

ECONOMIC DEVELOPMENT PLAN



**Franklin County,
Washington**
Res. 2016-211

RESOLUTION NUMBER 2016-211

**BEFORE THE BOARD OF COMMISSIONERS, FRANKLIN COUNTY, WASHINGTON
IN THE MATTER OF COUNTY PLANNING**

RE: ADOPTION OF THE 2016 FRANKLIN COUNTY ECONOMIC DEVELOPMENT PLAN

WHEREAS, the Franklin County Economic Development Plan was originally adopted in 1999 (Res. 1999-399) and amended in Year 2004 (Res. 2004-284), Year 2006 (Res. 2006-250), and Year 2009 (Res. 2009-204); and

WHEREAS, a public hearing was held May 25, 2016, to take testimony for and against amending the Economic Development Plan;

WHEREAS, at the public hearing, the Franklin County Board of Commissioners reviewed the proposed changes to the Franklin County Economic Development Plan;

WHEREAS, the public use and interest will be served by the adoption of the proposed Economic Development Plan;

WHEREAS, upon adoption of said Plan, it is necessary to rescind the Economic Development Plan adopted in 2009 (Resolution Number 2009-204); and

NOW, THEREFORE, BE IT RESOLVED the Franklin County Board of Commissioners hereby approves the Franklin County Economic Development Plan in accordance with the provisions of RCW 36.01.085 and RCW 82.14.370 and authorizes rescinding Resolution Number 2009-204.

APPROVED this 25th day of May 2016.

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



Chair



Chair Pro-Tem

Attest:



Clerk to the Board



Member

Original: County Commissioners
Duplicate: Auditor, Planning

FRANKLIN COUNTY ECONOMIC DEVELOPMENT PLAN

TABLE OF CONTENTS

Section:	Page:
1. Introduction	2
2. Purpose of the Plan	2
3. Vision for Economic Development	2
4. Current Economic Standing	3
General Description of Area	3
Economic Development	4
Population, Income and Housing	9
Resource Lands	18
Community Facilities	24
Public Facilities	27
Transportation & Circulation	31
Energy Related Enterprises	41
Agricultural Related Enterprises	41
5. County's Economic Expansion Strengths and Weaknesses	42
6. Critical Development Issues Facing Franklin County	44
7. Approaches for Sustainable Economic Development	45
8. Economic Development Policies and Objectives	46
9. Economic Development Fund For Rural Counties	49
Appendix:	
A. Economic Development Program Application Form	53
B. Economic Development Program Public Facility Project List	56
C. Franklin County Census Tract Map	71

SECTION ONE

INTRODUCTION

Franklin County has adopted an economic development policy that *“encourages 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”*.

This policy was originally adopted and implemented with the adoption of the County-wide Planning Policies in 1993 (Res. 93-015) and the Franklin County Growth Management Comprehensive Plan in 1995. In 1999, this policy was included in the adoption of the County’s first Economic Development Plan (Res. 1999-399) and utilized in subsequent Economic Development Plans as amended in Year 2004 (Res. 2004-284), Year 2006 (Res. 2006-250) and Year 2009 (Res. 2009-204).

SECTION TWO

PURPOSE OF THE PLAN

The purpose of this plan is to discuss the County’s long-range economic visions, current economic standing and conditions, critical development and expansion issues, and the approaches necessary to achieve sustainable economic development in Franklin County.

Additionally, the plan is a mechanism to discuss economic growth issues, the creation of new infrastructure and employment opportunities, and the County’s Economic Development Fund.

SECTION THREE

VISION FOR ECONOMIC DEVELOPMENT

Franklin County encourages countywide economic growth through the alliance of government, industry, business, labor and other interests. A consensus based approach to economic growth will assist in diversifying the County’s economic base, create new employment opportunities, promote tourism (including the multi-use Trade, Recreation, and Agricultural Center (TRAC) Facility and associated support infrastructure such as hotels, retail services, sport fields, and RV parks) and assist in encouraging the expansion of small businesses. Additionally, this will assist in

developing and maintaining sustainable economic development consistent with the designated development areas and the County's long-range goals and policies.

The County supports the promotion of economic opportunity for all County residents through the sustainability, enhancement, and diversification of the existing County economic base. The County encourages economic development opportunities that are consistent with the Franklin County Growth Management Comprehensive Plan and those that will enhance economic development and job opportunities for citizens and small businesses in Franklin County.

SECTION FOUR

THE CURRENT ECONOMIC STANDING OF FRANKLIN COUNTY AND SURROUNDING REGION (MSA)

Understanding the current economic situation for an individual county includes an examination into the surrounding region. In the case of Franklin County a comparison and assessment of the County's incorporated cities and towns, and the encompassing Metropolitan Statistical Area (MSA) need to be taken into consideration. Together, this regional data serves as a valuable tool in gaining a holistic view of Franklin County's current economic standing.

GENERAL DESCRIPTION OF THE AREA

Geographical Characteristics:

Washington State is located on the northeasterly edge of the Pacific Rim, on the North American Continent, within the Pacific Northwest region of the United States of America. British Columbia, Canada borders Washington State on the north, Idaho State on the east, Oregon State on the south, and the Pacific Ocean on the west.

Washington is known as the Evergreen State, and is viewed by many as a land of forests and frequent rains. Franklin County, however, is located in the south eastern portion of Washington, which averages only seven to eight inches of precipitation per year in the lower elevations and ten inches or more for the higher elevations. Ample sunshine is an attractive feature of the region. Approximately seventy-percent of the precipitation comes in the six-month period from November through April.

Three major rivers dominate the geography of Franklin County: the Columbia, Snake and Palouse. The cities of Pasco, Connell, Mesa and Kahlotus are located within

Franklin County. The rivers provide a sharp contrast to the warm, dry surrounding landscape, the majority of which is either under irrigation or dry-land cultivation. The rivers give the region its most enduring character, providing abundant water for both irrigation and energy, a major transportation intersection (water, rail, air, and road), and a major recreational resource.

Franklin County occupies a total of 1,242 square miles. Its county seat is at Pasco. Franklin County is located in the south eastern portion of Washington State. The northern border abuts Grant and Adams counties; the western border adjoins Benton County; the eastern side faces Whitman, and Walla Walla Counties; and the southern border is where the Snake and the Columbia Rivers meet.

Elevations range from about 300 feet above sea level at the lower points to over 3,000 feet in the higher points. The terrain is generally basin and valley bottomland interspersed with upland plateaus.

The climate of the region is described as mild and dry. Throughout the year the region averages 280 days of sunshine. During the summer the maximum temperatures exceed 90°F on about half of the days in July and August. The average night temperature in July and August is 59°F. In the winter the daily maximum temperatures average 40.5°F in January and 48.8°F in February. The daily minimums average 24.5°F in January and 30.1°F in February. The average yearly temperature is 55°F. The growing season in the region varies from 152 to 194 frost-free days. The northerly latitude of our area means long hours of daylight and an abundance of sunshine during the growing season.

Demographic Characteristics:

The Richland-Kennewick-Pasco Metropolitan Statistical Area includes both Benton and Franklin Counties, and their total populations. It is also referred to as the Tri-Cities MSA.

The Richland, Kennewick, Pasco, urban area is central within the Pacific Northwest and is located approximately 200 miles southeast of Seattle, 200 miles northeast of Portland, Oregon, 130 miles southwest of Spokane, and 300 miles northwest of Boise, Idaho.

ECONOMIC DEVELOPMENT

Franklin County is included in the Richland, Kennewick-Pasco Metropolitan Statistical Area designated by the U.S. Census Bureau and 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 this section will focus on the rural economy of Franklin County.

Agriculture:

Air, water and land are important economic resources for Franklin County. Since before statehood, fertile soils, available irrigation water, sunny skies and long summer daylight hours have made agriculture a cornerstone for economic development.

Franklin County lies within the southern portion of the Columbia Basin, one of the Northwest's most productive agricultural regions. The County is an important area of irrigated agriculture and dryland wheat farming. According to the Agricultural Censuses taken every five years by the Washington Agricultural Statistics Service, in Franklin County the number of farms slightly increased in the past 30 years with 883 farms in 2012 which is an increase from 856 in 1982. The individual farms land area has been consistent the past 10 years with the average farm size being 705 acres in 2002 and documented as being 708 acres in 2012.

TABLE 1
NATURAL RESOURCES/AGRICULTURE

Franklin County, Washington							
	1982	1987	1992	1997	2002	2007	2012
Number of Farms	856	894	857	848	943	891	883
Farms with irrigated Land	727	736	715	725	744	702	637
Average Size of Farms (acres)	n/a	739	782	665	705	684	708
Land in Farms (acres)	632,519	660,813	670,149	563,716	664,875	609,046	625,047
Irrigated Acres	189,236	193,960	214,748	221,145	340,244	217,238	207,151
Market Value of Products (\$1,000)	151,138	176,358	238,528	332,935	350,483	467,014	740,014
Average/Farm Dollars	176,563	197,269	279,496	392,612	371,668	524,145	838,068

**Census of Agriculture – National Agricultural Statistics Service*

The market value of agricultural products sold in the County has dramatically increased the past 10 years. In 2002 the market value sold was \$350,483,000. This increased 47% in a ten year period to \$740,014,000 in 2012. Franklin County's agriculture continues to diversify and the County's leading crops include the production of hay, wheat, vegetables, potatoes and sweet corn.

The most recent crop production data, as available from the U.S. Department of Agriculture (National Agricultural Statistics Service, Census of Agricultural, County-Data) for Franklin County is described in Table 2.

TABLE 2
CROP PRODUCTION/FRANKLIN COUNTY

Crops	Acres Harvested				Production			
	1997	2002	2007	2012	1997	2002	2007	2012
Wheat, Winter, Bu	101,000	59,605	61,579	*	6,230,000	2,659,820	3,742,665	*
Wheat, Spring, Bu	17,300	13,632	*	*	1,204,000	971,495	*	*
Wheat, All	118,300	73,237	76,863	73,387	7,407,000	3,631,315	4,584,764	4,548,014
Barley, Bu	2,500	*	256	925	150,000	*	*	99,398
Corn for Grain, Bu	11,400	9,221	16,369	20,400	2,478,000	1,667,109	3,355,745	4,592,711
Silage Corn, Tons	2,200	1,780	*	9,020	68,000	46,716	*	228,568
Potatoes, Cwt.	38,000	41,442	28,348	30,853	21,678,000	22,619,184	*	*
Dry Beans, Cwt.	2,700	2,391	*	3,233	64,000	54,059	*	81,988
Hay, Alfalfa, Tons	53,400	96,803	77,441	54,189	427,200	657,868	573,937	395,616
Hay, All, Tons	58,900	103,901	98,255	67,710	449,200	686,223	684,974	465,715
Asparagus, Cwt	11,600	7,482	55,330	63,698	420,000	*	*	*
Sweet Corn, Proc.	13,400	17,697	16,581	16,473	*	*	99,023	*
Green Peas, Cwt.	588	1,044	1,549	7,574	*	*	*	*
Dry Onions, Cwt.	4,400	1,494	3,484	3,238	2,310,000	*	*	*

*- Data Unavailable

Agricultural Demand 2013-2023

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 longrun, 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 those 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.

Conclusions

Agriculture will continue to be a major industry in the Mid-Columbia 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 by county ordinance should be continued to support the agricultural industry in Franklin County.

POPULATION, INCOME & HOUSING

Population:

The 1900 federal census counted 486 people residing in Franklin County, 254 of who lived in Pasco. By 1910 the county population increased by 10 times, by 2000 the population has increased by more than 100 times and by 2025 it will have increased by more than 140 times. In 1910 approximately 50 percent of the population lived in Pasco and by 2025 it is projected that 80 percent will live in Pasco.

The following table 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 Incorporated	Franklin County	Unincorporated	Incorporated	Connell	Kahlotus	Mesa	Pasco	State
	1883	-	-	1910	1907	1955	1891	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	64,692	4,209	193	489	59,781	6,724,540

*Source: U.S. Bureau of the Census.

Table No. 4 describes the population of the county and each city on April 1st in 5 year intervals with the exception of 2013. The unincorporated population of Franklin County has been generally decreasing because of the annexation of portions of the Riverview area to Pasco.

