O COSTS	PROJECT REVENUE	PROJECT COSTS	ENDING BALANCE
2018-2023	\$41,291,000	\$35,725,000	\$5,566,000	\$37,003,000	- \$31,437,000
2024-2038	\$127,156,000	\$110,107,000	\$17,053,000	\$25,495,000	- \$8,442,000
TOTAL	\$168,450,000	\$145,831,000	\$22,619,000	\$62,498,000	- \$39,879,000

Table 43 and **Table 44** show the available revenue and estimated costs for improvements to Franklin County’s urban and rural road systems over the next 20-years. Franklin County will generate \$168 million in revenue over the next 20 years in the urban and rural portions of the unincorporated county (RTPO/MPO). Of this total, \$22 million will be available for improvements. At the end of the 20-year planning horizon, the County will have an ending balance of - \$39 million.

Like other sparsely populated rural counties, Franklin County must rely heavily upon state and federal funding sources to accomplish needed improvements and to fill the gap between project costs and available revenues. Furthermore, many of the needed improvements are on roads not eligible to receive state or federal funds. Consequently, innovative financing methods must be used to implement some projects.

The **Transition2040** Plan describes available state and federal funding sources and programs.

Funding Mechanisms

This section identifies the funding mechanisms available for transportation improvements, including federal, state, and local sources.

Federal and State Funds

Surface Transportation Program

The Surface Transportation Block Grant is more commonly known as the **Surface Transportation Program** (STP), which continues to be the most flexible of all the highway programs and provides the most financial support to local agencies. WSDOT allocates STP funds to Metropolitan Planning Organizations (MPOs) and

County Lead Agencies for prioritizing and selecting projects that align with their regional priorities involving all entities eligible to participate in a public process.

The original STP funding was created by the Intermodal Surface Transportation Efficiency Act, and was most recently replaced by the Obama-era Fixing America's Surface Transportation (FAST) Act. FAST provides federal funding through 2021 for highways, public transportation, highway safety, and other investments.

STP funds are the most "flexible" funding source since they may be used on transit projects, bicycle and pedestrian, safety, traffic monitoring and management, planning, and the development of management systems, as well as more traditional road or bridge projects. There are several funding categories under STP.

The annual STP rural allocation to Franklin County and its cities requires 13.5 percent local matching funds. Up to 15 percent of those funds may be utilized on rural minor collectors. The balance must be spent on arterials and major collectors. The Statewide Competitive STP funds likewise require 13.5 percent local match and can only be used on arterials and major collectors.

Some federal STP funds and Transportation Alternatives Program (TAP) funds are allocated by the Benton Franklin Council of Government (BFCOG). These funds can only be used on federally classified roadways. This is a competitive grant process that pays between 86.5% and 100% of a project's cost.

Transportation Improvement Board (TIB)

The Washington State Legislature established the Transportation Improvement Board (TIB) to manage the Transportation Improvement Account (TIA). The TIB is an independent state agency that distributes grants for street construction and maintenance, using funds from the state's gas tax revenue. This is a competitive grant process that pays up to 85% of a project's cost and can only be used on federally classified roadways.

The County sometimes obtains mitigation fees from new development to mitigate the development's impact on the local transportation system. These funds are typically used as local match with the aforementioned federal and state grants.

Motor Vehicle Fuel Tax

Revenue from the State Motor Vehicle Fuel Tax varies, as it is allocated by population and based on the amount of fuel sold in the state. These funds are used for operation and maintenance of the transportation system including streetlights, traffic signals, street repairs, and snow-removal activities.

The Statewide Enhancement Program funds assorted activities (not highways as usual) on any public roadway and also requires 13.5 percent local match. The Bridge Replacement/Rehabilitation Program likewise applies on any public roadway and requires 20 percent match.

The Safety Program funds guardrail, roadside hazard elimination, intersection safety improvements, alignment revisions, railroad crossing improvements, and high accident hazard elimination. The program applies to any public roadway and requires 10 percent local matching funds.

Other federal and state programs address disaster relief, Community Development Block Grants, preservation or acquisition of rail lines or unused railroad rights-of-way, economic revitalization, and public works trust fund loans.

The Washington State County Road Administration Board (CRAB) programs applicable to Franklin County are the County Arterial Preservation Program (CAPP) and the Rural Arterial Program (RAP). These programs are primary and important funding sources in Franklin County. CAPP funds are disbursed to counties by direct annual allocations and do not require matching funds. CAPP is funded with 0.45 cents of the fuel tax, which generates approximately \$30 million per biennium and \$3 million per biennium from the Transportation Partnership Account (TPA). The County Road Administration Board monitors each county's overall arterial preservation program and accomplishments year by year. In order to retain their eligibility for CAPP funds year to year, counties are required to use a pavement management system to assist their project selection and decision process. The RAP is a competitive process requiring 10 percent local match and it is a road and bridge rehabilitation grant program focused on reconstruction of rural arterial roads serving county-wide

commercial transport needs. Rural Arterial Trust Account Funds are distributed to five regions in Washington State based on rural land area and the total number of miles of eligible roads in each region. Counties compete for funds within their respective regions every two years. The program is funded through 0.58 cents of the fuel tax revenues and distributes approximately \$40 million per biennium.

Public Works Trust Fund (PWTF)

Many proposed or planned projects are eligible for state funding through the Washington State Public Works Trust Fund. The PWTF is a loan program for local jurisdictions. Traditionally, about \$40 million has been available annually, but more recently funds have been limited. Due to various funding priorities and mandates loans may not exceed \$3.5 million. Interest rates fall in the one to three percent range. This is a competitive loan process that can be used to finance up to 85% of a project's cost.

Locally Generated Funds

City/County revenue resources can be categorized as unrestricted and dedicated. Unrestricted revenue is available for transportation to the extent that transportation needs can compete with the many other local government needs. Dedicated funds can only be used for a specific type of improvement.

Unrestricted Governmental funds

General funds

General funds include all local funds subject to appropriation by the governing body — property taxes, local option sales taxes, utility taxes, general state shared revenues, business license fees, etc. These funds may be used for transportation purposes.

Special Property Taxes

Additional taxes can be authorized by voters, usually for the purpose of bonds. If a proposal is above the statutory limitation for taxing rate, it must be approved by 60 percent of voters with 40 percent turnout. If it is below the legal limitation, a simple majority is sufficient. The tax may be temporary or permanent. The passage of Initiative 747 in 2001 established a "101 percent levy limit" limiting the amount that any taxing jurisdiction can increase its regular property tax levy (the total amount of revenue collected) from current assessed valuation (excluding new construction) without voter approval. Franklin County may not increase the total levy amount collected from current assessed valuation by more than 1 percent annually or the rate of inflation, whichever is lower. Through a voter-approved "levy lid lift" the County may be able to increase its levy more than 1 percent, for a specified amount of time (and it could be approved by a simple majority).

