

**GRANT
COUNTY
COMPREHENSIVE
PLAN**



**DEPARTMENT OF COMMUNITY DEVELOPMENT
LONG RANGE PLANNING**

GRANT COUNTY COMPREHENSIVE PLAN

September 1999

BOARD OF COUNTY COMMISSIONERS

Tim Snead, Chairman
LeRoy Allison
Deborah Moore

GRANT COUNTY PLANNING COMMISSION

Jerry Dormaier, Chairman
Gary Piercy, Vice Chair
Al Brower
Dave Dinges
Jim Fleming
Dwayne Ehr
Martell Palmer
Kirk Sager
Wayne Sahli

GRANT COUNTY DEPARTMENT OF COMMUNITY DEVELOPMENT LONG RANGE PLANNING DIVISION

Dave Nelson, Director
Scott Clark, Deputy Director
Billie Sumrall, Planner

Prepared by:

PCI

**Proulx Cearns, Inc.
5339 Roosevelt Way NE, Suite A
Seattle, Washington 98105
(206) 517-5786**

CONTRIBUTORS

Dennis Reynolds, Williams, Kastner & Gibbs PLLC
Michael McCormick, AICP
Scot Cave, SC Communications
Laurie Grammer, Grant County Assessor's Office
Michael Murray, PE, Director, Grant County Department of Public Works
Michael Shay, Undersheriff, Grant County Sheriff's Office
Peter Comenzo, Grant County Current Planning Department
Ron Sell, Grant County Current Planning Department
Damien Hooper, Grant County Current Planning Department
Robert Chase, Chase Economics
Reed Hansen, Reed Hansen & Associates
SCA Engineering
Landmark, Inc.
Marshall & Associates, Inc.

ECONOMIC ADVISORY COMMITTEE

Terry Brewer, Executive Director, Grant County Economic Development Council
William Riley, Executive Director, Big Bend Economic Development Council
Scott Hunter, President, Grand Coulee Dam Area Chamber of Commerce
Scott Clark, Deputy Director, Grant County Long Range Planning
Vivian Peterson, Planner, City of Ephrata
Gilbert Alvarado, Planning Director, City of Moses Lake
Sally Goodwin, Secretary/Treasurer, Moses Lake Business Association
Alice Parker, Secretary/Treasurer, Columbia Basin Development League
Bill Bonaudi, President, Big Bend Community College
Don Godard, General Manager, Grant County PUD
Barbara Deycous, Administrator, Port of Ephrata
Mike Conley, Business Development Officer, Port of Mattawa
Albert Anderson, Industrial Development Manager, Port of Moses Lake
Sherry Harrington, Administrator, Port of Quincy
Donna Smith, Executive Director, Port of Royal City
W. Ron Baker, Manager, Port of Warden
Keith Baldwin, Administrator, Samaritan Hospital

WASHINGTON STATE DEPARTMENT OF COMMUNITY, TRADE AND ECONOMIC DEVELOPMENT

Hal Hart, Growth Management Senior Planner

Funding has been provided by the Washington State Department of Community, Trade and Economic Development *Building Foundations for the Future*.

ACKNOWLEDGEMENTS

The Board of County Commissioners expresses sincere appreciation to all those who contributed time, energy, and vision to develop this draft comprehensive plan. The Board especially thanks former County Commissioner Helen Fancher for her leadership in developing this plan.

The Planning Commission deserves special recognition for their extraordinary effort over many long evenings that they dedicated to the planning process. It was their careful, considerate review of draft elements, public comments, and the statutory requirements of the Growth Management Act that led to articulation of Grant County's vision for the future in this plan. We sincerely thank each of you for your tremendous effort on this most difficult task.

We are also grateful to the many state agencies, city mayors, councils, managers and planners, and staff from County departments for their effort in developing and reviewing this plan.

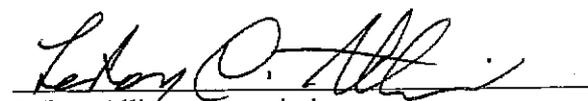
The Board acknowledges and thanks the hundreds of citizens who attended countless public meetings, workshops, local neighborhood meetings, and public hearings. Your thoughtful review of the plan and its policies have been essential to capturing the spirit and vision of what makes and will keep Grant County great.

Thanks to everyone who participated and contributed.

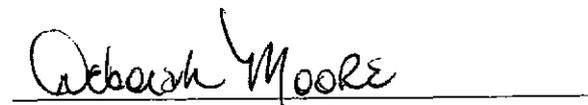
BOARD OF COUNTY COMMISSIONERS



Tim Snead, Chairman



LeRoy Allison, Commissioner



Deborah Moore, Commissioner

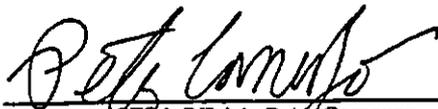
NOTICE OF ACTION

Notice is given under SEPA, RCW 43.21C.080 and the GMA, RCW 36.70A, that Grant County took the action described in (2) below on September 30, 1999.

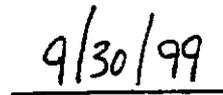
1. Any action to set aside, enjoin, review, or otherwise challenge such action on the grounds of noncompliance with the provisions of chapter 43.21C RCW (State Environmental Policy Act) shall be commenced on or before November 4, 1999.
2. Description of agency action: On July 8, 1999 the Grant County Planning Commission submitted a draft Grant County Comprehensive Plan and Draft Environmental Impact Statement to the Grant County Board of County Commissioners for its review and consideration. RCW 36.70A, the Washington State Growth Management Act (GMA), requires that each county planning under the growth management act adopt a Comprehensive Plan that addresses the goals of the GMA and plans for the county's projected population growth over the next twenty year planning period. The Comprehensive Plan must address the following elements: 1) Land use and rural areas; 2) Critical areas and resource lands; 3) Housing; 4) Transportation; 5) Capital facilities; and 6) Utilities. The Comprehensive Plan also must address the siting of essential public facilities and establish a process for future plan amendments.

On September 30, 1999, the Grant County Board of County Commissioners adopted the recommendations of the Planning Commission with minor amendments and adopted the County's Growth Management Act compliant Comprehensive Plan/ Final Environmental Impact Statement which covered the following environmental issues: water supply, water quality, air quality, fish and wildlife, habitat protection, wetland protection, shoreline/floodplain protection, designation of Urban Growth Areas, rural character, density and services, incompatible development, affordable housing, transportation, preservation of agricultural resource lands, provision of adequate public services and economic development.

3. Location of proposal: The unincorporated area of Grant County
4. Type of environmental review under SEPA: Integrated Environmental Impact Statement
5. Documents may be examined during regular business hours at the Community Development Long-Range Planning Division office located at 32 "C" Street, Suite 316b, Ephrata WA 98823.
6. Name of agency giving notice: Grant County Department of Community Development.
7. This notice is filed by Mr. Peter Comenzo, Grant County SEPA Official.



SEPA Official: Peter Comenzo



Date

Publish:	Columbia Basin Herald	October 7 & 14
	Coulee City News	October 6 & 13
	Grand Coulee Star	October 6 & 13
	Grant County Journal	October 7 & 14
	Royal Review	October 6 & 13
	Tri-City Herald	October 7 & 14
	Quincy Post Register	October 7 & 14
	Wenatchee World	October 7 & 14

FEIS FACT SHEET

TITLE

Grant County Comprehensive Plan/Environmental Impact Statement

ADOPTION DATE

The Grant County Planning Commission voted to approve the Draft Comprehensive Plan and Final Environmental Impact Statement on July 8, 1999, with specific modifications as defined in their Recorded Motion and Findings of Fact. By their approval, the Planning Commission recommended adoption of the Comprehensive Plan by the Grant County Board of Commissioners, who, upon public notice, conducted an open record public hearing on July 27, 28 and 29, 1999 to consider the recommendations and findings of fact of the Grant County Planning Commission along with other public comment pertaining to the Comprehensive Plan. On September 30, 1999, the Grant County Board of Commissioners accepted the recommendations of the Planning Commission with minor amendments and adopted the County's Growth Management Act compliant Comprehensive Plan/Final Environmental Impact Statement.

ACTION SPONSOR AND LEAD AGENCY

Grant County Department of Community Development
P.O. Box 37
35 C Street NW
Ephrata, Washington 98823

LEAD AGENCY CONTACT PERSON

Peter Comenzo, SEPA Responsible Official
Grant County Department of Community Development
P.O. Box 37
35 C Street NW
Ephrata, Washington 98823

DESCRIPTION OF PROPOSED ACTION

The proposed action is the adoption of Grant County Comprehensive Plan in accordance with the Washington State Growth Management Act (RCW 36.70A) and State Environmental Policy Act (SEPA) (RCW 43.21.C). When adopted, the Comprehensive Plan will include the mandated elements on land use and rural areas, resource lands, housing, transportation, capital facilities, and utilities. The document also includes sections on economic development, siting essential public facilities, natural setting, and intergovernmental coordination. The Draft Comprehensive Plan/Draft EIS reviewed the impact of three alternatives—the Preferred Alternative and two alternatives: (1) an alternative proposing lower densities in rural lands of the County, and (2) a No Action Alternative. This FEIS presents the results of the impact analysis of the Proposed Plan for revising the Comprehensive Plan, as developed by the Grant County Planning Commission. The Proposed Plan draws from the three alternatives reviewed in the Draft EIS.

The Proposed Plan, as developed by the Grant County Planning Commission, is a refinement of the “preferred alternative” as defined in the Draft EIS. Revisions are based on the testimony presented at the public hearing and extensive deliberation. While the Preferred Alternative provides the foundation for the

FEIS FACT SHEET...

Proposed Plan, attributes of both the “lower density” and “no action” alternatives are incorporated. Land use designations defined in the “preferred alternative” are included in the Proposed Plan. However, a designation of “Rural Residential 2” has been added to provide for limited higher rural density (1 dwelling unit (du) per 2½ acres) in six separate areas of the County, providing a total area of about 5,390 acres. In addition, those existing, vacant parcels located outside of Urban Growth Areas (UGAs) and Rural Areas of More Intensive Development (RAIDs) that are currently zoned as “R-1”, “R-2”, “S-1”, or “S-2” are also designated as Rural Residential 2. The Rural Residential 2 density of 1 du per 2½ acres for these four existing zones is consistent with the Grant County Interim Zoning Ordinance No. 97-39-CC. The density for the Rural Remote land use designation is decreased from 1 du per 10 acres to 1 du per 20 acres. The Agricultural Transition designation was deleted.

The Proposed Plan includes minor changes to several Urban Growth Areas from those included in the “preferred alternative” of the draft EIS. More significant changes were made to the UGAs of Royal City and Soap Lake. The area known as Lakeview was removed from the Soap Lake UGA and a new, unincorporated UGA designated for that area. The Royal City UGA area was significantly decreased to reflect projected growth. Industrial areas proposed in the draft EIS for inclusion in the Moses Lake and Royal City UGAs were recommended by the Grant County Planning Commission to be removed from the respective UGAs and designated as “Industrial Reserve” areas. Pursuant to interlocal agreements between the County and the cities, the Proposed Plan includes these industrial areas in the respective UGAs.

The Proposed Plan encourages development in urban areas where adequate public facilities and services exist or can be provided in an efficient manner. Limited urban levels of growth will take place within several rural areas of the County, including the unincorporated UGA of Lakeview, Rural Village, Rural Communities, Recreational Developments, and Agricultural Service Centers as designated in the Plan. These areas acknowledge the small, historic community areas throughout the county that provide citizens with infrastructure, public services, and facilities. While these areas have no formal governing mechanisms, the density of housing and mixed land use within them resembles that of an incorporated municipality. The Proposed Plan also identifies and provides for other existing patterns of land use throughout the rural area. These include industrial, commercial, shoreline development, urban reserve, industrial reserve, rural residential, and rural remote.

Based on Office of Financial Management high series population forecast, total population growth within unincorporated Grant County is projected to increase from 69,400 in 1998 to 104,391 in 2018, which yields an annual rate of growth of 2.1 percent, or 50.4 percent for the entire 20-year planning horizon. In addition, the relocation of plant facilities by Genie Industries is expected to create in-migration of 1,970 persons, equaling a total 2018 population of 106,362. Under the Proposed Plan, 89 percent of the projected population growth will occur in urban growth areas (UGAs) and the designated rural areas of more intensive development (RAIDs). The rural lands and agricultural resource lands will only need to accommodate a projected population growth of less than 3,500 over the planning period.

The Proposed Plan recognizes four separate rural land use designations: Urban Reserve, Rural Residential 1, Rural Residential 2, and Rural Remote. Future densities vary between the rural land use designations in the Plan. Future densities in the Rural Residential 1 and Urban Reserve designations are 1 dwelling unit per 5 acres; 1 dwelling unit per 20 acres in the Rural Remote designation; and 1 dwelling unit per 2½ acres in the Rural Residential 2 designation. While the Proposed Plan provides significantly more rural residential lands than are required to accommodate population growth, it maximizes citizens’ choice of rural area in which to reside. Maximum buildout would not be reached during the 20-year planning period.

The County would fund capital transportation and other capital improvement projects, as designated in the Capital Improvement Plan and Six-Year Transportation Improvement Plan included in the Comprehensive Plan.

AUTHOR AND PRINCIPAL CONTRIBUTORS

Proulx Cearns, Inc.

Dennis J. Cearns, PE
5339 Roosevelt Way NE
Suite A
Seattle, WA 98105

DATE OF ISSUANCE

October 11, 1999

COMMENTING

Comments on the Draft EIS were due by 4:30 p.m., May 2, 1999.

PUBLIC HEARINGS/MEETINGS

A public hearing was conducted on this document on April 14, 21 and 28, 1999, May 12, 19 and 26, 1999, and June 16 and 23, 1999. Comments received in writing and orally at the hearings are included in this document, and responses provided. On July 7, 1999, at 7:00 p.m. in the Board Room of the Grant County Commissioners at the Grant County Courthouse, 35 C Street NW, Ephrata, Washington, the Grant County Planning Commission conducted, as part of their regular meeting, a final hearing to review this FEIS and to formulate an official recommendation to the Grant County Board of Commissioners regarding adoption of a Comprehensive Plan. On July 8, 1999, the Grant County Planning Commission adopted a Recorded Motion regarding adoption of the Comprehensive Plan.

The Board of Grant County Commissioners conducted an open record public hearing on July 27, 28 and 29, 1999, upon notice, to consider the recommendations and findings of fact of the Grant County Planning Commission along with other public comment pertaining to the Comprehensive Plan. The Board of County Commissioners conducted closed record public workshops on August 9, 10, 16, 17, and 20, and September 13, 15, and 20, 1999, upon notice, in the Commissioners Public Hearings Room where they reviewed and considered both the July 8, 1999 Recorded Motion and the complete record provided by the Grant County Planning Commission as well as the public testimony and written comment provided on the Comprehensive Plan during their July 27, 28 and 29, 1999 open record hearings.

FEIS AVAILABILITY

Copies of this FEIS were distributed to the agencies, organizations and individuals that received copies of the DEIS or provided written or oral comments during the public comment period. A distribution list follows this fact sheet. A limited number of copies of this FEIS are available at the Grant County Department of Community Development, Long Range Planning Division.

TABLE OF CONTENTS

ACKNOWLEDGMENTS	
NOTICE OF ACTION TAKEN	
FEIS FACT SHEET	i
TABLE OF CONTENTS	iv

PART I – POLICY PLAN

CHAPTER 1	INTRODUCTION.....	1-1
	PURPOSE OF THE COMPREHENSIVE PLAN	1-1
	Why Plan?	1-1
	What is a Comprehensive Plan?	1-1
	Authority to Plan	1-2
	RELATIONSHIP TO OTHER PLANS AND REGULATIONS	1-2
	GMA Goals	1-2
	County-Wide Planning Policies	1-3
	Comprehensive Plans of Incorporated Cities and Towns	1-4
	Development Regulations	1-5
	Shoreline Master Program	1-5
	PLAN ORGANIZATION AND FORMAT	1-5
	Plan Organization	1-5
	Summary of Chapters	1-6
	Plan Format	1-7
	PLAN INTERPRETATION	1-8
	Goals and Policies	1-8
	Major Land Use Designations	1-8
	Relationship Between Plan Components	1-9
	Interpreting Conflicts and Discrepancies Between Plan Components and Other Plans	1-9
CHAPTER 2	PLAN DEVELOPMENT	2-1
	HISTORY OF COMPREHENSIVE PLANNING IN GRANT COUNTY	2-1
	Pre-GMA Planning	2-1
	Post-GMA Planning	2-1
	PLANNING PROCESS	2-2
	Visioning	2-2
	County-Wide Planning Policies	2-2
	Resource Lands and Critical Areas	2-2
	Interim Urban Growth Areas (IUGAs)	2-2
	Growth Management Hearings Board for Eastern Washington	2-2
	COMMUNITY INVOLVEMENT	2-3
	Advisory Committees	2-3
	Broad Scale Public Involvement	2-4
	Public Workshops	2-4

...TABLE OF CONTENTS

CHAPTER 2	PLAN DEVELOPMENT (Continued)	
	COMMUNITY INVOLVEMENT (Continued)	
	Public Hearings	2-5
	AMENDMENTS TO THE PLAN	2-5
	The Decision-making Process	2-5
	GMA Requirements	2-6
	Amendment Process	2-6
	Public Notification and Hearing Process	2-10
	Comprehensive Plan Amendment Appeals	2-11
	PLAN IMPLEMENTATION	2-11
	General	2-11
	Ordinance Inventory	2-11
	Funding Issues	2-12
	Proposed Modifications	2-12
	Adoption Schedule	2-13
	MONITORING PLAN EFFECTIVENESS	2-13
	Establishing Growth Management Indicators	2-13
	Assessing Effectiveness	2-14
CHAPTER 3	GRANT COUNTY PROFILE	3-1
	INTRODUCTION	3-1
	Purpose of the Chapter	3-1
	RELATIONSHIP TO OTHER PLANS	3-1
	Growth Management Act Requirements	3-1
	Technical Appendices	3-1
	County-Wide Planning Policies	3-1
	MAJOR ISSUES	3-2
	Population	3-2
	Economic Development	3-2
	Housing	3-3
	THE LAND AND THE PEOPLE	3-3
	Customs and Culture	3-3
	Who Are We?	3-3
	Cultural Attributes and Characteristics	3-4
	Settlement History of Grant County	3-4
	Immigrants to Grant County	3-7
	Our Place in the World	3-7
	Physical Setting	3-8
	Climate	3-8
	Major Land Use	3-8
	Economic Importance of Agriculture	3-10
	POPULATION	3-10
	Historical Population Growth Trends	3-10
	Recent Population Growth Trends	3-11

TABLE OF CONTENTS...

CHAPTER 3	GRANT COUNTY PROFILE (Continued)	
	POPULATION (Continued)	
	Population Change: Incorporated vs. Unincorporated.....	3-11
	Components of Population Change.....	3-17
	DEMOGRAPHICS.....	3-18
	Race and Ethnicity	3-19
	Age and Sex	3-19
	Economic Status.....	3-21
	Education	3-22
	POPULATION PROJECTIONS.....	3-22
	Overview.....	3-22
	Official GMA Population Forecast	3-22
	Grant County Population Forecast	3-23
	Population Growth Allocation.....	3-24
	ECONOMIC DEVELOPMENT	3-26
	Labor Market and Employment Trends.....	3-26
	Personal Income Growth.....	3-29
	HOUSING	3-31
CHAPTER 4	POLICY PLAN	4-1
	OVERVIEW.....	4-1
	PURPOSE OF POLICY PLAN.....	4-1
	General.....	4-1
	Planning Concepts and Principles.....	4-2
	GMA GOALS	4-3
	A VISION FOR THE FUTURE.....	4-4
	Visioning Survey.....	4-4
	Vision Statement	4-4
	GOALS AND POLICIES.....	4-5
	Land Use	4-5
	Urban Lands.....	4-8
	Rural Lands.....	4-13
	Agricultural Resource Lands.....	4-21
	Mineral Resource Lands.....	4-26
	Economic Development	4-29
	Housing.....	4-34
	Transportation	4-35
	Capital Facilities.....	4-39
	Utilities.....	4-45
	Essential Public Facilities.....	4-48
	Cultural Resources	4-48
	Critical Areas	4-49
	Shoreline Management.....	4-53
	Fire Hazards	4-61

PART II – PLAN ELEMENTS

CHAPTER 5 LAND USE ELEMENT 5-1

INTRODUCTION 5-1

RELATIONSHIP TO OTHER PLANS 5-1

 Growth Management Act Requirements 5-1

 Organization of this Element 5-2

 County-Wide Planning Policies 5-2

 Technical Appendices 5-3

 City Comprehensive Plans 5-3

 Hanford Reach Protection & Management Program Interim Action Plan 5-3

EXISTING CONDITIONS 5-4

 Regional Context 5-4

 Land Ownership 5-4

 Land Use Inventory 5-5

POPULATION GROWTH AND FUTURE LAND USE NEEDS 5-5

LAND USE DESIGNATIONS 5-9

 Overview 5-9

 Urban Growth Areas 5-9

 Rural Land Use Designations 5-11

 Rural Areas of More Intensive Development 5-14

 Commercial and Industrial Areas 5-14

 Fully Contained Communities 5-15

 Master Planned Resorts 5-15

 Major Industrial Developments 5-16

 Resource Land Designations 5-16

 Maps and References 5-17

OPEN SPACE AND RECREATION 5-17

 Introduction 5-17

 Purpose 5-18

 GMA Requirements 5-18

 Relationship of Open Space to Resource Lands and Critical Areas 5-19

 The Cost of Open Space 5-19

 Needs and Opportunities 5-20

 Open Space Designation 5-21

 Wahluke Slope of Hanford Reach 5-22

FUTURE LAND USE NEEDS 5-23

PRE-EXISTING, NON-CONFORMING USES 5-23

HISTORIC PLATS 5-24

SPECIAL USES, CONDITIONAL USES, AND VARIANCES 5-25

INTERPRETING LAND USE MAPS 5-25

GOALS AND POLICIES 5-26

TABLE OF CONTENTS...

URBAN LANDS SUB-ELEMENT.....	5UR-1
INTRODUCTION	5UR-1
Roles of Cities and Counties	5UR-1
Concurrency	5UR-1
RELATIONSHIP TO OTHER PLANS	5UR-2
Growth Management Act Requirements	5UR-2
County-Wide Planning Policies	5UR-2
Technical Appendices	5UR-8
City Comprehensive Plans	5UR-8
UGA DESIGNATION PROCESS	5UR-8
Designation Process	5UR-8
Coordination	5UR-9
Joint Planning within UGAs	5UR-10
MAJOR ISSUES	5UR-10
Urban Character	5UR-10
Transition of Land Uses	5UR-11
Maintaining Livability.....	5UR-11
URBAN LAND USE DESIGNATIONS	5UR-11
Designations.....	5UR-11
Maps and References	5UR-12
POPULATION PROJECTIONS FOR THE UGAs	5UR-13
URBAN LAND USE ANALYSIS	5UR-13
Urban Land Use Inventory.....	5UR-13
Comparison of Land Requirements with Available Supply	5UR-13
Housing Analysis	5UR-14
REVIEW OF URBAN GROWTH AREAS	5UR-14
GOALS AND POLICIES.....	5UR-18
RURAL LANDS SUB-ELEMENT.....	5RU-1
INTRODUCTION	5RU-1
RELATIONSHIP TO OTHER PLANS	5RU-1
Growth Management Act Requirements	5RU-1
GMA Rural Amendments	5RU-1
County-Wide Planning Policies	5RU-2
Technical Appendices	5RU-2
DEFINING RURAL CHARACTER.....	5RU-3
Rural Settlement Trends.....	5RU-3
Rural Character of Grant County	5RU-3
Common Rural Preferences.....	5RU-4
Rural Vision	5RU-4
MAJOR ISSUES	5RU-5
Rural Character	5RU-5
Density	5RU-5
Services	5RU-5
Availability of Water Supply.....	5RU-5

...TABLE OF CONTENTS

RURAL LANDS SUB-ELEMENT (Continued)

RURAL LAND USE DESIGNATIONS	5RU-6
Purpose.....	5RU-6
Land Use Decision Making.....	5RU-7
Rural Area Designations	5RU-7
RURAL AREAS OF MORE INTENSIVE DEVELOPMENT (RAIDs).....	5RU-9
General.....	5RU-9
GMA Provisions	5RU-9
Types of Development Allowed.....	5RU-10
Characterization of Existing Areas of More Intense Development	5RU-10
Potential Candidate Areas	5RU-11
Designations.....	5RU-12
Measures Governing Rural Development	5RU-16
FULLY CONTAINED COMMUNITIES (FCCS).....	5RU-20
Plan Allowance for FCCs.....	5RU-20
Approval Criteria	5RU-20
Potential FCC Inventory.....	5RU-20
FCC Designations	5RU-20
MASTER PLANNED RESORTS (MPRs)	5RU-20
Definition	5RU-20
GMA Provisions	5RU-21
Plan Allowance for MPRs.....	5RU-21
Approval Criteria	5RU-21
Potential MPR Inventory.....	5RU-21
MPR Designations	5RU-22
MAJOR INDUSTRIAL DEVELOPMENTS (MIDs)	5RU-22
Definition	5RU-22
GMA Provisions	5RU-22
Plan Allowance for MIDs	5RU-22
Approval Criteria	5RU-22
Potential MID Inventory	5RU-23
MID Designations	5RU-23
MAPS AND REFERENCES	5RU-23
POPULATION PROJECTIONS.....	5RU-23
Agricultural Lands	5RU-24
RAIDs	5RU-24
Rural Lands.....	5RU-24
RURAL LAND USE ANALYSIS	5RU-25
Rural Land Use Inventory.....	5RU-25
Comparison of Land Requirements with Available Supply	5RU-25
GOALS AND POLICIES.....	5RU-27

RESOURCE LANDS SUB-ELEMENT.....5RE-1

INTRODUCTION	5RE-1
GMA Requirements.....	5RE-1

TABLE OF CONTENTS...

RESOURCE LANDS SUB-ELEMENT (Continued)

INTRODUCTION (Continued)

 Definition of Resource Lands.....5RE-2

 County Policy Statement5RE-2

PROTECTION STANDARDS5RE-2

 Review Procedures.....5RE-2

 Protection Standards.....5RE-4

 Land Use5RE-4

 Notification5RE-4

AGRICULTURAL RESOURCE LANDS5RE-4

 Land Use Inventory.....5RE-4

 Economic Importance of Agriculture.....5RE-4

 Economic Outlook for Agriculture.....5RE-6

 Current Zoning Practices.....5RE-7

 Major Issues5RE-7

 Classification and Designation5RE-8

 Maps and References5RE-10

 Agricultural Lands Assessment Criteria.....5RE-12

 Agricultural Activities Outside of Designated Agricultural Areas5RE-12

MINERAL RESOURCE LANDS.....5RE-12

 Land Use Inventory.....5RE-12

 Economic Importance of Mining.....5RE-13

 Current Zoning Practices.....5RE-13

 Major Issues5RE-13

 Identification, Classification and Designation.....5RE-13

 Maps and References5RE-14

 Mineral Lands Assessment Criteria.....5RE-14

FOREST RESOURCE LANDS5RE-14

GOALS AND POLICIES.....5RE-14

CHAPTER 6 ECONOMIC DEVELOPMENT ELEMENT 6-1

INTRODUCTION.....6-1

 Purpose of the Chapter6-1

 Grant Count’s Vision for the 21st Century6-1

 Overview6-1

RELATIONSHIP TO OTHER PLANS6-2

 Growth Management Act Requirements6-2

 County-Wide Economic Development Planning.....6-2

 Technical Appendices6-3

 An Economic Development Framework6-3

EXISTING CONDITIONS—AN ECONOMIC PROFILE OF GRANT COUNTY ..6-6

 Key Features of the Economy6-6

 Economic Ebb & Flow.....6-6

 Composition of Grant County’s Economic Base.....6-7

 Changing Composition of Employment6-9

...TABLE OF CONTENTS

CHAPTER 6 ECONOMIC DEVELOPMENT ELEMENT (Continued)

EXISTING CONDITIONS–AN ECONOMIC PROFILE
OF GRANT COUNTY (Continued)

Workforce Issues in Grant County 6-11

Stagnant Real Earnings 6-12

MAJOR ISSUES 6-13

Strengths 6-14

Weaknesses 6-15

Opportunities 6-16

Threats 6-18

ROLE OF ECONOMIC DEVELOPMENT 6-18

Desired Levels of Job Growth 6-18

Desired Levels of Commercial & Industrial Expansion 6-19

Reduction in the Level of Poverty Rate 6-19

Reduction in the Overall Unemployment Rate 6-21

NEEDS ASSESSMENT 6-21

Option 1: Attract New Employers 6-21

Option 2: Cultivate Home-grown Businesses 6-22

Option 3: Diversify the Existing Economic Base 6-23

Option 4: Promote Grant County as a Destination for Tourists 6-23

Option 5: Keep Shopping Dollars at Home Where They Are Needed 6-23

GOALS AND POLICIES 6-24

CHAPTER 7 HOUSING ELEMENT..... 7-1

INTRODUCTION 7-1

RELATIONSHIP TO OTHER PLANS 7-1

Growth Management Act Requirements 7-1

County-Wide Planning Policies 7-1

Technical Appendices 7-2

MAJOR ISSUES 7-3

Affordable Housing..... 7-3

Farmworker Housing..... 7-3

Housing Type and Mix..... 7-4

Housing Density..... 7-4

Housing Finance 7-4

Manufactured/Mobile Housing 7-5

Rehabilitation of Housing Stock in Unincorporated Areas 7-5

EXISTING CONDITIONS 7-5

Housing Tenure..... 7-5

Housing Type..... 7-6

Population and Available Vacant Housing..... 7-6

Value and Cost of Housing 7-9

Condition of Housing Stock..... 7-14

Housing Rehabilitation..... 7-16

TABLE OF CONTENTS...

CHAPTER 7	HOUSING ELEMENT (Continued)	
	EXISTING CONDITIONS (Continued)	
	Public Housing Assistance	7-17
	Special Housing Needs	7-17
	NEEDS ASSESSMENT.....	7-21
	Population Projections	7-21
	Future Housing Needs.....	7-22
	Affordable Housing.....	7-24
	Affordable Housing Programs.....	7-27
	Manufactured Housing.....	7-28
	Maintaining the Housing Stock.....	7-28
	Rental Housing.....	7-29
	Accessory Dwelling Units.....	7-30
	Housing Finance	7-30
	Clustering.....	7-30
	Planned Unit Developments.....	7-30
	Homeless.....	7-31
	Development Review Process.....	7-31
	Farmworker Housing.....	7-31
	GOALS AND POLICIES.....	7-31
CHAPTER 8	TRANSPORTATION ELEMENT	8-1
	INTRODUCTION.....	8-1
	RELATIONSHIP TO OTHER PLANS	8-1
	Growth Management Act Requirements	8-1
	County-Wide Planning Policies	8-1
	Quad County Regional Transportation Plan.....	8-2
	Grant County Comprehensive Transit Plan.....	8-3
	MAJOR ISSUES	8-3
	Safety	8-3
	Mobility.....	8-3
	Alternative Modes.....	8-4
	Neighborhood Needs.....	8-4
	Transportation Demand Management	8-4
	Funding.....	8-4
	LEVEL OF SERVICE AND CONCURRENCY	8-5
	Concurrency.....	8-5
	Level of Service	8-5
	SYSTEM INVENTORY	8-6
	General System Description	8-7
	County Roads.....	8-7
	Non-County Public Transportation Systems	8-8
	Airport Facilities	8-10
	Railway Facilities.....	8-12

...TABLE OF CONTENTS

CHAPTER 8	TRANSPORTATION ELEMENT (Continued)	
	CAPACITY AND NEEDS ASSESSMENT	8-12
	Existing Levels of Service.....	8-12
	Forecast of Traffic.....	8-12
	Transportation System Analysis	8-14
	FINANCE PLAN	8-17
	Budget Forecast.....	8-18
	Funding Sources.....	8-18
	County Road Fund Working Reserve.....	8-32
	Funding Shortfall Provisions.....	8-32
	GOALS AND POLICIES.....	8-32
CHAPTER 9	CAPITAL FACILITIES ELEMENT	9-1
	INTRODUCTION	9-1
	RELATIONSHIP TO OTHER PLANS	9-1
	Growth Management Act Requirements	9-1
	County-Wide Planning Policies	9-2
	Plans of Other Jurisdictions.....	9-3
	PURPOSE OF THE ELEMENT	9-3
	WHY PLAN FOR CAPITAL FACILITIES?	9-3
	Growth Management.....	9-3
	Sound Management.....	9-4
	Eligibility of Funding.....	9-4
	LEVELS OF SERVICE	9-4
	General.....	9-4
	Method for Using Levels of Service.....	9-5
	Setting Standards for Levels of Service	9-6
	MAJOR ISSUES	9-7
	Impact Fees	9-7
	Infrastructure Cost Recovery.....	9-7
	Focused Public Investment.....	9-8
	LOS in Urban and Rural Areas	9-9
	PLANNING ASSUMPTIONS	9-9
	General.....	9-9
	Population	9-10
	COUNTY-OWNED CAPITAL FACILITIES.....	9-10
	Administrative Offices	9-10
	Law Enforcement (Sheriff’s Department).....	9-15
	Corrections Facility	9-16
	Juvenile Detention Facility.....	9-18
	County Parks.....	9-19
	Stormwater Management	9-20
	OTHER REGIONAL CAPITAL FACILITIES.....	9-20
	Schools.....	9-20
	Vocational Training Facilities/Higher Learning.....	9-22

TABLE OF CONTENTS...

CHAPTER 9	CAPITAL FACILITIES ELEMENT (Continued)	
	OTHER REGIONAL CAPITAL FACILITIES (Continued)	
	Library System	9-23
	Fire Protection.....	9-23
	Hospital System	9-24
	AVAILABLE SOURCES OF REVENUE.....	9-25
	General.....	9-25
	Locally-Generated Revenue	9-29
	Non-Local Revenue	9-30
	CAPITAL IMPROVEMENT PLAN.....	9-32
	GOALS AND POLICIES.....	9-32
CHAPTER 10	UTILITIES ELEMENT.....	10-1
	INTRODUCTION.....	10-1
	RELATIONSHIP TO OTHER PLANS	10-1
	Growth Management.....	10-1
	County-Wide Planning and Policies.....	10-1
	Grant County Coordinated Water System Plan–Quincy	
	Groundwater Subarea.....	10-2
	Columbia Basin Ground Water Management Area.....	10-2
	Technical Appendices	10-2
	Grant County Comprehensive Solid Waste Management Plan Update.....	10-3
	MAJOR ISSUES	10-3
	Service Provision	10-3
	Coordination Among Service Providers.....	10-3
	Concurrency and Implications for Growth	10-4
	Environmental Sensitivity	10-4
	REGULATORY SETTING	10-4
	Washington Utilities and Transportation Commission.....	10-4
	Federal Energy Regulatory Commission.....	10-5
	PUBLIC UTILITIES	10-5
	Electricity.....	10-5
	Water Supply Systems.....	10-8
	Sewer Systems	10-10
	PRIVATE UTILITIES.....	10-12
	Natural Gas	10-12
	Telecommunications	10-13
	Telephone.....	10-13
	Cellular Telephone.....	10-13
	Cable Television	10-14
	SPECIAL DISTRICTS.....	10-14
	Port Districts	10-14
	Columbia Basin Project and Irrigation Districts.....	10-15
	LEVELS OF SERVICE	10-16

...TABLE OF CONTENTS

CHAPTER 10 UTILITIES ELEMENT (Continued)

NEEDS ASSESSMENT..... 10-16

 Solid Waste Management Facilities 10-16

 Public Utilities..... 10-21

 Private Utilities..... 10-23

 Special Districts 10-23

GOALS AND POLICIES..... 10-24

CHAPTER 11 ESSENTIAL PUBLIC FACILITIES ELEMENT..... 11-1

INTRODUCTION..... 11-1

RELATIONSHIP TO OTHER PLANS 11-1

 Growth Management Act Requirements 11-1

 GMA Goals..... 11-1

 County-Wide Planning Policies 11-1

DESIGNATION OF ESSENTIAL PUBLIC FACILITIES..... 11-3

 Definition 11-3

 Locational Considerations..... 11-3

 Designated Facilities 11-4

SITING ESSENTIAL PUBLIC FACILITIES..... 11-4

 Classification of Facilities 11-4

 Notification of Public..... 11-4

 Impact on Critical Areas or Resource Lands..... 11-5

 Alternative Site Analysis..... 11-5

 Compliance with Plans, Ordinances and Regulations 11-5

GOALS AND POLICIES..... 11-5

CHAPTER 12 INTERGOVERNMENTAL COORDINATION 12-1

INTRODUCTION..... 12-1

GROWTH MANAGEMENT ACT REQUIREMENTS 12-1

USE OF INTERLOCAL AGREEMENTS..... 12-1

 Development Regulations/Construction Standards 12-1

 Annexations 12-1

NEIGHBORING JURISDICTIONS 12-2

 Cities and Counties 12-2

 Special Districts 12-2

 State Government..... 12-2

 Federal Government..... 12-2

 Coordinating Agencies..... 12-3

ROLES AND RESPONSIBILITIES 12-3

COORDINATING GMA PRODUCTS 12-3

 County-Wide Planning Policies 12-3

 Urban Growth Areas 12-4

 Essential Public Facilities..... 12-4

GOVERNMENTAL COORDINATION 12-4

TABLE OF CONTENTS...

CHAPTER 12	INTERGOVERNMENTAL COORDINATION (Continued)	
	ANNEXATION AND INCORPORATION.....	12-4
	Boundary Review Board.....	12-5
	Annexation Process.....	12-5
CHAPTER 13	NATURAL SETTING.....	13-1
	INTRODUCTION.....	13-1
	PURPOSE OF ELEMENT.....	13-1
	REQUIREMENTS OF OTHER PLANS.....	13-2
	GMA Goals.....	13-2
	Critical Areas.....	13-2
	Grant County Resource Lands and Critical Areas Development Ordinance.....	13-2
	MAJOR ISSUES.....	13-3
	Critical Area Protection.....	13-3
	Water Supply.....	13-3
	Water Quality.....	13-4
	Air Quality.....	13-5
	EXISTING CONDITIONS.....	13-5
	Climate.....	13-5
	Topography.....	13-5
	Soils.....	13-5
	Hydrology.....	13-6
	Air.....	13-10
	Vegetation.....	13-10
	CRITICAL AREAS AND RESOURCE LANDS.....	13-11
	Protection Standards, Land Use & Notification.....	13-11
	Identification and Classification.....	13-11
	Maps and References.....	13-11
	Resource Lands.....	13-12
	Cultural Resources.....	13-12
	Wetlands.....	13-12
	Aquifer Recharge Areas.....	13-14
	Frequently Flooded Areas.....	13-14
	Geologic Hazards.....	13-15
	Fish and Wildlife Habitat.....	13-17
	FIRE HAZARDS.....	13-19
	SHORELINE MASTER PROGRAM.....	13-19
	Overview.....	13-19
	Purpose.....	13-19
	Grant County Shoreline Mater Program.....	13-20
	Program Goals.....	13-20
	Shorelines of Statewide Significance.....	13-21
	GOALS AND POLICIES.....	13-22
	Resource Lands.....	13-22

...TABLE OF CONTENTS

CHAPTER 13 NATURAL SETTING (Continued)
GOALS AND POLICIES (Continued)

- Cultural Resources 13-22
- Critical Areas 13-23
- Water Resources..... 13-25
- Shoreline Management..... 13-26
- Fire Hazards 13-35

PART III – ENVIRONMENTAL REVIEW

CHAPTER 14 ENVIRONMENTAL ANALYSIS 14-1

- INTRODUCTION 14-1
 - SEPA Requirements..... 14-1
 - What Is An Environmental Impact Statement? 14-1
 - SEPA/GMA Integration 14-2
- DESCRIPTION OF PROPOSED PLAN AND ALTERNATIVES 14-3
 - Proposed Action 14-3
 - Description of Planning Area..... 14-3
 - Grant County’s Vision for the Future..... 14-4
 - Scope of Environmental Review 14-4
 - Summary of Alternatives..... 14-5
 - Major Differences and Similarities Between Alternatives 14-7
- SUMMARY OF ENVIRONMENTAL ANALYSIS 14-10
 - Approach..... 14-10
 - Affected Environment..... 14-11
 - Relative Impacts..... 14-11
 - Potential Mitigation Measures..... 14-11
 - Unavoidable Adverse Impacts..... 14-11
- NATURAL ENVIRONMENT 14-12
 - General..... 14-12
 - Regulatory Requirements..... 14-12
 - Identification and Classification..... 14-13
 - Maps and References 14-13
 - Wetlands 14-13
 - Frequently Flooded Areas 14-15
 - Fish and Wildlife Habitat..... 14-16
 - Geologically Hazardous Areas 14-17
- WATER/AIR RESOURCES 14-19
 - General..... 14-19
 - Surface Water..... 14-19
 - Groundwater 14-20
 - Air Quality 14-22
- LAND AND SHORELINE USE..... 14-23
 - Land Capacity 14-23

TABLE OF CONTENTS...

CHAPTER 14 ENVIRONMENTAL ANALYSIS (Continued)

LAND AND SHORELINE USE (Continued)	
Urban and Rural Character, Density and Services	14-25
Transition of Urban Land Uses	14-27
Livability	14-28
Preservation of Agricultural Lands and Incompatible Development.....	14-29
Light and Glare	14-30
Aesthetics.....	14-31
ECONOMIC DEVELOPMENT	14-32
Introduction.....	14-32
Land Supply & Infrastructure.....	14-34
Future Economic Base	14-36
Removal of Dams/Expansion of Columbia Basin Project.....	14-37
HOUSING	14-38
Affected Environment.....	14-38
Impact of Alternatives.....	14-40
Mitigation Measures.....	14-41
Unavoidable Adverse Impacts.....	14-41
TRANSPORTATION	14-42
Introduction.....	14-42
Affected Environment.....	14-42
Impact of the Alternatives	14-45
Mitigation Measures.....	14-46
Unavoidable Adverse Impacts.....	14-46
CAPITAL FACILITIES	14-46
Introduction.....	14-46
County-Owned Facilities.....	14-46
Other Regional Capital Facilities	14-51
UTILITIES	14-55
Introduction.....	14-55
Public Utilities.....	14-55
Private Utilities & Special Districts.....	14-60

GLOSSARY

APPENDICES	Appendix A	List of Acronyms
	Appendix B	Comprehensive Plan Chronology
	Appendix C	Consistency and Coordination Analysis
	Appendix D	Interlocal Agreements
	Appendix E	Enabling Ordinance

PART IV – TECHNICAL APPENDICES
(UNDER SEPARATE COVER)

- A. *Economic Profile of Grant County* (Chase Economics & Reed Hansen Associates, September 1999)
- B. *Grant County Urban Growth Area Analysis: Population, Housing and UGA Land Allocations* (Proulx Cearns, Inc., September 1999)
- C. *Draft Housing Needs Assessment & Strategies for Grant County* (Tom Phillips & Associates, July 1994)
- D. *Grant County Rural Land Use Analysis: Population, Housing and UGA Land Allocations* (Proulx Cearns, Inc., September 1999)
- E. *Not used*
- F. *Waste Disposal Options: Expansion of Ephrata Landfill vs. Long-Haul* (Parametrix, Inc., August 1998)

PART V – MAP PORTFOLIO
(UNDER SEPARATE COVER)

Map 1	Major Public Land Ownership	Map 10	Krupp UGA
Map 2	Existing Land Use	Map 11	Lakeview Park UGA
Map 3	Future Land Use Map	Map 12	Mattawa UGA
Map 4	Coulee City UGA	Map 13	Moses Lake UGA
Map 5	Electric City UGA	Map 14	Quincy UGA
Map 6	Ephrata UGA	Map 15	Royal City UGA
Map 7	George UGA	Map 16	Soap Lake UGA
Map 8	Grand Coulee UGA	Map 17	Warden UGA
Map 9	Hartline UGA	Map 18	Wilson Creek UGA

LIST OF TABLES

CHAPTER 2 PLAN DEVELOPMENT

Table 2-1	Land Development Ordinances.....	2-11
Table 2-2	Public Health Ordinances	2-12

CHAPTER 3 GRANT COUNTY PROFILE

Table 3-1	2000 Grant County Population	3-11
Table 3-2	Population of Grant County, 1910-2000.....	3-12
Table 3-3	Population of Cities of Grant County, 1910-2000	3-14
Table 3-4	Population of Grant County, 1970-2006.....	3-15
Table 3-6	Population of Grant County, 2000-2006.....	3-16
Table 3-8	Race and Ethnicity	3-20
Table 3-9	Population Change for Total, Male and Female	3-21
Table 3-10	OFM Population Projections for Grant County	3-23
Table 3-11	Population Projection and Distribution.....	3-25

CHAPTER 5 LAND USE

Table 5-1	Major Public Land Ownership.....	5-5
Table 5-2	Existing Land Use Inventory.....	5-6
Table 5-3	Rural Population Distribution.....	5-9
Table 5-4	Future Land Use Designations	5-13
Table 5-5	Summary of Future Land Use Needs	5-29

URBAN LANDS SUB-ELEMENT

Table 5UR-1	Population Projection and Distribution.....	5UR-15
Table 5UR-2	UGA Land Use Inventory	5UR-16
Table 5UR-3	Summary of Areas of Grant County Cities and UGAs	5UR-16
Table 5UR-4	Summary of UGA Land Use & Potential Housing Units	5UR-17

RURAL LANDS SUB-ELEMENT

Table 5RU-1	Designation Criteria for Rural Areas of More Intensive Development	5RU-14
Table 5RU-2	Shoreline Development Density	5RU-15
Table 5RU-3	Shoreline Development Boundaries.....	5RU-18
Table 5RU-4	Rural Land Population Distribution.....	5RU-24
Table 5RU-5	Rural Lands Inventory.....	5RU-25
Table 5RU-6	Rural Communities and Villages	5RU-26
Table 5RU-7	Summary of Rural Land Use & Potential Housing Units	5RU-28

RESOURCE LANDS SUB-ELEMENT

Table 5RE-1	Agricultural Land Use Inventory	5RE-4
-------------	---------------------------------------	-------

LIST OF TABLES...

Table 5RE-2	Value of Agricultural Production in Grant County and Washington State: 1987, 1992, and 1997 (in thousands of dollars).....	5RE-5
Table 5RE-3	Agricultural Resource Land Inventory.....	5RE-10
CHAPTER 6 ECONOMIC DEVELOPMENT		
Table 6-1	Labor Force, Employment & Unemployment, Selected Areas, 1997.....	6-11
Table 6-2	Comparative Statistics: Grant County and other selected Counties	6-12
CHAPTER 7 HOUSING		
Table 7-1	Housing Units by Tenure	7-7
Table 7-2	Housing Units by Type	7-7
Table 7-3	Housing Vacancy Status – 1990	7-8
Table 7-4	Value of Owner – Occupied Housing – 1990	7-9
Table 7-5	Available Vacant Dwelling Units in Grant County – 1998	7-10
Table 7-6	Contract Rent – 1990	7-11
Table 7-7	Median Price Housing in Selected Counties, 1995-98	7-12
Table 7-8	Median Household Income	7-13
Table 7-9	Monthly Homeowner Costs as a Percent of Household Income – 1989.....	7-13
Table 7-10	Monthly Contract Rent as a Percent of Household Income – 1989.....	7-13
Table 7-11	Median Income and Percent Poverty, Selected Counties, 1989, 1994 & 1998	7-14
Table 7-12	Age of Housing	7-14
Table 7-13	Domestic Sewage Disposal – 1990	7-15
Table 7-14	Domestic Water Supply - 1990.....	7-15
Table 7-15	Indicators of Substandard Housing – 1990	7-15
Table 7-16	Elderly Care Facilities.....	7-19
Table 7-17	Dwelling Units Needed to Accommodate Future Growth in Grant County...	7-22
Table 7-18	Summary of Rural Land Use & Potential Housing Units	7-25
Table 7-19	Summary of UGA Land Use & Potential Housing Units	7-26
CHAPTER 8 TRANSPORTATION		
Table 8-1	Grant County Road System.....	8-7
Table 8-2	City Streets.....	8-10
Table 8-3	Grant County Airports	8-10
Table 8-4	1998 Levels of Service Summary	8-13
Table 8-5	Projected Population Growth Rates	8-14
Table 8-6	2018 Levels of Service Summary	8-17
Table 8-7	Transportation Improvement Plan, 1999-2004	8-20
Table 8-8	Transportation Finance Plan, 1999-2004	8-31

LIST OF TABLES...

CHAPTER 9 CAPITAL FACILITIES

Table 9-1	Sample Level of Service Measurements	9-4
Table 9-2	Level of Service Standards	9-8
Table 9-3	Grant County Population Projections	9-10
Table 9-4	Summary of Grant County Employees	9-12
Table 9-5	Grant County Building Inventory	9-13
Table 9-6	Statewide Sheriff Staffing Comparison	9-16
Table 9-7	Planned Law Enforcement Projects	9-17
Table 9-8	Statewide Jail Corrections Officers to Inmates Comparison	9-18
Table 9-9	Planned Juvenile Detention Projects.....	9-19
Table 9-10	Funding Source Legend	9-25
Table 9-11	Capital Facilities Plan	9-34

CHAPTER 10 UTILITIES

Table 10-1	Grant County Water Systems.....	10-9
Table 10-2	Grant County Large, On-Site Sewer Systems.....	10-10
Table 10-3	Grant County Wastewater Treatment Facilities.....	10-12
Table 10-4	Solid Waste Collection Services.....	10-19
Table 10-5	Waste Transfer Sites	10-20
Table 10-6	Solid Waste Management System LOS Standards	10-21
Table 10-7	Planned Solid Waste Disposal Improvement Projects	10-22

CHAPTER 11 SITING ESSENTIAL PUBLIC FACILITIES

Table 11-1	Distinguishing Public Purpose Lands from Essential Public Facilities	11-3
------------	--	------

CHAPTER 14 ENVIRONMENTAL ANALYSIS

Table 14-1	General Comparison of Rural Residential Densities Between Land Use Alternatives	14-9
Table 14-2	Land Use Alternatives – Residential Capacity of Rural Lands.....	14-14
Table 14-3	Environmental Impact Analysis – Summary Matrix.....	14-62
Table 14-4	Mitigation Measures	14-68

LIST OF FIGURES

CHAPTER 3 GRANT COUNTY PROFILE

Figure 3-1	Location Map	3-9
Figure 3-2	Population Growth in Grant County, 1970-2006	3-12
Figure 3-3	Population of Grant County, 1910-2000	3-13
Figure 3-4	Population of Grant County, 1970-2006	3-16
Figure 3-5	Components of Population Change in Grant County, 1970-2000	3-17
Figure 3-6	Net Change in Population and Employment in Grant County, 1970-1996	3-18
Figure 3-7	Population by Age Groups in Grant County, 1998, 2010 & 2020	3-20
Figure 3-8	Civilian Labor Force in Grant County, 1970-1997	3-27
Figure 3-9	Unemployment Rates in Grant County and Washington State, 1970-1997	3-28
Figure 3-10	Degree of Economic Specialization in Grant County, Location Quotients for Major Industry Sectors, 1996	3-28
Figure 3-11	Per Capita Income Performance of Grant County, Non-metropolitan Washington and Washington State Compared to the United States (=1.00): 1969-1996	3-30
Figure 3-12	Percent of 1996 Total Industry Earnings by Major Industry Group: Grant County and Washington State	3-30
Figure 3-13	Housing Affordability in Grant County and Washington State, 1994-1998	3-32

CHAPTER 5 LAND USE

Figure 5-1	Public Land Ownership Map	5-7
Figure 5-2	Existing Land Use Map	5-8
Figure 5-3	1998 Population Distribution	5-9
Figure 5-4	2018 Population Distribution	5-9
Figure 5-5	Future Land Use Map	5-10

RURAL LANDS SUB-ELEMENT

Figure 5RU-1	1998 Population Distribution	5RU-24
Figure 5RU-2	2018 Population Distribution	5RU-25

RESOURCE LANDS SUB-ELEMENT

Figure 5RE-1	Share of Total Employment and Labor Income from Farming, Food Processing & Agricultural Services in Grant County, 1969-1996	5RE-6
Figure 5RE-2	Columbia Basin Project Map	5RE-11

CHAPTER 6 ECONOMIC DEVELOPMENT

Figure 6-1	Grant County Total Employment, 1970-1997	6-7
Figure 6-2	Agricultural Complex Share of Total Employment and Labor Income: Grant County, 1969-1996	6-8
Figure 6-3	Ratio of Services-Producing to Goods-Producing Jobs, Grant County and Washington State, 1970-1997	6-10

LIST OF FIGURES...