Although incorporated in 1910 Connell's first census was taken in 1920 and since the decennial population has increased steadily. By 1940 the city had grown 3.2%. Between 1950 and 1960 the growth rate reached a high of 94.8% increase. During the early 90'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% over 1990. The prison expanded between 2007-2009 and with this the City of Connell's population has grown from 3,195 in 2005 to 5,350 in 2013.

The City of Kahlotus was incorporated in 1907 and enjoyed a fairly stable population from 1920 to 1950. In 1960 census takers counted 131 persons, in 1970 308, and 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% between 1969 and 2000 from 131 to 245 with a peak of 365 during the late 60's due to dam construction employment.

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% during the 1990's. Mesa's population has steadily increased between 2000 and 2013 by 14%.

TABLE 4
FRANKLIN COUNTY POPULATION BY JURISDICTION, 1995-2013

Year	County	Unincorporated	Incorporated	Connell	Kahlotus	Mesa	Pasco	State
1995	45,756	18,270	25,730	2,690	215	325	22,500	5,429,900
2000	49,347	13,686	35,661	2,956	214	425	32,066	5,894,143
2005	60,500	12,455	48,045	3,195	220	440	44,190	6,287,759
2010	78,163	13,491	64,672	4,209	193	489	59,781	6,724,540
2013	84,800	13,160	71,640	5,350	195	495	65,600	6,882,400

Census Tracts 201 through 205.02 and 206.02 are situated primarily within the Pasco UGA. Census tract 206.01 lies northerly of the Pasco UGA between SR 395 and the Columbia River and extends northerly almost to Mesa and Basin City. Census Tract 207 lies within the easterly portion of the county, north of Pasco, east of SR 395 and includes the City of Kahlotus. Census Tract 208 lies northerly of Census Tract 206.01, westerly of census Tract 207 and includes the Cities of Connell and Mesa and Basin City. Basin City became a Census Designated Place as a result of the 2000 census with a population of 968.

TABLE 5
URBAN/RURAL POPULATION, 2000-2010 CENSUS

Census Tract	201	202	203	204	205.01	205.02	206.01	206.02	207	208
2000 Total	5,862	5,841	4,998	8,118	2,607	6,152	4,409	3,167	1,383	6,810
2010 Total	9,654	6,021	5,727	9,393	4,668	8,403	7,412	3,907	1,406	8,296

Table No. 6 describes the population by race and by Census Tract. Census data from 2012 describes Census Tracts 201, 202, 203 and 204 as predominately of Hispanic origin. Also, 2010 Census data describes the overall population of Franklin County as being 55.7% of Hispanic origin.

TABLE 6
FRANKLIN COUNTY POPULATION BY RACE/CENSUS TRACT/2012

Census Tract	Total Pop	White	Black African	American Indian	Asian	Hawaiian Pacific Islander	Other Race	Two or More Races	Hispanic Origin of any race
201	8,867	3,277	220	111	0	0	4,835	424	7,535
202	6,001	2,097	33	35	219	0	3,400	217	4,756
203	5,460	2,441	49	47	18	0	2,870	35	4,267
204	9,040	3,488	247	41	127	0	4,990	147	6,769
205.01	3,962	3,550	146	8	79	0	14	165	406
205.02	7,742	5,566	213	236	67	0	1,450	210	2,367
206.01	6,007	5,309	29	0	74	0	423	172	1,039
206.02	2,882	1,728	119	12	97	0	686	240	1,025
207	1,322	969	128	22	0	0	156	47	409
208	7,243	3,966	178	72	172	3	2,764	88	3,543

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 smaller counties such as Franklin County than large ones. OFM high 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 7 will not occur in a linear manner.

Several assumptions, some of which apply specifically to the Tri-Cities 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 7
POPULATION PROJECTIONS FOR FRANKLIN COUNTY

Year	2020	2025	2030	2035	2040
High	128,310	153,318	179,327	206,066	233,862
Medium	100,926	115,142	130,284	146,103	162,900
Low	82,752	90,781	99,661	109,165	119,568

**Projections are based upon the most recent (2012) OFM Forecasting for Growth Management Counties.*

The rural population of Franklin County includes scattered farms, non-farm residential, and residential clusters at Basin City, Eltopia, Merrill’s Corner, Mathew’s Corner and Columbia River North. The rural population described in Table 8 includes the projected farm and nonfarm population outside of the incorporated area through 2040. The total rural population is projected to range from 11 to 12 percent, plus or minus, of the county population through the planning period.

TABLE 8
UNINCORPORATED FRANKLIN COUNTY POPULATION PROJECTIONS

Year	2020	2025	2030	2035	2040
High	15,397	18,396	21,519	24,727	28,063
Medium	12,111	13,817	15,634	17,532	19,548
Low	9,930	10,893	11,959	13,099	14,348

City Population Projections

High, medium and low population projections for Connell are projected in the following table. The high population estimates are based upon an annual 2% growth rate, the medium 1.5% and the low 1%.

**TABLE 9
CONNELL POPULATION PROJECTIONS**

Year	2020	2025	2030	2035	2040
High	9,110	10,885	12,732	14,630	16,604
Medium	7,165	8,175	9,250	10,373	11,565
Low	5,875	6,445	7,075	7,750	8,489

The high, medium and low population projections for Kahlotus are projected in the following table. The high population estimates are based upon an annual 2% growth rate, the medium 1.5%, and the low 1.0%.

**TABLE 10
KAHLOTUS POPULATION PROJECTIONS**

Year	2020	2025	2030	2035	2040
High	384	459	537	618	701
Medium	302	345	390	483	488
Low	248	272	298	327	358

The high, medium and low population projections for Mesa are projected in the following table. The high population estimates are based upon an annual 2% growth rate, the medium 1.5% and the low 1.0%.

**TABLE 11
MESA POPULATION PROJECTIONS**

Year	2020	2025	2030	2035	2040
High	769	919	1,075	1,236	1,403
Medium	605	690	781	876	977
Low	496	544	597	654	717

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

**TABLE 12
PASCO POPULATION PROJECTIONS**

Year	2020	2025	2030	2035	2040
High	102,648	122,654	143,461	164,852	187,089
Medium	88,740	92,113	104,227	116,882	130,320
Low	66,201	72,642	79,728	87,332	95,654

Housing:

The GMA requires Franklin County to prepare a housing element of the comprehensive plan that recognizes the vitality and character of established neighborhoods, and:

- A. includes an inventory and analysis of existing and projected housing needs;
- B. includes a statement of goals, policies, and objectives for the preservation, improvement, and development of housing;
- C. 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,
- D. makes adequate provisions for existing and projected housing needs of all economic segments of the population in unincorporated Franklin County.

In 1994 the County prepared an assessment of housing needs in unincorporated Franklin County and the city’s of Connell, Kahlotus and Mesa, which included an inventory and analysis of existing and projected housing needs. The goals, policies and strategies are based on a needs assessment, the legal requirements of the GMA, the countywide planning policies, the recommended procedural criteria included in WAC 365-195-310, and public input. The assessment was updated in 2004. Census 2010 counted 23,608 housing units in Franklin County.

Table 13 identifies the total number of housing units in the County by census tract.

**TABLE 13
2010 HOUSING UNITS**

Census Tracts	201	202	203	204	205.01	205.02	206.01	206.02	207	208	Total
Total	2370	1645	1537	2740	1741	3068	2853	1192	485	1962	23,608

Table 14 describes the average household size (number of people in household divided by the number of households) both separately by census tract and countywide.

**TABLE 14
2010 AVERAGE HOUSEHOLD SIZE**

Census Tract	201	202	203	204	205.01	205.02	206.01	206.02	207	208	County Wide
Average household size	4.19	3.48	3.70	3.39	2.69	2.83	3.19	3.26	2.92	3.51	3.28

Table 15 describes the average family size by census tract, differing from average household size because non-family households and non-family residents are not included in the average.

TABLE 15
2010 AVERAGE FAMILY SIZE

Census Tract	201	202	203	204	205.01	205.02	206.01	206.02	207	208	County Wide
Average family size	4.43	4.09	4.00	3.95	3.09	3.23	3.53	3.66	3.34	3.84	3.68

To quantify the housing stock, the county was broken down by census tracts and analyzed on that basis. This has provided the insight of the prevailing housing stock and the future housing needs by area.

Approximately, 20.1% of Franklin County's housing stock was constructed in 1959 or earlier. 1960-1969 was 9.4% and 1970-1979 increased to 19.2%. 1980-89 slowed to 6.5%. 1990-1999 increased to 12.8% and 2000-2009 saw an increase of 31.2 % which ranked first for counties in State of Washington in the 2000-2009 timeframe.

Table No. 16 groups the periods of housing construction in Franklin County by census tract. Based on population projections for this planning period, 350 to 700 additional dwelling units will be required to house the 2030 rural population. It is expected based on historical construction trends that mix of new housing will be 50% site built and 50% manufactured home.

TABLE 16
YEAR STRUCTURE BUILT

Census Tract	201	202	203	204	205.01	205.02	206.01	206.02	207	208
Total	2,473	1,825	1,504	2,920	1,784	3,269	2,416	1,139	578	2,142
Built 2010-2012	42	11	14	0	18	25	128	0	3	0
Built 2000 to 2009	587	17	80	232	676	819	938	1,045	32	97
Built 1990 to 1999	401	88	130	97	410	237	322	51	180	344
Built 1980 to 1989	287	65	104	204	71	100	298	0	66	236
Built 1970 to 1979	418	295	233	1,219	342	1,147	291	5	130	528
Built 1960 to 1969	211	156	329	518	99	405	161	7	34	341
Built 1950 to 1959	288	388	596	427	115	272	209	17	25	362
Built 1940 to 1949	140	350	55	189	24	179	9	14	26	74
Built 1939 or earlier	99	455	43	34	29	85	60	0	80	160

Table 17 identifies the number of single family building permits issued by Franklin County during the 10 year span of 2003-2013.

TABLE 17
FRANKLIN COUNTY
SINGLE FAMILY RESIDENCE BUILDING PERMITS ISSUED ANNUALLY

YEAR	2003	2004	2005	2006	2007	2008	2009	2010	2011	2012	2013
Number of SFD issued	111	100	88	77	89	90	83	106	77	71	50

Income:

Personal Income

In 2013, Franklin County had a per capita personal income (PCPI) of \$30,169. This PCPI ranked 37th in the state and was 66 percent of the state average, \$46,045, and 69 percent of the national average, \$43,735. The 2013 PCPI reflected a decrease of 2.5 percent from 2011. The 2011-2012 state change was 3.7 percent and the national change was 3.4 percent.

In 2012, Franklin County had a total personal income (TPI) of \$2,589,898. This TPI ranked 17th in the state and accounted for 8.8 percent of the state total. In 2002 the TPI of Franklin County was \$1,139,503 and ranked 21st in the state.

Median Income

Based upon census data from 2008-2012, the median income in Franklin County is \$51,770. WAC 365-195-310 recommends that planning jurisdictions should use the following economic ranges for planning purposes:

- Extremely low income – below 30% of median income.
- Very low income – between 31% and 50% of median income.
- Low income – between 51% and 80% of median income.
- Moderate income – between 81% and 95% of median income.
- Middle income – between 96% and 125% of median income.

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. Specific questions about applying the guidelines and definitions

to a particular program should be referred to the office responsible for that program.

Census 2000 disclosed in that the poverty rate for Franklin County in 1999 was 19.2%. In 2002 the poverty threshold for a single individual under age 65 was \$9,359 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 \$18,307.

Census data shows that the poverty rate for Franklin County increased to 21.5% for the 2008-2012 time period. In 2012 the poverty threshold for a single individual under age 65 was \$11,702 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 \$22,881.

Table 18 identifies income and poverty levels for the Basin City CDP (census designated place) in 2012. Additionally, Table 18 identifies the income levels for the census tracts in the County.