Dedicated Governmental Funds for Capital Purposes

Real Estate Excise Tax (REET)

REET (Real Estate Excise Tax): State law authorizes all cities and counties to levy a 0.25% tax, described as "the first quarter percent of the real estate excise tax" or "REET 1" on all sales of real estate. Since Franklin County plans under the State GMA, the County must spend the first quarter percent of REET receipts solely on capital projects listed in the capital facilities plan element of the Comprehensive Plan. "REET 2" is an additional 0.25% tax, or the "second quarter percent" and the funds may be used for capital projects as defined in RCW 82.46.035(5).

Dedicated Governmental Funds for Street Purposes

State Shared

A portion of the motor vehicle fuel tax is distributed to cities and counties for "highway purposes." Local option fuel taxes, in the amount of up to 10 percent of the state tax, may also be levied by counties for highway purposes, if approved by the Board of County Commissioners and then approved by a majority of voters.

Local Vehicle License Fee

Authorized and collected by counties (subject to referendum), shared with cities.

Transportation Benefit Districts

Special taxing district for transportation purposes created by cities and/or counties. Allows more than one jurisdiction to join together for the purpose of acquiring, constructing, improving, providing, and funding any city street, county road, or state highway improvement within the district. With voter approval, has authority to

levy property tax and issue general obligation bonds. With city/county approval, has authority to impose fees on building construction or land development.

Developer Contributions

Development Regulations

Various development regulations (especially subdivision ordinances) may require certain facilities to be available, frequently requiring developers to finance them. Special Assessments Local Improvement or Road Improvement Districts may be formed to finance street improvements through a special assessment on benefited property.

Industrial Revenue Bonds (IRBs)

IRBs are special debt instruments under the IRS code allowing tax-free interest. This program is administered through the Washington Economic Development Finance Authority (WEDFA). Bonds are retired by revenue generated from the benefited property. Can be used for streets. This power is limited by requirements in the IRS code.

NEPA/SEPA Mitigation

Public facilities, including streets, traffic signals, or additional lanes may be required in order to mitigate adverse environmental impacts from development. As part of the development approval process the city or county can require that the developer mitigate the impacts on the public facilities caused by the development. The two parties may agree to negotiate an agreement that determines the appropriate share of the funding and establishes the developer's methods of payment for mitigation of direct impacts. A developer may agree to pay a monetary fee or to mitigate through donation of a right-of-way or completed facilities. Negotiated agreements are entered into voluntarily and are enforceable by the City or County.

Impact Mitigation Fees

System of fees authorized under the Growth Management Act to finance public facilities. Generally imposed as a condition for approval to proceed with development to ensure adequate capital facilities are built. The fees must follow an established procedure and criteria that guard against duplication of fees for the same impact. The fees are only for system improvements that are "reasonably" related to the development and they are set to reflect the proportionate share of the system improvement costs directly impacted by the development.

Voluntary Contributions

Voluntary contributions can be made by the developer to facilitate their development. Contributions can be in the form of money, but often are in the form of donated right of way or even a completed facility. Contributions are subject to the same stipulations as a negotiated agreement; however they are not enforceable by law.

Operating/True/ Financing Leases

A form of "privatization." Developer builds a facility, leases to government for a charge to recover cost and profit.

Debt Types

Many of the various sources of revenue can be used either to fund the facility at one time or through various debt financing systems. Additionally, if probable funding falls short of identified needs, additional funds may be raised through the following debt financing systems.

Voted General Obligations (GO)

Debt secured by "full faith and credit" of the jurisdiction: taxing power pledged to repay debt. Usually (not always) involves approval of an additional property tax levy pledged to retire the debt. Requires a vote with a 60 percent approval of those voting at an election with the participation of 40 percent of the number who voted in the last general election in the jurisdiction. Total amount of debt is limited by statute and constitution.

Nonvoted General Obligations (NOGO)

This debt is also secured by "full faith and credit" of the jurisdiction. However, no voter approval is required, and debt service is paid out of current taxing authority (revenue is diverted from operations and is committed debt service). Sometimes this type of debt may be coupled by a "Levy Lift" vote if additional taxing authority is

available in the jurisdiction. Total amount of this type of debt is strictly limited by law. Also called “councilmanic” debt or “inside levy.”

Revenue Bonds

Debt is secured by identified revenue source, not the taxing power of the jurisdiction. Such revenue is usually some sort of user fees, such as fare box revenues or toll charges. Since such revenues are less secure than taxing powers, this type of debt usually has higher interest costs than GO bonds. Rarely used for street financing, but theoretically possible. Street utilities could increase the use of this type of debt. Industrial revenue bonds are technically a specialized type of revenue bond.

Double Barreled Bonds

Debt secured by taxing authority (under one of the two types of GO methods), but debt service is paid out of other revenues. This allows revenue bonds to enjoy lower interest benefits of GO bonds.

Special Assessment Debt

Bonds financed by the formation of a special assessment district (Local Improvement District, Road Improvement District, or Utility Local Improvement District). Predominate method of debt financing of developer contributions. Must be based on benefit to the assessed properties and must meet requirements of IRS codes. Can be augmented by general revenues (usually by absorbing financing costs or “buying down” interest rates).

Inter-Governmental Coordination and Regional Plans

Franklin County and the Cities within the County are member jurisdictions of the Benton-Franklin Regional Transportation Planning Organization. Therein, there is coordination of routes crossing jurisdictional boundaries as to functional classification, design standards, and proposed improvement projects. Furthermore, Countywide planning policies in the Comprehensive Plan are coordinated with the Cities and WSDOT.

The following plans, studies, or reports, have been adopted and approved for the region, authored by the Benton-Franklin Council of Governments, and are hereby cited as listed, or subsequently officially updated:

- **Transition2040.** Metropolitan Regional Transportation Plan (RTP) for the Tri-Cities Metropolitan Area and the Benton-Franklin Regional Transportation Planning Organization. **Transition2040** serves as the metropolitan/regional long-range transportation plan and is updated every five years.
- Adopted **TIP Documents** (2018-2023 TIP, and subsequent lists, as updated annually).
- **Regional Active Transportation Plan** (2020) for Benton and Franklin Counties and Tri-Cities Urban Area, a plan which fulfills federal requirements that a metropolitan transportation plan contains a bicycle and pedestrian component, as well as address state direction that regional transportation plans encourage efficient multi-modal transportation systems based on regional priorities and coordinated with County and City Comprehensive Plans.
- **Coordinated Public Human Services Transportation Plan** (2019)
- **Tri-Cities Metropolitan Area Congestion Management Process** (2019)

TRANSPORTATION & CIRCULATION GOALS AND POLICIES

Road Approach Policy

The Franklin County Public Works Department, with oversight by the County Engineer’s office, reviews and administers road approach requests. The policy includes established Design Standards for the Construction of Roads and Bridges (Franklin County Resolution 2002-270). The Road Approach Policy is included in Franklin County Resolution 2014-123.