CHAPTER 6 ECONOMIC DEVELOPMENT (Continued)

Figure 6-4	Grant County Employment by Major Sector, 1970-1997	6-10
Figure 6-5	Annual Average Earnings in Grant County & Washington State, 1969-96....	6-13
Figure 6-6	Annual Change in Total Employment, Grant County & Washington State, 1970-1997	6-19
Figure 6-7	Ratio of Services-Producing to Goods-Producing Jobs, Grant County & Washington State, 1970-1997.....	6-20
Figure 6-8	Grant County's Unemployment Rate as a Percent of Washington State's, 1970-1997	6-20
Figure 6-9	Grant County's Per Capita Income as a Percent of the Washington State Average, 1970-1996.....	6-21

CHAPTER 7 HOUSING

Figure 7-1	Housing Units by Tenure – Incorporated Cities (1990)	7-8
Figure 7-2	Housing Units by Tenure – Grant County (1990).....	7-8
Figure 7-3	Housing Units by Type – Incorporated Cities (1998)	7-9
Figure 7-4	Housing Units by Type – Grant County (1998)	7-9
Figure 7-5	Value of Owner-Occupied Housing – 1990	7-11
Figure 7-6	Contract Rent – 1990	7-12
Figure 7-7	Domestic Sewage Disposal – 1990.....	7-15
Figure 7-8	Domestic Water Supply – 1990	7-15
Figure 7-9	Age of Housing.....	7-16
Figure 7-10	Housing Affordability in Grant County and Washington State, 1994-98.....	7-27

CHAPTER 8 TRANSPORTATION

Figure 8-1	Grant County Road System 1998 Traffic Volumes	8-15
Figure 8-2	Grant County Road System 2018 Traffic Volumes	8-16
Figure 8-3	Transportation Improvement Plan Finance Plan.....	8-31
Figure 8-4	Transportation Improvement Program Expenditures.....	8-31
Figure 8-5	Financing of Grant Funded Transportation Improvements.....	8-32

CHAPTER 9 CAPITAL FACILITIES

Figure 9-1	School Districts.....	9-26
Figure 9-2	Fire Districts.....	9-27
Figure 9-3	Hospital Districts	9-28

CHAPTER 10 UTILITIES

Figure 10-1	Grant County PUD System Map.....	10-7
Figure 10-2	Water Districts	10-11
Figure 10-3	Port Districts	10-17

GRANT COUNTY COMPREHENSIVE PLAN



PART I – POLICY PLAN

DEPARTMENT OF COMMUNITY DEVELOPMENT LONG RANGE PLANNING

CHAPTER 1

INTRODUCTION

PURPOSE OF A COMPREHENSIVE PLAN

Why Plan?

Planning averts problems by making efficient use of scarce resources. Planning improves the physical environment of the community as a setting for human activities – to make it more functional, beautiful, decent, healthful, interesting, and efficient. Planning makes sure tax dollars invested in public roads, water and sewer systems, fire stations, parks and other public services are spent wisely. Planning incorporates long-range considerations into decisions on short-range actions. Planning promotes the public interest, the interest of the community at large, rather than the interests of individuals or special groups within the communities. Planning also helps protect the interests of property owners.

The analyses of existing conditions, issues, facilities, population projections, and other factors within this Grant County Comprehensive Plan (referred to throughout this document as the “Plan”) will aid Grant County officials and the County Commissioners in their decision-making role. It will help with long-term planning efforts and in the coordination of these efforts with other nearby jurisdictions. Such coordinated planning will enable more efficient use of public funds and human resources. The Plan is also intended to maintain reasonable continuity in future decision-making as turnover occurs within the county's legislative body. However, the Plan must be periodically reviewed and updated to reflect technological, social, economic and political changes that may invalidate certain plans and policies.

The Plan will be available to the public as a reference guide and is intended to notify citizens, the development community, builders, and government agencies of how the County is

directing its energies and resources to manage its growth. It seeks to establish a clear intent and policy base which can be used to develop and interpret municipal regulations.

This Plan will also help Grant County in its attempts to secure funding for development and capital improvement projects. Outside funding sources must be presented with a clear picture of existing conditions, needs, and goals. This Plan will provide this information as well as details on how individual projects fit into and support the County's overall vision for its future.

What Is a Comprehensive Plan?

A comprehensive plan is an official document adopted by local government as a guide to making decisions about the future physical development of a county. It indicates, in a general way, how residents feel about their community. Until the passage of the Growth Management Act (GMA) in 1990, a unifying theme and coordinated process on managing growth did not exist. At the local level, the fundamental purpose of the Plan is to manage growth so that it sustains and enhances the quality of life for county residents, as that quality is defined by the residents themselves through a public process. The Plan seeks to preserve those elements of the natural environment and the local custom and culture that are the essence of the quality of life for county residents. Simultaneously, the Plan seeks to encourage economically productive use of the land and resource base in order to provide prosperity for its residents.

The Plan provides a legally recognized framework for making decisions about land use and other planning and policy decisions. However, it is fundamentally a policy document. The policies are required by the GMA to be implemented through the use of such regulatory tools as zoning and subdivision ordinances, as

CHAPTER 1...

well as other innovative techniques. These regulations must be developed and maintained in accordance with the goals and policies of this comprehensive plan.

This Plan is a legal document with a map or series of maps and accompanying text and goals and policies that is adopted by the Board of County Commissioners to guide public and private land use decisions. The Plan must strive to balance the community's financial ability to support development against its projected growth in population, employment, and housing with the need for environmental protection.

The Plan directs the county's future physical growth through several mechanisms. It provides guidance for development regulations, such as a zoning ordinance, and for other county-wide plans such as solid waste, sewer, or capital facilities. Such plans must include the public facilities needed to accommodate the population growth anticipated in the Comprehensive Plan. They also must ensure that levels of service adopted within the Plan can be maintained.

Authority to Plan

In the 1980s, unprecedented population growth and suburban sprawl, especially in western Washington, threatened the state's forest and agricultural lands, critical wetlands, and wildlife habitat areas. Traffic congestion and air pollution had become major problems, and many sources of drinking water were at risk of becoming polluted. The Washington State Legislature responded to these trends by enacting the Growth Management Act in 1990, and mandating that certain cities and counties prepare comprehensive plans.

Passage of the GMA significantly changed the requirements for local planning. The law requires that each county in consultation with its cities and towns:

- Plan for a 20-year population forecast as provided by the State Office of Financial Management (OFM) and distribute this forecast equitably and realistically

throughout the county;

- Collectively identify urban growth areas for each city and town using service standards and land development suitability as measures; and
- Draft plans that, at a minimum, include land use, transportation, housing, utilities, capital facilities, and rural elements.

With Grant County's decision to plan under the GMA, the County was embodied into the growth management planning process. The county adopts this Comprehensive Plan under the authority of the Washington State Growth Management Act, RCW 36.70A. The Planning Commission Act provides the authority for and the procedures to be followed in guiding and regulating the physical development of the county.

RELATIONSHIP TO OTHER PLANS AND REGULATIONS

GMA Goals

The GMA requires Washington's fastest growing counties, the cities within them, and other jurisdictions opting in to the process to plan extensively in accordance with the following goals:

- **Urban Growth.** Encourage development in urban growth areas where adequate public facilities and services exist or can be provided in an efficient manner.
- **Sprawl.** Reduce the inappropriate conversion of undeveloped land into sprawling, low-density development.
- **Transportation.** Encourage efficient multi-modal transportation systems that are based on regional priorities and coordinated with county and city comprehensive plans.
- **Housing.** Encourage the availability of affordable housing to all economic segments

of the population of this state, promote a variety of residential densities and housing types, and encourage preservation of existing housing.

- **Economic Development.** Encourage economic development throughout the state that is consistent with adopted comprehensive plans, promote economic opportunity for all citizens of this state, especially for unemployed and for disadvantaged persons, and encourage growth, all within the capacities of the state's natural resources, public services, and public facilities.
- **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.
- **Permits.** Applications for both state and local government permits should be processed in a timely and fair manner to ensure predictability.
- **Natural Resource Industries.** Maintain and enhance natural resource-based industries, including productive timber, agricultural and fisheries industries.
- **Open Space and Recreation.** Encourage the retention of open space and development of recreational opportunities, conserve fish and wildlife habitat, increase access to natural resource lands and water, and develop parks.
- **Environment.** Protect the environment and enhance the state's high quality of life, including air, water quality, and the availability of water.
- **Citizen Participation and Coordination.** Encourage the involvement of citizens in the planning process and ensure coordination between communities and jurisdictions to reconcile conflicts.

- **Public Facilities and Services.** Ensure that those public facilities and services necessary to support development shall be adequate to serve the development at the time the development is available for occupancy and use without decreasing current service levels below locally established minimum standards.
- **Historic Preservation.** Identify and encourage the preservation of lands, sites, and structures that have historical or archaeological significance.

County-Wide Planning Policies

Growth management planning is a cooperative process that must occur between the county and cities. Counties are regional governments within their boundaries, and cities are primary providers of urban services within the designated urban growth areas. In order to effectively balance land use, infrastructure, and finance throughout a region, the GMA requires that an overall vision for growth, plus general county-wide planning policies to implement this vision be established via a collaborative process between County and city representatives. It is intended that the county-wide policies will serve as a framework for the development of each jurisdiction's comprehensive plan, ensuring consistency between city and county plans, and compliance with the requirements of the GMA.

At a minimum, the GMA requires the county-wide planning policies to address:

- Implementation of RCW 36.70A.110 (urban growth areas);
- Promotion of contiguous and orderly development and provision of urban services;
- Siting of public capital facilities;
- Transportation facilities and strategies;
- Affordable housing;

CHAPTER 1...

- Joint county and city planning within urban growth areas;
- County-wide economic development and employment; and
- Analysis of fiscal impact.

The Grant County Planned Growth Committee, which included representatives of the county and each city, prepared county-wide planning policies (CWPPs) in 1993, which were subsequently adopted by the Board of County Commissioners.

RCW 36.70A.210 defines a ‘county-wide planning policy’ as a “written policy statement or statements used solely for establishing a county-wide framework from which county and city comprehensive plans are developed and adopted pursuant to this chapter.” Indeed, the CWPPs themselves recognize that flexibility in applying the policies is essential. Policy 14 states that “these policies are meant as general framework guidelines for the county and each municipality, however flexibility must be maintained in order to adapt to different needs and conditions.”

Since adoption of the CWPPs in 1993, the Washington State Legislature has revised the Growth Management Act during every legislative session. Significant revisions to the GMA since the CWPPs were developed include provisions for (1) limited areas of more intensive rural development (ESB 6094) and (2) two master planned locations for major industrial development outside of UGAs. These and other legislative changes governing rural development were not anticipated during the preparation of the CWPPs. Furthermore, CWPPs include a population forecast and distribution based on 1992 data, which was updated for 1998 data for the Comprehensive Plan. The population allocation methodology included in the CWPPs was considered in the final allocation incorporated in the Plan.

The CWPPs, taken together with the thirteen goals of the GMA, have been used to guide the Comprehensive Plan. Where the CWPPs clearly

conflict with the most current goals or requirements of the GMA, the Comprehensive Plan follows the GMA. Appendix C includes a detailed analysis and demonstration of consistency between the Comprehensive Plan, the CWPPs and the GMA.

During the preparation of the Comprehensive Plan, Grant County staff have coordinated with the municipalities such that each was informed and allowed opportunity to comment on inconsistencies between the Plan and the CWPPs regarding population projections and allocation as well as more intensive rural development. The Planned Growth Committee is currently proceeding with a process of reviewing proposed amendments to the CWPPs to promote their consistency with current provisions of the GMA. However, completion of this process and adoption of revised CWPPs will not be completed prior to adoption of the Comprehensive Plan.

The Comprehensive Plan is consistent with and has been coordinated with the planning documents of regional planning bodies and local jurisdictions within Grant County. The Comprehensive Plan: (1) conforms with the Quad County Regional Transportation Plan, (2) is internally consistent and (3) is, to the greatest extent practicable without compromising the requirements of the GMA, consistent with the county-wide planning policies prepared by the Grant County Planned Growth Committee. The Plan meets the mandatory requirements of the GMA and furthers all of the goals of the GMA. The County is currently proceeding with a process for reconciliation of the CWPPs and the GMA.

Comprehensive Plans of Incorporated Cities and Towns

This Comprehensive Plan serves as the plan for the unincorporated areas within the urban growth boundaries of cities and towns. The individual city comprehensive plans serve as the plans for the incorporated areas within the urban growth boundaries of incorporated cities. The city comprehensive plans are integral parts of this

Plan, although they appear in separate documents. The cities and towns of Grant County with the cooperation of the County have developed comprehensive plans. The goal of such cooperation is to achieve compatibility along jurisdictional boundaries and also to give more stability to planning and zoning as County lands are annexed into the cities. During preparation of Development Regulations to implement this Plan, the County should consult with the cities and towns to consider incorporation of city land use policies and standards where appropriate.

Development Regulations

Under the GMA, “development regulations” means “the controls placed on development or land use activities by a county, including, but not limited to, zoning ordinances, critical areas ordinances, shoreline master programs, official controls, planned unit development ordinances, subdivision ordinances, and binding site plan ordinances. “Official controls” are “legislatively defined and enacted policies, standards, precise detailed maps and other criteria, all of which control the physical development of a county or any part thereof or any detail thereof, and are the means of translating into regulations and ordinances all or any part of the general objectives of the comprehensive plan.” Such official controls may include, but are not limited to, ordinances establishing zoning, subdivision control, platting, and adoption of detailed maps.

Simply put, a zoning ordinance and similar development regulations are intended to implement the Comprehensive Plan. Under the GMA, zoning maps and other official controls may be adopted only for areas covered by a comprehensive plan. Upon adoption of the Plan, Grant County assumes a responsibility to effectuate the Plan and to conform the zoning ordinance, development regulations, and other official controls to it.

Shoreline Master Program

RCW 36.70A.480 states that goals and policies of a shoreline master program for a county shall

be considered an element of the county’s comprehensive plan. The Grant County Shoreline Master Program was prepared in June 1975, and does not reflect the most recent revisions to chapter 90.58 RCW, Shorelines of the State. Until such time that the Shoreline Master Program is updated, the County incorporates by reference the goals and policies of chapter 90.58 RCW. The Shoreline Master Program is scheduled to be amended in 1999.

PLAN ORGANIZATION AND FORMAT

Plan Organization

This Plan is organized into five parts:

- **Part I: Policy Plan.** This part is comprised of four chapters (Chapters 1 through 4), and provides background information, including an overview of the planning process under the GMA, an overview of the plan development process, a demographic profile of Grant County, and a statement of the goals and policies for all Plan Elements.
- **Part II: Plan Elements.** This part is comprised of nine chapters (Chapters 5 through 13), referred to as “Elements”. This part includes the six mandatory elements required by the GMA: land use, housing, capital facilities, utilities, rural, and transportation elements. With the exception of the rural element, each of these mandatory elements is included in a separate chapter. The Land Use chapter includes three sub-elements: urban growth areas, rural lands, and resource lands. One optional element, Economic Development, is included as a separate chapter. Also included in this Part are a Natural Setting element, a glossary and several appendices, including a chronology of the preparation of the Plan and the adopting or enabling ordinance for the Plan.
- **Part III: Environmental Review.** This part is comprised of one chapter (Chapter 14) that constitutes the environmental review

CHAPTER 1...

required under the State Environmental Policy Act (SEPA) for the Comprehensive Plan. Chapter 14 Environmental Review evaluates the environmental impacts of the proposed “non-project” action contemplated by this Plan. This chapter also identifies potential mitigation measures for and unavoidable adverse impacts of the actions of this Plan.

- **Part IV: Technical Appendices.** This part, provided as a separate document, is comprised of six documents that are incorporated as part of this Plan. These technical appendices incorporate the analyses conducted to formulate the basis of the Plan Elements.
- **Part V: Map Portfolio.** This part, also under separate cover, is comprised of the various maps prepared to graphically convey the policies of the Plan.

Summary of Chapters

A brief summary of each of the Plan chapters is as follows:

Part I: Policy Plan

Chapter 1 Introduction. This chapter provides a brief discussion of the purpose of a comprehensive plan and its relationship to other plans and regulations, a description of plan organization and format, establishes guidelines for interpretation of the Plan, and provides a summary of conditions in Grant County.

Chapter 2 Plan Development. This chapter provides a summary of the process of development of the Plan, including a brief history of planning in Grant County, a discussion of the community involvement leading to development of the Plan, defines procedures for amending the Plan, and defines Plan implementation and monitoring procedures.

Chapter 3 Grant County Profile. This chapter includes information on Grant County’s past and present population and future forecasts, an

overview of County demographics and economy, and data on housing costs and availability throughout the County.

Chapter 4 Policy Plan. This chapter serves as a framework for County decision-makers, the development industry, and the public covering a broad array of issues of both short- and long-term importance. The Policy Plan also excerpts from each Plan Element the goals, policies and actions or strategies required to implement the Plan.

Part II: Plan Elements

Chapter 5 Land Use Element. This chapter addresses the general distribution and location of land uses, and the appropriate intensity and density of land uses given development trends. The element also provides policy guidance for commercial and industrial land uses outside UGAs and establishes land division policies for creating new parcels in unincorporated Grant County. The major land use classifications discussed in this chapter include urban growth areas, rural lands, resource lands, and open space.

Urban Growth Areas Sub-Element. This sub-element of Chapter 5 Land Use includes information regarding UGA designation criteria, identifies city/county joint planning issues, policies for providing and coordinating urban public facilities and services, and policies directed at minimizing sprawl.

Rural Lands Sub-Element. This sub-element of Chapter 5 Land Use addresses maintaining and promoting land uses that are considered “rural in character”. Objectives of this chapter include encouraging a variety of development while maintaining rural character and conserving rural features and resources as well as assuring that public facilities, services, roads, and utilities are consistent with rural character and lifestyles.

Resource Lands Sub-Element. This sub-element of Chapter 5 Land Use assesses three natural resources: agriculture, forest, and mineral. This section defines the purpose and

intent of land use policies for each resource land designation.

Chapter 6 Economic Development Element. This chapter describes policies relating to economic needs and opportunities in Grant County, such as the creation and maintenance of diverse employment opportunities, protection of natural resource utilization, increasing of non-resource industrial development, promotion of commercial retail and service businesses, and promotion of tourism.

Chapter 7 Housing Element. This chapter includes policies that promote suitable living conditions at all income levels and encourage housing maintenance, redevelopment, and safety.

Chapter 8 Transportation Element. This chapter describes the transportation goals and policies that establish the adopted Level of Service (LOS) standards for Grant County.

Chapter 9 Capital Facilities Element. This chapter focuses on planning and provision of needed public facilities in unincorporated Grant County, and includes goals and policies addressing capital costs, financing, and LOS standards.

Chapter 10 Utilities Element. This chapter discusses both public and private utilities and special services, including natural gas, telecommunications, electrical power, solid waste and recycling, sewer, water, drainage and stormwater, cable television, and telephone.

Chapter 11 Essential Public Facilities Element. This chapter outlines a process for designation and siting of essential public facilities, such as airports, state educational facilities, regional transportation facilities, correctional facilities, solid waste handling facilities, and similar facilities.

Chapter 12 Intergovernmental Coordination Element. This chapter defines the roles of local jurisdictions in coordinating intergovernmental services.

Chapter 13 Natural Setting. This chapter focuses on the preservation and enhancement of the natural environment of Grant County. Topics discussed include wetlands, frequently flooded areas, geologic hazards, fish and wildlife habitat conservation, and aquifer recharge areas.

Part III: Environmental Review

Chapter 14 Environmental Review. This chapter evaluates the environmental impacts of the proposed “non-project” action contemplated by this Plan. This chapter also identifies potential mitigation measures for and unavoidable adverse impacts of the actions of this Plan.

Plan Format

The format of each of the Plan chapters is similar. The progression of each chapter flows toward the future and is organized in the following order:

- **Introduction:** a description of the purpose of the element.
- **Relationship of Element to Other Plans:** a description of the “link” between the element and the GMA, County-wide Planning Policies, the County’s vision of growth, and any special studies conducted in preparing the element.
- **Major Issues:** a description of the major issues present in Grant County that the element intends to address. These major issues also form the basis of the environmental review of Chapter 14.
- **Existing Conditions:** an inventory of existing conditions related to the chapter topic within Grant County's unincorporated areas.
- **Needs and Opportunities:** an assessment of needs and evaluation of alternatives for meeting those needs.
- **Goals and Policies:** a listing of goals, policies, and actions that follow the shared

CHAPTER 1...

vision for the future of Grant County for sustaining and improving our quality of life.

PLAN INTERPRETATION

This Comprehensive Plan provides a guide and regulatory framework for development in Grant County that reflects the community's collective vision of the attributes of a desirable community. The various elements of the Plan are intended to be internally consistent and integrated into a whole. However, due to the general nature of this Plan, conflicts and discrepancies between elements may exist, just as apparent conflicts exist within the goals of the GMA. This section defines the relationship between the components of the plan and provides guidance in resolving conflicts between components.

Goals and Policies

The goals and policies of the plan are presented within each chapter (so that they can be understood within the context of the major issues, existing conditions, and needs and opportunities discussed in the chapter) and excerpted to a single chapter for ready reference. Goals and policies follow the shared vision for the future of Grant County for sustaining and improving our quality of life. Goals and policies are also intended to be consistent with the Planning Goals of the Growth Management Act.

The goals and policies are the primary directives for land use decision-making and long range planning. They are also the primary directives to county decision-makers and staff relative to the planning and public works actions, studies, and projects to be undertaken during the planning period in order to address current and future growth and development.

In order to understand the relationships between plan components, it is necessary to understand the meaning and differences between goals, policies and actions.

Goals are broad statements of a community's aspirations. Goals tell us where we want to go.

Goals are "milestones" or achievements that we must attain to reach our vision.

Policies express a commitment to a course of action. Policies provide overall direction for implementation of a strategy. Policies provide clear guidance for decision-making and form the basis for revised development regulations, such as zoning and subdivision ordinances.

Actions are work tasks, projects, studies, and similar efforts to be undertaken in implementing the Plan. An action may be necessary to advance a goal or to carry out a policy. Unless an action is accompanied by a specific date for initiation or completion, it carries no specific schedule and may be accomplished based on priorities determined by the County anywhere within the planning period. Of course, the implementation of any action is always dependent upon the availability and allocation of staff and budget resources.

Major Land Use Designations

The Plan defines major land use classifications, each of which has distinct and unique characteristics. The four major land use classifications in this Plan are:

- **Urban Growth Areas.** Those areas designated for growth that makes intensive use of land for the location of buildings, structures, and impermeable surfaces to such a degree as to be incompatible with the primary use of such lands for the production of food, other agricultural products, or fiber, or the extraction of mineral resources.
- **Rural Lands.** Those lands that are not within an urban growth area and are not designated as resource lands having long-term commercial significance for production of agricultural products, timber, or the extraction of minerals.
- **Resource Lands.** Those agricultural, timber, or mineral resource lands designated as having long-term commercial significance.

- **Open Space.** Any land, the protection of which in its present use would conserve and enhance natural or scenic resources; or protect streams or water supplies; or promote conservation of soils, wetlands, beaches or tidal marshes; or enhance the value to the public of abutting or neighboring parks, forests, wildlife preserves, nature reservations, or sanctuaries or other open space; or enhance recreation opportunities; or preserve historic sites.

Relationship Between Plan Components

There exists a linear relationship between the Plan's goals, policies and actions, and the text and mapping contained in the various elements. As the connection progresses from the broad goal, through its legitimizing policy and then to specific actions, specificity emerges. The maps of the Plan augment both the text and even the goals and policies.

For example, the land use map included in Chapter 5 Land Use is, in essence, a graphic policy statement regarding future land development in Grant County. As such, the land use policy serves, and is served by, the transportation, housing, utilities, and capital facilities elements. Based upon the land use designations on the Land Use Map, private and public sector service providers can project future locational demands for water, sewer, natural gas, electrical power, roads, fire protection, transit, emergency response, communications and other services. Using this information, service providers can, with a relative degree of certainty, invest their resources to plan and implement infrastructure to serve the future land use demands.

Though all of the Plan Elements are intended as integrated, functional components, some have greater effect and are more essential to the implementation of the Plan than others. The six mandatory elements certainly have greater relative importance than other elements.

Interpreting Conflicts and Discrepancies Between Plan Components and Other Plans

The following general rules of construction are intended to be used in interpreting the Plan and resolving conflicts and discrepancies:

- Policies should be interpreted as mutually supportive, and all are intended to be read together such that each has meaning. When conflicts arise between policies, the policy that is more specific shall prevail.
- The *Future Land Use Map*, and future proposals to amend the *Future Land Use Map*, should reflect and be based upon the goals, policies and land use designation assessment criteria included in the *Comprehensive Plan*. When conflicts arise between the *Future Land Use Map* and the *Comprehensive Plan* text, the *Comprehensive Plan* text shall prevail.
- The *Comprehensive Plan* includes *actions* or *strategies* intended to carryout Plan policies. In contrast to policies, actions or strategies are not intended to be directive, but are suggested as a means to implement Plan policies. Other actions or strategies may be equally effective to carryout the policies, and should be interpreted as acceptable approaches.

⌘

CHAPTER 2

PLAN DEVELOPMENT

HISTORY OF COMPREHENSIVE PLANNING IN GRANT COUNTY

Pre-GMA Planning

Traditionally, comprehensive planning has been a community's effort to understand where it has been and what direction it plans to take during the next twenty years. To accomplish this, a community examines its needs, problems and potential opportunities and then prepares its vision for the future. From that vision a comprehensive plan is developed. The comprehensive plan provides a sense of direction, a broad overview of where a community is and where it is going.

Grant County's first comprehensive plan was adopted in December 1970 by the Board of County Commissioners. The 1970 Plan recognized that it was of the utmost necessity that the welfare of the entire community and its need for lands to serve the needs of industry and the ever-expanding population be considered, while doing the utmost to conserve prime agricultural lands for the production of crops.

The Plan included several objectives, including:

- To preserve the County's agricultural land;
- To avoid leap-frog development;
- To preserve open space areas for recreational purposes;
- To maintain low population density in residential areas within Grant County except in specific areas which are planned unit developments or communities which have or will receive their utilities from a municipality;

- To limit commercial uses to those which cannot be provided by nearby communities; and
- To locate industries on non-agricultural land a suitable distance from communities so as not to adversely affect existing residential development but near enough to allow the community to provide housing and services for the work force.

Many of these issues are still important to Grant County residents as expressed by the visions statement developed for the 1998 Comprehensive Plan.

Post-GMA Planning

In working toward its future, the County must balance its own planning goals and policies with those of the State, as established by the 1990 Growth Management Act (GMA). The GMA establishes a framework for the Plan, requiring counties and cities planning under the Act to include a detailed land use element, housing element, capital facilities plan, utilities element and transportation element which outline adequate provisions for the additional needs of future populations without incurring unaffordable costs for public services and facilities, or destroying the state's agricultural, forest, and other natural resources.

The Growth Management Act called for a deeper level of analysis than what had typically been used in the comprehensive planning process. The legislature recognized that uncoordinated and unplanned growth poses a threat to the environment, sustainable economic development, and the health, safety and high quality of life enjoyed by Washington residents. In light of this, the GMA requires certain counties to adopt comprehensive plans which comply with new state requirements.

PLANNING PROCESS

Visioning

Grant County's planning process began in 1991 when the Board of County Commissioners issued a survey questionnaire to nearly 8,000 residents. About 2,500 questionnaires were returned, compiled and evaluated, giving a good indication of citizen opinions and preferences regarding growth management issues.

That visioning process was revisited in 1998, when the County conducted two public workshops to inform the citizens of the growth management planning process, update them on progress to date, and validate or revise previously developed goals and values. Following the workshops, the vision statement included in Chapter 4 – Policy Plan was developed and used to guide the development of the Comprehensive Plan.

County-Wide Planning Policies

In 1993, the Grant County Planned Growth Committee, which included a representative from Grant County and each of its cities and towns, developed a series of county-wide planning policies intending to incorporate the requirements of the GMA. The county-wide planning policies support, promote, and enforce the GMA's mandated planning goals. These county-wide planning policies were adopted by the Grant County Board of Commissioners on May 6, 1993. The Grant County Planned Growth Committee is currently proceeding with a process of reviewing proposed amendments to the CWPPs to promote their consistency with current provisions of the GMA.

Resource Lands and Critical Areas

On May 25, 1993, the Grant County Commissioners adopted a Resource Lands and Critical Areas ordinance meeting the requirements of the GMA.

Interim Urban Growth Areas (IUGAs)

Each county planning under the GMA is required to designate Urban Growth Areas (UGAs) to encourage urban growth. The requirements and methodology for designating UGAs is discussed in detail in Chapter 5UR – Urban Land Use Sub-element and Appendix B – Urban Growth Area Analysis.

The GMA provides that counties establish UGAs and that cities propose their boundaries based on land use needs, population growth forecasts, and their ability to serve the growth. The County-wide planning policies adopted in 1993 established the process to establish UGAs.

Grant County conducted public hearings on October 24, 1995, and November 6, 1995 to consider the designation and adoption of interim urban growth areas proposed by the cities and receive public comment, and subsequently adopted interim urban growth areas (IUGAs) for each city and town.

Growth Management Hearings Board for Eastern Washington

On June 10, 1996, the cities of Ephrata, Moses Lake, Royal City and Warden filed a Petition for Review with the Eastern Washington Growth Management Hearings Board (EWGMHB).

On June 25, 1996, the EWGMHB conducted a prehearing conference in the Ephrata City Council chambers, and identified a number of legal issues regarding compliance with the GMA. Based on the administrative record compiled, the EWGMHB entered an order in the matter on April 10, 1998, ordering Grant County to proceed with the proposed timelines for compliance in preparation and adoption of their Comprehensive Plan. Among other things, the order established that this Comprehensive Plan be adopted no later than May 19, 1999.

The order also required changes to Grant County's existing zoning code, long and short plat ordinances, and other land use regulatory controls that contribute to urban sprawl in rural

areas of the County. In compliance, Grant County adopted Ordinance 96-108-CC on August 6, 1996, which outlined a plan to prevent or restrict urban sprawl, including interim zoning having a minimum 2½-acre lot size for suburban, residential, and open space recreation zones of the County. After completing SEPA review of the proposed interim zoning plan, Grant County adopted Ordinance No. 97-39-CC on March 25, 1997 that established the interim zoning pending completion of the County's Comprehensive Plan. On September 23, 1997, with Resolution 97-150-CC, and on March 23, 1998, with Resolution No. 98-29-CC, Grant County adopted successive six-month extensions of the interim zoning established by Ordinance No. 97-39-CC.

On May 6, 1998, the Cities of Moses Lake and Ephrata filed another petition for review with the EWGMHB. The petition claimed that, among other things, the County failed to comply with the GMA and SEPA in adopting the interim zoning ordinance, and had no factual basis in establishing a 2½-acre density.

On October 7, 1998, the EWGMHB issued a final order stating that Grant County Ordinance No. 98-39-CC, the interim zoning ordinance, is in compliance with applicable statutes.

COMMUNITY INVOLVEMENT

One cornerstone of successful implementation of the Growth Management Act (GMA) is citizen participation. That concept is first articulated in the GMA planning goals, which state that jurisdictions shall "encourage the involvement of citizens in the planning process." Other provisions of the GMA require that Grant County must "establish procedures providing for early and continuous public participation in the development and amendment of comprehensive land use plans and development regulations implementing such plans."

Recognizing that the comprehensive plan must reflect the people it serves, Grant County encouraged citizen input throughout the development of this Plan. On August 3, 1998, the Grant County Board of Commissioners

adopted by resolution a Public Participation Program. The program established guidelines to enable Grant County citizens to participate in the planning process.

The public participation procedures provided for broad dissemination of proposals and alternatives, opportunities for written comments, public meetings, provisions for open discussion, communication programs, information services and consideration of and response to public comments. These enhanced procedures augment the minimum public notification requirements required by law.

Grant County's Public Participation Program formed a basic framework for achieving an interactive dialogue between local decision-makers, County staff, the County's growth management planning consultant, and the citizens of Grant County. This public participation plan will apply throughout the local planning process leading to adoption of the comprehensive plan, scheduled for May 1999.

Advisory Committees

A typical approach to public involvement in the preparation of comprehensive plans is one of appointing one or more citizen advisory committees to "steer" the process. This approach traditionally is a lengthy one requiring many meetings over a multi-year period. Largely because Grant County must complete its plan by May 1999, this approach was rejected in favor of a program of broad-based outreach to the general public at all key decision points and direct involvement of city representatives, affected agencies, and local interest groups.

However, a Citizen's Advisory Committee will be assembled to assist in the preparation of the Economic Development Study being prepared in conjunction with the Plan. The Citizen Advisory Committee assisted the County to evaluate Grant County's current market position, identify both strategic economic opportunities and impediments, evaluate infrastructural, institutional, and workforce capabilities, and develop a series of implementation actions

CHAPTER 2...

designed to promote the County's economic development. A series of meetings were conducted with the CAC and the public, and resulted in the Grant County Economic Profile included as Appendix A in Part IV – Technical Appendices to this Plan.

Broad Scale Public Involvement

A broad scale public involvement effort targeted the public at large. The goal of this effort was to promote awareness amongst all residents of Grant County, keeping residents posted regarding progress on the Plan and to offer them opportunities to comment. Towards that end, the following methods were used:

Public Service Announcements

To ensure that the public has a variety of sources to hear about the growth management planning process and upcoming events, public service announcements (PSAs) were sent to local television and radio stations and to general circulation newspapers. PSAs were coordinated with newsletter mailings for maximum market saturation. PSAs will also be mailed to City officials, managers and planning staff.

Newsletter Mailings

Periodic editions of *Grant County Skyline* were sent to County residents informing them of Comprehensive Plan development, reporting on progress of plan preparation, and informing them of upcoming opportunities for involvement. Each edition of the newsletter focused on a different topic related to GMA planning. Two of the editions were direct mailed to all residences and post office boxes. Others were mailed to those residents who contacted County staff and indicated they would like to continue to receive copies. Newsletters included a list of contacts from whom citizens can gain additional information and a post office box and an E-mail address where comments can be sent. Over 1,500 citizens were included on the mailing list database.

Grant County Internet Web Page

Grant County's Internet home page (www.grantcounty-wa.com) was supplemented

with a link to a page regarding growth management planning. The Web Page included topics related to growth management, drafts of Plan elements, a list of contacts, and an E-mail address so that viewers could submit comments or place their name on a mailing list to receive further information.

Grant County Fair Exhibit

Grant County Long Range Planning Staff prepared and staffed an exhibit at the 1998 Grant County Fair from August 18 through August 22. The exhibit provided for drop-in, informal discussions with fairgoers regarding growth management topics. Newsletters and other planning-related materials were distributed.

Public Workshops

Prior to preparation of a preliminary draft Comprehensive Plan, the County conducted a series of workshops, including:

Vision, Values and Goals Workshops

That visioning process begun in 1992 was revisited in 1998, when the County conducted two public workshops to inform the citizens of the growth management planning process, update them on progress to date, and validate or revise previously developed goals and values.

Plan Elements Workshops

A series of four public workshops to present major topics of the Comprehensive Plan were conducted in late November and early December 1998. The workshops focused primarily on land use issues, including urban growth areas, rural land use, and resource land designation and use.

Planning Commission Workshops

A series of five workshops were conducted with the Grant County Planning Commission during October and November 1998. The workshops were designed to initiate the Planning Commission in the requirements of growth management planning, and to involve the members throughout the decision-making process rather than just the review process. Each of the workshops focused on a particular topic of the Plan, with major focus on land use issues.

Public Hearings

A total of 4 public workshops were conducted to allow continued review of the draft elements by the public. On March 29, 1999, the draft was distributed to the public and notice was given of the Draft Environmental Impact Statement (DEIS) on the Plan.

On April 14, 21, and 28, 1999, a public hearing was conducted by the Planning Commission on both the Comprehensive Plan and the DEIS. The Planning Commission reviewed public testimony and written correspondence on the draft Plan and DEIS. The Plan was then revised after considering public comment and other information presented as part of the official record. In July 8, 1999, the Planning Commission forwarded a recommendation on the draft Plan to the Board of County Commissioners for review.

Grant County, acting through its Responsible SEPA Official, conducted a thorough SEPA public review process, made a threshold determination, issued a Draft Environmental Impact Statement (DEIS) on March 29, 1998, and prepared a Final Environmental Impact Statement (FEIS), all of which were reviewed and considered by the Grant County Planning Commission.

On July 27, 28, and 29, 1999, the Board of County Commissioners conducted an open record public hearing on July 27, 28 and 29, 1999, upon notice, to consider the recommendations and findings of fact of the Grant County Planning Commission along with other public comment pertaining to the Comprehensive Plan. The Board of County Commissioners conducted closed record public workshops on August 9, 10, 16, 17, and 20, and September 13, 15, and 20, 1999, Room upon notice, in the Commissioners Public Hearings where they reviewed and considered both the July 8, 1999 final recommendations and the complete record provided by the Grant County Planning Commission as well as the public testimony and written comment provided on the

Comprehensive Plan during their July 27, 28 and 29, 1999 open record hearings.

On September 30, 1999, the Board of County Commissioners accepted the recommendations of the Planning Commission with minor amendments and adopted the County's Growth Management Act compliant Comprehensive Plan/Final Environmental Impact Statement.

On October 4, the Responsible SEPA Official first published a Notice of Action Taken to notify parties of the Board's adoption of the Plan and FEIS. On October 11, 1999, the Comprehensive Plan and FEIS were issued to agencies and individuals as required.

AMENDMENTS TO THE PLAN

The Decision-making Process

Planning decisions in Grant County must be consistent with the intent of this Comprehensive Plan. This Plan is a legal, binding document and cannot be disregarded; it is also a document designed to adapt to changing trends and circumstances. This Plan serves as the basis for land use decisions.

However, adoption of this Plan does not complete the planning process. Over time this Plan's policies may change to ensure that the development patterns in the County remain consistent with the intent of the community's vision for the future and the Plan's goals and policies.

This Plan addresses long-range and county-wide issues beyond the scope of local plans or individual development proposals. This Plan serves as a vital guide to the future and provides a framework for managing change. It is important that amendments to this Plan retain the broad perspectives articulated in the community vision statement, satisfy the goals and policies of this Plan, and remain consistent with the intent of the GMA.

CHAPTER 2...

GMA Requirements

The Growth Management Act (GMA) establishes procedures for the review and amendment of comprehensive plans governing counties and cities planning under the Act. RCW 36.70A.130 states that the county:

- Shall provide for the continuing review and evaluation of the comprehensive land use plan and development regulations, at a frequency no greater than every five years;
- Establish a public participation program identifying procedures whereby proposed amendments or revisions of the comprehensive plan are considered by the governing body of the county no more frequently than once every year (some exceptions to this schedule are provided for in the GMA);
- Review at least every ten years, the designated urban growth areas and the densities permitted within both the incorporated and unincorporated portions of the growth areas. Such areas shall be revised to accommodate the urban growth projected to occur in the county for the succeeding twenty-year period.

In addition to the Growth Management Act requirements for the review and amendment of the comprehensive plan, the Washington Administrative Code provides for the implementation of the plan. WAC 365-195-805 states that each county or city planning under the act should develop a detailed strategy for implementing its comprehensive plan, including the regulatory and non-regulatory measures to be used in order to apply the plan in full (including actions for acquiring and spending money). The strategy should identify each of the specific development regulations needed as follows:

- Determine the specific regulations to be adopted with consideration given to the types of controls such as general development limitations (lot size, setbacks, etc.), means and process of applying regulations (permits,

licenses, etc.), and methods of enforcement;

- Include a list of all regulations identified as development regulations for implementing the comprehensive plan including those in existence and consistent with the plan, those requiring amendment, and those that need to be written;
- Include a schedule for the adoption or amendment of the regulations identified; and
- Prepare the implementation strategy in writing and make the strategy available to the public.

Amendment Process

General

Amendments to the Comprehensive Plan fall into several major categories or types and different review application and review criteria apply to each. The kinds of amendments identified herein include:

- Urban Growth Area boundary changes;
- Plan policy or text changes;
- Plan Map changes;
- Supporting Document changes;
- Emergency amendments; and
- Site-specific amendments.

Each of these types of amendments is described, criteria identified, the persons or parties responsible or authorized to initiate amendments are identified, and procedural guidelines established as appropriate.

All amendments must be justified through findings from monitoring of “growth management indicators”, such as population growth, land capacity, economic indicators, changes in technology, omissions or errors in the Plan, or declared emergency.

Amendments to this Plan must conform to the following:

- a. The requirements of the Washington State Growth Management Act, Chapter RCW

36.70A and the State Planning Enabling Act, Chapter RCW 36.70.

- b. Any proposed amendments to this Plan must be submitted by the County to the Washington State Department of Community, Trade and Economic Development at least 60 days prior to final adoption by the Board of County Commissioners (RCW 36.70A.106).
- c. Proposed amendments must be consistent with Federal and State laws, the Comprehensive Plan, Countywide Planning Policies, related plans, and the comprehensive plans of other counties or cities which the County has, in part, common borders or regulated regional issues (WAC 365-195-630(1)).
- d. Proposed amendments to this Comprehensive Plan will be considered on an annual basis (no more frequently than once per year), except for the adoption or amendment of a shoreline master program pursuant to RCW 90.58. All proposals will be considered at the same time so the cumulative effect of the various proposals can be ascertained (WAC 365-195-630(2)). The County may consider adopting amendments more frequently than once per year if a declared emergency exists. An emergency amendment may only be adopted if the Board of Commissioners finds that the amendment is necessary to address an immediate situation of federal, state, subarea, or countywide concern as opposed to a personal emergency on the part of the applicant or property owner and the situation cannot adequately be addressed by waiting until the annual comprehensive plan amendment process.
- e. At least every 5 years, the County must review all Urban Growth Area boundaries, as well as the densities permitted within both the incorporated and unincorporated portions of each urban growth area. If necessary, the Urban Growth Area boundaries will be revised to accommodate the urban growth

projected to occur in the County for the succeeding 20-year period. A 5-year cycle was selected because of past inaccuracies in state growth projections, and will allow the County, cities and towns the opportunity to maintain an adequate inventory of lands for residential and economic development with the accompanying fiscal review.

- f. Amendments or changes to natural resource lands and critical area designations should be based on consistency with one or more of the following criteria:
 - 1. Change in circumstances pertaining to the comprehensive plan or public policy.
 - 2. A change in circumstances beyond the control of the landowner pertaining to the subject property.
 - 3. An error in designation.
 - 4. New information on natural resource land or critical area status (WAC 365-190-040(2)(g)).

Comprehensive Plan Policy Amendments

Policy amendments may be initiated by the County or by other entities, organizations, or individuals through petitions. The merits of proposed policy amendments shall be measured against the petition submittal requirements listed below to ensure consistency in the review and decision making process.

- a. A detailed statement of what is proposed to be changed and why.
- b. A statement of anticipated impacts to be caused by the change, including geographic area affected and issues presented.
- c. A demonstration of why existing Comprehensive Plan policies should not continue to be in effect or why existing policies no longer apply.
- d. A statement of how the amendment complies with the Comprehensive Plan's community

CHAPTER 2...

vision statements, goals, objectives, and policy directives.

- e. A statement of how functional plans and Capital Improvement Plans support and change.
- f. A statement of how the change affects implementing land use regulations (i.e., zoning) and the necessary changes to bring the implementing land use regulations into compliance with the Plan.
- g. A demonstration of public review of the recommended change.

UGA Boundary & Plan Map Amendments

Comprehensive Plan Future Land Use Map amendments may be initiated by the County, or by other entities, organizations, or individuals through petitions. The boundaries separating the Urban Growth Area, Rural Areas and Natural Resource Lands designations may be subject to minor refinements, but only after full public participation, notice, environmental review, and an official assessment of planning growth management indicators.

Amendments must comply with the same petition submittal requirements as comprehensive plan policy amendments (see 2 a-g above which are incorporated herein as a-g) and the additional following items:

- h. A detailed statement describing how the map amendment complies with comprehensive plan land use designation criteria.
- i. Urban Growth Area boundary changes shall be supported by and dependent on criteria set forth in the GMA such as population forecasts and allocated urban population distributions, existing urban densities and infill opportunities, adequate public facility and service capacities to serve such development in an economical manner. In recognition of the Cities' primary role in planning for growth and development within urban growth areas, particularly with respect to the timely and adequate provision of

public facility and service capacities, proposed changes to urban growth area boundaries that are associated with an incorporated city or town may only be initiated by the legislative authority for that city or town. The UGA boundary amendment shall demonstrate that:

- the full range of urban public services and facilities, including water, sewer, storm drainage, transportation, fire protection, and schools, can be adequately provided in an efficient, timely and economically feasible manner;
 - it is compatible with contiguous development within the UGA and adjacent rural and resource lands; and
 - development in the amended area will occur at urban densities.
- j. Rural Areas and Natural Resource Lands designation changes shall be supported by and dependent on population forecasts and allocated non-urban population distributions, existing rural area and natural resource land densities and infill opportunities. Natural Resource Land designations should also satisfy the criteria in Section 1 (f) above (WAC 365-190-040 (2)(g)).

In accordance with the requirements of the GMA, future urban growth area expansions should be located: (1) first in areas already characterized by urban growth that have adequate existing public facility and service capacities to serve such development; (2) second, in areas already characterized by urban growth that will be served adequately by a combination of both existing public facilities and services and any additional needed public facilities and services that are provided by either public or private sources; and (3) third, in the remaining portions of the urban growth areas. When considering inclusion of rural areas within urban growth boundaries, attention should be given to recognizing the high priority Grant County places on conserving and protecting both agricultural lands of long-term commercial

significance and those lands characterized by rural development. Both the GMA and this Comprehensive Plan recognize preservation of rural character as being desirable. Rural character and lifestyle is clearly desired by the residents of the County to be maintained and even enhanced, while accommodating reasonable growth. Whenever reasonably possible, those remaining portions developed agriculturally or rurally and having the potential for inclusion within an UGA but not meeting criteria (1) or (2) above, should be considered as a lower priority for re-designation and conversion to urban uses.

Supporting Document Amendments

Updates for various planning documents are or may be reviewed annually by the Grant County board of Commissioners, including:

- Capital Facilities Plan; and
- County Road Improvement Plans, including annual construction program and six-year plan.

The Board of County Commissioners may update these plans at points in time provided by law, usually annually. Such changes in supporting planning documents will be incorporated into the Comprehensive Plan during the first plan amendment cycle subsequent to adoption of the supporting planning document.

Emergency Amendments

The GMA precludes considering amendments to the Plan more than once per year. However, emergency amendments may be considered at any time if the following situations arise:

- To attract a large employer of more than 50 workers or retain an existing large employer. Applications of this type requesting an amendment to an industrial designation shall include the reasons the amendment needs to be considered outside the annual review process.
- To provide a regional facility or service that is needed to protect the public health, safety or welfare including waste disposal transfer

sites, sewer treatment facilities, port or airport facilities, and significant state or local government facilities that cannot be reviewed through another process; and

- In the development of a county-wide plan and implementing zoning map it is possible that technical errors in mapping or obvious errors in applying land use map designations may occur. Such errors can be corrected at any time during the first year following adoption of the land use map. The applicant must demonstrate that an obvious error occurred. The application may be initiated by the County, a city or town, property owner, or interested person. After the first year, such applications will be considered only during the amendment cycle for other amendments.

Site-Specific Plan Amendments

A site-specific comprehensive plan amendment is a policy or land use designation that is applied to a specific number of parcels that are in readily identifiable ownership. A proposal which formulates policy yet affects relatively few individuals will generally be characterized as a site-specific action. Comprehensive plan amendment proposals (petitions) which apply to a specific site, frequently in conjunction with an identifiable development proposal, may be initiated by a petitioner through the following amendment process.

General Requirements:

- a. *Fees.* The petitioner shall pay to the Department of Community Development the application fee prescribed by the fee schedule adopted by the Grant County Board of Commissioners, as may be amended from time to time.
- b. *Petition.* The petitioner must submit to the Department of Community Development a written application, on forms provided by the Department, containing appropriate amendatory language and, if applicable, a map showing the proposed change. The petition shall also address policy or map evaluation criteria as described above.

CHAPTER 2...

Incomplete petitions will not be accepted. To avoid incomplete petitions, it is recommended that the petitioner request a pre-submittal meeting with staff from the Department.

