

# Agenda Summary Report (ASR)

## Franklin County Board of Commissioners

<b>DATE SUBMITTED:</b> October 15, 2019	<b>PREPARED BY:</b> Nicole Stickney
<b>Meeting Date Requested:</b> October 22, 2019	<b>PRESENTED BY:</b> Nicole Stickney
<b>ITEM:</b> (Select One) <input type="checkbox"/> Consent Agenda <input checked="" type="checkbox"/> Brought Before the Board <div style="text-align: right;">Time needed: 10 minutes</div>	
<b>SUBJECT:</b> Legislative public hearing and resolution, to adopt updates to the County-Wide Planning Policies; this is in support of the required periodic update to the Franklin County Comprehensive Plan (per the state's Growth Management Act).	
<b>FISCAL IMPACT:</b> None	
<b>BACKGROUND:</b> Franklin County is a "fully planning" county under the state Growth Management Act (GMA). The Board passed Resolution 2017-324 (Nov. 1, 2017), taking official legislative action to initiate the periodic update of the Franklin County Comprehensive Plan, as required by the GMA. The periodic update is still underway, as the County can not complete the update until the Urban Growth Area adjustments, as requested by the Cities of Connell and Pasco, can be processed (the Pasco request is pending an EIS).  At this time, the County should adopt updates to the County-Wide Planning Policies as required by RCW 36.70A.210(3). This action will update the policies which were last adopted in 1993 (Res. 93-015). Adoption of the policies will provide the necessary framework for the Cities and County to complete their periodic updates.	
<b>RECOMMENDATION:</b> The County Building and Planning Department and the Franklin County Planning Commission recommend passage of a resolution to update the County-Wide Planning Policies.  <u>Suggested Motion:</u> Pass Resolution # _____, adopting updates to the County-Wide Planning Policies.	
<b>COORDINATION:</b> Cities of Pasco, Connell, Mesa and Kahlottus; Franklin County Planning Commission; Dept. of Commerce. Notice sent to all persons/ agencies included in the County's Mailing List for the project (such as Port of Pasco, Futurewise, BFCOG, etc.). Materials posted to the Project Website (shortcut: <a href="http://www.bit.ly/franklinplan">http://www.bit.ly/franklinplan</a> ). SEPA DNS issued on October 3, 2019.	
<b>ATTACHMENTS:</b> (Documents you are submitting to the Board)  Draft Resolution – with CWPPs attached; Planning Commission minutes; Planning Commission packet; Comments and response matrix (latest version)	
<b>HANDLING / ROUTING:</b> (Once document is fully executed it will be imported into Document Manager. Please list <u>name(s)</u> of parties that will need a pdf)  <b>To the Clerk of the Board:</b> 1 Original Resolution <b>To Planning:</b> 1 Copy Resolution (Planning Staff will circulate to the Cities)	

*I certify the above information is accurate and complete.*

Derrick Braaten



**FRANKLIN COUNTY RESOLUTION \_\_\_\_\_**  
**BEFORE THE BOARD OF COUNTY COMMISSIONERS OF**  
**FRANKLIN COUNTY, WASHINGTON**

***Adoption of the revised County-Wide Planning Policies  
in support of the County's Periodic Update to the Comprehensive Plan***

**IN THE MATTER OF COUNTY PLANNING – COMPREHENSIVE PLANNING**

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

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

**WHEREAS**, Franklin County is in the process of adopting updates to its Comprehensive Plan and Development Regulations, as part of the periodic update process, and the update commence on November 1, 2017 with the passage of Resolution 2017-324;

**WHEREAS**, pursuant to RCW 36.70A.210(3), the GMA requires that Counties adopt County-Wide Planning Policies (CWPPs) in coordination with cities located within the County's boundaries, to guide growth, investments, and outline processes and procedures related to growth management items; and

**WHEREAS**, the Franklin County-Wide Planning Policies were first adopted in 1993 (Res. 93-015) and while they were incorporated into future comprehensive plan documents, the language was never changed or updated; and

**WHEREAS**, County Staff and Consultant circulated a draft set of revised CWPPs in October 2017, including amendments for conformance to the GMA; and

**WHEREAS**, the Planning Commission held an initial workshop on the matter on December 5, 2017; and

**WHEREAS**, the Planning Commission held a second workshop on February 6, 2018, and provided to staff, and members of the public and partner agencies were also provided the opportunity to make comments; and

**WHEREAS**, staff received suggestions and comments on the revised CWPPs from the public; and

**WHEREAS**, changes were made in response to comments, and comments and the County staff's response was recorded in a response matrix; and

**WHEREAS**, on May 1, 2018 the Planning Commission met and preliminarily recommended approval for a second revised version of the CWPPs; and

**WHEREAS**, on May 10, 2018 the second revised version of the CWPPs was provided to the Cities of Pasco, Mesa, Connell and Kahlotus; and

**WHEREAS**, the County received additional feedback from WSDOT, the City of Pasco, and the Department of Commerce in the following time period, and made additional changes to the document; and

**WHEREAS**, on August 6, 2019, the Planning Commission held a public hearing on a third draft of the proposed CWPPs and voted to forward the Franklin County Board of Commissions a positive recommendation, to adopt the CWPPs as revised; and

**WHEREAS**, the County finds it in the public interest to update the policies;

**NOW, THEREFORE, BE IT RESOLVED** that the County-Wide Planning Policies be updated as shown in Attachment A; and

**BE IT ALSO RESOLVED**, that the CWPPs shall be used by Franklin County, the City of Pasco, the City of Connell, the City of Kahlotus and the City of Mesa, in development or revisions to their Comprehensive Plans; and

**APPROVED THIS 22<sup>nd</sup> DAY OF OCTOBER, 2019.**

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

\_\_\_\_\_  
**Chair**

\_\_\_\_\_  
**Chair Pro-Tem**

**Attest:** \_\_\_\_\_  
**Clerk of the Board**

\_\_\_\_\_  
**Member**

## Attachment A

# COUNTY-WIDE PLANNING POLICIES

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

### **I. Policies to Implement RCW 36.70A.020**

1. The Comprehensive Plans of Franklin County and each of its cities therein shall be prepared and adopted with the objective to facilitate economic prosperity by accommodating growth consistent with the following:
  - A. **Urban Growth:** Encourage development in urban areas where adequate public facilities exist or can be provided in a cost efficient manner.
  - B. **Reduce Sprawl:** Reduce the inappropriate conversion of undeveloped land into sprawling, low-density development.
  - C. **Transportation:** Encourage efficient multi-modal transportation systems that are based on regional priorities and coordinated with the comprehensive plans of Franklin County, the Cities of Pasco, Mesa, Connell and Kahlotus, the Washington Department of Transportation (WSDOT), and the Benton-Franklin Council of Governments.
  - D. **Housing:** Encourage the availability of affordable housing to all economic segments of the Franklin County population and promote a variety of residential densities and housing types, and encourage preservation of existing housing stock.
  - E. **Economic Development:** Encourage economic development consistent with the adopted comprehensive plans. Promote economic opportunity for all residents of the county, especially for unemployed and for disadvantaged persons and encourage growth in areas experiencing insufficient economic growth.
  - F. **Property Rights:** Private property rights shall not be taken for public use without just compensation having been made. The property rights of landowners shall be protected from arbitrary and discriminatory actions.
  - G. **Permits:** Applications for permits should be processed in a timely and fair manner to ensure predictability, and through a process which provides for integrated and consolidated review.
  - H. **Natural Resource Industries:** Maintain and enhance natural resource based industries including: productive agriculture (cultivation and grazing), fisheries and mineral industries. Encourage the improvement of productive agricultural lands and discourage incompatible uses.
  - I. **Open Space and Recreation:** Encourage the retention of Retain useful open space and enhance development of recreational opportunities, conserve critical fish and wildlife habitat, increase public access to natural resource lands and water, and develop parks and recreation facilities.
  - J. **Environment:** Protect the environment and enhance the region's high quality of life, including air and water quality, and the availability of water for all uses, including potable domestic requirements.

- K. **Citizen Participation and Coordination:** Encourage the involvement of citizens in the planning process and ensure coordination between communities and jurisdictions to reconcile conflicts.
- L. **Public Facilities and Services:** Ensure that those public facilities and services necessary to support development shall be adequate to serve development at the time the development is available for occupancy and use without decreasing current service levels below locally established minimum standards.
- M. **Historic Preservation:** Identify and encourage the preservation of land sites and structures that have historical or archaeological significance.

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

1. Each city within Franklin County is included within a designated urban growth area (UGA).
2. Designated UGAs should include an amount of undeveloped area to adequately accommodate forecasted growth and development for the next 20 years. The size of the UGA should reflect the Comprehensive Plans of each municipality which identifies the amount of land needed to accommodate community and essential public facilities, housing, commercial and industrial activities, and enough land to prevent inflation of land costs due to market fluctuations and limited land supplies. Further, the size of UGAs should consider the provision of open space, locations for parks and recreation, and protection of Critical Areas as well as natural barriers to development.
3. Designated urban growth areas should include those portions of the county already characterized by urban growth and having existing public infrastructure, public facilities and service capacities to serve existing and future growth.
4. Designated urban growth areas should include those areas that are within the recognized utility service areas of each city.
5. The size of urban growth areas will vary due to regional settings and should be adequate to promote-viable economic development strategies, promote choices in housing accommodations and ensure adequate lands are available for associated open spaces and public purposes.
6. Population projections used for designating urban growth areas will be based upon information provided by the Office of Financial Management (OFM). Use of the "mid" series as provided by OFM is preferred, but the Counties and Cities may determine to use different estimates ("high" or low") based on coordination and mutual agreement. A period of twenty years is the typical planning period.
7. The County shall, in consultation with the cities, propose a population allocation for the purposes of updating Comprehensive Plan documents, based upon the most recent ratio of population distribution as provided by the published OFM intercensal population estimates. The combined population figures for each municipality and the County must total the State's population forecast for Franklin County. The allocation shall be reconsidered during the periodic review required by RCW 36.70A.130. The County, in consultation with the Cities, may review growth projections and allocations between update cycles when circumstances have changed, (for example, actual growth rates or permitting varies from the predicted patterns, or when OFM provides a new set of projections for GMA planning).

8. Municipalities should limit the extension of water and sewer service to area within each jurisdiction's urban growth area.
9. Final development approval will continue to reside with the County for areas outside of City limits.
10. Applications for amendments or changes to the UGA may only be submitted by the County or a municipality within the County in even-numbered years prior to the deadline established for the year's docketing process (with intervals coinciding with the required periodic update of the comprehensive plan). When a city or the county proposes to alter a UGA, it is the responsibility of the proponent to provide confirmation (through studies, reports, and adopted plans) that all of the requirements above have been met, as well as provide a land capacity analysis (guided by WAC 365-196-325) , and SEPA documentation.
11. Within Urban Growth Areas, urban uses shall be concentrated in and adjacent to existing urban services, or where they are shown on a Capital Improvement Plan to be available within six years.
12. The extension of a UGA into an area of Agricultural Lands of Long-Term Commercial Significance (or any Resource lands) is not allowed. Lands with no existing commercial agriculture use or production should be considered for UGA expansion prior to the addition of lands with existing commercial agriculture. However, the availability of water rights may also factor into the selection of lands to be included into UGAs, and the availability of water rights shall be factored in for consideration of approval.
13. When requesting UGA expansions, Cities shall demonstrate the ability for in-fill development to occur in existing low-density areas within the City's UGA to avoid leap-frog development patterns.
14. All policies within each jurisdiction's and Franklin County's Comprehensive Plans shall be modified to be consistent with adopted Countywide Policies.

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

15. Joint county/city standards shall be established for development within each individual urban growth boundary, but beyond corporate limits of cities. It is in the public interest that joint standards be developed to preclude the creation of development patterns without municipal utilities and substandard infrastructure and property division that would burden the public with unnecessary costs to correct or compromise the ability of the UGA to accommodate the municipality's 20-year population forecast. These standards should include:
  - A. Street locations, both major and secondary;
  - B. Street right-of-way widths;
  - C. Street improvement widths;
  - D. Street improvement standards;
  - E. Lots and blocks including special lot reservation system when public sewer concurrency cannot be provided;
  - F. Curbs and gutters;
  - G. Sidewalks for secondary streets;
  - H. Road construction standards;

- I. Cul-de-sac, location and dimensions;
  - J. Storm drainage facilities, quantity, quality and discharge locations;
  - K. Street lights, conduit, fixtures, locations;
  - L. Sewer, septic regulations, private sewer, dry sewer facilities;
  - M. Water, pipe sizes, locations, fire flows, uniform codes;
  - N. All building requirements;
  - O. Subdivision and platting requirements including density, parks and open space;
  - P. Collection and use of development impact fees as appropriate;
  - Q. Mobile home and manufactured home regulations as appropriate;
  - R. Zoning standards;
16. The availability of the full range of urban governmental services will be subject to the annexation policies of the adjacent municipality.

The timing of utility extensions into the urban growth area should be consistent with the adopted comprehensive plan and capital facilities plan of the adjacent municipality.

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

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

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

19. Maintain active county-city participation in the Benton Franklin Council of Governments in order to facilitate city, county, and state coordination in planning regional transportation facilities and infrastructure improvements to serve essential public facilities including Port District facilities and properties.
20. Comprehensive plans shall include, where applicable, the master plans of identified major transportation facilities such as airports, railroads, major freight terminals, and public transit and policies to ensure that they are reasonably accommodated and compatible with future surrounding land uses, in order to ensure the protection of regional transportation assets.

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

21. The housing element of each comprehensive plan shall:

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

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

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

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

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

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

- 33. Construction design and placement standards for roads, intersections and streets (with provisions for storm water conveyance), sewer, water and lighting infrastructure, should be determined based upon an analysis which identifies the most appropriate public expenditure over extended periods of time. Utilities should be incorporated into such analysis.



34. If communities consider the imposition of impact fees said fees should be established on the basis of identifiable development impacts.
35. Capital Improvement Plans and Land Use Plans shall include fiscal analyses which identify the most cost effective uses of regional and local public services.
36. Support the development of public schools in areas where utilities are present or can be extended, is financially supportable at urban densities, where the extension of public infrastructure will protect health and safety, and the school locations are consistent with the analysis recommended by WAC 365-196-425(3)(b).



# FRANKLIN COUNTY

## PLANNING AND BUILDING DEPARTMENT

### NOTICE OF PUBLIC HEARING

**NOTICE IS HEREBY GIVEN** that the Board of County Commissioners will hold a public hearing to consider an ordinance containing recommended changes to the Franklin County County-Wide Planning Policies (CWPP's). Said consideration will be a public hearing on **October 22, 2019 at 9:00 a.m.** in the **Franklin County Courthouse, Commissioners Meeting Room, 1016 North 4<sup>th</sup> Avenue, Pasco, WA 99301** and all concerned may appear and present any support for or objections to the application.

Written comments are accepted prior to the public hearing and those comments shall be submitted to the Franklin County Planning Department, 502 W. Boeing Street, Pasco, Washington 99301. The county's Planning Commission has recommended changes to the policies, and changes to the policies are made by passing an Ordinance; this process is in support of the County's periodic update to the Comprehensive Plan.

**NOTICE IS FURTHER GIVEN** that said proposal has been reviewed under the requirements of the State Environmental Policy Act, as amended, along with the Environmental Checklist and other information. A determination has been made as to the environmental impacts of the proposal and a **Determination of Non-Significance (DNS)** has been issued. Accordingly, an Environmental Impact Statement is not required. This determination was made on **October 3, 2019** and comments regarding the determination and the environmental impacts of the proposal can be made to the Planning Department by **Friday, October 18, 2019.**

Information concerning the proposal can be obtained at the Franklin County Planning Department, 502 W. Boeing Street, Pasco, Washington 99301, or by calling (509) 545-3521.

**DATED AT PASCO, WASHINGTON ON THIS 3rd DAY OF OCTOBER 2019.**

**PUBLISH:**

Franklin County Graphic: October 3, 2019

Tri-City Herald: October 3, 2019

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Derrick Braaten, Planning and Building Director

**FRANKLIN COUNTY  
PLANNING COMMISSION  
MINUTES  
August 6, 2019**

**MEMBERS PRESENT:**

Melinda Didier, Claude Pierret, Mike Corrales, Mike Vincent, Roger Lenk & Kent McMullen

**MEMBERS ABSENT:**

Layton Lowe

**STAFF PRESENT:**

Derrick Braaten, Planning & Building Director

Nicole Stickney, Contract Planner (AHBL, Inc.)

Rebeca Gilley and Julie Michel were present from the Planning and Building Department

The Franklin County Planning Commission was called to order at approximately 7:00 p.m. by **Chair Claude Pierret**. A quorum was present.

**PLEDGE OF ALLEGIANCE**

**APPROVAL OF MINUTES/ AGENDA:**

**Chair Pierret** asked for a motion to approve the Agenda.

**Commissioner Lenk** made a motion to approve agenda.

**Commissioner McMullen** seconded.

Motion passed.

**Chair Pierret** asked for a motion for approval of the minutes from June 4, 2019 meeting.

**Commissioner Didier** moved to approve minutes.

**Commissioner Corrales** seconded.

Motion passed.