Design Standards

Franklin County has adopted design standards for the Construction of Roads and Bridges (Resolution 2002-270). The standards were adopted to ensure public safety and compliance with sound engineering principals. The standards address general requirements, Rural and Urban Arterials, Rural and Urban Collectors, Local Roads and Streets, and Private Access Roads and Lanes.

The Franklin County Public Works staff works directly with developers and other public works agencies to ensure compatibility between the standards in the County and in the local municipalities. Another area of focus is to ensure an appropriate transition from urban to rural facilities.

Transportation Demand Management (TDM) Program

Transportation Demand Management (TDM) programs promote the use of travel modes other than the single-occupant vehicle (SOV), shift trips out of peak travel periods, and enable elimination of certain types of trips. TDM helps solve transportation-related air pollution, energy, and congestion problems by helping move more people in fewer vehicles and reducing vehicle miles traveled. TDM promotes alternatives to SOVs, such as transit, car and vanpools, biking and walking, alternative work schedules, and telecommuting. These alternatives increase transportation system efficiency and can forestall the need for costly capacity improvements.

TDM focuses on work-related commuting because traffic congestion is heaviest on weekdays when people are traveling to and from work. Efforts to change commuter behavior need the participation of employers, who can reach commuters (their employees) with information about alternatives to SOVs.

Employers can help change commuting behavior by offering flex time, ride matching, telecommuting, and alternative work schedule programs; bicycle parking and lockers; and “guaranteed ride home” for family emergencies or times when an employee must work late. Preferential parking and lower parking charges for car and vanpools, and transit pass and other transportation allowances are incentives that employers can offer. Disincentives, such as restricted parking or parking charges, can also be used to influence commuting decisions.

At the present time there is no need for TDM in Franklin County. However, the County will develop a TDM plan at such time travel demands exceed level of service standards. In the meantime, it is worth noting that some TDM measures are known to already be in place without a formal TDM program, such as teleworking and rideshare. Additionally, Ben Franklin Transit operates out of two Park-and-Ride facilities in Pasco, at the 22nd Ave Transit Center (N 22nd Ave and W Sylvester Street) and the TRAC Park and Ride (Convention Place and Home Run Road).

Target Zero - Strategic Highway Safety Plan

“Target Zero” is a strategic plan of WSDOT to coordinate and implement strategies to help achieve the “Target Zero” goal of reducing traffic fatalities and serious injuries on Washington's roadways to zero by the year 2030. WSDOT states, “Our goal is zero deaths and serious injuries, because every life counts.” Franklin County recognizes the plan and its multi-faceted approach to work with a wide range of agencies are partners toward this important objective. The strategies in the Target Zero plan fall within the areas of education, enforcement, engineering, emergency medical services and response, and leadership/policy. The Plan also recognizes the role and implications of new technologies as they impact traffic safety.

Emergency Management

An efficient and resilient transportation system and network is a key factor in Emergency Response and Emergency Management processes. In the event of an emergency, residents, agencies and businesses will rely on a functional transportation system to move goods and people either away from hazardous situations and locations or to bring in supplies and responders to help with the situation. Franklin County Emergency Management (FCEM) coordinates planning and responses. For more detail, please consult the Franklin County

Countywide Transportation Goals and Policies

County-wide planning policies encourage efficient multi-modal transportation systems that are based on regional priorities and coordinated with city comprehensive plans; promote county/city participation in the RTPO; and promote coordination across jurisdictional boundaries. Policies also address concurrency of developments with infrastructure improvements; compatibility of land use and transportation facilities; encourage non-motorized facilities; and promote mobility for all people, goods, and services.

These transportation goals and policies, along with those in the Land Use Element, will coordinate and guide orderly growth and infrastructure development for the foreseeable future. They are intended to increase predictability and provide for timely decisions to maintain an efficient transportation system as the County and its cities grow. The motorized and non-motorized transportation system will continue to play an integral part in the economic success or failure of downtown areas and neighborhoods. These goals and policies are critical to the long-term interests of the County, including livability, economic vitality, and environmental preservation; support the long-range circulation plan; and address managing land use change by developing facilities and services in a manner that directs and controls land use patterns and intensities.

Goal 1. Ensure that transportation facilities and services needed to support development are available concurrent with the impacts of such development, which protects investments in existing transportation facilities and services, maximizes the use of these facilities and services, and promotes orderly compact growth.

Goal 1 Policies:

1. Adopt and enforce ordinances that prohibit development approval if the development causes the Level of Service of transportation facilities to decline below LOS "C".
2. Accommodate development only when the required street and road improvements have been made prior to or concurrent with actual development. Concurrency indicates that facilities are available within six years of the development.
 - A. Payment of mitigation fees is considered concurrency.
 - B. Required improvements included and funded in the six-year TIP constitutes concurrency.
3. Require new subdivision development to be improved to County road standards.
4. Platted but undeveloped right-of-way should not be permitted to be used for residential access until the roadway has been developed to adopted standards and accepted by the County.
5. Obtain right-of-way or easements for future roadways and facilities prior to (or concurrent with) developments to facilitate access with adjoining future developments.
6. Require residential, commercial, and industrial developments to facilitate pedestrian, bicycle, and motorized transportation when deemed appropriate.
7. Require developers/project applicants to finance all on-site and necessary off-site transportation improvements required to mitigate project impacts. Level of Service must be defined when devising impact fee formulae.

Goal 2. Actively influence the future character of the County by managing land use change and by developing facilities and services in a manner that directs and controls land use patterns and intensities.

Goal 2 Policies:

1. Review development proposals, rezoning and vacating petitions, variance requests, subdivision plats, and commercial and industrial construction site plans to ensure coordination with the Transportation Element.
2. Establish procedures to ensure that development does not encroach upon future right-of-way needs.
3. Develop a transportation system that meets the circulation needs of commercial and industrial development.

4. Encourage commercial developments to use joint access points to aid in traffic control and to protect and enhance the carrying capacity of the transportation system.
5. Maintain a current road system plan for the County and its rural settlement areas that is consistent with the Land Use Element and meets the circulation needs of its citizens and businesses, and that will serve to attract future businesses.
6. To the extent feasible, continue the grid system of roads and blocks in new developments.
7. Encourage major traffic generators such as schools, churches, shopping, and industrial areas to locate on or near arterials and collector streets.
8. Coordinate land use and public works planning activities with an on-going program of financial forecasting for needed transportation facilities and services. Utilize the County's long range financial management plan as a guide for:
 - A. Monitoring the overall effectiveness of the Transportation Element; and
 - B. Balancing land use decisions with the County's financial capability to provide transportation facilities and services.
9. Protect and pursue acquisition of land needed to connect existing and planned rights-of-way.
10. Support the implementation of infrastructure needs adjacent to urban growth areas such as the Lind Road/SR 395 Interchange at Connell and the "A" Street/SR 12 interchange at Pasco.
11. Review and/or update the County Design Standards on a regular basis.
12. Support the compatibility between County design standards and the design standards of Cities.