**TABLE 18
BASIN CITY CDB
INCOME AND POVERTY IN 2012**

	Median income in 2012 (dollars)		Per capita income in 2012 (dollars)	Median earnings in 2012 of full-time year-round workers (dollars)		Poverty Level	
	Households	Families		Male	Female	Percent of population for whom poverty status is determined	
						Population of Poverty	Family Population
Basin City CDP	\$29,829	\$30,852	\$17,318	\$16,676	\$13,656	56.10%	48.5%

**TABLE 19
INCOME AND POVERTY LEVELS BY
CENSUS TRACT BLOCK GROUP IN 2012**

Census Tract by Block group	Median household income in 2012	Median family income in 2012	Per Capita Income in 2012	Persons with income less than 100% Poverty Level (Percent)
201	\$38,776	\$40,942	\$11,065	27.8
202	\$22,247	\$32,195	\$10,270	39.1
203	\$38,750	\$38,750	\$13,897	22.2
204	\$26,307	\$27,616	\$12,084	44.6
205.1	\$74,860	\$90,197	\$32,244	4.7
205.2	\$63,790	\$74,348	\$27,393	2.7
206.1	\$76,250	\$77,346	\$27,904	8.6
206.3	\$44,698	\$35,875	\$15,492	31.3
206.5	\$67,316	\$70,357	\$23,417	8.6
207	\$55,714	\$66,154	\$21,811	9.6
208	\$50,400	\$51,204	\$17,759	19.1

RESOURCE LANDS

The Growth Management Act (GMA) 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 encourages the conservation of productive resource lands and discourages incompatible uses. 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 defines resource lands as having, "the growing capacity, productivity, and soil composition 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 (10)]. These lands also provide aesthetic, recreational, and environmental benefits to the public while contributing to the diverse character of the County.

Franklin County identifies 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 with the exception of sand and gravel deposits which are widespread in the County. Frequently such deposits are very large and usually found along either past or present drainage systems. And, eolian deposits are also found in great abundance and closely associated with sand dunes. 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 under

thousands of feet of Columbia River basalt. However, since nothing has been drilled that deep in Franklin County, this relationship is considered speculative.

Agricultural 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.

Agriculture and its related commercial and industrial businesses provide the economic base in Franklin County. The diversity of this agricultural base provides a relatively stable economic base and contributes to the areas' cultural heritage and quality of life.

Franklin County has approximately 809,486 acres of lands including approximately 700,000 acres of farmland with a mixture of irrigated land, dryland, and rangeland agriculture.

Soils in these agricultural areas were classified using the U. S. Soil Conservation Service national classification of agricultural lands. There are three classifications, Prime, Unique, and those of State and Local Significance.

Prime, Unique, & Farmlands of State and Local Significance

Prime agricultural lands are lands with soils best suited for producing food, feed, forage, fiber, and oilseed crops, and are also 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.

Farmland soils other than prime farmland used for the production of specific high value food and fiber crops are classified as unique agricultural lands. 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.

Areas shown 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.

Areas within this designation 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 compatible uses.

In Franklin County agricultural lands of long-term commercial significance are soil classification 1-3 according to the Land Capability Classification of the USDA Soil Conservation service. Further, the County's Prime, Unique and of State and Local Significance soils are also described as agricultural lands of long-term commercial significance in Franklin County.

TABLE 20
LAND USE SUMMARY OF FRANKLIN COUNTY

Land Use Category	Acres	Acreage Total by Category	% Total
Federal Lands/Lakes & Rivers			
Hanford Reach Nat'l Monument	23,195		2.87%
Juniper Dunes Wilderness Area	7,393		0.91%
Lakes and Rivers	15,095		1.86%
Total Federal Lands/Lakes & Rivers		45,683	5.64%
Urban Growth Area's			
Connell	7,466		0.92%
Kahlotus	928		0.11%
Mesa	1,455		0.18%
Pasco	25,658		3.17%
Total Urban Growth Area's		35,508	4.39%
Rural Lands			
Rural Residential	506		0.06%
Rural Shoreline	1,548		0.19%
Rural Settlement	2,773		0.34%
Rural Remote	4,772		0.59%
Subtotal		9,600	1.19%
Rural Industrial	3,052		0.38%
Rural Activity Center	95		0.01%
Ag Service Center	4,956		0.06%
Subtotal		3,643	0.45%
Total Rural Lands		13,243	1.64%
Croplands			
Irrigated Cropland	232,283		28.70%
Dryland Cropland	222,992		27.55%
Total Cropland		455,276	56.24%
Rangeland	259,776		32.09%
Total Franklin County		809,486	100.00%

Mineral Lands:

During the next 20 years Franklin County's population is projected to increase by approximately 50 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 for designating mineral resource sites with sufficient commercial quantities to accommodate future growth while minimizing associated impacts to adjacent land use, critical areas, scenic resources and protect mineral resource lands from incompatible land uses.

The mining industry in Franklin County consists primarily of sand and gravel mining operations.

Identifying Mineral Lands

The criteria used to classify mineral resource lands were based on an analysis of local conditions and land use, DNR surface mining data USGS mapping, and Soil Conservation Service soils data. The following criteria were used to identify resource lands of long-term commercial significance.

- A. All existing permitted sand and gravel extraction sites (pits) will be designated on the Mineral Resource Map as mineral lands of long-term commercial significance – as depicted in the Franklin County Comprehensive Plan.
- B. Other potential mineral sites may be designated on the Franklin County Comprehensive Plan - Mineral Resource Map provided that the site approval is consistent with the goals, policies and criteria.
- 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. The following categories of mineral resource lands are established for the purposes of classification:
 - Sand and Gravel
 - Other Minerals (including clay, oil, gas, metallic's)
- D. The County's designation of mineral resource lands on the Franklin County Comprehensive Plan - Mineral Resource Map 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 primary mining done in Franklin County is gravel. This gravel is processed for road construction and asphalt. Areas where this activity has historically occurred are shown in Table 21.

**TABLE 21
PERMITTED MINING SITES**

Commodity	Operator or Permit Holder	Property or Mine Name	Legal Description
Rock or Stone			
Sand & Gravel	Meridian Aggregates Glacier Park Company Central Pre-Mix Concrete Connell Sand & Gravel Central Pre-Mix WSDOT SC Region WSDOT SC Region WSDOT E Region WSDOT SC Region Aggregates West Inc American Rock Products	Cactus Quarry Co Mesa Pit Pasco Pit Sulfur Wilson QS-FN-88 PS-FN-74 PS-FN-56 QS-FN-110 Charlie Cox Pit Railroad Pit	S16, T13N, R31E S19, T13N, R31E S12, T9N, R28E S1, T13N, R32E S12, T13N, R32E S1, T13N, R32E S6, T13N, R32E S16, T14N, R35E S25, T14N, R30E S23, T11N, R30E S6, T9N, R30E

Implementation and Classification

The Franklin County Comprehensive Plan – Mineral Resource Map illustrates the location of lands designated as mineral lands of long-term commercial significance. These lands are classified with an overlay 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 Franklin County Comprehensive Plan – Mineral Resource Map.

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

Mining Criteria

The following criteria are the minimum requirements to be considered when reviewing development permit applications for sites within lands designated on the Franklin County Comprehensive Plan – Mineral Resource Map.

- A. Development proposals for mineral extraction operations will be consistent with the County's land use, environmental, transportation and other elements of the comprehensive plan. Regulatory controls will become applicable concurrent with state requirements.
- B. The development of a mineral resource site will be phased with reclamation taking place as extraction from one phase is depleted and extraction from another phase is being implemented.
- C. Settling ponds, retaining basins, ditches, diking, and/or re-vegetation of slopes will be required for mineral extraction operations to protect water and air quality and to prevent erosion.
- D. Filling will not be allowed in floodways and erosion controlled will be considered a priority and addressed in the operational plan.
- E. Site design will include adequate measures to control potential negative impacts to adjacent properties, including but not limited to fugitive dust, late hours of operation, and light and glare. Such measures may include paving or gravelling road surfaces, watering, limited hours of operation, buffers and locating stockpiles in wind-protected locations.
- F. During the operation of the site and any associated remote stockpiling, noxious weeds will be controlled to prevent their spreading to other properties, particularly agricultural lands.
- G. Complete the reclamation of land for redevelopment after the completion of gravel and mineral extraction through weed-control and re-vegetation with the intent to re-establish adequate ground cover or preparation for the siting of other permitted uses.
- H. The extraction of mineral resources may occur when the site can be screened by existing topography to minimize off-site impacts. Where heavy equipment, mines and pits cannot be effectively screened from residential and commercial areas, shorelines, and major highways a combination of existing topography, berms and landscaping may be utilized for such screening.

- I. The minimum lot size for a mineral extraction site will be that, sufficient to encompass all areas for resource extraction and necessary operations, stockpiles, sediment ponds and buffering.
- J. All applicable state and federal regulations will be complied with, including but not limited to those rules administered by the Washington State Departments of Natural Resource and Ecology.

COMMUNITY FACILITIES

The community facilities described in this section include county buildings utilized for conducting county business, public schools for the education of children in the rural community, fire districts and rural fire station locations, and recreational facilities.

County Buildings:

County Courthouse and Corrections Facility

The Franklin County Courthouse was built in 1912 and opened to the public in 1913. Remodeling of the courthouse began in 2004 and was completed in 2006. In 2007, the Carriage House Security Building, was completed and is used to screen all visiting public. The following county departments are located in the Courthouse: Assessor, Planning and Building, Commissioners, Treasurer, Auditor (elections, Recording, Licensing and Accounting), and two courtrooms.

The Public Safety Building was constructed and added onto the Courthouse in 1975. The following departments are located in the Public Safety Building: Coroner, Information Services, District Court, Superior Court Clerk, and Prosecutor's Office including Child Support.

The County's Corrections Facility was built in 1986. In 1986, the facility was designed to accommodate 103 inmates; however, it could hold approximately 157 inmates when they are double-bunked. Expansion was necessary and in 2014 two (2) major projects occurred. The 1st is the construction of the Franklin County Justice Center. This building is approximately 56,000 square feet in size and is home to the Pasco Municipal Court, the Franklin County Sheriff's Office, and a jail that can accommodate up to 208 inmates. The 2nd is the remodel of the original Corrections Facility, attached to the Justice Center, which occurred in 2014. The remodeled Corrections Facility will have the ability to accommodate approximately 128 inmates.

Public Works Facility

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.

TRAC

The Trade, Recreation, and Agricultural Center, commonly known as TRAC, opened in October 1995 adjacent to the Road 68 interchange at I-182. More than 100,000 square feet of exhibit space is available in three main buildings for large conferences, with the capacity to seat 3,000 people, dinner seating for up to 1,800 or up to 210 exhibit booths can be laid out for trade shows. The 140'x 280' Arena with an indoor dirt floor has a seating capacity of 3,400 and is utilized for equine and rodeo events. There is paved parking for 1,450 cars with adjacent grass parking for an additional 500 cars.

County Annex

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 mid-year 2006 the Annex has been used by the Benton Franklin Health District and the WSU/Franklin County Extension Office.

Fire Districts:

There are five (5) Fire Districts in Franklin County. The District serving the largest population base is Fire District 3 which serves the area around and north of the City of Pasco. Fire District 4 serves Basin City and the northeast portion of the County. Fire District 1 is located in the Connell Area and Fire District 2 serves the Snake River and Kahlotus Areas. Maps identifying the location of District boundaries and fire station locations can be obtained in the Franklin County Growth Management Comprehensive Plan.

Recreational Facilities:

Recreational opportunities in Franklin County include the use of numerous federal, state, and city facilities.

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 Scooteny Reservoir provides multiple destinations for fishing, boating and camping. The farmlands and lakes additionally provide seasonal upland and migratory bird hunting throughout the Basin.

Ice Age Floods Geologic Trail:

The U.S. Department of the Interior is proposing the Ice Age Floods National Geologic Trail, 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 landscape of the region and have greatly affected our pattern of human settlement and development in our corner of the Northwest.

The Columbia Plateau Trail utilizes the abandoned Burlington Northern Rail Road (BNRR) line from Ice Harbor on the Snake River to Cheney near Spokane. The Columbia Plateau Trail intersects and crosses several proposed 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 proposed touring routes. The 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.

Schools:

The North Franklin School District serves a K-12 student population of approximately 2,000 students in Connell, Mesa and Basin City. The Kahlotus School District is located in the City of Kahlotus. The residents of the district are involved in cattle and wheat farming. A number of people in the district work for governmental agencies such as the Corp of Engineers at Lower Monumental Dam, Lyons Ferry Fish Hatchery, and Coyote Ridge Corrections Facility.