**PUBLIC HEARING INTRODUCTION:**

**Chair Pierret** read the following:

*"It is now time for the Public Hearing Portion of our Meeting"*  
*Good evening and welcome:*

*Here are the ground rules for tonight's hearing on this matter, relating to the County Comprehensive Plan, which is a legislative action:*

- 1. All speakers must come forward, speak into the microphone, giving their names and addresses for the record and please sign the sign in sheet. No testimony will be taken from anywhere except at the podium. These proceedings are required by law to be recorded and the recording equipment cannot pick up comments that are not given at the microphone;*
- 2. All comments and questions shall be addressed to the Planning Commission, should be relevant to the application and not be of a personal nature;*
- 3. Each speaker shall have FIVE minutes to provide testimony;*
- 4. Avoid repetitive comments;*
- 5. If there are a large number of speakers who are part of a group or organization, please select a representative to speak on behalf of the group;*
- 6. Behavior such as clapping, booing, hissing or remarks is prohibited. Every citizen here tonight should have the opportunity to testify without such distractions.*

*Are there any questions regarding the Public Hearing ground rules?"*

#### **OPEN THE PUBLIC HEARING FOR THE REGULAR PLANNING COMMISSION MEETING:**

Opened at 7:04 pm.

#### **ITEM #1 – CPA 2018-01** (Comprehensive Plan Periodic Update)

Franklin County is in the process of adopting updates to its Comprehensive Plan and Development Regulations, as part of the periodic update process.

**APPLICANT:** Franklin County Planning & Building Department

**OWNER:** N/A; County Wide

#### **STAFF REPORT**

Mrs. Stickney provided a summary of the staff report and provided a brief history of the process. She stated the Franklin County-Wide Planning Policies were first adopted in 1993 and while they were incorporated into future comprehensive plan documents, the language was never changed or updated. In October 2017, AHBL and County staff (Loren Wiltse, Director of Planning & Building, at the time) began a review of the CWPP's as part of the Comprehensive Plan Update and AHBL prepared an initial draft with amendments.

Mrs. Stickney explained that the first draft with suggested revisions and additions to the CWPP's was presented to the Franklin County Planning Commission at a workshop on December 5, 2017. A second workshop was scheduled for January 2018, however, it was cancelled due to a lack of

quorum. The proposed additions and revisions to the CWPP's were presented to the Planning Commission at a workshop on February 6, 2018.

On May 1, 2018 the Planning Commission met and indicated their support for the draft as written. The County then forwarded the document to the Cities. Mrs. Stickney stated that the Cities of Pasco, Mesa, Connell and Kahlotus were provided the proposed CWPPs on May 10, 2018 and were asked to respond by June 25, 2018. The requests were sent via email and a reminder sent June 18, 2018. Staff collected the input and compiled into a list of suggested findings of facts (on page 19 of the Planning Commission packet).

Mr. Braaten stated that he is in contact with the City of Pasco often in an effort to establish agreements regarding development within the City of Pasco Urban Growth Area. Results of the coordination will supplement the CWPP's and address concerns and comments raised by some Planning Commission members at previous meetings.

Mrs. Stickney distributed a copy of comments received from Futurewise and discussed the County's likely response. All comments will be included with the packet for the County Commissioners.

Mrs. Stickney asked if there are any questions from the Commission.

**Commissioner Corrales** asked how the process works and if these policies are set in stone and referred to County-Wide Planning Policies #12 (page 22).

Mrs. Stickney explained that the extension of a UGA into an area of Resource Lands will not be allowed. Commissioner Corrales asked who decided on that. Mrs. Stickney replied that the County made the decision many years ago as it was a requirement when the County opted into the GMA. Commissioner Corrales asked if the topic can be negotiated and Mrs. Stickney said it is not really possible. She continued that there is an intention to adopt a process (in the Comp Plan update) to clarify how Resource Land designations could be amended or removed in the event of a need to expand the UGA.

Mrs. Stickney and Commissioner Corrales discussed the resource lands and applicable regulations. Mrs. Stickney stated that it is appropriate to have a policy.

**Commissioner Lenk** asked about the few crop circles out in the UGA that are now housing developments and Mrs. Stickney explained they were never designated as resource lands. Mr. Braaten said that those designations did not come into play until the GMA.

**Commissioner Corrales** asked who changed it from "whenever possible" to "never". Mrs. Stickney responded "we did" and Mr. Braaten clarified it was a coordination of various factors and input from agencies. Commissioner Corrales asked if it is possible to go back to the original language.

Mrs. Stickney referred to the maps and spoke about the UGA areas. Commissioner Corrales asked questions. Mrs. Stickney explained that this was mapped two cycles ago. Mr. Braaten said that at this time our hands are tied. Mrs. Stickney said that the language is now consistent with State law and there is a way to apply for amendments or changes to the UGA.

**Commissioner Corrales** would like the language to be a bit softer and Mrs. Stickney and Mr. Braaten explained the need for a clear policy, and how it would benefit those who are unfamiliar with how the Growth Management Act is applied in counties with agricultural land.

**Commissioner Corrales** and **Commissioner Lenk** discussed the “donut hole” areas and land values.

**Chair Pierret** asked if the City is able to change the UGA. Mr. Braaten said no and Mrs. Stickney explained that the County sets the Urban Growth Areas.

**Commissioner Lenk** wanted to be sure that what they were all talking about is a legislative action and not quasi-judicial action. Mrs. Stickney said yes.

**Commissioner Lenk** asked Mr. Braaten some questions about the last paragraph on page 18 (*the importance of the City of Pasco and Franklin County staff work toward agreements regarding development within the City of Pasco Urban Growth Areas*) and read some of the paragraph. Mr. Braaten explained this is the first step and will take time to figure out how it will all work. Commissioner Lenk would like those to come before the Planning Commission for recommendations due to the inconsistencies in regards to different fees, etc. Mrs. Stickney explained that the Planning Commission asked for the language and that is why it has been included.

Chair Pierret asked if the Planning Commission has the ability to change anything in the Comp Plan. Mrs. Stickney explained yes that is possible and that this evening we are not considering adoption, but that this time the CWPP document needs to go to the Board of County Commissioners so it can be incorporated into those Comprehensive Plans of each of the Cities, including Pasco and Franklin County. This is a separate step. Mrs. Stickney reminded everyone that we are not done with the Comprehensive Plan periodic update process.

**Chair Pierret** asked if there is something the Planning Commission can change or add or is the Commission overruled.

Mrs. Stickney stated that the Planning Commission can recommend changes to the document which would then be taken to the Board of County Commissioners.

Mr. Braaten said that we cannot change the rules, the language that exists today may be softened. He explained that the Comp Plan will not be adopted until all the pieces come together. Rules are written by the State and the County has to abide by those rules.

**Commissioner Lenk** asked about the process. Mrs. Stickney said that some information is coming in from the City of Pasco, which will determine a new timeline. This process should have been done a year ago, according to state deadlines, but it has taken longer.

**Chair Pierret** asked if anyone from the audience would like to speak in favor, neutral or against.

**Eric Weinherimer** spoke about water rights and stressed that this needs to be highly considered. He spoke about other projects and expressed his thought that you can take unproductive ground and make it very productive with irrigation water.

**Chair Pierret** asked if the public or the staff have any final comments. There were none.

**Chair Pierret** asked if there is any clarification of public statements needed by anyone from the audience. There were none.

**The public testimony portion of the Public Hearing for CPA 2018-01 closed at 7:44 pm.**

**Chair Pierret** asked the Commission if there is any discussion prior to entertaining a motion.



**Chair Pierret** asked if anyone would like to entertain a motion to forward to the Board of County Commissioners a positive recommendation of the County Wide Planning Policies based on the suggested Findings of Facts.

**Commissioner Lenk** moved to forward a positive recommendation to the Board of County Commissioners with the understanding the Planning Commission will review additional items, however, Mr. Braaten stopped him before he could finish his statement.

Mr. Braaten stated that what Commissioner Lenk was requesting is a specific policy action and it is not a part of the County Wide Planning Policies. He continued to say that Commissioner Lenk cannot move to approve with conditions that the Planning Commission take on other actions, as a contingency. Commissioner Lenk stated that the Commission is on the record that they will be reviewing the policy again, because this will affect future and existing Urban Growth Areas. Mr. Braaten agreed.

**Commissioner Lenk** made a motion to recommend a positive recommendation with the suggested finding of facts.

Commissioner Vincent seconded.

Vote: CPA 2018-01

Melinda Didier – yes

Claude Pierret – yes

Mike Vincent - yes

Mike Corrales - no

Roger Lenk – yes

Kent McMullen – no

Motion has passed.

## **ITEM #2 – CPA 2018-01 (Area Wide Rezone)**

*Preliminary review and discussion of the draft set of area-wide rezone proposals for Franklin County, to update the zoning designations on certain parcels to be consistent with the anticipated comprehensive plan land use designations.*

*This is a legislative item and will be considered following a public hearing by the Planning Commission in the future. This will be presentation and discussion only and no action will be taken at this meeting.*

Mrs. Stickney explained that this is a review and discussion on a draft set of re-zone proposals prepared for Franklin County. The purpose of the area-wide rezoning is to update the zoning designations on certain parcels, in order to be consistent with the underlying comprehensive plan land use designations. The first area Mrs. Stickney discussed is the Agricultural zoning in LAMIRDs (Limited Areas of More Intensive Rural Development). She explained that AP-20 is problematic as the AP-20 zoning does not implement the designated land uses on the comp plan land use map.

Mrs. Stickney said because there are ongoing agricultural land uses in these areas, it is important to ensure the lands are changed to a zoning district which would better implement the Comp Plan while still allowing agricultural uses to continue. She explained the five types of LAMIRDs. RC-5 zoning district is the most appropriate zoning designation for the areas which are currently zoned

**AGENDA ITEM #1**

**PUBLIC HEARING**

**CPA 2018-01**

**County-Wide Planning Policies**



## FACT SHEET / STAFF REVIEW

### Public Hearing (Legislative) before the Franklin County Planning Commission

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<b>Case-file:</b>	CPA 2018-01 (Comprehensive Plan Periodic Update)
<b>Hearing Date:</b>	August 6, 2019
<b>Applicant:</b>	Franklin County Planning and Building Department
<b>Owners:</b>	N/A; County-Wide
<b>Location:</b>	N/A; County-Wide
<b>Property size and Land Uses:</b>	N/A; County-Wide
<b>Comp. Plan:</b>	N/A; County-Wide
<b>Zoning:</b>	N/A; County-Wide
<b>Vicinity Map:</b>	None
<b>Suggested Recommendation:</b>	Positive recommendation of the County-Wide Planning Policies by the Board of County Commissioners
<b>Suggested Motion :</b>	I move to forward to the board of commissioners a positive recommendation of the County-Wide Planning Policies, based on the Findings of Fact.

#### **APPLICATION DESCRIPTION:**

Franklin County is in the process of adopting updates to its Comprehensive Plan and Development Regulations, as part of the periodic update process, required under RCW 36.70A.130(5)(d). At this time, the county staff is seeking formal adoption of one components of the update process: an update to the County-Wide Planning Policies.

The State's Growth Management Act (GMA) requires Counties to adopt County-Wide Planning Policies (CWPPs) in coordination with cities located within the County's boundaries, to guide growth, investments, and outline processes and procedures related to growth management items. In particular, the CWPPs must be used by the cities and county in development or revisions to their Comprehensive Plans.

The CWPPs must, at a minimum, address issues outlined in RCW 36.70A.210(3).

The latest draft of the CWPPs is included under **Attachment 1**.

### **BACKGROUND:**

The Franklin County-Wide Planning Policies were first adopted in 1993 (Res. 93-015) and while they were incorporated into future comprehensive plan documents, the language was never changed or updated. In October 2017 AHBL and County staff (Loren Wiltse, Director of Planning and Building at that time) began a review of the CWPPs as part of the Comprehensive Plan Update and AHBL prepared an initial draft with amendments.

That first draft showing suggested revisions and additions to the CWPPs was initially presented to the Franklin County Planning Commission at a workshop on December 5th, 2017. Time was provided during the presentation for questions and comments relating to the CWPPs. The Planning Commission members determined that further discussion of the CWPPs was necessary and asked staff to bring back the item at future meeting. (The topic was scheduled for a workshop in January 2018, but that meeting was canceled due to a lack of quorum.)

Next, CWPP additions and changes were presented to the Planning Commission at a workshop on February 6th, 2018. The Commissioners, a member of the public, and a representative from the Port of Pasco offered feedback during the workshop:

- Commissioner Stenson suggested some language should be added to promote a more balanced approach to Urban Growth Area management that encourages in-fill of the “donut holes” within cities before areas in the County being used for Commercial Agriculture are allowed to be incorporated into the UGAs of the various cities.
- Commissioner Stenson expressed concern regarding the proposed list of joint standards of development listed in the first policy under “Policies for promotion of continuous and orderly development.....” He stated that arriving at a solution to the infrastructure and services issue is key to ensuring a smooth transition from unincorporated County to being in a UGA and/or city limits. After further discussion, the Commissioners decided they would like to revisit this issue and asked for a list of what the County currently requires versus requirements in the Cities (specifically Pasco).
- Community member Tom Kidwell suggested that a property owner should prove they have water prior to their land being incorporated into a UGA.
- Randy Haden, the Port of Pasco Executive Director, suggested adding language to Policies under section V. to ensure the protection of regional transportation assets.

Following that meeting, Ginger Wireman sent a letter (dated February 26th, 2018) and Alison Cable of Futurewise sent a letter (dated February 27th, 2018) detailing suggestions and comments on the CWPPs. Each letter was uploaded to the website for the Comprehensive Plan Update and the comments and suggestions were added to the Response Matrix maintained by ABHL.

Prior to the next meeting, AHBL added the following two items:

- A. “When requesting UGA expansions, Cities shall demonstrate the ability for in-fill development to occur in existing low-density areas within the City's UGA to avoid

*Staff Report**Franklin County Planning Commission**County-Wide Planning Policies (Comprehensive Plan Periodic Update)*

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leap-frog development patterns.” *(Addition to § II. Policies ... relating to the establishment of Urban Growth Areas)*

- B. “Comprehensive plans shall include, where applicable, the master plans of identified major transportation facilities such as airports, railroads, and major freight terminals and policies to ensure that they are reasonably accommodated and compatible with future surrounding land uses, in order to ensure the protection of regional transportation assets.” *(Addition to § V. Policies for county-wide transportation facilities and strategies)*

On May 1, 2018 the Planning Commission met and considered a motion “to preliminarily approve the revised County-Wide Planning Policies”. The Planning Commission was being asked to take initial action, and indicate their support for the draft as written, so that the County could forward the document to the Cities. The Planning Commission was provided with a draft labeled “Draft for Planning Commission meeting on May 1, 2018.” The Planning Commission considered the item during a regular meeting (not a workshop) and unanimously voted to initially approve the policies.

Next, the Cities of Pasco, Mesa, Connell, and Kahlottus were provided the proposed CWPPs on May 10, 2018 and asked to provide feedback by June 25, 2018 (this extended period of time was provided to allow the cities time to route the item to City Councils or Planning Commissions). This request was sent by email and a reminder email was sent on June 18, 2018. Dave McDonald, (former City Planner) for the City of Pasco, provided feedback on the CWPPs via email on June 19, 2018.

**FURTHER REVISIONS SINCE INITIAL PLANNING COMMISSION REVIEW:**

- County staff and the consultant team reviewed and considered a comment letter provided by Paul Gonseth, WSDOT (dated September 4th, 2018) that included input on the CWPPs.
- County staff and the consultant team reviewed and considered the response matrix as prepared by AHBL for the comments that had been provided on the CWPPs.
- County staff and the consultant team communicated with Rick White of the City of Pasco to discuss comments issued by former city staff, and Mr. White provided further comments and feedback.
- County staff and the consultant team reached out to Department of Commerce staff for their suggested changes and review; Will Simpson provided feedback.

All revisions which were made to the draft document following the May 1, 2018 meeting of the Planning Commission are shown with tracked changes.

It is important to note that the City of Pasco and Franklin County staff are also working toward agreements regarding development within the City of Pasco Urban Growth Area, that will supplement the CWPP's. It is anticipated that such an agreement will address concerns and comments raised by some Franklin County planning commission members at previous meetings.

**PROPOSED ADOPTION PROCESS:**

*Planning Commission Public Hearing:* The Planning Commission is asked to hold a public hearing on the CWPP's, in order to receive public comment on the document, and to formalize the record for the item.

*SEPA Review:* Prior to adoption of the County-Wide Planning Policies, the County will need to review the proposal under SEPA. The Board of County Commissioners won't take final action under after any SEPA comment period and appeal period has concluded. [Expected dates: Issue DNS 8/1/2019 with comment period 8/1/2019-8/15/2019.]

*Board of County Commissioners' Public Hearing:* The Board of County Commissioners (BOCC) will hold a public hearing on the CWPP's, in order to receive any further public comment on the document. The BOCC will review the record and may adopt the CWPP's by Adoption. [Expected date: 9/3/2019.]

*Appeal Process:* Only the Governor (usually with involvement from the Dept. of Commerce) and cities may appeal an adopted county-wide policy to the growth management hearings board per RCW 36.70A.210(6). Any appeal must occur within sixty days of the adoption of the policy.

**SUGGESTED FINDINGS OF FACT:**

1. Franklin County is in the process of adopting updates to its Comprehensive Plan and Development Regulations, as part of the periodic update process, required under RCW 36.70A.130(5)(d).
2. The State's Growth Management Act (GMA) requires Counties to adopt County-Wide Planning Policies (CWPPs) in coordination with cities located within the County's boundaries, to guide growth, investments, and outline processes and procedures related to growth management items.
3. The Franklin County-Wide Planning Policies were first adopted in 1993 (Res. 93-015).
4. The County finds it in the public interest to update the policies and has prepared a new set of written policies.
5. The public, interested parties, and the Franklin County incorporated cities have had the opportunity to review and comment on the proposed new County-Wide Planning Policies.
6. The CWPPs address issues outlined in RCW 36.70A.210(3).
7. The CWPPs appropriately set forth policies to guide growth, investments, and outline processes and procedures related to growth management items.
8. The CWPPs shall be used by Franklin County, the City of Pasco, the City of Connell, the City of Kahlottus and the City of Mesa, in development or revisions to their Comprehensive Plans.