Goal 3. Develop, maintain, and operate a balanced, safe, and efficient multi-modal transportation system to serve all persons, special needs populations, and activities in the County.

Goal 3 Policies:

1. Provide appropriate standards for new roadways and upgrade of existing roadways with an emphasis on paving existing gravel roads.
2. Form Local Improvement Districts (LIDs) to improve existing substandard roadways, including provision of sidewalks and bicycle accommodation where appropriate, with costs repaid through local tax assessments.
3. Perform regularly scheduled data collection and analysis, including traffic and accident data, to support studies, planning and operational activities.
4. Maintain a current road system plan for the County and its rural settlement areas that is consistent with the Land Use Element and meets the circulation needs of the residents, businesses, and industry.
 - A. Maintain an annually updated listing of prioritized road improvement needs based on the Transportation Element.
 - B. Annual updates of the six-year Transportation Improvement Program (TIP) shall be consistent with this plan.
5. Connect all transportation modes by coordinating planning of transportation programs, operation of facilities, and project site design.
6. Provide all-weather surface truck routes to serve existing and future agricultural, commercial, and industrial areas for the orderly and efficient movement of freight and goods.
7. Encourage the improvement and establishment of terminal facilities to enhance agricultural, commercial, and industrial activities.
8. Preserve opportunities for industrial development that could be enhanced by accessibility to rail service.
9. Preserve existing rail infrastructure and rail service within the County.
10. Continue to give top priority to maintenance and preservation of existing transportation facilities and services.
11. Provide a safe and efficient transportation and circulation system that addresses the needs of the County residents, promotes and supports the desired land use pattern, and is developed concurrent with new growth.
12. Encourage cooperation between governmental and private enterprises to increase overall safety awareness.

13. Investigate traffic calming measures to reduce automobile speeds in pedestrian areas such as residential neighborhoods and school zones.
14. Provide appropriate traffic control measures.
15. Provide safe crossings for pedestrians and bicyclists, particularly at potentially hazardous locations.
16. Upgrade at-grade railroad crossings to provide rubber or concrete crossing materials.
17. Promote energy efficient modes of transportation such as high occupancy vehicles, bicycling, and walking.
18. Use principals and strategic methods of the state's "Target Zero 2030" program to improve safety of Franklin County roadways and facilities with the goal of eliminating fatalities and serious injuries.
19. Coordinate with Franklin County Emergency Management in roadway planning.

Goal 4. Recognize bicycle and pedestrian movement as basic means of circulation and assure adequate accommodation of bicycle and pedestrian travel facilities.

Goal 4 Policies:

1. Strive to provide a system of bicycle routes and pedestrian walkways that link neighborhoods and public facilities and that enhance the walking and bicycling experience.
 - A. Determine where bicycle and pedestrian routes should be designated and encourage their construction and use.
 - B. Link schools, parks, sport and commercial areas, and other public and semi-public facilities with pedestrian and bicycle facilities.
 - C. Provide illumination at potentially hazardous road crossings.
 - D. Sign and delineate designated bike routes.
 - E. Purchase and install bicycle racks at high-use areas.
2. Take advantage of corridors such as power lines, surplus rail and road rights of way, buffer zones, and public lands for multi-use trails and pathways.
3. Require single and multi-family residential development to provide bicycle friendly roads within the development and to the nearest improved roadway.
4. Develop and/or adopt design standards for bicycle friendly roads, sidewalks, crosswalks, bike racks, and multiple use trails and pathways.
5. Require new and improved commercial centers to be located and designed to facilitate access and circulation by alternative transportation modes.
6. Maintain roadways, sidewalks and pathways in a safe condition.
7. Promote educational programs to enhance the safety and practicality of travel by bicycle.
8. Promote the enforcement of traffic laws for bicycle transportation.
9. Identify and include appropriate pedestrian and bicycle elements in major roadway improvement projects to be included in the six-year TIP.
10. Include stand-alone pedestrian and bicycle projects in the six-year TIP.
11. Actively seek state and federal grants for non-motorized transportation improvement projects.

Goal 5. Minimize the segmentation, loss, and compromising of agricultural lands and productivity resulting from new road construction.

Goal 5 Policies:

1. Where terrain permits, new roads shall continue the current grid system of roads and property lines.

Goal 6. Manage, conserve, and protect the County's natural resources through a balance of development activities complemented with sound environmental practices.

Goal 6 Policies:

1. Facilities associated with transportation and circulation should be located and designed with respect to such natural features as topography, soils, geology, floodplains, streams, shorelines, marshes, and aquifer recharge areas.
2. Route new roadways to avoid encroaching on natural preserves, parks and recreation areas, and identified critical areas, and to preserve scenic areas and open spaces.
3. Strive to plan, construct, and maintain transportation facilities in such a manner as to promote positive social, economic, and environmental impacts.
4. Provide adequate review procedures to ensure that transportation projects and improvements protect aesthetic values.
5. Ensure the preservation and construction of the natural and built environments through proper management and allocation of land uses and transportation facilities.

Goal 7. Provide a local transportation system that is coordinated and consistent with the regional transportation network.

Goal 7 Policies:

1. Coordinate with the cities, the RTPD /MPO, WSDOT, and other affected groups and agencies to establish an integrated planning effort that ensures consistency and compatibility between transportation plans and goals.
2. Coordinate with the State Department of Transportation in the review of development requests adjacent to state routes or where development will affect these routes.
 - A. Provide an environmental buffer strip between state routes and adjacent uses to minimize disturbance due to noise and other highway impacts.
3. Involve affected neighborhoods and other interested citizens and groups in the planning of road improvement projects.
4. Integrate public awareness and review for proposed transportation plans, programs, and projects.
5. Continue to increase the amount of roadway miles that are "all weather" roads to support the transport of goods and products.

Goal 8. Secure funding through grants, mitigations, and general funds for safety and capacity measures to maintain adopted LOS standards, and to fund freight mobility needs.

Goal 8 Policies:

1. Pursue federal and state grants.
2. Use an environmental mitigation system that identifies:
 - A. Safety and capacity improvements based on projected LOS deficiencies.
 - B. Costs of improvements needed to mitigate increased traffic reflected in the annual Capital Improvement Plan update.
 - C. Fair share costs determined from the capacity improvement cost and the 20-year increase in traffic. (Update annually for newly added projects and mitigation of fair share costs.)
 - D. Mitigation assessments, determined by the number of development trips and the capacity or safety improvement fair share cost.
 - E. Mitigation assessments that may be used for identified capacity or safety improvements.