- c. *Timing.* Petitions shall be submitted to the Department of Community Development by a specific, annual submittal date established by the Board of County Commissioners from time to time, by Resolution, following an advertised public meeting. Petitions received after the established petition application date will be processed with proposed amendments during the following year.
- d. *Approval for Consideration.* When a petition application is considered complete the Department of Community Development shall submit it to the Board within 45 business days of the established petition application date identified above, with the recommendation as to whether the Board should consider or reject the proposed petition. Within 15 business days of receiving the Department's recommendation, the Board in a public meeting shall determine whether to consider or reject the proposed petition. A decision by the Board to initiate review of the proposed petition is procedural only and does not constitute a decision by the Board as to whether the amendment will ultimately be approved.
- e. *Environmental Review.* (State Environmental Policy Act Rules (Chapter 197-11 WAC)). If the Board approves consideration of the amendment, the petitioner shall submit to the Department of Community Development an environmental checklist within 20 business days of the Board's action. Upon receipt of the environmental checklist and supporting documentation, the Department should issue within 15 business days an environmental threshold determination on the proposed amendment. If necessary, a Draft Environmental Impact Statement should be published as soon as possible following review and analysis of the submitted petition.

- f. *Process.* The Department of Community Development will process the amendment pursuant to the procedures contained within Chapter 36.70 RCW and Grant County Code, including public hearings before the Planning Commission.

Public Notification and Hearing Process

All private applicants requesting amendment to the Comprehensive Plan must file for a pre-application conference prior to or in conjunction with submittal of a formal application. The applicant shall participate in a pre-application meeting with County planning staff and shall receive a written staff review of the submitted information. The applicant shall have two weeks from receipt of the staff report to submit any requested additional applications or written information to the County.

All amendment public hearings shall have public notice issued at least fifteen calendar days before the date of a hearing. The notice shall be published in a newspaper of general circulation, and shall include a summary of the request and its location, the date, time and place of the hearing. The notice shall also be mailed to the applicant and owners of property within a 300-foot radius of the subject property as shown on the records of the Grant County Assessor. The notice shall also be posted by County staff in three conspicuous places on or in the vicinity of the subject property and shall be removed by the applicant within fifteen days following the public hearing date or any continuance thereof. Any neighborhood associations, including homeowners' associations, shall also receive notice.

The Grant County Planning Commission shall conduct all public hearings regarding amendments to this Plan, and shall make a written recommendation to the Board of County Commissioners. The Board of County Commissioners will schedule a public hearing for all cases recommended for approval by the Planning Commission.

Comprehensive Plan Amendment Appeals

All cases recommended for denial by the Planning Commission shall be considered final unless appealed by the Grant County Director of Community Development or, upon payment of any public hearing appeal fee, by any affected party. The Board of County Commissioners shall administratively consider all appeals of a Planning Commission recommendation for denial. The Board of County Commissioners will schedule public hearings only on those cases where the Board finds that the Planning Commission recommendations may have been made in error or the Board concludes that the Planning Commission decision raises a significant and unresolved land use policy issue that warrants immediate consideration.

Challenges to amendments to the Comprehensive Plan or related plans that are within the jurisdiction of the Growth Management Hearing Board shall be processed according to the law governing such challenges. Any judicial action to review any decision concerning the amendment of the Comprehensive Plan, including related plans, shall be commenced within twenty-one (21) days from the date of the decision. The plaintiff bringing any such action shall pay the full cost of transcription of the record prepared for judicial review and other costs as may be imposed.

PLAN IMPLEMENTATION

General

Each county or city planning under the GMA should develop a detailed strategy for implementing its Comprehensive Plan, as stated in WAC 365-195-805. Through the preparation of this Plan, several policies were developed and additional planning needs were identified where further action is warranted. These include, but are not limited to, such action items as preparation and adoption of new development ordinances, review and revision of current zoning requirements, and further evaluation of

the unincorporated Lakeview Park urban growth area. In compliance with the requirements of WAC 365-195-805, Grant County will use the following strategy to implement the Comprehensive Plan.

Ordinance Inventory

County ordinances regulating land development activities are listed in Table 2-1. In addition, the County administers the Grant County Shoreline Master Program, which is part of the Washington Administrative Code, and road and public right-of-way issues through the Grant County Road Standards.

Both Grant County and the Grant County Health District also have separate civil infraction ordinances that impose enforcement processes and actions against violations of most of the land development and health regulations.

**Table 2-1
Land Development Ordinances**

County Ordinance No.	Regulated Activity
-	Local Project Permit Review
-	Zoning
-	Building
97-39-CC	Interim Zoning
93-49-CC	Resource Lands & Critical Areas
97-191-CC	Platting and Subdivision
97-190-CC	Short Plats and Subdivisions
95-60-CC	SEPA
92-110-CC	Residential RV Parks
92-98-CC	Extended Use RV Parks
91-127-CC	Short Term RV Parks
88-2-CC	Binding Site Plans
-	Flood Damage Prevention
90-92-CC	Right To Farm
-	Communication Tower Siting

The Grant County and the Grant County Health District also have enacted ordinances listed in Table 2-2 relating to land development, including water supply and on-site sewage disposal requirements.

CHAPTER 2...

Funding Issues

The regular County budgetary processes will be used to appropriate funds to carry out the goals and policies of this Plan and to monitor the effectiveness of the County's actions. The County will actively solicit grant funding from DCTED and other sources to augment County funds. The pace and schedule of implementation will, by necessity, depend entirely on the adequacy of budgetary appropriations, including any grant or nonrecurring funds that may be secured.

Table 2-2
Public Health Ordinances

County Ordinance No.	Regulated Activity
-	On-Site Sewage Disposal
-	Solid Waste/Litter
92-44-CC	Adequate Water Supply

Proposed Modifications

To a greater or lesser extent, each of the regulations listed above in Tables 2-1 and 2-2 will need modification. Of most immediate concern is to adopt an amendment to the Interim Zoning Ordinance and a new land division ordinance that codifies regulations pertaining to both short and long subdivision platting and boundary line adjustments. Failure to adopt new interim zoning and land division rules quickly may create a "window of opportunity" for land developers to circumvent the explicit policy language in this Plan pertaining to maximum residential density, since any project that "vests" prior to new interim zoning and land division ordinances must be processed under the County's current rules. In short, any delay in adopting these new ordinances will provide land developers an expanded opportunity to vest projects that are inconsistent with this Plan.

After new interim zoning and land division ordinances are adopted, the County will focus on completion and adoption of a new land use ordinance to replace the zoning and interim

zoning ordinances. Significant work has already been completed on preparation of a draft land use ordinance; a preliminary draft was recently prepared for internal County staff review. It is expected that a number of issues will need to be addressed during the public review and hearing process for adoption of a land use ordinance; an extended period of time is expected to achieve adoption.

During the review of the new land use (zoning) ordinance, the County will prepare revisions to other, less critical ordinances listed above. Of most importance will be revisions to the Resource Lands and Critical Areas Ordinance and the SEPA Ordinance. The SEPA Ordinance will be made fully consistent with Chapter 36.70B RCW and Chapter 197-11 WAC.

Once a new land use ordinance is adopted, the County will then revise the Shoreline Master Program. Again, significant work has already been completed on preparation of a draft land use ordinance. As revisions to the Shoreline Master Program are being prepared, the "lesser" ordinances will be processed and undergo public review leading to adoption.

Grant County's Local Project Permit Review and Resource Lands and Critical Areas Ordinances will also require minor revisions. Full implementation of the Resource Lands and Critical Areas Ordinance is expected to be a significant endeavor. Currently, critical areas and resource lands are identified and field delineated on a case-by-case basis as land development applications are submitted. While the County desires to create Geographical Information System (GIS) mapping and relational database that identifies all parcels that contain critical areas and/or resource lands, this task is currently beyond the County's foreseeable ability to fund. Resource lands of long-term commercial significance, as designated in this Plan, have been mapped as part of this Plan development.

It is not anticipated that the Public Health Ordinances will require extensive revisions.

Anyone who seeks to engage in land development activities, or is otherwise subject to the development regulations contemplated under this Plan, will be required to obtain necessary local permits, licenses, and/or franchises. In general, applications for land development activities will be processed according to the requirements of Grant County's Local Project Permit Review ordinance, including any amendments thereto. The County may consider a number of remedies for violation of development regulations, including, but not limited to, bond forfeiture, abatement, injunctive relief, permit/license/franchise revocation, civil penalties, and criminal sanctions.

Adoption Schedule

All revisions will be processed as expeditiously as possible, subject to staff resources and funding availability. As required by WAC 365-195-810, Grant County intends to request in writing an extension from DCTED of up to 180 days for adoption of development regulations implementing this Comprehensive Plan. Thereafter, any amendments to this Comprehensive Plan and consistent implementing regulations will be enacted and put into effect concurrently.

MONITORING PLAN EFFECTIVENESS

The effectiveness or success of the Grant County Comprehensive Plan can be measured or monitored in several ways. Two important ways are: (1) analyzing land use development trends; and (2) evaluating policy implementation.

The implementation of the Comprehensive Plan can be readily monitored on a periodic basis. Monitoring the success of policy implementation can be measured by public acceptance and support, and enactment, amendment, or deletion of specific operational procedures and ordinances.

Establishing Growth Management Indicators

The success of implementing and monitoring any plan must have a background from which the plan can be measured. This background consists of a database tied to a time period. This database becomes the indicator for monitoring changes and the degree of success or failure in implementing a plan. Obviously if success is not occurring then the policies or implementing regulations need to be re-examined. This re-examination would assess whether the policies or implementing regulations should be modified.

Growth management indicators can be used to measure the outcomes of public policy and the goals and objectives behind that policy. Use of growth management indicators is a way to assure accountability to the public. It demonstrates whether the County is moving toward goals and how fast. It allows public resources to be prioritized in order to meet the goals or, if the desired outcome is not achieved, to consider modifying the goals or implementing regulations. Growth management indicators also work well with the public participation process of the planning cycle. Citizens and decision-makers can review the growth management indicators and make changes in policy direction, which reflect the present day realities.

Monitoring the effectiveness of Grant County's Comprehensive Plan will occur through the establishment of a "Growth Management Indicators Work Program" which consists of the following processes:

1. Establishment of a growth management indicators database for measuring progress towards meeting the goals and objectives of the Comprehensive Plan.
2. Review of the growth management indicators data will include public participation.
3. The growth management indicators will document data of county-wide significance. Such indicators may include, but are not

limited to: land capacity, density, permit processing, housing costs, economic strength and diversity, natural resource consumption, public health and safety, solid waste, transportation, open space, and water quality.

4. Review of growth management indicators data for consideration as part of the County's annual budget review process.
5. Identify alternatives to achieving those goals or policies that are not demonstrating progress toward their implementation.
6. Preparation of an annual status report regarding the implementation of policies. This report should address progress to date. This status report will include statements on policies that have already been or are being implemented.

Land Use and Related Growth Management Indicators Data

For monitoring land use and related issues the growth management indicators data consists of a base year (starting with 1999) population, age of the population, family size, number of housing units, school enrollments, registered automobiles, consumer goods and costs, utility hookups, building permits issued, etc. Using this and other data, population, and service user ratios, needs and changes can be identified. The changes can be monitored and measured. Where necessary, changes to services, policies and programs can be made.

Assessing Effectiveness

Policy and Ordinance Effectiveness

Measuring general policy, ordinance, or program effectiveness involves the review of different growth management indicator data than that of land use. For example, the effectiveness of a policy to shorten and improve the building permit process can be monitored by reviewing on different dates the time it takes to get a permit. This and similar type monitoring will necessitate participation of the permit user groups. This would be part of the citizen participation process of the work program.

Analysis of Plan Effectiveness

To complete the monitoring of the effectiveness of the plan, the collection and presentation of growth management indicators data must be accompanied by an analysis and recommendations. Generally, that analysis is best presented by those who work most closely with a specific process, project, or policy program. This analysis should, where appropriate, provide for review, comment, and participation by both public and private interests.

For example, the growth management indicators data relating to land use will enable the county to prepare an analysis that determines the success of achieving the policy of directing new population into the urban growth areas of Grant County. A similar analysis can be prepared on the success of new ordinances or ordinance modifications, or local government inter-local agreements and areas where they are working, not working, or need modifications.

CHAPTER 3

GRANT COUNTY PROFILE

INTRODUCTION

Purpose of the Chapter

This chapter provides an overview of the people who live in Grant County today, and those who will live here during the 20-year planning period. It provides an overview of the County's historic, current and anticipated population and of its economic and housing market conditions. This chapter defines who we are: our ages, cultural heritage, education and income. From that definition we can predict the challenges that face us and use that information to predict future land use, housing, capital facility, utility, and transportation needs. This chapter provides the statistical foundation on which to build the rest of the Comprehensive Plan. How many people will need to be housed? Who are they, and what will they need? Where is population growth coming from, and will it continue? The answers to these questions determine the response to every other element in the Plan.

RELATIONSHIP TO OTHER PLANS

Growth Management Act Requirements

The Growth Management Act does not specifically require that this information be provided in a separate chapter. However, the GMA does require that the Land Use, Housing, Capital Facilities, and Transportation Elements include population densities, land use intensities, and estimates of future population growth. Portions of the information included in this chapter are also included in other Elements of the Plan.

Technical Appendices

More detailed discussions of the topics found in this chapter can be found in the following documents included in Part IV-Technical Appendices of this Plan:

- *Grant County Economic Development Study* (Chase Economics & Reed Hansen Associates, September 1999)
- *Grant County Urban Growth Area Analysis: Population, Employment and UGA Land Allocations* (Proulx Cearns, Inc., September 1999)
- *Grant County Rural Land Use Analysis: Population, Housing and Land Allocations* (Proulx Cearns, Inc., September 1999)
- *Draft Housing Needs Assessment & Strategies for Grant County* (Tom Phillips & Associates, July 1994)

County-Wide Planning Policies

The following County-wide Planning Policies contain references to coordination and application of population projections:

Policy 1 -- Policy Regarding Urban Growth Areas And The Designation Of Urban Growth Boundaries

Designation Of Urban Growth Areas/Boundaries: UGA's, based upon the population forecast made for Grant County by the Washington State Office of Financial Management, shall include areas and density sufficient to permit the urban growth that is projected to occur in Grant County within the next 20 years. Each UGA shall permit urban densities and shall include green belt and open space areas (RCW 36.70A.110)(2).

CHAPTER 3...

Policy 15 -- Population Forecast Distribution

County-wide projected population shall be allocated among jurisdictions through the combined application use of the following factors applied to each jurisdiction:

- Documented historical growth rates over the last decade, the last two (2) decades, and the last two (2) years;
- Developing or current planning programs which a jurisdiction has, and which identify quantitative increases in business and industry development, and housing construction activity; and
- Intangibles.

MAJOR ISSUES

Population

Estimates of future population growth are an essential component of land use planning and form the basis for future actions. To plan for and accommodate population growth both in UGAs and in rural lands, reasonably accurate population projections must be made. The projected growth in population then must be allocated or distributed to areas of anticipated growth in an equitable manner consistent with GMA objectives.

Under the GMA, the Washington State Office of Financial Management (OFM) has the responsibility to project population growth rates for local planning purposes. The OFM prepares three sets of county population projections: a medium series and alternative low and high series. The medium series reflects the OFM's highest level of certainty; the two alternatives reflect judgments as to the uncertainty of the accuracy of the medium series. As such, the low and high projections reflect a "reasonable" range of population growth. The GMA requires that the County plan for a 20-year population growth that is within the range projected by the OFM. For a variety of reasons discussed in this chapter, Grant County will plan for the "high series"

population projection, and will plan for a population of 104,391 in 2018.

In order to plan for the County's physical, economic and social needs, reliable demographic information is also required. It is important to understand the makeup of the County's residential population and the types of demographic trends the County has experienced in order to determine the types of land use and housing that County policies should encourage.

Economic Development

In an increasingly interconnected, rapidly changing global economy, there is recognition that economic development goals and objectives must be linked more closely with other community values and interests. If Grant County is to remain prosperous and protect its quality of life, economic development efforts require diversified perspectives.

The economic development of Grant County is of critical importance to business and residents in both urban and rural portions of the County. To better understand regional economic performance and continued prospects for economic development, Grant County undertook an economic development study (Chase and Hansen, 1998) as part of their comprehensive planning process. An advisory committee was formulated to provide an expansive view of industrial, commercial and tourism related development throughout the County. The goal of the study is to identify and develop necessary capacity to sustain long-term economic opportunities for present and future residents.

The Economic Development Study is incorporated by reference as part of this Plan and is included in Part IV-Technical Appendices. The goals of that study are summarized in Chapter 6 Economic Development Element. An economic profile of the County is excerpted from that study and included in this chapter.

Housing

Chapter 7 Housing Element of this Plan draws from information contained in *Draft Housing Needs Assessment & Strategies for Grant County*. The Housing Assessment delineates both city and county information and provides the necessary baseline information to understand current housing conditions and markets, and details projected income profiles and need for affordable housing for low, moderate, middle income and market rate housing.

Housing conditions have a direct impact upon Grant County's quality of life. Safe, affordable and conveniently located housing encourages business to locate within communities. Without such housing opportunities, job creation is stifled and job retention is at risk. Policies included in this Plan seek to encourage public and private partnerships within the regulatory and development communities to meet current and emerging housing needs.

A profile of housing needs and opportunities is included in this chapter.

THE LAND AND THE PEOPLE

Customs and Culture

The land and water are the lifeblood of Grant County. Our culture, customs, history, future, way of life and economy are dependent upon the land, the natural resources and an effective partnership empowering local stewardship of the land and its resources.

Culture is a total way of life held in common by a group of people and includes such features as language, politics, religion, behavior, economy, livelihood, technology and government. Cultural features also include beliefs, perceptions, attitudes, and values.

Customs within a community imply a continuance of normal social practices that are traits of the total way of life held in common by a community of people.

Culture is the shared values and beliefs that give guidance and meaning to our lives. Culture is a peoples' identity and the foundation upon which our society and economy are built. Culture includes the array of social standards and social institutions including such things as family, neighbors, church, school, high school sports, the county fair, grange dances, museums, and concerts in the park. Culture is all those things that hold together and give purpose and meaning to life.

The land and the people: There is a cause and effect relationship not only among people making up a community but also between a community of people and the land on which they live. People and their environments exert an influence on each other in an intertwined two-way relationship. Cultural communities of people are defined by human relationships within a community and by the community's relationship with the land.

Cultures and communities of people are complex wholes rather than a series of unrelated traits. All aspects of a cultural community of people including the land upon which they live are functionally interdependent upon each other. Our cultural community is in part shaped and molded by the land upon which we live. The landscape is a mirror of our culture and reflects what we are as a people. The citizens of Grant County are a unique product of the complex web of land uses, livelihoods, history and traditions, and values and beliefs that nurture our communities, sustain our economies, empower our governments, and give form and shape to our spiritual and physical environments.

Who Are We?

Much of what is best about our country is rooted in rural community life and the never-ending quest for fulfillment of the "American Dream". The history and culture of Grant County exhibits traditional conservative values and attitudes, emphasizing courage, independence and individual freedom, initiative, hard work, stamina, perseverance, endurance, resourcefulness, patriotism and spirituality. The

CHAPTER 3...

culture of Grant County and Central Washington reflects the original pioneer spirit of the early settlers, which continues to present day. The wilderness and the desert were claimed by people as rugged as the land itself. Our heritage, our customs and culture is the legacy of their struggles, disappointments and triumphs.

Cultural Attributes and Characteristics

The people of Grant County are...

- Spiritual
- Courageous
- Patriotic
- Democratic
- Self-reliant
- Independent
- Conservative
- Innovative
- Risk Takers
- Hard Workers
- Perseverant
- Proud
- Adventurous
- Generous
- Resourceful
- Humanitarian
- Cooperative
- Visionary
- Dynamic

We believe in...

- Traditional American values.
- Family.
- Government serving the people.
- Strong rural communities.
- Service to the community.
- Preservation of our way of life.
- Democracy and individual freedom.

We value...

- Human dignity.
- Our quality of life.
- Our rich, diverse cultural heritage.
- Our history, customs and traditions.
- Equity, honesty and integrity.
- Education.

- Spirituality.
- The land, environment, and natural resources.
- Law, justice and order.

We encourage...

- Respect for human dignity and equal opportunity.
- Balanced growth and development in harmony with the environment.
- Balance between too little and too much government.
- Preservation and protection of the environment.
- Protection of private property rights.
- Economic development and prosperous communities, cities and towns.
- Best use of the land.

Settlement History of Grant County

The first inhabitants of Grant County were American Indians. The Grant County area was used for summer encampment. The Rocky Ford area, between Ephrata and Moses Lake, was one of the most intensely used encampment areas due to a year round supply of fresh water. Settlements tended to be concentrated along rivers, streams, lakes and sites where there was ample fresh water and an abundance of fish and game. Native American inhabitants of Grant County followed a pattern of seasonal migration spending the hotter spring and summer months in the hills and retreating to the low lands in the winter. When the regional tribe, known as the Columbia Indians, were offered \$1,000 per year to live on a reservation, Chief Moses and his people laid claim to the desert as his home, but left the area by 1885.

During the period from about 1850 through 1890, the area was open range, where thousands of cattle, horses, and sheep roamed the land.

Early settlers of Grant County were pioneering stockmen and farmers who settled near sources of water. Range and grazing land extended over most of Grant County.

In the late 1880s, the beginning of the end of the open range came with the construction of the railroads. In 1889, a railroad reached Ellensburg from the west and the Washington Central Railroad was constructed from Spokane to Coulee City. In 1892, the Great Northern Railroad was built across the northern part of the desert, and was completed across the state in 1893.

In the 1880s, the land was opened to homesteading under the Homestead and Desert Claims Act. Numerous towns were platted during this period as people streamed into the county. The railroads brought homesteaders, farmers, businessmen and professional people to the Big Bend Country. Near the turn of the century, several bumper crop years served to attract waves of land hungry immigrants seeking investment and homes. During this time deep wells were the source of water for irrigation with some pumping done from the lakes or the Columbia River.

Formerly a part of Douglas County, Grant County was established in 1909, and was named after President Ulysses S. Grant. The county seat of Waterville was a 4-day round trip from Ephrata by horse, wagon, stage and boat. By 1908, the people in the Adrian, Quincy and Ephrata area were demanding that the county seat be moved or the county divided. A bitter battle was fought in the State Legislature, not over the division of a new county, but between several small towns, each wanting the county seat. Douglas County politicians established the boundary of the new county, keeping all the wheat-producing land for themselves and leaving the desert to new Grant County. A Douglas County politician proclaimed: "Thank God, we have gotten rid of the desert. The people will have a hard time of getting by for the next 40 or 50 years." He was right.

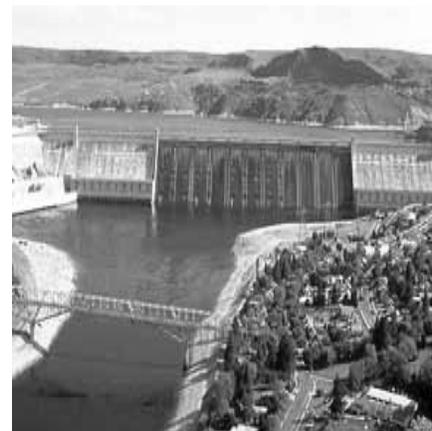
During the 1930s, coinciding with the Great

Depression following World War I, a severe and prolonged drought brought ruin and disaster to Grant County. Annual precipitation fell from eight inches to five inches, and crops failed. Prices for farm and orchard products plummeted. The combination of low prices and drought caused hundreds of people to abandon their farms and leave the county.

In a meeting of several local businessmen in the offices of an Ephrata attorney, William Clapp, in late spring of 1917, the idea of replicating nature's feat of a dam at the head of the Grand Coulee was born. The reliability of the water supply and subsequent economic well-being of many communities in eastern Washington prompted the Washington State Legislature, in 1919, to fund a study of two proposed large-scale irrigation plans of the basin.

In a battle over public and private power that spanned the nation, the ensuing years brought additional engineering and economic studies of the two proposals, culminating with the recommendation by the U.S. Army Corps of Engineers of damming the Columbia River and pumping water up to the Grand Coulee. However, by this time—1932—the Nation was in the throes of an economic depression and Congress hesitated to fund the irrigation project.

One year later, the U.S. Congress intervened by authorizing construction of the Grand Coulee Dam and the Columbia Basin Project. In July of 1939, Congress approved appropriations for the construction of a low dam, but plans were changed to construct the foundation for a high dam. Subsequent appropriations were allotted by Congress, and the high dam was completed January 1, 1942.



CHAPTER 3...

Building the Grand Coulee Dam was a massive undertaking,¹ employing up to 6,000 workers at its peak. Clearly, the surrounding area—including Grant County—was transformed from the Columbia Basin Project; stimulated by irrigated agriculture, more than twenty-five food processing plants were sited and local population tripled.

The dam was completed in 1942. Before any of the land had received water under the Columbia Basin Project, World War II and the rapid changes it brought, altered the plan. The Columbia Basin Project² re-emerged in the 1950s as the nation's largest single reclamation project ever undertaken. Construction of the irrigation system includes about 2,300 miles of canals and laterals and 3,200 miles of drains and wasteways. The project irrigation facilities are designed to deliver a full water supply to 1,095,000 acres (about the size of the State of Delaware) of land previously used only for dryland farming or grazing. The irrigation system currently serves more than 550,000 acres and approximately 6,000 farm units.

The Columbia Basin Project has fueled extensive growth in Grant County's agriculture industry. Its transformed agriculture industry has led to growth in complementary industries such as food processing, agricultural services, warehousing and trucking. In terms of farm-gate production value, Grant County is the second largest (behind Yakima) in the state.

1 In the 1950s, the American Society of Civil Engineers identified the Grand Coulee Dam as one of the seven engineering wonders of the United States. Called the "eighth wonder of the world," Grand Coulee Dam was the largest concrete structure on the planet when it was built. In terms of generating capacity, Grand Coulee remains the largest hydroelectric dam in the United States with a rated capacity of 6,180 MW (Pitzer, 1994).

2 The authorizing legislation, however, required that county landowners organize into irrigation districts and agreeing to pledge a certain dollar sum per acre based on soil quality. In 1939, three irrigation districts were created, forming the Columbia Basin Project. These irrigation districts—Quincy, East, and South Districts—enabled the county to irrigate its land with much needed water from the Grand Coulee Dam.

The Bureau of Reclamation was formed in 1902, and residents of Grant County looked toward reclamation for relief. In the early 1900s, various attempts at irrigation were made and failed. In 1937, there was little hope that irrigation would ever become a reality. On Saturday, February 18, 1939, an election was held to create the first of three irrigation districts that comprise the Columbia Basin Project. Had that election failed, it would doubtless have been the end of the movement to irrigate the lands of Grant County. The formation of the Quincy-Columbia Basin Irrigation District marked a revival of hope that the arid lands of the County would be irrigated. The formation of the East and South Districts a few months later met little opposition.

Grand Coulee Dam was originally conceived as a means of irrigating the semi-arid desert of the Columbia Basin. Congress' decision to proceed with the project, however, was probably related more to a desire to create jobs during the Great Depression and to provide electrical power to support the efforts of World War II at Hanford. Power production began at the Dam in 1942. It wasn't until ten years later that irrigation water was delivered to 66,000 acres near Ephrata. Today, 543,930 acres of desert have been transformed into some of the most productive agricultural land in the country. The overall plan for the Columbia Basin Project calls for 1,095,000 acres of irrigated land. Due primarily to competing interest for available water to support poor salmon runs, the promise of the second phase of the Project is in jeopardy. If the second phase of the Project is complete, an additional 500,000 acres of land will be brought into agricultural production.

During World War II, Moses Lake became the home of Larsen Air Force Base, a training facility for American bomber pilots and their crews. With the conclusion of the war, the base became the primary defense outpost for both the Hanford complex and Grand Coulee Dam. The base also served as both a testing and outfitting center for The Boeing Company's B-52s and KC-135s until 1962. In 1965, the base was decommissioned with the property becoming the jurisdiction of the Port of Moses Lake. Known

today as the Grant County International Airport, the facility also serves as a flight-training center for Japan Air Lines.

The availability of inexpensive electrical power brought about a second transformation, one of commerce

and industry.

The Grant County Public Utility

District was established in 1938, and established

two large

hydroelectric projects, the Wanapum Dam and the Priest Rapids Dam, on the Columbia River, and two small generating plants on irrigation canals. The Priest Rapids Dam began commercial operation in 1961 with a rated capacity of 910 MW. Wanapum Dam began commercial operation in 1965 with a rated capacity of 985 MW. Grant County PUD's electric rates are among the lowest in the nation, and place Grant County in an especially favorable competitive position to attract industrial growth.



Immigrants to Grant County

Immigrants to Grant County include people from every state and from virtually every country. Diverse cultural and ethnic groups of people came together in a new land. They brought with them unique and diverse traits and heritages that were forged into a new cultural community and a new covenant with the land. They came and continue to come in search of the fulfillment of the "American Dream".

Grant County is a community made of immigrant minorities and partially blended cultures. Immigrants have come from Canada, Norway, England, Denmark, Germany, Prussia, France, and Western Europe. Irishmen settled around Burke. Germans settled the Krupp area. Greeks and Jews settled in the Soap Lake area. Russo Germans (Germans from Russia) settled in the dry land areas around Warden, Moses Lake,

Odessa and eastern Grant County. The Hutterites settled in the Odessa area.

The Japanese came to Washington in 1900 and arrived at the ports of Seattle and Tacoma. Japanese work gangs ranged to Idaho, Montana, and the Dakotas to maintain the railroad lines. Labor in the sugar beet fields of Spokane County established the Japanese in the area in about 1900. The first Japanese farms started in 1903 in the Wapato area of the Yakima Valley from land reclaimed from the sagebrush. The Japanese established themselves in the farm economy as growers and shippers of vegetables.

Hispanics are a new cultural group to Grant County and are the majority minority population of Grant County. The Mexican based migrant-labor stream resulted in permanent settlement in Grant County. Hispanic settlers have brought with them a rich cultural heritage that has become a part of the ever changing and dynamic culture of Grant County.

Current day settlers also include people from the mid-east, Russia, Europe, Asia, Canada and from every state. Immigrants to Grant County share many characteristics. Immigrants to Grant County are hard working, innovative and courageous. They are resourceful and possess great stamina and endurance in the face of adversity. The people of Grant County value family, spirituality, patriotism and American freedoms. The people of Grant County are visionary, forward looking people who are sustained by a strong and diverse cultural heritage which is to be cherished, to be preserved and to be passed on to future generations as a legacy. The people of Grant County are joyful, thankful and celebrate life.

Our Place in the World

Grant County lies in the area of the big bend of the Columbia River and was known in the 18th and 19th Centuries as the Big Bend Country. The Big Bend Country on the north and the east consists of rolling fertile hills known for bountiful dry land wheat production. In the 18th and 19th centuries, the Big Bend Country was

CHAPTER 3...

first known as the "Big Bend Desert". At the heart of the Big Bend County from the Columbia River to Moses Lake, thirty miles to the east and from the Beasley Hills on the north to Frenchman Hills some twenty miles to the south, lies this vast desert. Half a million acres of sagebrush and sand were at first, the undisputed home of coyote and jackrabbit. Water was scarce. Many of the lakes such as Moses Lake, Soap Lake and Lenore Lake were alkaline. The water in the alkaline lakes was unfit to drink.

Lieutenant Thomas Symons, an early surveyor (1879-80), gave it no more than, "It is a desert pure and simple and can be dismissed in a few words. An almost waterless, lifeless desolation...no timber for building or fuel." From the letters of C.F.B. Haskell, surveyor from 1899 to 91: "It should be called the 'Great American Desert' ... a great wrong was done when this country was taken from the Indians... no water for stock or humans. Jim Hill, the 'Empire Builder,' said of the flats, "Without water the desert has no use except to hold the world together."

Physical Setting

As illustrated in Figure 3-1, Grant County is located in the central part of Washington. The fourth largest county in the State, Grant County is approximately 2,675 square miles in area and is bordered on the west by Douglas and Kittitas Counties, on the south by Yakima and Benton counties, on the north by Okanogan County, and on the east by Adams County.

The Columbia River flows in a deep valley along the west and southwestern boundary of the County. The terrain varies from steep and rocky to rolling hills and tabletop plateaus. The northern part of the County is characterized by loess mantled hills that have been dissected by the Channeled Scablands. The southern part in general is smooth, southward sloping plain that is deeply dissected and interrupted by the Saddle Mountains and Frenchman Hills, which create a distinct valley called Royal Slope and one reverse slope area called the Wahluke Slope.

Babcock Ridge and Beezley Hills border the northern part of the plain.

The topography ranges in elevation from 380 feet above sea level along the Columbia River to 2,882 feet above sea level on the top of Monument Hill near Quincy. Nearly sixty-five percent of the County is considered productive farmland using both dryland and irrigation techniques.

Climate

Water is the lifeblood of Grant County. The cultural history and customs of Grant County throughout time have been molded by the availability of this precious resource. Grant County lies in the rainshadow of the Cascade Mountains. Average annual precipitation is about 8 inches, making the county one of the driest in eastern Washington.

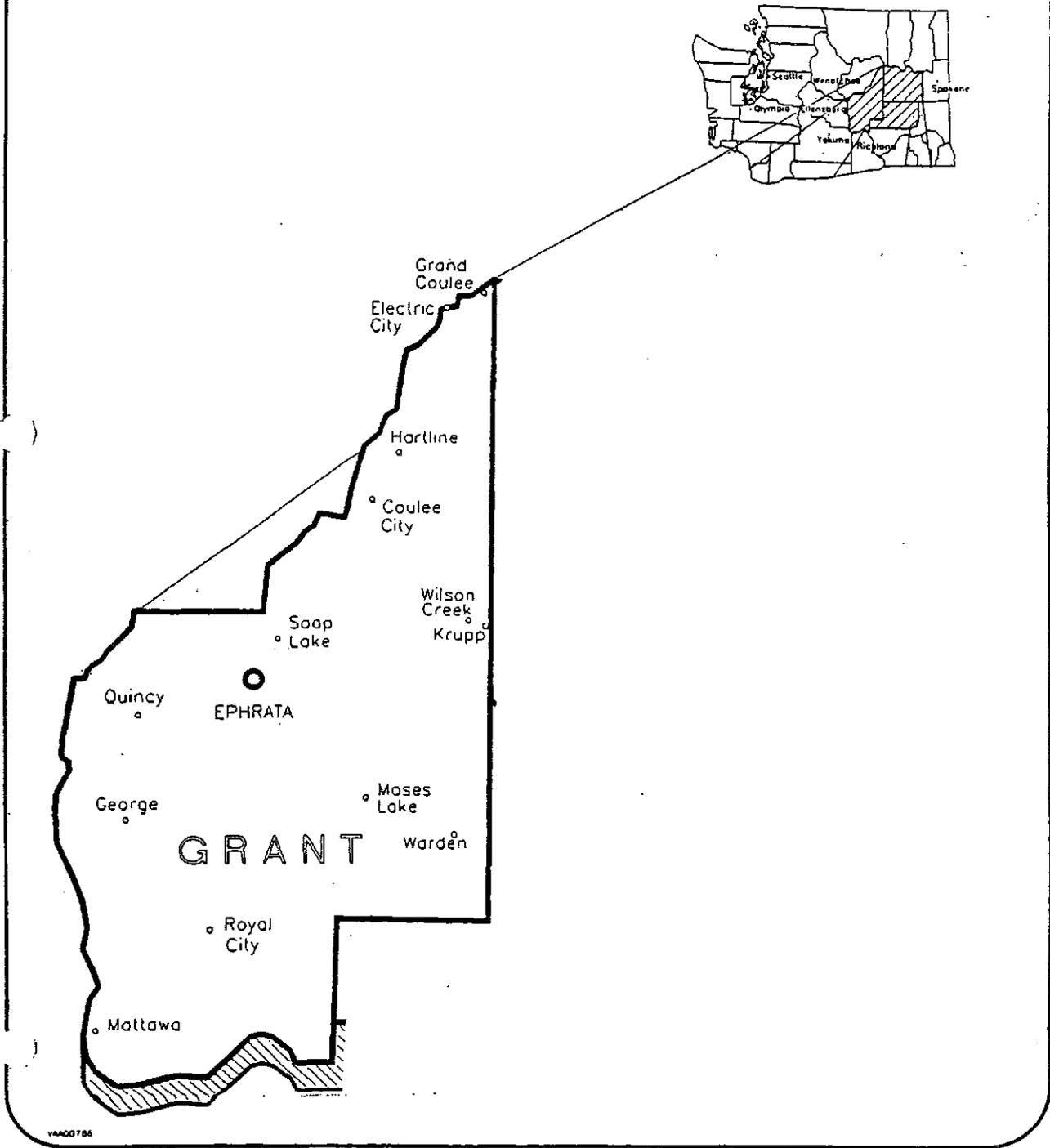
Grant County lies within the state's Central Basin climatological region with a continental semi-arid climate. Winters are cold; summers are warm. The average annual temperature is 52° F. Temperatures in January average about 26° F; temperatures in July average about 74° F. Temperatures in July range from an average low of about 62° F to an average high of about 89° F. The growing season averages 150 days, with the last freeze late in April and the first frost occurring in early October. Average annual snowfall is about 18 inches. On average, eleven to fourteen days have at least one inch of snow on the ground, but this varies greatly from year to year.

Major Land Use

With a large land base of 2,675 square miles and a 1998 population of 69,400 people, Grant County is very much a rural county. With its wide expanses of open lands—diverse farmlands and arid foothills—Grant County's rural environment is one of its most attractive features.

FIGURE III-1

LOCATION MAP



CHAPTER 3...

Grant County's fifteen incorporated cities and their surrounding urbanized areas constitute the urban growth areas. Outside the UGAs is a significant amount of land comprising the natural resource base of the County's economy. Scattered outside the UGAs and among the resource lands are areas of land neither well suited for agriculture nor suitable for urban level development. These non-resource, non-urban areas comprise the rural land base of Grant County.

Of all the lands under County jurisdiction, agriculture as a use constitutes the highest percentage (63%). Nearly 1,100,000 acres are devoted to some form of agricultural production, as reported by the Washington Agricultural County Data 1994 as compiled by Washington Agricultural Statistics Service.

Agricultural areas are concentrated throughout Grant County. In general, the location of agriculture has been strongly influenced by the construction of irrigation facilities. Authorized in 1943, the Columbia Basin Project provided reclamation water to much of the area in 1952. Development increased rapidly during the 1960s and early 1970s. Significant areas of dryland agriculture also exist throughout the County.

The Columbia Basin Project is one of the largest agricultural irrigation projects in the western United States, encompassing about 552,000 acres. A second phase of the project as originally authorized by Congress would provide water to another 538,600 acres. Although this phase has been suspended, the Washington State Legislature is holding the water rights authorized for this phase until the Project is completed or eliminated.

Economic Importance of Agriculture

Grant County is a state and national leader in the production of wheat, corn, hay, potatoes and several tree fruits. The County is a major livestock production center. The market value of all agricultural products sold was nearly \$482 million in 1992. Nearly 5,100 people were employed in the agricultural industry paying out

over \$60 million annually in wages. The connection between agriculture and the economic welfare of Grant County cannot be overstated.

POPULATION

Historical Population Growth Trends

From the first year of the County's independent existence after separating from Douglas County in 1909, the region experienced extremely slow growth. The County in 1910 had a population of 8,698. For the next twenty years, the population declined to a low of 5,666 due to the failure of many who came west to settle after suffering drought, wind, illness and other privations inherent in the new land.

From 1930 to 1962, the county experienced rapid growth from approximately 6,000 people to

over 54,000. This influx of population was due to military installations and a series of major construction projects. During construction of the Grand Coulee Dam, over 8,000 of the 14,688 people who lived in Grant County lived in or near Grand Coulee Dam. At the beginning of World War II, the Army Air Corps selected a sight near Moses Lake for an inland aviation base and in 1943, hundreds of construction workers were moved in to build one of the largest of the bases.



During the 1960s, Washington State followed a nationwide rural to urban migration pattern. Population growth slowed. Agricultural employment in Grant County was decreasing while many new jobs were being created on the west side of the Cascades. The closure of Larson Air Force Base in the mid-1960's contributed to the decline. During the decade, the County

population decreased from 46,477 persons to 41,881 persons, a decline of approximately ten-percent.

Population Projections

Population growth in the county has varied widely during the last four decades. Between 1970 to 2006, the population of Grant County grew by 92 percent; from 41,881 people in 1970 to 80,600 people in 2006 (Figure 3-2).

Although population growth has been somewhat erratic during the 1970s and 1980s, the growth pace picked up significantly in the 1990s with an average annual increase of 3.3 percent. Thus far in the 2000s, Grant County’s population has increased at a more moderate rate of approximately 1.3 percent annually.

The official 2000 US Census of population for Grant County was 74,698. Of this population, 39,422 or 53% were located outside of the incorporated cities and towns, as shown in Table 3-1. Population growth for both unincorporated Grant County and its cities between 1910 and 2000 is shown graphically in Figure 3-3 and in Tables 3-2 and 3-3.

Recent Population Growth Trends

Grant County has grown from a population of 54,798 in 1990 to an estimated 2006 population of 80,600 according to the Washington State Office of Financial Management (OFM). Table 3-4 shows the OFM population figures for the County, beginning with 1970, and indicates how the population is divided between the unincorporated and incorporated areas.

Population Change: Incorporated vs. Unincorporated

Population growth has not been distributed evenly throughout Grant County; in general, the southern half of the county has experienced the largest population gains (see Table 3-4). Throughout the 1990s the central and southern portions are where the lion’s share of employment growth in Grant County has

occurred. Ephrata, Mattawa, Moses Lake, and Quincy have all experienced substantial population gains from 1990 to 2000, due in large part to the expansion of employment opportunities within these communities.

Population growth within the unincorporated areas of Grant County has generally grown at a slower rate, relative to that of the municipalities, between 1970 and 2000 (Figure 3-3). Since 2000, the population of the cities of Grant County has grown at an average annual rate of 1.3 percent, while that of unincorporated Grant County has grown at 1.2 percent (Table 3-6).

**Table 3-1
2000 Grant County Population**

Jurisdiction	Population	% of Total
GRANT COUNTY	74,698	100.0%
Unincorporated County	35,813	47.9%
Incorporated Cities:	38,885	52.1%
Coulee City	600	0.8%
Coulee Dam	3 ¹	0.0%
Electric City	922	1.2%
Ephrata	6,808	9.1%
George	528	0.7%
Grand Coulee	897	1.2%
Hartline	134	0.2%
Krupp	60	0.1%
Mattawa	2,609	3.5%
Moses Lake	14,953	20.0%
Quincy	5,044	6.8%
Royal City	1,823	2.4%
Soap Lake	1,733	2.3%
Warden	2,544	3.4%
Wilson Creek	227	0.3%

¹Population within Grant County

Figure 3-2
Population Growth in Grant County, 1970-2006

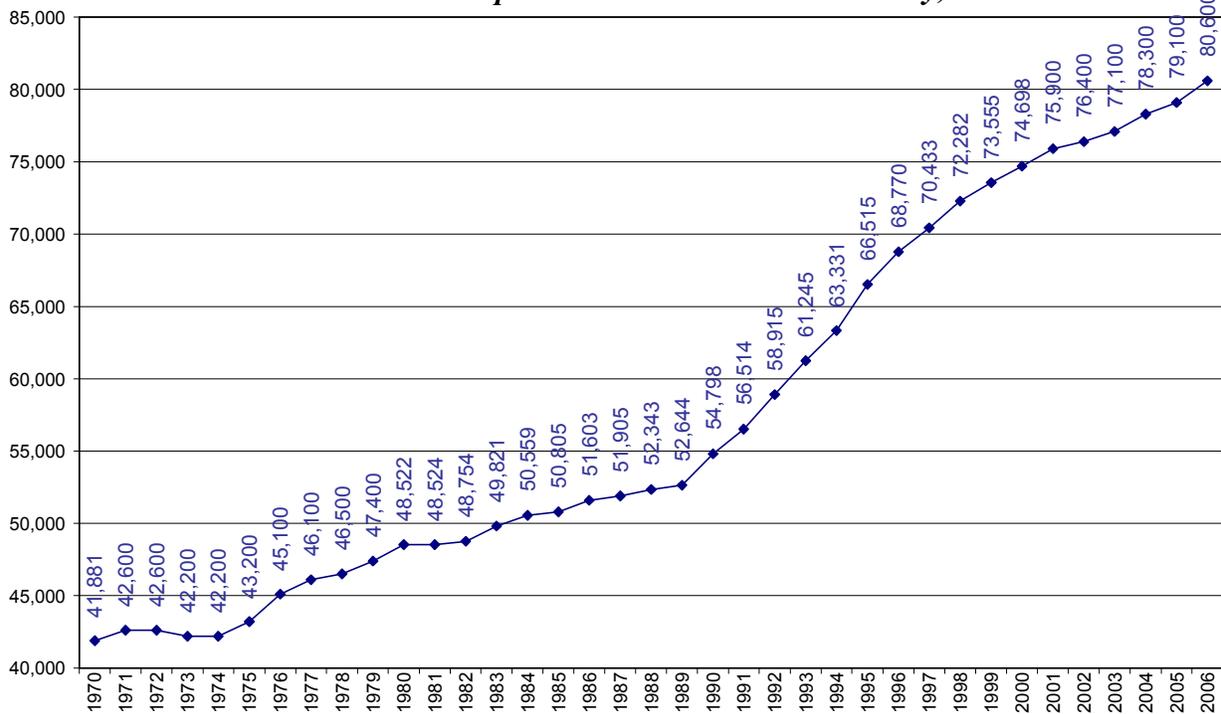
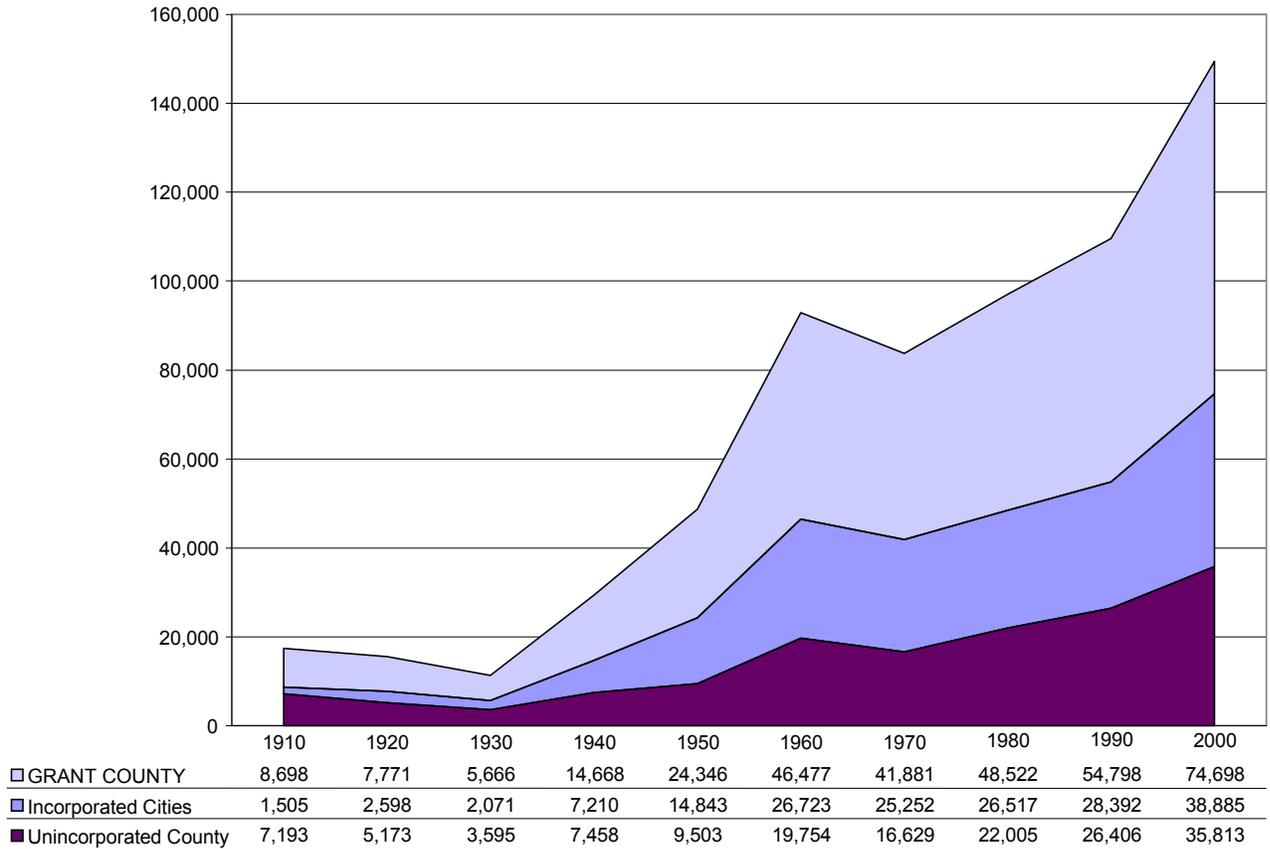


Table 3-2
Population of Grant County, 1910-2000

	Unincorporated County		Incorporated Cities		Grant County	
	Population	Average Annual Rate of Growth	Population	Average Annual Rate of Growth	Population	Average Annual Rate of Growth
1910	7,193		1,505		8,698	
1920	5,173	-3.9%	2,598	4.2%	7,771	-1.2%
1930	3,595	-4.4%	2,071	-2.5%	5,666	-3.7%
1940	7,458	5.2%	7,210	7.1%	14,668	6.1%
1950	9,503	2.2%	14,843	5.1%	24,346	4.0%
1960	19,754	5.2%	26,723	4.4%	46,477	4.8%
1970	16,629	-1.9%	25,252	-0.6%	41,881	-1.1%
1980	22,005	2.4%	26,517	0.5%	48,522	1.4%
1990	26,406	1.7%	28,392	0.7%	54,798	1.1%
2000	35,813	2.6%	38,885	2.7%	74,698	2.7%
Average		1.0%		2.4%		1.6%

Figure 3-3
Population of Grant County
1910 - 2000



CHAPTER 3...