# COUNTY-WIDE PLANNING POLICIES

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

## **I. Policies to Implement RCW 36.70A.020**

1. The Comprehensive Plans of Franklin County and each of its cities therein shall be prepared and adopted with the objective to facilitate economic prosperity by accommodating growth consistent with the following:
  - A. **Urban Growth:** Encourage development in urban areas where adequate public facilities exist or can be provided in a cost efficient manner.
  - B. **Reduce Sprawl:** Reduce the inappropriate conversion of undeveloped land into sprawling, low-density development.
  - C. **Transportation:** Encourage efficient multi-modal transportation systems that are based on regional priorities and coordinated with ~~county and city~~ the comprehensive plans of Franklin County, ~~and~~ the Cities of Pasco, Mesa, Connell and Kahlotus, the Washington Department of Transportation (WSDOT), and the Benton-Franklin Council of Governments.
  - D. **Housing:** Encourage the availability of affordable housing to all economic segments of the Franklin County population and promote a variety of residential densities and housing types, and encourage preservation of existing housing stock.
  - E. **Economic Development:** Encourage economic development consistent with the adopted comprehensive plans. Promote economic opportunity for all residents of the county, especially for unemployed and for disadvantaged persons and encourage growth in areas experiencing insufficient economic growth.
  - F. **Property Rights:** Private property rights shall not be taken for public use without just compensation having been made. The property rights of landowners shall be protected from arbitrary and discriminatory actions.
  - G. **Permits:** Applications for permits should be processed in a timely and fair manner to ensure predictability, and through a process which provides for integrated and consolidated review.
  - H. **Natural Resource Industries:** Maintain and enhance natural resource based industries including: productive agriculture (cultivation and grazing), fisheries and mineral industries. Encourage the improvement of productive agricultural lands and discourage incompatible uses.
  - I. **Open Space and Recreation:** Encourage the retention of Retain useful open space and enhance development of recreational opportunities, conserve critical fish and wildlife habitat, increase public access to natural resource lands and water, and develop parks and recreation facilities.
  - J. **Environment:** Protect the environment and enhance the region's high quality of life, including air and water quality, and the availability of water for all uses, including potable domestic requirements.



- K. **Citizen Participation and Coordination:** Encourage the involvement of citizens in the planning process and ensure coordination between communities and jurisdictions to reconcile conflicts.
- L. **Public Facilities and Services:** Ensure that those public facilities and services necessary to support development shall be adequate to serve development at the time the development is available for occupancy and use without decreasing current service levels below locally established minimum standards.
- M. **Historic Preservation:** Identify and encourage the preservation of land sites and structures that have historical or archaeological significance.

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

1. Each city within Franklin County is included within a designated urban growth area (UGA).
2. Designated UGAs should include an amount of undeveloped area to adequately accommodate forecasted growth and development for the next 20 years. The size of the UGA should reflect the Comprehensive Plans of each municipality which identifies the amount of land needed ~~be large enough~~ to accommodate community and essential public facilities, housing, commercial and industrial activities, and enough land to prevent inflation of land costs due to market fluctuations and limited land supplies. Further, the size of UGAs should consider the provision of open space, locations for parks and recreation, and protection of Critical Areas as well as natural barriers to development.
3. Designated urban growth areas should include those portions of the county already characterized by urban growth and having existing public infrastructure, public facilities and service capacities to serve existing and future growth.
4. Designated urban growth areas should include those areas that are within the recognized utility service areas of each city.
5. The size of urban growth areas will vary due to regional settings and should be adequate to promote-viable economic development strategies, promote choices in housing accommodations and ensure adequate lands are available for associated open spaces and public purposes.
6. Population projections used for designating urban growth areas will be based upon information provided by the Office of Financial Management (OFM). Use of the "mid" series as provided by OFM is preferred, but the Counties and Cities may determine to use different estimates ("high" or low") based on coordination and mutual agreement. A period of twenty years is the typical planning period.
7. The County shall, in consultation with the cities, propose a population allocation for the purposes of updating Comprehensive Plan documents, based upon the most recent ratio of population distribution as provided by the published OFM intercensal population estimates. The combined population figures for each municipality and the County must total the State's population forecast for Franklin County. The allocation shall be reconsidered ~~every five years during the periodic review required by RCW 36.70A.130.~~ The County, in consultation with the Cities, may review growth projections and allocations between update cycles when circumstances have changed, when OFM provides a new set of projections for GMA planning, or when circumstances are found to have changed (for example, actual growth rates or permitting

- varies from the predicted patterns, or when OFM provides a new set of projections for GMA planning).
8. Municipalities should limit the extension of water and sewer service to area within each jurisdiction's urban growth area.
  9. Final development approval will continue to reside with the County for areas outside of City limits.
  10. Applications for amendments or changes to the UGA may only be ~~processed~~ submitted by the County or a municipality within the County in even-numbered years prior to the deadline established for the year's docketing process (with intervals coinciding with the required periodic update of the comprehensive plan), once a year. When a city or the county proposes to alter a UGA, it is the responsibility of the proponent to provide confirmation (through studies, reports, and adopted plans) that all of the requirements above have been met, as well as provide a land capacity analysis (guided by WAC 365-196-325), and SEPA documentation.
  11. Within Urban Growth Areas, urban uses shall be concentrated in and adjacent to existing urban services, or where they are shown on a Capital Improvement Plan to be available within six years.
  12. ~~Whenever possible,~~ The extension of a UGA into an area of Agricultural Lands of Long-Term Commercial Significance (or any Resource lands) existing commercial agriculture is not allowed. Lands with no existing commercial agriculture use or production should be considered for UGA expansion prior to avoided, ~~and~~ the addition of lands without existing commercial agriculture shall be prioritized. However, the availability of water rights may also factor into the selection of lands to be included into UGAs, and the availability of water rights shall be ~~a~~ factored in for consideration of approval.
  13. When requesting UGA expansions, Cities shall demonstrate the ability for in-fill development to occur in existing low-density areas within the City's UGA to avoid leap-frog development patterns.
  14. All policies within each jurisdiction's and Franklin County's Comprehensive Plans shall be modified to be consistent with adopted Countywide Policies.

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

15. Joint county/city standards shall be established for development within each individual urban growth boundary, but beyond corporate limits of cities. It is in the public interest that joint standards be developed to preclude the creation of development patterns without municipal utilities and substandard infrastructure and property division that would burden the public with unnecessary costs to correct or compromise the ability of the UGA to accommodate the municipality's 20-year population forecast. These standards should include:
  - A. Street locations, both major and secondary;
  - B. Street right-of-way widths;
  - C. Street improvement widths;
  - D. Street improvement standards;
  - E. Lots and blocks including special lot reservation system when public sewer concurrency cannot be provided;

- F. Curbs and gutters;
- G. Sidewalks for secondary streets;
- H. Road construction standards;
- I. Cul-de-sac, location and dimensions;
- J. Storm drainage facilities, quantity, quality and discharge locations;
- K. Street lights, conduit, fixtures, locations;
- L. Sewer, septic regulations, private sewer, dry sewer facilities;
- M. Water, pipe sizes, locations, fire flows, uniform codes;
- N. All building requirements;
- O. Subdivision and platting requirements including density, parks and open space;
- P. Collection and use of development impact fees as appropriate;
- Q. Mobile home and manufactured home regulations as appropriate;
- R. Zoning ~~standards-ordinance: permitted uses in urban growth areas, setback, building heights, lot coverage as appropriate;~~

16. The availability of the full range of urban governmental services will be subject to the annexation policies of the adjacent municipality.

The timing of utility extensions into the urban growth area should be consistent with the adopted comprehensive plan and capital facilities plan of the adjacent municipality.

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

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

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

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



future surrounding land uses, in order to ensure the protection of regional transportation assets.

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

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

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

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

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

30. The comprehensive plan of the county and each city shall promote employment and economic opportunity for all citizens.
31. The County and all municipalities will participate in creating a County-wide economic strategy.

- ~~31-32.~~ The provision of utilities and other supporting urban governmental services to commercial and industrial areas should be coordinated and assigned a high priority by utility purveyors and service providers.

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

- ~~32-33.~~ Construction design and placement standards for roads, intersections and streets (with provisions for storm water conveyance), sewer, water and lighting infrastructure, should be determined based upon an analysis which identifies the most appropriate public expenditure over extended periods of time. Utilities should be incorporated into such analysis.
- ~~33-34.~~ If communities consider the imposition of impact fees said fees should be established on the basis of identifiable development impacts.
- ~~34-35.~~ Capital Improvement Plans and Land Use Plans shall include fiscal analyses which identify the most cost effective uses of regional and local public services.
- ~~35-36.~~ Support the development of public schools in areas where utilities are present or can be extended, is financially supportable at urban densities, where the extension of public infrastructure will protect health and safety, and the school locations are consistent with the analysis recommended by WAC 365-196-425(3)(b).

**FRANKLIN COUNTY  
PLANNING COMMISSION  
AGENDA**

**REGULAR MEETING:** December 5, 2017 – 6:30 P.M. (Regular Meeting)  
**COMMISSIONER'S MEETING ROOM**  
**Franklin County Courthouse**  
**Entrance at Main Door – 1016 North 4<sup>th</sup> Avenue, Pasco, WA**

**CALL TO ORDER**

**ROLL CALL**

**DECLARATION OF QUORUM**

**CONSENT AGENDA**

All matters listed within the Consent Agenda have been distributed to each member of the Franklin County Planning Commission for reading and study. These are considered routine and will be enacted by one motion of the Commission with no separate discussion. If separate discussion is desired, that item may be removed from the Consent Agenda and placed on the regular agenda by request.

1. Approval of September 5, 2017 minutes.
2. Approval of Agenda

**OPEN PLANNING COMMISSION REGULAR MEETING – 6:30 P.M.**

**ITEM #1 – CUP 2017-03 and SEPA 2017-05 CONTINUED FROM THE JULY 11, 2017 AND SEPTEMBER 5, 2017 MEETINGS,** A Conditional Use Permit application for the construction and use of a multi-purpose building that will be used for various activities of the church group. The proposed project includes the construction of a building approximately 130 ft by 80 ft (Steel or wood-framed) to be used for social functions approximately twice weekly for 2-3 hours per meeting for around 30 to 50 people, and for the occasional use of larger groups of up to 120 people. The plan calls for landscaping and play areas to be built in the future.

**The applicant has withdrawn the request for a the school use on the site.**

The proposed project is located south of, and along Dogwood Road, west of the Intersection of Dayton Road and Dogwood Road, at site address 4101 Dogwood Road. (Parcel 123-270-095 / 123-270-102)

**APPLICANT:** Agape Christian Academy, PO Box 220, Eltopia WA 99330 represented by Nathan Metzger.

**OWNER:** Columbia River Old German Baptist Brethren, 4101 Dogwood Road, Pasco, WA 99301

1. **Open Continued Public Hearing.**
  - a. Staff Report.
  - b. Proponents.
  - c. Opponents.
  - d. Clarification of Public Statements/Questions.
2. Close Public Hearing.
3. Planning Commission Discussion.
4. Recommendation/Motion/Finding of Fact.

**ITEM #2 - ZC 2017-01 and SEPA 2017-13**, a zone change application to rezone approximately 20.4 acres of land from AP -20 to RC-5 located within the Rural Settlement area known as Eltopia. The property is generally located on Blanton Road just east of Eltopia, east of the SR 395 Right of Way. (Parcel Numbers 123-521-020).

**APPLICANT:** Jailynn Stoker, 7640 Sheffield Road, Mesa, WA 99343.  
**OWNER:** Same as above.

1. **Open Public Hearing.**
  - a. Staff Report.
  - b. Proponents.
  - c. Opponents.
  - d. Clarification of Public Statements/Questions.
2. Close Public Hearing.
3. Planning Commission Discussion.
4. Recommendation/Motion/Finding of Fact.

#### **ADJOURN PLANNING COMMISSION REGULAR MEETING**

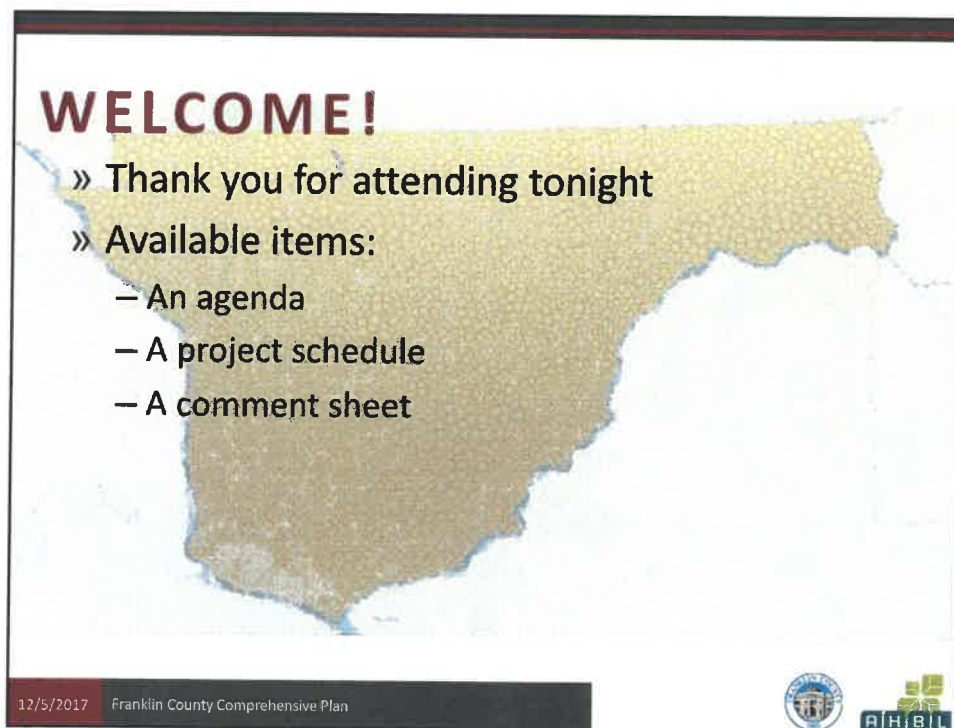
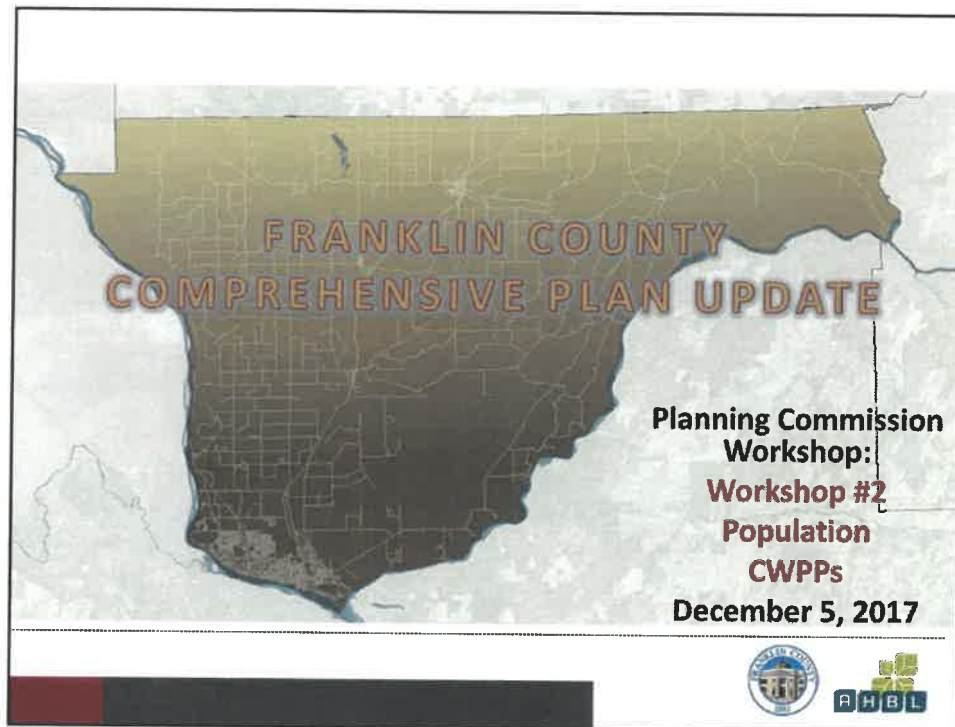
#### **OPEN PLANNING COMMISSION WORKSHOP**

##### **WORKSHOP ITEM #1: FRANKLIN COUNTY COMPREHENSIVE PLAN UPDATE**

- A. Population Projection and Allocations
- B. County-Wide Planning Policies

##### **WORKSHOP ITEM #2: CITY OF PASCO URBAN GROWTH AREA**

- A. Presentation by the City of Pasco, CPA 2017-01, An application by the City to Expand the Urban Growth Area boundary by 160 acres



# INTRODUCTIONS

- » County Staff
- » Planning Commission Members
- » Consultant Team

12/5/2017

Franklin County Comprehensive Plan



# QUESTIONS?

- » Update Project Contacts:
  - Loren Wiltse, Franklin County: [lwiltse@co.franklin.wa.us](mailto:lwiltse@co.franklin.wa.us)
  - Nicole Stickney, AHBL, Inc.: [nstickney@ahbl.com](mailto:nstickney@ahbl.com)

## » Website

– [www.bit.ly/FranklinPlan](http://www.bit.ly/FranklinPlan)



12/5/2017

Franklin County Comprehensive Plan





## LAST MEETING - REVIEW

- » Explain the intent of the Comprehensive Plan update
- » Give an overview of the purpose of the Comprehensive Plan
- » Discuss opportunities for public input
- » Describe the format of the workshop
- » Set out the next steps in the update process
- » Answer questions

12/5/2017 Franklin County Comprehensive Plan



## INTENT OF THE UPDATE

- » Periodic update of the Comprehensive Plan is required by the State Growth Management Act (GMA)
  - Comprehensive Plan adopted in 2008
- » Identify the Urban Growth Areas
- » Conform to legal requirements
- » Update population forecasts
- » Study and address emerging issues



12/5/2017 Franklin County Comprehensive Plan



# COMPREHENSIVE PLAN

- » Establishes blueprint for the County's development and future – 20 year horizon (2018 - 2038)
- » Guides the physical development of the community
- » Basis of decisions on land use (zoning and subdivision), transportation, housing, capital facilities, economic development, and the natural environment

12/5/2017 Franklin County Comprehensive Plan



# ELEMENTS



12/5/2017 Franklin County Comprehensive Plan





## LAST MEETING – WHAT WE HEARD

**Provisions to protect and/or provide lands sufficient for the following topics affected by growth:**

Future airport expansion      UGA expansion process      Fish & Wildlife Habitat  
Port projects      Transportation      Farmland  
Electric Company substations

- » Promotion of a healthy and active lifestyle through land use and urban design and ensuring access to clean water and healthy foods
- » Coordination with transportation agencies
- » More biking and hiking trails
- » Preservation of Natural Resources and Rural Character
- » No development impact fees (negative effects to building industry, affordable housing)
- » Affordable Housing
- » Economic Development through increasing revenue and living wage jobs

12/5/2017 Franklin County Comprehensive Plan



## COUNTY WIDE PLANNING POLICIES

- » Introduction Section (Some counties – appendix)
- » First adopted in 1993
- » Cover nine areas as required by RCWs
- » Under state law, RCW 36.70A.210(1) describes the relationship between comprehensive plans and CWPPs. It says that:
  - a 'countywide planning policy' is a written policy statement or statements used solely for establishing a countywide framework from which county and city comprehensive plans are developed and adopted pursuant to this chapter. This framework shall ensure that city and county comprehensive plans are consistent as required in RCW 36.70A.100. Nothing in this section shall be construed to alter the land use powers of the cities.