**TABLE 22
RURAL PUBLIC SCHOOLS**

FACILITY	LOCATION
High School	Connell
Junior High	Connell
Connell Elementary	Connell
Basin City Elementary	Basin City
Mesa Elementary	Mesa
Kahlotus	K-12

In 2013 the Pasco School District consists of 19 schools; 12 elementary; 3 middle schools; 2 high schools; 1 alternative middle/high school; 1 STEM high school; and 1 early learning center. District enrollment is approximately 16,866 students.

Essential Public Facilities:

Franklin County will participate in a cooperative regional process to site essential public facilities of regional and statewide importance, including transportation projects, with the objective to promote environmental quality, optimize access and usefulness to appropriate jurisdictions, and to equitably distribute economic benefits/burdens throughout the county or region.

Library:

The primary library in Franklin County is located in the City of Pasco and is part of the Mid-Columbia Library system. Branch libraries are also located at Basin City, Merrill's Corner and in west Pasco.

PUBLIC FACILITIES

This section consists of the general location, of existing and proposed utilities, including, but not limited to, electrical, natural gas and the general location of lands useful for public purposes such as utility corridors, and other public uses.

Electricity:

The primary electricity providers for rural Franklin County are Big Bend Electric Cooperative and the Franklin County PUD. The PUD and Big Bend cooperatively serve the majority of electrical power needs within the rural county, planning for and upgrading power line capacity and/or the upgrade or construction of substations. The Washington Water Power Company and Inland Power and Light Company each serve a small area in the extreme northwest corner of the County. While Big Bend serves more than half of the total area of the County, the PUD serves over 80 percent of the County's population.

Power Supply:

Big Bend is a Full Service customer of Bonneville Power Administration (BPA) who provides their full electrical load requirements. The PUD is a SLICE customer with the BPA entitled to a fixed percentage of the output of the federal generation system dependant principally on Columbia and Snake River flows and Columbia Generation Station availability. The PUD would be required to purchase power on the open market if adequate power supplies are not available.

Each BPA customer is expected to help assure the availability of energy by developing conservation or conventional electrical resources for its load growth. The BPA will purchase these resources and blend the cost with the existing base resources. The PUD is also a member-owner of Energy Northwest and receives a small amount of its power from the Packwood Lakes Hydro Electric Project.

The PUD is additionally a Columbia Storage Power Exchange member and helped to finance the Canadian Storage Projects. As a consideration for that help the District receives a share of the downstream generation benefits over the term of the agreement.

Natural Gas:

Cascade National Gas Corporation (CNG) builds, operates and maintains natural gas facilities serving Franklin County. CNG is an investor-owned utility serving customers in sixteen counties within the State of Washington.

Regulatory Environment:

The (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)**, in its Fifth Power Plan, comprises 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.

Existing Conditions:

Pipelines

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 Pipe Line Company, in the past, proposed to construct an underground pipeline to transport refined petroleum products (gasoline, diesel, aviation fuel) from Western Washington refineries to Central and Eastern Washington. As proposed, 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.

Sources of Natural Gas

The Pacific Northwest receives its natural gas from the Southwest United States and from neighboring Canada.

Natural gas is supplied to the entire Region via two interstate pipeline systems, the Pacific Gas Transmission Company and Northwest Pipeline Corporation. Each owns and operates their respective regional pipeline network that supplies natural gas to the States of Washington, Oregon, and Idaho.

Reliability

Natural gas can be stored in two ways. First, it can be pressurized and then injected into underground geologic structures, which are suitable for gas storage. This is done locally at Jackson Prairie Gas Storage Field located south of Chehalis. This gas is used to supplement the region's gas supply in colder weather. Secondly, natural gas can be stored by cooling it to -258 degrees Fahrenheit. At this temperature it becomes a very dense liquid and can be stored in storage tanks. Such a storage facility is located at Plymouth, Washington. Storage of natural gas in these ways makes for a more reliable supply.

New and Improved Facilities

The locations, capacity and timing of these improvements depend greatly on opportunities for expansion and on how quickly Franklin County and its municipalities grow. There are usually several possible routes to connect different parts of the system. The final route will depend on right-of-way permitting, environmental impact, and opportunities to install gas mains with new development, highway improvements, or other utilities.

Cascade Natural Gas (CNG) has an active policy of expanding its supply system to serve additional natural gas customers. CNG's engineering department continually performs load studies to determine CNG'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:

- A. Increasing distribution and supply pressures in existing lines.
- B. Adding new distribution and supply mains for reinforcement.
- C. Increasing existing distribution system capacity by replacement with larger sized mains.
- D. Adding district regulators from supply mains to provide additional intermediate pressure gas sources to meet the needs of new development.

Telecommunications and Cable Television:

Wireless communication facilities (WCFs) cannot be excluded from placement within the county because such placement is allowed by federal law, however the placement of where and how many is regulated by County zoning and permitting.

Solid Waste Management:

The Benton and Franklin Counties Solid Waste Plan was updated in 2010 to provide decision makers with a set of goals, policies and recommendations for implementing and evaluating solid waste management efforts.

TRANSPORTATION & CIRCULATION

The Transportation and Circulation element of the Franklin County Comprehensive Plan establishes the county's transportation goals, policies and strategies during a 20-year planning period. It will provide direction for the update of implementing measures including, the 6-Year Transportation Improvement Plan, 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 better ensure that transportation and land use planning are consistent and interrelated. The Act requires counties and cities to include a transportation element in their comprehensive plans that meet certain minimum requirements.

Among these 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 performance of the system. These standards provide both planning and regulatory functions and both determine how much additional development can be permitted prior to system upgrades and the extent of the system upgrades when needed.

One of the more significant requirements of the GMA is the need for concurrency between the land use and transportation elements of the plan. The Act additionally requires local jurisdictions to adopt regulations, which would prohibit development approval if such development would cause the LOS of a transportation facility to decline below the adopted standard. Concurrent with the development means that "improvements and strategies are in place at the time of development or that a financial commitment is in place to complete the improvements or strategies within six years". 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.

Transportation Facilities & Services of Statewide Significance (TFSSS):

In 1998 the Governor signed into law legislation to enhance the identification and coordinated planning for major transportation facilities identified as Transportation Facilities and Services of Statewide Significance (TFSSS).

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 declared essential public facilities under the GMA. The required countywide planning policies for siting essential public facilities must include these facilities. The new 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 RTPO) 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 creates a strong tie between the local transportation plan requirements under the GMA and the state's enhanced role in the RTPO 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 regional plans, related (local, regional, and state) financial plans, and funding priorities for transportation facilities and services of statewide significance, as identified by the Transportation Commission.

Transportation Facilities and Services of Statewide Significance in Franklin County include:

- SR12: I-182 to Walla Walla County Line
- SR 17: SR 395 to Adams County Line
- I-182: Benton County Line to SR 12
- SR 395: Benton County Line to Adams County Line
- Amtrak Passenger Rail Service: Vancouver to Spokane via Pasco
- The Pasco Intermodal Center (Amtrak, Greyhound)
- The Burlington Northern Santa Fe 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

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.

Analysis of the Existing Transportation Network:

Functional Classification of Roads

Functional classification is the division of highways, roads, and streets into groups having similar characteristics of providing mobility and/or land access. Basic to the classification system is the understanding that individual roads and streets do not function independently since most of the travel involves movement through a network of roads. It is, therefore, 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.

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 somewhat differ from urban and urbanized areas. The streets of small cities (under 5,000 population) are classified as rural.

Rural arterials are divided into principal and minor categories. Rural principal arterials consist of a connected or integrated network of continuous routes that serve corridor movements having trip length and travel density characteristics indicative of substantial statewide or interstate travel. Such routes serve all, or virtually all, urban areas of 50,000 population or more and a large majority of those with populations of 25,000 and over.

Rural minor arterials, in conjunction with the principal arterials, form an integrated network that links cities and larger towns and other traffic generators that attract travel over long distances. They provide interregional and inter-county service. They are spaced at intervals, consistent with population density, so that all developed areas of the state are within a reasonable distance of an arterial highway; and provide service to corridors with trip length and travel density greater than those predominately served by rural collector or local systems. Minor arterials, therefore, constitute routes expected to provide relatively high overall travel speeds with minimum interference to through movement.

Rural collector roads generally serve intra-county travel rather than statewide travel and constitute those routes on which (regardless of traffic volume) predominant travel distances are shorter than on principal or minor arterial routes. Consequently, more moderate speeds may be typical. Rural collectors are divided into major and minor categories.

Rural major collectors provide service to any county seat not on an arterial route; to larger towns not directly served by the higher systems; and to other traffic generators of equivalent intra-county importance, such as consolidated schools, shipping points, county parks, important industrial and agricultural areas, etc. Major collectors link these places with nearby larger towns or cities, or with routes of higher classification, and serve the more important intra-county travel corridors.

Rural minor collectors are spaced at intervals, consistent with population density, to collect traffic from local access roads and provide for all developed areas to be within a reasonable distance of a collector road. Minor collectors provide service to

the remaining smaller communities and link locally important traffic generators with their rural hinterland.

Rural local access roads and streets constitute the rural mileage not classified as arterial or collector. These facilities serve primarily to provide access to adjacent land and to provide travel service over relatively short distances as compared to collectors or arterials.

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, State Route (SR) 17 and SR 395 are HSS routes. SR 12, within the City of Pasco is also an HSS route. Other state highways in Franklin County include SR 21, SR 260 and SR 261.

Truck Routes

The Statewide Freight and Goods Transportation System route segments within rural Franklin County are shown on the following chart. Annual tonnages for the five classifications are:

Tonnage Class	Annual Tonnage
T-1	more than 10 million tons per year
T-2	4 million to 10 million tons per year
T-3	300,000 to 4 million tons per year
T-4	100,000 to 300,000 tons per year
T-5	at least 20,000 tons in 60 days and less than 100,000 tons per year

The cities, counties, ports, WSDOT, and the BFCG have cooperatively developed the regional freight system, based on truck counts, weight information, and local knowledge of freight and freight movements.

Marine Transportation

The Columbia-Snake River system, with its government locks at each of the eight dams, affords 465 miles of water transportation from Astoria, Oregon, at the mouth to Lewiston, Idaho. Over 11 million tons of cargo moves on this water highway 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.

Tidewater Barge Lines operate terminals at Vancouver, Umatilla, East Pasco, Central Ferry, and Wilma/North Clarkston, each served by truck and/or rail. A primary feature is combination barges to haul petroleum upriver and grain downstream. Logs, fertilizers and containers are also frequently hauled.

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. Annual cargoes on the Snake River approximate 4.4 million tons at Ice Harbor. Downstream cargoes account for about 70 percent of the total movements, grain shipments being about 85 percent of that down-bound traffic. Petroleum and chemical products dominate up-bound movement.

Overall, Snake cargoes account for about a third of the total cargo volumes carried by barge on the Columbia. Most importantly, the Snake generates about two-thirds of the grain carried on the Columbia.

Barges supply petroleum products to the Chevron tank farm near Pasco as well as for local needs from two private terminals in East Pasco.

Annually the Port of Pasco has handled about 4,300 containers (113,000 tons). A new crane installed in 2000 has increased their capacity by 20,000 pounds per load (10,790 tons/year).

The Tri-Cities Inland Port Concept Study was initiated in 1999 to take economic advantage of the confluence of rail, highway, water, and air transportation modes in the Tri-Cities region. The intent was to link inter-modal facilities for transport of grain, bulk commodities, and containerized cargo to and from the seaports of Seattle and Tacoma, and Portland and Vancouver, via multiple inland transportation routes. Preliminary feasibility studies resulted in shelving the project.

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 farm lands, 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 commodities now shipped by barge through the Ice Harbor locks would be shipped by truck 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: SR 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.

Impacts to local roads in Franklin County due to the potential shift from the Snake River ports to Tri-Cities area ports is a major concern. In order to reasonably accommodate these increased truck movements, infrastructure improvements would be necessary to maintain adequate road performance and minimal travel delay. Needed improvements include adding capacity; pavement rehabilitation; increased maintenance; reconstruction to provide adequate structural stability and/or width; and upgrading bridges to correct or reduce deficiencies.

Aviation Facilities

The Connell Airport (privately owned) 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 here.

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.