Table 3-3
Population of Cities
1910 - 2000

<i>City</i>	<i>1910</i>	<i>1920</i>	<i>1930</i>	<i>1940</i>	<i>1950</i>	<i>1960</i>	<i>1970</i>	<i>1980</i>	<i>1990</i>	<i>2000</i>
Coulee City	276	472	420	744	977	654	558	510	568	600
Coulee Dam							8	2	3	3
Electric City						404	651	927	910	922
Ephrata	323	628	516	951	4,589	6,548	5,255	5,359	5,349	6,808
George							273	261	324	528
Grand Coulee				3,659	2,741	1,058	1,302	1,180	984	897
Hartline	237	282	170	168	205	206	189	165	176	134
Krupp		106	101	94	98	99	52	89	53	60
Mattawa						394	180	299	941	2,609
Moses Lake				326	2,679	11,299	10,310	10,629	11,235	14,953
Quincy	264	285	266	318	804	3,269	3,237	3,525	3,734	5,044
Royal City							477	676	1,104	1,823
Soap Lake		352	282	662	2,091	1,591	1,064	1,196	1,203	1,733
Warden		173	100	78	322	949	1,254	1,479	1,639	2,544
Wilson Creek	405	300	216	210	337	252	184	222	169	227
TOTAL	1,505	2,598	2,071	7,210	14,843	26,723	24,994	26,519	28,392	38,885

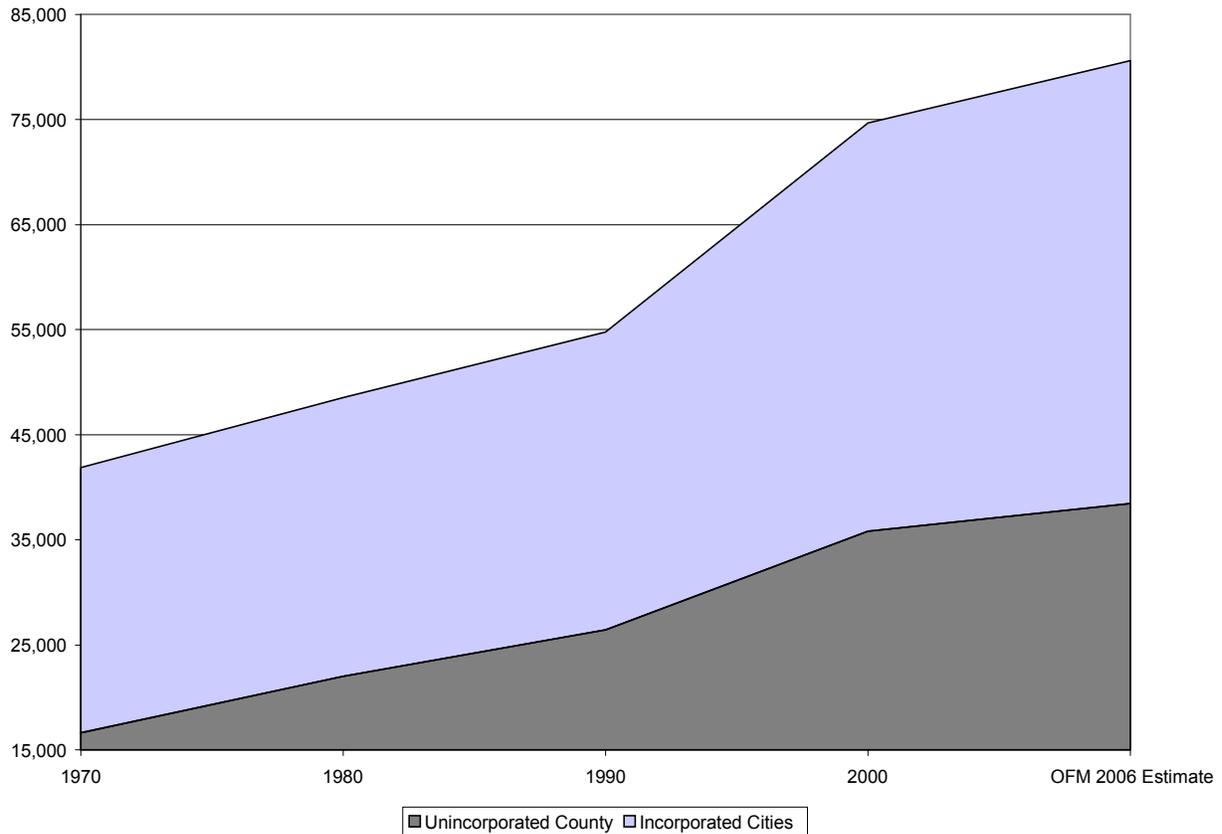
Source: 1997 Data Book, Washington State Office of Financial Management; 2000 US Census

*Table 3-4
Average Annual % of Change
1970 - 2006
Incorporated and Unincorporated*

Jurisdiction	1970	1980	1990	2000	OFM 2006 Estimate	Average Annual % of Change 1970-2006
GRANT COUNTY	41,881	48,522	54,798	74,698	80,600	1.9%
Unincorporated County	16,629	22,005	26,406	35,813	38,455	2.4%
Incorporated Cities	25,252	26,517	28,392	38,885	42,145	1.5%
Coulee City	558	510	568	600	600	0.2%
Coulee Dam	8	2	3	3	0	n/a
Electric City	651	927	910	922	955	1.1%
Ephrata	5,255	5,359	5,349	6,808	6,950	0.8%
George	273	261	324	528	530	1.9%
Grand Coulee	1,302	1,180	984	897	930	-1.0%
Hartline	189	165	176	134	135	-1.0%
Krupp	52	89	53	60	60	0.4%
Mattawa	180	299	941	2,609	3,330	8.7%
Moses Lake	10,310	10,629	11,235	14,953	16,830	1.4%
Quincy	3,237	3,525	3,734	5,044	5,395	1.5%
Royal City	477	676	1,104	1,823	1,875	4.0%
Soap Lake	1,064	1,196	1,203	1,733	1,740	1.4%
Warden	1,254	1,479	1,639	2,544	2,575	2.1%
Wilson Creek	184	222	169	227	240	0.8%

Source: Washington State Office of Financial Management, Forecasting Division; US Department of Commerce, Bureau of the Census

Figure 3-4
Population of Grant County, 1970-2006



Source: Washington State Office of Financial Management, Forecasting Division

Table 3-6
Population of Grant County, 2000-2006

Year	Unincorporated		Incorporated		Grant County	
	Population	Average Annual Rate of Growth	Population	Average Annual Rate of Growth	Population	Average Annual Rate of Growth
2000	35,797		38,901		74,698	
2001	36,230	1.2%	39,670	1.9%	75,900	1.6%
2002	36,625	1.1%	39,775	0.3%	76,400	0.7%
2003	36,815	0.5%	40,285	1.3%	77,100	0.9%
2004	37,240	1.1%	41,060	1.9%	78,300	1.5%
2005	37,660	1.1%	41,440	0.9%	79,100	1.0%
2006	38,455	2.1%	42,145	1.7%	80,600	1.9%
Average		1.2%		1.3%		1.3%

Source: Washington State Office of Financial Management: Population Projections

Components of Population Change

An area’s population can change in two ways. There is natural increase--the number of births minus the number of deaths, and net migration--the balance of persons moving in and out of an area. Figure 3-5 shows the contribution of natural increase and net migration in Grant County during the last four decades and thus far in the 2000s. The migratory element of population change reacts more quickly to economic change than natural increase. The population change during these decades in Grant County reveals the extent to which migration affects population. For instance, during the 1960s, net migration resulted in a loss of 12,493 residents; resulting in an actual decline in the county’s population. During the 1970s and 1980s, population growth was driven by natural increases, while net migration, though positive was quite modest. In the 1990s, in-migration was strong and has leveled somewhat during 2000-2006.

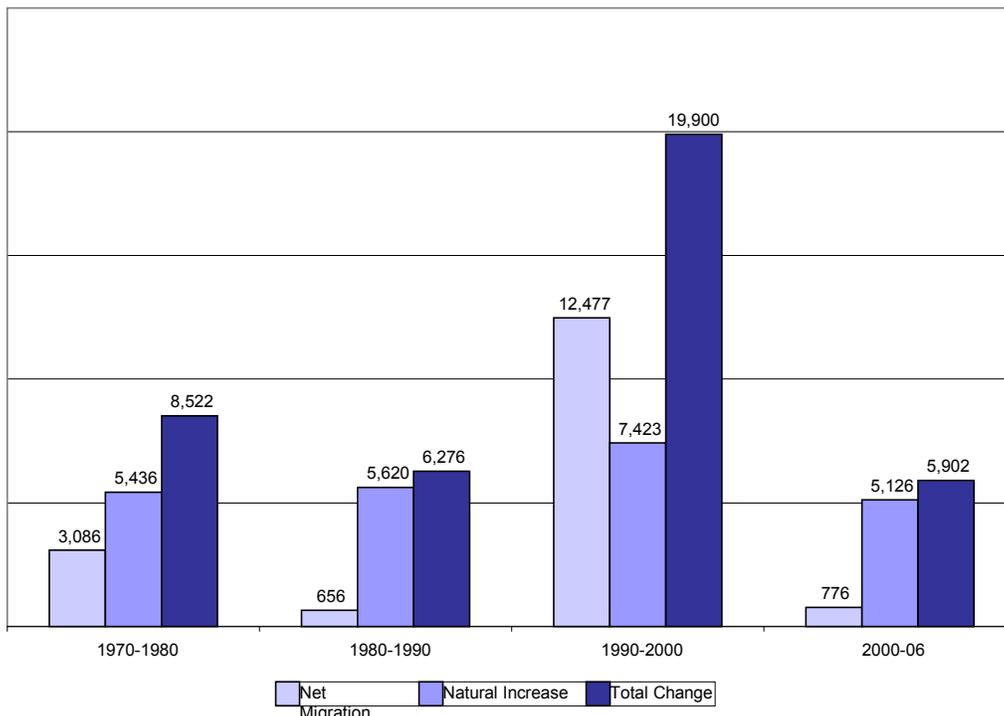
The significant role of in-migration makes Grant County unique among the state’s rural counties, especially among those designated as distressed.³

For many rural counties, natural increase plays a more important role in population change. In these counties, population continues to grow only because more children were born during the time period to offset losses due to out-migration and deaths.

In general, the migratory component reacts more quickly to economic change than does natural increase. For instance, as job prospects increase within an area, people will migrate to that area from elsewhere, attracted by the likelihood of employment. These migrants, however, tend to arrive well after economic expansion; thus, an area’s population growth will tend to lag behind its employment growth. With some exceptions, population change has tended to follow employment change in Grant County (Figure 3-6).

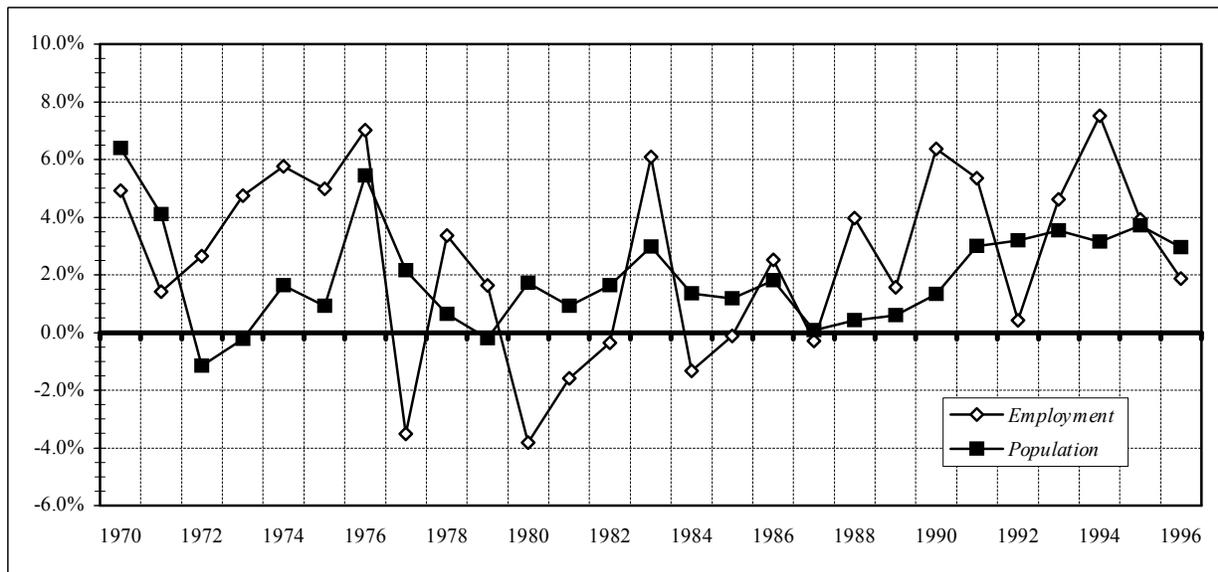
³A distressed county is one with a three-year average unemployment rate equal to or greater than 120 percent of the statewide unemployment rate.

Figure 3-5: Components of Population Change in Grant County, 1970-2000



Source: Washington State Office of Financial Management

Figure 3-6
Net Change in Population and Employment in Grant County, 1970-1996



Sources: Washington State Office of Financial Management, Forecasting Division; U.S. Department of Commerce, Bureau of Economic Analysis.

Population migration has many impacts. It affects the migrants themselves, who generally move to find better economic opportunity. If they find opportunity, they are likely to settle down as residents. On a more aggregate level, migration affects both the areas of origin and destination. Receiving areas are likely to enjoy strengthened economic activity as the demand for goods and services, including housing, increases. Economic multiplier effects further amplify the economic benefits of in-migration. By contrast, those areas with out-migration are likely to suffer weakened economic activity and shrunken tax bases.

This view, however, does not consider the population gains from (1) those in-migrants no longer in the labor force (i.e., retirees); and (2) potential spillover population effects from adjacent counties. Although the “spillover” effect is somewhat muted, Grant County has attracted a large number of retirees in recent years.

Some of the County’s growth during the 1980s has been attributed to the “settling out” of the largely Hispanic migrant farm worker population. The passage of the Immigration Reform and Control Act of 1986 encouraged this

trend. However, the County’s growth during the period 1960 through 1990 was largely due to natural increase, with more than twice as many births as deaths.

DEMOGRAPHICS

The diverse demographic makeup of the county's population has an effect on land use patterns and resulting level of service requirements. For example, Grant County residents with children may choose different kinds of transportation and recreation than retired people do and each may reside where appropriate amenities are available. Likewise, single-parent families need different kinds of housing than large extended families and level of service requirements will vary according to cultural. The demographics section presents an overview of the County's ethnic groups, age and sex distribution, education, and economic abilities.

Race and Ethnicity

Grant County is one of the most racially and ethnically diverse counties in the state. The racial and ethnic composition showed a number of shifts between 1990 and 1998. Notable among these changes were the decline in the white share of the population and the increased share of the "other race" category. Despite registering a gain in numbers, the white share of population in Grant County declined from 79.7 percent in 1990 to 70.5 percent in 1998. This decrease was primarily accounted for by the increase in the Hispanic Origin category.

This category's share rose by 9 percentage points between the 1990 and 1998. Other race categories experienced little change in share between 1990 and 1998. The Asian/Pacific Islanders, for instance, gained only a share increase of one-tenth of a percentage point. The American Indian and black/African-American share remained unchanged in the county.

Table 3-8 presents race and ethnicity data for Grant County using 1990 Census population data. Based on the 1997 data, 95.6 percent of the County's population is white, 1.3 percent is black, 1.5 percent is American Indian, Eskimo or Aleut, and 1.6 percent is Asian or Pacific Islander. The County's population includes approximately 17,969 people who consider themselves to be of Hispanic origin, which accounts for 26.3 percent of all residents. Although Hispanics can be of any race category,⁴ the Office of Financial Management reports that in 1990, 40.69 percent of persons indicating Hispanic Origin identified themselves as being racially White; 1.77 percent Black; 2.37 percent Indian, Eskimo, or Aleut; 3.4 percent Asian or Pacific Islander; and 51.77 percent selected the "Other Races" classification.

⁴ Hispanic origin is not considered a racial category. Race and Hispanic origin data were obtained from separate questions on the 1990 Census questionnaire. During intercensal years, the Washington State Office of Financial Management, Forecast Division publishes annual population estimates by race and ethnic group.

During the period 1990 through 1997 the population of all racial classifications has increased with the American Indians, Eskimos, Aleuts, and Asians increasing by over 50 percent. The increase in White/Caucasians and Blacks increased by only 23.8 and 39.1 percent, respectively. Persons of Hispanic origin residing in Grant County have continued to represent a growing percentage of the population. The Hispanic share of population grew from 1.5 percent in 1980, 11.2 percent in 1988, and 26.3 percent in 1997. Some of this growth may be attributable to recent redefinition and reclassification of racial groups.

Age and Sex

The age of the general population for the years 1990 and 1997 is shown in Table 3-9. Three different age groups grew significantly during this period. The largest increase in population occurred in the age group between 35 to 54. In the 7-year period, this age group grew by 5,439, or 42.3 percent. This age group is often the driving force behind an increased housing demand as it is traditionally associated with household formation and home ownership. During the same 7-year period, the school age group (ages 5 to 19) grew by 3,361, or 24.1 percent and the 65 and over population grew by 1,611, or 23.2 percent. The growth in the over 65 age group demonstrates that Grant County continues to be a retirement destination.

Approximately 34 percent of the County's population is under the age of 20, and 13 percent of the population is 65 and older. In looking at the overall composition of the County's population, there is a sharp decline in 20- to 24-year old age group. This indicates that young adults leave the area in search of jobs and educational opportunities elsewhere.

The 1998 median age of Grant County's population was 35.2 years, which was slightly higher than the state, but lower than a number of nearby counties in eastern Washington. In 2010 and 2020, the median age of Grant County is projected to be 35.8 years and 37.2 years, respectively, compared with the state's projected

CHAPTER 3...

median age of 36.2 years (2010) and 36.8 years (2020) for the state.

Recent population forecasts indicate a growing labor pool in Grant County. Nearly three out of every ten persons in Grant County were aged 14 and under in 1990. Among all of the counties,

Grant County has maintained one of the highest shares into the 1990s. Although this share is projected to decline in the ensuing decades (Figure 3-7), this cohort will continue to be one of the largest age groups in Grant County. In contrast to the state, a shrinking labor pool does not appear to be problematic in Grant County.

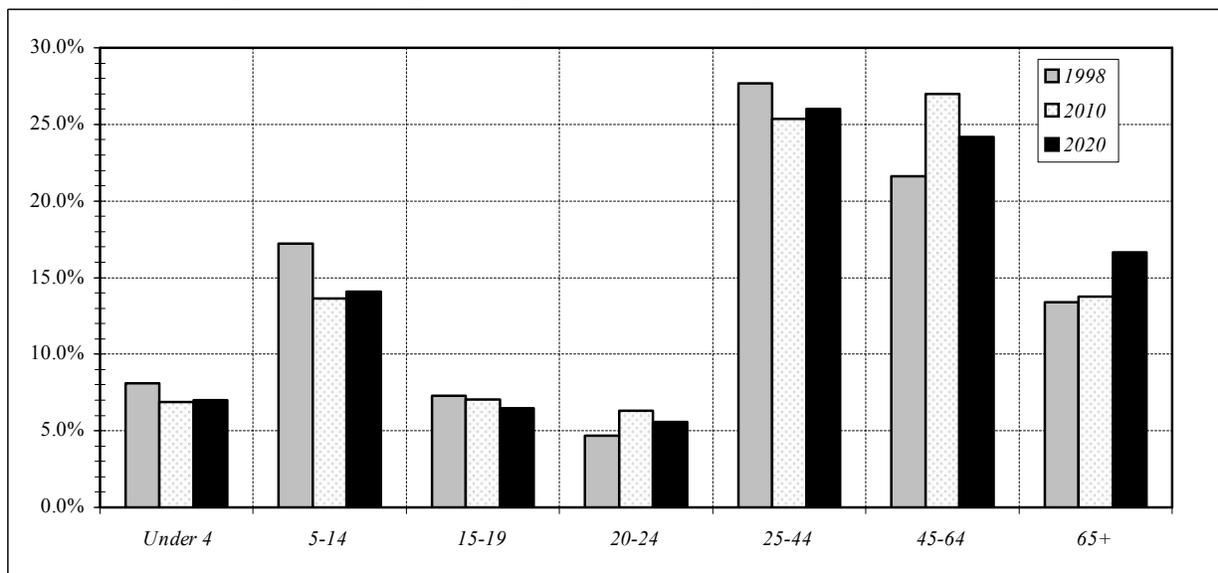
Table 3-8
Race and Ethnicity¹

Racial Classification and Origin	1990	1991	1992	1993	1994	1995	1996	1997	% Increase 1990-1998
White/Caucasian	52,735	54,276	55,940	57,890	59,648	61,767	63,510	65,302	23.8%
Black/African American	634	654	685	730	768	808	851	882	39.1%
Indian, Eskimo, & Aleut	676	725	777	838	888	956	1,013	1,045	54.6%
Asian & Pacific Islander	713	745	798	842	896	968	1,026	1,071	50.2%
Total ²	54,758	56,400	58,200	60,300	62,200	64,499	66,400	68,300	24.7%
Annual % Increase		3.0%	3.2%	3.6%	3.2%	3.7%	2.9%	2.9%	--
Hispanic Origin	9,427	10,466	11,664	12,898	13,960	15,581	16,894	17,969	90.6%
Annual % Increase		11.02	11.45	10.58	8.23	11.61	8.43	6.36	--

¹ Source: Census of Population and Housing, 1990: MARS files of Washington state, U.S. Bureau of the Census 1991.

² Population for 1990 - 1992 corresponds to original 1990 census data and has not been adjusted per revised state estimates.

Figure 3-7
Population by Age Groups in Grant County, 1998, 2010 & 2020



Source: Washington State Office of Financial Management, Forecast Division.

Like other areas, Grant County's population will mature in the coming decades. Grant County's 25-44 and 45-64 age cohorts are projected to have the largest combined share among all age groups; by 2020, 49.0 percent of all county residents will be in these age categories.

Thus far in the 1990s, Grant County is ranked fifth among all counties in the growth rate of its elderly population. The share size of the 65 years and older group is projected to increase after year

2010. Although the size of this cohort will only slightly decline in Grant County during the next decade, its 2010 share will remain well above the 1998 level and higher than the state's share. As the general population continues to age, the elderly will constitute an increasing share of Grant County's population base in the coming years. This "graying" of Grant County has significant development implications for the local economy.

**Table 3-9
Population Change for Total, Male and Female**

Age	Total Population				Males				Females			
	Year		Change		Year		Change		Year		Change	
	1990	1997	#	%	1990	1997	#	%	1990	1997	#	%
0-4	4,894	5,765	871	17.8%	2,527	2,951	424	16.8%	2,367	2,814	447	18.9%
5-9	5,003	6,214	1,211	24.2%	2,592	3,207	615	23.7%	2,411	3,006	595	24.7%
10-14	4,755	5,925	1,170	24.6%	2,433	3,066	633	26.0%	2,322	2,859	537	23.1%
15-19	4,203	5,183	980	23.3%	2,231	2,648	417	18.7%	1,972	2,535	563	28.5%
20-24	3,193	3,532	339	10.6%	1,686	1,745	59	3.5%	1,507	1,787	280	18.6%
25-29	3,803	4,543	740	19.5%	1,929	2,349	420	21.8%	1,874	2,193	319	17.0%
30-34	4,236	4,783	547	12.9%	2,119	2,434	315	14.9%	2,117	2,349	232	11.0%
35-39	4,109	5,295	1,186	28.9%	2,097	2,658	561	26.8%	2,012	2,637	625	31.1%
40-44	3,604	5,070	1,466	40.7%	1,817	2,616	799	44.0%	1,787	2,454	667	37.3%
45-49	2,823	4,331	1,508	53.4%	1,460	2,170	710	48.6%	1,363	2,161	798	58.5%
50-54	2,328	3,607	1,279	54.9%	1,182	1,842	660	55.8%	1,146	1,765	619	54.0%
55-59	2,412	2,860	448	18.6%	1,198	1,442	244	20.4%	1,214	1,418	204	16.8%
60-64	2,464	2,651	187	7.6%	1,192	1,298	106	8.9%	1,272	1,354	82	6.4%
65-69	2,424	2,524	100	4.1%	1,152	1,210	58	5.0%	1,272	1,314	42	3.3%
70-74	1,909	2,304	395	20.7%	923	1,050	127	13.8%	986	1,254	268	27.2%
75-79	1,341	1,811	470	35.0%	639	822	183	28.6%	702	989	287	40.9%
80-84	748	1,108	360	48.1%	340	490	150	44.1%	408	618	210	51.5%
85 +	509	795	286	56.2%	183	294	111	60.7%	326	501	175	53.7%
Total	54,758	68,300			27,700	34,292			27,058	34,008		
Median Age	31.8	33.13			31.07	32.42			32.54	33.85		

Source: 1997 Population Trends, Washington State Office of Financial Management, Forecasting Division, September 1997

Economic Status

In 1989, Grant County's median household income was \$22,372, well below the \$31,183 median for Washington State. The County's per capita income was \$10,376. These figures are lower in many of the cities and towns. The U.S. Bureau of the Census estimates Grant County's 1993 median household income to be \$27,104, as compared to the \$34,074 median for

Washington State. These 1993 figures show a closing of the gap, however, as County incomes grew from approximately 72 percent of the State's median income in 1989, to 80 percent in 1993.

According to the 1990 U.S. Census of Population and Housing, 19.6 percent of the population of Grant County was living below the poverty level in 1989. While this is up from the

CHAPTER 3...

17 percent level reported in 1979, 1993 estimates made by the U.S. Census Bureau show the number of people in poverty to have dropped back to approximately 17.7 percent of the total population. This compares to the statewide level of 12 percent of the population living below the poverty level.

Education

For the most part, people in Grant County are fairly well educated. Compared to a sampling of other non-metropolitan counties, Grant County has a higher percentage of adults over 25 years who are high school graduates. Among all counties, Grant County's 1998 high school graduation rate of 89.6 percent is ranked 16th in the state. Grant County's high school graduation rate lies well above the state average. Grant County's high school dropout rate, however, is a full-percentage above that of the state. Most of the agriculture-dependent counties in Eastern Washington have dropout rates that are equal if not higher to Grant County.

Grant County residents have a higher participation rate than rural Washington in public higher education (public college or university). In 1997, Grant County was ranked 21st among all counties in the attendance rate of two-year community colleges. This participation rate is due in part to the location of Big Bend Community College in Moses Lake. Big Bend Community College had 5,427 students during the 1996-97 academic year, well below that of the state community college average enrollment of 16,200 students. Enrollment levels are relatively lower given that Big Bend Community College serves the rural and sparsely populated counties of Adams, Grant, and Lincoln.

POPULATION PROJECTIONS

Overview

Population trends can generally be tied to economic conditions. This has more or less been the case in Grant County. At least in the past two decades, the population has mirrored economic cycles. During the 1970s the county experienced

positive though modest population growth which slowed in the 1980s. A significant increase during the 1990s of 19,900 residents has been slightly balanced by moderate increases from 2000-2006.

The demographics of Grant County appear to be undergoing change. Age, sex, race, ethnic background, educational level, and income of County residents is changing in ways that could have broad implications for economic development, land use, transportation, and housing. Projecting population growth, especially during periods of relatively strong growth, results in uncertainty. Projections are especially difficult for rural areas. General tendencies of past population growth and assumptions regarding economic, demographic and social character are routinely used to make projections.

Official GMA Population Forecast

Under the GMA, the Washington State Office of Financial Management (OFM) has the responsibility to project population growth rates for local planning purposes. The model used by the OFM consists of dis-aggregation of population and projection based on specific rates for fertility, mortality, and migration. While fertility and mortality rates are relatively stable, migration can be highly variable. Population movement is primarily related to relative changes in labor market and economic conditions. Expanding economies and labor markets "pull" migrants into an area; contracting economies and labor markets "push" migrants out of an area. The OFM prepares three sets of county population projections: a medium series and alternative low and high series. The medium series reflects the OFM's highest level of certainty; the two alternatives reflect judgments as to the uncertainty of the accuracy of the medium series. As such, the low and high projections reflect a "reasonable" range of population growth. The medium series is based on a set of broad propositions related to migration, the primary driver of relative population change in counties. The high and low projections are based on probable economic and

other assumptions, but do not carry forward extreme economic conditions or other factors that have resulted in relatively short periods of extremely high population gains or losses.

The OFM population projections for Grant County are provided in Table 3-10. The calculated average annual growth rate over the

20-year period from 1998 to 2018 is 1.0%, 1.4% and 2.1% for the low, medium, and high series, respectively. The GMA requires that the County plan for a 20-year population growth that is within the range projected by the OFM unless the County conducts studies to justify a different value.

Table 3-10
OFM Population Projections for Grant County

Series	Population						Average Annual Growth
	Actual	Projected					
	2000	2005	2010	2015	2020	2025	2000-2025
Low	74,698	77,762	80,602	81,785	81,358	80,561	0.3%
Medium	74,698	82,397	88,331	92,806	95,715	98,395	1.0%
High	74,698	87,238	96,502	104,523	111,029	117,459	1.5%

Source: Office of Financial Management (Released January 2002)

Grant County Population Forecast

The average annual rate of population growth in Grant County between 1990 and 1998 was 3.0 percent, which is considerably higher than the 1.0, 1.4 and 2.1 percent growth projected by the OFM for low, medium, and high series, respectively.

While the medium series OFM population forecast is considered as the “most likely” projection, representatives of both Grant County and its cities believe the projection to be low. If recent trends continue, county-wide growth will exceed the OFM medium series population projections. To ensure that the County and its incorporated cities and towns adequately address the economic challenges presented, and plan for housing, infrastructure, and services needed by the future population, it is reasonable to plan for the OFM high series. Using the high series will also avoid tightening urban land supply and raising housing costs.

Based on the OFM high series, Grant County and its cities project and will plan for a population of 117,459 in 2025. Several reasons justify use of the high series including:

- **Settling of migrant farm workers.** Grant County expects the trend of migrant farm laborers to settle in the County. This may impact the communities of Ephrata, George, Mattawa, Moses Lake, Quincy, Royal City, and Warden.
- **Greater economic growth than anticipated in the OFM forecast.** The draft economic forecast prepared by Chase Economics projects a growth rate in total employment in Grant County of nearly 3.5% between 1998 and 2008. Multiple large-scale employment proposals are currently being considered at the Port of Moses Lake and the Industrial sections of Quincy. A significant increase in the number of jobs is anticipated, including high technology, manufacturing and service jobs. Both County and city representatives expect this trend to escalate over the next decade due to several desirable assets of the area, including transportation options, low-cost electrical power, available and affordable land, numerous recreational opportunities, and a governmental climate that favors economic development.

CHAPTER 3...

- **Statewide focus on economic development in rural counties.** Recent focus at the state level on improving economic conditions in rural areas is expected to be effective in attracting opportunities for Grant County.
- **Increase in food processing activity.** A significant increase in jobs related to food processing include resumption of sugar beet processing in the Wheeler corridor near Moses Lake and other activity around the Mattawa, Royal City, Warden, and Quincy areas.
- **Increase in farm labor jobs.** Over the next several years, from 3,000- to 5,000-acres of orchards will reach maturity in the Ephrata, Quincy, Mattawa, and Royal City areas. Orchards are a high-intensity operation requiring one year round worker for every twenty acres. Mattawa alone expects a population increase from 2,609 to more than 5,000 people over the next several years. Ephrata, George, Quincy, and Royal City are also expected to experience population increases from new orchard development, as well as new industrial development.

Population Growth Allocation

Based on the findings of the Grant County Urban Growth Area Analysis: Population, Employment and UGA Land Allocations, an allocation was prepared that reflects historic growth patterns, employment forecast, expectations regarding future growth, and GMA goals for the purposes of updating allocations, the existing assumptions regarding allocations have been maintained and projected using updated information from the 2000 US Census.

Projected average annual growth rates were assigned to each of the cities based on anticipated growth in 1998. With two exceptions average annual growth rates of 3%, 2%, and 1% were assigned to reflect high, moderate, and low growth, respectively. Cities expected to experience a high growth rate included Moses Lake and Royal City. Those expected to experience only moderate growth include Ephrata, George, Soap Lake, and Quincy. Those expected to have low growth include Coulee City, Electric City, Hartline, Krupp, and Wilson Creek. Mattawa is the exception to this classification approach. It has continued to see dramatic and steady increases in population from 1970-2006. For this reason a growth rate of 5% is expected.

In 2006, it is acknowledged that Quincy is experiencing a high growth rate that is expected to continue over the next several years while Royal City is experiencing a more moderate growth rate. It is anticipated that the growth rates assigned to each jurisdiction will be reviewed when time and funding allow.

This allocation is shown in Table 3-11, and results in a population distribution in 2025 of approximately 67 percent of total county population residing in incorporated cities and their associated UGAs and 33 percent residing in unincorporated county.

**Table 3-11
Population Projection and Distribution**

Urban Growth Areas	Projected Average Annual Growth Rate	Incorporated City				Unincorporated UGA			Countywide		
		2000 Actual	2006 Estimate	2015 Projection	2025 Projection	2000 Census Analysis**	2015 Projection	2025 Projection	2000 Actual	2015 Projection	2025 Projection
Coulee City	1.0%	600	600	697	769	56	65	72	656	762	769
Coulee Dam part	0.0%	4	0	5	5	0	0	0	4	5	5
Electric City	1.0%	922	955	1,070	1,182	256	297	328	1,178	1,368	1,381
Ephrata	2.0%	6,808	6,950	9,163	11,169	8	11	13	6,816	9,173	9,357
George	2.0%	528	530	711	866	54	73	89	582	783	799
Grand Coulee	1.5%	897	930	1,121	1,301	148	185	215	1,045	1,306	1,326
Hartline	1.0%	134	135	156	172	0	0	0	134	156	157
Krupp	1.0%	60	60	70	77	0	0	0	60	70	70
Lakeview CDP (unincorporated)	2.0%	0	0	0	0	797	1,073	1,308	797	1,073	1,094
Mattawa	5.0%	2,609	3,330	5,424	8,835	335	696	1,134	2,944	6,120	6,426
Moses Lake	3.0%	14,953	16,830	23,296	31,308	10,234	15,944	21,428	25,187	39,241	40,418
Quincy	2.0%	5,044	5,395	6,789	8,275	366	493	600	5,410	7,281	7,427
Royal City	3.0%	1,823	1,875	2,840	3,817	54	84	113	1,877	2,924	3,012
Soap Lake	1.5%	1,733	1,740	2,167	2,514	59	74	86	1,792	2,240	2,274
Warden	2.5%	2,544	2,575	3,684	4,716	59	85	109	2,603	3,770	3,864
Wilson Creek	1.0%	242	240	281	310	5	6	6	247	287	290
Total Areas of Growth		38,901	42,145	57,473	75,319	12,431	19,086	25,501	51,332	76,558	78,669
Unincorporated Non-UGA									23,366	27,965	38,790
Grant County*		74,698	80,600	105,665	117,459	74,698	105,665	117,459	74,698	104,523	117,459

*County Population determined by OFM High Projections

**Where necessary UGA data was determined by dividing block 2000 Census; Aerial photographs were used to determine the number of housing units within the UGA than QT-H3: "Average Household Size" was used to calculate population within the UGA

ECONOMIC DEVELOPMENT

Labor Market and Employment Trends

Grant County's labor market is changing in fundamental ways. Between 1970 and 1997, Grant County's civilian labor force⁵ more than doubled; from a level of 18,040 in 1970 to 36,360 in 1997 (Figure 3-8). Over this 27-year period, Grant County's growth was less than that of Washington State's labor force, which expanded by 111 percent, but robust compared to the nation's, which only increased by 64.6 percent. During this period, Grant County's labor force averaged 3.8 percent annual growth, while growth rates for the state and nation averaged 4.1 percent and 2.4 percent respectively.

The county's labor force increased modestly at 1.8 percent growth rate during the first half of the 1970s in the wake of two national economic recessions (1970 and 1974). The latter half of the 1970s brought expansion within the county, at an average annual rate of 3.4 percent. By 1980, Grant County's labor force stood at 23,300.

Expansion in the local labor force was abruptly halted by two national recessions that struck the entire state during the early 1980s. Grant County's labor force fell by 2.4 percent between 1980 and 1982. These losses, however, were counterbalanced by another massive surge in the local labor force from 1982-83.

After the back-to-back recessions of the early 1980s, growth in Grant County's labor force remained unstable for the rest of the decade; surges in the labor force were subsequently followed by declines. Consequently, labor force growth in Grant County averaged less than 2.0 percent annually during the 1980s, compared with 2.5 percent for the entire state. The recession of 1990-91 slowed growth in the local labor force while the state labor force once again

⁵ The resident civilian labor force is defined as all persons 16 years of age and older in a specific geographical area who are either working or looking for work. Excluded from the resident civilian labor force are institutionalized persons and those persons serving in the military.

contracted. This first year of the 1990s was clearly the exception, however, for all other years in this decade Grant County's labor force has consistently grown. Thus far during the 1990s, Grant County's labor force growth has been robust. In 1997, the labor force in Grant County was 36,360; representing a 3.8 percent annual growth rate since 1990 compared with 2.5 percent annual growth for the state.

Unemployment

Unemployment is considered one of the key indicators of a region's economic health. With the exception of the early 1970s, Grant County's unemployment rate has persistently remained above the state average (Figure 3-9). In 1985, Grant County was designated by the state as "economically distressed": a county with a moving three-year average unemployment rate at least 20 percent above the statewide average. For the last ten years, unemployment rates in Grant County have remained on average three-and-a-half percentage points higher than the state's unemployment rate. One reason for high unemployment is that the county's key sectors of agriculture and food processing display a strong seasonal influence. Indeed, seasonal layoffs are a major contributor to the county's above average unemployment rates. Well over a third of Grant County's workers are employed in seasonal industries; more than twice that of the state.

Employment Trends

Between 1969 and 1996, total employment in Grant County grew by 97 percent. The county's employment growth was especially robust during the 1970s and thus far in the 1990s, where employment has grown at an average annual rate of 4.7 percent. Employment growth slowed considerably during the 1980s, increasing at an average annual rate of 1.1 percent.

This growth was not spread evenly among all sectors of the local economy. Employment growth in the services, transportation and public utilities, and manufacturing, construction, and wholesale trade sectors was especially robust during the period. Finance, insurance and real estate, retail trade, and government, and mining grew slowly over the period.

Not surprisingly, employment in Grant County continues to be more dependent upon agriculture production, distribution, and processing than the state. This dependence has actually stayed remarkably stable over time, with about one-third of the county's total employment concentrated in these sectors.

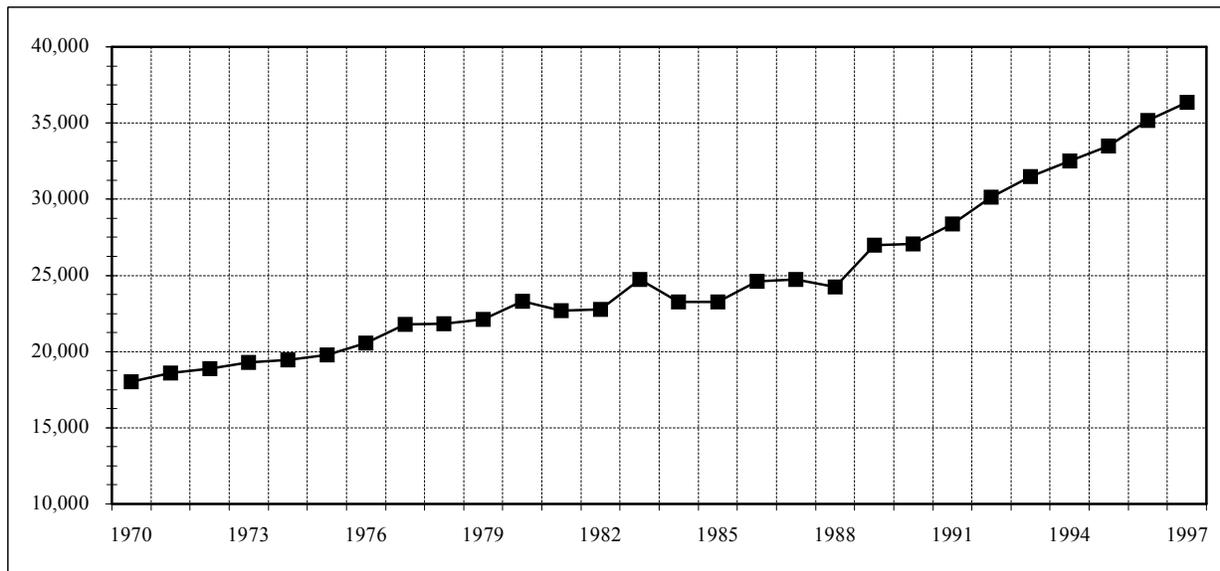
Employment Structure or Economic Base

It is quite evident that Grant County's employment is distributed differently than the state's. Results shown in Figure 3-10, based on "location quotients", indicate that agriculture is the major export-oriented sector in Grant County. Location quotients are measures of specialization. The quotient for any industry or sector is determined by dividing its share of Grant County employment by its share of state employment. A quotient of 1.0 denotes an industry in which the counties are typical to the state as a whole; a value above 1.0 shows an

industrial specialization for the county; and a value below 1.0 marks an industry under-represented in the county.

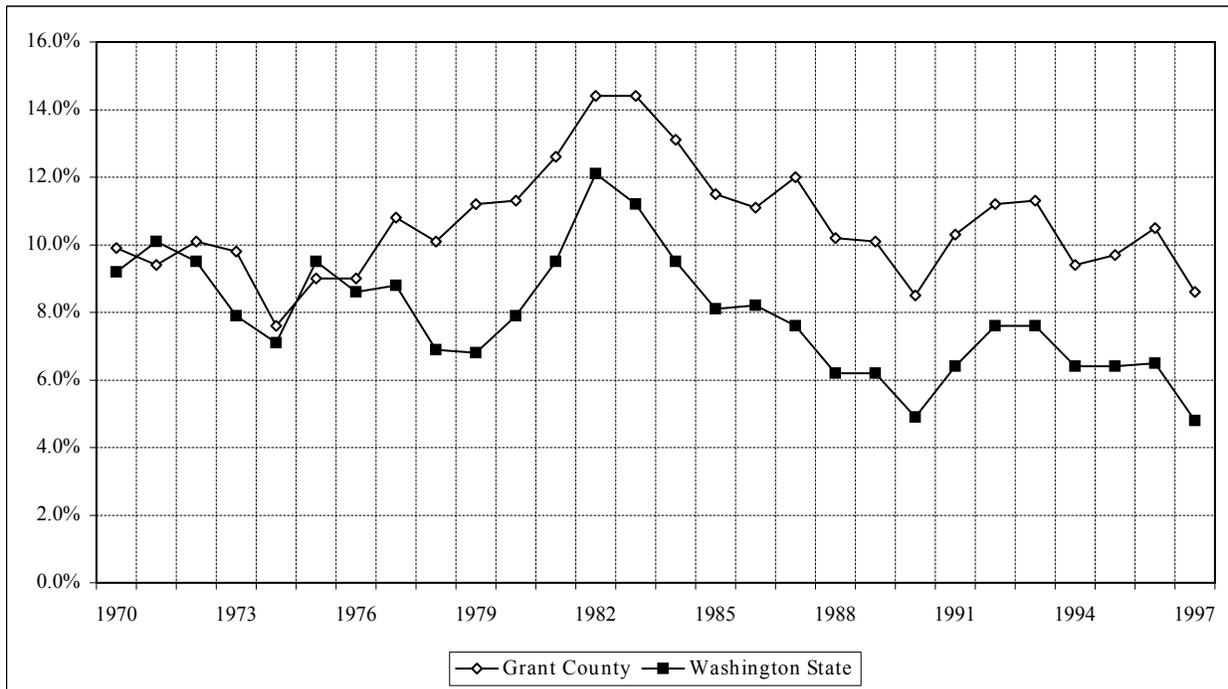
The location quotient for agriculture of 9.6, for instance, indicates that ninety percent of farming's employment in the county is devoted to export production. Like many other counties in eastern Washington, farming is the leading export sector. In addition, Grant County specializes in the major industry sectors of agricultural services and government. Agriculture services is part of the region's dominant agricultural complex. The figure also indicates on an aggregate basis that Grant County does not appear to specialize in the major industry groups of construction; manufacturing; mining; retail and wholesale trade; services; transportation and public utilities; and finance, insurance, real estate, and government.

Figure 3-8
Civilian Labor Force in Grant County
1970-1997



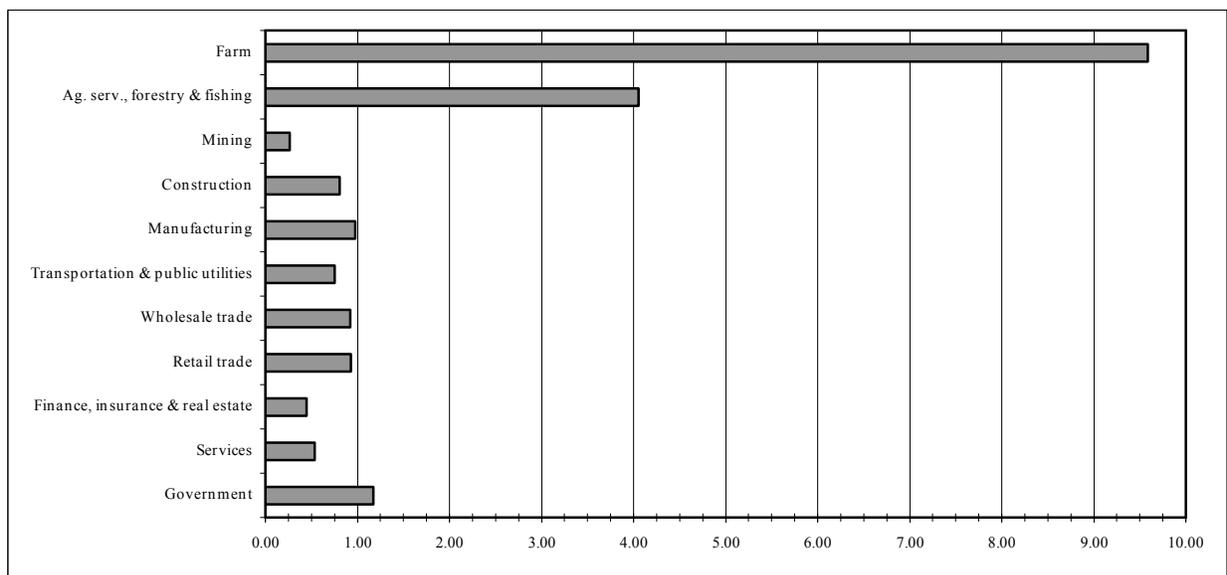
Source: Washington State Employment Security, Labor Market & Economic Analysis Branch.

Figure 3-9
Unemployment Rates in Grant County and Washington State
1970-1997



Source: Washington State Employment Security, Labor Market & Economic Analysis Branch.

Figure 3-10
Degree of Economic Specialization in Grant County,
Location Quotients for Major Industry Sectors
1996



Source: U.S. Department of Commerce, Bureau of Economic Analysis.

Personal Income Growth

Personal income⁶ in Grant County, the most broad-based measure of general purchasing power available at the county level, amounted to nearly \$1.243 billion in 1996. When measured in current dollars, Grant County's total personal income increased more than eightfold between 1969 and 1996. However, when measured in constant 1996 dollars to adjust for inflation, the entire increase over the 22 year period amounted to 133 percent. Personal income grew faster in the State of Washington than it did in Grant County over the same period. In real terms, the average annual growth rate in personal income was 6.0 percent for Washington State compared with 4.9 percent for Grant County.

Overall, the 1980s brought little growth in real (i.e., inflation adjusted) personal income to Grant County. Indeed, the average annual growth rate of 1.0 percent was nearly four full percentage points below that of the 1970s. Thus far in the 1990s, real personal income growth in the county (5.8 percent) has exceeded the statewide average (3.8 percent).

⁶ Personal income is defined by the U.S. Bureau of Economic Analysis as the money value of income received by persons from three major sources: earnings from participation in current production, property incomes, and transfer payments. Earnings include private and government wage and salary disbursements, other labor income, and farm and nonfarm proprietors' income. Property incomes include rental income of persons, personal dividend income, and personal interest income. Transfer payments include payments by government and business to individuals and nonprofit institutions for which they do not render current services. Personal income is measured before the deduction of personal income taxes or other personal taxes. Gross Domestic Product (GDP) is the most widely followed and comprehensive measure of the level of economic activity on the national level. Personal income is perhaps the broadest economic yardstick for measuring and comparing the size and performance of county economies.

Per Capita Income

Per capita income in Grant County was \$18,366 in 1996, the latest year in which information is available. This was \$6,070 below that of the nation and \$6,911 below the statewide average. When measured in current dollars, Grant County's per capita income increased more than four-fold over the 27 year period. Yet, when measured in constant 1996 dollars, the increase amounted to only 36 percent, from \$13,539 in 1969 to \$18,366 in 1996. Figure 3-11 charts Grant County's per capita income performance against the U.S. per capita income (1.00 for all years). Per capita income in Grant County exceeded the U.S. for only four years during the early 1970s; since then per capita income in the county has trended downward. Why? Largely, it lies with the dominance of agriculture. Because farm work occupies so much of the work force, and because farm work is a relatively low-wage work, the county income indicators are low. In Grant County, per capita income, the annual average wage, and the medium household income are considerably less than the comparable statewide averages.

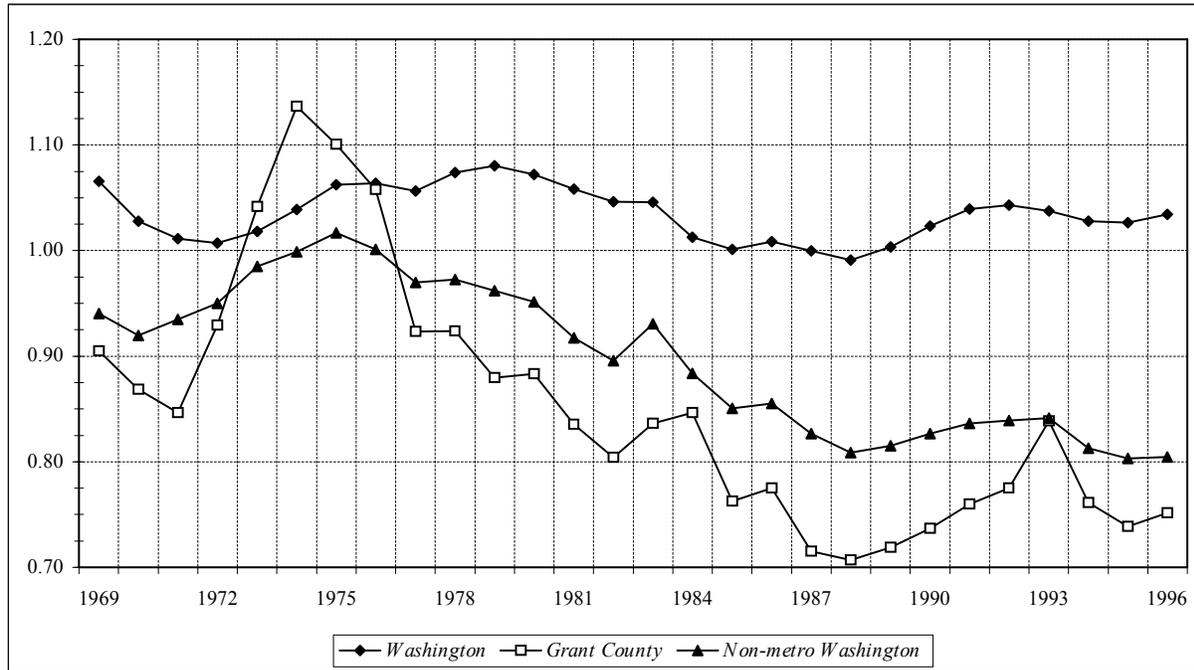
Median Income and Residents in Poverty

The most recent income statistics from the 1998 OFM Population Estimates indicate that Grant County is substantially less affluent compared with the state. For households in Grant County, 1998 median income was \$30,377; about \$14,000 lower than the statewide median. In 1989, Grant County's rate of residents living in poverty was more than double that of the statewide average.