12/5/2017 Franklin County Comprehensive Plan



## CWPP TOPICS

Implementing  
GMA Goals

Establishing  
UGAs

Joint planning  
within UGAs

Contiguous and  
orderly  
development w/  
urban services

Siting public  
facilities

County-wide  
transportation  
facilities &  
strategies

Affordable  
housing needs

Economic  
development  
and  
employment

Fiscal impact  
analysis

12/5/2017



## SUGGESTED ADDITIONS / CHANGES

- » Designated UGAs should include an amount or of undeveloped area to adequately accommodate forecasted growth and development for the next 20 years. The size of the UGA should be large enough to accommodate community and essential public facilities, housing, commercial and industrial activities, and enough land to prevent inflation of land costs due to market fluctuations and limited land supplies. Further, the size of UGAs should consider the provision of open space, locations for parks and recreation, and protection of Critical Areas as well as natural barriers to development.

12/5/2017



## SUGGESTED ADDITIONS / CHANGES

- » Population projections used for designating urban growth areas will be based upon information provided by the Office of Financial Management (OFM). Use of the "mid" series as provided by OFM is preferred, but the Counties and Cities may determine to use different estimates ("high" or low") based on coordination and mutual agreement. A period of twenty years is the typical planning period.

12/5/2017



## SUGGESTED ADDITIONS / CHANGES

- » The County shall, in consultation with the cities, propose a population allocation for the purposes of updating Comprehensive Plan documents, based upon the most recent ratio of population distribution as provided by the published OFM intercensal population estimates. The allocation shall be reconsidered every five years, when OFM provides a new set of projections for GMA planning, or when circumstances are found to have changed (for example, actual growth rates or permitting varies from the predicted patterns).

12/5/2017





## SUGGESTED ADDITIONS / CHANGES

- » Final development approval will continue to reside with the County for areas outside of City limits.
- » Amendments or changes to the UGA may only be processed once a year.
- » Within Urban Growth Areas, urban uses shall be concentrated in and adjacent to existing urban services, or where they are shown on a Capital Improvement Plan to be available within six years.
- » Whenever possible, the placement of an urban growth line into an area of existing commercial agriculture should be avoided, and the addition of lands without existing commercial agricultural shall be prioritized.

12/5/2017

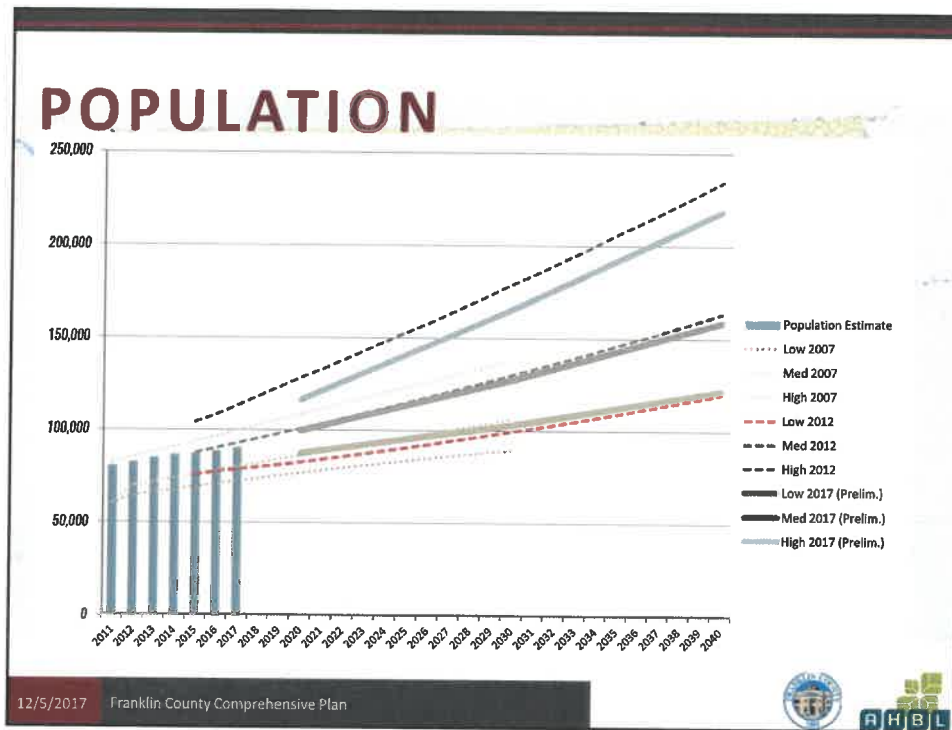


## SUGGESTED ADDITIONS / CHANGES

- » All policies within each jurisdiction's Comprehensive Plans shall be modified to be consistent with adopted Countywide Policies.
- » Capital Improvement Plans and Land Use Plans shall include fiscal analyses which identify the most cost effective uses of regional and local public services.
- » Support the development of public schools in areas where utilities are present or can be extended, is financially supportable at urban densities, where the extension of public infrastructure will protect health and safety, and the school locations are consistent with the analysis recommended by WAC 365-196-425(3)(b).

12/5/2017





## NEXT STEPS

» Proposed Upcoming Workshop Dates:

- January 9, 2018 (Regular Meeting)
- January 23, 2018 (Comprehensive Plan only)
- February 6, 2018 (Regular Meeting)
- February 20, 2018 (Comprehensive Plan only)

12/5/2017 Franklin County Comprehensive Plan

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No.	Comment Topic/ Relevant Element	Commenter	Comment	Response and Rationale
1.	County-Wide Planning Policies (CWPPs)	Futurewise (Page 1 of 02/27/18 letter)	Include a complete streets policy under City/County Development standards and follow-up with a complete streets ordinance.	Section III (#16) of the CWPPs provides guidance for coordination of infrastructure within individual UGAs and outside of corporate limits of cities. The cities of Pasco and Connell have passed resolutions adopting Complete Streets Policies. While a Complete Streets policy would not be included under the CWPPs, County may consider future adoption which would be in Title 12 (Streets, Sidewalks and Public Places).
2.	County-Wide Planning Policies	Futurewise (Page 2 of 02/27/18 letter)	Include requirements for Low Impact Development (LID) for residential and commercial developments.	This policy was included (as Goal 1 Policy 17) in the initial draft Land Use Plan presented at the Planning Commission Workshop on February 27 <sup>th</sup> , 2018.
3.	County-Wide Planning Policies	Futurewise (Page 3 of 02/27/18 letter)	Include a reasonable market factor in sizing the urban growth areas (UGAs) on the Future Land Use Map	Section II (#3) of the proposed revised CWPPs addresses this topic, but no specific market factor is suggested.
4.	Land Use Element	Futurewise (Page 4 of 02/27/18 letter)	Add a policy encouraging compact development in urban growth areas.	This policy was included (as Goal 1 Policy 16) in the initial draft Land Use Plan presented at the Planning Commission Workshop on February 27 <sup>th</sup> , 2018.
5.	Resource Lands Sub-Element	Futurewise (Page 5 of 02/27/18 letter)	Please clarify the designation of agricultural lands of long-term commercial significance	We revised the language in the (draft) Resource Lands Element in the Agricultural Resource Lands section.
6.	Resource Lands Sub-Element	Futurewise (Page 5 of 02/27/18 letter)	Please clarify the long-term commercial significance criteria by stating that the criteria in WAC 365-190-050(3)(c) are used to designate agricultural lands of long-term commercial significance.	Revised as noted.

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No.	Comment Topic/ Relevant Element	Commenter	Comment	Response and Rationale
7.	Resource Lands Sub-Element	Futurewise (Page 5 of 02/27/18 letter)	Adopt policies and regulations to assure that the use of adjacent lands does not interfere with their continued use for the production of food or agricultural products	See Goal 1 and Goal 1 Policies numbers 1, 2, 3, 4, and 11 beginning on Page RES-13 of the Resource Lands Element.
8.	Resource Lands Sub-Element	Futurewise (Page 6 of 02/27/18 letter)	Include a policy reserving an adequate amount of water for agriculture and value-added agricultural processing and manufacturing to maintain jobs and provide for employment growth	See the discussion about the “Columbia Basin Project” in the Utilities Element  While the County can’t “reserve” water, Water Banking has been added as a topic to the Rural Element (See the Wells and Water Rights section) and Goal #5 and 3 supporting policies have been added to the Element.
9.	Rural Lands Sub-Element	Futurewise (Page 6 of 02/27/18 letter)	Modify the Wells and Water Rights section to reflect that all of the water in Franklin County has already been allocated and Surface Water Source Limitations (SWSL) will prohibit additional use of surface water and ground water	Futurewise states “research indicates that all of the water resources in Franklin County are already allocated” and cites two Ecology publications.  However, the publications say “ <b>Much</b> of the water in the .... watershed has already been spoken for. Increasing demands from population growth, declining groundwater levels, and impacts from climate change are adding to the challenge of finding new water supplies .....especially during the summer months.”
10.	Rural Lands Sub-Element	Futurewise (Page 8 of 02/27/18 letter)	Provide more effective policies to protect people and property from wildfires	Revised as noted. See Goal and Policies, Goal 1 Policy 2.f. and g.  We also added a section on wildfires in the “Natural” element and several new policies at the end of the element. Since the “Rural” lands sub-

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				element applies only to those areas outside of the UGA, we felt the “Natural” element was the best place for these items to apply throughout unincorporated Franklin County,
	Positive feedback- Economic Development Element	Futurewise (Page 1 of 04/09/18 letter)	Including this Economic Development element and the integration of the Franklin County Economic Development Plan with considerations of U.S. and global markets, population growth and commodity pricing, will help the County maintain a “strong and vibrant economy” and maintain agriculture as a “cornerstone” of economic vitality. Futurewise supports this draft of the element.	We appreciate the support.
11.	Natural Element-landslides	Futurewise (Page 3 of 04/09/18 letter)	Designate all landslide hazards. The State of Washington Department of Commerce (Commerce) is required to adopt minimum guidelines for critical areas regulations. Commerce’s minimum guidelines, in WAC 365-190-120(6), identify the types of landslide hazards that should be designated. County and city critical areas regulations should designate all of the landslide hazards identified in WAC 365-190-120(6) that occur within the community.	Franklin County Code 18.08.440 includes the policy language for classification and designation of geologically hazardous areas in the County.
12.	Natural Element-landslides	Futurewise (Page 3 of 04/09/18 letter)	Require consideration of all landslides with the potential to adversely impact a proposed development	See FCC 18.08, Geologically Hazardous Areas
13.	Natural Element-landslides	Futurewise (Page 3 of 04/09/18 letter)		



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14.	Natural Element- landslides	Futurewise (Page 4 of 04/09/18 letter)	Require the identification of landslide runoff areas and buffers based site-specific studies	Under the Critical Areas Ordinance, certain developments are required to provide a geotechnical report that includes risk analysis; specifically Franklin County has identified an area of influence based on Best Available Science.
15.	Natural Element- landslides	Futurewise (Page 4 of 04/09/18 letter)	Prohibit development of dangerous geologically hazardous areas. Do not allow construction on landslides, landslide run-out areas, top of slope and side slope areas subject to sliding, and their buffers even if that means that a lot is unbuildable.	See Goal 10, Policies 2, 3, and 4 located on Page N-23
16.	Natural Element- landslides	Futurewise (Page 4 of 04/09/18 letter)	State and local governments should provide public education on the dangers posed by natural hazards and risks from landslides, debris flows, flooding, volcanic eruptions, and earthquakes and measures that can be taken to reduce these hazards	Refer to Franklin County Emergency Management (FCEM)
17.	Natural Element- water	Futurewise (Page 5 of 04/09/18 letter)	<i>See letter for background information:</i> We recommend that the discussion state that water is not physically or legally available for new wells and surface withdrawals (other than Columbia Basin project water rights), including permit-exempt wells. As was documented above, research indicates that all of the water resources in Franklin County are already allocated. Water conservation and focusing growth into existing cities and towns can stretch water supplies and accommodate growth and it is important to reserve water for agriculture and value-added agricultural processing and	Ecology publications say “ <b>Much</b> of the water in the ... watershed has already been spoken for. Increasing demands from population growth, declining groundwater levels, and impacts from climate change are adding to the challenge of finding new water supplies .....especially during the summer months.”  Water in Franklin County has not been adjudicated by the courts. In addition, no instream rules (rules that would set instream flows for rivers and streams, establish requirements for new water right permits, and possibly close surface waters to

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			manufacturing to maintain and enhance the county economy. So, we recommend that a policy be added to the water policies to reserve sufficient water for agriculture and its related industries. We recommend a new policy like the following:  Reserve sufficient water to maintain the agricultural industry and agricultural processing and value-added manufacturing.	new diversions) have been adopted in Franklin County
18.	Natural Element- water	Futurewise (Page 7 of 04/09/18 letter)	We recommend that the paragraph before “soils” on page N-7 be modified to read as follows with our deletions double struck through:  Aquifer recharge areas that have an effect on, or are associated with, aquifers used for potable water <del>in community water systems</del> are considered Critical Aquifer Recharge Areas. These areas are <del>often near irrigated lands close to municipal water supplies</del> and are classified and designated by Franklin County.	Revised as noted.
19.	Natural Element- water	Futurewise (Page 7/8 of 04/09/18 letter)	To protect this limited, but critical resource, we recommend that Franklin County adopt the following policies for aquifer recharge areas: <ul style="list-style-type: none"> <li>• Identify and map the location of groundwater resources used for potable water supplies.</li> <li>• Classify the relative vulnerability of various aquifers to contamination.</li> <li>• Direct uses and activities with the potential to contaminate aquifers away from vulnerable aquifers.</li> </ul>	Look at CAO and compare. Anything not in CAO will be updated in new CAO next year .... -FCC 18.08.300 provides the standards for classifying and designating aquifer recharge areas. -FCC 18.08.320 provides regulations for proposed development in CARAs with high potential for contamination and specifies that proposed activities must not contaminate the CARAs but classification of various aquifers is not covered.