Residents of rural Franklin County have access to the Tri-Cities Airport in Pasco for commercial flights on major carriers to national and international destinations. The Richland Airport and Tri-Cities Airport in Pasco also provide business and small-plane flights.

Railroads

The Burlington Northern-Santa Fe (BNSF) mainline from Pasco to Spokane passes through Mesa and Connell. This track sees about 25 through freight movements daily. Total tonnage exceeds 50 million gross ton-miles per mile per year, reflective of the export grain trains which operate via this route to water terminals at Portland, Kalama, and Longview. This line operates close to its maximum practical

capacity. Long range planning includes a second track. Spur tracks serve industry in Mesa and Connell.

The Columbia Basin Railroad branches off the BNSF at Connell, extending northerly into Adams and Grant counties.

Amtrak passenger service operates on the BNSF trackage, however, individuals must board at the Pasco intermodal terminal.

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 car pools.

Transportation Project Lists

Table 23 identifies the County’s Transportation Project List for the County’s projected roadway needs for the next 20 years. The lists are comprised of projects from three (3) sources:

- A. Franklin County’s current Transportation Improvement Program (TIP);
- B. The Franklin County 20-Year Project Lists (Urban and Rural) from the Benton-Franklin Council of Governments Regional Transportation Plan (RTP); and
- C. Those projects whose need has surfaced since the RTP was adopted in 2006.

Table 23
2015-2024 Transportation Project List

2015-2024 Project List	Project Cost (\$000s)
Project	
Road Safety Program (Intersection Improvements, Hazard Elimination)	\$450,000.00
Langford Road Restoration, Eltopia West Road to Kent Road	\$400,000.00
Blanton Road Gaurdrail Replacement	\$150,000.00
Taylor Flats Bridge Widening	\$350,000.00
Pasco Kahlotus Road Reconstruction, Peterson Road to Ice Harbor Road	\$1,500,000.00
Pasco Kahlotus Road Reconstruction, Herman Road to Murphy Road	\$2,000,000.00
County Wide Bridge Approach Repairs	\$400,000.00
County Wide Bridge Replacement	\$1,800,000.00
Juniper Dunes Access Road	\$2,000,000.00
Glade North OverlayIII, Selph Landing Road to Sagemoor Road	\$3,500,000.00
Scootney Road Drainage Repair	\$200,000.00
Total: 2015-2024	\$12,750,000.00

2025-2035 Project List	
Project	Project Cost (\$000s)
Dent Road/Road 68/Taylor Flats Intersection Improvement	\$1,000,000.00
County Wide Bridge Replacement	\$2,000,000.00
N. Cherry Drive Bridge Replacement	\$1,000,000.00
Taylor Flats Road and Ringold Road Intersection	\$1,000,000.00
Hollingsworth Rd Reconstruction, Sagehill to South Wahluke	\$2,500,000.00
Coyan Road Construction	\$2,000,000.00
Pepiot Road Construction	\$2,000,000.00
East Vineyard Road to East Foster Wells Road Connection	\$4,000,000.00
Ringold Hill Reconstruction	\$2,800,000.00
Road Safety Program (Intersection Improvements, Hazard Elimination	\$900,000.00
PH-15 Reconstruction	\$2,000,000.00
Taylor Flats Truck Climbing Lane	\$900,000.00
Selph Landing Road Construction	\$1,800,000.00
Total Project Cost 2025-2035	\$23,900,00.00
Total Project Cost 2015-2035	\$36,650,000.00

Franklin County Transportation Revenue Forecast:

The following three (3) tables outline the revenue forecasts used for the preceding project lists. The project costs are based on those listed in the TIP and the 2015-2035 RTP and further reviewed by Franklin County Public Works staff. Potential revenue and maintenance & operations costs are based on the RTP. 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 24
Transportation 2015-2035 Project Costs

Year	Urban Projects	Rural Projects	Total
2015-2024	\$2,000,000	\$12,700,000	\$14,750,000
2025-2035	\$5,500,000	\$23,900,000	\$29,400,000

Table 25
2015-2035 20-Year
Transportation Financial Analysis (MPO/RTPO- Rural and Urban)

Year	Forecasted Revenue	M&O Costs	Project Revenue	Project Costs	Ending Balance
2015-2024	\$86,289,160	\$71,584,500	\$14,750,000	\$14,750,000	\$(45,340)
2025-2035	\$108,093,076	\$78,742,950	\$29,400,000	\$29,400,000	\$(49,874)

Table 26
2015-2035
Transportation Financial Analysis (MPO- Urban Only)

Year	Forecasted Revenue	M&O Costs	Project Revenue	Project Costs	Ending Balance
2015-2024	\$5,576,958	\$3,579,225	\$2,000,000	\$2,000,000	\$(2,267)
2025-2035	\$9,434,654	\$3,937,148	\$5,500,000	\$5,500,000	\$(2,494)

The preceding tables show the available revenue and estimated costs for improvements to Franklin County's urban and rural road systems over the next 20-year period. Franklin County is projected to generate \$194 million in revenue over the next 20 years in the urban and rural portions of the unincorporated county (RTPO/MPO). Of this, \$44 million (22.7%) will be available for improvements. At the end of the 20-year planning horizon, the county will have a negative ending balance of nearly \$100,000.

In the urban unincorporated portion of the county, Franklin County is projected to generate \$15 million in revenue over the next 20 years. Of this total, \$7.5 million (50%) will be needed to maintain the system, and \$7.5 million (50%) will be available for improvements. At the end of the planning cycle, the county will have an ending balance of nearly \$0 from the urban area.

Like other sparsely populated rural counties, Franklin County must rely heavily upon state and federal funding sources to accomplish needed improvements. Unfortunately, the current trend of federal and state funding programs and mechanisms is such that, without significant change, the incoming revenue for improvements will drastically decrease for counties and rural districts, including Franklin County, over the course of the planning cycle. Furthermore, many of the needed improvements are on roads not eligible to receive state or federal funds. Consequently, alternative and innovative financing methods must increasingly be utilized in order to implement projects. The 2015-2035 Regional Transportation Plan for the RTPO and MPO describes the available state and federal funding sources.

Transportation Demand Management (TDM):

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.

Intergovernmental Coordination:

Franklin County and the Cities within the county are member jurisdictions of the Benton-Franklin-Walla Walla 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 Franklin County Comprehensive Plan are coordinated with the cities.

ENERGY RELATED ENTERPRISES

One of the basic industries of the area involves energy research and development on the Hanford Reservation. The potential for growth of nuclear related enterprises is severely restrained by federal policies. In addition, those activities are becoming more and more constrained by the political activities of those living around the area who do not understand the technical and safety aspects of nuclear power and research, and the importance of both in 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.

AGRICULTURAL RELATED ENTERPRISES

Franklin County, as with several counties throughout the state, is well endowed with resources that create a strong comparative advantage for agricultural production. Thanks to abundant land, plentiful water for irrigation, and a mild

climate, this County produces a wide range of food and fiber products. Franklin County is part of the Columbia Basin, one of the nation's most productive agricultural regions. Franklin County, under the Growth Management Act, has adopted and designated Critical Areas and Natural Resources. Under the definition of Critical Areas/Natural Resources falls Agricultural lands, which are mandated through GMA to be preserved, which currently Franklin County is using strategies to comply under GMA and preserve Agricultural lands.

With agriculture being a basic industry of the area, Franklin County recognizes it as one of the greatest potentials for growth in the County. The region grows a wide variety of crops, ranging from dry land wheat, asparagus, and other row crops, to apple orchards and vineyards.

Franklin County has recognized the importance of that sector of our economy and encourages and endorses projects for continued growth in the industry. In addition, there is potential in developing the Agriculture Technology sector of the industry.

Three major constraints exist regarding the agriculture industry. The first is the lack of investment potential—more funds must be available for agriculture investment if storage facilities and processing plants are to be built. Second is existing infrastructure—though the area has excellent ties to the region that surrounds it, as well as overseas, many local farm to market roads in the county are not all weather roads and must have load restrictions put on them at various times of the year. This is a constraint to development for both the farmer and the processor. The third is the extension of water and sewer lines and increased capacity to serve the processing plants that should be built in order to expand the economic activity in the agricultural sector.

SECTION FIVE

SUMMARY OF FRANKLIN COUNTY'S STRENGTHS AND WEAKNESSES

Franklin County has a number of assets for continued economic expansion and development. Among the county's *assets* are the following:

- A. A resource endowment, which has been used for a highly productive and diverse agricultural economy. Franklin County lies within the Columbia Basin, one of the most productive agricultural production regions in the nation. The county's agricultural producers have capitalized on the long-growing season and availability of irrigated water to produce a rich cornucopia of crops, from traditional grains to a wide array of high-value specialty crops. Continued growth, especially within specialty crops, bode well for the county's agricultural sector.

- B. 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 processor — especially in the preserved fruits and vegetables sector — adding further value to farm products produced within the county. Prospects look bright for the county's agricultural complex.
- C. 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. Access to a multitude of 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.
- D. 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 similar areas. The county also has one of the highest participation rates of two-year community college attendance among all counties in the state.
- E. Franklin County is reasonably well-positioned for the emerging industries of health services, tourism (i.e. TRAC Facility), and producer services. These emerging industries will not only expand the local economy but provide economic diversity.

The County also has some liabilities compared with other counties, against which it must inevitably compete for scarce public and private investment dollars. Among the County's *liabilities* are:

- A. A lack of overall diversification in the local economy. Although Franklin County currently enjoys the fruits of agricultural prosperity, the county remains highly dependent on agriculture. More than two-fifths of its economy is agricultural-related.
- B. An erosion in retailing's pulling power mean that an increased number of consumers are leaving the county to shop elsewhere, presumably in nearby Kennewick. The county's smaller communities have been especially affected by retail leakage.
- C. The high level of persons living in poverty and the relatively low levels of educational attainment are worrisome. Education and training of the workforce will assist in attracting the high-growth, high-technology sectors.

SECTION SIX

CRITICAL DEVELOPMENT ISSUES FACING FRANKLIN COUNTY

Several issues affect the ability of Franklin County to accommodate new development and new residents who come to the area because of quality of life and job opportunities. In this section, several issues are considered including the quality and capacity of education and training systems, the adequacy of infrastructure for growth, and a reasonable approach to sustainable economic development.

HUMAN RESOURCES

Franklin County's labor market is changing in fundamental ways. Over the last three decades, the economy has experienced significant sectoral shifts. Services grew faster than manufacturing and agriculture. These sectoral shifts, as well as the changing occupational use within sectors, have profound impacts on the region's workforce and on the training systems that prepare workers for effective participation in the workforce.

Nationally and statewide, the occupational structure of the labor market has changed. During the last decade, there was a continual shift away from production jobs toward managerial, professional, and technical jobs. Occupational categories showing the fastest growth over a ten-year period were managerial and professional, and technical, sales, and administrative. Those with the slowest growth were precision production, craft, and repair, and operators, fabricators, and laborers.

The educational attainment of people in the workforce is also changing. While the educational attainment of the workforce has improved since 1980, Franklin County continues to lag behind similar counties. According to the most recent Census, racial and ethnic minorities tend to be over represented at the lower levels of educational attainment and underrepresented at the higher levels. The opposite holds for non-minorities in the county.

Education and training in Franklin County are provided by a variety of institutions, including primary and secondary schools and a community college. Other workforce education and training systems include the federal Job Training Partnership Act (JTPA) program, which provides training and related support services to economically-disadvantaged, youth, older workers, and dislocated workers; and the state's Job, Opportunities, Basic Skills (JOBS) program to assist those on public welfare to become self-sufficient through employment.

PHYSICAL INFRASTRUCTURE

Availability of quality affordable sites in the quantity and location needed for business growth is critical to supporting a growing economy capable of meeting the county's future employment demands. Franklin County possesses a large amount of industrial land that appears to be adequate for the next few years.

For the most part, assessments of infrastructure—transportation, water, sewer, energy, and the like—as related to economic development and capital facility needs are not readily available. To construct such an analysis would require rigorous investigation matching services and defining capacities in some cases to individual parcels or clusters of commercial and industrial lands.