Industry Sources of Personal Income

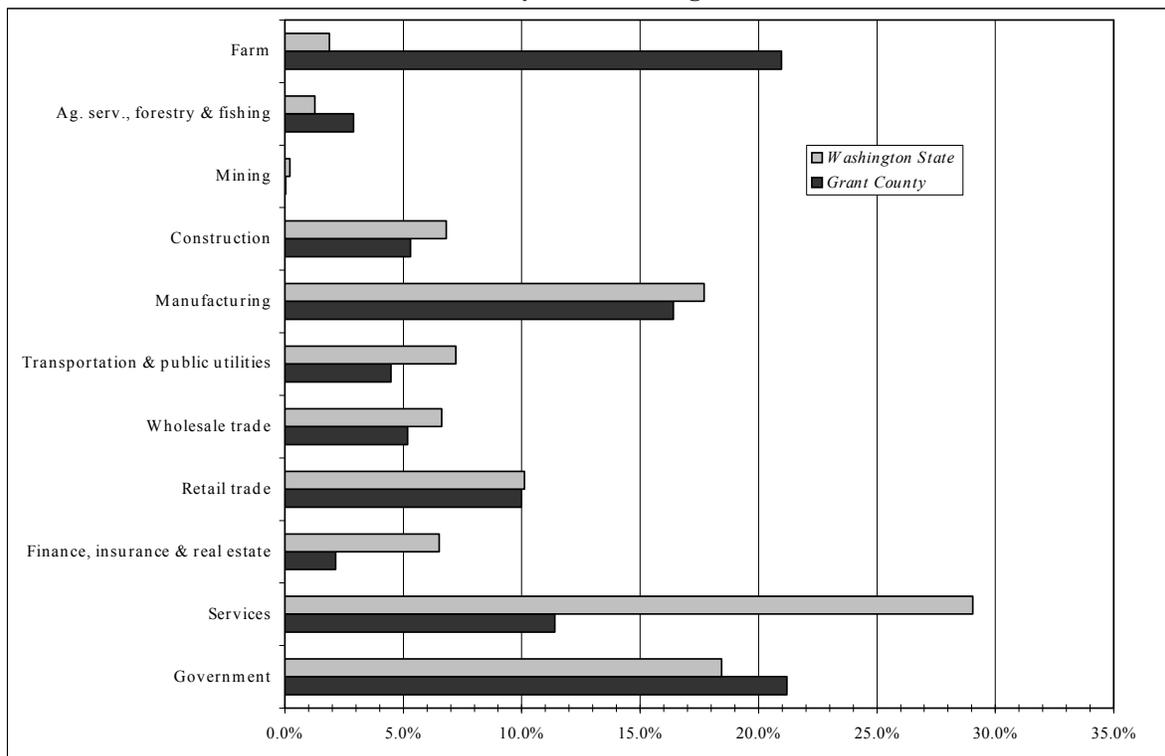
Characteristics relating to the composition of industry earnings in Grant County and Washington State are shown in Figure 3-12. Government and farming are the leading industry groups in earnings shares for Grant County compared with the state, where services and manufacturing are the leaders.

Figure 3-11
Per Capita Income Performance of Grant County, Non-metropolitan Washington
and Washington State Compared to the United States (=1.00) 1969-1996



Source: U.S. Department of Commerce, Bureau of Economic Analysis.

Figure 3-12
Percent of 1996 Total Industry Earnings by Major Industry Group:
Grant County and Washington State



Source: U.S. Department of Commerce, Bureau of Economic Analysis.

HOUSING

A direct link typically exists between housing and a community's economic well being. Businesses seeking to expand or relocate to an area are increasingly evaluating the cost and availability of housing in surrounding areas for their employees. This balance between employment opportunities and housing is an essential component in attracting commerce.

The demand for housing depends upon complex interactions among population growth, household size, household income, housing costs, and even cultural factors. Other factors such as location of employment and local amenities also affect housing demand. Population growth can lead to the formation of new households or an increase in average household size.

For most areas, housing costs are the primary driver of an area's cost-of living. Compared to other areas, Grant County's housing costs were significantly lower in recent years. According to the most recent sales, Grant County's median price for owner-occupied house was \$98,500, 38 percent lower than the state median of \$158,900. The median price has increased less than 10 percent since 1995.

The ability to afford decent housing is essential to individual and family well-being. The supply of affordable housing may be a precondition to future employment opportunities, since many workers may be priced out of the local housing market.

An affordability index was constructed for the Grant County area (Figure 3-13). The index--which compares an area's median family income against the income needed to qualify for a mortgage on a median price existing home in the region, after a 20 percent down payment--is similar in its methodology to that of the national affordability index. If the index is above 100, then the median income is more than sufficient to qualify for a mortgage on that house. If the index is below 100, then the median income is not

sufficient to qualify. With some exceptions, Grant County's housing is well within the affordability range for buyers.

Yet, the Grant County Housing Needs Assessment (Tom Phillips & Associates, July 15, 1994) indicates that housing prices are escalating in the major growth centers. Between 1990 and 1993, prices increased by 35 percent in the Moses Lake area and by 50 percent in Ephrata (Phillips, 1994). Rent levels also increased significantly (37%) between 1990 and 1993.

This sharp increase in housing cost has burdened many of Grant County residents, particularly low-income families. Twenty-five percent of renter households are considered in need of assistance (Phillips, 1994). The waiting list for assisted housing exceeded 500 families in 1994, according to the Grant County Housing Authority. Nearly 1,100 low-income owner households spend more than 30 percent of their income for rent (Phillips, 1994).

In 1994, Phillips & Associates projected the need for an additional 2,708 housing units by the year 2000, much of it low-income, subsidized living. Housing for moderate income households is also badly needed. The private housing market is responding to this need, but needed improvement to community infrastructure, particularly sanitary sewer and water system improvements, has been thwarting new development in Quincy, Mattawa, Royal City, George, and Warden. Needed sanitary sewer improvements have recently been completed or are in process in each of these communities.

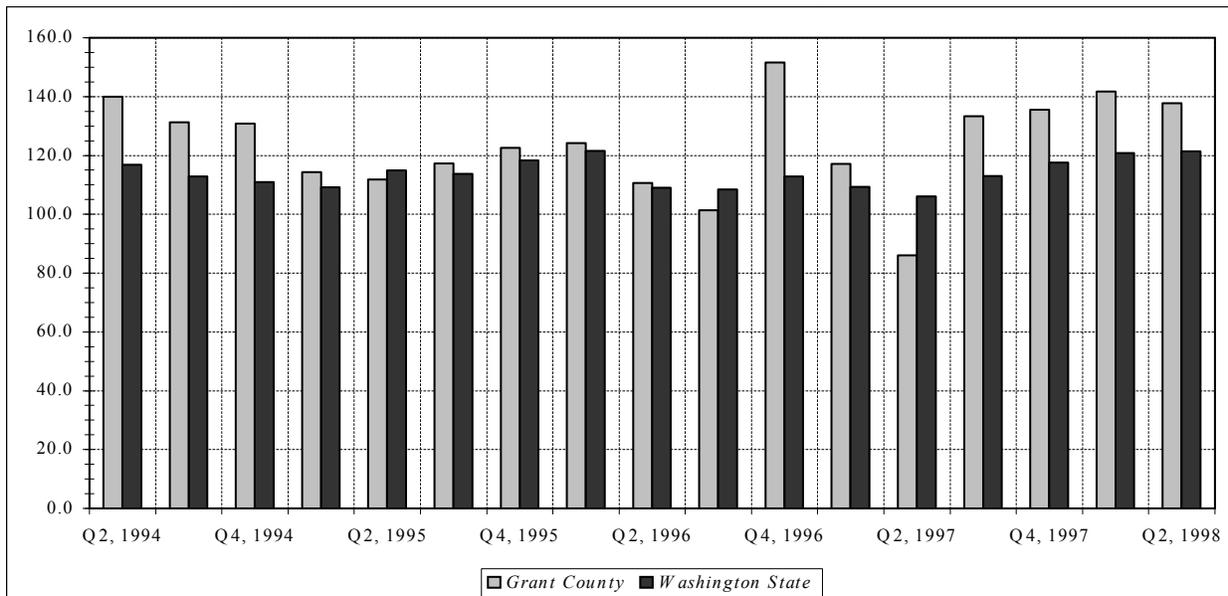
In order for Grant County residents to have opportunities to live in safe and affordable housing, positive steps are necessary to encourage the availability of housing at all income levels, with special emphasis on fulfilling housing needs for those families in the low to moderate income categories. The ability of the private sector to provide affordable housing is affected by a wide range of market forces and local government actions, such as land use policy, development regulations, and infrastructure finance. In order to meet the

CHAPTER 3...

housing needs of lower income individuals, public funding and incentive programs may be required. The Grant County Housing Needs Assessment identified a range of strategies to respond to the County's housing needs. To encourage implementation of these strategies,

local jurisdictions need to have predictable, streamlined permitting and planning processes. Modifying regulatory barriers to affordable housing must be championed if Grant County families are to be adequately housed.

Figure 3-13
Housing Affordability in Grant County and Washington State, 1994-1998



Source: Washington Center for Real Estate Research, Pullman.

CHAPTER 4

POLICY PLAN

OVERVIEW

The Grant County Comprehensive Plan provides a legally recognized framework for making decisions about land use in Grant County. Grant County's comprehensive plan directs the County's future physical growth through several mechanisms. It provides guidance for development regulations, such as the zoning ordinance, and for other county-wide plans such as solid waste, sewer, or capital facilities. Such plans must include the public facilities needed to accommodate the population growth anticipated in the comprehensive plan. They also must ensure that levels of service adopted within the plan can be maintained.

The comprehensive plan will also be useful when reviewing development applications and interlocal agreements or various County programs. Interlocal agreements are voluntary agreements entered into for various purposes; such as to coordinate policies of mutual interest, the use of shared facilities, and the accomplishment of mutual goals. County programs will be developed to fulfill the goals and policies of this Comprehensive Plan.

During the planning effort, scores of people were asked to provide input toward developing goals and policies that will address the many choices the next twenty years will pose, including:

“How should Grant County grow and develop?”

“What services and facilities will be needed to support growth?”

“How will the community pay for public improvements and services needed to support growth?”

“What kind of public/private partnerships and intergovernmental relationships can be forged to meet the challenges of growth?”

Answers to these kinds of questions will shape key public and private sector decisions well into the next century.

PURPOSE OF POLICY PLAN

General

This policy plan serves as a framework for County decision-makers, the development industry, and the public covering a broad array of issues of both short- and long-term importance. The Policy Plan establishes an agenda for future work toward achieving the broader vision for the County. The Policy Plan ensures that Grant County complies with Washington's thirteen planning goals contained in a complex array of statutes and administrative codes known as the Growth Management Act or GMA.

Grant County and its cities and towns are among many jurisdictions required to conduct planning and development decisions according to the GMA. This Policy Plan represents Grant County's means for achieving compliance with the GMA while remaining true to our historical values, customs and culture.

The Plan manages growth by directing urban development to designated areas, including urban growth areas and rural areas of more intensive development, while protecting and conserving natural resource areas and retaining rural landscape features and lifestyles. The plan is also intended to guide planning for a broad range of public and private users, including County officials, community groups, other government agencies and even land developers.

The Plan:

- Guides the development of additional community plans and implementing regulations through its policy statement;

CHAPTER 4...

- Guides the provision of public facilities and services by integrating land use, infrastructure, and human service delivery;
- Provides regional coordination and consistency with other jurisdictional planning efforts; and
- Allows for citizen participation and involvement.

Planning Concepts and Principles

Several concepts, and their underlying principles, are basic to the planning approach embodied in this Comprehensive Plan. The Plan has these characteristics:

1. **Long Range.** The Plan is based on a 20-year vision of the County, as defined by the community through an extensive public participation process.
2. **Predictability.** Citizens, interest groups, agencies, and decision-makers planning for the use of land, making financial decisions, or trying to influence the course of a land use decision need to understand the Plan and the standards for its application and review.
3. **Consistency.** The Plan is internally consistent and coordinated with neighboring jurisdictions in an attempt to be externally consistent.
4. **Comprehensiveness.** The Plan interrelates people, land, resources, natural environmental systems, and public facilities in such a way as to protect the future health, safety and welfare of our citizens.
5. **Flexibility.** After its adoption, the Plan will continue to evolve to reflect our actual experience of growth and citizen concerns over that growth. Through annual updates and major, periodic reviews, the Plan will be adjusted to changing needs, unforeseen circumstances, or new local and regional trends.

6. **Goal-oriented.** Goals and policies of the Plan will trace the vision for the future for sustaining and improving the quality of life advocated by our citizens. Goals and policies will also be consistent with and balance the planning goals of the GMA.
7. **Financially Feasible.** The Plan is financially feasible and generally capable of implementation.

Underlying principles include:

1. Focus population growth toward urban centers where public services and facilities are present.
2. Jointly designate future land use within Urban Growth Areas (UGAs) by the cities and Grant County. Land use planning is a shared responsibility within the unincorporated portions of the UGA, although the County retains land use jurisdiction. The County's objective for land within the UGA should be to manage the transition from rural to urban use, minimizing public costs and uses that could prevent development consistent with the adopted future land use plans.
3. Provide for development choices consistent with rural character in rural areas.
4. To protect the long-term viability of the County's agricultural-based economy, discourage residential development unrelated to agriculture on lands designated as agricultural.
5. Implementation of the Plan will be carried out in various ways, including through the goals and policies included in the Plan itself, action items or strategies identified in the Plan, and measures consistent with the Plan goals and policies. Implementation will be guided by the following principles:
 - Reduce the cost of public services by focusing development in areas where services, utilities and access are provided

in adequate capacity, or can reasonably be upgraded to provide necessary capacity;

- Maintain flexibility, locational choice and preferences while explicitly specifying service expectations and limitations for each of the development areas;
- Streamline and integrate the regulatory review process for land use decisions to achieve more predictable process and time frames; and
- Emphasize a coordinated partnership approach to funding and providing service and financing development between the public and private sectors as well as across jurisdictional boundaries.

GMA GOALS

The GMA requires Washington's fastest growing counties, the cities within them, and other jurisdictions opting in to the process to plan extensively in accordance with the following goals:

- **Urban Growth.** Encourage development in urban growth areas where adequate public facilities and services exist or can be provided in an efficient manner.
- **Sprawl.** Reduce the inappropriate conversion of undeveloped land into sprawling, low-density development.
- **Transportation.** Encourage efficient multi-modal transportation systems that are based on regional priorities and coordinated with county and city comprehensive plans.
- **Housing.** Encourage the availability of affordable housing to all economic segments of the population of this state, promote a variety of residential densities and housing types, and encourage preservation of existing housing.
- **Economic Development.** Encourage economic development throughout the state that is consistent with adopted comprehensive plans, promote economic opportunity for all citizens of this state, especially for unemployed and for disadvantaged persons, and encourage growth, all within the capacities of the state's natural resources, public services, and public facilities.
- **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.
- **Permits.** Applications for both state and local government permits shall be processed in a timely and fair manner to ensure predictability.
- **Natural Resource Industries.** Maintain and enhance natural resource-based industries, including productive timber, agricultural and fisheries industries.
- **Open Space and Recreation.** Encourage the retention of open space and development of recreational opportunities, conserve fish and wildlife habitat, increase access to natural resource lands and water, and develop parks.
- **Environment.** Protect the environment and enhance the state's high quality of life, including air, water quality, and the availability of water.
- **Citizen Participation and Coordination.** Encourage the involvement of citizens in the planning process and ensure coordination between communities and jurisdictions to reconcile conflicts.
- **Public Facilities and Services.** Ensure that those public facilities and services necessary to support development shall be adequate to serve the development at the time the development is available for occupancy and

CHAPTER 4...

use without decreasing current service levels below locally established minimum standards.

- **Historic Preservation.** Identify and encourage the preservation of lands, sites, and structures that have historical or archaeological significance.

A VISION FOR THE FUTURE

Visioning Survey

People choose to live and work in Grant County for many reasons. The County provides a diversity of environments and lifestyle choices such as urban, rural, and small town. The wholesome quality of life offered by Grant County includes a clean environment, job opportunities, easy access to work and recreation, quality health facilities, education and cultural activities, a variety of human services and a peaceful, uncrowded atmosphere.

In 1992, Grant County conducted a survey of nearly 2,500 residents to learn about their attitudes regarding a variety of topics related to growth. The results of that survey are summarized below.

Grant County residents:

- Like the rural lifestyle, friendly people and recreational opportunities, and strongly desire to preserve the rural lifestyle;
- Desire to preserve agriculture and agricultural lands;
- Wish there were more job opportunities for their children so that they could stay in the community;
- Wish there were more cultural activities;
- Desire to see economic growth in industry, recreation and tourism, and commercial development;
- Desire to identify and protect environmentally-sensitive areas and wildlife

habitat, such as the Columbia, wetlands, Potholes Reservoir, and Moses Lake;

- Believe that land use regulations and permit processing is too cumbersome, and that more enforcement of regulations is needed; and
- Believe that a Comprehensive Plan should be prepared to guide elected and appointed officials toward orderly growth and development.

Vision Statement

Grant County seeks to maintain and enhance its quality of life while achieving benefits of growth and minimizing any negative impacts. Our vision defines our future and how we will respond to growth and change. Our vision is comprised of the following basic values:

- Promote a healthy, diversified, and sustainable local and regional economy by supporting existing local businesses, making prudent infrastructure investments, and encouraging new business that is compatible with and complementary to the community.
- Protect and preserve the natural beauty, rural character, and variety of lifestyles that define our community.
- Protect and conserve our agricultural resources, and prevent inappropriate conversion of prime agricultural lands.
- Manage growth effectively to prevent inappropriate or premature conversion of undeveloped land and to minimize incompatible land uses and the cost of public and private services.
- Encourage infill development within urban growth areas and enhance the sense of “community” around traditional population centers.
- Provide a variety of residential living opportunities, ranging from urban to rural, small town, rural settlement, shoreline, and agricultural.

- Promote healthy, safe, and productive communities with a variety of housing for all economic levels.
- Encourage opportunities for quality community education and technology to meet the educational and training needs of all residents.
- Promote open, responsive and accountable local government that works to create a true sense of community and to create democratic processes on all levels.

GOALS AND POLICIES

Goals and policies will follow the shared vision for the future of Grant County for sustaining and improving our quality of life. Goals and policies will also be consistent with the Planning Goals of the Growth Management Act. Goals and policies do not apply to incorporated cities, but rather, only to unincorporated areas of the County, including the unincorporated portions of UGAs.

Goals are broad statements of a community’s aspirations. Goals tell use where we want to go. Goals are “milestones” or achievements that we must attain to reach our vision.

Policies express a commitment to a course of action. Policies provide overall direction for implementation of a strategy. Policies provide clear guidance for decision-making and form the basis for revised development regulations, such as zoning and subdivision ordinances.

Following are the goals and policies of the Comprehensive Plan.

Land Use

Goal LU-1: Recognize development approvals that have been granted but may not have yet been constructed or acted upon, such as subdivisions, short plats, Planned Unit Developments, territorial plats, special use permits, conditional use permits, and rezones that are non-

conforming with the goals and policies of this Comprehensive Plan, Future Land Use Map, and/or subsequent development regulations when they do not threaten public health and safety.

Policies

LU-1.1: Legal lots of record with residential development rights that exist on the effective date of this Comprehensive Plan should retain their development rights, provided that:

- public health or safety is not threatened;
- the scope of the non-conforming use or inconsistent land development, land activity, and/or land use does not expand; and
- the non-conforming use or inconsistent land development, land activity, and/or land use is not abandoned for an extended period, which in most cases should be deemed to be one year. Non-conforming structures which are destroyed by fire, earthquake, flood, or other natural or manmade event may be reconstructed so long as a building permit for such reconstruction is approved within a reasonable period of time, which in most cases should be deemed to be one year.

However, if a parcel is located within a resource land designation, it shall be subject to residential restrictions of such resource land designation.

If the scope of the non-conforming use or inconsistent land development, land activity, and/or land use diminishes for an extended period, which in most cases should be deemed to be one year, the lesser scope of the inconsistency should not be allowed to subsequently expand. In addition, certain special

CHAPTER 4...

types of non-conforming land development, land activities, and/or land uses that may create a nuisance or negatively affect public health, safety and welfare should only be “grandfathered” for a fixed period of time. This period of time shall generally equal the useful life reasonably expected of the non-conforming use.

LU-1.2: The continuing validity of variances, special use permits, Planned Unit Developments, and conditional use permits that were approved prior to the effective date of this Comprehensive Plan should be evaluated on an individual basis.

LU-1.3: Existing illegal uses should not be grandfathered.

Goal LU-2: Establish an effective system to promote participation by individuals and groups in the land use planning and decision making process.

Policies

LU-2.1: The county should provide adequate staff support to help persons seeking development permits and participating in permit review processes.

LU-2.2: Development permits shall be processed in a timely and fair manner to ensure predictability.

LU-2.3: Communications between the county and citizen groups should be facilitated by providing information on programs, regulations and development projects impacting various areas of the county.

LU-2.4: The county shall provide for public involvement early and continuously throughout the process of developing and amending plans and regulations and shall utilize a variety of public participation and information

strategies in keeping with adopted public participation policies.

Goal LU-3: Encourage the highest degree of public health, safety and general welfare without unduly jeopardizing the rights of the individual, through use of a system of coordinated plans that direct the county's physical development and provide the framework for a variety of implementing mechanisms.

Policies

LU-3.1: The comprehensive plan shall serve as the master plan to guide the county's physical development and the preparation of the county's sub-area plans, comprehensive plans of incorporated cities, and plans for special services, functions or issues.

LU-3.2: As the master plan for the county's development, the comprehensive plan shall establish the framework of goals, objectives and policies for aspects of future development. It shall also establish the pattern for future land use and transportation by identifying areas for growth and rural development, providing guidelines for more detailed land use and transportation planning by geographic area, and establishing the plans for those land uses that should be approached on a county-wide basis rather than by geographic area.

- “Establish and preserve future and planned transportation corridors. Provisions should be made in future land use actions to achieve this goal.”

LU-3.3: Sub-area plans can be used to identify the area-specific land use and transportation plans for geographic sub-areas of the county. Sub-area plans should be developed as needed

to accommodate unique features or needs of a discrete portion of the rural area, or areas of more intense rural development, using the following principles:

- Property owners and residents of the sub-area, as well as any other interested persons and groups should be informed of the preparation of the sub-area plans.
- The future land use pattern and transportation system prepared for sub-areas shall be based on and consistent with the goals, policies and guidelines for land use and transportation planning established in the Comprehensive Plan.

LU-3.4: Agreements between the county and incorporated cities should be developed and maintained for urban growth areas around the cities. They should promote consistency and certainty about how the area will be planned and developed in the future. The agreements should be prepared and used according to the following principles:

- The future land use pattern and transportation systems identified in these agreements should be honored as development in the county and annexations to the cities take place; and
- These agreements should provide for phasing of development and the orderly extension of city services and annexations.

Goal LU-4: Support a Comprehensive Plan that is adaptable to changing conditions, yet promotes certainty, and maintain the plan through county programs and regulations.

Policies

LU-4.1: The Grant County Comprehensive Plan shall be reviewed, evaluated and revised periodically and as changing circumstances require, as provided for under Chapter 2 – Plan Development.

LU-4.2: Consistency, understanding, and efficiency of the permitting process should be promoted.

Goal LU-5: Conserve or enhance important natural, cultural, and scenic resources.

Policies

LU-5.1: The Open Space land use designations should:

- Protect streams, stream corridors, wetlands, natural shorelines, and aquifers;
- Protect soil resources;
- Protect unique, diverse or critical wildlife and native plant habitat;
- Promote conservation principles by example or by offering educational opportunities;
- Enhance the values and functions of parks, wildlife preserves, nature conservancies or sanctuaries, or other open space lands;
- Enhance recreational opportunities and public access to open spaces; and
- Preserve scenic vistas, historic, cultural and archaeological sites.

LU-5.2: The County should inventory open space lands and define those to conserve. The County should consider development of a comprehensive parks, open space and recreation plan to identify, evaluate and designate additional appropriate open space.

CHAPTER 4...

Goal LU-6: Identify and protect open space corridors within and between urban growth areas. These corridors should include trails and other lands useful for recreation, while emphasizing wildlife habitat, and connection of critical areas, where feasible.

Policies

- LU-6.1: Grant County should identify and protect riverine and other riparian corridors, floodplains, lakes and rivers as essential elements of open space corridors through establishment of reasonable setbacks and buffers.
- LU-6.2: Grant County should support the incorporation of greenbelts into subdivision design as common open space.

Goal LU-7: Promote coordination among the county, state, cities, Grant County PUD, and other appropriate jurisdictions in order to protect linked greenbelts, parks, and open spaces.

Policies

- LU-7.1: Encourage provision of neighborhood parks and play areas within new developments in the unincorporated portions of UGAs.
- LU-7.2: Link county open space corridors with those of adjacent jurisdictions where viable.

Goal LU-8: Encourage open space conservation.

Policies

- LU-8.1: The County should support public and private land trusts in acquiring conservation easements that provide open space attributes, consistent with the intents of property owners.

LU-8.2: The County should support the conservation of unique environmental features through the use of cluster subdivisions and planned unit developments.

LU-8.3: The County should support the retention of open space and open space corridors through the use of education and incentives, such as transfer of development rights, density bonuses, cluster development, and acquisition of easements.

LU-8.4: The County should support the conservation of open space and agricultural resource lands through enrollment in the County's open space taxation program.

Urban Lands

Goal UR-1: Encourage urban growth within designated Urban Growth Areas (UGAs)

Policies

- UR-1.1: Provide urban governmental services within UGAs prior to or concurrent with development.
- UR-1.2: Reduce the unit cost of urban public services by requiring urban density development within UGAs and rural densities outside the UGAs.
- UR-1.3: Encourage urban infill where possible to avoid sprawl and leapfrog development thereby conserving fringe open lands.
- UR-1.4: Encourage growth in areas already characterized by urban growth that have the appropriate level of existing urban-level public services and facilities consistent with adopted plans and interlocal agreements.

Goal UR-2: Designated UGAs shall cumulatively provide the area and densities sufficient to permit the urban growth that is projected to occur in the county over the succeeding 20 years.

Policies

UR-2.1: Designation of UGAs shall be consistent with the following general goals:

- Reduce the inappropriate conversion of undeveloped land into sprawling, low-density development;
- Provide for the efficient provision of public services;
- Protect significant cultural resources, and natural resource, environmentally-sensitive, and rural lands;
- Encourage a clear distinction between urban and rural lands;
- Support variety, choice and balance in living and working environments;
- Promote a variety of residential densities;
- Include sufficient vacant and buildable land for residential needs and for industrial and commercial uses in areas compatible with residential, agricultural, and other public uses; and
- Consider citizen preferences for inclusion in a UGA, based on broad-based community interests

UR-2.2: Designation of UGAs shall be consistent with the following more specific criteria:

- Cities shall be located within UGAs;

- Urban services should be provided by cities within UGAs;
- Urban services should generally not be provided outside UGAs;
- Lands included within UGAs shall either be already characterized by urban growth or adjacent to such lands;
- Land within a UGA shall not contain areas designated for long-term agricultural resource use;
- UGAs should provide a balance of residential, commercial, industrial, and public lands and open space;
- Natural features and cultural resources should be utilized to define boundaries; and
- Each city shall have the anticipated financial capability to provide the services and facilities needed to serve the UGA over the planning period; and
- Provision of urban services must be economically feasible in a UGA.

UR-2.3: Residential development in the unincorporated portions of UGAs should occur at densities such that an average density of four units per acre is maintained throughout the unincorporated portions of the UGA. Minimum residential density should be one unit per two acres.

UR-2.4: UGAs should be designated so as to recognize the County's interest in protecting and preserving designated natural resource lands, rural character, critical areas and significant cultural resources.

UR-2.5: The County shall attempt to reach agreement with each incorporated city as designated in this comprehensive

CHAPTER 4...

plan, on the location of a UGA boundary.

- UR-2.6: Encourage commercial and industrial development to locate in well-defined centers throughout the urban areas suitable to their type of business and the population they will serve.

Goal UR-3: Provide for an orderly, phased transition from rural to urban uses within and adjacent to UGAs

Policies

- UR-3.1: Designate Urban Reserve areas adjacent to UGAs where appropriate to preserve the opportunity for efficient transition from rural to urban land uses if and when needed. Designation of Urban Reserve areas is intended to provide guidance as to where urban growth may expand at some future date. Inclusion of land in an Urban Reserve designation does not necessarily imply that all Urban Reserve areas will be included within a UGA in the future.
- UR-3.2: Urban Reserve areas shall abut a UGA, and shall not generally include designated agricultural resource lands. Resource lands included within an Urban Reserve area should be limited in size to less than 500 acres.
- UR-3.3: In designating Urban Reserve areas, consideration should be given to the efficiency and economic feasibility with which the Urban Reserve area can be provided with urban services in the future, and the efficiency and economic feasibility with which the area can be urbanized.
- UR-3.4: In designating Urban Reserve areas, consideration should be given to the expressed desires of property owners.

Goal UR-4: Maintain comprehensive plans for each urban growth area around an incorporated city, where the city and county have cooperated in the preparation. For UGAs around unincorporated centers, the policy framework for urban growth shall be embodied either in this Comprehensive Plan or in a county Sub-Area Plan.

Policies

- UR-4.1: Compatible level of service standards for public services and facilities should be adopted and maintained among jurisdictions within UGAs.
- UR-4.2: For those UGAs that include incorporated and unincorporated areas, growth management agreements between the county and the municipalities should establish common standards for roads and utilities.

Goal UR-5: The County's designated UGAs should concentrate medium- and higher-intensity residential, commercial and industrial development in a way that ensures livability, protection of cultural resources, and preservation of environmental quality, open space retention, varied and affordable housing, high quality urban services at the least cost, and orderly transition of land from county to city.

Policies

- UR-5.1: Infilling in areas already characterized by urban growth that have the capacity and provide public services and facilities to serve urban development should be encouraged.
- UR-5.2: Urban development and facilities should be phased outward from core areas.

UR-5.3: Where urban services and utilities are not yet available in an urban growth area, development should be configured so that urban development may eventually infill and become urban.

UR-5.4: Land use plans within UGAs should balance change with recognition of the distinct identities of neighborhoods, and support variety and choice in living and working environments.

UR-5.5: Residential development in UGAs and overall densities should be high enough to support efficient public services and provide for affordable housing choices. Residential densities should also be high enough to enable the county as a whole to accommodate its 20-year population growth projection. There should be a variety of densities based on land capability, environmental sensitivity, and constraints in providing services.

UR-5.6: Industrial and commercial development of all types may occur in UGAs, particularly the larger and more intensive types of development that require higher levels of public services and facilities. Within the UGAs around the incorporated cities, the industrial and larger commercial development should take place inside the cities themselves in order to support their roles as the economic centers of their areas.

UR-5.7: The highest levels of public services and facilities should be provided in UGAs, but may be provided at lesser levels in the UGAs that do not contain an incorporated city within their boundaries. Some services and facilities may only be provided after areas incorporate or are annexed to adjacent cities. These urban services and facilities may include sanitary and storm sewers; police and fire

protection; paved streets with curbs, sidewalks and street lights; and public transit and bicycle paths. Other services may include community and neighborhood parks, government offices, libraries, medical facilities, manned fire stations, and animal control.

UR-5.8: Open space lands contributing to the livability of UGAs should be preserved, including those containing significant cultural resources, providing scenic amenity, community identity, and buffers within and between urban and rural areas.

UR-5.9: A variety of densities and housing types should be provided in UGAs.

UR-5.10: Within UGAs that do not contain an incorporated city, as identified in this comprehensive plan:

- Residential development should be encouraged to support the economic base of the community, to reduce growth pressures on rural areas, and to facilitate the most economical provision of public services to new development; and
- Development should pay for its utility service, unless it is clearly in the public interest for the general public to do so.

Goal UR-6: The County should review annexations and incorporations to ensure consistency with this Comprehensive Plan, and to evaluate impacts on county land use, traffic circulation, public services and facilities, fiscal impacts, and integrity and continuity of service areas and boundaries.

Policies

UR-6.1: Cities and the County shall support reasonable annexations of areas within UGAs. A proposal is considered

CHAPTER 4...

reasonable if, unless otherwise agreed to by the city and County, it:

- a. Includes all adjacent roadways;
- b. Is contiguous to the existing city limits;
- c. Provides for efficient provision of emergency services without conflict between providers;
- d. Conforms with current regulations; and
- e. Does not deliberately exclude less desirable properties."

UR-6.2: Annexations of unincorporated islands within a UGA should be actively encouraged and creation of new unincorporated islands should be discouraged.

UR-6.3: Annexations will not be permitted outside of designated UGAs.

UR-6.4: Cities may require an annexation commitment as a condition of utility service within designated UGAs.

UR-6.5: New city incorporations shall provide adequate facilities and services for urban growth consistent with the Comprehensive Plan.

UR-6.6: Cities and the County should jointly develop annexation agreements which define policies, including sharing of revenue of annexation reimbursement for capital projects developed by the County, maintenance of infrastructure, inclusion of roads and streets, and other issues.

Goal UR-7: Recognize the transitional nature of agricultural uses within the Urban Growth Area.

Goal UR-8: Recognize the right to farm and farm use as a legitimate activity within the Urban Growth Area prior to conversion

Grant County Comprehensive Plan 2006

of property to urban use.

Goal UR-9: Annually review proposals for UGA amendments for consistency with the goals and policies of this Plan.

Policies

UR-9.1: The County should develop a model to monitor urban growth areas to ensure that land supply is not being over constrained or that development is occurring in a manner inconsistent with this Plan. The model should consider several key indicators in order to provide a more quantifiable approach to making recommendations regarding

UR-9.2: Prior to expansion of UGAs containing an incorporated city, it shall be documented by the city that the expansion area can and will be served in an economically feasible manner by municipal sewer and water within a time frame accepted by the County, and in a manner that does not degrade surface or ground waters.

UR-9.3: Expansion of a UGA boundary shall meet one of the following two criteria:

- There is insufficient land within the existing urban growth area to permit the urban growth that is forecast to occur in the succeeding 20 years; or
- An overriding public interest is shown for moving the UGA boundary in order to gain a public benefit related to protecting public health, safety and welfare; or enabling more effective, efficient provision of sewer or water service.

UR-9.4: The area that is designated for the expansion of any UGA shall be

contiguous to an existing urban growth boundary.

UR-9.5: Reductions in any UGA boundary should ensure that sufficient land will remain within the reduced UGA to permit the urban growth that is forecast to occur in the succeeding 20 years.

UR-9.6: Expansion or reductions in any UGA should take into consideration the presence of natural resource lands and critical areas.

UR-9.7: The designation of or change to UGAs should be consistent with the Grant County County-Wide Planning Policies.

Rural Lands

Goal RU-1: Rural areas should take into consideration both human uses and the natural environment. Encourage rural development that maintains the rural character of the land and protects the land and water environments required by natural resource-based economic activities, fish and wildlife habitats, rural lifestyles, outdoor recreation, and other open space.

Policies

RU-1.1: Land uses in rural areas that are related to farming, mining, rural residential development, tourism, outdoor recreation, and other open space activities shall be preferred.

RU-1.2: Residential development in rural areas shall be provided on lands that can physically support it without requiring urban growth area services. Densities shall be low enough to discourage urban sprawl, and shall not encroach on the natural environment, significant cultural resources, or natural resource management without mitigation.

RU-1.3: Residential use near designated long-term agricultural resource areas should be developed in a manner that minimizes potential conflicts and reduces unnecessary conversion of resource land. Mechanisms such as clustering, buffering, and deed notification should be used.

RU-1.4: Provide for a variety of rural densities to:

- maintain rural character, farming and mining;
- to buffer natural resource lands;
- to retain open space;
- to minimize the demand and cost of public infrastructure improvements;
- to provide for future urban growth area expansion if needed; and
- to allow rural property owners reasonable economic opportunities for the use of their land.

RU-1.5: The amount of development in rural areas shall be limited through density requirements that protect and maintain existing rural character, natural resource lands, open space, critical areas, significant cultural resources, and water resources, and that manage traffic volumes.

RU-1.6: Encourage affordable housing opportunities that are compatible with rural character.

RU-1.7: Rural lands should provide landowners a means of residing on their property while at the same time providing protection of the resource land from encroachment of more intensive residential activity.

RU-1.8: Within rural areas, proposed new residential development should not negatively affect farm activities. Farm

CHAPTER 4...

activities should not be considered a nuisance if they are operating in a reasonable manner and within applicable regulations. In addition, buffers between the residential uses and the natural resource based uses should be provided as provided in the County's Resource Lands and Critical Areas Ordinance by the residential development.

RU-1.9: Residential development adjacent to farm and mineral resource activities should be designed in a manner which minimizes potential conflicts and reduces unnecessary conversion of these resource lands.

RU-1.10: Residential development in areas designated as Shoreline Development should be conducted so as to protect water quality of adjacent water bodies. Development standards, including performance requirements and mitigation measures, should be implemented to minimize impacts to water quality from individual, on-site wastewater treatment and disposal.

Goal RU-2: Rural areas shall generally be developed at low levels of intensity so that demands will not be created for high levels of public services and facilities. County requirements for housing in rural areas should encourage residential development that is compatible with farming, open space, outdoor recreation, protection of significant cultural resources, rural service levels, and generally with the rural character. Existing areas of more intense development should be acknowledged and maintained.

Policies

RU-2.1: Provide rural area designations as shown on the Grant County Future Land Use Map. Include areas that meet one or more of the following criteria:

- Areas not designated for urban growth or resource lands of long-term commercial significance and where a possibility exists for less intensive agricultural utilization;
- Areas not needed during the next 20 years to provide land for population or employment growth;
- Areas that provide a buffer between resource activities and potentially incompatible land uses;
- Areas where the open-space character of the land is to be protected for scenic qualities, significant cultural resources, recreational activities, and environmental functions;
- Areas where significant environmental constraints make the area generally unsuitable for urban development; and
- Areas where existing and future uses do not typically require urban-level services and facilities and where such services and facilities are not readily available or expected to be available during the next 20 years.

RU-2.2: Land use designations in the rural area shall include the following:

1. *Urban Reserve*: areas that appear to be transitioning, at varying rates, from rural to urban, and are appropriate for areas of increasing density and potential future urban services. Such areas:
 - may currently range in density from rural to urban, or contain a hybrid of rural and urban densities;
 - are located in close proximity to an urban growth area, but are either beyond the present

availability of city water and sewer service, or are not yet urban in character, making them inappropriate for inclusion in the UGA; and

- are deemed necessary to hold in reserve for potential inclusion within an Urban Growth Area in response to future needs as reflected in revised or updated population or employment forecasts or allocations.

Residential development is allowed in Urban Reserve areas at densities not to exceed one dwelling unit per 5 acres as a means of preventing establishment of land uses or land use patterns that could foreclose planning options and eventual development or redevelopment at higher urban densities.

2. *Rural Residential 1*: areas intended to maintain the rural aspects of the County and to provide buffering or transitions between existing rural developments and areas of higher or lower densities. Rural residential areas are:

- characterized by activities including, but not limited to, small-scale farms, dispersed single-family homes, and open space;
- typically too far from the urban area to enable cost-effective provision of public services nor do typical uses require provision of urban services.
- characterized by soil conditions able to handle the cumulative long-term impacts of on-site sewage disposal

without adverse impacts to ground and surface waters.

Residential development is allowed in Rural Residential areas at densities not to exceed one unit per five (5) acres.

3. *Rural Residential 2*: areas intended to maintain the rural aspects of the County and recognize those areas where some platting to smaller lots already exists and where some services and infrastructure may exist. Rural residential areas are:

- characterized by activities including, but not limited to, small-scale farms, dispersed single-family homes, and open space;
- characterized by soil conditions able to handle the cumulative long-term impacts of on-site sewage disposal without adverse impacts to ground and surface waters.

Residential development is allowed in Rural Residential areas at densities not to exceed one unit per two and one-half (2½) acres.

4. *Rural Remote*: areas are intended to differentiate from the higher density rural land use to reflect the area's remoteness and/or limited opportunity for development. Such areas are those not suitable for intensive farming and are generally not attractive for residential development. Rural Remote areas:

- are characterized by activities including, but not limited to, resource-oriented activities (farming and mineral extraction), open space, and residential;

CHAPTER 4...

- are too far from urban areas to enable cost effective provision of public services, or contain land uses that do not require extension or provision of urban services;
- require on-site water and sewer service, may be outside of fire service, or have other site constraints;
- may be outside existing main road networks and distant from existing utilities; and
- may have severe soil limitations, critical areas and/or very limited ground water.

Residential development is allowed in Rural Remote areas at densities not to exceed one unit per twenty (20) acres.

RU-2.3: Designated Urban Reserve lands should be considered as “joint planning areas” subject to a joint planning process between the County and the affected city or cities intended to resolve issues regarding potential land uses. Such areas should undergo annual review of urban growth area assumptions and monitoring of growth indicator data to provide “early warning” to ensure that the land supply is not being over constrained or that development is occurring in a manner inconsistent with the intent of the urban growth area. An annual review process for such areas is described in Chapter 5 – Land Use.

RU-2.4: The County may develop and consider a clustering program for residential development in rural lands using density incentives, transfer of development rights, planned unit developments, and long platting procedures.

In considering innovative techniques such as clustering, the County may:

- establish a Task Force to help develop a clustering program;
- develop techniques to monitor the impact of a clustering program (i.e., record and track the numbers and locations of clustered housing);
- limit areas where clustering would be allowed; and/or
- limit or cap the total number of clustered lots allowed.

Goal RU-3: Promote the continuation and enhancement of the existing rural activity centers in order to preserve their multi-use function to the rural community of Grant County.

Policies

RU-3.1: Limited areas of more intense rural development should be provided on land exhibiting those existing intense patterns of development and lifestyle preferences. Mixed-use areas comprised of high-density residential, small-scale industries and businesses, and public facilities may be located in rural areas:

- Where historic, unincorporated communities with an existing mix of higher density land uses already exists, and where some new adjacent residential, commercial, and industrial development is expected to continue to occur;
- Where soil conditions are able to handle the cumulative long-term impacts of on-site sewage disposal without adverse impacts to ground and surface waters; and

Additional undeveloped land may be included in these areas to allow for

limited growth. This designation provides for the infill, development, or redevelopment of lands within the boundaries established.

RU-3.2: Provide “Rural Areas of more Intensive Development (RAIDs)” designations as shown on the Grant County Future Land Use Map.

RU-3.3: Land use designations for RAIDs shall include the following:

1. *Rural Villages*: are self-sufficient villages offering a full range of consumer goods and services, and that may offer some urban services such as community water and fire protection. A Rural Village is generally a compact, self-sufficient town that functions as a small urban center and provides housing, convenience goods, and services to residents in and around the area.

Future land use in these areas shall continue to be a mixture of residential, commercial, and industrial. New residential development will be allowed at a maximum density of four dwelling units per acre provided the land can physically support such development without requiring public sewer or water services, if not currently available.

2. *Rural Communities*: are generally small, compact, isolated rural centers that primarily exist to provide housing, convenience goods, and services to residents in and around the area. Rural Communities are generally not self-sufficient.

Future land use in these areas shall continue to be a mixture of residential, commercial, and industrial. New residential

development will be allowed at a maximum density of one dwelling unit per acre provided the land can physically support such development without requiring public sewer or water services, if not currently available.

3. *Agricultural Service Centers*: are characterized by agricultural processing facilities and limited agricultural support services that support local agricultural activities, including small and large scale agricultural industries and businesses in a compact core, single family residences, and open space.

Future land use in these areas shall continue to be a mixture of agriculturally related residential, commercial, and industrial. New residential development will be allowed at a maximum density of one dwelling unit per acre provided the land can physically support such development without requiring public sewer or water services, if not currently available.

4. *Recreational Development*: are areas of residential and commercial development related to seasonal, resort-related, or tourist activities, often shoreline-related or centered on an amenity such as a golf course.

Future land use in these areas shall provide for commercial development, including hotels, condominiums, vacation home rentals, retail stores, restaurants, golf courses, marinas, open space, and similar recreational or tourist activities. This designation also provides for residential development on small parcels that can physically support such development without requiring

CHAPTER 4...

urban service levels. The maximum residential density shall be one dwelling unit per acre.

5. *Shoreline Development*: are characterized by a mix of higher density residential developments, scattered single residences and small farms, and where exclusively residential developments are expected to continue to occur.

The maximum residential density for the various designated Shoreline Development areas ranges from three dwelling units per acre to one dwelling unit per two acres, based on the predominant density of the built environment of the area, provided the land can physically support such development without requiring public sewer or water services, if not currently available.

Goal RU-4: Provide for continued existing and new small-scale commercial and industrial developments outside UGAs that are compatible with and continue to preserve, maintain and enhance the vital rural and agricultural uses in the County.

Policies

RU-4.1: Home-based occupations and cottage industries should be allowed throughout the rural area provided they do not adversely affect the surrounding residential uses. Site-specific standards shall be considered through the permitting process. Such uses shall only be a secondary use of the property with the primary use in compliance with the policies provided for the designation in which they are to be located. Such uses shall not require urban services.

RU-4.2: Industrial uses in rural areas (other than small scale home-based

industries) should generally be those appropriate to the lower densities and land uses of rural areas, such as:

- Independent contracting services;
- Industries related to and dependent on natural resources of agriculture and minerals;
- Industries requiring large secluded areas away from population centers and not requiring urban services; and
- Commercial recreational uses.

RU-4.3: New rural commercial uses should be permitted within Rural Villages, Rural Communities, Agricultural Service Centers, and Recreational Development designations. Rural commercial uses shall be limited in size to serve the communities in which they are located.

RU-4.4: Existing undeveloped commercial and industrial zoned areas outside of UGAs may retain said zoning designations. Commercial and industrial uses in rural lands shall be guided by the goals and policies contained in this Comprehensive Plan. The zoning map to be adopted with the implementing development regulations will illustrate where such commercial and industrial zoning districts will be located throughout the County.

RU-4.5: Recreational/tourist and highway-oriented commercial facilities may be located within a natural resource designation or a rural designation if, at a minimum, the following criteria are met:

- The location of the facility would not adversely impact the natural resource production in the area;
- The facility is of size and scale for

their intended use and the surrounding area;

- The use does not require extension of urban services;

Performance standards and mitigation measures may be developed in order to govern the intensity, siting, and design of any proposed on-site enterprise and support business to conserve natural resource lands and protect existing rural character. Performance standards may govern permitted uses regarding their impacts on soils, drainage, critical areas, traffic generation, visual impact, noise, and any other relevant criteria.

Goal RU-5: Facilitate the production of agricultural and mineral products by allowing related processing facilities, limited direct resource sales and limited natural resource support services that support natural resource activities, and which are not harmful to the long term natural resource.

Policies

RU-5.1: Natural resource support services to be located within the rural land designations shall maintain the rural character of the area and be permitted only through a conditional use process. Such uses shall be directly related to natural resource enhancement, production, or utilization. Such uses should generally not require extension of urban governmental services. If particular urban services are necessary, conditions shall be established to ensure that urban growth will not occur in adjacent rural or resource lands.

Performance standards and mitigation measures may be developed in order to govern the intensity, siting, and design of any proposed on-site enterprise and

support business to conserve natural resource lands and protect existing rural character. Performance standards may govern permitted uses regarding their impacts on soils, drainage, critical areas, traffic generation, visual impact, noise, and any other relevant criteria.

RU-5.2: Processing facilities, limited direct resource sales, and limited natural resource support services proposed within a natural resource designation shall, at a minimum, comply with the following:

- The use does not substantially detract from the natural resource production on-site or in the area;
- The use is directly related to natural resource enhancement or production;
- Development regulations that specify size, use and other threshold criteria for which natural resource industrial uses shall be required to follow the major industrial development siting policies stated herein; and
- Meet performance standards and mitigation measures that may be developed in order to govern the intensity, siting, and design of any proposed on-site enterprise and support business to conserve natural resource lands and protect existing rural character. Performance standards may govern permitted uses regarding their impacts on soils, drainage, critical areas, traffic generation, visual impact, noise, and any other relevant criteria.

Goal RU-6: Provide for the siting of Major Industrial Developments that have land needs not found within the UGAs or is

CHAPTER 4...

a natural resource based industry that requires a location near a resource land upon which it is dependent.

Policies

RU-6.1: The siting of a major industrial development outside of an urban growth area shall comply with the criteria contained in RCW 36.70A.367 and this Comprehensive Plan.

Action: Form an advisory committee to include representatives of the Ports, interested cities, economic development agencies, the County, the Planning Commission and other interested parties, to identify and evaluate potential locations and recommend at least two areas to be considered by the Grant County Board of Commissioners for designation as master planned locations for major industrial development.

Goal RU-7: Provide for the siting of Fully Contained Communities.

Policies

RU-7.1: The siting of a fully contained community outside of an urban growth area shall comply with the criteria contained in RCW 36.70A.350 and this Comprehensive Plan.

Goal RU-8: Provide for the siting of Master Planned Resorts.

Policies

RU-8.1: The siting of a master planned resort outside of an urban growth area shall comply with the criteria contained in RCW 36.70A.360 and this Comprehensive Plan.

Goal RU-9: Assure that the provision of public facilities, services, roads and utilities

are consistent with rural character and lifestyles.

Policies

RU-9.1: Public spending priorities for facilities, services, and utilities within rural areas shall be primarily to maintain or upgrade existing facilities, services, and utilities to serve existing development at rural service level standards. New facilities, services, roads, and utilities that support planned rural growth shall be allowed at rural service level standards.

RU-9.2: Road and utility standards shall be consistent with rural densities and uses.

RU-9.3: Rural service level standards for water supply shall assure water quality, domestic supply, and rural fire protection consistent with rural densities and uses.

RU-9.4: Urban governmental services should not be extended to or expanded in rural areas except in those limited circumstances shown to be necessary to protect basic public health and safety and the environment and when such services are financially supportable at rural densities and do not permit urban development.