Goal 9. Provide public transportation service accessibility for elderly, disabled, low and moderate income, youth, and other mobility disadvantaged people between northern Franklin County communities and the Tri-Cities.

Goal 9 Policies:

1. Pursue inclusion in Ben Franklin Transit's Public Transportation Benefit Area when need and public sentiment become evident.
 - A. Periodically sample public interest.

2. Consider implementation of shuttle van services to the Tri-Cities, including coordination of interconnecting bus, train, and plane schedules.
 - A. Plan for a park and ride lot/transit center, likely at Connell.
3. Support future transit feasibility by encouraging and facilitating high-density residential development in the rural towns and settlement areas.

GLOSSARY

Adequate Public Facilities: Facilities, which have the capacity to serve development without decreasing levels of service below locally established minimums.

Affordable Housing: Residential housing that is rented or owned by a person or household whose monthly housing costs, including utilities other than telephone, do not exceed 30 percent of the household's monthly income.

Agricultural Land: Land primarily devoted to the commercial production of horticultural, viticultural, floricultural, dairy, apiary, vegetable, or animal products or of berries, grain, hay, straw, turf, seed, Christmas trees not subject to the excise tax imposed by RCW 84.33.100 through 84.33.140, or livestock and land that has long term commercial significance for agricultural production. (RCW 36.70A.030)

Available Public Facilities: Facilities or services that are in place or that a financial commitment is in place to provide the facilities or services within a specified time. In the case of transportation, the specified time is six years from the time of development. (WAC 365-195-210)

Best Management Practices: Physical, structural, or managerial practices, which have gained general acceptance for their ability to prevent or reduce environmental impacts.

Buffer: An area contiguous with a critical area that is required for the integrity, maintenance, function, and stability of the critical area.

Buffer Strip: Open spaces, landscaped areas, fences, walls, berms, or any combination thereof used to physically separate or screen one use or property from another so as to visually shield or block noise, lights, or other nuisances.

Capacity: The measure of the ability to provide a level of service by a public facility.

Capital Improvement: Physical assets constructed or purchased to provide, improve or replace a public facility and which are large scale and high in cost. The cost of a capital improvement is generally non-recurring and may require multi-year financing.

Capital Facility: A physical structure owned or operated by a government entity that provides or supports a public service.

Capital Facilities Plan: A plan of capital projects, for a six year or longer time period, with estimated costs and proposed methods of financing that is updated annually.

Carrying Capacity: The level of development density or use an environment is able to support without suffering undesirable or irreversible degradation.

City: A city or town, including a code city. (RCW 36.70A.030)

Cluster Development: A development design technique that concentrates buildings in specific areas on a site to allow the remaining land to be used for recreation, individual or jointly owned open space, and preservation of environmentally sensitive areas.

Commercial Uses: Activities within land areas, which are predominantly connected with the sale, rental and distribution of products, or performance of services.

Community Facilities: Facilities used by the community as a whole, such as recreational facilities, schools, libraries, medical care facilities, police, and fire stations.

Comprehensive Land Use Plan, Comprehensive Plan, or Plan: A generalized coordinated land use policy statement of the governing body of a county or city that is adopted pursuant to the Growth Management Act. (RCW 36.70A.030)

Concurrency: Concurrency describes the situation in which adequate facilities are available when impacts of development occur, or within a specified time thereafter. Generally concurrency is defined as the financial commitment to complete improvements or strategies within six years of development, unless otherwise noted.

Conservation: Improving the efficiency of energy use; using less energy to produce the same product.

Consistency: No feature of a plan or regulation is incompatible with any other feature of a plan or regulation. Consistency is indicative of a capacity for orderly integration or operation with other elements in a system.

Contiguous Development: Development of areas immediately adjacent to one another. (WAC 365-195-210)

Coordination: Consultation and cooperation among jurisdictions.

Coulee: A deep ravine where water flows or historically flowed. Dramatic coulees of eastern Washington's Channeled Scablands were created by powerful Ice Age Floods that dug aggressively into the Columbia River Basalt flows. Coulees are unique, box-shaped valleys created quickly by Ice Age Floods of the Pleistocene

Covenant: Private restrictions on land regulating land use activities or development aspects.

Critical Areas: Include the following areas and ecosystems: (a) wetlands; (b) areas with a critical recharging effect on aquifers used for potable water; (c) fish and wildlife habitat conservation areas; (d) frequently flooded areas; and (e) geologically hazardous areas.

Cultural Preservation: The preservation of objects, buildings, sites, and places that are important to a culture and included in the overall historic preservation program.

Critical Areas Ordinance (CAO): The purpose of the critical areas ordinance is to protect the functions and values of ecologically sensitive areas while allowing for reasonable use of private property, through the application of best available science; implement the GMA and the natural environment goals of the Comprehensive Plan; and protect the public from injury and loss due to slope failures, erosion, seismic events, volcanic eruptions, or flooding.

Cultural Resources: Are elements of the physical environment that are evidence of human activity and occupation. Cultural resources include: (a) historic resources which are elements of the built environment typically 50 years of age and older, and may be buildings, structures, sites, objects, and districts; (b) archaeological resources consist of remains of the human environment at or below the ground surface such as habitation sites; and (c) traditional cultural properties consist of places or sites of human activities which are of significance to the traditions or ceremonies of a culture. Traditional cultural properties do not necessarily have a manmade component and may consist of an entirely natural setting.

Cumulative Financial Impact: The collective costs associated with a government decision or action that affects the acquisition, development, operation, or service of a parcel of land and the buildings upon a parcel of land.

Density: A measure of the intensity of development, generally expressed in terms of dwelling units per acre. Can also be expressed in terms of population density [i.e., people per acre]. Useful for establishing a balance between potential local service use and service capacities.

Development Regulations: The controls placed on development or land uses by the city, including, but not limited to, zoning ordinance, critical areas ordinances, all portions of a shoreline master program other than goals and policies approved or adopted under RCW 90.58, planned unit development ordinances, subdivision ordinances, and binding site plan ordinances.

Distribution Lines: The most commonly found type of power line use to deliver power from substation to homes or businesses.

Domestic Water System: Any system providing a supply of potable water for the intended use of a development, which is deemed adequate pursuant to RCW 19.27.097.

Duplex: A single residential structure with two units intended for two separate families.

Easement: A grant by the property owner to the public, a corporation, or persons, of the use of a strip of land for a specific purpose and on or over which the owner will not erect any permanent improvements which serve to interfere with the free exercise of that right.

Economic Diversity: The wide spectrum of business enterprises and industries. Diversity minimizes the risk of economic slowdown by basing growth on a wide range of business enterprises.