SECTION SEVEN

APPROACHES FOR SUSTAINABLE ECONOMIC DEVELOPMENT

There are a number of realistic approaches for sustainable economic development in Franklin County. Options that should be considered are:

- A. *Cultivate resident industries within the County.* Successful economic development begins at home. A strong home-grown business development strategy is often the most powerful strategy. Every community, no matter how large or small, has the opportunity to develop home-grown business. Often these home-grown businesses have modest beginnings. However, an entrepreneur may expand and hire additional workers. Thus the local economy is developed job by job.
- B. *Diversify the existing economic base.* Franklin County is highly dependent on agriculture for its economic well-being. Although dependence is a concern, there are also untapped opportunities both within agriculture and outside. Clearly, the county has the potential to add further value to crops raised within the area.
- C. *Attract and retain residents.* Attracting and retaining residents is increasingly considered an economic development opportunity for rural areas. New residents indirectly contribute to economic growth by providing labor for business development and additional tax base for the local schools and public facilities. Even when people are not employed locally, they can bring income into the local economy. A significant number of Franklin County

residents travel into Benton County to work each day. Capturing dollars earned by commuters can result in significant economic development for Franklin County. Retirees also bring to the county retirement incomes and personal investments from previous employment.

- D. *Promoting Franklin County as a destination for tourists and visitors.* American tourism has expanded during the last two decades. Driving forces of expanding tourism are more people with leisure time and rising income levels. Tourism is becoming an important economic opportunity for small communities and rural counties. Locally, the opportunity exists to market and develop support infrastructure (i.e. hotels, retail services, recreational sport fields, and RV parks) for TRAC the County and City of Pasco's Trade, Recreation, and Agricultural Center. Regional promotion and marketing of this premier northwest facility as a multi-use complex for trade, recreation, sports, education, tourism, entertainment, and agricultural use is essential to sustaining tourism and economic growth in the County.
- E. *Stemming the flow of retail leakage within Franklin County.* Shopping habits of local residents play an important role in their economic future. A serious problem facing many counties and smaller communities is an increasing tendency by local residents to travel to larger cities for shopping. With strong cooperation, many of those retail dollars can be regained. While it may not be realistic to return to the early 1970s, where most retail shopping was done locally, it is possible to increase local shopping.

One of the key challenges for Franklin County is finding ways to foster a stable and vibrant economy. An effective alliance of government, industry, business, labor, and other interests is needed to guide a consensus-based approach to developing a county economic strategy.

SECTION EIGHT

ECONOMIC DEVELOPMENT POLICIES AND OBJECTIVES

FRANKLIN COUNTY ECONOMIC DEVELOPMENT POLICIES

County 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 (See RCW 36.70A.210 (3)(g)).

Policy 1. The Comprehensive Plan of the County and each City will promote employment and economic opportunity for all citizens (See Policy #8, County Wide Planning Policies (1993)).

Goal 2. Enhance economic and job opportunities for all citizens, especially the unemployed, disadvantaged persons, minorities and small businesses.

Policy 1. Creating in the land use element of each comprehensive plan a designation of areas for “commerce” and “industry” (RCW 36.70A.070(1)).

Policy 2. Provide an adequate transportation system which will enable industrial and commercial development to occur.

Policy 3. Work with the two Ports, Benton-Franklin Economic Development District, Tri-City Industrial Development Council (TRIDEC) and the municipalities to identify potential industrial clients.

Policy 4. Provide adequate public facilities and services to areas designated for economic development.

Policy 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.

Policy 6. Encourage redevelopment of declining commercial areas.

Goal 3. Enhance the existing agricultural economic base through diversification.

Policy 1. Work with the Washington State University Extension to identify additional high value crops that could be grown in Franklin County.

Policy 2. Support the development and construction of the East High Canal.

Policy 3. Encourage the location of value added processing plants.

Policy 4. Assist in development of specialty crops.

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.

Policy 1. Continue to market and develop support infrastructure for TRAC the County's Trade, Recreation, and Agricultural Center which is a premier northwest multi-use complex for trade, recreation, sports, education, tourism, entertainment and agriculture.

Policy 2. Participate with Hanford contractors and technology partnerships and take advantage of technological spin offs which could be established and nurtured.

Policy 3. Work with the Port of Pasco to develop incubators which will provide space for emerging businesses to grow and develop.

Policy 4. Encourage citizen involvement in home occupations to expand into off site centers where practical.

Policy 5. Evaluate federal state, and local regulatory, taxing, facility financing, and expenditure practices to assure that they favor economic development at appropriate locations.

Policy 6. Strive to maintain adequate public facilities and service levels.

Policy 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 within infrastructure.

- Goal 7.* Community Revitalization. Develop programs that create healthy central business districts (CBD) and neighborhood commercial districts throughout the County.
- Goal 8.* Infrastructure. Assure that adequate infrastructure is provided to accommodate economic growth.
- Goal 9.* Education and Training. Actively participate in the development of a properly educated and trained work force.
- 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.
- 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 portions of the Comprehensive Plan and the Economic Development Plan so that a clear and consistent economic policy is followed.

SECTION NINE

ECONOMIC DEVELOPMENT FUND FOR RURAL COUNTIES

SALES AND USE TAX FOR PUBLIC FACILITIES IN RURAL COUNTIES

R.C.W. 82.14.370 grants Franklin County, and other similar rural counties, the legislative authority to implement a sales and use tax. This is not an additional tax but rather a portion of the state sales and use tax is paid to eligible rural counties with the requirement that the moneys collected be used to finance ‘*public facilities*’ serving ‘*economic development purposes*’.

In the State of Washington, ‘*public facilities*’ means bridges, roads, domestic and industrial water facilities, sanitary sewer facilities, earth stabilization, storm sewer facilities, railroads, electrical facilities, natural gas facilities, research, testing, training, and incubation facilities in innovation partnership zones designated under RCW 43.330.270, buildings, structures, telecommunications infrastructure, transportation infrastructure, or commercial infrastructure, and port facilities in the

State of Washington. Additionally, '*economic development purposes*' in this instance includes those purposes which facilitate the creation or retention of businesses and jobs in the County.

Franklin County began collecting sales and use tax funds for these economic development purposes in 1998. Sales and Use Tax Ordinance modifications occurred in 1999 and 2007.

Moneys collected through the Sales and Use Tax are placed in a County fund known as the Franklin County Economic Development Fund. The following information discusses the Franklin County Economic Development Fund, specifically focusing on fiscal policies, use, and the application proposal review process.

FRANKLIN COUNTY ECONOMIC DEVELOPMENT FUND

Given the limited time frame for use of Economic Development funds under RCW 82.14.370 (authority expires in 2034, per RCW 82.14.370(4)(b)), long-term financing is not a practical option. In view of the present and projected margin of cash flow available for annual use, the Fund shall adhere to the following fiscal policies:

1. The current balance and future receipts in excess of annual debt service will be aggregated as an "available fund balance."
2. The "available fund balance" shall include a reservation of \$350,000 to serve as a safeguard against unanticipated revenue reductions and to assure the ability to pay half the annual debt service obligation.
3. The "available fund balance" should also include a reservation of \$1,000,000 as an opportunity reserve for urgent/emergent projects.
4. RCW 82.14.370 states the public facility must be listed as an item in the officially adopted County Economic Development Plan (See Appendix B)
5. Selected projects should not require more than \$500,000 funding assistance from the economic development program unless warranted by the expected benefits of the private investment. This may require project sponsors (cities, ports, county) to provide a larger share of project costs than previously experienced.
6. Funds designated to a project must be spent within 24 months after County approval. Funds which are unspent after this time period will be returned to

the economic development fund unless an extension is recommended by the Committee and granted by the County.

Use of Economic Development funds is directed to public activities or infrastructure improvements reasonably expected to result in, foster and/or accommodate, economic development. As the term “economic development” can encompass a broad definition, it is expressly intended that priority use of Economic Development funds be directed to public infrastructure reasonably expected to result in private investment within Franklin County (which expands the tax base and generates additional tax revenue to those public entities serving the affected geographic area). To ensure the greatest probability of leveraging private investment, proposals will be evaluated and ranked in consideration of the goals and objectives of this plan with an emphasis on the following additional considerations:

1. Highest priority of assistance shall be those infrastructure projects which will cause the most immediate private investment and expansion of the non-residential property tax base.
2. Second priority of assistance shall be those eligible activities which will cause the most immediate expansion of non-residential local tax revenue streams.
3. Third priority of assistance shall be those eligible infrastructure projects which are likely to lead to private investment and expansion of the non-residential property tax base in the near future.
4. Fourth priority of assistance shall be those eligible activities which will maintain established local tax revenue streams.

Economic Development (private investment) is a dynamic subject and often involves an iterative process (development interests may be attracted but commitment may be dependent on future public investment/actions). In order to foster good public planning but remain responsive to sudden private investment proposals, the Economic Development Fund should provide for an annual funding cycle (proposals solicited at a fixed time each year) but accommodate proposals involving unexpected but near term private investment which is likely to by-pass Franklin County if not timely acted on (in effect, “urgent”). As such, applications for funds will be accepted per the following two schedules:

1. Annual cycle: County solicits written proposals for financial assistance using standard form Res. 2009-204. Solicitation should occur in March; review by advisory committee in April; and final action by the Board of County Commissioners in May. Funds are allocated from the non-reserved portion of the economic development “available fund balance”. The advisory committee shall be comprised of one representative each from Franklin County, the Port of Pasco, TRIDEC, City of Pasco, City of Connell, City of Mesa, and City of Kahlotus.

2. Urgent application: Sponsoring entity (city, port, county, EDO) submit written proposals for assistance using standard form. Advisory committee reviews and recommends to Board of County Commissioners; The Board of County Commissioners makes the final decision. The entire process should consume no more than 45 days. Funding would come from the urgent/emergent opportunity reserve.

APPENDIX A

**FRANKLIN COUNTY
ECONOMIC DEVELOPMENT PROGRAM
APPLICATION**

Organization: _____

Contact Person: _____ Telephone: _____

Address: _____

Project Title: _____

Project Description: _____

Project Status:

Conceptual state _____ Planning complete _____ Engineering Complete _____

Project Schedule:

Assuming funds are available, estimate the project construction schedule.

Start Date _____ Completion Date _____

Job Creation:

Estimate the number of jobs created or retained by the proposed project.

- a. # of construction-related jobs _____
- b. Short term jobs retained/created _____
- c. Long term jobs retained/created _____

Include all jobs created directly by the project and jobs that will be created by the increased capacity to attract new businesses.

Project Budget:

Estimate proposed expenditures and sources of funds for the project.

Projected Expenditures	Total Project Cost	Funding Sources		
		Grant Request	Other Public	Private
Planning/Engineering				
Land Acquisition				
Construction				
Machinery/Equipment				
Other				
TOTAL				

Description of Project Funding:

What funds are currently available for this project?

If no grant funds were available, how would this project be funded?

General Project Information:

Describe the nature and timing of private investment in this project. _____

Describe the nature and timing of public investment in this project. _____

How will the project compliment the County's existing economic development strategy?

Will the project compliment existing infrastructure? Yes _____ No _____
If yes, how?

Will the project create a demand for additional infrastructure? Yes _____ No _____

How does the project support the location of new industry to the region and/or expand or support existing industry? _____

Please describe any unique economic development opportunities the project will provide.

**APPENDIX B/ INITIAL RESOLUTION NO. 2016-211
FRANKLIN COUNTY, WASHINGTON
ECONOMIC DEVELOPMENT PLAN
PUBLIC FACILITY PROJECT LIST**

Project #1 - 2016

Franklin County

TRAC (Trade, Recreation, & Agricultural Center)

Requested Funds: \$500,000.00

Summary: This project promotes tourism within Franklin County and the City of Pasco by maintaining current assets and future upgrades required at the TRAC facility. Project to include, but not limited to, planning, capital improvements, renovations, alterations, equipment upgrades and signage.

Project #2 - 2016

Port of Pasco

Tri-City Airport Air Service Support (Los Angeles, CA Daily Flight)

Requested Funds: \$25,000.00

Summary: These funds help the Port of Pasco obtain its goal of matching a potential federal grant (Small Community Air Service Development from US Department of Transportation) that would support daily flights from Pasco, WA to Los Angeles, CA. The grant aims to help small airports establish needed service. The money is meant to reimburse airlines for any shortfalls in revenue needed to sustain the particular flights. Benton County, three local cities, local port districts and local private companies are pledging varying amounts to help bring the air service to Pasco.