RU-9.5: Residential sewage generated from rural development should be treated via individual on-site septic systems, or other method approved by the Grant County Health Officer. Community systems or de-centralized treatment systems may be used in Rural Villages and Rural Communities. Municipal sewer collection and/or treatment systems should only be extended outside the boundary of a UGA only in response to an identified public health hazard.

RU-9.6: Insofar as required by state or local statute, the County shall routinely inspect on-site septic systems to determine the location and causes of failing systems.

RU-9.7: The County shall promote wise use of public funds in rural areas by allowing service providers to establish rural facility and service standards that are consistent with rural densities and uses.

Agricultural Resource Lands

Goal RE-1: Agriculture land of long-term commercial significance shall be preserved in order to encourage an adequate land base for long-term farm use.

Policies

RE-1.1: Agriculture Land of Long-term Commercial Significance shall be identified, classified, and designated as Dryland Agricultural Lands and Irrigated Agricultural Lands.

RE-1.2: The County shall map Designated Agricultural Lands and shall keep such map current based on County Assessor records.

Action: The County should develop an "Agricultural Lands Database" to gather relevant information on agricultural lands into one location and format.

RE-1.3: Designated Agriculture Lands shall be protected and preserved as a nonrenewable resource to benefit present and future generations.

RE-1.4: Pursuant to RCW 58.17.310, the County shall require Irrigation District approval of all proposed subdivisions of Designated Irrigated Agricultural Lands within an Irrigation District. The County shall notify said Irrigation

Districts of proposed subdivisions and shall adopt subdivision standards that incorporate the approval requirements of Irrigation Districts.

RE-1.5: Residential uses adjacent to farms should be developed in a manner that minimizes unnecessary conversion of farmland.

RE-1.6: In order to reduce development pressure on Designated Agricultural Lands areas, future development in the County should be directed toward designated areas of more intense development where existing and planned services can more easily accommodate growth.

RE-1.7: The County shall prohibit "spot rezoning" that is not agriculturally related on Designated Agriculture Lands.

RE-1.8: The County supports and encourages the maintenance of agricultural lands Agricultural Current Use Classification property tax classification pursuant to Chapter 84.34 RCW. Commercial farmland owners should be encouraged to retain their lands in commercial farm production and enroll their land in available agriculture tax programs.

RE-1.9: The County discourages the establishment or expansion of utility local improvement districts, or sewer, water or public utility districts on designated agricultural lands which result in the imposition of assessments, rates, or charges on designated agricultural land.

Goal RE-2: Mitigate conflicts between agricultural and non-agricultural land uses in designated agricultural resource lands.

CHAPTER 4...

Policies

- RE-2.1: Develop a “Right-to-Farm” Ordinance and apply its provisions to all Designated Agricultural Lands.
- RE-2.2: Residential uses in designated rural areas adjacent to Designated Agricultural Lands should be developed in a manner that minimizes potential conflicts and reduces unnecessary conversion of farmland.
- RE-2.3: Anticipated conflicts between a proposed new or modified land use and existing agricultural activities shall be mitigated by the newer proposed use prior to issuance of development permits.
- RE-2.4: The primary use of any parcel on Designated Agricultural Lands shall be agricultural production and related processing and agricultural support services. Residential uses in these areas shall recognize that the primary use of the land may create agricultural “nuisance” situations, such as noise, odor, dust, smoke, glare, pests, rodents, and spraying of chemicals.
- RE-2.5: Setback and buffer requirements shall be required as part of new, non-agricultural development proposals on lands within or adjacent to Designated Agricultural Lands. Such buffer areas shall be of sufficient size to protect Designated Agricultural Lands from the impacts of incompatible development and to mitigate against the effects of agricultural operations on adjacent land uses. Such buffer shall occur on the non-agricultural parcel for which a development right or permit is being sought, and shall favor protection of the maximum amount of Designated Agricultural Land.

RE-2.6: The Grant County Zoning Ordinance shall be amended so that no new residential development is allowed within 200 feet of a boundary of Designated Agricultural Lands unless: (1) the applicant for a building permit acknowledges in writing the possible occurrence of agricultural activity on the adjacent property; and (2) waives for current and future owners any damages that might occur to the building or occupants because of such activities that are conducted in compliance with best management practices and local, state, and federal law. This requirement would be a condition of approval of the building permit. Such waiver and acknowledgement shall be recorded with the Grant County Auditor.

RE-2.7: On or within 300 feet of Designated Agricultural Lands, the following or substantially similar language shall be signed by buyers and lessees prior to recording of sale or lease documents or obtaining development permits:

“This property lies within 300 feet of an area designated as agricultural resource lands by Grant County. A variety of agricultural activities occur in the area that may be inconvenient or cause discomfort to area residents. This may arise from the use of chemicals; or from spraying, pruning, harvesting, or extraction, which occasionally generates dust, smoke, noise, and odor. Grant County has established agricultural uses as a priority on Designated Agricultural Lands. Residents of such property should be prepared to accept such inconveniences or discomfort from normal, necessary agricultural operations when such operations are performed in compliance with best management practices and local, state, and federal law.”

RE-2.8: In order to reduce development pressure on farm and rural areas, future development should be directed toward areas of more intense development where existing and planned services can more easily accommodate growth. Outside these areas, densities shall remain low.

RE-2.9: Efficient agricultural operations and production methods that are based on sustainable agricultural and best management practices shall be encouraged.

RE-2.10: Operators responsible for public festivals that are conducted on or adjacent to Designated Agricultural Lands and that may substantially impact agricultural lands or operations shall promote ways and means to reduce those impacts resulting from the public festival, including traffic, litter, trespass, and sanitation.

Goal RE-3: Provide for reasonable, limited use of Designated Agricultural Lands that are compatible with the long-term production of agricultural products.

Policies

RE-3.1: Designated Agricultural Lands shall be used for commercial agricultural and agricultural support services, and limited residential development having a maximum density of one dwelling unit per forty (40) acres.

RE-3.2: One residential unit may be developed on any parcel of less than forty acres within Designated Agricultural Lands., provided that the parcel was created legally prior to adoption of this Comprehensive Plan.

RE-3.3: Land divisions between farmers solely for the purpose of conducting continued agricultural activities will be conducted through a minimal, County

administrative review process conducted exclusively to certify that all created parcels will be used solely for agricultural purposes, and that no residential building lots will be created.

Goal RE-4: Facilitate a healthy, diverse, and competitive agricultural industry.

Policies

RE-4.1: In Designated Agricultural Lands, allow agricultural processing facilities, limited direct farm sales, and limited agricultural support services that support local agricultural activities that are not detrimental to the long-term agricultural use.

RE-4.2: Create zoning designation(s) for agricultural support services, including performance and design requirements and siting criteria for such operations.

RE-4.3: If there are no reasonable alternatives for siting agricultural support services, including industrial and commercial uses and if agricultural production activities are not undermined, allow for such agricultural support services in Designated Agricultural Lands. The following guidelines should be considered for approving requests for siting agricultural support services on Designated Agricultural Lands:

- The use does not substantially detract from agricultural production on-site or in the area;
- The use is directly related to agricultural enhancement or production; and
- The proposed site is located or of such size that traffic and other impacts can be mitigated by application of design criteria.

CHAPTER 4...

RE-4.4: Develop a farm-based business ordinance to permit on-farm enterprises including, but not limited to, direct marketing of unprocessed and value-added agricultural products and agricultural support businesses, to allow farmers to supplement the farm income, improve the efficiency of farming, and provide employment for farm family members, provided that:

- The use remains an accessory use, secondary to the primary agricultural use of an actively farmed property;
- The use does not substantially interfere with adjacent farming operations in the area, cause nuisances for nearby residences, or generate significant traffic impacts; and
- Performance standards and mitigation measures are developed in order to govern the intensity, siting, and design of any proposed on-farm enterprises and agricultural support businesses. Performance standards may consider the relative impacts of the proposed use on soils, drainage, noise, critical areas, traffic generation, visual impact, and other relevant criteria.

Agricultural-related, home-based businesses conducted seasonally or for short duration shall be allowed in rural and resource lands of the County without a conditional use permit.

RE-4.5: Grant County should consider development of incentives for continued agricultural resource use, including but not limited to:

- Promoting economies of scale through cooperative resource management and marketing for small landowners;

- Developing expedited permit review processes for agricultural-related activities that involve stewardship, habitat restoration, and/or resource management plans that include “best management practices”;
- Establishing incentives for consolidation of non-conforming and non-buildable lots; and
- Requiring subdivision site designs to minimize conflicts with nearby agricultural activities.

Goal RE-5: Promote innovative planning and land use techniques to conserve agricultural land.

Policies

RE-5.1: In Designated Agricultural Lands where development of legally subdivided land would promote incompatible residential development, encourage the voluntary donation of conservation easements or other development restrictions to the County or a qualified, private non-profit organization for the purpose of preserving the perpetual agricultural use of the land.

RE-5.2: The County may develop and consider a clustering program for residential development in Designated Agricultural Lands. The County may include consideration of the following:

- Appropriate buffer widths from property boundaries, existing and potential resource uses, other residential development, rights-of-way, and other factors;
- Design to preserve environmentally sensitive areas and to harmonize with topography and landscape features;

- Design to preserve in place and protect significant historic, archaeological and traditional cultural resources;
- Design to maintain or enhance predominant rural character, scenic views, and open space corridors;
- Need, feasibility and cost of public service delivery to the cluster development;
- Maximum number of residential units to be accommodated in individual clusters;
- Potential use of density bonuses as an incentive to encourage cluster development; and
- Minimum site size.

In considering innovative techniques such as clustering, the County may:

- establish a Task Force to help develop a clustering program;
- develop techniques to monitor the impact of a clustering program (i.e., record and track the numbers and locations of clustered housing);
- limit areas where clustering would be allowed; and/or
- limit or cap the total number of clustered lots allowed.

RE-5.3: The County may develop and consider a Transfer of Development Rights (TDR) program for residential development in Designated Agricultural Lands. TDR programs permit the “right to develop” to be severed from one property (the “donor” site) and transferred to another location (the “recipient” site). The donor site is preserved in its existing state and the recipient site

may be developed at a higher density than otherwise established. A properly devised TDR program could provide incentive for preservation of agricultural lands in Grant County.

A TDR program may include consideration of the following:

- Identification of appropriate “donor” and “recipient” sites. TDRs may be limited to specific parcels, land use designations, or geographic areas. TDRs could be considered from a Designated Agricultural Land to a Rural Village or Rural Community designated in this Plan, for example;
- Identification of an appropriate number of units that may be transferred consistent with maintaining land use compatibility and that are necessary to create an effective incentive;
- Provisions for protection of significant landscape features and cultural resources, environmentally sensitive areas, scenic views, rural character, and open space corridors;
- Measures necessary to ensure that land use impacts to properties adjacent to the recipient site are mitigated; and
- Monitoring and evaluation procedures to ensure that proposed recipient sites have adequate public services and facilities to absorb the additional development and that rural character is maintained.

Goal RE-6: Promote a greater awareness of issues, policies, and programs regarding agriculture in Grant County.

Policies

CHAPTER 4...

RE-6.1: Encourage public awareness regarding the contribution of agricultural resource lands to the quality of life in Grant County.

RE-6.2: Encourage promotional and marketing activities of locally grown and processed agricultural products.

RE-6.3: Educational programs shall be encouraged for public schools (such as “Ag in the Classroom”) as part of the basic education of the County’s youth, with emphasis placed on the contribution of agriculture to the County and the need to protect and preserve this valuable resource.

Mineral Resource Lands

Goal RE-7: Mineral resource lands of long-term commercial significance shall be preserved in order to encourage an adequate resource base for long-term use.

Policies

RE-7.1: Commercial quality mineral resource deposits are recognized as non-renewable resources and identified, classified, and designated as Mineral Lands of Long-term Commercial Significance.

RE-7.2: This Plan initially recognizes those sites holding valid surface mining permits from the Washington State Department of Natural Resources as Designated Mineral Lands. Additional sites may be designated in future amendments to this Plan based on a county-wide inventory.

Action: The County should develop an “Mineral Lands Map and Database” to gather relevant information on mineral lands into one location and format. The map should show the locations of all Designated Mineral

Lands and relate to a database of DNR permits and the Grant County Assessor database.

RE-7.3: Designate sufficient mineral lands to ensure a fifty year supply of aggregates, sands, gravels and rock based on appropriate criteria, including:

- Quality of the resource;
- Volume of resource;
- Topographic characteristics of the site;
- Compatibility with land use patterns in the area; and
- Proximity to urban and rural development and markets

Action: The County should establish a Mineral Resource Task Force comprised of citizens, mining industry representatives, Wanapum Band, state agency, Grant County PUD, city and County representatives to develop inventories of commercially viable sites. Evaluate mineral resource inventories to determine adequacy for short- and long-term needs.

Action: The County should establish a process whereby landowners may request parcels to be designated as Mineral Lands of Long-term Commercial Significance. Landowner shall submit data to substantiate the commercial significance of the proposed site, including, but not limited to, the following:

- Geological report detailing quantity and quality of resource;
- Site topographic map;
- Parcel identification data.

Data submitted together with other data compiled by the County should be evaluated based on the assessment criteria contained in this Plan. Sites should be further evaluated for

compliance with Goal RE-10 of this Plan. Sites meeting the criteria shall be considered for designation as Mineral Lands of Long-term Commercial Significance in the next Plan amendment.

RE-7.4: Designated Mineral Lands shall be protected and preserved as a nonrenewable resource and conserved for mineral extraction and processing to benefit present and future generations.

Goal RE-8: Mitigate conflicts between mining and other land uses in designated mineral resource lands.

Policies

RE-8.1: Residential uses in designated rural areas adjacent to Designated Mineral Lands should be developed in a manner that minimizes potential conflicts with mineral extraction operations.

RE-8.2: Anticipated conflicts between a proposed new or modified land use and existing mineral extraction activities shall be mitigated by the newer proposed use prior to issuance of development permits.

RE-8.3: The primary use of any parcel on Designated Mineral Lands shall be mineral extraction and related processing. Residential uses in these areas shall recognize that the primary use of the land may create “nuisance” situations, such as noise, dust, glare, vibrations, and truck traffic.

RE-8.4: Setback and buffer requirements shall be required as part of new, non-mining development proposals on lands within or adjacent to Designated Mineral Lands. Such buffer areas shall be of sufficient size to protect Designated Mineral Lands from the impacts of

incompatible development and to mitigate against the effects of mining operations on adjacent land uses. Such buffer shall occur on the non-mining parcel for which a development right or permit is being sought, and shall favor protection of the maximum amount of Designated Mineral Land.

RE-8.5: The Grant County Zoning Ordinance shall be amended so that no new residential development is allowed within 200 feet of a boundary of Designated Mineral Lands unless: (1) the applicant for a building permit acknowledges in writing the possible occurrence of mining activity on the adjacent property; and (2) waives for current and future owners any damages that might occur to the building or occupants because of such activities that are conducted in compliance with generally accepted management practices and local, state, and federal law. This requirement would be a condition of approval of the building permit. Such waiver and acknowledgement shall be recorded with the Grant County Auditor.

RE-8.6: On or within 300 feet of Designated Mineral Lands, the following or substantially similar language shall be signed by buyers and lessees prior to recording of sale or lease documents or obtaining development permits:

“This property lies within 300 feet of an area designated as mineral resource lands by Grant County. A variety of mining activities occur in the area that may be inconvenient or cause discomfort to area residents. This may arise from the extraction and processing of mineral resources, which occasionally generates noise, dust, glare, vibrations, and truck traffic. Grant County has established mineral extraction and processing uses as a priority on Designated

CHAPTER 4...

Mineral Lands. Residents of such property should be prepared to accept such inconveniences or discomfort from normal, necessary mining operations when such operations are performed in compliance with generally accepted management practices and local, state, and federal law."

RE-8.7: Designated Agriculture Lands should not be used for mining purposes unless they can be restored to their original agricultural production capacity as mining occurs.

Goal RE-9: Provide for reasonable, limited use of Designated Mineral Lands that are compatible with the long-term production of mineral products.

Policies

RE-9.1: Designated Mineral Lands shall be used for commercial mining and mining support services, and limited residential development having a maximum density of one dwelling unit per forty (40) acres.

Goal RE-10: Ensure public health and safety and minimize off-site disturbances associated with mining operations, including noise, dust, glare, vibrations, and truck traffic.

Policies

RE-10.1: Extraction industries should not adversely impact:

- adjacent or nearby land uses;
- significant cultural or archaeological resources;
- fish and wildlife habitat;
- air and water quality;
- community aesthetics and reclamation; or
- public health and safety.

RE-10.2: Require new or expanded mineral resource operations to minimize and mitigate adverse impacts of mineral-related activities on surrounding affected uses. Utilize and rely upon the authority and expertise of state and federal permitting agencies in development, implementation and enforcement of permit conditions.

RE-10.3: Require applicants for expansion of existing or establishment of new mineral resource extraction operations to identify uses and significant natural, archaeological, and cultural resources that may be adversely affected by mineral resource extraction.

RE-10.4: Sound levels, as measured on properties adjacent to the mining site, shall conform to the provisions of WAC 173-60-040, Maximum Permissible Environmental Noise Levels, as may be periodically amended.

RE-10.5: Potential effects of truck traffic from mining operations shall be reviewed as part of the permitting process.

Goal RE-11: Ensure that water quality protection standards associated with mining operations comply with best management practices.

Policies

RE-11.1: Mineral extraction, processing, and reclamation activities shall not negatively effect or endanger surface and ground water flows and quality.

RE-11.2: Exhausted mining sites shall be reclaimed in a manner consistent with best management practices, DNR reclamation requirements, and other requirements of this Plan.

RE-11.3: Reclamation of mineral extraction sites should occur as the site is being

mined. The site should be reclaimed for appropriate future use and should blend with the adjacent landscape and contours.

RE-11.4: Mineral processing waters shall not be discharged to natural streams without adequate water quality treatment so as to meet all discharge standards of state and federal jurisdictions.

Economic Development

Goal ED-1: Encourage diverse employment opportunities that satisfy the socioeconomic needs of Grant County residents.

Policies

ED-1.1: Facilitate the creation and retention of family wage jobs that meet the needs and demands of Grant County residents.

Actions: The County may consider implementing the following actions under this policy:

1. Streamline zoning, subdivision and other planning and permitting regulations.
2. Maintain an operational computerized database (in GIS format) of industrial properties for planning purposes.
3. Expedite planning and permitting actions to take advantage of appropriate industrial development opportunities.
4. Seek high level of cooperation with other local governments and federal and state agencies in areas that affect issues of mutual concern and that could impact continued countywide economic development

5. Support local economic development agencies and industry groups in market research efforts.

6. Seek ways to enhance utility and transportation infrastructure needed by industry within county.

7. Seek ways to promote flexibility and deregulation of markets for products sold by or used by industries in county.

ED-1.2: Encourage business investment as a means to provide job opportunities for Grant County residents.

Actions: The County may consider implementing the following actions under this policy:

1. Make necessary public infrastructure investments in transportation, water & sewer, telecommunications, and other utilities to leverage private investments that ultimately create jobs.
2. Provide adequate, serviced and environmentally acceptable sites that would meet the full range of industrial and business needs and opportunities.
3. Identify and organize financial capital resources to assist in attracting new businesses.

ED-1.3: Encourage diverse job options and entrepreneurial opportunities for persons interested in full-time or part-time employment or desiring to own their own businesses.

Actions: The County may consider implementing the following actions under this policy:

CHAPTER 4...

1. *Participate in job fairs, information outreach sponsored by local development agencies, job training centers, and industry.*
2. *Encourage entrepreneurship by removing barriers to new business development and promoting efficiency in government.*
3. *Identify local and non-local financial capital sources to assist new business formation.*
4. *Establish a mentoring program for first-time entrepreneurs by matching individuals with business ideas with those able and willing to help develop their ideas.*
5. *Conduct local area studies of market potential for new retail, wholesale, service or industry input-providing businesses to identify opportunities for new local establishments.*
6. *Assess the feasibility in providing a small business incubator to nurture new local businesses.*

ED-1.4: Encourage educational opportunities for residents of all ages to develop and upgrade skills required for employment, advancement and entrepreneurship.

Actions: The County may consider implementing the following actions under this policy:

1. *Use development funds to provide education infrastructure and training for existing and prospective workers of local industries.*
2. *Support job training programs and skill enrichment programs.*

3. *Encourage local school districts to establish entrepreneurial program for students.*

ED-1.5: Work cooperatively with the Grant County Economic Development Council, Big Bend Community College, and other local jurisdictions to address employment needs consistent with county-wide regional policies.

ED-1.6: Encourage and accommodate home-based businesses and cottage industries that are consistent with the character of adjoining properties and neighborhoods.

Actions: The County may consider implementing the following actions under this policy:

1. *Promulgate special land use classifications and designate areas of the county as needed for small industry neighborhood zoning. This would enable for so-called "lone eagles" and cottage-based industries to pursue economic activity.*

2. *Support development of telecommunications infrastructure and transportation services (including scheduled air service) required by home-based businesses and cottage industries.*

ED-1.7: Cooperate with education providers and employers in developing facilities and programs meeting a continuum of educational needs at the K-12, college, and continuing education levels.

Goal ED-2: Encourage economic growth through planning and development of the region's public services and facilities' capacity.

Policies

ED-2.1: Public service providers in Grant County should provide those services and facilities necessary to support a high quality of life and attract business investment.

ED-2.2: Review land use and permitting procedures to assure that regulatory processes are understandable, predictable, and can be accomplished within reasonable time periods in a manner that meets or exceeds state statutory requirements.

Actions: The County may consider implementing the following actions under this policy:

1. *Undertake comprehensive utility and other public service planning in order to take advantage of development opportunities, while addressing potential capacity shortfalls in given industrially-zoned locations within the county.*
2. *Provide planning flexibility that will be responsive to unforeseen or changing economic conditions and community desires.*
3. *Encourage long-term programs that effectively build local capacity for sustained economic development.*
4. *Support the development of transportation, and public water, sewer and utility systems that enhance economic growth.*
5. *Seek ways of cooperating with local governments and federal and state agencies to expedite land use and permitting procedures.*
6. *Evaluate issues that impinge upon permitting of natural resources and land uses.*

Goal ED-3: Ensure an adequate supply of commercial and industrial sites to provide opportunity for new and expanding businesses to locate or remain in Grant County.

Policies

ED-3.1: Encourage a range of commercial retail and service businesses to meet local resident needs and serve visitors to Grant County.

Actions: The County may consider implementing the following actions under this policy:

1. *Encourage convenience-oriented retail within Rural Villages, UGAs, and Rural Communities that are convenient to residential neighborhoods and major employment centers.*
2. *In cooperation with local jurisdictions, identify an inventory of suitable commercial sites adequate to meet anticipated demand during the planning period.*

ED-3.2: Plan for a diversity of ready-to-build sites with sufficient support infrastructure and services needed to meet the demand for industrial land for the duration of the planning period.

Actions: The County may consider implementing the following actions under this policy:

1. *Undertake periodic studies of industrial growth in order to set planning targets for industrial sites and adjust long-term forecasts accordingly.*
2. *Undertake evaluations of industrial siting in regard to land use*

CHAPTER 4...

requirements and infrastructure needs.

- 3. Encourage the re-use and redevelopment of existing industrial sites that are no longer viable for their original or previous use.*

ED-3.3: Encourage low-cost, easily accessible, state-of-the-art telecommunications services throughout the County.

Actions: The County may consider implementing the following actions under this policy:

- 1. Undertake evaluations of market conditions, regulatory policies, and franchising requirements pursuant to the permitting and/or licensing of telecommunications services.*
- 2. Encourage development of state-of-the-art cable interties that meet bandwidth requirements for high-speed signal transmission.*

ED-3.4: Facilitate the retention and expansion of existing local businesses and start-up of new businesses particularly those that provide family wage job opportunities and operate in compliance with applicable regulatory requirements.

Actions: The County may consider implementing the following actions under this policy:

- 1. Undertake prospective (and periodic) analyses of market conditions and land use needs of existing key industries.*
- 2. Establish policies and programs in cooperation with local governments and state agencies to ensure business retention within the county.*

ED-3.5: Industrial sites designated under this Plan should be protected from encroaching incompatible uses.

Actions: The County may consider implementing the following actions under this policy:

- 1. Develop performance and/or site design standards on non-industrial lands adjacent to designated industrial lands.*
- 2. Lands designated as "Heavy Industrial" should be governed by performance standards set forth in the zoning ordinance. Such performance standards should include, but shall not be limited to:*
 - Compliance with pertinent regulations regarding discharge of pollutants;*
 - A maximum noise level standard;*
 - Stream and watercourse protection;*
 - Odor, glare, smoke, traffic and other nuisance standards.*

ED-3.6: Jurisdictions in Grant County shall regularly update inventories of land utilization, land demand, and suitable available properties for residential, industrial, commercial, public facility, and agricultural uses.

Goal ED-4: Preserve the strength of the existing agricultural industry while diversifying the local economy by strengthening manufacturing and promoting producer services and other basic industries.

Policies

ED-4.1: Focus business recruitment and development on firms that will

diversify the local economy and can effectively serve state, national, Pacific Rim and other global markets from a Grant County location.

Actions: The County may consider implementing the following actions under this policy:

1. *Develop target industry profiles and analysis screens.*
2. *Conduct detailed analyses of prospective needs of candidate industries.*
3. *Conduct formal pro forma, market and regulatory analyses, and siting studies as needed.*

ED-4.2: Encourage high value-added resource based products and businesses.

ED-4.3: Encourage the establishment of industrial parks and other light manufacturing facilities and provide zoning of facilities engaged in producer services, including computer, health services, and telecommunications.

Goal ED-5: Maximize the positive economic impact of tourism and recreational development.

Policies

ED-5.1: Promote visitor opportunities that are compatible with or complement the character and existing uses of natural resource lands and critical areas or the rural lifestyles of Grant County.

Actions: The County may consider implementing the following actions under this policy:

1. *Encourage lodging, retail and transportation services to*

accommodate enhanced visitor opportunities.

2. *Support efforts to develop, refurbish and maintain scenic open space, cultural and heritage resources that are attractive to both local residents and visitors.*

ED-5.2: Support local jurisdiction efforts to improve and market visitor services.

ED-5.3: Visitor facilities should be sited at locations that can be served with necessary public infrastructure and that are compatible with neighboring uses.

ED-5.4: Provide for siting and development of Master Planned Resorts.

Goal ED-6: Improve Grant County's economy by supporting efforts to improve human and social services.

Policies

ED-6.1: Encourage development of human and social service facilities that create job opportunities, meet community needs, and maintain Grant County's quality of life.

Actions: The County may consider implementing the following actions under this policy:

1. *Cooperate with other private and public agencies to promote the establishment of adequate housing and health care to low- and moderate-income workers and their families.*
2. *Expedite permitting of temporary housing, including group quarters.*
3. *Promote alternative financing and development initiatives for permanent housing for low- and*

CHAPTER 4...

moderate-income workers and their families.

ED-6.2: Support development and maintenance of human and social service facilities including, but not limited to, health care, education, transportation and other services for persons with special needs.

Goal ED-7: Promote economic growth that conserves natural resources and open spaces, maintains environmental quality and rural character, and enhances the overall quality of life.

Policies

ED-7.1: Encourage commercial and industrial developments that incorporate innovative and/or experimental applications and demonstrate an ability to conserve natural resources and/or protect or enhance environmental quality.

Actions: The County may consider implementing the following actions under this policy:

- 1. Establish incentive programs oriented to developments using best-practice technologies (e.g., use of renewable natural resources).*
- 2. Establish program that rewards developers through expedited processes and site capacity incentives for siting or relocating facilities to areas that are compatible with surrounding land uses or critical natural resource areas.*

ED-7.2: Long-term commercially significant natural resource lands or lands in urban settlements shall be protected from encroachment from conflicting uses.

Goal ED-8: Coordinate economic development efforts so that a clear and consistent economic policy is followed.

Policies

ED-8.1: Work cooperatively with the Grant County Economic Development Council, Big Bend Community College, Port Districts, and other local jurisdictions to address economic development issues and make policies that are consistent with this Plan.

Actions: The County may consider implementing the following actions under this policy:

- 1. Build support for this economic development element by presenting its recommended policies and actions from the County's public and private partners.*
- 2. Place Grant County Economic Development Council and Grant County Long Range Planning in joint-charge of the implementation of this element.*

Housing

Goal H-1: Enough housing should be available to meet the housing needs of the existing and projected population, including rental and purchase opportunities for all income levels.

Policies

H-1.1: Zoning restrictions should not prohibit government-assisted housing, housing for low-income families, farmworker housing, single family housing, manufactured housing, and residential care facilities.

H-1.2: Residential land development regulations should be evaluated to

encourage a variety of housing densities and types. Within rural areas, a variety of residential development types and housing mixtures should be available, such as detached single family housing, cluster housing, duplexes, and a residence in conjunction with commercial uses within areas of more intense development.

H-1.3: HUD-compliant manufactured housing should be permitted in the same locations and at the same density as other housing.

H-1.4: Local development standards and regulations should be evaluated to determine the effects on housing costs. Development regulations which unnecessarily add to housing costs should be modified. The following are strategies for consideration:

- Review regulations to find those that cause excessive costs and determine if they can be revised, replaced, or eliminated.
- Make regulations and permit processing more predictable, to remove some uncertainty for both builders and lenders.

H-1.5: The county should work with the cities to accommodate low- and moderate-income families, recognizing that affordable housing is best located within urban areas due to the greater accessibility to transportation systems, jobs, support services, shopping, and businesses.

Goal H-2: New development should further the County's goal to maintain the rural quality of life for county residents.

Goal H-3: The provision of housing in a wide range of costs, with emphasis on housing units for low- and moderate-income households, should be encouraged.

Goal H-4: The provision of housing for the special needs populations in the county should be encouraged.

Policies

H-4.1: Encourage residential care facilities and other group homes serving special needs populations.

H-4.2: Any proposed county housing programs/assistance should be financed through federal, state, or private sources rather than from funds raised through local taxes.

Goal H-5: The structural integrity of the existing housing stock should be preserved to the extent practicable.

Policies

H-5.1: Existing housing stock in the county should be conserved through code enforcement, appropriate zoning, and the possible participation in federal, state and regional rehabilitation programs.

H-5.2: The County should encourage the preservation and rehabilitation of historic structures through the adoption of building code amendments for historic structures.

Transportation

Goal T-1: Establish levels of service for transportation facilities and determine what improvements are needed in order to achieve and maintain the standards for

CHAPTER 4...

existing and future populations, and to repair or replace existing transportation facilities.

Policies

- T-1.1: The standards for level of service shall be as specified in this Transportation Element.
- T-1.2: The County shall determine the need for public facilities based in-part on the adopted standards for level of service, the demand, and the inventory of existing serviceable facilities.
- T-1.3: Transportation facilities shall be evaluated and prioritized annually
- T-1.4: Level of service standards shall not be the overriding factor when the County is considering transportation improvements. Other factors and evaluation techniques, such as Comprehensive Plan policies, the County's Priority Array, and the project selection criteria of funding agencies shall also be considered.
- T-1.5: The County may provide non-capital alternatives to achieve and maintain the adopted standard for levels of service. Non-capital alternatives may be programs, strategies or methods other than traditional physical capital projects, such as TDM programs.
- T-1.6: Special purpose districts providing transportation facilities and services should conduct at least a basic level of transportation planning consistent with this Comprehensive Plan.

Goal T-2: The transportation system should complement the land use and rural areas element of the Grant County Comprehensive Plan.

Policies

- T-2.1: Land use decisions regarding types and levels of development intensity should determine the types and levels of transportation facilities to be provided within the unincorporated County. Land use and transportation goals and decisions should be integrated with one another and coordinated with adjacent jurisdictions.
- T-2.2: Future land use projections based on County and jurisdiction comprehensive plans should be used to identify and provide for adequate rights-of-way and other possible improvements.
- T-2.3: The County shall establish regulations that ensure the compatibility between land use activities and transportation facilities and services.
- T-2.4: The County shall incorporate standards within the land development regulations to ensure that new development and redevelopment provide adequate transportation facilities within and adjacent to such development.
- T-2.5: Where roadway construction or upgrading to serve designated land use intensities is not feasible, such land use designations or the level of service shall be reviewed.

Goal T-3: The transportation system should be coordinated with neighboring cities and other transportation providers.

Policies

- T-3.1: The County should work with other jurisdictions to plan multi-jurisdictional projects necessary to meet shared transportation needs (including right-of-way preservation and purchase).

- T-3.2: Each city shall be responsible for identifying any standard and specifications above County standards to be applied to transportation improvements within Urban Growth Area boundaries.
- T-3.3: For County-funded road improvement projects within Urban Growth Area boundaries, the County will be responsible for funding only those improvements to meet County standards. All other costs associated with the improvements necessary to meet city standards shall be the responsibility of the city.
- T-3.4: Upon annexation of an unincorporated area within Urban Growth Area boundaries, the County and city should consider the fiscal impacts of providing service, including, but not limited to, the value of investments in infrastructure made.
- T-3.5: The County Road Engineer shall work with the Washington State Department of Transportation, the Quad County Regional Transportation Planning Organization, and through other appropriate avenues to ensure that appropriate investments are made in the State transportation system to ensure the adequacy of the overall transportation system of the County.

Goal T-4: Promote safe and efficient access to land while maintaining the integrity of the arterial roadway system, and minimize environmental impacts of transportation systems.

Policies

- T-4.1: The County should adopt standards that limit access to present and planned major arterials; access should be channeled where possible to local or collector roadways connecting to arterials.

- T-4.2: Developments should have adequate access and circulation for all public service vehicles.
- T-4.3: Compatible street and road standards should be maintained among Grant County jurisdictions.

Goal T-5: The transportation system should provide mobility for all citizens regardless of age, handicap or income.

Policies

- T-5.1: Bicycle and pedestrian facilities should be promoted, wherever reasonable, to provide access between schools, recreation areas, business areas, public facilities and activity centers.
- T-5.2: Public transit service should be provided in urban areas, in rural residential areas, and in other areas of the County when potential demand and public or private support justifies it.

Goal T-6: The transportation system should enhance the health, safety and welfare of Grant County citizens.

Policies

- T-6.1: Sufficient travel lane capacity should provide safe vehicular travel in major corridors.
- T-6.2: Highways and roadways should be designed and maintained consistent with geometric and structural standards that reduce the risk of serious injuries and fatalities in the event of accident.
- T-6.3: Traffic control devices, channelization, signalization, and signing, consistent with professionally accepted warrants, should be utilized to improve the

CHAPTER 4...

safety and operation of County roadways.

T-6.4: Grant County supports the expansion and maintenance of air, rail and surface freight handling facilities as required to attract and accommodate economic growth. The County supports a county-wide transportation network, which integrates all modes of transportation into an efficient system.

T-6.5: The County should provide roads structurally adequate and of appropriate surfacing to accommodate anticipated commercial traffic demand. County roads should be integrated with the Freight and Goods Transportation System (FGTS), as appropriate.

T-6.6: The County shall consider the needs of agricultural and other resource-based lands and activities when planning for and building road improvement projects.

T-6.7: The County shall coordinate special events traffic management with the persons, parties or organizations responsible for the management of special events and festivals. The County recognizes the need to minimize the disruption of normal use of transportation facilities during special events and festivals.

Goal T-7: The costs of transportation improvements associated with new development should be within the County's funding capacity and equitably assigned to the developer and County.

Policies

T-7.1: New developments will be prohibited unless transportation improvements to accommodate the impacts of development or funding strategies for such improvements are made

concurrent with the development or will be financially planned to be in place within six years.

T-7.2: The peak period volumes generated by such development should be used as the primary measurement in establishing the proportionate share of street improvements which a proponent will be required to assume.

T-7.3: Each phase of such development should be accompanied by a program to provide mitigation of off-site traffic impacts.

T-7.4: If the County is faced with transportation funding shortfalls, any combination of the following strategies shall be used to balance revenues and public facility needs:

- Increase revenues through use of bonds, new or increased user fees or rates, new or increased taxes, regional cost sharing, or voluntary developer funds.
- Decrease level of service standards if consistent with Growth Management Act Goals.
- Reprioritize projects to focus on those related to concurrency.
- Decrease the cost of the facility by changing project scope, or finding less expensive alternatives.
- Decrease the demand for the public service. This could involve instituting measures to slow or direct population growth or development, for example, developing only in areas served by facilities with available capacity until funding is available for other areas, or by changing project timing and phasing.

- Revise the comprehensive plan's land use and rural areas element to change types or intensities of land use as needed to match the amount of transportation facilities that can be provided.

T-7.5: A "working reserve" fund balance is desired to be maintained in the County Road Fund for emergencies, unanticipated safety upgrades, or similar County road needs.

T-7.6: The County may wish to consider the fiscal impacts of road maintenance services, especially snow removal and sanding, through the adoption of service routes prioritized using land use density as a consideration.

Goal T-8: Establish a systematic process for reviewing and updating the Transportation Improvement Program.

Policies

T-8.1: The County's Six-Year Transportation Improvement Program (TIP) shall be incorporated into the County's Capital Facilities Plan by reference. The County Road Engineer shall evaluate proposed transportation improvement projects annually and prepare a proposed TIP. The TIP shall be evaluated by the Planning Commission for consistency with the goals and policies of this Comprehensive Plan as part of the annual update cycle.

T-8.2: Public involvement should be solicited and encouraged in transportation facilities planning.

Capital Facilities

Goal CF-1: Establish levels of service for each type of public facility and determine what capital improvements are needed in order to achieve and maintain the

standards for existing and future populations, and to repair or replace existing facilities.

Policies

CF-1.1: The standards for level of service shall be as specified in this Comprehensive Plan.

CF-1.2: The County shall determine the need for public facilities based on the adopted standards for level of service, the demand, and the inventory of existing serviceable facilities.

CF-1.3: Capital facilities shall be evaluated and prioritized annually

CF-1.4: Capital improvements that provide levels of service in excess of adopted standards may be constructed or acquired at any time as long as the following conditions are met and are consistent with this Comprehensive Plan:

1. the capital improvement does not make financially infeasible any other capital improvement that is needed to achieve or maintain the standards adopted for levels of service, and that can be legally funded from the same revenue source;
2. the capital improvement does not contradict, limit or substantially change the goals and policies of any element of this Comprehensive Plan, and:
 - the excess capacity is an integral part of a capital improvement that is needed to achieve or maintain standards for levels of service (i.e., the minimum capacity is larger than the capacity required to provide the level of service), or

CHAPTER 4...

- the excess capacity provides economies of scale making it less expensive than a comparable amount of capacity if acquired at a later date, or
- the asset acquired is land that is environmentally sensitive, or designated by the County as necessary for conservancy, or
- the excess capacity is part of a capital project financed by general obligation bonds approved by referendum.

CF-1.5: The County may provide non-capital alternatives to achieve and maintain the adopted standard for levels of service. Non-capital alternatives may be programs, strategies or methods other than traditional physical capital projects, including, but not limited to:

- programs that reduce or eliminate the need for the capital facility, such as education or jobs programs;
- programs that provide a non-capital substitute for the capital facility, such as electronic home monitoring or sentencing alternatives to incarceration in correctional facilities;
- programs that reduce the demand for a capital facility or the service it provides, such as telecommuting as an alternative to commuting to work, or transit as an alternative to cars, or waste reduction and recycling as an alternative to disposal;
- programs that use alternative methods to provide levels of service, such as natural drainage in managed flood basins as an alternative to diking;

- programs that use existing facilities more efficiently to reduce the need for additional facilities, such as flextime, evening and night shifts as an alternative to additional space for staff; and
- programs that would monitor or assist individuals to maintain their existing capital facilities to eliminate or reduce the need for new facilities.

CF-1.6: The County shall prioritize capital facility improvements using the following criteria as a guideline:

1. New public facilities, and improvements to existing public facilities, that eliminate hazards;
2. Reconstruction, rehabilitation, remodeling, renovation, or replacement of obsolete or worn out facilities that contribute to achieving or maintaining standards for levels of service adopted in this Comprehensive Plan;
3. New or expanded facilities that reduce or eliminate deficiencies in levels of service for existing demand.
4. New or expanded facilities that provide the adopted levels of service for new development and redevelopment during the next six fiscal years, as updated by the annual review of this Capital Facilities Plan. The County may acquire land or rights-of-way in advance of the need to develop a facility for new development.
5. Improvements to existing facilities, and new facilities that significantly reduce the operating cost of providing a service or facility, or otherwise mitigate impacts of

public facilities on future operating budgets.

6. New facilities that exceed the adopted levels of service for new growth during the next six fiscal years by either:
 - Providing excess public facility capacity that is needed by future growth beyond the next six fiscal years, or
 - Providing higher quality public facilities than are contemplated in the County's normal design criteria for such facilities.
7. Other criteria that are unique to each type of public facility, as described in other elements of this Comprehensive Plan or as required by law or condition of use of revenue source.

Legal restrictions on the use of many revenue sources limit the extent to which types of facilities compete for priority with other types of facilities because they are not eligible for the same revenues. Any revenue source that cannot be used for a high priority facility should be used beginning with the highest priority for which the revenue can legally be expended.

- CF-1.7: Special purpose districts providing public facilities and services should conduct at least a basic level of capital facilities planning consistent with this Comprehensive Plan.
- CF-1.8: Public involvement should be solicited and encouraged in public facilities planning.

Goal CF-2: The costs of proposed County-owned capital facilities should be within the County's funding capacity, and

equitably distributed between users and the County in general.

Policies

- CF-2.1: The Capital Facilities Plan should integrate all of the County's capital project resources (grants, bonds, general County funds, donations, real estate excise tax, conservation futures property tax, fees and rates for public utility services, and any other available funding).
- CF-2.2: The estimated costs of all needed capital improvements shall not exceed conservative estimates of revenues from sources that are available to the County pursuant to current statutes, and which have not been rejected by referendum, if a referendum is required to enact a source of revenue. Conservative estimates need not be the most pessimistic estimate, but cannot exceed the most likely estimate.
- CF-2.3: The additional operations and maintenance costs associated with the acquisition or development of new capital facilities should be assessed. If accommodating these costs places an unacceptable burden on the operating budget, capital plans may need to be adjusted.
- CF-2.4: Existing and future development shall both pay for the costs of needed capital improvements.

Existing development should pay for the capital improvements that reduce or eliminate existing deficiencies, some or all of the replacement of obsolete or worn out facilities, and may pay a portion of the cost of capital improvements needed by future development. Existing development's payments may take the form of user fees, charges for services, special

CHAPTER 4...

assessments, taxes or other methods allowed by current statute.

Future development should pay its fair share of the capital improvements needed to address the impact of such development, and may pay a portion of the cost of the replacement of obsolete or worn out facilities. Upon completion of construction, “future” development becomes “existing” development, and should contribute to paying the costs of replacement of obsolete or worn out facilities as described above.

Future development’s payments may take the form of, but are not limited to, voluntary contributions for the benefit of any public facility, impact fees, mitigation payments, capacity fees, dedications of land, provision of public facilities, and future payments of user fees, charges for services, special assessments, and taxes. Future development shall not pay impact fees for the portion of any public facility that reduces or eliminates existing deficiencies.

Both existing and future development may have part or all of their costs paid by grants, entitlements or public facilities from other levels of government and independent districts.

CF-2.5: Capital improvements financed by County enterprise funds, such as solid waste, shall be financed by:

- Debt to be repaid by user fees and charges and/or connection or capacity fees for enterprise services; or
- Current assets, including reserves, equity or surpluses, and current revenue, including grants, loans, donations and interlocal agreements, or

- A combination of debt and current assets.

CF-2.6: Capital improvements financed by non-enterprise funds shall be financed from either current assets, debt, private sources, or a combination thereof. Financing decisions shall consider which funding source or combination of sources will be (1) most cost-effective, (2) consistent with prudent asset and liability management, (3) appropriate to the useful life of the improvement, and (4) the most efficient use of the County’s ability to borrow funds.

CF-2.7: Efficient and joint use of facilities should be encouraged with neighboring governments and private citizens through such measures as interlocal agreements and negotiated use of privately and publicly owned lands or facilities (such as open space, stormwater facilities or government buildings).

CF-2.8: Regional funding strategies should be explored for capital facilities to support comprehensive plans developed under the Growth Management Act.

CF-2.9: Agreements should be developed between the County and cities for transferring the financing of capital facilities in the Urban Growth Management Areas to the cities when they annex the contributing lands.

CF-2.10: Public utility services should be provided at the lowest possible cost, but take into account both construction, and operation and maintenance costs.

CF-2.11: New public utility services should provide adequate growth capacity and avoid expensive remedial action.

CF-2.12: The County shall finance the Capital Facilities Plan within the County's financial capacity. If the County is faced with capital facility funding shortfalls, any combination of the following strategies shall be used to balance revenues and public facility needs:

- Increase revenues through use of bonds, new or increased user fees or rates, new or increased taxes, regional cost sharing, or voluntary developer funds.
- Decrease level of service standards if consistent with Growth Management Act Goals.
- Reprioritize projects to focus on those related to concurrency.
- Decrease the cost of the facility by changing project scope, or finding less expensive alternatives.
- Decrease the demand for the public service or facility. This could involve instituting measures to slow or direct population growth or development, for example, developing only in areas served by facilities with available capacity until funding is available for other areas, or by changing project timing and phasing.
- Revise the comprehensive plan's land use and rural areas element to change types or intensities of land use as needed to match the amount of capital facilities that can be provided.

Goal CF-3: Public facilities and services should be provided commensurate with planned development intensities without unduly impacting current service levels.

Policies

CF-3.1: Land use decisions as identified in the comprehensive plans of the County and cities should be the determinants of development intensity rather than public utility decisions and public utility planning.

CF-3.2: Where land use plans and zoning regulations conflict with long-range plans for public utilities, the plan and zoning designations should be reviewed.

CF-3.3: Extension of services and construction of public capital facilities should be provided at levels consistent with development intensity identified in this Comprehensive Plan.

CF-3.4: Public utility services within urban growth areas and areas of more intense development should be phased outward from the urbanizing core in order to promote infilling.

Goal CF-4: Public facilities and services should be provided at reasonable costs, consistent with the County's Comprehensive Plan, capital budget, and six-year transportation program.

Policies

CF-4.1: Grant County's annual capital budget and six year transportation program required under RCW 36.81.121 shall be consistent with the intent and substance of this Capital Facilities Plan and the Transportation Element of this Comprehensive Plan.

Goal CF-5: When designing and locating public facilities, public entities and utility providers should provide mitigation to prevent adverse impacts on the environment and other public facilities.

Policies

CHAPTER 4...

CF-5.1: Impacts on water resources, drainage systems, natural habitat, significant cultural resources, geologically hazardous areas, other sensitive areas and transportation systems shall be considered and adverse impacts avoided or mitigated.

Goal CF-6: The County should coordinate planning of parks, trails, and preserves with other local, state and federal government within the County so as to serve all residents of the County.

Policies

CF-6.1: The County should work with cities and other local governments to coordinate park needs throughout the County and to identify regional funding strategies.

CF-6.2: Acquisition of parks, paths, trails and preserves should occur in a coordinated manner, within an overall plan that identifies priorities, funding sources and a timetable for acquisition.

CF-6.3: The County should cooperate with other public agencies to share public facilities for park and year-round recreation use by County residents.

Goal CF-7: New County government facilities should be located to provide convenient access to residents. County government buildings should be designed for efficient and frugal use of public monies. The County should also consider adaptive re-use of historic buildings.

Policies

CF-7.1: Standards for level of service must be realistic, attainable, and not excessive. Level of Service standards should be based on:

- Consideration of national, state and

professional standards for the applicable space.

- Applicable federal and state laws.
- Cost effectiveness and consideration of the ability of the County to fund ongoing costs of operations and maintenance.

CF-7.2: Efficiency in design and use should be a goal for new facility development. Building design and function must promote flexibility to accommodate a variety of uses and interior spatial changes.

CF-7.3: Charges for space in County buildings should recover full costs, including capital expenses, amortization, depreciation, and maintenance and operation cost.

CF-7.4: The County should consider adaptive reuse of historic buildings.

Goal CF-8: Mechanisms and procedures should be established and maintained to ensure that new school facilities are coordinated with growth and their impacts on roads and neighboring uses are considered.

Policies

CF-8.1: Where the size of a single proposed development warrants, the developer should identify at the first stage of project review proposed school sites meeting school district standards such as topography, acreage requirements, location, and soil quality. Such sites should be dedicated for school use.

CF-8.2: Where practical, schools should be located along non-arterial roads, or should include frontage and off-site improvements needed to mitigate the impacts of pedestrian and vehicular traffic. Availability of sewer and water

facilities should also be considered in siting schools, as well as location in areas not subject to safety hazards.

Goal CF-9: Operate and maintain facilities in a manner that will ensure their longevity, provide for user access and safety, and foster user respect and care for recreation resources and facilities.

Policies

CF-9.1: Major rehabilitation work conducted on the Grant County Courthouse and other significant historic buildings owned by the County shall be conducted in reasonable conformance with the Secretary of the Interior's Standards for Rehabilitation.

Utilities

Goal U-1: Necessary energy and communication facilities and services should be available to support current and future development.

Policies

U-1.1: To facilitate the coordination of utility services, the County should discuss and exchange population forecasts, development plans, and technical data with the agencies and utilities identified in this plan.

U-1.2: The County should provide timely and effective notification to interested utilities of road construction, and of maintenance and upgrades of existing roads to facilitate coordination of public and private utility trenching activities.

U-1.3: The County should encourage the location of necessary utility facilities within existing and planned transportation and utility corridors.

U-1.4: The County's land use planning should be coordinated with the planning activities of electrical, telephone, and cable providers, to ensure that providers of public services and private utilities use the land use element of this plan when planning for future facilities.

U-1.5: New city-provided utility service area boundaries shall not be extended beyond their associated UGA unless to correct a public health safety concern. Neither the city nor County shall provide utility service to areas within the UGA without a commitment from landowners in these areas that the area to be served will be annexed to the city.

U-1.6: City utilities should not extend beyond their associated UGA, except to correct existing sewage or water supply problems in already developed areas, to address significant public health and safety problems outside the UGA, or because of purposes mutually agreed upon by the city and County.

U-1.7: The County should encourage energy conservation by informing citizens of available BPA conservation programs.

U-1.8: The County should encourage improvement and extension of telecommunication services, including the entrance of new qualified providers, throughout the County.

Goal U-2: Negative impacts associated with the siting, development, and operation of utility services and facilities on adjacent properties, significant cultural resources, and the natural environment shall be minimized.

Policies

CHAPTER 4...