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			<ul style="list-style-type: none"> <li>•Protect aquifers from pollution by minimizing activities and conditions that pose contamination risks.</li> <li>•Require contamination prevention plans and best management practices for uses and activities with the potential to contaminate aquifers and ensure the plans and best management practices are followed.</li> <li>•Limit impervious surfaces to maintain ground water recharge.</li> <li>•Require the infiltration of clean and treated storm water into the ground where feasible.</li> <li>•Manage groundwater withdrawals to maintain the availability of ground water for drinking water sources, businesses, and irrigation and to maintain instream flows from ground water that support fish and wildlife habitat and human instream uses.</li> <li>•Require water conservation in new and existing buildings and activities to prevent the overuse of aquifers.</li> <li>•Include ground water protections in Voluntary Stewardship Programs.</li> <li>•Work with state and federal officials, facility operators, and land owners to clean up polluted ground water.</li> </ul>	<p>This will need to be part of the County CAO update.</p> <p>-Contamination prevention plans are not currently required by FCC 18.08 and perhaps should be considered as part of the County's CAO update.</p> <p>However, 18.08.320.1 requires that "Development activities within a critical aquifer recharge area that have a high potential for contamination shall be required to do a hydrogeologic study as developed by a qualified geologist" and lists what should be included in that report.</p> <p>-Regulation of impervious surfaces and the suggested regulations pertaining to storm water will need to be considered in the County CAO update.</p>
20.	Natural Element- Habitats and Species	Futurewise (Page 8 of 04/09/18 letter)	We support the designation and conservation of priority habitats and species. Wildlife protection policies are important to county residents who hunt, fish, and view wildlife. They are also	n/a

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			important to the tourism economy of Washington State and Franklin County since birding, hunting, fishing, and boating are important economic draws and sustain many businesses. Outdoor recreation is estimated to contribute \$81,959,000 to the Franklin County economy, generating 1,114 jobs and paying \$5,942,000 in state and local taxes. Protecting fish and wildlife habitats and rivers and streams will help maintain the economic benefits of outdoor recreation for Franklin County.	
21.	Comp Plan Process	Ginger Wilremann-02/16/18 email	<p>I am teaching sustainability at Chiawana HS Environmental Science classes and would like to encourage the students to participate in the Comp Plan process. In looking for information, I ended up here: <a href="http://www.co.franklin.wa.us/">http://www.co.franklin.wa.us/</a> the dates for the planning process are not shown. Then I clicked on the link which took me to EZ View <a href="https://www.ezview.wa.gov/site/alias_1967/contacts/37147/contacts.aspx">https://www.ezview.wa.gov/site/alias_1967/contacts/37147/contacts.aspx</a></p> <p>This page also links to ezview <a href="http://www.co.franklin.wa.us/planning/">http://www.co.franklin.wa.us/planning/</a></p> <p>I called and found out the next Public Workshop is on the 27th. The person answering the phone thought the dates were posted so I thought maybe it was because I was on the EZ View site, but none of the Franklin County hosted pages have the dates either. (That site still lists the Feb. commission date) Also, the <a href="http://bit.ly">bit.ly</a> short URL</p>	<p>(Email 2/20/18): Hello, The next Planning Commission meeting on February 27, 2018 is a special meeting; it will be a workshop on the Comprehensive Plan Periodic Update project. <b>We invite you to attend and participate.</b></p> <p>As always, you can see documents and announcements related to the updated on the <a href="#">2018 Franklin County Comprehensive Plan Periodic Update project webpage</a>.</p> <p>I have attached the agenda – you can also access the agenda and the packet of materials that the Planning Commission will review at this link: <a href="#">Feb 27, 2018 Meeting Materials Packet</a>.</p> <p>If you would like a paper copy at or prior to the meeting, please let me know and we can arrange</p>

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No.	Comment Topic/ Relevant Element	Commenter	Comment	Response and Rationale
			goes to EZ View so still no help. Thank you for your attention to this matter.	that for you.  Thank you, Nicole Stickney, AICP
22.	Natural Element- Habitat	D. Berkowitz & R. Leaumont- Lower Columbia Basin Audubon Society -LCBAS (Page 1 of 04/23/18 letter)	(underlines are suggested additions) P. N-1 2 <sup>nd</sup> intro paragraph. "All five critical areas exist in the County and protection and restoration of these areas is necessary for water quality and quantity, soil health, <u>protection of habitat</u> and its associated fish and wildlife, and the prevention of hazardous conditions...." I.e., fish & wildlife habitat is a component of critical areas that should be included.	Revised as noted.
23.	Natural Element- Habitat	D. Berkowitz & R. Leaumont- LCBAS (Page 1 of 04/23/18 letter)	(underlines are suggested additions) P. N-1 Intro paragraph – in addition to critical areas, what about shorelines and natural areas? They are an important component of the Natural Element. Possible wording: <u>The natural setting of Franklin County comprises natural areas, shorelines, and critical areas within the County. The County uses the best available science to develop regulations to protect the functions and values of these areas. [since BAS is a requirement of the RCW/WAC.]</u>	Revised as noted.
24.	Natural Element- Water resources	D. Berkowitz & R. Leaumont- LCBAS (Page 1 of 04/23/18	(underlines are suggested additions) P. N-5 Surface Water. "Water from the Columbia River is used for ....tribal treaty commitments, fish and wildlife needs, and .... " I.e., fisheries and wildlife in general, not just	Revised as noted.

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No.	Comment Topic/ Relevant Element	Commenter	Comment	Response and Rationale
		letter)	salmonids.	
25.	Natural Element- Water resources	D. Berkowitz & R. Leaumont-LCBAS (Page 1 of 04/23/18 letter)	(underlines are suggested additions) P. N-5 Surface Water. Would be useful to mention how many miles of shoreline meet the jurisdictional criteria of the Franklin County SMP and which rivers are Shorelines of Statewide Significance.	See Page N-19. Language was added to note which rivers are Shorelines of Statewide Significance. We did not list the acreage or miles of shoreline covered by the SMP since the information in that document is considered included in the Comprehensive Plan.
26.	Natural Element- Water resources	D. Berkowitz & R. Leaumont-LCBAS (Page 1 of 04/23/18 letter)	(underlines are suggested additions) P. N-5 Surface Water. Suggest adding info about the rivers and coulees and lakes. E.g, <u>The Columbia, Snake, and Palouse rivers and the Esquatzel Coulee/Washtucna Coulee (others?)</u> provide a water source for aquifer recharge areas and provide floodplain, wetland, and fish and wildlife habitat. Many <u>indigenous wildlife</u> species depend on these river and coulee corridors for cover and other sustenance essential to their life cycles. These waters of the state are protected under shoreline or critical area protections.	Revised as noted.
27.	Natural Element- Critical Areas	D. Berkowitz & R. Leaumont-LCBAS (Page 1 of 04/23/18	P. N-12 It would be useful to label the start of the critical area discussion on P. 12 with a 'super heading' of 'Critical Areas' and then include the 'Habitats and Species' (or Fish and Wildlife Habitat Conservation Areas), Wetlands',	Revised as noted.



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No.	Comment Topic/ Relevant Element	Commenter	Comment	Response and Rationale
		letter)	'Floodplains' as subheadings under 'Critical Areas.'	
28.	Natural Element- Habitats	D. Berkowitz & R. Leaumont- LCBAS (Page 1 of 04/23/18 letter)	(underlines are suggested additions) P. N-12 (last paragraph). "FWHCAs are established and mapped to protect habitats for federal or state endangered, threatened, sensitive, <u>candidate</u> , and <u>priority</u> species of fish, wildlife or plants," <u>following best available science</u> .	Revised as noted.
29.	Natural Element	D. Berkowitz & R. Leaumont- LCBAS (Page 1 of 04/23/18 letter)	P. N-13. Is there an edition of the Washington Environment Atlas that's later than 1975? I haven't seen reference to this in other CAO's. They mainly reference WDFW's PHS list.	We also looked at WDFW's PHS list in creating our list.
30.	Natural Element- habitats	D. Berkowitz & R. Leaumont- LCBAS (Page 1 of 04/23/18 letter)	P. N-13 FWHCAs in the County – references should be made to the Juniper Dunes Wilderness Area and to the portion of the Hanford Reach National Monument that lies in Franklin County. What other areas are important to protect – based on input from WDFW, Corps, USFWS, and citizen input?	FCC 18.08.470 through 18.08.550 addresses this in the County's Critical Areas Regulations.
31.	Natural Element- habitats	D. Berkowitz & R. Leaumont- LCBAS (Page 1 of	(underlines are suggested additions) P. N-13 I'd like to see a discussion of how natural habitats are at risk and how they will be protected in the future. As an example:	Revised as noted.

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		04/23/18 letter)	<p><u>"Biological resources in the County are threatened by development pressure, expansion of UGAs, farming, recreational, and other activities. Much of the native shrub steppe habitat has been eliminated and what remains is being fragmented, resulting in declines of native wildlife species. Declining water quality has also impacted aquatic species. Protection of these priority habitats and fish and wildlife species should be pursued under a federal, state, and local partnership. Priority habitats on existing public lands should be conserved, with additional purchases, exchanges, or conservation easements being used to connect these priority habitats into functional systems. Riparian and wetland environments should be conserved and monitored for protection and enhancement."</u></p>	
32.	Natural Element- wetlands	D. Berkowitz & R. Leaumont-LCBAS (Page 1 of 04/23/18 letter)	<p>(underlines are suggested additions) P. N-16 (1<sup>st</sup> paragraph under Wetlands). The wetlands definition is incomplete; it should be stated in its entirety. I.e., <u>"Wetlands are those areas that are inundated or saturated by surface water or ground water at a frequency and duration sufficient to support, and that under normal circumstances do support, a prevalence of vegetation typically adapted for life in saturated soil conditions. Wetlands generally include swamps, marshes, bogs, and similar</u></p>	Revised as noted.

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			<p>areas. <u>Wetlands do not include those artificial wetlands intentionally created from nonwetland sites, including but not limited to irrigation and drainage ditches, grass-lined swales, canals, detention facilities, wastewater treatment facilities, farm ponds, and landscape amenities or those wetlands created after July 1, 1990, that were unintentionally created as a result of the construction of a road, street, or highway. Wetlands may include those artificial wetlands intentionally created from non-wetland areas to mitigate the conversion of wetlands.”</u> The non-definition parts of the first paragraph should be separated into a separate paragraph.</p>	
33.	Natural Element-wetlands	D. Berkowitz & R. Leaumont-LCBAS (Page 2 of 04/23/18 letter)	<p>(underlines are suggested additions) P. N-16 (3<sup>rd</sup> paragraph under Wetlands). Some of the areas mentioned in the first sentence of this paragraph should be considered regulated wetlands; some (like stock ponds) are not. <u>A wetland is considered artificial, and not subject to state or local regulation as a wetland, only if it meets both of the following characteristics: (1) Intentionally created and (2) Formerly non-wetland (upland) site. In irrigated agricultural areas, wetlands can result from localized conditions (e.g., a leaking irrigation ditch) or from a region-wide rise in groundwater resulting from regional irrigation projects. These types of wetlands are regulated by state wetland law and</u></p>	Revised as noted.

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			cannot be filled or drained without appropriate permits and mitigation. However, if the irrigation practices that led to the incidental wetland creation are changed (e.g., through implementation of water conservation practices), and the wetland dries up and no longer performs wetland functions, then no mitigation is required.	
34.	Natural Element- floodplains	D. Berkowitz & R. Leaumont- LCBAS (Page 2 of 04/23/18 letter)	P. N-17. Floodplain discussion should be separated from wetlands since they are a separate critical area. Frequently flooded areas. Is there any discussion about constraints on development in a floodplain/floodway? (e.g., WDOE's Floodplain Management in the State of WA for examples/suggestions.?)	Floodplains section is renamed and is its own section under Critical Areas.  Development in areas of special flood hazards is regulated by FCC 15.08, the Flood Damage Prevention Code.
35.	Natural Element- critical aquifer recharge areas	D. Berkowitz & R. Leaumont- LCBAS (Page 2 of 04/23/18 letter)	P. N-6,7. CARA's should be discussed under Critical Areas or at least referenced back to "Water Cycle." What is Franklin County doing or proposing to do to improve groundwater contamination in CARAs? How well is groundwater contamination being monitored throughout the County?	A new section on CARAs was added under the Critical Areas section.
36.	Natural Element- critical aquifer recharge	D. Berkowitz & R. Leaumont- LCBAS (Page 2 of 04/23/18	P. N-3. The discussion on "Geologically Hazardous Areas" should be referenced under Critical Areas. Seismic hazard areas are also considered Geologically Hazardous Areas. Suggest you elaborate on what you mean by	Revised as noted. The Geologically Hazardous Areas section has been moved to the Critical Areas section.

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	areas	letter)	“special consideration” when development occurs? Also, are there advantages to leaving some of these areas undeveloped? For example, some of these areas that are difficult to develop may also provide good habitat for wildlife and could help with connectivity of habitat.	
37.	Natural Element- Policy Matrix	D. Berkowitz & R. Leaumont- LCBAS (Page 2 of 04/23/18 letter)	We’d suggest replacing this table with Goals #1 thru #5 and associated policies as described below (this incorporates a number of the goals and policies in the original table): Goal#1: Promote the protection, conservation, and restoration of natural areas, shorelines, and critical areas as unique assets to the community and provide non-motorized public access to public lands for enjoyment of such areas based on the ability of the resource to support the use. Policy #1. Use the critical areas ordinance (CAO), shoreline master program (SMP), the state environmental policy act (SEPA), and other ordinances, as applicable, to designate and protect the critical areas and natural environment. These ordinances will be updated according to the best available science. Policy #2. Consider the goals and policies of the SMP as part of this Comprehensive Plan. Encourage development of water-oriented recreational, cultural, and commercial facilities in certain shoreline locations, consistent with	The Goals and Policies have been updated as suggested and a few of the original Goals and Policies were retained.



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			<p>the SMP and its criterion of no net loss of ecological functions, to enhance and diversify community recreational resources and its attractiveness to tourists.</p> <p>Policy #3. Ensure public access to shorelines on public land, subject to regulations protecting public safety, sensitive habitat areas, and wildlife.</p> <p>Policy #4. Identify rivers, streams, creeks, natural drainage ways, lakes, wetlands, riparian habitats, and fish and wildlife habitat conservation areas and protect their functions and values.</p> <p>Policy #5. Encourage public agency acquisition of natural areas of scientific, research, and educational significance for public benefit.</p> <p>Policy #6. Identify and designate habitats of local importance to protect locally important habitats and species under the County CAO.</p> <p>Policy #7. Integrate natural areas and critical areas into a linked pattern of open lands where feasible to serve multiple open space functions such as buffers, visual resources, and wildlife habitat corridors and connectivity, specifically maintain connectivity of shrub steppe habitat.</p> <p>Policy #8. Develop an integrated pedestrian trail system to provide access and linkages between natural features, based on the ability of the resource to support the use.</p>	

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38.	Natural Element- Policy Matrix	D. Berkowitz & R. Leauumont- LCBAS (Page 3 of 04/23/18 letter)	Goal #2. Consider the goals and benchmarks and adaptive management of the Voluntary Stewardship Work Plan in agricultural areas as part of the Comprehensive Plan. Policy #1. Prevent the degradation of functions and values of critical areas existing as of July 22, 2011 in agricultural areas at the watershed level. Policy #2. Maintain and enhance agricultural viability. Policy #3. Voluntarily enhance critical areas in agricultural areas through promotion of incentive-based measures.	See Response to #37.
39.	Natural Element- Policy Matrix	D. Berkowitz & R. Leauumont- LCBAS (Page 3 of 04/23/18 letter)	Goal #3. Protect life and property and avoid or mitigate significant risks to public and private property and to public health and safety that are posed by frequently flooded and geologic hazard areas. Policy #1. Limit development in areas with higher risk for natural disaster or geologic hazard unless it can be demonstrated by the project proponent that the development is sited, designed, and engineered for long term structural integrity and that life and property on- and off-site are not subject to increased risk as a result of the development. Policy #2. Regulate development in frequently flooded area in accordance with the National Flood Insurance Program and WDOE guidelines. Policy #3. Prevent developments within floodways and inherently unstable slopes as	See Response to #37.

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			<p>they are not suitable for developments.</p> <p>Policy #4. Locate and designate lands subject to natural disasters and hazards for uses which avoid or minimize exposure of life and property to risk.</p> <p>Policy #5. Work with the applicable agencies to update the County FIRRM mapping and adopt a Digital Mapping system (D-FIRRM).</p> <p>Policy #6. Support hazard mitigation planning and implement adopted mitigation initiatives.</p>	
40.	Natural Element- Policy Matrix	D. Berkowitz & R. Leumont- LCBAS of 04/23/18 (letter)	<p>Goal #4. Protect and enhance surface water and groundwater quality for human health, drinking water supply, and to meet water quality standards.</p> <p>Policy #1. Restrict development that significantly degrades or depletes surface waters or groundwater or site and design developments to avoid, minimize, or mitigate such impacts.</p> <p>Policy #2. Protect surface and groundwater quality as a resource essential to the public health, safety and welfare, economic growth, and prosperity of the County.</p> <p>Question for policy #2. Is the multi-county groundwater monitoring program sufficient to monitor and protect all CARA's?</p> <p>Policy #3. Establish standards for the retention, recharge, and treatment of stormwater runoff channeled from impervious surfaces.</p> <p>Policy #4. Support the Benton-Franklin Health</p>	See Response to #37.

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			District to develop and implement septic tank and drain field standards that protect surface and ground water quality and human health. Policy #5. Encourage educational programs and voluntary efforts of agricultural producers, processors, irrigation districts, and municipal users to responsibly manage return flows to improve surface and ground water quality.	
41.	Natural Element- Policy Matrix	D. Berkowitz & R. Leaumont- LCBAS (Page 3 of 04/23/18 letter)	Goal #5. Development through appropriate design should protect natural features such as rivers, shorelines, and steep slopes. Policy #1. Development should be sensitive to existing topography, landscape, and critical areas, and should avoid, minimize, or mitigate environmental impacts. Policy #2. Lighting should be designed so as to promote public safety as well as to promote “Dark Sky” principals. Policy #3. Minimize the impacts of development to property owners while not adversely impacting critical areas by using density bonuses, clustering, and other means of compensation as appropriate for the protection of critical areas.	See Response to #37.
42.	Natural Element- general comments	D. Berkowitz & R. Leaumont- LCBAS (Page 4 of	Original goals/policies #4-6. Shouldn't these be under 'Utilities Element'?	These goals have been moved to the Utilities Element as suggested.