Economic Development: The process of creating wealth through the mobilizations of human, financial, capital, physical, and natural resources to generate marketable goods and services.

Electrical Transmission Lines: The lines that transfer electricity between power sources and substations.

Erosion: The wearing away of the Earth's surface as a result of the movement of wind, water, or ice.

Erosion Hazard Areas: Those areas that because of natural characteristics, including vegetative cover, soil texture, slope gradient, and rainfall patterns, or human-induced changes to such characteristics, are vulnerable to erosion.

Essential Public Facilities: Essential public facilities include those facilities that are typically difficult to site, such as: airports; state education facilities; state or regional transportation facilities; state and local correctional facilities; solid waste handling and disposal facilities; and in-patient facilities including substance abuse facilities, mental health facilities, group homes and other health facilities.

Extractive Industries: Industries that extract natural resources from the earth. This includes, but is not limited to, surface mining.

Facilities: The physical structure or structures in which a service is provided.

Fair Share Basis: The developer pays only for the impacts or provides only for the facilities and service needs created as direct result of the development.

Financial Commitment: Sources of public or private funds or combinations thereof have been identified which will be sufficient to finance capital facilities necessary to support development and that there is assurance that such funds will be timely put to that end.

Fire Flow: The amount of water volume needed to provide fire suppression. Adequate fire flows are based on industry standards, typically measured in gallons per minute (gpm). Continuous fire flow volumes and pressures are necessary to ensure public safety. Fire flow volume is in addition to the requirements to the water system for domestic demand.

Fiscal Impact: The fiscal costs and constraints of implementing policies or regulations.

Fish and Wildlife Habitat Areas: Those areas identified as being of critical importance to maintenance of fish, wildlife, and plant species, including: areas with which endangered, threatened, and sensitive species have a primary association; habitats and species of local importance; naturally occurring ponds and their submerged aquatic beds that provide fish or wildlife habitat; waters of the state; lakes, ponds, streams, and rivers planted with game fish by a governmental or tribal entity, or private organization.

Flood Hazard Areas: Areas of land located in floodplains, which are subject to a one percent or greater chance of flooding in any given year.

Functional Classification: A designation assigning categories to transportation facilities based on a facility's role in the overall transportation system, such as arterial or collector.

Forest Land: Land primarily useful for growing trees, including Christmas Trees subject to the excise tax imposed under RCW 84.33.100 through 84.33.140, for commercial purposes, and that has long-term commercial significance for growing trees commercially.

Geographical Information System (GIS): A computer based information system that stores data for specified landmass. Information can be retrieved in several formats that include computer generated maps, reports, etc.

Geologically Hazardous Areas: Areas that because of their susceptibility to erosion, sliding, earthquake, or other geological events, are not suited to the siting of commercial, residential, or industrial development consistent with public health and/or safety concerns.

Goal: The long-term end toward which programs or activities are ultimately directed.

Geothermal: Power generated from heat energy derived from hot rock, hot water, or steam in the Earth's surface.

Greenbelt: A predominately open area that may be cultivated or maintained in a natural state surrounding development or used as a buffer or buffer strip between land uses.

Groundwater: All waters that exist beneath the land surface or beneath the bed of any stream, lake or reservoir, or other body of surface water within the boundaries of this state, whatever may be the geological formation or structure in which such water stands or flows, percolates or otherwise moves. There is a recognized distinction between natural groundwater and artificially stored groundwater. (RCW 90.44.035)

Growth Management: A method to guide development in order to minimize adverse environmental and fiscal impacts and maximize the health, safety, and welfare benefits to the residents of the community.

Growth Management Act: The Growth Management Act as enacted in 1990 and amended by the State of Washington (RCW 36.70A).

Habitat: The sum total of all the environmental factors of a specific place that is occupied by an organism, a population or a community.

Hazardous Areas: Areas subject to geologic hazards or flood hazards.

Historic Resources: Those historic or cultural properties or items that fall under jurisdiction of the Department of Archaeology and Historic Preservation (DAHP).

Home Occupation: Any activity carried out for gain by a resident, conducted as an accessory use in the resident's dwelling unit.

Household: All persons who occupy a housing unit which is intended as separate living quarters and having direct access from the outside of the building or through a common hall. The occupants may be a single family, one person living alone, two or more families living together, or any other group of related or unrelated persons who share living arrangements. (U.S. Department of Commerce, Bureau of the Census)

Impact Mitigation Fee: A fee levied by a local government on new development so that the new development pays its proportionate share of the cost of new or expanded facilities required to service that development. Impact fees do not include a reasonable permit or application fee.

Implementation: Carrying out or fulfilling plans and proposals. In planning this usually takes the form of development regulations, including, but not limited to, zoning, and performance standards.

Impervious Surface: The area of a lot that is covered by impervious surfaces, measured by percentage. Any non-vertical surface artificially covered or hardened so as to prevent or impede the percolation of water into the soil mantle including, but not limited to, roof tops, swimming pools, paved or graveled roads and walkways or parking areas, but excluding landscaping and surface water retention/detention facilities.

Important Aquifer Recharge Areas: Areas, which have been prioritized as being of significant value for purposes of recharging groundwater.

Industrial Uses: The activities predominately connected with manufacturing, assembly, processing, or storage of products.

Infill: The development of housing or other buildings in vacant sites in an already developed area.

Infrastructure: Facilities and services needed to sustain industry, residential, and commercial activities. Infrastructure may include, but not be limited to, water and sewer lines, streets, and communication lines. From an economic development perspective, infrastructure also includes environmentally safe siting, an adequately trained labor force, and a transport network that includes an adequate commercial transportation system of roadways, rail system, and air freight.

Intensity: A measure of land uses activity based on density, use, mass, size and impact.

Kilovolt: The electrical unit of power, which equals 1000 volts.

Kilowatt (Kw): The electrical unit of power, which equals 1000 watts.

Kilowatt Hour (KWh): A basic unit of electrical energy, which equals one kilowatt of power applied for one hour.

LAMIRD: Limited Areas of More Intensive Rural Development. There are three types of LAMIRDs allowed under RCW 36.70A.070(5)(d)(i), (ii) and (iii). For simplicity, they are referred to as Type I, II or III. Limited Areas of More Intense Rural Development (LAMIRD) are an optional designation available through the Growth Management Act to recognize areas of rural development that are more intensive than the balance of the rural area. The LAMIRD designation allows for redevelopment and infill in historical rural towns and communities, as well as intensification and new development of isolated small businesses and small-scale recreational uses. Specific guidance for designation and development in LAMIRDs is provided in RCW 36.70A.070(5).

Landfill: A solid waste facility or part of a facility for the permanent disposal of solid wastes in or on the land. This includes sanitary landfill; balefill; land spreading disposal facility; or a hazardous waste, problem waste, special waste, wood waste, limited purpose or inert and demolition waste landfill.