- U-2.1: Electric power substations should be reasonably sited, designed, and buffered.
- U-2.2: The County should encourage or require implementation of resource conservation practices and best management practices during the construction, operation, and maintenance of utility systems.
- U-2.3: The County should work cooperatively with surrounding municipalities in the planning and development of multi-jurisdictional utility facility additions and improvements.
- U-2.4: Where practical, utilities should be encouraged to place facilities underground and encourage the reasonable screening of utility meter cabinets, terminal boxes, pedestals, and transformers in a manner reasonably compatible with the surrounding environment.
- U-2.5: Where possible, the joint use of transportation rights-of-way and utility corridors should be encouraged, provided that such joint use is consistent with limitations as may be prescribed by applicable law and prudent utility practice.
- U-2.6: The County should revise existing County ordinances regulating use of rights-of-way by utilities to be in compliance with the Federal Telecommunications Act of 1996.
- U-2.7: Mechanisms should be developed to notify interested utilities of road maintenance, upgrades, and new construction to facilitate coordination of public and private utility trenching activities.

Goal U-3: Maintain consistency, compatibility, and concurrency between

utility providers.

Policies

- U-3.1: The extension and sizing of distribution system components shall be consistent with the Comprehensive Plan.
- U-3.2: An ordinance should be developed that addresses coordination between plat approvals, building permit approvals, and availability of utilities.

Goal U-4: Coordinate and encourage timely, safe, cost-effective and reliable installations of utility systems through improved permit procedures, joint use of utility corridors, and interlocal agreements.

Policies

- U-4.1: Agreements should be developed with private utility providers and public agencies as required to facilitate:
- Joint use of utility corridors and public rights-of-way;
 - Coordination between this Comprehensive Plan and utility capital facility plans;
 - Timely notices of new road construction and maintenance of existing roads with utility construction activities;
 - Coordinated permit applications and meetings to include all necessary utilities affected by related projects;
 - Coordination of land acquisition, land use, and enhancement of utility corridors where appropriate, for pedestrian and equestrian trails and wildlife corridors.
- U-4.2: New facility designs shall include joint usage where possible.

U-4.3: Processing of utility permits shall be done in a timely and cost-effective manner.

Goal U-5: Site utility facilities in conformance with the Land Use Element.

Policies

U-5.1: Utility providers shall avoid placement of facilities in areas designated as environmentally sensitive or critical areas unless no feasible alternative exists and only after a site assessment and mitigation plan has been approved under the provisions of Grant County's Resource Lands and Critical Areas Ordinance.

U-5.2: Utility facilities should be permitted in all land use designations as necessary when and where utility franchises exist and if they are in compliance with this Comprehensive Plan.

U-5.3: Use of wireless technologies shall be recognized as a growing service. This technology has unique visual and noise impacts. Siting requirements shall attempt to minimize the visual and noise impacts and shall be consistent with this Comprehensive Plan. Siting requirements shall include utilizing existing sites and structures where possible, adequate setbacks, and appropriate buffering and landscaping.

Goal U-6: Public sewer systems shall be provided in rural areas only to correct public health problems.

Policies

U-6.1: Grant County should allow sewer systems in designated urban growth areas. They should be allowed in rural areas only to correct identified health hazards or water quality problems in areas of existing development.

U-6.2: Where sewer systems are being provided to unincorporated rural areas Grant County should be the primary sewer system provider.

U-6.3: In unincorporated areas inside the urban growth areas around cities, the cities should be the primary sewer provider. As exceptions, the County could provide sewers in this area on an interim basis if the cities are unable to provide the service or to protect water quality.

Goal U-7: Public drinking water systems shall be provided in rural areas only to correct public health problems.

Policies

U-7.1: In unincorporated areas inside the urban growth areas around cities, the cities should be the primary water provider. As exceptions, and if feasible, the County could provide water in this area on an interim basis if the cities are unable to provide the service or to protect public health.

U-7.2: In order to resolve documented health hazards, safety, or pollution problems in areas of existing rural development, the County may serve as the water utility owner, or develop a proactive assistance program focused on keeping small distribution systems in private ownership.

Goal U-8: Manage the solid waste system in a manner that cost-effectively preserves the environment and protects the public health.

Policies

U-8.1: Practice integrated and efficient management of solid waste in accordance with the Washington State waste management priorities, with

CHAPTER 4...

adequate resources to manage solid wastes safely, efficiently, and equitably, while recognizing local conditions.

U-8.2: The County should provide for solid waste disposal services at a publicly or privately owned and operated, legally permitted disposal facility, either located within Grant County or at a location remote from the County, in the most cost-effective manner possible. Environmental and economic impacts should be considered and balanced when determining disposal practices.

U-8.3: Provide a recycling program with goals of reducing or recycling the County's waste stream as defined in the 1994 Grant County Solid Waste Management Plan Update, and subsequent amendments. Reducing per capita waste consumption should be supported through educational and legislative efforts that are directed towards changing consumer and industrial practices.

Essential Public Facilities

Goal EPF-1: Establish a process and siting criteria for Essential Public Facilities that complies with this Comprehensive Plan.

Policies

EPF-1.1: The County shall implement requirements for siting essential public facilities through its development regulations. The ordinance shall provide guidance for designating and siting essential public facilities throughout the county.

EPF-1.2: The County shall not prohibit or exclude the siting of essential public facilities, provided that any essential public facility shall be required to:

- Meet existing federal, state, and County land use regulations, development standards, and mitigation measures;
- Conform to this Plan; and
- Address all SEPA provisions and environmental issues, including concurrency of supporting facilities.

EPF-1.3: All activity associated with the review, location, land use, and intensity of a proposed facility, including siting, acceptance, modification or rejection shall be done in a public forum and with public participation.

Goal EPF-2: Identify and provide adequate, well-located public lands and facilities in advance of development, appropriately-sited lands needed for public purposes, including essential public facilities.

Policies

EPF-2.1: The County should obtain or secure (e.g., by obtaining a right of first refusal for desired property) sites needed for county public facilities as early as possible in the development of an area, to ensure that the facilities are well-located to serve the area and to minimize acquisition costs.

EPF-2.2: The County should support regional coordinating efforts in identifying shared needs for lands for public purposes to maximize the efficient use of public capital resources.

Cultural Resources

Goal NS-1: Identify, preserve and protect historic, cultural and archaeological resources found to be significant by recognized local, state or federal processes.

Policies

NS-1.1: Identify known, recorded archaeological, cultural and historic resources.

Action: Obtain a listing of sites in Grant County from the Washington State Office of Archaeology and Historic Preservation, Department of Community, Trade and Economic Development .

Action: The County should develop an “Cultural Resource Lands Map and Database” to gather relevant information on cultural, historic and archaeological resource lands into one location and format. The map should show the locations of all Cultural Resource Lands and relate to an OAHP database and the Grant County Assessor database.

Action: The County should establish a Cultural Resource Task Force comprised of citizens, Wanapum Band, OAHP, DNR, other state agency, Grant County PUD, city and County representatives to develop inventories of significant and potentially significant sites.

NS-1.2: Develop a local process for evaluating the significance of historic, cultural, and archaeological resources.

NS-1.3: Preserve areas that contain valuable historical or archaeological sites of Federal, State, tribal, or local significance. Maintain and enforce provisions to the Resource Lands and Critical Areas Ordinance requiring conditioning of project approval on findings made by a professional archaeologist for development activities on sites of known cultural, historical or archaeological significance.

NS-1.4: Prior to demolition, moving, or alteration to any designated historic, cultural, and archaeological landmark, ensure that due consideration is given to its preservation or, at a minimum, documentation of its historic, cultural or archaeological value.

Critical Areas

Goal NS-2: Wetlands shall be protected because they provide important functions that add to the quality of life.

Policies

NS-2.1: Wetland areas shall be identified by the development applicant and reviewed by the County prior to development. If a wetland is determined to exist on a parcel subject to a non-exempt development activity, a written delineation shall be required of the applicant.

NS-2.2: The County should consider accepting written determinations, delineations and mitigation plans only from the U.S. Army Corps of Engineers, the Department of Ecology, the Natural Resources Conservation Service, or a qualified critical areas professional. The County should consider requiring that mitigation plans for unavoidable wetland impacts to be based on a wetland functional assessment.

NS-2.3: Based on their quality demonstrated by the classification system defined in the Resource Lands and Critical Areas Ordinance, wetlands shall be protected from alterations due to land use changes that may create adverse impacts to the wetland.

NS-2.4: The County should consider incorporation of the Washington State Wetlands Rating system for Eastern Washington (Ecology Publication #91-

CHAPTER 4...

58) into the classifications system adopted in the Resource Lands and Critical Areas Ordinance.

NS-2.5: The County should consider incorporation of the Washington State Department of Ecology Manual titled "Washington State Wetlands Identification and Delineation Manual, March 1997" into the classifications system adopted in the Resource Lands and Critical Areas Ordinance.

NS-2.6: Whenever feasible, innovative techniques that enhance a wetland and promote it as a useful, functioning part of the development will be encouraged.

NS-2.7: Wetland preservation strategies and efforts, including wetland banking, should be coordinated with appropriate local, state and federal agencies and private conservation organizations to take advantage of both technical and financial assistance and to avoid duplication of efforts.

Goal NS-3: Areas demonstrated to be critical aquifers and/or which play a crucial role in recharging our groundwater supplies shall be carefully monitored and policies and regulations developed to protect potable water sources.

Policies

NS-3.1: Critical groundwater supply areas, aquifer recharge areas, and areas with a high groundwater table and/or unconfined aquifers that are used for potable water should be identified.

NS-3.2: The establishment of land use intensity limitations based on the availability of sanitary sewers should be encouraged. Cluster developments are encouraged because of the potential for shared community sewage disposal systems

instead of dispersed individual septic systems.

NS-3.3: Agricultural activities, including commercial and hobby type, are encouraged to incorporate best management practices concerning waste disposal, fertilizer use, pesticide use, and stream corridor management.

NS-3.4: Fertilizer and pesticide management practices of schools, parks, golf courses and other recreational or institutional facilities that maintain large landscaped areas should be evaluated at the time of development in relation to best management practices (BMPs) as recommended by the Cooperative Extension Service. Existing facilities are strongly encouraged to also incorporate these BMPs.

NS-3.5: It is the responsibility of the developer to prove that their proposal would not adversely affect the recharge of an aquifer.

NS-3.6: Within aquifer recharge areas, short and long subdivisions and other divisions of land will be evaluated for their impact on groundwater quality.

NS-3.7: Development that could substantially and negatively impact the quality of an aquifer shall not be allowed unless it can be demonstrated that these negative impacts can be overcome.

NS-3.8: The installation of underground fuel or storage tanks within a known critical recharge area shall be prohibited. Installation in any other areas will be subject to applicable federal, state and local regulations.

Goal NS-4: Frequently flooded areas that are known to be critical parts of the natural drainage system shall be protected

by adopting policies and regulations to prevent potential alterations and obstructions to those areas.

Policies

- NS-4.1: Frequently flooded areas shall be identified as such and should be mapped.
- NS-4.2: The natural flood storage function of floodplains shall be preserved where practicable.
- NS-4.3: One hundred year floodplains shall be protected by locating roads and structures above the one hundred year level. Where filling is allowed, development shall be required to mitigate for existing flood storage capacity and fish and wildlife habitat lost to filling.
- NS-4.4: Growth and development patterns compatible with natural drainage features should be encouraged, and alteration of natural drainage features should be discouraged.
- NS-4.5: Control of erosion at its source as a means of controlling water pollution, flooding, and habitat damage downstream should be encouraged.
- NS-4.6: Development in frequently flooded areas that pose a threat to human health and property by reason of flooding, unsanitary conditions, or other hazards, should be limited and/or mitigated.
- NS-4.7: The County may consider adoption of a drainage ordinance that directs land development activities to make provisions for control of surface water discharge impacts to human health and safety and habitat.

Goal NS-5: Appropriate measures shall be provided to either avoid or mitigate significant risks to public and private property and to public health and safety that are posed by geologic hazard areas.

Policies

- NS-5.1: When probable significant adverse impacts from geologically hazardous areas are identified during the review of a development application, documentation which fully addresses these potential impacts and identifies alternative mitigation measures to eliminate or minimize the impacts shall be required.
- NS-5.2: Grading and clearing for both private developments and public facilities or services should be limited to the minimum necessary to accomplish engineering design, with reclamation of disturbed areas being a top priority.
- NS-5.3: To minimize blowing soil during development, appropriate water and mulch material should be required on any areas without a vegetative cover, as indicated in an approved erosion control plan.
- NS-5.4: To maintain the natural integrity of landslide hazard areas and to protect the environment, and the public health and safety, an adequate buffer of existing vegetation should be maintained around all sides of the landslide hazard areas.
- NS-5.5: Development on steep slopes shall be designed to prevent property damage and environmental degradation.
- NS-5.6: In areas subject to erosion, native ground cover should be retained or replaced after construction, special construction practices should be used, and allowable site coverage may need to be reduced to prevent erosion and

CHAPTER 4...

sedimentation. Limitations on the time when site work can be done may also be appropriate.

Goal NS-6: Fish and wildlife habitat areas shall be protected as an important natural resource, particularly in regard to their functions and economic, aesthetic and quality of life values.

Policies

- NS-6.1: Critical fish and wildlife habitat conservation areas within the County shall be identified as such.
- NS-6.2: The impacts of new development on the quality of land, wildlife and vegetative resources shall be considered as part of the environmental review process. Any appropriate mitigating measures shall be required. Such mitigation may involve the retention and/or enhancement of habitats.
- NS-6.3: The preservation of blocks of habitat and the connections between them, as well as the restoration of lost and damaged fish habitat, should be encouraged.
- NS-6.4: Proper riparian management that maintains existing riparian habitat and is consistent with best agricultural management practices should be encouraged.
- NS-6.5: Land uses adjacent to naturally occurring water bodies and other fish and wildlife habitat areas shall not negatively impact the habitat areas. If a change in land use occurs, adequate buffers should be provided to the habitat areas.
- NS-6.6: Activities allowed in fish and wildlife habitat conservation areas and open space should be consistent with the species located there, and in

accordance with all applicable state and federal regulations and/or best management practices for the activity regarding that species.

Water Resources

Goal NS-7: Privately-held certificates of water right should be recognized as an important natural resource and protected, to the extent practicable, through County planning decisions which encourage continued use for rural activities.

Goal NS-8: Development shall be conducted so as to protect surface and ground water quality and habitat, prevent chronic flooding from stormwater runoff, maintain natural stream hydrology, and protect aquatic resources.

Policies

- NS-8.1: The County should attempt to limit potential damage, dangers, or public costs associated with inappropriate land development by reasonable regulation of and application of uniform surface water and erosion control standards.
- NS-8.2: New development activities, including site designs and construction practices, should make provisions for surface water and erosion and sedimentation control during and after construction.
- NS-8.3: Consistent and appropriate implementation of physical aspects of land alteration should be encouraged.
- NS-8.4: Land uses compatible with the preservation of natural vegetation should be encouraged.
- NS-8.5: Public improvements and private developments should not alter natural

drainage systems without acceptable mitigating measures which limit the risk of flooding or negative impacts to water quality.

NS-8.6: Natural surface water storage sites that help regulate streamflows and/or recharge groundwater should be preserved and their water quality protected.

NS-8.7: Surface water runoff from development adjacent to steep slopes, ravines, or bluffs should be routed so it does not cause erosion or landslides. Runoff should be sufficiently diffused so that flows do not create erosion.

NS-8.8: Natural stream channels should be preserved, protected, and enhanced for their hydraulic, ecological, and aesthetic functions through development regulations, land dedications, easements, acquisition and other means.

Shoreline Management

Protecting Grant County's shoreline environment is of importance to preserving the economic, environmental and cultural resources of our community. The shoreline policies that follow have been crafted to recognize these unique and valuable shoreline resources and to protect them for the benefit of future generations. These policies are intended to be consistent with the Shoreline Management Act, Chapter 90.58 RCW.

Goal NS-9: The County shall recognize and protect the functions and values of the shoreline environments of statewide and local significance. For shorelines of statewide significance (SSWS), protection and management priorities are to:

a. Recognize and protect the state-wide interest over local interest;

- b. Preserve the natural character of the shoreline;***
 - c. Provide long-term over short-term benefit;***
 - d. Protect the resources and ecology of shorelines;***
 - e. Increase public access to publicly owned areas of shorelines; and***
 - f. Increase recreational opportunities for the public in shoreline areas.***
-

Policies

NS-9.1: General Shoreline Use:

1. Maintain areas within the shoreline jurisdiction with unique attributes for specific long-term uses, including agricultural, commercial, industrial, residential, recreational and open space uses.
2. Ensure that proposed shoreline uses are distributed, located and developed in a manner that will maintain or improve the health, safety and welfare of the public when such uses occupy shoreline areas.
3. Ensure that activities and facilities are located on the shorelines in such a manner as to retain or improve the quality of the environment.
4. Ensure that proposed shoreline uses do not infringe upon the rights of others, upon the rights of private ownership, upon the rights of the public under the Public Trust Doctrine or federal navigational servitude, and treaty rights of Indian tribes.
5. Minimize the adverse impacts of shoreline uses and activities on the environment during all phases of development (e.g. design, construction, management and use).

CHAPTER 4...

NS-9.2: Economic Development:

1. Ensure healthy, orderly economic growth by allowing those economic activities which will be an asset to the local economy, and for which the adverse effects on the quality of the shoreline and surrounding environment can be mitigated.
2. Protect current economic activity (e.g. shipping, marinas, agriculture, etc.) that is consistent with the policies of the SMP.
3. Develop, as an economic asset, the recreation industry along shorelines in a manner that will enhance public enjoyment.
4. Ensure that any economic activity taking place along the shorelines operates without causing irreparable harm to the quantity of the site's environment or adjacent shorelands.
5. Protect current agricultural land uses of long-term commercial significance and provide for development of new agricultural uses for which adverse environmental effects can be mitigated.

NS-9.3: Circulation:

1. Provide safe, reasonable, and adequate circulation systems to shorelines where routes will minimize adverse effects on unique or fragile shoreline features and existing ecological systems, while contributing to the functional and visual enhancement of the shoreline.
2. Within the shoreline jurisdiction, locate land circulation systems that are not shoreline dependent as far from the land-water interface as

practicable to reduce interference with either natural shoreline resources or other appropriate shoreline uses.

NS-9.4: Conservation:

1. Develop and implement management practices that will ensure a sustained yield of renewable resources of the shorelines while preserving, protecting, enhancing and restoring unique and nonrenewable shoreline resources, environments, or features.
2. Reclaim and restore areas that are biologically and aesthetically degraded to the greatest extent feasible.
3. Preserve scenic vistas, aesthetics, and vital estuarine areas for fisheries and wildlife protection.

NS-9.5: Public Access:

1. Ensure that developments, uses, and activities on or near the shoreline do not impair or detract from the public's access to the water. Where practicable, public access to the shoreline should be enhanced.
2. Design public access projects such that they provide for public safety and minimize potential impacts to private property and individual privacy.

NS-9.6: Recreation:

1. Optimize recreational opportunities now and in the future in shoreline areas.
2. Encourage federal, state and local governments to acquire additional shoreline properties in Grant County for public recreational uses.

NS-9.7: *Historic/Cultural/Scientific:*

1. Identify, protect, preserve, and restore important archeological, historical, and cultural sites located in shorelands.
2. Encourage educational projects and programs that foster a greater appreciation of the importance of shoreline management, maritime activities, environmental conservation, and maritime history.
3. Prevent public or private uses and activities from destroying or damaging any site having historic, cultural, scientific or educational value without appropriate analysis and mitigation.

NS-9.8: *Wetlands:*

1. Preserve and protect natural (non-exempt) wetlands to prevent their loss and degradation.
2. Identify natural (non-exempt) wetlands areas and boundaries according to established identification and delineation procedures.
3. Provide adequate mitigation for disturbance of natural (non-exempt) wetlands and buffers in the shoreline environment.
4. Maintain a wetland buffer zone of adequate width between a natural (non-exempt) wetland and adjacent development to protect the functions and values of the wetland.
5. Base the width of the established buffer zone upon the functions and values of the natural (non-exempt) wetlands.
6. Natural (non-exempt) wetlands that are impacted by activities of a

temporary nature should be restored upon project completion.

7. Give preference to in-kind and on-site replacement of wetland functions and values. Where in-kind and/or on-site replacement is not feasible or practical due to the characteristics of the existing wetland or property, mitigation of equal or greater ecological value should be provided off site.
8. Require an applicant to monitor mitigation plans, and to take corrective action if necessary, in order to ensure long-term success of mitigation projects.
9. Develop standards and procedures for wetland banking allowing for approval of wetland mitigation banks on a case by case basis until such standards and procedures are adopted.

NS-9.9: *Utilities:*

1. Require utilities to utilize existing transportation and utility sites, rights-of-way and corridors whenever practicable, rather than creating new corridors in the shoreline environment. Joint use of rights-of-way and corridors in shoreline areas should be encouraged.
2. Locate utility facilities and corridors so as to protect scenic views. Whenever practicable, such facilities should be placed underground or alongside or under bridges.
3. Design utility facilities and rights-of-way to preserve the natural landscape and to minimize conflicts with present and planned land uses.

CHAPTER 4...

4. Prohibit solid waste disposal activities and facilities in certain sensitive shoreline areas.
5. Ensure that utilities that are necessary to serve shoreline uses are properly installed so as to protect the shoreline environment and water from contamination.
6. Locate and design utility facilities in a manner that preserves the natural landscape and shoreline ecology, and minimizes conflicts with present and planned land uses.
7. Locate utility features for adequate setback at river crossings so as to allow for natural river meander.

NS-9.10: Vegetation Management:

1. Stress prevention of aquatic weed problems. Where active removal or destruction is necessary, it should be the minimum necessary to allow water-dependent activities to continue. Control activities should minimize negative impacts to native plant communities, and include appropriate disposal of weed materials.
2. Invasive, noxious weeds causing irreparable damage to the shoreline environment should be removed with all due diligence.

NS-9.11: Water Quality:

1. Require developers to locate, design, construct, and maintain shoreline uses and activities to minimize adverse impacts to water quality and fish and wildlife resources.
2. Minimize or mitigate for impacts from agricultural activities such as animal feeding operations, feed lot

wastes, retention and storage ponds, manure storage, use of fertilizers and pesticides and other like activities by implementing best management practices.

NS-9.12: Urban Environment:

1. Prioritize the preservation or expansion of existing high-intensity commercial or industrial waterfront centers over the creation of new high intensity industrial or commercial sites.
2. Site industrial or urban development in areas without severe biophysical limitations.
3. Prioritize “water-dependent”, “water-related” and “water-enjoyment” uses over other waterfront uses.
4. Ensure that developments within the Urban environment are compatible with uses and activities in adjacent (including aquatic) environments.

NS-9.13: Rural Environment:

1. Protect areas with a high capacity of supporting agricultural or forestry uses from incompatible development.
2. Encourage public and private recreational facilities that are compatible with agriculture and forestry industry.
3. Discourage urban density development.
4. Promote low-density residential development.
5. Allow mineral extraction with sufficient buffers.

6. Require development within the Rural environment to be compatible with uses and activities in adjacent (including aquatic) environments.

NS-9.14: Conservancy Environment:

1. Prohibit or restrict activities and uses that would substantially degrade or permanently deplete the physical or biological resources of the area.
2. Restrict new development to that which is compatible with the natural or biological limitations of the land and water.
3. Prohibit activities or uses that would strip the shoreline of vegetative cover, cause substantial erosion or sedimentation, or adversely affect wildlife or aquatic life.
4. Encourage agricultural and recreational activities that will not be detrimental to the natural shoreline character.
5. Allow single family residential development as a principal use in the Conservancy environment.
6. Ensure that developments within the conservancy environment are compatible with uses and activities in adjacent (including aquatic) environments.

NS-9.15: Natural Environment:

1. Restrict or prohibit uses or developments that would significantly degrade the natural value or alter the natural character of the shoreline area.
2. Permit access for scientific, historical, educational and low-

intensity recreational purposes, provided that no significant adverse impact on the area will result.

3. Ensure that uses and activities permitted in locations adjacent to shorelines designated Natural are compatible and will not compromise the integrity of the natural environment.
4. Ensure that developments within the Natural environment are compatible with uses and activities in adjacent (including aquatic) environments.
5. Prohibit commercial and industrial uses other than low-intensity agricultural practices, low-intensity mineral extraction, and commercial forestry.
6. Prioritize preservation of resources over public access, recreation and development whenever a conflict exists.

NS-9.16: Aquatic Environment:

1. Prohibit structures that are not water-dependent and uses that will substantially degrade the existing character of the area.
2. Ensure that developments within the aquatic environment are compatible with the adjoining upland environment.
3. Encourage diverse public access opportunities to water bodies that are compatible with the existing shoreline environment.

NS-9.17: Agriculture:

1. Protect agricultural land of long-term commercial significance from

CHAPTER 4...

incompatible and preemptive patterns of development.

2. Protect the productivity of the land base by using best management practices to control soil erosion.
3. Maintain a vegetative buffer between agricultural lands and water bodies or wetlands.

NS-9.18: Boating:

1. Locate and design boating facilities so that their structures and operations will be compatible with the area affected.
2. Discourage the use of floating homes and houseboats. They should be allowed only in limited circumstances where their negative environmental impacts can be substantially avoided.

NS-9.19: Commercial Development:

1. Encourage new commercial development on shorelines to locate in those areas with existing, consistent commercial and/or industrial uses and in a manner that will minimize sprawl and the inefficient use of shoreline areas.
2. Encourage commercial development to utilize existing transportation corridors and to minimize the number of ingress/egress points. Ingress/egress should be designed to minimize potential conflicts with, and impact on, regular corridor traffic.

NS-9.20: Flood Hazard:

1. Restrict or prohibit development uses in flood plains that will be dangerous to health, safety or property during flood events.

2. Require enhanced construction standards in areas that are vulnerable to flooding.

NS-9.21: Industrial:

1. Restrict new industrial lands from being sited on sensitive and ecologically valuable shorelines.
2. Encourage new industrial development to provide physical and/or visual access to shorelines.
3. Encourage Industrial and Commercial Development within incorporated Urban Growth Areas, Rural Areas of More Intense Development, Major Industrial Developments, lands designated as Commercial and Industrial, and on existing Port-owned and/or operated parcels.

NS-9.22: Mining:

1. Protect water bodies from sources of pollution, including but not limited to, sedimentation and siltation, chemical and petrochemical use, and spillage and storage/disposal of mining wastes and spoils.
2. Minimize the disruption caused by mining activities so that the natural shoreline systems can function.
3. Minimize adverse visual and noise impacts of mining on surrounding shoreline areas.
4. Return closed mining sites to as near a natural state as feasible upon closure.

NS-9.23: Recreational Development:

1. Locate and design shoreline recreational developments to reflect

population characteristics, density and special activity demands.

2. Design recreational developments to minimize adverse impacts on the environment.
3. Encourage a variety of compatible recreational experiences and activities to satisfy diverse recreational needs.
4. Encourage the linkage of shoreline parks, recreation areas, and public access points with linear systems, such as hiking paths, bicycle paths, easements and/or scenic drives.
5. Locate and design recreational developments to preserve, enhance, or create scenic views and vistas.
6. Locate, design and maintain trails and pathways to protect bank stability.

NS-9.24: Residential Development:

1. Permit residential development where there are adequate provisions for utilities, circulation and access.
2. Design and locate residential development to preserve existing shoreline vegetation, to control erosion, and to protect water quality.
3. Encourage new residential development along the shoreline to cluster dwelling units in order to preserve natural features and minimize physical impacts.
4. Locate residential development so as not to cause significant adverse impacts to forestry, agricultural, or recreational uses.
5. Allow protection of single family residences and appurtenant

structures against damage or loss due to shoreline erosion.

NS-9.25: Transportation Facilities:

1. Locate roads to fit the topographical characteristics of the shoreline such that minimum alteration of natural conditions results. New transportation facilities should be located and designed to minimize the need for shoreline protection measures and to minimize the need to modify the natural drainage systems. The number of waterway crossings should be limited as much as possible.
2. Encourage trail and bicycle paths along shorelines where they are compatible with the natural character and ecology of the shoreline.
3. Encourage joint use of transportation corridors within shoreline jurisdiction for utilities and other forms of transportation.

NS-9.26: Shoreline Modification:

1. Allow location, design, and construction of riprap and other bank stabilization measures primarily to prevent damage to existing development or to protect the health, safety and welfare of Grant County residents.
2. New development requiring extensive shoreline stabilization should be discouraged.
3. Locate and design new development to prevent or minimize the need for shoreline stabilization measures and flood protection works.

CHAPTER 4...

4. Encourage development of an integrated erosion control strategy that balances structural and non-structural solutions to reduce shoreline damage in an environmentally sensitive manner.

NS-9.27: Dike and Levy:

1. Allow location, design, construction, and maintenance or removal of dikes and levies so that they will not cause significant damage to adjacent properties or valuable resources.

NS-9.28: Dredging:

1. Site and regulate dredging and dredge material disposal in a manner that minimizes adverse effects on natural resources.
2. Ensure that dredging operations are planned and conducted in a manner that will minimize interference with navigation and that will lessen adverse impacts to other shoreline uses.

NS-9.29: Landfill:

1. Allow landfills waterward of OHWM only when necessary to facilitate water-dependent and/or public access uses that are consistent with the master program.
2. Prohibit landfills waterward of OHWM on state-owned shorelands except when in the public interest.
3. Design and locate shoreline fills to minimize damage to existing ecological systems.
4. Design the perimeter of landfills to avoid or minimize erosion and sedimentation impacts. Encourage natural appearing and self-

sustaining control methods over structural methods.

NS-9.30: Pier, Dock, Float, and Buoy:

1. Design piers, docks, floats and mooring buoys to cause minimum interference with navigable waters and the public's use of the shoreline.
2. Site and design piers, floats, and docks to minimize possible adverse environmental impacts.

NS-9.31: Salmon Habitat:

1. Lessen impacts of uses, activities, structures, and landfills in salmon habitat, to the maximum extent possible. Significant unavoidable impacts *should* be mitigated by creating in-kind replacement habitat or other equal benefit where feasible.
2. Minimize the discharge of silt into waterways during in-water and/or upland construction.

NS-9.32: Parking:

1. Locate and design parking facilities to minimize adverse impacts including those related to stormwater runoff and water quality.

NS-9.33: Signage:

1. Design signs such that they do not block or otherwise interfere with visual access to the water of the shorelands.
2. Require that signs in the shoreline environment be linked to the operation of existing uses and attached to said uses.

NS-9.34: Utilities:

1. Require utilities to utilize existing transportation and utility sites, rights-of-way and corridors whenever possible, rather than creating new corridors in the shoreline environment. Joint use of rights-of-way and corridors in shoreline areas should be encouraged.

NS-9.35: Clearing and Grading:

1. Regulate clearing and grading activities in shoreline areas.
2. Avoid negative environmental and shoreline impacts of clearing and grading whenever possible through site planning, construction timing, bank stabilization, and the use of erosion and damage control methods.
3. Design clearing and grading activities with the objective of maintaining natural diversity in vegetation species, age, and cover density.

NS-9.36: Geological Hazard Area:

1. Minimize or mitigate development on unstable or moderately unstable slopes.
2. Avoid clearing vegetation on and within edges of bluffs. Retention of a natural buffer should be encouraged.
3. Design and construct structures in a manner that provides structural integrity and safety for their useful life.

4. Allow sufficient lot depth within new subdivisions such that bulkheading or other structural stabilization is not necessary.

Fire Hazards

Goal NS-10: Protect life and property in rural and resource areas of the County from fire hazards.

Policies

NS-10.1: The County should prepare an implementation plan for fire safety and prevention for rural and resource lands and presenting development standards.

Action: The County should establish a Fire Hazards Task Force comprised of citizens, fire district, city and county building officials, corporations, agricultural, DNR, other state agency, city and County representatives to develop a fire safety and prevention plan similar to that prepared for Kittitas County.

8

GRANT COUNTY COMPREHENSIVE PLAN



PART II – PLAN ELEMENTS

DEPARTMENT OF COMMUNITY DEVELOPMENT LONG RANGE PLANNING

CHAPTER 5

LAND USE ELEMENT

INTRODUCTION

Most recognize that land, and the various uses put to it, is a major force in our economy. We grow food on it, build our homes on it, and find employment on it. Without question, how land is used has a primary influence on our community character.

Yet what many of us don't recognize is that growth and land development carry with it some significant public costs; not only cost to the developer, but to surrounding land owners and even the broader community. Once land is developed, an ongoing financial responsibility results for all taxpayers. Roads, water, sewer, police and fire protection, and other services all have costs associated with land development. Since our fiscal resources are and will always be limited, it is crucial that we carefully consider how and when land is developed. With thoughtful, long-term planning, the substantial investment of both the public and private sector can be better protected. We must recognize that not only is the land supply limited, but so is our ability to serve it.

Just as land use drives our economy, this land use element can be considered the "driver" of this Comprehensive Plan. Each of the other elements is interrelated with the land use element. Yet, the simple allocation of available land among competing uses is rarely the sole factor in the land use decision making process. Even within the land use plan other variables significantly influence future land use patterns: population projections, wetlands and floodplains, agricultural and forest lands, etc. These factors all influence the type and intensity of the future development in unincorporated Grant County.

Planning for the type and intensity of development within unincorporated areas will make good use of public funds, maximize economic benefit, and protect the environment

and quality of place that Grant County residents treasure.

The challenge of the comprehensive plan is to set forth a course for Grant County that will preserve its rural character while encouraging growth. This growth must be sensitive to the environment with provisions for protecting groundwater and surface waters, while providing the services and employment base necessary for Grant County to continue to be a wonderful place to live.

This land use element has been prepared in accordance with the Growth Management Act (GMA) and the County-Wide Planning Policies document to address land uses in unincorporated Grant County over the next 20 years. This element of the comprehensive plan addresses the different kinds of land uses, future goals, and the process for implementing the goals through policies. Further, in addressing land uses such as commercial, industrial, residential and natural resource, the proposed general distribution, general location and extent of the use are defined. This element also includes population densities, building intensities and estimates of future population growth.

RELATIONSHIP TO OTHER PLANS

Growth Management Act Requirements

RCW 36.70A.070 establishes requirements for completing a land use element. The land use element must:

- Designate the proposed general distribution and general location and extent of uses of land, where appropriate, for agriculture, timber production, housing, commerce, industry, recreation, open space, public utilities, public facilities, and other land uses.

CHAPTER 5...

- include population densities, building intensities, and estimates of future population growth.
- Provide for the protection of the quality and quantity of groundwater used for public water supplies.
- Where applicable, review drainage, flooding, and stormwater runoff in the area and provide guidance for corrective actions to mitigate or cleanse those discharges that pollute waters of the state.

The GMA also requires comprehensive plans to address rural lands or those lands not designated for urban growth or resource lands.

Organization of this Element

The Land Use Element is organized as three elements in one, each dealing with one of the three major land use categories: (1) urban lands; (2) rural lands; and (3) natural resource lands. *Urban Lands* are those lands included within the Urban Growth Areas (UGAs) of each of Grant County's fifteen incorporated cities and towns. These areas are characterized by growth patterns that have made or are expected to make intensive use of land for buildings, structures, and impermeable surfaces. As a result, other land uses such as food production become incompatible. *Resource Lands* are those lands important for their ability to sustain the long-term commercial production of agricultural goods, forest products, and mineral extraction activities. *Rural Lands* are those lands outside of both UGAs and Resource Lands.

Presented within each of the sub-elements are the goals and policies related to that specific land use. It is the intent to promote a clearer and more complete view of the issues affecting development in each land use category.

The Land Use Element presents an analysis of existing conditions through an inventory of land use, area and ownership. This inventory data is used throughout the three sub-elements as well as many other chapters of the Plan.

County-Wide Planning Policies

In addition to meeting requirements of the GMA, the land use element should be consistent with Grant County's adopted County-Wide Planning Policies (CWPPs). The policies address land use in a number of ways. The policies are presented in each of the sub-elements as they relate to that particular land use category.

The CWPPs, taken together with the goals of the GMA, have been used to guide the Comprehensive Plan. Where the CWPPs clearly conflict with the most current goals or requirements of the GMA, the Comprehensive Plan follows the GMA. During the preparation of the Comprehensive Plan, Grant County staff have coordinated with the municipalities such that each was informed and allowed opportunity to comment on inconsistencies between the Plan and the CWPPs regarding population projections and allocation as well as more intensive rural development.

The Comprehensive Plan is consistent with and has been coordinated with the planning documents of regional planning bodies and local jurisdictions within Grant County. The Comprehensive Plan: (1) conforms with the Quad County Regional Transportation Plan, (2) is internally consistent and (3) is, to the greatest extent practicable without compromising the requirements of the GMA, consistent with the county-wide planning policies prepared by the Grant County Planned Growth Committee. The Plan meets the mandatory requirements of the GMA and furthers all of the goals of the GMA.

The Planned Growth Committee is currently proceeding with a process of reviewing proposed amendments to the CWPPs to promote their consistency with current provisions of the GMA. However, completion of this process and adoption of revised CWPPs will not be completed prior to adoption of the Comprehensive Plan.

Technical Appendices

More detailed discussions of the topics found in this chapter can be found in the following documents included in Part III-Technical Appendices of this Plan:

- *Grant County Economic Development Study* (Chase Economics & Reed Hansen Associates, January 1999);
- *Grant County Urban Growth Area Analysis: Population, Housing and UGA Land Allocations* (Proulx Cearns, Inc., December 1998); and
- *Grant County Rural Land Use Analysis: Population, Housing and Land Allocations* (Proulx Cearns, Inc., January 1999)

City Comprehensive Plans

Each of the fifteen incorporated cities of Grant County has prepared comprehensive plans in either draft or final form. These plans identify current city limits and urban growth boundaries for the 20-year planning period. These plans will serve as the comprehensive plans for the incorporated areas within the UGA boundaries. Although they appear in separate documents, they are integral parts of this Comprehensive Plan

Hanford Reach Protection & Management Program Interim Action Plan

On authority of the Boards of County Commissioners of Benton, Franklin and Grant Counties, an Interim Action Plan was prepared to assert the counties' preference for a direct, locally-based, long-term management and enhancement of the resources of the Hanford Reach beyond the tenure of the United States Department of Energy. The Interim Action Plan is intended to guide resource use while U.S. Congressional action regarding ownership and permanent management of the area is pending.

The overarching goal of the Interim Action Plan is to *"manage the Hanford Reach to protect and*

enhance plant and animal resources, to protect cultural resources, to provide for continued recreational and other compatible uses within the corridor, and to improve visitor understanding of the Reach's unique resources."

Airports

Grant County currently hosts seven airports. These essential public facilities function as transportation centers to neighboring cities and the county. Land uses around airports require special considerations to ensure that future growth is not limited and that public safety is protected. In order to achieve efficient land use the County, airport operators/owners, cities and all interested parties are encourage to participate in Airport Planning efforts. All airport plans are sent to Washington Department of Transportation Aviation Division for review and certification. For specific information on airports see the Transportation Element.

Stormwater

Within Grant County storm events are rare with an average annual rainfall of approximately 9 inches per year. The State Department of Ecology's *Stormwater Manual for Eastern Washington provides the guidance necessary to ensure that "waters of the state" are not impacted by development. Review of each development through the permit process and State Environmental Policy Act (SEPA) should include stormwater review. Furthermore, when or if areas of stormwater run-off, drainage or flooding become known the County and other jurisdictions will review options to public health and safety.*

Best practices for stormwater include:

- Provisions to retain natural hydrology and processes, such as limiting effective impervious surfaces, clustering, preserving open spaces and forests, and promoting low impact development practices.
- Protection measures identified for the watershed.

CHAPTER 5...

- Provisions to allow and promote clustering where green space, wetlands, habitat, and hydrologic processes need protection.

EXISTING CONDITIONS

Regional Context

A thorough discussion of the existing conditions in Grant County, including its land and people, is presented in Chapter 3 – Grant County Profile. Population, economic development, housing, settlement history, and the physical setting of the County can all be found in Chapter 3. Therefore, only a brief summary as it relates to land use is presented here.

As illustrated in Figure 3-1, Grant County is located in the central part of Washington. The fourth largest county in the State, Grant County is approximately 2,675 square miles in area and is bordered on the west by Douglas and Kittitas Counties, on the south by Yakima and Benton counties, on the north by Okanogan County, and on the east by Adams and Lincoln County.

The Columbia River flows in a deep valley along the west and southwestern boundary of the County. The terrain varies from steep and rocky to rolling hills and tabletop plateaus. The northern part of the County is characterized by loess mantled hills that have been dissected by the Channeled Scablands. The southern part in general is smooth, southward sloping plain that is deeply dissected and interrupted by the Saddle Mountains and Frenchman Hills, which create a distinct valley called Royal Slope and one reverse slope area called the Wahluke Slope. Babcock Ridge and Beezley Hills border the northern part of the plain.

The topography ranges in elevation from 380 feet above sea level along the Columbia River to 2,882 feet above sea level on the top of Monument Hill near Quincy. Nearly sixty-five percent of the County is considered productive farmland using both dryland and irrigation techniques.

With a large land base of 2,675 square miles and a 1998 population of 69,400 people, Grant County is very much a rural county. With its wide expanses of open lands—diverse farmlands and arid foothills—Grant County’s rural environment is one of its most attractive features.

Grant County’s fifteen incorporated cities and their surrounding urbanized areas constitute the urban growth areas. Outside the UGAs is a significant amount of land comprising the natural resource base of the County’s economy. Scattered outside the UGAs and among the resource lands are areas of land neither well suited for agriculture nor suitable for urban level development. These non-resource, non-urban areas comprise the rural land base of Grant County.

Of all the lands under County jurisdiction, agriculture as a use constitutes the highest percentage (63%). Nearly 1,100,000 acres are devoted to some form of agricultural production, as reported by the Washington Agricultural County Data 1994 as compiled by Washington Agricultural Statistics Service.

Agricultural areas are concentrated throughout Grant County. In general, the location of agriculture has been strongly influenced by the construction of irrigation facilities. Authorized in 1943, the Columbia Basin Project provided reclamation water to much of the area in 1952. Development increased rapidly during the 1960s and early 1970s. Significant areas of dryland agriculture also exist throughout the County.

Land Ownership

Of the approximately 1,845,000 acres of land in Grant County, about 1,150,668 acres are owned and controlled to some extent by the state or federal government. Major public land ownership is depicted in Figure 5-1 – Major Land Ownership and tabulated in Table 5-1. The largest single public ownership is the Wahluke Slope area owned by the U.S. Department of Energy Atomic Energy Commission, which totals about 64,209 acres.

The County has no jurisdiction over federal land. Although the County has jurisdiction and responsibility for land use planning over State lands, planning must be coordinated with the appropriate state agencies.

Land Use Inventory

In conjunction with this planning effort, a land use inventory was prepared based on a number of sources, including tax parcel data obtained from the Grant County Assessor’s Office, land use mapping interpretation, and site reconnaissance of specific areas. Parcel mapping obtained from the Assessor was utilized both for Plan mapping and land use analysis purposes.

**Table 5-1
Major Public Land Ownership**

<i>Land Owner</i>	<i>Area (Acres)</i>
Federal:	
Department of Energy	64,849
Other Federal	170,055
<i>Subtotal Federal</i>	<i>234,904</i>
State Department of:	
Fish & Wildlife	31,880
Natural Resources	75,683
Parks & Recreation	5,798
<i>Subtotal State</i>	<i>113,361</i>
Local:	
Grant County PUD	6,698
<i>Subtotal Local</i>	<i>6,698</i>
Total Public Ownership	354,963

Much of the land in Grant County serves multiple uses and thus is often difficult to classify in a single category. For example, a large agricultural parcel may contain a single-family residence, or farmworker housing, a processing plant, or all three. Some of the parcel may be vacant. For planning purposes, the tax use recorded by the Assessor was grouped based on the predominant use into the following major land use categories:

Residential

Land occupied by single-family residences, multi-family residences and apartments, condominiums, and mobile home parks.

Commercial/Industrial

Land occupied by buildings for the primary purpose of retail sale of goods and services and by buildings, materials, or equipment for the purpose of storage, manufacture, or transport of a product.

Dryland Agriculture

Land currently in use for the production of commercial crops or related activities without the benefit of irrigation.

Irrigated Agriculture

Land currently in use for the production of commercial crops or related activities with the benefit of irrigation.

Orchard

Land currently in use for the production of commercial orchard crops.

Rangeland

Land currently in use as rangeland for raising or grazing of livestock.

Vacant or Unimproved

Land currently undeveloped, including parks and open space.

The major land uses are depicted in Figure 5-2 and tabulated in Table 5-2. It is important to note that Figure 5-2 and Table 5-2 do not illustrate the proposed future land use (i.e., the Plan), but an inventory of existing land use in the County. This inventory provides a snapshot of land use at the present time.

POPULATION GROWTH AND FUTURE LAND USE NEEDS

The average annual rate of population growth in Grant County between 1990 and 1998 was 3.0 percent, which is considerably higher than the 1.0, 1.4 and 2.1 percent growth projected by the OFM for low, medium, and high series, respectively. While the medium series OFM population forecast is considered by OFM forecasters as the “most likely” projection, representatives of both Grant County and its cities believe the projection to be low. If recent

CHAPTER 5...

trends continue, county-wide growth will exceed the OFM medium series population projections. To ensure that the County and its incorporated cities and towns adequately address the economic challenges presented, and plan for housing, infrastructure, and services needed by the future population, it is reasonable to plan for the OFM high series. Using the high series will also avoid tightening urban land supply and raising housing costs.

Table 5-2
Existing Land Use Inventory

Land Use Classification	Area (Acres)
Residential	19,872
Commercial/Industrial	12,753
Irrigated Agriculture	340,878
Dryland Agriculture	314,836
Orchard	34,577
Rangeland	183,425
Unimproved/Vacant	584,738
Not Classified ¹	296,135
Total	1,787,214

¹ Existing land use was determined based on the Grant County Assessor's parcel database using GIS analysis. Because the parcel database is still being developed, not all parcels have been identified. Therefore, not all areas of the County are accounted for. Area is included in this category to balance with total area in County.

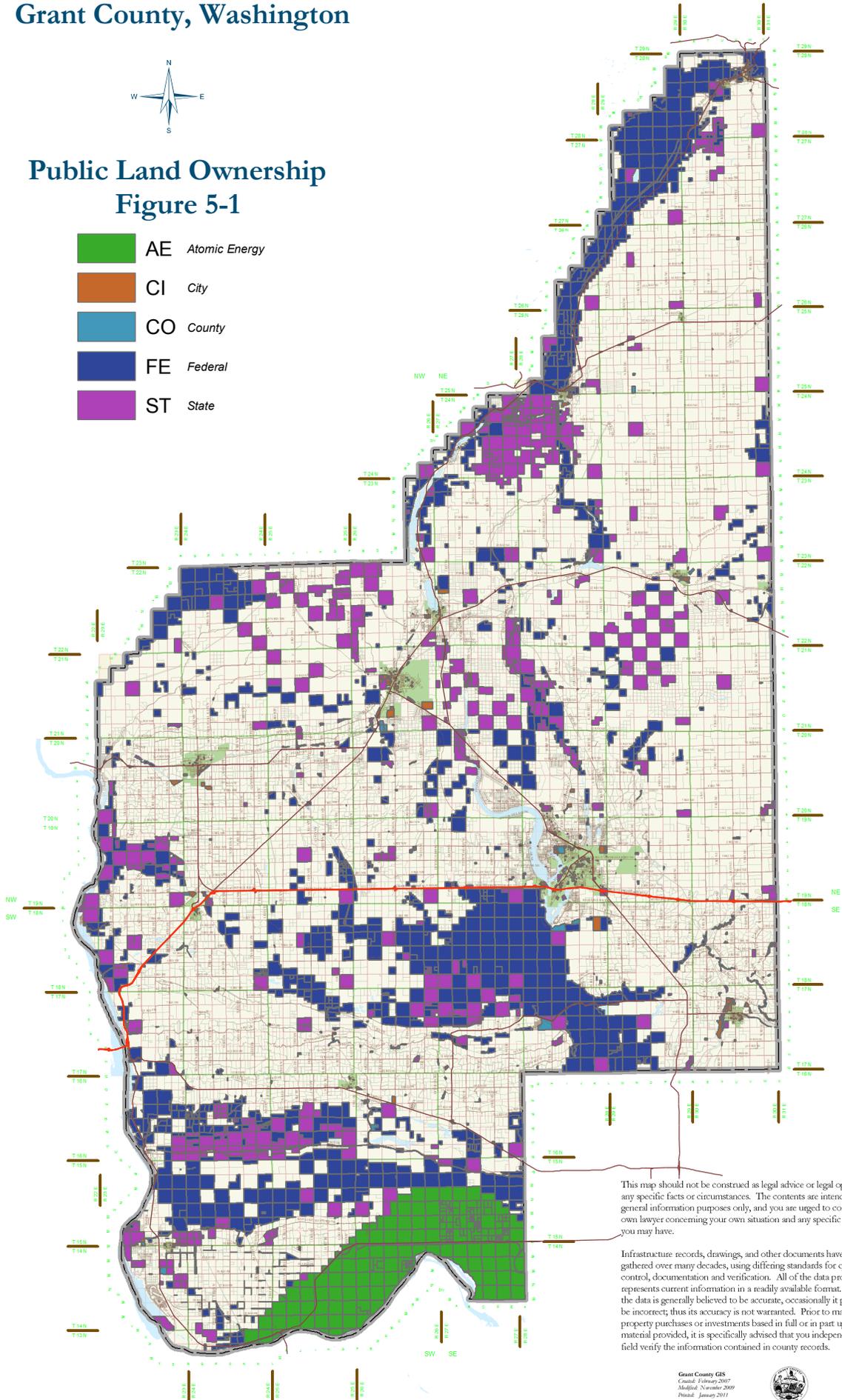
Based on the OFM high series, Grant County and its cities project and will plan for a population of 104,391 in 2018. In addition, the relocation of plant facilities by Genie Industries is expected to create in-migration of 1,970 persons, equaling a total 2018 population of 106,362. For the period 1998 through 2018, Grant County predicts population growth to increase by more than 50 percent, based on the OFM "high series" projection. This is equivalent to approximately 2.1 percent per year. At this rate, the county will add nearly 37,000 new residents over the next 20 years to yield a population of 106,362 people in 2018. The total population in Grant County is expected to increase from 69,400 people in 1998 to 106,362 people in 2018, for a net increase of 36,962 people over the 20-year planning period. Of that growth, 32,796 or 89% is expected to occur in Urban Growth Areas, and 4,166 or 11% in rural lands.