Project #3 - 2016

Tri-Cities Rivershore Enhancement Council (TREC)

Tri-Cities Wayfinding and Signage System (Visit Tri-Cities, Washington)

Requested Funds: \$12,000

Summary: This financial support is for the development of a Tri- Cities regional wayfinding study which will assist all the local jurisdictions in creating a seamless system for navigating to and around regional centers of commerce and areas of interest with the main goal of creating enhanced economic opportunities for local

**APPENDIX B/ INITIAL RESOLUTION NO. 2016-211
FRANKLIN COUNTY, WASHINGTON
ECONOMIC DEVELOPMENT PLAN
PUBLIC FACILITY PROJECT LIST**

Project #3 - 2016 (cont.)

communities. Project has received support from Benton County, four (4) local cities, and two local port districts.

Project #4 - 2016

Port of Pasco and Greater Pasco Area Chamber of Commerce

Economic Strategy Vision for the Greater Pasco Area

Requested Funds: \$25,000

Summary: This financial support is for development of an economic strategic vision for the greater Pasco Area. This vision will align the community's resources toward a singular economic vision with a particular target of this work being an integration of the growing Latino majority in Pasco. The financial support being provided will provide matching funds in an effort to obtain a US Economic Development Administration grant to assist in the efforts. Community partners such as the Port of Pasco, Columbia Basin College, and City of Pasco have agreed to provide funding to support the project.

Project #5 - 2016 (Not used)

Columbia River County Commissioners' Policy Advisory Group (CRCCPAG)

Columbia River Treaty Advocacy Assessment

Requested Funds: \$5,000

Summary: This financial support is for Franklin County to join other Washington State counties with a financial commitment to an advocacy effort known as the Columbia River Treaty Advocacy Assessment. The Columbia River County Commissioners' Policy Advisory Group has been active in understanding and advocating on the potential re-negotiation of the Columbia River Treaty. This financial support is approved as an annual reoccurring cost, as needed.

**APPENDIX B/ INITIAL RESOLUTION NO. 2016-211
FRANKLIN COUNTY, WASHINGTON
ECONOMIC DEVELOPMENT PLAN
PUBLIC FACILITY PROJECT LIST**

Project #6 - 2016 (Not used)

Tri City Development Council (TRIDEC)

Conveyance of Federally Owned Land along Columbia and Snake Rivers

Requested Funds: \$1,000

Summary: This financial support is for Franklin County to join other local governments and stakeholders as active participants in discussions with federal land management agencies regarding the present and future ownership and administration of federally owned river shore lands along the Columbia and Snake Rivers in the Tri Cities Area. This support will help with those efforts and in turn will support the County Commissioners stance that local ownership and control of the County's shorelines will improve economic development and recreational opportunities for the local citizens.

Project #7 - 2017

Connell Rail Interchange Project Cost-Benefit Study

Authorizing payment to City of Connell to complete the Cost-Benefit Analysis portion of the project

Requested Funds: \$10,000

Summary: This financial support is for City of Connell to complete a Cost-Benefit Analysis for the Connell Rail Interchange Project. The City has received \$10 million toward the \$24 million needed to improve and modernize rail infrastructure at the Connell rail interchange. Rail congestion and safety issues are caused by the current facilities, which are outdated, inefficient and undersized, causing a blockage at the primary street crossings as well as for other traffic. The current interchange yard at Connell was not built to serve as an interchange between two railroads (CBR & BNSF). The City is continuing to submit applications for the remaining funds and a cost benefit analysis would help strengthen those applications.

**APPENDIX B/ INITIAL RESOLUTION NO. 2016-211
FRANKLIN COUNTY, WASHINGTON
ECONOMIC DEVELOPMENT PLAN
PUBLIC FACILITY PROJECT LIST**

Project #8 - 2017

City of Pasco Wastewater Reuse Facility

Approving funding from the .09 Economic Development Fund for the City of Pasco Wastewater Reuse Facility

Requested Funds: \$500,000

Summary: This financial support in the amount of \$500,000 is awarded to City of Pasco to expand the Pasco Processing Center. The City's Process Wastewater Reuse Facility is essential to maintain the area's economic competitiveness in the food precession industry, to retain and create jobs and to remain in comp0liance with environmental regulations. The Pasco Processing Center is catalytic to the economic engine of Franklin County's robust food industry. In addition to significant employment of Franklin County residents (approximately 3000), the processors that participate in the Process Wastewater Reuse Facility have become more vertically integrated within the economy and purchase substantial amounts of produce, equipment, supplies and services in the region.

Project #9 - 2017

Tri City Development Council (TRIDEC)

Approving funding from the .09 Economic Development Fund to Tri City Development Council (TRIDEC) the proposal for its SmartLeads tool

Requested Funds: \$15,000

Summary: TRIDEC submitted a proposal for a small portion of the County's Sales and Use Tax for Public Facilities in Rural Countries to improve and diversify Franklin County and the Region's economy. The project uses a state of the area analytic model that generates industrial leads within our target industry sectors identified by the TadZo Report. Whittaker Associates, a respected economic development consultant specializing in target industry research for communities, has developed a product available by subscription called SmartLeads. SmartLeads uses a proprietary predictive model which rands companies within target industry sectors using an algorithm to determine each company's probability of relocating or expanding based on dozens of variables. The companies showing the highest potential are further researched to generate a Company Intelligence Report. A database of twenty-five Company Intelligence Reports would be provided to TRIDEC monthly along with lead tracing software as part of the subscription service.

**APPENDIX B/ INITIAL RESOLUTION NO. 2016-211
FRANKLIN COUNTY, WASHINGTON
ECONOMIC DEVELOPMENT PLAN
PUBLIC FACILITY PROJECT LIST**

Project #10 - 2018

City of Pasco Columbia East Pump Station and Forcemain Project

Approving funding from the .09 Economic Development Fund for the City of Pasco Columbia East Pump Station and Forcemain Project

Requested Funds: \$500,000

Summary: This financial support in the amount of \$500,000 is awarded to City of Pasco to construct a new City-owned pump station and forcemains directing process water from the Commercial Avenue/Kahlotus Highway area to the City's Process Water Reuse Facility (PWRF). This is a part of the overall project to expand the Pasco PWRF. This project will help maintain the region's current economic competitiveness and remain in compliance with environmental regulations. This in turn allows for the imminent implementation of the PWRF expansion plans that will create and retain jobs in our largest employment sector.

Project #11 - 2018

Tri City Development Council (TRIDEC)

Approving funding from the .09 Economic Development Fund to Tri City Development Council (TRIDEC) to continue our subscription to Whittaker & Associates' SmartLeads tool product for the 2018-2019 year

Requested Funds: \$15,000

Summary: TRIDEC is requesting \$15,000 to continue our subscription to Whittaker & Associates' lead generation product for 2018-2019 year. This is a continuation of the program we launched last year with assistance from Franklin County. SmartLeads uses a proprietary predictive model which ranks companies within target industry sectors to determine each company's probability of relocating or expanding based on dozens of variables. Information on twenty-five companies showing the highest potential are provided to TRIDEC monthly TRIDEC then follows-up with the leads to determine level of interest. TRIDEC began receiving leads in September of 2017 and have been very pleased with the results. The national campaign includes an email, followed by a physical mailing, then a phone call to determine whether to continue the relationship. TRIDEC's experience has been that follow-up on the leads requires approximately 40 hours of staff time each month. In addition, they have found this product is effective in

**APPENDIX B/ INITIAL RESOLUTION NO. 2016-211
FRANKLIN COUNTY, WASHINGTON
ECONOMIC DEVELOPMENT PLAN
PUBLIC FACILITY PROJECT LIST**

Project #11 - 2018 (cont.)

their marketing efforts at trade shows. There are several companies they have contacted that have expressed interest or have plans to establish a presence on the west coast or Pacific Northwest in the foreseeable future.

Project #12 - 2018

Port of Pasco

ARM Aerial Research Facility (Battelle) Hangar

Requested Funds: \$350,000

Summary: This project will be the construction of a hangar to house the ARM Aerial Facility at the Tri-Cities Airport Business Center. This includes the mobile platforms, which includes a piloted plane as well as several Unmanned Aircraft Vehicles (UAV), as well as the extensive experimental equipment that is either attached to the mobile platform during a campaign or remains land based at all times. The space will be a gray shell hangar space and gray shell office/administrative/lab space. The building is approximately 18,240 square feet, utilizing a pre-engineered metal building frame with metal sheeting and a metal roof. The building also includes stone masonry on the front of the building and other façade improvements.

Project #13 - 2019

City of Pasco PWRP Pretreatment Design & Construction Project

Approving funding from the .09 Economic Development Fund for the City of Pasco Process Water Reuse Facility (PWRP) Pretreatment Design & Construction Project

Requested Funds: \$500,000

Summary: This financial support in the amount of \$500,000 is awarded to City of Pasco to assist with the Construction & Design of the PWRP, which would include Facility Modifications & Rehabilitation and consists of 3 phases, in order to maintain its economic competitiveness and remain in compliance with environmental regulations. This in turn allows for the imminent implementation of the PWRP expansion plans that will create and retain jobs in our largest employment sector.

**APPENDIX B/ INITIAL RESOLUTION NO. 2016-211
FRANKLIN COUNTY, WASHINGTON
ECONOMIC DEVELOPMENT PLAN
PUBLIC FACILITY PROJECT LIST**

Project #13 - 2019 (cont.)

Using funds from Franklin County, the WA State Department of Commerce, federal Economic Development Administration grants, contributions from project users, and city capital reserve funds, the city will design and contract a force main to the City's PWRF, and upgrades at the PWRF to increase the capacity to treat more process water. Included in the project is a lift station with a 12-foot diameter wet well complete with a triplex pumping system and associated electrical and mechanical equipment. Also included is approximately 23,000 LF of force main from the lift station to the PWRF. This project also includes the purchase and installation of equipment to treat the process water at the PWRF; such as a rotary drum screen and a sedimentation basin/centrifuge.

Project #14 - 2019

Tri City Development Council (TRIDEC)

Approving funding from the .09 Economic Development Fund to Tri City Development Council (TRIDEC) to continue our subscription to Whittaker & Associates' SmartLeads tool product for the 2019-2020 year

Requested Funds: \$18,000

Summary: TRIDEC will extend the contract with Whitaker Associates, a respected economic development consulting firm specializing in target industry research and lead generation for a one-year subscription of their trademarked product "SmartLeads". This is a continuation of a project launched during 2017 with assistance from Franklin County .09 funds. Using a predictive model, the service generates a database of 25 company intelligence reports per month in target sectors identified by TadZo. This service is limited to 10 communities nationally.

Project #15 - 2019 (Funds not used)

Connell Rail Interchange Project Cost-Benefit Study

Funding to City of Connell to increase local/private match to make project more competitive at federal level by reducing federal grant request to \$12 million range

Requested Funds: \$10,000

Summary: The Connell Rail Interchange project will improve and modernize the rail infrastructure at the current Connell rail interchange site that is causing rail and

**APPENDIX B/ INITIAL RESOLUTION NO. 2016-211
FRANKLIN COUNTY, WASHINGTON
ECONOMIC DEVELOPMENT PLAN
PUBLIC FACILITY PROJECT LIST**

Project #15 - 2019 (cont.)

traffic congestion as well as safety issues. The current interchange yard is outdated, inefficient, and undersized causing extended blockages at primary Connell rail crossings. Rail congestion at the current location creates a critical “pinch point” in serving both regional and national rail needs. The City of Connell is requesting \$10,000 in funds to help with the Connell Rail Interchange Project. The goal is to acquire \$400,000 in private match (not including the railroads) from stakeholders. Ports and Economic Development Councils are being asked to contribute to the \$400,000. BNSF and CBRW are also being asked to contribute over \$4 million. The total project cost is expected to reach \$28.7 million with \$18 million still needing to be funded.

Project #16 - 2020

Port of Pasco

Approved funding from the .09 Economic Development Fund to the Port of Pasco which has acquired property to develop a new proposed 300-acre industrial park and named that park the Reimann Industrial Center (RIC).