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		04/23/18 letter)		
43.	Natural Element-general comments	D. Berkowitz & R. Leaumont-LCBAS (Page 4 of 04/23/18 letter)	Recommend the draft plan be submitted to county legal counsel for review prior to finalizing the draft.	The entire Comprehensive Plan Update draft will be submitted to county legal counsel for review.
44.	Natural Element-general comments	D. Berkowitz & R. Leaumont-LCBAS (Page 4 of 04/23/18 letter)	Recommendation has been made to delete the discussion on soils on P. N-7 thru N-12. The recommendation noted that this information was unnecessary. The recommendation also stated that it might still be included as an appendix. We would like to commend the planning staff for the excellent write up on county soils. This information may be redundant to planning commissioners who are involved in agriculture but it is a revelation to most of the public. We highly recommend that the information on P. N-8 through the middle of P. N-9 (up to the paragraph beginning with "In the 1990's..." be retained in the body of the plan, either in this element or under the "Resource Lands Element" since it is related to agricultural lands. The soils descriptions beginning at the bottom of P. N-9 through P. N-12 could be moved to an appendix but definitely should be retained in the overall planning	Revised as noted. The soil descriptions have been moved to an Appendix.



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			document. Having this information available to the public will enhance the plan's ability to aid all parties in understanding the importance of the various soil types and their impact on suitability for crops and land uses.	
45.	Natural Element-general comments	D. Berkowitz & R. Leaumont-LCBAS (Page 4 of 04/23/18 letter)	Agriculture is a fundamental part of our county's economy and culture, but we are also blessed with exceptional natural beauty, wildlife habitat, and recreational opportunities. We should craft a plan that promotes harmony, while protecting agriculture, the environment, our culture, and recreation.	Noted.
46.	Economic Development Element	D. Berkowitz & R. Leaumont-LCBAS (Page 1 of 04/23/18 letter)	Suggest recognizing natural areas for the value they offer as major attractions for tourism and for quality of life for residents.	Revised as noted.
47.	Economic Development Element	D. Berkowitz & R. Leaumont-LCBAS (Page 1 of 04/23/18 letter)	Suggest working with public and private groups to support the Hanford Reach National Monument, Juniper Dunes Wilderness area, Palouse Falls State Park.	Noted. The Board of County Commissioners stay up to date on issues and challenges related to these areas.
48.	Economic Development Element	D. Berkowitz & R. Leaumont-LCBAS (Page 1 of 04/23/18 letter)	Recognize State and possible future County parks for the value they offer as attractions for tourism and for quality of life as they offer opportunities for active and passive recreation.	The County supports State and Federal parks and open spaces however, there are no County owned or managed parks or open spaces at this time nor will there be any added in the near future.

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49.	Economic Development Element	D. Berkowitz & R. Leaumont-LCBAS (Page 1 of 04/23/18 letter)	Economic development would be enhanced by establishing a connected trail system in Franklin County to encourage tourism by allowing for non-motorized recreational use and county wide connectivity. Examples could include trail easements along maintenance roads along canals, establishing a trail around Scooteneey reservoir (another stop on the Ice Age Floods Trail), trail from Lyons Ferry State Park to Palouse Falls State Park.	Noted.
50.	Economic Development Element	Gary Ballew, Port of Pasco (Page 1 of 04/23/18 email)	2018 Ag Census – what we know - The National Agricultural Statistics Service (Division of USDA) is continuing to collect census responses. The first official deadline for responses occurred in mid-February. Based on the press release link below, the agency will continue to collect responses through the spring months. They sent out 3 million questionnaires with a 40% rate of return at this point. <a href="https://www.agcensus.usda.gov/Newsroom/2018/02_27_2018.php">https://www.agcensus.usda.gov/Newsroom/2018/02_27_2018.php</a> We still don't have a date when it will be released. I might just copy a table from the Census and state the source. They should have it broken down by County and over time.	We updated / added several tables in the ED element with additional information from the Ag Census. However, the 2017 data will not be released for a while, likely not until after the Periodic update is completed.
51.	Economic Development Element	Gary Ballew, Port of Pasco (Page 1 of 04/23/18	In the Agricultural Demand section, add some language regarding the flexibility of supply. Maybe something along the lines of <i>irrigated agriculture in Franklin County is flexible in</i>	We added the language as suggested.

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		email)	<i>meeting market demand for a different product mixes. The ability of the soil to grow a wide range of agricultural products, combined with consistent water supply, means Franklin County agriculture should perform better than other agricultural regions across the country.</i>	
52.	Economic Development Element	Gary Ballew, Port of Pasco (Page 1 of 04/23/18 email)	<i>In the Agricultural Business section add, ...within the county. Decreasing labor has led to increased automation in both the agricultural and agricultural processing sectors. Increased productivity drives the need for fewer, higher skilled employees that earn a better wage. Continued educational opportunities and workforce training are necessary for continued success of the industry. Prospects look bright...</i>	We added the language as suggested.
53.	Economic Development Element	Gary Ballew, Port of Pasco (Page 1 of 04/23/18 email)	<i>In the Expansion section add to the end, Franklin County is one of the youngest counties in the State. If these young people can be retained and given the skills necessary to succeed, the County could see a labor pool that will provide a competitive advantage as it seeks to expand.</i>	We added the language as suggested.
54.	Economic Development Element	Gary Ballew, Port of Pasco (Page 1 of 04/23/18 email)	<i>In the table Section Education and Training consider adding changing skill sets demanded by industry mean continuing education and STEM will be critical for future success.</i>	We added the language as suggested.

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55.	Land Use Element	J. Dawson, Public Health-BFHD (Page 1 of 05/17/2018 letter)	Include or consider Mixed-use development: supports a combination of land uses (e.g. residential, commercial, and recreational) in development initiatives, often through zoning regulations (shown to increase physical activity, active transportation, improve health outcomes, reduce vehicle miles traveled).	Dwelling units in a mixed use building are allowed as a Conditional Use as accessory to the principle use in the following zones: Office/O, Retail Business/C-1, and Rural Service Commercial/C-2.
56.	Land Use Element	J. Dawson, Public Health-BFHD (Page 1 of 05/17/2018 letter)	Include or consider Zoning regulations for land use policy: use zoning regulations to address aesthetics and safety of the physical environment, street continuity and connectivity, residential density and proximity to businesses, schools, and recreation	This suggestion will be taken into consideration when the County Zoning Code is updated.
57.	Land Use Element	J. Dawson, Public Health-BFHD (Page 1 of 05/17/2018 letter)	Consider adding Green space and parks: increase recreational green space through new parks or open spaces, renovation or enhancement of under-used recreation areas, rehabilitation of vacant lots, brownfields, etc. (shown to increase physical activity/reduce obesity, improved mental health, reduce crime, reduce stress, improve health outcomes) (also likely to decrease disparities).	The County supports State and Federal parks and open spaces however, there are no County owned or managed parks or open spaces at this time.
58.	Trans. Element	J. Dawson, Public Health-BFHD (Page 1 of 05/17/2018 letter)	Include or consider Streetscapes design/complete streets: enhance streetscapes with greater sidewalk coverage and walkway connectivity, street crossing safety features, traffic calming measures, and other design elements (shown to increase physical activity, improve pedestrian and cyclist safety, increase active transportation, improved sense of	The County is looking into this.

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			community, improved neighborhood safety, reduced stress, reduced vehicle miles traveled).	
59.	Trans. Element	J. Dawson, Public Health-BFHD (Page 2 of 05/17/2018 letter)	Include or consider Places for physical activity: through modification of local environments to support physical activity, increase access to new or existing facilities for physical activity, or build new facilities (also likely to decrease disparities).	The City of Pasco is looking into this.
60.	Trans. Element	J. Dawson, Public Health-BFHD (Page 2 of 05/17/2018 letter)	Include or consider Safe Routes to Schools (SRTS): promotes walking and biking to school through education, incentives, and environmental changes. This nationally recognized and supported by Washington State as well as a regular topic of discussion in regional planning for transportation.	The City of Pasco is looking into this.
61.	Trans. Element	J. Dawson, Public Health-BFHD (Page 2 of 05/17/2018 letter)	It also important when looking at your plan to include provisions to address existing developed areas within urban growth boundaries of the cities of Pasco, Connell and Mesa to improve infrastructure and maintain and even increase opportunities for healthy living commensurate with newly developed areas. a. Walking paths and/or sidewalks commensurate with city requirements for new subdivisions. b. Transportation planning that allows and support multi-modal mean of travel including bike and provisions for transit stops.	We recommend reaching out to the individual cities in Franklin County who are also updating their Comprehensive Plans at this time.

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			c. Available access to parks and recreational activities within or near housing developments. d. Areas available for retail development support access to healthy foods.	
62.	County-Wide Planning Policies	Ginger Wireman- (Page 1 of 02/26/18 letter)	1. While growth is inevitable, economic prosperity as a result of growth is not automatic. Some growth actually hurts a community in the long run, stretching available services and lowering quality of life. Thoughtful growth is imperative, and citizen engagement at every turn is likely to result in better outcomes for all.	Noted.
63.	County-Wide Planning Policies	G. Wireman- (Page 1 of 02/26/18 letter)	1.A. Encourage developers fees be paid up front to cover the cost of new infrastructure that doesn't impact existing residents. Cost efficiency is relative. Land should be valued fairly, and new commercial development should be paying the same rate per acre as older development with a transparent formula for how assessments are determined.	Noted. Thank you for your comment.
64.	County-Wide Planning Policies	G. Wireman- (Page 1 of 02/26/18 letter)	1. B. <del>Reduce Sprawl</del> : Avoid the <del>inappropriate</del> conversion of undeveloped land into sprawling, low-density development and encourage efficient use of space, and higher density development that makes maximum use of shared resources (water, sewer, electrical infrastructure).  Suggest striking the word inappropriate as it is subjective. Whoever is in office or buddies with a developer will have a different opinion.	The County-Wide Planning Policies were crafted using language from the Growth Management Act and often, as in this case, copied directly from the GMA in an attempt to ensure that county and city comprehensive plans (within Franklin County) are consistent with one another.



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65.	County-Wide Planning Policies	G. Wireman- (Page 1 of 02/26/18 letter)	1. C. <b>Transportation:</b> Multi-modal must include bike and pedestrian safety, consider adding specific language. Currently Pasco/Franklin County are too car-centric.	The County-Wide Planning Policies are meant to be general, overarching statements. Please refer to the (draft) Transportation Element for more in-depth and specific information.
66.	County-Wide Planning Policies	G. Wireman- (Page 1 of 02/26/18 letter)	1. D. <b>Housing:</b> Good start. Add mixed use (residential, retail, commercial) and the use of form-based codes that allow ease in permitting.	Thank you for positive feedback. Please see the (draft) Housing Element for more specific information. For form-based code and specific urban permitting suggestions, we recommend reaching out to the individual cities in Franklin County who are also updating their Comprehensive Plans at this time.
67.	County-Wide Planning Policies	G. Wireman- (Page 2 of 02/26/18 letter)	1. E. <b>Economic Development:</b> Engaging the public in economic development planning would be helpful. The Broadmoor Outlet mall was doomed from the start. There wasn't enough local traffic, and we are not on a major interstate that would encourage tourist shopping. Most local people could have told developers that.	Noted.
68.	County-Wide Planning Policies	G. Wireman- (Page 2 of 02/26/18 letter)	1. F. <b>Property Rights:</b> Assume this is template language. Consider adding something to protect landowners who choose not to subdivide. They should not be forced to pay higher taxes similar to those on adjacent parcels. (e.g. farmland is assessed at a lower value than residential/commercial). The holdout farmer shouldn't be assessed at the higher rate or forced to pay for water or sewer extended to a new tract beyond his or her property.	The Comprehensive Plan has no bearing on property assessment values. There is nothing needed to protect landowners who choose not to subdivide; that is a decision left to the landowners.

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69.	County-Wide Planning Policies	G. Wireman- (Page 2 of 02/26/18 letter)	1. G. <b>Permits:</b> Again, the use of a form based code for development can ease the permitting process.	We recommend reaching out to the individual cities in Franklin County who are also updating their Comprehensive Plans at this time.
70.	County-Wide Planning Policies	G. Wireman- (Page 2 of 02/26/18 letter)	1. H. <b>Natural Resource Industries:</b> Consider creation of an agricultural conservancy area to protect farmland.	Please see the (draft) Natural Element for information regarding natural resources. Individual farm owners can obtain / establish conservation easements.
71.	County-Wide Planning Policies	G. Wireman- (Page 2 of 02/26/18 letter)	1. I. <b>Open Space and Recreation:</b> Delete the word useful – subjective. All open space is useful to someone/or some animal. <b>SUGGEST:</b> Protect open space and conserve critical fish and wildlife habitat. Enhance recreational opportunities, increase public access to natural resource lands and water, and develop parks and recreation facilities where activities will not diminish habitat protections.	Thank you for your suggestion. We have used language directly from the GMA in an effort to keep consistent verbiage.
72.	County-Wide Planning Policies	G. Wireman- (Page 2 of 02/26/18 letter)	1. J. <b>Environment:</b> good	Thank you for the positive feedback.
73.	County-Wide Planning Policies	G. Wireman- (Page 2 of 02/26/18 letter)	K. <b>Citizen Participation and Coordination:</b> K. Move to A – assuming this as the first step is a great one! How are you working specifically to engage your rural residents, and also low-income and those who speak English less than well?	Notices and suggestion sheets are provided in English and Spanish and a Spanish-speaking Franklin County staff member has been present at each Comprehensive Plan Public Workshop. The Workshops are held in the evenings, after traditional work hours and directly following the regularly scheduled Franklin County Planning Commission Meetings. The Planning Commission

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				consists of members from specific areas (majority rural) throughout Franklin County who have been asked to take information and notices back to their rural and agricultural areas to help spread the word to as many Franklin County residents as possible.
74.	County-Wide Planning Policies	G. Wireman- (Page 2 of 02/26/18 letter)	L. <b>Public Facilities and Services:</b> Ensure developers fees are assessed to limit the burden incurred by existing taxpayers.	The County implements the SEPA process to determine when mitigation measures are necessary.
75.	County-Wide Planning Policies	G. Wireman- (Page 2 of 02/26/18 letter)	M. <b>Historic Preservation:</b> Good	We appreciate the positive feedback.
76.	County-Wide Planning Policies	G. Wireman- (Page 2 of 02/26/18 letter)	II. 7. What are the OFM Mid projections at the time of the plan creation?	See the (draft) Land Use Element for specific population information.
77.	County-Wide Planning Policies	G. Wireman- (Page 2 of 02/26/18 letter)	II. 13. See previous comment regarding possible designation of ag protection zones or creation of a farmland trust.	Please see the (draft) Natural Element for information regarding natural resources. Individual farm owners can obtain / establish conservation easements.
78.	County-Wide Planning Policies	G. Wireman- (Page 2 of 02/26/18 letter)	II. 14. Good to encourage infill and discourage leapfrog.	Noted.
79.	County-Wide Planning Policies	G. Wireman- (Page 2 of 02/26/18 letter)	II. 16. Good – should also add encourage low impact development, and reiterate multi-modal transportation in this section.	The County will be updating the Development Codes and will take these suggestions under consideration in that process.

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80.	County-Wide Planning Policies	G. Wireman- (Page 2 of 02/26/18 letter)	V. Multi-modal, and public transit addressed seems to be left out of this section.	We inserted this language into the appropriate section.
81	County-Wide Planning Policies	G. Wireman- (Page 2 of 02/26/18 letter)	VI. Ensuring a variety of housing for people of different incomes and stages of life is important and this needs to have additional language that encourages mixing that housing to avoid socio-economic or racial segregation.	We inserted language into the appropriate section.
82.	County-Wide Planning Policies	G. Wireman- (Page 3 of 02/26/18 letter)	(See letter for background information) The county must acknowledge critical / geologic hazards presented by unstable slopes.	See the (draft) Natural Resources Element.
83.	County-Wide Planning Policies	G. Wireman- (Page 3 of 02/26/18 letter)	The county should call out more explicitly the fact that ground and surface water and the existing water rights for Pasco, etc., are limited in scope.	See the (draft) Natural Resources Element.
84.	Connell UGA Expansion Application	WSDOT- (Page 1 of 09/04/18 letter)	The Connell proposal to expand its UGA boundary by approximately 80 acres consisting of two parcels is located near US 395 at Milepost 56.7 and its intersection with Lind Road. US 395 is a limited access highway and all access rights have been acquired. No private direct access is allowed to SR 395. The application materials state that the applicant wants to pursue the development of a future race track to be served by city utilities and services.	Noted.

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85.	Pasco UGA Expansion Application	WSDOT- (Page 1 of 09/04/18 letter)	<p>The Pasco proposal to expand approximately 4,800 acres to its UGA generally includes those parcels along its northern boundary to accommodate future growth projections and an estimated 10,000 new dwelling units, additional schools, commercial centers and possibly a future regional soccer complex.</p> <ul style="list-style-type: none"> <li>As currently stated in the application, potential transportation impacts will be addressed by capital projects, concurrency requirements and traffic impact fees. Transportation estimates and resulting level of service impacts are provided for the first six years in the application while planning and analyses for the twenty year planning period is required, and needs to include state highways. The draft documents do not mention traffic impact fees to pay for state system improvements.</li> </ul>	This information was provided to the City of Pasco.
86.	Pasco UGA Expansion Application	WSDOT- (Page 1-2 of 09/04/18 letter)	<ul style="list-style-type: none"> <li>It is our conclusion that buildout of the current vacant and re-developable lands within the existing Pasco urban growth area will cause the interchanges on Interstate 182 to fall below acceptable levels of service as the local connections to the state system are already suffering. This will result in significant adverse impacts that warrant further study and analyses of alternatives and mitigation options through the preparation of an Environmental Impact Statement per the Washington State</li> </ul>	This information was provided to the City of Pasco.