Landslide Hazard Areas: Areas, which are potentially subject to risk of mass movement due to a combination of geologic, topographic, and hydrologic factors.

Level of Service (LOS): An indicator of the extent or degree of service provided by, or proposed to be provided by, a facility based on and related to the operational characteristics of the facility. LOS means an established minimum capacity facilities or services provided by capital facilities that must be provided per unit of demand or other appropriate measure of need.

Load: The amount of electric power delivered or required at a given time on a system.

Long-term Commercial Significance: The growing capacity, productivity, and soil composition of the land for long-term commercial production, in consideration with the land's proximity to population areas, and the possibility of more intense uses of the land. (RCW 36.70A.030)

May: Implies an optional or discretionary choice.

Manufactured Housing: A manufactured building or major portion of a building designed for long-term residential use. It is designed and constructed for transportation to a site for installation and occupancy when connected to required utilities.

Master Planned Resort: A self-contained and fully integrated planned unit development, in a setting of significant natural amenities, with primary focus on destination resort facilities consisting of short-term visitor accommodations associated with a range of developed on-site indoor or outdoor recreational facilities.

Median Income: The income level which divides the income distribution into two equal parts, one having incomes above the median and the other having incomes below the median. For households and families, the median income is based on the distribution of the total number of units including those with no income. (U.S. Department of Commerce, Bureau of the Census)

Megawatt (MW): The electric unit of power, which equals one million watts or one thousand kilowatts.

Minerals: Includes gravel, sand, and valuable metallic substances.

Mobile Home: A single portable manufactured housing unit, or a combination of two or more such units connected on-site, that is:

- A. Designed to be used for living, sleeping, sanitation, cooking, and eating purposes by one family only and containing independent kitchen, sanitary, and sleeping facilities;
- B. Designed so that each housing unit can be transported on its own chassis;
- C. Placed on a temporary or semi-permanent foundations; and
- D. Is over 32 feet in length and over eight feet in width.

Multi-Family Housing: A structure containing three or more joined dwelling units

Multimodal: Two or more modes or methods of transportation. Examples of transportation modes include: bicycling, driving an automobile, walking, bus transit or rail.

Native Vegetation: Vegetation comprised of plant species that are indigenous to the area.

Natural Resource Lands: Agricultural, forest, and mineral resource lands which have long-term commercial significance.

New Fully Contained Community: A development proposed for location outside of the existing designated urban growth areas, which is characterized by urban densities, uses and services and meets the criteria of RCW 36.70A.350. (WAC 365-195-210)

Nonpoint Source Pollution: Pollution that enters a water body from diffuse origins on the watershed and does not result from discernible, confined, or discrete conveyances.

Non-Motorized Transportation: Any mode of transportation that utilizes a power source other than a motor. Primarily, non-motorized modes include walking (pedestrian), horseback riding (equestrian), and bicycling.

Open Space: Underdeveloped land that serves a functional role in the life of the community. This term is subdivided into the following:

- A. Pastoral or recreational open space areas that serve active or passive recreation needs, e.g. federal, state, regional and local parks, forests, historic sites, etc.

- B. Utilitarian open space are those areas not suitable for residential or other development due to the existence of hazardous and/or environmentally sensitive conditions, e.g., critical areas, airport flight zones, well fields, etc. This category is sometimes referred to as “health and safety” open space.
- C. Corridor or linear open space are areas through which people travel, and which may also serve an aesthetic or leisure purpose. For example, an interstate highway may connect Point A to Point B, but may also offer an enjoyable pleasure drive for the family. This open space is also significant in its ability to connect one residential or leisure area with another.

Permit: Any building permit, variance, conditional use permit, or shoreline substantial development permit, shoreline variance or shoreline conditional use permit.

Planning Period: The 20-year period following the adoption of a comprehensive plan or such longer period as may have been selected as the initial planning horizon by the planning jurisdiction.

Policy: The way in which programs and activities are conducted to achieve an identified goal.

Public Facilities: Include streets, roads, highways, sidewalks, street and road lighting systems, traffic signals, domestic water systems, storm and sanitary sewer systems, parks and recreational facilities, and schools. These physical structures are owned or operated by a government entity, which provides or supports a public service.

Public Services: Include fire protection and suppression, law enforcement, public health, education, recreation, environmental protection, and other governmental services.

Public Water System: Any system of water supply intended or used for human consumption or other domestic uses, including source, treatment, storage, transmission, and distribution facilities where water is being furnished to any community, collection, or number of individuals, but excluding a water system serving one single family residence. (WAC 248-54)

Resource Lands: Resource lands mean those lands designated by the County which are to be protected from urban growth encroachments and incompatible land uses. Resource lands include all lands designated as Commercial Forest, and Range, Agricultural Lands of Long-Term Commercial Significance, and Mineral Resource Lands.

Regional Transportation Plan: Means the transportation plan for the regionally designated transportation system, which is produced by the Regional Transportation Planning Organization.

Regional Transportation Planning Organization (RTPO): Authorized by the 1990 Legislature, the RTPO is part of the State’s Growth Management Act. The program created a formal mechanism for local governments and the State to coordinate planning for regional transportation facilities and services. The RTPO for Franklin County is the Benton-Franklin Council of Governments.

Renewable Energy: Nondepletable resources such as sunlight, wind, hydropower. Depletable sources of energy include fossil fuels such as oil, coal, natural gas, and nuclear and geothermal energy.

Right-of-Way: Land that the state, a county, or a municipality owns the fee simple title or has an easement dedicated or required for a transportation or utility use.

Riparian: Of, on, or pertaining to the lands situated along banks of a river, stream, or lake.

Rural Lands: Areas outside Urban Growth Areas, which are not designated as Resource Lands. Areas with rural lands allow low to moderate densities that can be supported and sustained without urban services.

Sanitary Sewer Systems: All facilities, including approved on-site disposal facilities, used in the collection, transmission, storage, treatment, or discharge of any waterborne waste, whether domestic in origin or a combination of domestic, commercial or industrial waste.

Seismic Hazard Area: Areas subject to severe risk of damage as a result of earthquake induced ground shaking, slope failure, settlement, or soil liquefaction.

Shall: A directive or requirement

Shoreline Master Program: The comprehensive use plan for a described area, and the use regulations together with maps, diagrams, charts, or other descriptive material and text, a statement of desired goals, and standards developed in accordance with the policies enunciated in RCW 90.58.020.

Should: An optional or discretionary requirement.

Shrub-Steppe: Vegetation consisting of one or more layers of perennial grass with a discontinuous overstory layer of shrubs. Shrub-steppe historically dominated the landscape in eastern Washington.

Single-Family Housing: A detached housing unit designed for occupancy by not more than one household.