Requested Funds: \$50,000

Summary: A final industrial park master plan will constitute the final deliverable plan for the project. The Port will work with a broad team to include, but not limited to, the City of Pasco, Franklin County, Franklin PUD, Cascade Natural Gas, Williams Natural Gas, Bureau of Reclamation, State of Washington (WSDOT and potentially other agencies), other regulators, utility providers, adjacent property owners, potential tenants and others as may be identified through a multi-step planning process.

This group will not only be relied on for information but will potentially be partners in the development. The goal of the Master Planning effort is to develop a scope, budget, schedule for the development of the Reimann Industrial Center. In addition, the work will create a targeted industry analysis and marketing plan.

**APPENDIX B/ INITIAL RESOLUTION NO. 2016-211
FRANKLIN COUNTY, WASHINGTON
ECONOMIC DEVELOPMENT PLAN
PUBLIC FACILITY PROJECT LIST**

Project #17 - 2020

Port of Pasco

Approving funding from the .09 Economic Development Fund to the Port of Pasco which has acquired property to develop a new proposed 300-acre industrial park and named that park the Reimann Industrial Center (RIC).

Requested Funds: \$300,000

Summary: The Port is currently developing a Master Plan determining the utility and other development requirements for the RIC.

The next step in developing the RIC will be the extension of utilities/transportation to the site. The utilities will include water, municipal sewer, industrial wastewater and fiber. Transportation improvements include upgrading Railroad Avenue to an all-weather road, a switch and track off the BNSF line and a rail crossing on Railroad Avenue.

The Port received approved funding to engineer bid ready specifications for these improvements. The work may start concurrently with the Master Planning to position the project for potential economic recovery capital dollars from the federal or state government.

Project #18 - 2020

City of Pasco PWRP Pretreatment Improvements Project

Approved funding from the .09 Economic Development Fund for the City of Pasco Process Water Reuse Facility (PWRP) Pretreatment Design & Construction Project

Requested Funds: \$500,000

Summary: This financial support in the amount of \$500,000 is awarded to the City of Pasco to assist with design improvements of the PWRP, which would include Facility Modifications & Rehabilitation and consists of several phases. The purpose of these improvements is to maintain its economic competitiveness and remain in compliance with economical regulations. This, in turn, allows for the imminent implementation of the PWRP expansion plans that will create and retain jobs in our largest employment sector.

**APPENDIX B/ INITIAL RESOLUTION NO. 2016-211
FRANKLIN COUNTY, WASHINGTON
ECONOMIC DEVELOPMENT PLAN
PUBLIC FACILITY PROJECT LIST**

Project #18 - 2020 cont'd

Using funds from Franklin County, the WA State Department of Ecology, contributions from project users, and City Capital Reserve Funds, the City will design and construct a series of improvements that currently include, but are not limited to, additional winter storage pond(s), additional screens and enhanced treatment, amongst others. All these upgrades are for the purpose of increasing the capacity to treat process water at the facility.

This facility upgrade and expansion is part of an overall effort to provide reliable service to many existing processors and prepare for new processors to come to the region. The City's and Processor's commitment to these improvements is evident in the level of investment and tenacity shown through the work performed to date.

****Resolution 2022-124 Re-Allocation of the 2021 City of Pasco .09 fund expenditures to the construction phase of the PWRP Pretreatment Improvement Project Phase 1.**

Project #19 - 2020

City of Mesa

Approved funding from the .09 Economic Development Fund for the City of Mesa Water Infrastructure Upgrade

Requested Funds: \$36,000

Summary: The approved funding will be used for the conversion of the existing water meter system to integrate new technology. Modifications to the system will meet or exceed state permit requirements. Overall the user group would provide an undue burden on the utility customers.

Project #20 - 2020

Tri City Development Council (TRIDEC)

Approved funding from the .09 Economic Development Fund to Tri City Development Council (TRIDEC) to provide staff for Recruiting Lead Generation

Requested Funds: \$18,000

**APPENDIX B/ INITIAL RESOLUTION NO. 2016-211
FRANKLIN COUNTY, WASHINGTON
ECONOMIC DEVELOPMENT PLAN
PUBLIC FACILITY PROJECT LIST**

Summary: Since 2017 Franklin County has partnered with TRIDEC on our “SmartLeads” program. This program includes contracting with Whitaker Associates, a respected economic development consulting firm specializing in target industry research and lead generation for companies that are growing and should be looking to expand to new locations. Using a predictive model, the service

Project #20 - 2020 cont’d

generates a database of 25 company intelligence reports per month in our local target sectors. This service is limited to 10 communities nationally. TRIDEC uses these leads to market the Tri Cities to these growing companies and shares the active projects generated from marketing with our economic development partners.

Project #21 - 2021

The HAPO Center

Approved funding from the .09 Economic Development Fund to the HAPO Center to begin an energy audit

Requested Funds: \$85,000

Summary: The main goals of this project are to bring air-conditioning into the Arena, modernize lighting and controls systems, and to begin the process of bringing the HAPO Center into compliance with the recent adoption of CETA. (Specifically the HB-1257 portion of the bill). At this projects conclusion, the HAPO Center should have new, modernized systems that will last the facility another 20-years, while allowing the full operation of all spaces year round, allowing for a larger economic impact in the surrounding community. By utilizing the Energy Services Performance Contracting Process (ESPC) we will be able to track our progress towards CETA Commercial Clean Building Performance Standard.

Project #22 - 2021

City of Pasco PWRP Pretreatment Improvements Project

Approved funding from the .09 Economic Development Fund for the City of Pasco Process Water Reuse Facility (PWRP) Pretreatment Phase I Improvements: Potable Water & Electrical Power Upgrades

Requested Funds: \$1,000,000

**APPENDIX B/ INITIAL RESOLUTION NO. 2016-211
FRANKLIN COUNTY, WASHINGTON
ECONOMIC DEVELOPMENT PLAN
PUBLIC FACILITY PROJECT LIST**

Summary: Pasco’s 25-year-old Process Water Reuse Facility (PWRF) is in need of upgrade and expansion to continue to adequately serve current and future agricultural food processors. To this end a Facility/Engineering Plan for PWRF improvements was developed and approved by Ecology. Pasco also completed a Value Engineering study on alternative treatment processes.

Project #22 - 2021 cont’d

Those ideas were then rolled into a Value Planning process by the Center for Sustainable Infrastructure. That process included all PWRF stakeholders and select experts from around the world with the express purpose of envisioning the future of the PWRF facility and how one company’s waste could become another company’s valued resource. It also investigated PWRF expansion needs to increase capacity for current processors and foster the recruitment of new processors to the area.

Further work is needed to solidify preferred alternatives for long-range improvements at the PWRF. Yet, the proposed first phase of improvements is necessary to provide the power and water infrastructure to supplement future PWRF expansion and address an immediate need that currently restricts capacity at the facility.

The City of Pasco (City) requests \$1,000,000 to assist with the design and construction of the following utilities that will support other future PWRF improvements:

- Electrical Supply Upgrades
- Potable Waterline Extension

****Resolution 2022-124 Re-Allocation of the 2021 City of Pasco .09 fund expenditures to the construction phase of the PWRF Pretreatment Improvement Project Phase 1.**

Project #23 - 2021

Tri City Development Council (TRIDEC)

Approved funding from the .09 Economic Development Fund to Tri City Development Council (TRIDEC) to provide staff for Recruiting Lead Generation

Requested Funds: \$20,000

**APPENDIX B/ INITIAL RESOLUTION NO. 2016-211
FRANKLIN COUNTY, WASHINGTON
ECONOMIC DEVELOPMENT PLAN
PUBLIC FACILITY PROJECT LIST**

Summary: Since 2017 Franklin County has partnered with TRIDEC on our “SmartLeads” program. This program includes contracting with Whitaker Associates, a respected economic development consulting firm specializing in target industry research and lead generation for companies that are growing and should be looking to expand to new locations. Using a predictive model, the service generates a database of 25 company intelligence reports per month in our local target sectors. This service is limited to 10 communities nationally. TRIDEC uses these leads to market the Tri Cities to these growing companies and shares the active projects generated from marketing with our economic development partners.

Project #24 - 2021

Port of Pasco

Approving funding from the .09 Economic Development Fund to the Port of Pasco to provide Reimann Industrial Center (RIC) Road Improvements.

Requested Funds: \$1,000,000

Summary: The Port will use the funds for the construction of road improvements to a portion of Railroad Avenue to serve a major food processing project. The project estimates 150 trucks a day, 365 days a year.

The Port of Pasco purchased 300 acres of undeveloped land in October 2019 to develop its next industrial park for the purpose of economic development. Bringing all necessary utility infrastructure to the site will cost approximately \$34.7 million. The entire Phase #1 Offsite Improvements will cost \$15,786,973. The Phase #1 project will deliver municipal water and sewer service, BNSF rail access, broadband fiber, and roads to make the site 100% shovel ready.

The Port of Pasco is actively working on a purchase and sale agreement with a large-scale food processing client. The company plans to acquire up to 150 acres of the Reimann Industrial Center. The Port can meet the company’s utility infrastructure needs. This project would bring a \$400-\$450 million in private capital investment and create 200 new manufacturing wage scale jobs. If this food processing project is constructed at the Reimann Industrial Center, the project will annually generate \$1.15M in local/county tax revenue and \$433,000 in state tax revenue.

The company plans to complete construction in September of 2023 and all infrastructure improvements need to be completed by June 2023.

**APPENDIX B/ INITIAL RESOLUTION NO. 2016-211
FRANKLIN COUNTY, WASHINGTON
ECONOMIC DEVELOPMENT PLAN
PUBLIC FACILITY PROJECT LIST**

Project #25 - 2022

Tri City Development Council (TRIDEC)

Approved funding from the .09 Economic Development Fund to Tri City Development Council (TRIDEC) for staffing for Recruiting Lead Generation with Specific Aerospace Research and Vetting

Requested Funds: \$25,000

Summary: Since 2017 Franklin County has partnered with TRIDEC on our “SmartLeads” program. This program includes contracting with Whitaker Associates, a respected economic development consulting firm specializing in target industry research and lead generation for companies that are growing and should be looking to expand to new locations. Using a predictive model, the service generates a database of 25 company intelligence reports per quarter in our local target sectors. This service is limited to 10 communities nationally. TRIDEC uses these leads to market the Tri Cities to these growing companies and shares the active projects with our economic development partners.

Project #26 - 2022

Port of Pasco/City of Pasco

Approved funding from the .09 Economic Development Fund for the Port of Pasco/City of Pasco for Reimann Industrial Center (RIC) Sanitary Sewer Project.

Requested Funds: \$1,000,000

Summary: The Port of Pasco and the City of Pasco are partnering to request \$1 million from the Emerging Projects Fund from the Franklin County .09 Economic Development Fund. The grant will be used to construct the sanitary sewer main and lift station needed to serve the Port's Reimann Industrial Center, as part of a larger sewer LID project managed by the City of Pasco.

This key public utility infrastructure will immediately serve Darigold, Inc., and its 3rd party cold storage partner. Darigold purchased 150 acres of the Reimann in January 2022. The company expects to break ground and start construction in August or September of this year.

The combined milk processing & cold storage facility will result in a private capital investment of \$800 million while creating approximately 400 full time jobs on site.

APPENDIX B/ INITIAL RESOLUTION NO. 2016-211
FRANKLIN COUNTY, WASHINGTON
ECONOMIC DEVELOPMENT PLAN
PUBLIC FACILITY PROJECT LIST

When construction is complete in 2024, Darigold and New Cold will have constructed more than 600,000 square feet of high-tech food processing and cold storage warehousing structures.

This \$1 million funding request is critical because global impacts from the COVID pandemic, coupled with severe inflation, have rapidly escalated the cost of constructing public utilities and infrastructure to serve the Reimann and Darigold. The 2020 estimates to construct the infrastructure were set at \$15.7 million. Today those costs have ballooned to nearly \$28 million for the Reimann Phase #1 infrastructure project. The Phase #1 project will construct: 16-inch municipal water main, 15-inch sanitary sewer main, reconstruct Railroad Avenue from Foster Wells Road North; and construct a new port-owned rail spur connected to the BNSF switch yard.

APPENDIX C

FRANKLIN COUNTY CENSUS TRACT MAP(S)