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			Environmental Policy Act, RCW 43 . 21C. 031.	
87.	Pasco UGA Expansion Application	WSDOT- (Page 2 of 09/04/18 letter)	<ul style="list-style-type: none"> <li>The application references a draft City of Pasco Feasibility Traffic Study for Interchanges (Draft No. 2, January 2017) that pertains to Interstate 182 through Pasco. This report is also mentioned in the SEPA checklist, page 15, and implies that future interchange improvements are already planned to address current traffic needs as well as future residential and commercial development. We want to note that the Washington State Department of Transportation (WSDOT) participated in the analysis but that WSDOT has not adopted the report findings or recommendations, including those recommended for further study.</li> </ul>	This information was provided to the City of Pasco.
88.	Pasco UGA Expansion Application	WSDOT- (Page 2 of 09/04/18 letter)	We strongly support efforts that promote multimodal transportation systems and address impacts on a regional level and not defer to future projects. The future adoption of comprehensive plan and zoning designations of specific parcels adjacent to, or in the immediate vicinity of, a state highway should take into account the type of access control and capacity on that state highway. As final land use plans and subsequent developments are proposed, they will be subject to review for their impacts to the state system and are disclosed in	Comment noted as it relates to Franklin County. Also, this information was provided to the City of Pasco.



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			corresponding State Environmental Policy Act documents and determinations.	
	CWPPs	WSDOT- (Page 2 of 09/04/18 letter)	We request that you consider adding WSDOT to the draft County-wide Planning Policy I (1)(C) to promote coordination on transportation regional priorities in addition to the cities and Franklin County. We emphasize the importance of implementing County Wide Planning Policy III (16) that promotes orderly development and provision of public services, which by definition, includes state highways. We suggest that a possible expansion of these policies to set the framework for how to allow interim or phased development of and within the UGAs to better plan for the supporting capital facilities.	CWPP I (1)(c) revised as noted.
89.				
	Pasco UGA Expansion Application	Futurewise (Page 3-5 of 08/31/18 letter)	<p>We agree with County staff that the UGA expansion is oversized. We also suggest four modifications to the capacity analysis so that it is consistent with the GMA.</p> <ul style="list-style-type: none"> <li>- First, we suggest the dedications from the gross acreage be limited to a market supply factor.</li> <li>- Futurewise's second recommended modification would be to incorporate an estimate of the redevelopable land in the existing UGA.</li> <li>- Futurewise's third recommended modification</li> </ul>	The City of Pasco was provided with this information.
90.				

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			<p>is to include vacant and redevelopable platted land within the existing UGA in the estimates of developable land.</p> <p>- Futurewise's fourth recommended revision is to include the full capacity of the West Pasco/Broadmoor Development Master Plan of over 8,000 housing units in the capacity calculations.</p>	
91.	Pasco UGA Expansion Application	Futurewise (Page 5 of 08/31/18 letter)	<p>The UGA should not be expanded onto agricultural lands of long-term commercial significance.</p> <p>If a complete land capacity analysis shows there is a need for a UGA expansion and given the omissions in the existing data documented above that is far from certain, we think the Summary of Request and Analysis's recommendation to focus on rural designations and to consider increasing residential densities are smart recommendations. As it is now, the City of Pasco UGA expansion fails the requirements for de-designating agricultural land and must be denied.</p>	Noted. Also, this information was provided to the City of Pasco.
92.	Pasco UGA Expansion Application	Futurewise (Page 6 of 08/31/18 letter)	The UGA should not be expanded into airport safety zones or in areas that limit future expansion of the Tri-Cities Airport.	Noted. Also, this information was provided to the City of Pasco.

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93.	Pasco UGA Expansion Application	Tri-Cities Airport-PSC (Page 1 of 09/04/18 letter)	(See letter for language regarding The Port of Pasco's updated comments on the proposed City of Pasco Urban Growth Area Expansion into the land northwest of the Tri-Cities Airport. )  Additionally, we are currently working with landowners of three parcels in Clark Addition which fall within Airport Protection Zone 4. The Clark Addition was added to the City's UGA after all of the City Planning Commission meetings were already concluded and we have not had as much time to work with these property owners. We have currently received the majority of signatures for the easements in the Clark Addition and are expecting the final signatures shortly. However, if we do not receive the final signatures we will oppose the section of Clark Addition coining into the City's UGA.	The City of Pasco was provided with this information.
94.	UGA Expansion Application	W. Simpson-DOC (Page 1 of 08/31/18 letter)	Thank you for the opportunity to comment on the proposed urban growth area applications for the City of Pasco and the City of Connell. Based on the materials submitted, we have some substantive concerns, particularly regarding the City of Pasco's proposed UGA expansion. We have initiated conversations with the City of Pasco and their consultant team, Franklin County, BFCOG, Washington State Department of Transportation, and Washington State Department of Health.	The City of Pasco was provided with this information.

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No.	Comment Topic/ Relevant Element	Commenter	Comment	Response and Rationale
			<p>It is our understanding that the City of Pasco is undertaking additional analysis and we intend to provide the Planning Commission and County staff with more detailed comments when that information is available. We look forward to working with the County and City of Pasco on the development of a more detailed analysis.</p> <p>The proposed urban growth area expansions represent significant investments in public infrastructure and funding. Decisions on the location and sizing of the urban growth areas will result in long-term budget implications for Connell, Pasco, Franklin County, and the State of Washington. We appreciate Franklin County's continued coordination with State staff and your attention to these critical planning decisions.</p>	
95.	UGA Expansion Application	L. Ness (Page 2 of 09/04/18 email)	<p>Only one type of critical area (Fish and Wildlife Habitat Conservation Area) was shown in the proposal for the UGA expansion area. Its presence on a map in only two places is neither accurate nor informed. There are five types of critical areas and local governments are required to designate and protect them at the local level. The importance of critical areas from protection of the public to the role they have in making an area livable has gone unstated. Our critical areas are required to overlay all other land uses in the GMA. They are required to be represented and thus planned for in the UGA public process. It is imperative to any UGA expansion to accurately</p>	<p>The City of Pasco was provided with this information. Also, we will re-visit our Critical Areas layers on the maps in the Comprehensive Plan</p>

FRANKLIN COUNTY COMPREHENSIVE PLAN UPDATE  
PROJECT RESPONSE MATRIX – Last Updated: February 8, 2019

No.	Comment Topic/ Relevant Element	Commenter	Comment	Response and Rationale
			identify each type of critical area and delineate them on your maps, and inform the public how they will be protected with the build out in the proposed UGA.	
96.	UGA Expansion Application	L. Ness (Page 3 of 09/04/18 email)	The facility and service costs for fire suppression and preventative measures need to be accounted for monetarily in this UGA expansion. I can't find any information of that kind in this proposal. Extending fire suppression services as the UGA expands is costly but it is needed to prevent the wildfire tragedies we've seen so close to home and throughout the western states. You have proposed that more people move into or are currently living in the urban wildland interface in the proposed UGA expansion. Much hotter and drier lands than of my childhood.	The City of Pasco was provided with this information.
97.	UGA Expansion Application	L. Ness (Page 3 of 09/04/18 email)	Finally, I don't see efforts made on infilling and reducing sprawl. Infilling and higher density has been an ongoing comment from Futurewise and now from me.	The City of Pasco was provided with this information.
98.	UGA Expansion Application	L. Ness (Page 3 of 09/04/18 email)	Note to Franklin County Planning Commissioners: Your CP needs to designate Ag Lands of Significance so Pasco's UGA has the info they need and we all can eat local and have our economy too!  The Pasco UGA expansion does not meet requirements of the Growth Management Act. Pasco's should be denied until they can show	Agricultural Lands of Long-Term Significance were designated upon the County's adoption of the first GMA-compliant Comprehensive Plan and continue to be designated as such.

FRANKLIN COUNTY COMPREHENSIVE PLAN UPDATE  
PROJECT RESPONSE MATRIX – Last Updated: February 8, 2019

No.	Comment Topic/ Relevant Element	Commenter	Comment	Response and Rationale
			their work using the appropriate tools to account for the size and contents of this UGA expansion.	
99.				





816 Second Ave, Suite 200, Seattle, WA 98104  
p. (206) 343-0681  
futurewise.org

August 5, 2019

Mr. Layton Lowe  
Ms. Melinda Didier  
Mr. Mike Vincent  
Mr. Claude Pierret  
Mr. Mike Corrales  
Mr. Roger Lenk  
Mr. Brent Stenson  
Franklin County Planning Commission  
1016 N. 4th Ave  
Pasco, WA 99301

**Subject: Comments on the Countywide Planning Policies.**

Sent via email to: [planninginquiry@co.franklin.wa.us](mailto:planninginquiry@co.franklin.wa.us) and [nstickney@ahbl.com](mailto:nstickney@ahbl.com).

Dear Franklin County Planning Commissioners:

Thank you for the opportunity to comment on the Countywide Planning Policies update. Futurewise works throughout Washington State to support land-use policies that encourage healthy, equitable and opportunity-rich communities, and that protect our most valuable farmlands, forests and water resources. We have members across Washington State including Franklin County. Futurewise commented on the Countywide Planning Policies in February of 2018 and there are a few comments we would like to put forward for your consideration that have not been included in the proposal.

**1. Include a complete streets policy under City/County Development standards and follow-up with complete streets ordinances.**

Complete street design solutions offer flexibility and community specific solutions that can be customized for urban or rural locations. Washington State legislation provides grants that counties can apply for that have complete streets standards in accordance with RCW 47.04.320. In addition to access to additional grant funding, complete streets policies and ordinances have many community benefits. They promote health by encouraging exercise, they enable all street and road users to effectively use the facility including children, and they can reduce transportation costs by allowing residents and employees to use lower cost transportation modes such as walking, bicycling, and transit.

RCW 47.04.320(1) provides that complete street ordinances are designed to provide safe access to all users, including bicyclists, pedestrians, motorists, and public transportation users, with the goals of:

- (a) Promoting healthy communities by encouraging walking, bicycling, and using public transportation;
- (b) Improving safety by designing major arterials to include features such as wider sidewalks, dedicated bicycle facilities, medians, and pedestrian streetscape features, including trees where appropriate;
- (c) Protecting the environment and reducing congestion by providing safe alternatives to single-occupancy driving; and
- (d) Preserving community character by involving local citizens and stakeholders to participate in planning and design decisions.

Complete streets are sometimes thought of as a city policy, but counties can benefit from complete streets policies too. The National Complete Streets Coalition's *Complete Streets Local Policy Workbook* includes helpful guidance for developing complete streets policies and ordinances.<sup>1</sup> A copy was enclosed with our comment letter on February 27, 2018 and an additional copy will be provided upon request. We recommend that the countywide planning policies include a complete streets policy and that the county and cities follow-up with complete streets ordinances.

## **II. Include requirements for Low Impact Development (LID) for residential and commercial developments.**

Low Impact development (LID) requirements can reduce the adverse storm water impacts of new development and redevelopment. The benefits of LID include reduced flooding, improved water quality, and increased ground water recharge replenishing drinking and irrigation water supplies.<sup>2</sup> Low impact techniques can reduce costs for developers by reducing storm water facility sizes and the land needed for those facilities. We recommend that the countywide planning policies include a policy requiring new development to comply with the with low impact development (LID) requirements from the *Eastern Washington Low Impact Development Guidance Manual*.<sup>3</sup>

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<sup>1</sup> See the National Complete Streets Coalition webpages last accessed on Aug. 5, 2019 at: <https://smartgrowthamerica.org/program/national-complete-streets-coalition/>

<sup>2</sup> U.S. Environmental Protection Agency, *Green Infrastructure in Arid and Semi-Arid Climates: Adapting innovative stormwater management techniques to the water-limited West* p. 2 (EPA-833-B-10-002 May 2010) last accessed on Aug. 5, 2019 at: [https://www3.epa.gov/npdes/pubs/arid\\_climates\\_casestudy.pdf](https://www3.epa.gov/npdes/pubs/arid_climates_casestudy.pdf) and enclosed with Futurewise's Feb. 27, 2018 letter on the countywide planning policies and the comprehensive plan update. The State of Washington Department of Ecology Low Impact Development (LID) Resources webpage has helpful resources on LID, last accessed on Aug. 5, 2019 at: <https://ecology.wa.gov/Regulations-Permits/Guidance-technical-assistance/Stormwater-permittee-guidance-resources/Low-Impact-Development-guidance>

<sup>3</sup> The *Eastern Washington Low Impact Development Guidance Manual* last accessed on Aug. 5, 2019 at: <https://fortress.wa.gov/ecy/publications/SummaryPages/1310036.html>

### III. Include a reasonable market factor in sizing the urban growth areas (UGAs) on the Future Land Use Map

The Washington State Supreme Court has held that a “UGA designation cannot exceed the amount of land necessary to accommodate the urban growth projected by [State of Washington Office of Financial Management] OFM, plus a reasonable land market supply factor.”<sup>4</sup> The courts and Growth Management Hearings Board have held that deductions beyond a market factor violate the GMA. As the Growth Management Hearings Board wrote “if the Legislature had wished for cities and counties to utilize such a variety of factors to adjust the available land supply ... it would have amended the GMA accordingly. ... This, the Legislature did not do and, therefore, by the GMA’s own terms, a UGA may be adjusted only to reflect a reasonable land market supply factor.”<sup>5</sup>

Market factors are not required, but the GMA allows the county to use a “reasonable” market factor.<sup>6</sup> **What a market factor does is allow a county to make an urban growth area larger than it needs to be.** A 25 percent market factor means the land in the urban growth area that can be developed for the new homes, businesses, and public and semi-public uses is 25 percent larger than necessary to build the needed homes, businesses, and public and semi-public uses over the next 20 years.

Market factors have been studied in other counties. To determine their market factor, Snohomish County hired The Gilmore Research Group to survey owners with developable land and asked them the relevant question when determining a market factor: if they would develop their land in the next twenty years. This survey found that “[a]bout 21% of all respondents indicated that they would be unlikely or very unlikely to have their parcels developed in the next 20 years.”<sup>7</sup> “A lower percentage of owners of vacant land (17%) compared to the owners of partially used or redevelopable properties (23%) percent indicated that it would be unlikely or very unlikely that their parcels would be available for development anytime within the next 20 years.”<sup>8</sup> “A lower percentage of owners of parcels designated for multi-family residences, mixed use, or commercial/industrial uses (17%) compared to owners of parcels designated for single family residences (24%) indicated their properties would be unlikely or very unlikely to be available for development over the next 20 years.”<sup>9</sup>

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<sup>4</sup> *Thurston County v. Western Washington Growth Management Hearings Bd.*, 164 Wn.2d 329, 351 – 52, 190 P.3d 38, 48 – 49 (2008).

<sup>5</sup> *Petree v. Whatcom County*, WWGMHB Case No. 08-2-0021c, Final Decision and Order (Oct. 13, 2008), at 30 of 78, 2008 WL 4949257, at \*18.

<sup>6</sup> *Thurston County v. Western Washington Growth Management Hearings Bd.*, 164 Wn.2d 329, 351 – 52, 190 P.3d 38, 48 – 49 (2008).

<sup>7</sup> The Gilmore Research Group, *Urban Land Availability Survey of Snohomish County Landowners: Prepared for Jones & Stokes and Snohomish County Planning and Development Services* p. 3 (June 14, 2005) last accessed on Aug. 5, 2019 at: <https://snohomishcountywa.gov/DocumentCenter/View/8766> and enclosed with Futurewise’s Feb. 27, 2018 letter on the countywide planning policies and the comprehensive plan update.

<sup>8</sup> *Id.*

<sup>9</sup> *Id.* at p. 4.

This data shows that a reasonable market factor based on real world data is from 17 to 24 percent depending on the mix of vacant and redevelopable land and the mix of commercial land, multi-family land, mixed-use land, and single-family residential land within the urban growth area. **We believe that a market factor of 20 to 25 percent is reasonable and defensible in Franklin County.**

#### **IV. We support including a countywide planning policy calling for consistent zoning and infrastructure standards in the urban growth areas**

We agree that it is easier to bring an urban growth area (UGA) into a city when the development and infrastructure standards are consistent in the county and the city. Therefore, we support including a countywide planning policy calling for consistent county and city standards within the urban growth areas a city will ultimately annex.

Thank you for considering our comments. If you require additional information, please contact Alison Cable at telephone (206) 343-0681 Ext. 114 and email: [alison@futurewise.org](mailto:alison@futurewise.org) or Tim Trohimovich at telephone (206) 343-0681 Ext. 102 and email: [tim@futurewise.org](mailto:tim@futurewise.org).

Very Truly Yours,



Alison Cable  
**Tri-Cities Program Manager**



Tim Trohimovich, AICP  
**Director of Planning & Law**

## Comments on the Franklin County Comprehensive Plan

Ginger Wireman

2435 Michal Ave.

Richland, WA 99352

Franklin County Commissioners:

Thank you for the opportunity to comment on the Franklin County Comp. Plan draft and for providing reasonably open and transparent public involvement.

I am submitting comments on the draft plan because, as a Tri-Citizen, I am impacted by your decisions.

The counties and cities in reality do a very poor job of coordinating efforts and that must end. The cumulative impact of your separate decisions benefit or hurt us all in various degrees. I encourage you to work with Benton County and consider aligning your processes for the next round of updates.