Site Development Standards: A variety of standards applied to site development that can include, among others, principles for placement of buildings on site, provision of open space, access roads, drainage facilities, lighting, parking and landscaping.

Substation: An electric power station which serves as a control and transfer point on an electrical transmission system. Substations route and control electrical power flow, transform voltage levels, and serve as delivery points to individual customers.

Surface Waters: Streams, rivers, ponds, lakes, or other waters designated as “waters of the state” by the Washington Department of Natural Resources. (WAC 222-16-030)

Transfer of Development Rights: Transfer of development rights are the conveyance of development rights to another parcel of land where restrictions placed on development of the original parcel prevent its previously allowed development. Transfer of development rights are usually associated in a program which involves sending and receiving zones.

Urban Growth: Refers to growth that makes intensive use of land for the location of buildings, structures, and impermeable surfaces to such a degree as to be incompatible with the primary use of such land for the production of food, other agricultural products, or fiber, or the extraction of mineral resources. When allowed to spread over wide areas, urban growth typically requires urban governmental services. “**Characterized by urban growth**” refers to land having urban growth located on it, or to land located in relationship to an area with urban growth on it as to be appropriate for urban growth.

Urban Growth Area: Means those areas designated by a county or an incorporated city and approved by the County, in which urban growth is encouraged, pursuant to RCW 36.70A.110. Urban growth areas are suitable and desirable for urban densities as determined by the sponsoring jurisdiction’s ability to provide urban services.

Urban Governmental Services: Include those governmental services historically and typically delivered by cities, include storm and sanitary sewer systems, domestic water systems, street cleaning services, fire and police protection services, public transit services, and other public utilities associated with urban areas and normally not associated with non-urban areas.

Utilities: Facilities serving the public by means of a network of wires or pipes, and structures ancillary thereto. Included are systems for the delivery of natural gas, electricity, telecommunications services, water, for the collection and treatment of stormwater, and for the disposal of sewage. Utilities are supplied by a combination of general purpose local governments as well as private and community based organizations.

Vacant/Underdeveloped Lands: May suggest the following: (a) a site which has not been developed with either buildings or capital facility improvements, or has a building improvement value of less than \$500 [vacant

land]; (b) a site within an existing urbanized area that may have capital facilities available to the site creating infill development; (c) a site which is occupied by a use consistent with the zoning but contains enough land to be further subdivided without needing a rezone (partially-used); and (d) a site which has been developed with both a structure and capital facilities and is zoned for more intensive use than that which occupies the site (under-utilized).

Visioning: A process of citizen involvement to create values and ideals for the future of a community and to transform those values and ideals into manageable and feasible community goals.

Water Right: A usufractory (use) right to a beneficial use of a reasonable quantity of public water for a beneficial purpose during a certain period of time occurring at a certain place. There are generally two types of water rights: surface water rights and groundwater rights.

Wetland: Areas that are inundated or saturated by surface water or ground water at a frequency and duration sufficient to support, and that under circumstances do support, a prevalence of vegetation typically adapted for life in saturated soil conditions. Wetlands generally include swamps, marshes, bogs and similar areas. Wetlands do not include those artificial wetlands intentionally created from non-wetland sites, including, but not limited to, irrigation and drainage ditches, grass-lined swales, canals, detention facilities, wastewater treatment facilities, farm ponds, and landscape amenities. However, wetlands may include those artificial wetlands intentionally created from non-wetland to mitigate conversion of wetlands, if permitted by the county or city.

Wetland Banking: A wetland mitigation bank is a site where wetlands are restored, created, enhanced, or in exceptional circumstances preserved for the express purpose of providing compensatory mitigation in advance of unavoidable impacts to wetlands or other aquatic resources. Banks provide the option of purchasing credits to offset the unavoidable impacts of a project.

Wildland Urban Interface: The zone where natural areas and development meet, where the possible threat of wildfires on structures are increase due to the proximity of fire-prone vegetation near the structures. Climate conditions, weather patterns, topography, hydrology and development conditions all contribute to the set of conditions that can exist which increase potential threat of catastrophic events.

Will: A directive or requirement.

Zoning: The demarcation of an area by ordinance (text and map) into zones and the establishment of regulations to govern the uses zones (commercial, industrial, residential) and the location, bulk, height, shape, and coverage of structures within each zone.

LIST OF ACRONYMS

BLM	U.S. Bureau of Land Management
BPA	Bonneville Power Administration
BFCG	Benton Franklin Council of Governments
CDBG	Community Development Block Grant
CFP	Capital Facilities Plan
CIP	Capital Improvement Program
CTED	Wash. Dept. of Community, Trade, Economic Development
WDFW	Wash. Department of Fisheries & Wildlife
DOE	U.S. Department of Energy
DOH	Washington Department of Health
DNR	Washington Department of Natural Resources
DSHS	Wash. Dept. of Social and Health Services
EIS	Environmental Impact Statement
EPA	U.S. Environmental Protection Agency
FAA	Federal Aviation Administration
FCC	Federal Communications Commission
FEMA	Federal Emergency Management Administration
FERC	Federal Energy Regulatory Commission
FHA	Federal Housing Administration
FHWA	Federal Highway Administration
GIS	Geographic Information System
GMA	Growth Management Act
FWHCA	Fish and Wildlife Habitat Conservation Area
HUD	U.S. Department of Housing and Urban Development
HSS	Highway of Statewide Significance
LID	Local Improvement Districts
LOS	Level of Service
MPR	Master Planned Resort
NGPA	Natural Gas Policy Act
OFM	Washington State Office of Financial Management
PUD	Public Utility District
RCRA	Resource Conservation and Recovery Act
RCW	Revised Code of Washington
RTPO	Regional Transportation Planning Organization
SEPA	Washington State Environmental Policy Act
TDM	Transportation Demand Management
TFSSS	Transportation Facilities and Services of Statewide Significance
UGA	Urban Growth Area
ULID	Utility Local Improvement District
UTC	Washington Utilities and Transportation Commission
WAC	Washington Administrative Code
WCF	Wireless Communication Facilities
WDOE	Washington Department of Ecology
WSDOT	Washington State Department of Transportation

APPENDICES REFERENCED

Appendix 1: Adoption Ordinance(s)

Appendix 2: Soil Types

Appendix 3: Shoreline Master Program (SMP)

Appendix 4: Voluntary Stewardship Plan (VSP)

Appendix 5: Resource Lands Detail Maps

Appendix 6: Capital Improvement Plan (CIP)

Appendix 7: Transportation Tables

Appendix 8: Public Participation Record for the 2018 Update

Appendix 9: SEPA Record for the 2018 Update

Appendix 10: List of Amendments to the 2018 Comprehensive Plan *(To be established once needed, in order to log amendments until the next Periodic Update is completed)*