You are doing a better job of public notice, and engagement, than Benton County bothered with. However the counties and cities would do well to join forces and conduct true engagement that is transparent, cooperative, and reaches residents across the age and socio-economic spectrum. How many Latino's provided comment, for example? Did you make any effort to conduct meetings at a time or location that working people could participate easily?

My comments are affiliated with each section as numbered in the draft.

1. While growth is inevitable, economic prosperity as a result of growth is not automatic. Some growth actually hurts a community in the long run, stretching available services and lowering quality of life. Thoughtful growth is imperative, and citizen engagement at every turn is likely to result in better outcomes for all.

1.A.

Encourage developers fees be paid up front to cover the cost of new infrastructure that doesn't impact existing residents. Cost efficiency is relative. Land should be valued fairly, and new commercial development should be paying the same rate per acre as older development with a transparent formula for how assessments are determined.

1. B. **Reduce Sprawl:** Avoid the ~~inappropriate~~ conversion of undeveloped land into sprawling, low-density development and encourage efficient use of space, and higher density development that makes maximum use of shared resources (water, sewer, electrical infrastructure).

Suggest striking the word inappropriate as it is subjective. Whoever is in office or buddies with a developer will have a different opinion.

1. C. **Transportation:** Multi-modal must include bike and pedestrian safety, consider adding specific language. Currently Pasco/Franklin County are too car-centric.

1. D. **Housing:** Good start. Add mixed use (residential, retail, commercial) and the use of form-based codes that allow ease in permitting.

1. E. **Economic Development:** Engaging the public in economic development planning would be helpful. The Broadmoor Outlet mall was doomed from the start. There wasn't enough local traffic, and we are not on a major interstate that would encourage tourist shopping. Most local people could have told developers that.

1. F. **Property Rights:** Assume this is template language. Consider adding something to protect landowners who choose not to subdivide. They should not be forced to pay higher taxes similar to those on adjacent parcels. (e.g. farmland is assessed at a lower value than residential/commercial). The holdout farmer shouldn't be assessed at the higher rate or forced to pay for water or sewer extended to a new tract beyond his or her property.

1. G. **Permits:** Again, the use of a form based code for development can ease the permitting process.

1. H. **Natural Resource Industries:** Maintain and enhance natural resource based industries including: productive agriculture (cultivation and grazing), fisheries and mineral industries. Encourage the improvement of productive agricultural lands and discourage incompatible uses. (see 1.B & 1.F.) Consider creation of an agricultural conservancy area to protect farmland.

1. I. **Open Space and Recreation:** Delete the word useful – subjective. All open space is useful to someone/or some animal. SUGGEST: Protect open space and conserve critical fish and wildlife habitat. Enhance recreational opportunities, increase public access to natural resource lands and water, and develop parks and recreation facilities where activities will not diminish habitat protections.

1. J. **Environment:** good

K. **Citizen Participation and Coordination:** K. Move to A – assuming this as the first step is a great one! How are you working specifically to engage your rural residents, and also low-income and those who speak English less than well?

L. **Public Facilities and Services:** Ensure developers fees are assessed to limit the burden incurred by existing taxpayers.

M. **Historic Preservation:** Good

II. 7. What are the OFM Mid projections at the time of the plan creation?

II. 13. See previous comment regarding possible designation of ag protection zones or creation of a farmland trust.

II. 14. Good to encourage infill and discourage leapfrog.

II. 15. All policies within each jurisdiction's Comprehensive Plans shall be modified to be consistent with adopted Countywide Policies.

III. 16. Good – should also add encourage low impact development, and reiterate multi-modal transportation in this section.

V. Multi-modal, and public transit addressed seems to be left out of this section.



VI. Ensuring a variety of housing for people of different incomes and stages of life is important and this needs to have additional language that encourages mixing that housing to avoid socio-economic or racial segregation.

### **General Comments**

The county must acknowledge critical / geologic hazards presented by unstable slopes. At Least two significant landslides have occurred within Franklin County in the last 25 years; a large slump into the documented here <https://youtu.be/7BmXEOhN18w> by geologist Bruce Bjornstad, and the one that destroyed Rd. 170 between Ringold and Basin City.

Both of those were large enough to bury a car, or destroy a home had one been in their path. It is safe to assume without adequate restrictions in place, pressure to develop the south facing slopes of Sagemoor Farms W. Sagemoor road area will eventually occur. Development at those elevations that correspond with perched water layers, easily seen from the river, should not occur, unless severe restrictions are placed on uphill (up gradient in groundwater terms) irrigators.

The county should call out more explicitly the fact that ground and surface water and the existing water rights for Pasco, etc., are limited in scope.

Respectfully submitted,

June 26, 2018

Ginger Wireman

25. To the extent possible each plan should promote the construction of affordable housing, particularly for low and moderate income segments of the population.
26. Consideration should be given to the provision of diversity in housing types to accommodate elderly, physically challenged, mentally impaired, and the special needs of the population, i.e. congregate care facilities.
27. Comprehensive plans shall consider the effects of public improvement development costs on housing, including impact fees. Allowance for exemption from impact fees for projects, which enhance housing for low and moderate income householders, should be considered.
28. Each community is encouraged to provide its fair share of housing affordable to low and moderate income households by promoting a balanced mix of diverse housing types.
29. Consideration should be given to implementing innovative regulatory strategies, which provide incentives for developers to provide housing affordable to low and moderate income households.

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

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

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

32. The comprehensive plan of the county and each city shall promote employment and economic opportunity for all citizens.
33. The provision of utilities and other supporting urban governmental services to commercial and industrial areas should be coordinated and assigned a high priority by utility purveyors and service providers.

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

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

# COUNTY-WIDE PLANNING POLICIES

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

## **I. Policies to Implement RCW 36.70A.020**

1. The Comprehensive Plans of Franklin County and each of its cities therein shall be prepared and adopted with the objective to facilitate economic prosperity by accommodating growth consistent with the following:
  - A. **Urban Growth:** Encourage development in urban areas where adequate public facilities exist or can be provided in a cost efficient manner.
  - B. **Reduce Sprawl:** Reduce the inappropriate conversion of undeveloped land into sprawling, low-density development.
  - C. **Transportation:** Encourage efficient multi-modal transportation systems that are based on regional priorities and coordinated with the comprehensive plans of Franklin County and the Cities of Pasco, Mesa, Connell and Kahlotus. The systems shall also be coordinated with Washington State Department of Transportation and the Benton-Franklin Council of Governments. {ADDITION}
  - D. **Housing:** Encourage the availability of affordable housing to all economic segments of the Franklin County population and promote a variety of residential densities and housing types, and encourage preservation of existing housing stock.
  - E. **Economic Development:** Encourage economic development consistent with the adopted comprehensive plans. Promote economic opportunity for all residents of the county, especially for unemployed and for disadvantaged persons and encourage growth in areas experiencing insufficient economic growth.
  - F. **Property Rights:** Private property shall not be taken for public use without just compensation having been made. The property rights of landowners shall be protected from arbitrary and discriminatory actions.
  - G. **Permits:** Applications for permits should be processed in a timely and fair manner to ensure predictability, and through a process which provides for integrated and consolidated review.
  - H. **Natural Resource Industries:** Maintain and enhance natural resource based industries including: productive agriculture (cultivation and grazing), fisheries and mineral industries. Encourage the improvement of productive agricultural lands and discourage incompatible uses.
  - I. **Open Space and Recreation:** Retain useful open space and enhance recreational opportunities, conserve critical fish and wildlife habitat, increase public access to natural resource lands and water, and develop parks and recreation facilities.
  - J. **Environment:** Protect the environment and enhance the region's high quality of life, including air and water quality, and the availability of water for all uses, including potable domestic requirements.

- K. **Citizen Participation and Coordination:** Encourage the involvement of citizens in the planning process and ensure coordination between communities and jurisdictions to reconcile conflicts.
- L. **Public Facilities and Services:** Ensure that those public facilities and services necessary to support development shall be adequate to serve development at the time the development is available for occupancy and use without decreasing current service levels below locally established minimum standards.
- M. **Historic Preservation:** Identify and encourage the preservation of land sites and structures that have historical or archaeological significance.

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

- 2. Each city within Franklin County is included within a designated urban growth area (UGA).
- 3. Designated UGAs should include an amount of undeveloped area to adequately accommodate forecasted growth and development for the next 20 years. The size of the UGA should be large enough to accommodate community and essential public facilities, housing, commercial and industrial activities, and enough land to prevent inflation of land costs due to market fluctuations and limited land supplies. Further, the size of UGAs should consider the provision of open space, locations for parks and recreation, and protection of Critical Areas as well as natural barriers to development.
- 4. Designated urban growth areas should include those portions of the county already characterized by urban growth and having existing public infrastructure, public facilities and service capacities to serve existing and future growth.
- 5. Designated urban growth areas should include those areas that are within the recognized utility service areas of each city.
- 6. The size of urban growth areas will vary due to regional settings and should be adequate to promote-viable economic development strategies, promote choices in housing accommodations and ensure adequate lands are available for associated open spaces and public purposes.
- 7. Population projections used for designating urban growth areas will be based upon information provided by the Office of Financial Management (OFM). Use of the "mid" series as provided by OFM is preferred, but the Counties and Cities may determine to use different estimates ("high" or low") based on coordination and mutual agreement. A period of twenty years is the typical planning period.
- 8. The County shall, in consultation with the Cities, propose a population allocation for the purposes of updating Comprehensive Plan documents. The allocation shall be, based upon the most recent population distribution as indicated by the published OFM intercensal population estimates. The allocation shall be reconsidered every five years, when OFM provides a new set of projections for GMA planning, or when circumstances are found to have changed (for example, actual growth rates or permitting varies from the predicted patterns).
- 9. Municipalities should limit the extension of water and sewer service to area within each jurisdiction's urban growth area.

10. Final development approval will continue to reside with the County for areas outside of City limits.
11. Amendments or changes to the UGA may only be processed once a year.
12. Within Urban Growth Areas, urban uses ~~shall~~ **should** be concentrated in and adjacent to existing urban services, or where they are shown on a Capital Improvement Plan to be available within six years.
13. Whenever possible, the extension of a UGA into an area of existing commercial agriculture should be avoided, and the addition of lands without existing commercial agricultural shall be prioritized. However, the availability of water rights may also factor into the selection of lands to be included into UGAs, and the availability of water rights shall be a factored in for consideration of approval.
14. When requesting UGA expansions, Cities ~~shall~~ **should** demonstrate the ability for in-fill development to occur in existing low-density areas within the City's UGA to avoid leap-frog development patterns.
15. All policies within each jurisdiction's **and Franklin County's** Comprehensive Plans shall be modified to be consistent with adopted Countywide Policies.

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

16. Joint county/city standards shall be established for development within each individual urban growth boundary, but beyond corporate limits of cities. It is in the public interest that joint standards be developed to preclude the creation of **development patterns without municipal utilities** and substandard infrastructure and property division that would burden the public with unnecessary costs to correct or **compromise the ability of the UGA to accommodate the municipality's 20 - year population forecast**. These standards should include:
  - A. Street locations, both major and secondary;
  - B. Street right-of-way widths;
  - C. Street improvement widths;
  - D. Street improvement standards;
  - E. Lots and blocks including special lot reservation system when public sewer concurrency cannot be provided;
  - F. Curbs and gutters;
  - G. Sidewalks for secondary streets;
  - H. Road construction standards;
  - I. Cul-de-sac, location and dimensions;
  - J. Storm drainage facilities, quantity, quality and discharge locations;
  - K. Street lights, conduit, fixtures, locations;
  - L. Sewer, septic regulations, private sewer, dry sewer facilities;
  - M. Water, pipe sizes, locations, fire flows, uniform codes;
  - N. All building requirements;
  - O. Subdivision and platting requirements including parks and open space;
  - P. Collection and use of development impact fees as appropriate;



- Q. Mobile home and manufactured home regulations as appropriate;
  - R. Zoning ordinance: permitted uses in urban growth areas, setback, building heights, lot coverage as appropriate;
- 17. The availability of the full range of urban governmental services will be subject to the annexation policies of the adjacent municipality.
  - 18. The timing of utility extensions into the urban growth area should be consistent with the adopted comprehensive plan and capital facilities plan of the adjacent municipality.
  - 19. Within the Pasco UGA there should be a minimum density achieved of at least 4 dwelling units per acre in the Low Density land use designation; at least 6 units per acre in the Mixed Residential land use designation and at least 10 units per acre in the High Density land use designation unless the underlying Comprehensive Plan Land Use designations allows greater density minimums. For those properties within the UGA and outside the Riverview area, but not yet incorporated and unserved by municipal water and sewer, the maximum density should be one dwelling unit per five acres.
  - 20. Within the Pasco UGA the extension of the municipal water service will occur only with concurrent extension of municipal sewer service.

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

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

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

- 23. Maintain active county-city participation in the Benton Franklin Council of Governments in order to facilitate city, county, and state coordination in planning regional transportation facilities and infrastructure improvements to serve essential public facilities including Port District facilities and properties.
- 24. Comprehensive plans shall include, where applicable, the master plans of identified major transportation facilities such as airports, railroads, and major freight terminals and policies to ensure that they are reasonably accommodated and compatible with future surrounding land uses, in order to ensure the protection of regional transportation assets.

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

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

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

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

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

34. The comprehensive plan of the county and each city shall promote employment and economic opportunity for all citizens.
35. The provision of utilities and other supporting urban governmental services to commercial and industrial areas should be coordinated and assigned a high priority by utility purveyors and service providers.

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

36. Construction design and placement standards for roads, intersections and streets (with provisions for storm water conveyance), sewer, water and lighting infrastructure, should be



determined based upon an analysis which identifies the most appropriate public expenditure over extended periods of time. Utilities should be incorporated into such analysis.

37. If communities consider the imposition of impact fees said fees should be established on the basis of identifiable development impacts.
38. Capital Improvement Plans and Land Use Plans ~~shall~~ **should** include fiscal analyses which identify the most cost effective uses of regional and local public services.
39. Support the development of public schools in areas where utilities are present or can be extended, is financially supportable at urban densities, where the extension of public infrastructure will protect health and safety, and the school locations are consistent with the analysis recommended by WAC 365-196-425(3)(b).



**Washington State  
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**September 4, 2018**

**Franklin County Planning Department  
502 W. Boeing Street  
Pasco, WA 99301**

**Attention: Nicole Stickney, Planner**

**Subject: 2018 Franklin County Comprehensive Plan Periodic Update –  
Pasco and Connell Proposed Urban Growth Area Expansions**

We have reviewed the applications by the cities of Pasco and Connell to expand their respective Urban Growth Area (UGA). We understand that additional materials and analysis are forthcoming for these applications. Based on the materials provided thus far, we have the following comments.

The Connell proposal to expand its UGA boundary by approximately 80 acres consisting of two parcels is located near US 395 at Milepost 56.7 and its intersection with Lind Road. US 395 is a limited access highway and all access rights have been acquired. No private direct access is allowed to SR 395. The application materials state that the applicant wants to pursue the development of a future race track to be served by city utilities and services.

The Pasco proposal to expand approximately 4,800 acres to its UGA generally includes those parcels along its northern boundary to accommodate future growth projections and an estimated 10,000 new dwelling units, additional schools, commercial centers and possibly a future regional soccer complex.

- As currently stated in the application, potential transportation impacts will be addressed by capital projects, concurrency requirements and traffic impact fees. Transportation estimates and resulting level of service impacts are provided for the first six years in the application while planning and analyses for the twenty year planning period is required, and needs to include state highways. The draft documents do not mention traffic impact fees to pay for state system improvements.
- It is our conclusion that buildout of the current vacant and re-developable lands within the existing Pasco urban growth area will cause the interchanges on Interstate 182 to fall below acceptable levels of service as the local connections to the state system are already suffering. This will result in significant adverse impacts that warrant further study and analyses of alternatives and mitigation options

through the preparation of an Environmental Impact Statement per the Washington State Environmental Policy Act, RCW 43.21C. 031.

- The application references a draft City of Pasco Feasibility Traffic Study for Interchanges (Draft No. 2, January 2017) that pertains to Interstate 182 through Pasco. This report is also mentioned in the SEPA checklist, page 15, and implies that future interchange improvements are already planned to address current traffic needs as well as future residential and commercial development. We want to note that the Washington State Department of Transportation (WSDOT) participated in the analysis but that WSDOT has not adopted the report findings or recommendations, including those recommended for further study.

We strongly support efforts that promote multi-modal transportation systems and address impacts on a regional level and not defer to future projects. The future adoption of comprehensive plan and zoning designations of specific parcels adjacent to, or in the immediate vicinity of, a state highway should take into account the type of access control and capacity on that state highway. As final land use plans and subsequent developments are proposed, they will be subject to review for their impacts to the state system and are disclosed in corresponding State Environmental Policy Act documents and determinations.

We request that you consider adding WSDOT to the draft County-wide Planning Policy I (1)(C) to promote coordination on transportation regional priorities in addition to the cities and Franklin County. We emphasize the importance of implementing County Wide Planning Policy III (16) that promotes orderly development and provision of public services, which by definition, includes state highways. We suggest that a possible expansion of these policies to set the framework for how to allow interim or phased development of and within the UGAs to better plan for the supporting capital facilities.

We support your efforts and look forward to continued discussions. Thank you again for the opportunity to participate and provide comments. If you have any questions regarding these comments, please contact John Gruber at (509) 577-1636.

Sincerely,



Paul Gonseth, P.E.

Planning Engineer

PG:jg/df

cc: Rick White, City of Pasco  
Kara Shute, Area 3 Maintenance Superintendent  
Todd Daley, Traffic Engineer