Comprehensive Plan Grant County, Washington



Public Land Ownership Figure 5-1

- AE *Atomic Energy*
- CI *City*
- CO *County*
- FE *Federal*
- ST *State*



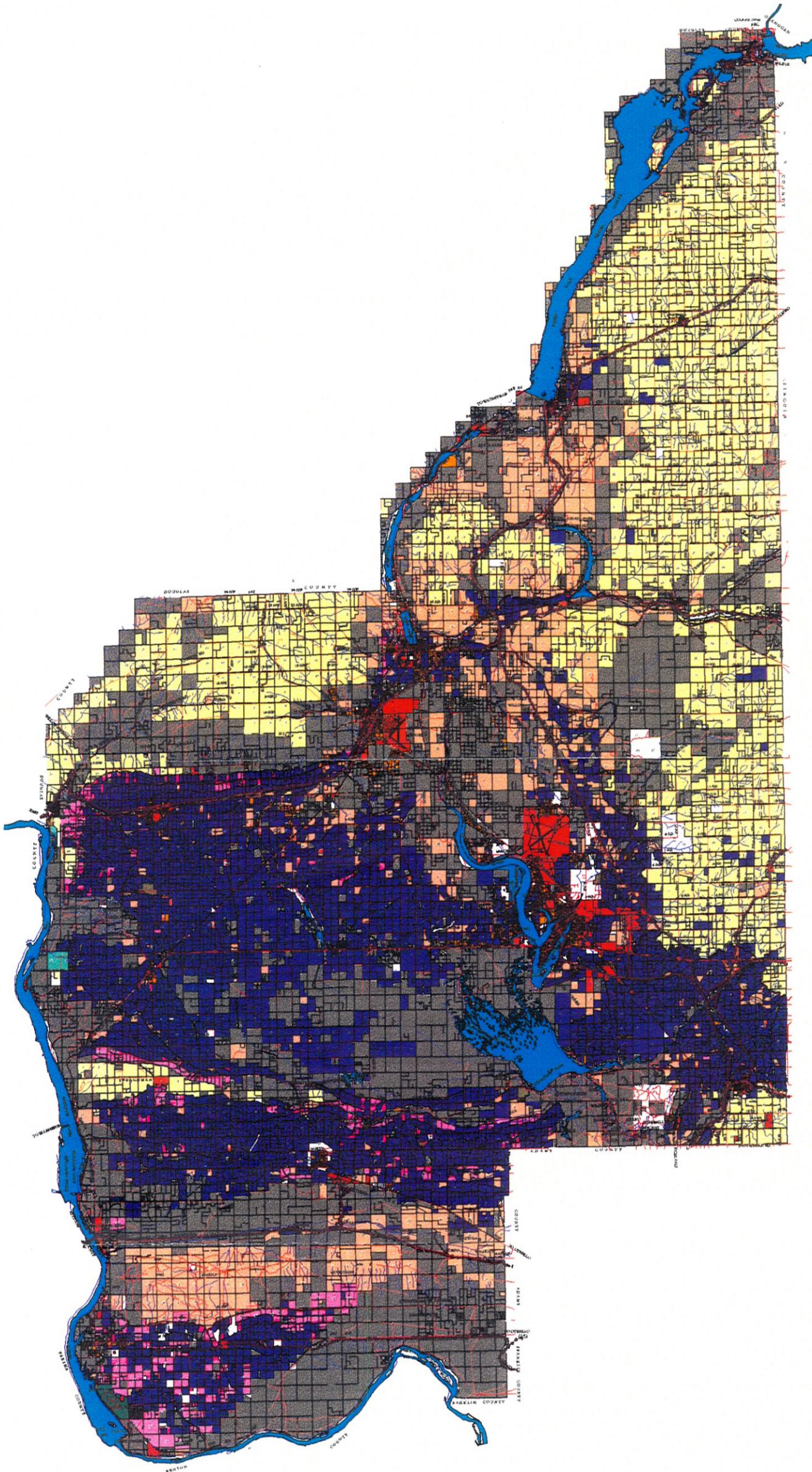
This map should not be construed as legal advice or legal opinion on any specific facts or circumstances. The contents are intended for general information purposes only, and you are urged to consult your own lawyer concerning your own situation and any specific questions you may have.

Infrastructure records, drawings, and other documents have been gathered over many decades, using differing standards for quality control, documentation and verification. All of the data provided represents current information in a readily available format. While the data is generally believed to be accurate, occasionally it proves to be incorrect; thus its accuracy is not warranted. Prior to making any property purchases or investments based in full or in part upon the material provided, it is specifically advised that you independently field verify the information contained in county records.



Comprehensive Plan
Grant County, Washington

Figure 5-2
Existing Land Use



0 2000 Feet

Legend

Land Use Type

-  Residential
-  Commercial / Industrial
-  Unimproved
-  Irrigated Agriculture
-  Orchard
-  Dryland Agriculture
-  Rangeland

Original data compiled by Grant County and other sources. Spatial Information may not meet National Map Accuracy Standards, and may not be reliable or suitable for a particular purpose. Intended purpose is for reference to land use designation criteria.

Date: September 1999

Grant County
Department of Community Development
Long Range Planning Division



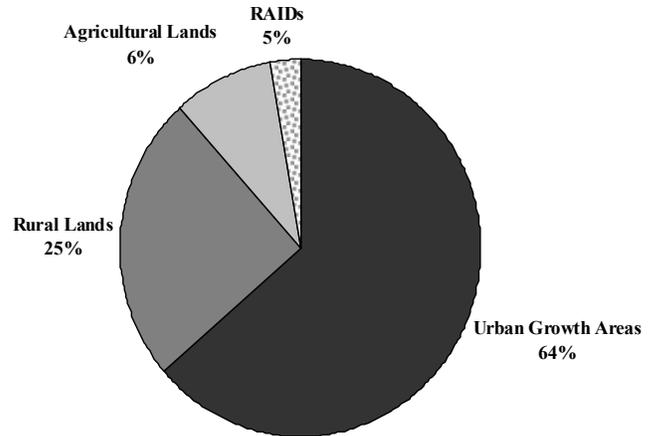
PCI
Proulx-Cearns, Inc.

In 1998, a substantial majority (44,348 or 64%) of the total county population is residing within the UGAs. In 2018, the total County population of 106,362 is expected to be distributed as 77,144 (72.5%) people residing in UGAs and 29,218 (27.5%) in rural and resource lands.

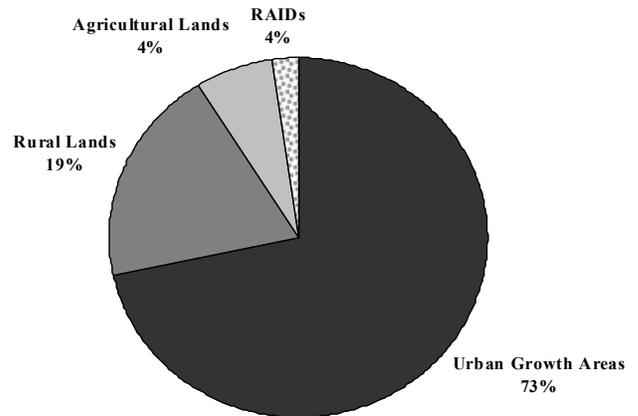
Detailed population and demographic data and population projections for each city and its associated UGA are presented in Appendix A – Urban Growth Area Analysis. Detailed population and demographic data and population projections for rural lands are presented in Appendix D. Chapter 3 of the Comprehensive Plan presents population and demographic data for the County. Current and projected population is summarized for the various land use categories in Table 5-3 and Figures 5-3 and 5-4. Land use analyses are presented in Appendices A and D and in the Urban and Rural Sub-elements.

and D. Each land use designation includes a statement of purpose and a description of characteristics typifying lands developed under each designation. The total land area within each of the designations is provided in Table 5-4.

**Figure 5-3
1998 Population Distribution**



**Figure 5-4
2018 Population Distribution**



**Table 5-3
Rural Land Population Distribution**

Rural Area	1998	2018
	Population	Population
Urban Growth Areas	44,348	77,144
Resource Lands	3,974	4,178
Rural Lands	21,078	25,039
Total	69,400	106,362

LAND USE DESIGNATIONS

Overview

The GMA requires that the county “designate the proposed general distribution and general location and extent of the uses of land, where appropriate, for agriculture, timber production, housing, commerce, industry, recreation, open spaces, general aviation airports, public utilities, public facilities, and other land uses” (RCW 36.70A.070(1)). Population densities, building intensities and estimates of future population growth must also be included. This Land Use Element summarizes each of the land use designations depicted on the Future Land Use Map (Figure 5-5). Full descriptions of the analyses performed to determine the distribution, and location of each designation is contained in the respective sub-elements and in Appendices B

Urban Growth Areas

General

Designating Urban Growth Areas (UGAs) recognizes both the historical and existing urbanizing development pattern in the county.

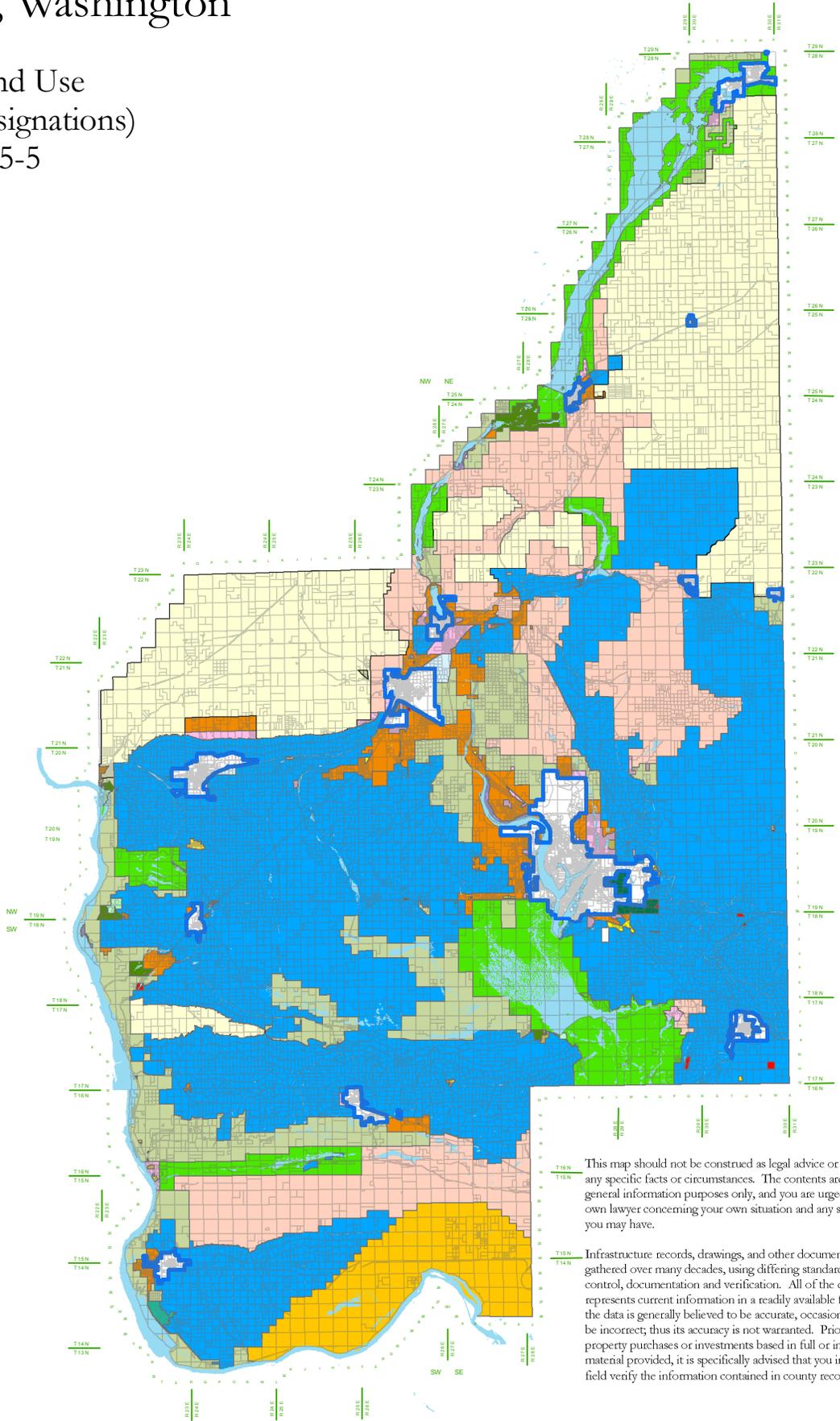
Comprehensive Plan Grant County, Washington

Future Land Use
(Land Use Designations)
Figure 5-5

Parcel Boundary
Urban Growth Area Boundary
Water Body

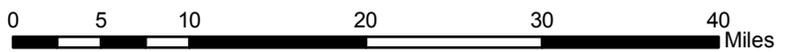
**Comprehensive Plan
Land Use Designation**

- Rural Residential 1
- Rural Residential 2
- Rural Remote
- Commercial (Rural)
- Industrial (Rural)
- Open Space (Rural)
- Master Planned Industrial
- Master Planned Resort
- Urban Reserve (Rural)
- Hanford Federal Reserve
- Agricultural Service Center
- Recreational Development
- Rural Community
- Rural Village
- Shoreline Development
- Dryland
- Irrigated
- Rangeland



This map should not be construed as legal advice or legal opinion on any specific facts or circumstances. The contents are intended for general information purposes only, and you are urged to consult your own lawyer concerning your own situation and any specific questions you may have.

Infrastructure records, drawings, and other documents have been gathered over many decades, using differing standards for quality control, documentation and verification. All of the data provided represents current information in a readily available format. While the data is generally believed to be accurate, occasionally it proves to be incorrect; thus its accuracy is not warranted. Prior to making any property purchases or investments based in full or in part upon the material provided, it is specifically advised that you independently field verify the information contained in county records.



Grant County recognizes that while these areas are characterized as “urban” for Grant County, they are nonetheless to be distinguished from the type of “urban” development that is found in many cities in the Puget Sound region of Washington State. By designating UGAs, GMA requirements and countywide planning policies are being satisfied. Expansion of urban services will be provided to encourage infill where logical and economical and discouraged where not.

UGAs are areas where urban services are available or are planned to be provided. Development will address environmental constraints, concentrations of existing development, and existing infrastructure and services. New development requiring urban facilities and services will be located in UGAs. This portion of the Land Use Element describes general procedures for designation of UGAs. A complete analysis is provided in the Urban Sub-Element and Appendix B.



Most of the new housing in Grant County will locate in the UGAs during the next twenty years, and most of the public spending for facilities and services will be directed to the UGAs. This will promote efficient use of public infrastructure dollars and enhance community diversity and livability. Commercial and industrial activity will also be encouraged within the UGAs. Most services within UGAs will be provided by the cities. Other service providers are appropriate within UGAs for regional or countywide services.

Planning for UGAs that include incorporated municipalities should be coordinated among the Cities, Towns and the County. Though incorporated lands within the UGAs remain under the County’s jurisdiction, it is beneficial to the cities, towns, and the County to plan jointly for their future use.

City Comprehensive Plans

Each of the fifteen incorporated cities of Grant County has prepared comprehensive plans in either draft or final form. These plans identify current city limits and urban growth boundaries for the 20-year planning period. These plans will serve as the comprehensive plans for the incorporated areas within the UGA boundaries. Although they appear in separate documents, they are integral parts of this Comprehensive Plan.

Urban Land Use Designations

Urban land use designations shall be as described in each jurisdictions respective comprehensive plan. The County should develop Unified Development Ordinances (UDOs) governing land use within UGAs and outside of corporate limits in cooperation with the cities. Urban Land Use designations should, to the greatest extent practicable, be standardized for all UGAs to include the following:

- Residential, Suburban (R1);
- Residential, Low Density (R2);
- Residential, Medium Density (R3);
- Residential, High Density (R4);
- Commercial;
- Heavy Industrial;
- Light Industrial;
- Open Space/Recreation;
- Public Facility; and
- Urban Reserve.

General definitions of each designation are presented in the Urban Sub-Element, and more fully described in each of the city comprehensive plans.

Rural Land Use Designations

The purpose of designating rural land use areas is to provide for a variety of rural residential land use densities



CHAPTER 5...

while maintaining overall lower than urban densities at rural service levels, encourage rural activities such as farming, and retain rural character and urban space. Designating rural land use areas minimizes service demands and costs on County government and taxpayers, preserves historic and cultural sites and structures and rural landscapes, and protects designated natural resource lands and identified critical areas.

Rural land use areas also provide a choice in living environments, through a mix of large lots and existing smaller lots in rural centers, such as Rural Communities and Rural Villages, where rural residents and others can gather, work, shop, entertain, and reside. Commercial and compatible industrial development may continue to locate and prosper in rural centers under limited conditions.

The purposes of rural areas are to:

- Support the rural aspects of Grant County.
- Protect areas with environmental constraints and preserve and buffer natural resource areas of agriculture, mineral deposits, and fish and wildlife habitats from encroachment by or irreversible conversion to more intense uses.
- Allow low intensity residential uses which do not require a high level of public services and facilities.
- Allow limited areas of more intensive rural development including the infill, development or redevelopment of existing areas; the intensification of existing or development of new small-scale recreation or tourist uses; and the intensification of existing or development of new isolated non-residential development, cottage industries, and small-scale businesses. Public services may be provided to these areas.

Rural areas are characterized by low density residential dwellings, concentrated mixed use areas, isolated commercial and industrial uses, farms, forest, mining areas, outdoor recreation

and other open space activities. Commercial uses are generally small in scale. They may provide convenience services to the rural neighborhood, but are not principally designed to serve the rural population. Industrial uses will generally be those that are related to or dependent on natural resources such as agriculture, aquifer supply, timber or minerals. Home-base occupations and cottage industries are allowed throughout the rural area provided they do not adversely affect the surrounding residential uses.

Grant County recognizes the following Rural Land Use Designations:

- Urban Reserve
- Rural Residential 1
- Rural Residential 2
- Rural Remote

Urban Reserve – 1 Unit per 5 Acres

The purpose of this designation is to recognize those areas that appear to be transitioning, at varying rates, from rural to urban, and are appropriate for areas of increasing density and potential future service from a municipal or privately-owned community water system. Such areas may currently range in density from rural, or contain a hybrid of rural and urban densities. Such areas are located in close proximity to an urban growth area, but are either beyond the present availability of city water and sewer service, or are not yet urban in character, making them inappropriate for inclusion in the UGA. Such areas are deemed necessary to hold in reserve for potential inclusion within an Urban Growth Area in response to future needs as reflected in revised or updated population or employment forecasts or allocations.

These areas are given an interim low density designation of one dwelling unit per 5 acres as a means of preventing establishment of land uses or land use patterns that could foreclose planning options and eventual development or redevelopment at higher urban densities.

Designated Urban Reserve lands should be considered as “joint planning areas” subject to a joint planning process between the County and

the affected city or cities intended to resolve issues regarding potential land uses. Such areas should undergo annual review of urban growth area assumptions and monitoring of growth indicator data to provide “early warning” to ensure that the land supply is not being over constrained or that development is occurring in a manner inconsistent with the intent of the urban growth area. An annual review process for such areas is described in Chapter 5 – Land Use.

Designated Urban Reserve lands that are determined to not be needed or appropriate for urban development and future inclusion in an Urban Growth Area, pursuant to a defined joint planning process, may be re-designated through the Comprehensive Plan amendment process.

Rural Residential 1 – 1 Unit per 5 Acres

The purpose of this designation is to maintain the rural aspects of the County and to provide buffering or transitions between existing rural developments and areas of higher or lower densities. The rural residential areas are characterized by activities including, but not limited to, small-scale farms, dispersed single-family homes, and open space. The maximum density is one dwelling unit per five (5) acres. Lands are typically too far from the urban area to enable cost-effective provision of public services nor do typical uses require provision of urban services.

Rural Residential 2 – 1 Unit per 2½ Acres

The purpose of this designation is to maintain the rural aspects of the County and to recognize those areas where some platting to smaller lots already exists and where some services and infrastructure may exist. The rural residential areas are characterized by activities including, but not limited to, small-scale farms, dispersed single-family homes, and open space. The maximum density is one dwelling unit per two and one-half (2½) acres.

Rural Remote– 1 Unit per 20 Acres

The purpose of this designation is to differentiate from the higher density rural land use to reflect the area's remoteness and/or limited opportunity for development. Such areas are those not

suitable for intensive farming and are generally not attractive for residential development. The primary land uses in the remote residential areas include, but are not limited to, resource-oriented activities (farming and mineral extraction), open space, and residential. The maximum density is one dwelling unit per twenty (20) acres.

**Table 5-4
Future Land Use Designations**

<i>Land Use Designation</i>	<i>Gross Area (Acres)</i>
Rural Lands:	
Urban Reserve	2,710
Rural Residential 1	60,921
Rural Residential 2	8,717
Rural Remote	162,336
Rural Village	1,717
Rural Community	1,305
Agricultural Service Center	592
Recreational Development	1,771
Shoreline Development	2,651
Major Industrial Development	0
<i>Subtotal</i>	<i>242,720</i>
Urban Growth Areas:	
Incorporated Cities/Towns	18,330
Unincorporated UGA	27,369
<i>Subtotal</i>	<i>45,699</i>
Resource Lands:	
Agricultural:	
Dryland	333,961
Irrigated	716,702
Rangeland	213,618
<i>Subtotal Agricultural</i>	<i>1,264,281</i>
Mining ¹	3,155
Open Space	158,305
Hanford Reservation	64,849
Commercial	2,068
Industrial	9,292
Total	1,787,214

¹ All permitted mining operations are designated as Mineral Resource Lands. The Mineral Resource Land designation is an “overlay” designation which overlays several other land use designations. Therefore, the area designated as mining is not included in the total area.

Lands are typically too far from the urban area to enable cost-effective provision of public services at this time. Such areas require on-site water and sewer service, may be outside of fire service, or have other site constraints. They may be outside

CHAPTER 5...

existing main road networks and distant from existing utilities.

Rural Areas of More Intensive Development

Some rural areas in Grant County are currently characterized by “more intensive development” either in terms of the types of land uses or density and intensity of activities. Such areas may, for example, be developed at urban densities, possess urban services, and contain a mix of uses that are traditionally considered more urban than rural.

The GMA recognizes the need to maintain and protect the county’s rural character and existing land use patterns. They permit counties to define “limited areas of more intensive development” subject to a number of guidelines and criteria (RCW 36.70A.070(5)(d)). These amendments permit land uses that are compatible with the existing rural character of such lands, provides for a variety of rural densities and uses, and provide an opportunity to harmonize or reconcile Grant County’s historical land use patterns with the requirements of the GMA.

As exceptions to the types of development generally permitted in rural areas, these “rural areas of more intensive development” (RAIDs) allow identification, recognition, and designation of existing areas with established development patterns. These existing areas may be permitted to accommodate limited additional growth through infill, new development, or redevelopment. The types of rural development permitted include:

- Commercial;
- Industrial;
- Residential;
- Mixed-use;
- Intensification or new development of small-scale recreational or tourist uses that rely on a rural setting or location; and

- Intensification of development containing isolated non-residential uses or new development of isolated cottage industries and isolated small-scale businesses.

These areas may contain public facilities and services, but they must be limited to what is necessary to serve the limited area and such that low density sprawl does not occur.

Based on the characterization of the existing areas of more intensive development and the criteria defined above, the following designations have been established:

- Rural Community
- Rural Village
- Recreational Development
- Shoreline Development
- Agricultural Service Center

Complete descriptions of each of the RAID designations are provided in the Rural Sub-Element. Designation criteria are tabulated in Table 5RU-1 in the Rural Sub-Element.

Commercial and Industrial Areas

Commercial and industrial uses throughout rural, unincorporated Grant County will be guided by the goals and policies contained in this Comprehensive Plan. Such uses do not require a commercial or industrial land use designation under this Plan. Rather, existing and new commercial and industrial land uses will be subject to this Plan’s land use policies and subsequent development regulations.

Development regulations will more specifically identify commercial and industrial development opportunities and limitations, and through ordinance and code language will explain how the Comprehensive Plan policies will be put into practice. Those regulations will expand upon the policies describing how existing uses can continue, under what circumstances they can expand, and under what circumstances they can change from one commercial or industrial use to another.

The zoning map to be adopted with the implementing development regulations will illustrate where such commercial and industrial zoning districts will be located throughout the County. In general, it is anticipated that existing commercial and industrial zones outside Urban Growth Areas will retain commercial and industrial zoning, but with the rural and resource land restrictions described in this Plan. In the future, new commercial and industrial development proposals, if consistent with the Comprehensive Plan policies, will only require a rezone and not a Comprehensive Plan amendment.

While often related to natural resources, the area to be zoned industrial should itself have minimal potential for natural resource utilization. Industrial land should be capable of supporting industrial development with minimal environmental constraints. Particularly important is the ability to support intensive use without significant adverse effects on surface or ground water.

Enough land should be available in an industrial zone so that expansion of individual industrial establishments may be accommodated, or so that several establishments may be served in one contiguous area. At the same time, buffer areas must be provided to separate industrial uses from any adjacent non-industrial areas. Few residential or commercial uses should exist on lands considered for zoning as industrial.

Fully Contained Communities

This Comprehensive Plan recognizes that there may be a potential for the development of Fully Contained Communities (FCCs) at some time in the future as allowed under the GMA. The Plan intends that development of a FCC be allowed, subject to certain criteria for approval being met, as described in the Rural Sub-element. At this time, no potential Fully Contained Communities have been identified or designated.

Master Planned Resorts

A master planned resort as defined by the GMA

is a “self-contained and fully integrated planned unit development, in a setting of significant natural amenities, with primary focus on destination resort facilities consisting of short-term visitor accommodations associated with a range of developed on-site indoor or outdoor recreational activities.” Other residential uses may be included within its boundaries, but only if the residential uses are integrated into and support the on-site recreational nature of the resort. An example could include a tourist-oriented community surrounding a golf course located adjacent to a scenic area, such as a lake or river.

Master planned resorts outside established UGAs may be allowed only if:

- The county’s comprehensive plan identifies policies to guide the development of master planned resorts;
- The comprehensive plan and development regulations include restrictions that preclude new urban or suburban land uses in the vicinity of the master planned resort, except in areas designated as UGAs;
- The county includes a finding in the plan approval process that the land is better suited, and has more long-term importance, for the master planned resort than for commercial agricultural production, if the resort is located on land designated as an agricultural resource;
- Critical areas are protected; and
- On-site and off-site infrastructure impacts are considered and mitigated.

The intent of this Plan is to allow Master Planned Resorts having urban characteristics to be located outside of UGAs, subject to certain criteria specified in the Rural Sub-element. It is the policy of Grant County to allow the development of fully integrated destination resorts at appropriate locations within the County to promote tourism and take advantage of the area’s scenic and natural amenities. Provisions will be

CHAPTER 5...

made in the development regulations of the County that provide for the review and approval with conditions of master planned resorts.

Sun Lakes Dry Falls State Park is designated as a Master Planned Resort as described in the Rural Sub-element.

Major Industrial Developments

A “major industrial development” is defined in the GMA as a master planned location suitable for manufacturing or industrial businesses that:

- requires a parcel of land so large that no suitable parcels are available within an urban growth area; or
- is a natural resource-based industry requiring a location near natural resource land upon which it is dependent; or
- requires a location with characteristics such as proximity to transportation facilities or related industries such that there is no suitable location in an urban growth area.

A major industrial development outside urban growth areas is allowed under the GMA, subject to certain conditions. Location of manufacturing or industrial businesses in a major industrial development sited away from urban population centers may enhance public safety and health.

The major industrial development may not be for the purpose of retail commercial development or multi-tenant office parks.

The intent of this Plan is to allow Major Industrial Developments outside of UGAs, subject to certain criteria specified in the Rural Sub-element. The intent of this Plan is to work with the cities, port districts, and other interested jurisdictions to develop a process for designation of major industrial developments.

An inventory of developable land has been conducted as part of the Plan development process (see Technical Appendix A – Economic Profile of Grant County). The inventory

concludes that there are excellent prospects for continued high rates of industrial growth in the County. The primary prospects for industrial growth are in the Wheeler Corridor and adjacent areas of Moses Lake as well as in the vicinity of the Port of Moses Lake/Grant County International Airport. However, the available supply of developable industrial lands in both areas is limited and not expected to be adequate to accommodate potential industrial growth.

Master Planned Industrial areas have been designated under RCW 36.70A.367. Future Industrial developments outside of the UGA may be considered following RCW 36.70A.365 requirements. The County intends that an advisory committee be formed, to include representatives of the Ports, interested cities, economic development agencies, the County, the Planning Commission and other interested parties, to identify and evaluate potential locations.

Resource Land Designations

Forest Lands

According to the designation guidelines of GMA (RCW 36.70A.050) there are no resource Forest Lands within Grant County.

Agricultural Lands

The GMA (RCW 36.70A.160) requires counties to identify, classify, and designate agricultural lands of long-term commercial significance. In addition, the GMA directs the Washington State Department of Community, Trade and Economic Development (DCTED) to provide guidelines to counties for designating such resource lands.

Grant County classifies Agricultural Lands of Long-term Commercial Significance as:

- Dryland Agricultural Land;
- Rangeland; and
- Irrigated Agricultural Land.

Dryland Agricultural Land is land used primarily for grain or feed crop production, including ground in the Federal Conservation Reserve Program (CRP).

Irrigated Agricultural Land is land used for the production of hard and soft fruits as well as forage and grain crops and vegetables.

Rangeland is land used primarily for livestock raising and as rangelands for grazing livestock.

Classification criteria for each of the agricultural classifications are presented in the Resource Lands Sub-Element. Grant County designates lands meeting the classification criteria for Dryland Agricultural Land, Rangeland, and Irrigated Agricultural Land as conservation areas for

agricultural resource lands of long-term commercial significance under RCW 36.70A.060



and RCW 36.70A.170. The purpose of this designation is to conserve these lands for agricultural production.

Mineral Lands

The Growth Management Act (RCW 36.70A.170) states that "...each county...shall designate where appropriate...mineral resource lands that are not already characterized by urban growth and that have long-term significance for the extraction of minerals." Mineral lands in Grant County are identified as land that has long-term significance for the extraction of minerals. Mineral lands are further classified as any area in Grant County presently covered under a valid DNR surface mining permit, excluding those that are located within:

1. any designated Urban Growth Area boundary in Grant County; and
2. any designated boundary of a Rural Village, Rural Community, Shoreline Development, Recreational Development, Agricultural Service Center, Commercial Area, Industrial Area, or any other area designated as a "Rural Area of More Intensive Development" in Grant County.

There may be additional areas that have not yet been identified or permitted by the DNR, and, therefore, have not been classified or designated for their long-term commercial significance. Future amendments to this Plan may recognize and designate additional mineral resource lands when a surface mining permit is granted by the DNR.

Resource Land Residential Density Policy

A maximum residential gross density of 1 dwelling unit per 40 acres shall be allowed in designated agricultural and mineral resource lands.

Maps and References

Lands designated in this Comprehensive Plan are shown in Figure 5-5 Future Land Use Map and Map 3 included in Part V—Map Portfolio of this Comprehensive Plan. Figure 5-5 and Map 3 represent an interpretation of the classification criteria defined in this Land Use Element and the Sub-elements based on current conditions. Both Figure 5-5 and Map 3 are reference maps intended to provide guidance to the Administrator and/or Review Authority in determining the extent of designated lands in relation to a site specific development proposal.

OPEN SPACE AND RECREATION

Introduction

Since World War II, Americans have become increasingly active and expectant of convenient, outdoor recreational opportunities. This trend grew in the 1960's as the environmental movement signaled a shift in our view of man's relationship to natural systems. And the health and fitness boom of the 1980's saw more Americans than ever recognizing the personal benefits of physical exercise. Today, federal, state, and regional parks, trails, and playgrounds help meet the demand to "get back to nature," stay physically fit and find relief from urban surroundings. As Grant County's population grows, the need for more open space and

CHAPTER 5...

recreational opportunities will grow proportionately.

Although Grant County owns no parks, the County is blessed with vast areas of open space and an abundance of natural outdoor recreation opportunities. There are numerous state parks in the County, including Potholes State Park, Moses Lake State Park, Sun Lakes State Park, Summer Falls State Park, and Steamboat Rock State Park. There are also a large number of privately-owned resorts and recreational destinations associated with the water bodies and other outdoor opportunities of the County.

The Columbia River, Beezley Hills, Potholes Reservoir, Ancient Lakes area, Crab Creek drainage area, Grand Coulee recreational area, Wahluke Slope, Saddle Mountains, Moses Lake, Priest Rapids and Wanapum reservoirs, Lenore Lake, Banks Lake, Lake Roosevelt, Billy Clapp Lake, trails, farmlands, riparian corridors, lakes, and shorelines contain the natural beauty and character of Grant County's landscape. This setting contributes greatly to the quality of life enjoyed by county residents who value its elements of environmental quality, scenic beauty and recreational opportunities. Open spaces are essential components to the health and well being of individuals and communities.

With its unique range of outdoor recreational opportunities, Grant County has much to offer outdoor recreationists. Our climate, unique geological formations, and large holdings of public land have made this area an increasingly popular place in which to recreate. Here, residents and visitors alike can enjoy many outdoor activities. Fishing and hunting, boating, camping, hiking, biking, and simply walking are some of the more popular types of outings.

Purpose

This Open Space and Recreation section of the Land Use Element serves two related purposes: (1) to identify the County's unique and important natural areas, open spaces and corridors, and scenic and natural resource lands, and (2) to clarify the broader functions and benefits of the

County's open spaces. Open space, in this instance, includes resource lands, greenbelts, wetlands, geologically hazardous areas and other areas covered under the Grant County Resource Lands and Critical Areas Ordinance. All these areas contribute to the County's appearance but are not parks in the traditional sense.

This section defines which open space lands should be designated and protected now, and how it should be done. It also establishes a framework for considering other lands for future designation and protection.

GMA Requirements

The Growth Management Act (GMA) requires Grant County to address the following related goals (RCW 36.70A.020):

Goal (1) Urban Growth – Encourage development in urban areas where adequate public facilities and services exist or can be provided in an efficient manner.

Goal (2) Reduce Sprawl – Reduce the inappropriate conversion of undeveloped land into sprawling, low-density development.

Goal (8) Natural Resource Industries – Maintain and enhance natural resource-based industries, including productive timber, agricultural, and fisheries industries. Encourage the conservation of productive forest lands and productive agricultural lands, and discourage incompatible uses.

Goal (9) Open Space and Recreation – Encourage the retention of open space and development of recreational opportunities, conserve fish and wildlife habitat, increase access to natural resource lands, and discourage incompatible uses.

Goal (10) Environment – Protect the environment and enhance the state's high quality of life, including air and water quality, and the availability of water.

Goal (13) Historic Preservation – Identify and encourage the preservation of lands, sites, and structures that have historical or archaeological significance.

Beyond these planning goals, the Growth Management Act (GMA) also requires local jurisdictions to designate five types of environmentally sensitive or "critical" areas and adopt development regulations to protect them (RCW 36.70A.170(1)(d)). The GMA also requires that before approving subdivisions or short plats, written findings must be made which show that appropriate provisions are made for a wide range of public facilities including open spaces, parks and recreation, and playgrounds (RCW 58.17.060 & 58.17.110).

Communities planning under the GMA must also designate greenbelt and open space areas within and between each urban growth area, and identify land useful for recreation, wildlife habitat, trails, and connections of critical areas (RCW 36.70A.110(2) and RCW 36.70A.160). Comprehensive plans are to consider the use of innovative land use management techniques that help retain open space, such as clustering development and the transferring of development rights (RCW 36.70A.090).

To plan for recreation and open space we must examine the potential for open space corridors that follow rivers, trails, ridge tops, unused rights-of-way such as abandoned railbeds, and other linear features. These places provide a visual and mental break from the asphalt and buildings of our urban landscape. They link communities in ways that don't require cars and highways. Open space around urban areas also brings order by creating a distinct beginning and end to cities. As a result, open space indirectly limits urban sprawl and creates a "sense of place." Open space policies also allow us to protect undeveloped lands of exceptional value and protect wildlife and their habitat. Open space, through the Resource Lands and Critical Areas Ordinance, protects our wetlands, shorelines, steep slopes and other geologically hazardous areas.

Relation of Open Space to Resource Lands and Critical Areas

The Growth Management Act requires the designation and protection of environmentally sensitive lands (critical areas) and commercially significant resource lands (forest, agricultural and mineral lands). Besides meeting other GMA planning goals, the protection and retention of these lands help fulfill our open space requirements. Enforcement of the County's Resource Lands and Critical Areas Ordinance produces open spaces through the establishment of vegetative buffers along our streams and wetlands. Vegetative buffers support the functional properties of these natural features including flood water storage, streambank and shoreline stabilization, erosion control and wildlife habitat.

If we are unable to sustain resource lands and critical areas, we lose their open space values as well. Critical areas, such as flood plains and steep slopes, need to be regulated to protect public health and safety. Inappropriate use can destroy wildlife habitat, threaten the quality of surface or ground water, increase flood damage, or destabilize steep slopes, leading to property damage. It also removes their chance to provide high-quality recreational opportunities that link people within and between communities.

Resource lands also contribute to our sense of open space. Agricultural lands still make up the predominate share of the County's open space. To help maintain their economic importance, the goals and policies of the Resource Lands Sub-element of this Comprehensive Plan provide for designation and protection of resource lands, while allowing for limited, reasonable residential development. By preserving resource lands for their commercial significance, their open space functions and values are preserved and enhanced as well.

The Cost of Open Space

Open space is not free. Except for resource lands and critical areas, open space cannot be simply regulated into existence. Tax incentives, such as

CHAPTER 5...

Grant County's Open Space Tax Program, encourage landowners to keep their land in open space through tax reductions based on the current use of the land, rather than its potential value. Other tools, such as the purchase of development rights, require a substantial commitment of public funds. Even when open space is donated to the County, it has a public cost. Removing the property from the tax rolls means the County loses that tax revenue source while gaining the responsibility of supervising and maintaining the land.

Under the provisions of the Open Space Taxation Act (RCW 84.34), Grant County will designate as "Open Space" farms, forests, and beneficial open lands upon request by individual land owners when such lands meet adopted criteria and policies. Properties which qualify under the county's Open Space program are granted partial relief from property taxes in exchange for maintaining their land in open space use as defined by state law and county policies. Some open space categories require that a landowner provide public access provisions to the property while other categories do not have this requirement. In Grant County, the predominate use of this tax relief mechanism is for Open Space (Current Use) Agriculture.

Needs and Opportunities

This section describes the types of recreation and open space that Grant County could participate in and the development criteria that should be considered in the development process. In addition to the open space functions and values created through the Resource Lands and Critical Areas Ordinance, Grant County should consider participation in development of recreational open space and recreational trails. Participation can take on a wide array of possibilities, ranging from providing a statement of support of other agencies to County acquisition and management. Each opportunity for participation in development of recreational open space should be reviewed on a case-by-case basis to find out if it should be part of the County's overall system.

Recreational Open Space

Recreational Open Space means undeveloped land primarily left in its natural condition and used for passive recreational purposes, to create separate and secluded areas, or as buffers between urban uses. It is usually owned or managed by a governmental agency and may have limited public access. This type of land is different from other open space categories whose primary objective is to preserve wildlife habitat or agricultural farmland. Typical recreation open space includes wetlands, steep hillsides, river corridors, view points or linear areas primarily designed to accommodate trail systems.

Development in open space areas is typically limited to access points and trails. These access points may have parking, restrooms, picnic units, and similar facilities. Depending upon management objectives for this type of area, public access may be limited to certain sections or points of the site.

Development Criteria: Public access and use should be encouraged in these areas, but the level will depend upon the resource values and ability to withstand public use. Improvements should be kept to a minimum with emphasis placed on the natural environment. These areas should be designed and managed to maintain a sense of solitude and separation from nearby communities. Before acquiring an open space site, a thorough site analysis should be prepared to decide whether the County is the appropriate manager.

Considerations should include:

- Topographic and/or ecological diversity;
- Ability to connect to other protected areas;
- Potential for solitude and scenic views;
- Large enough to provide recreational and conservation value;
- Consist of relatively natural condition;
- Unique natural features;
- Reasonably accessible;
- Currently or potentially threatened by development; and
- Wildlife corridors.

Emphasis on acquisition should be on those areas meeting the above criteria. Lower priority should be given to sites that, because of development restrictions, such as presence of critical areas, are not likely to be developed anyway. Those sites that cannot handle a reasonable amount of public use should be considered for land trust or foundation protection, or protection by another agency.

Recreational Trail System

Recreation trails and pathways are designed to provide off-street routes for walking, bicycle riding, horseback riding and other non-motorized recreation activities. While these trails are designed primarily to serve recreational purposes, they may also serve valuable non-motorized transportation purposes as well. While the primary emphasis is to separate these types of trails and pathways from automobile traffic, occasionally they may need to be developed within street rights-of-way in order to complete a section or route.

Development Criteria: The primary purpose of recreation trails is to provide a recreation experience. Transportation to another community or other parts of the County should be a secondary objective. Whenever possible, recreation pathways and trails should be kept separate from streets and highways.

Considerations should include:

- Trails should be interesting and attractive to the user. Trails that follow natural water courses, traverse interesting scenery or cross areas of outstanding beauty provide interesting and enjoyable experiences for the trail user.
- Trail alignments should take into account soil conditions, steep slopes, surface drainage, and other physical limitations that could increase construction and/or maintenance costs.
- Trails should be planned, sized, and designed for multiple uses except for dedicated nature trails.

- Trail design standards should be coordinated with all public agencies in the County so that trails have common widths, signage is similar, and surfacing materials are compatible.
- Centralized and effective staging areas should be provided for trail access. They should include parking, trail orientation and information, and provide necessary unloading features. Primary trailheads should have restrooms and trash receptacles. Secondary trailheads may need only a small unpaved parking area and signage.
- Trails should be looped and interconnected to provide a variety of trail lengths and destinations. They should link various parts of the County, schools, parks, and other destination points.

Open Space Designation

The purpose of the Open Space land use designation is to identify and protect unique and outstanding examples of publicly-owned areas pertaining to recreation, fish and wildlife habitat conservation, or unique geologic features. This land use designation also acknowledges the ongoing responsibility of the county, state and federal government to protect critical areas and other valued resources on lands within this designation. These lands are owned by a federal, state or local governmental entity and are maintained as closely as possible to their natural state.

Figure 5-5 Future Land Use Map and Map 3 included in Part V—Map Portfolio of this Comprehensive Plan shows those areas designated in this Plan as Open Space. Areas designated as Open Space include those areas designated as “Conservancy Environment” in Grant County’s Shoreline Master Program. Also designated as Open Space are those lands owned and/or managed by the Washington State Parks and Recreation Commission.

The Open Space designation is an “overlay” designation that includes both publicly-owned

CHAPTER 5...

and privately-owned lots of record. The Comprehensive Plan does not specifically provide for residential development of privately-owned parcels overlaid by the Open Space designation. Reasonable, limited use of privately-owned parcels overlaid by the Open Space designation should be allowed, provided that such development is reasonably compatible with open space recreation and fish and wildlife habitat conservation. Limited residential development having a maximum density of one dwelling unit per forty (40) acres is appropriate for privately-owned parcels overlaid by the Open Space designation.

Wahluke Slope of Hanford Reach

The Hanford Reach is a regional resource that has only recently begun to receive attention. It is the last undammed and unpooled stretch of the Columbia River upstream of the tidewater estuary and south of the international border. The Hanford Reach most closely resembles the Columbia River prior to construction of dams, and showcases the unique physical and biological qualities of a large, unobstructed river in the arid, intermountain landscape that stretches from southern British Columbia to northern Arizona.

The importance and uniqueness of the Hanford Reach is difficult to overemphasize. Because the area was settled relatively late, then secured and removed from public access when the Hanford Nuclear Reservation was established in 1943, much of the landscape has retained a distinctive pre-settlement character. In addition, this portion of the Columbia River remains as only one of four significant unpooled reaches along the river's 1,200 mile course, and the only portion within an arid environment. The relative lack of disturbance from human activities has made the Hanford Reach an expanse of quality habitat that is a refuge for many sensitive plant and animal species, and an effective preserve for the vestiges of pre-settlement cultures.

The security measures that have justified keeping the Hanford Reservation off-limits to most development will no longer be needed. The

normal federal process will be to declare much of the river front and other parts of the reservation as "excess" and to dispose of it according to federal guidelines.

The Wahluke Slope portion of the Hanford Reservation covers about 64,850 acres in the southern portion of Grant County. The Hanford Reach Protection & Management Area, itself, covers about 32,633 acres. The Reach borders three counties: Benton, Franklin and Grant. The Wahluke Slope area is currently managed by the US Department of Energy, US Fish & Wildlife Service, and the Washington Department of Fish & Wildlife.

Recognizing that a change in status of the Reach was imminent, Congress passed the Hanford Reach Comprehensive River Conservation Study Act in November 1988. The objective of the study was to evaluate alternatives for preserving the outstanding values of the Reach. The Department of the Interior issued an environmental impact statement on its study in June 1994, and concluded that the Wahluke Slope and about ¼-mile on each side of the river should be incorporated into the National Wild & Scenic Rivers System. Grant County believes that the scope and conclusions of the study exceeded the Congressional mandate authorizing the study.

Upon issuance of the Interior's proposal, Benton, Franklin, and Grant Counties initiated their own evaluation of the proposal, and concluded that there were alternative ways to protect and preserve the Reach that would involve a more cooperative and equitable relationship between local, state, tribal, and federal governments. Citing a variety of concerns that, in whole, amount to a lack of confidence in federal management of the area to meet both national and local needs, the counties voiced opposition to the Wild & Scenic designation. The Boards of Commissioners from Benton, Franklin, and Grant Counties, and their Fourth and Fifth District Congressional representatives have formally voiced opposition to the designation.

Long-range management of the Hanford Reach corridor will be determined by Congress, and will establish the roles of affected governments in that management. The three counties hence have prepared a local alternative to federal management of the area. The Counties believe that the local communities deserve the opportunity to determine through the comprehensive land use planning process how the Hanford Reach should be designated.

Following a public review process that began in December 1995, a final draft of the Hanford Reach Protection & Management Program Interim Action Plan was published in August 1998, and subsequently adopted by each of the three boards of County Commissioners. The Interim Action Plan provides for, among other things, formulation of a Protection & Management Commission to actively manage the resource. The Commission will develop a final action plan for management of the area.

Grant County believes that the Wahluke Slope portion of the Hanford Reservation is distinctly different from that of the Hanford Reach itself, and long-range uses of each should be considered separately.

Until such time as Grant County may prepare a separate sub-area plan for the Wahluke Slope, the Interim Action Plan shall formulate the comprehensive plan for the area.

FUTURE LAND USE NEEDS

To project future land use in the urban, rural and resource lands of the county, a land use analysis consisting of a land, parcel, and housing inventory was conducted for each land use category. For purposes of this Land Use Element, only a brief discussion and summary are provided. The complete analyses are included in the respective Sub-elements and Appendices B and D. A summary of future land and housing needs is presented in Table 5-5.

For UGAs, a land use inventory was compiled from land use data included in each jurisdiction's comprehensive plan, and is summarized in Table

5UR-2. In addition to the 18,330 acres of incorporated city lands, the UGAs include another 28,212 acres of unincorporated land for a total of 46,542 acres. This represents an increase in urban land supply of 254%, which is adequate to accommodate the projected population growth in urban areas through the year 2018.

The analyses indicate the projected allocation of population growth as shown in Table 5-3. How will an additional 30,826 people be dispersed among the UGAs? How will an additional 4,165 people be dispersed among the 336,099 acres of rural land? To answer these question, the population and housing capacity of each land use category was assessed. The methodology used to assess land demand and supply are fully described in the respective Sub-elements.

PRE-EXISTING, NON-CONFORMING USES

As a general rule, new development regulations should apply prospectively. Land development, land use, and/or land activities that existed immediately prior to the enactment of development regulations, but are inconsistent with the provisions of those regulations, should be "grandfathered", provided that:

1. the scope of the non-conforming use or inconsistent land development, land activity, and/or land use does not substantially expand;
2. the non-conforming use or inconsistent land development, land activity, and/or land use is not abandoned for an extended period, which in most cases should be deemed to be one year. Non-conforming structures which are destroyed by fire, earthquake, flood, or other natural or manmade event may be reconstructed so long as a building permit for such reconstruction is approved within a reasonable period of time, which in most cases should be deemed to be one year; and
3. the non-conforming use does not threaten the health and safety of residents.

CHAPTER 5...

“Grandfathering” shall be taken to mean the recognition of existing development approvals, such as subdivisions, short plats, territorial plats, Planned Unit Developments, special use permits, and rezones, that have been granted but may not have yet been constructed or acted upon. “Non-conforming Uses” shall be taken to mean land use approvals that do not conform to the land use designations shown on the Future Land Use Map and/or the goals and policies of this Plan.

If the scope of the non-conforming use or inconsistent land development, land activity, and/or land use diminishes for an extended period, which in most cases should be deemed to be one year, the lesser scope of the inconsistency should not be allowed to subsequently expand. In addition, certain special types of non-conforming land development, land activities, and/or land uses that may create a nuisance or negatively affect public health, safety and welfare should only be “grandfathered” for a fixed period of time. This period of time shall generally equal the useful life reasonably expected of the non-conforming use. Existing illegal uses should not be grandfathered. Details of such “grandfathering” will be included in subsequent development regulations.

HISTORIC PLATS

Historic plats are those that were platted prior to enactment of a new State platting code in 1969 (Laws of 1969, Ex. Sess., Chapter 271, Codified as Chapter 58.17 RCW). Historic plats are often referred to as “paper plats,” because many have never been developed. Many of these historic plats are comprised of very small lots, often too small to construct a house to meet current land use laws, such as zoning requirements, on-site septic, and other land development requirements. In Grant County, there exist a number of historical plats, many of which are undeveloped and others that are partially developed.

Pursuant to the provisions of the Attorney General Opinion 1996 No. 5, the Grant County Board of Commissioners finds that development of lots located within undeveloped historic plats where more than five years has passed since

approval, filing and recording of the final plat map shall be subject to development regulations, including zoning requirements and densities, lot size, access requirements, requirements regarding on-site septic system design and approval, and other design and performance standards in effect at the time a building permit application is determined to be complete. To meet current land use and public health requirements may require consolidation of two or more platted lots.

Development of lots located within undeveloped historic plats where less than five years has passed since approval, filing and recording of the final plat map shall be subject to development regulations in existence at the time of approval or recording of the final plat map, unless the Grant County Board of Commissioners or other legislative body having jurisdiction finds that a change in conditions creates a serious threat to public health or safety.

In order to appropriately reflect the GMA goal of protection of private property rights, development of lots located within developed historic plats shall be subject to development regulations in existence at the time of approval or recording of the final plat map, unless the Grant County Board of Commissioners or other legislative body having jurisdiction finds that a change in conditions creates a serious threat to public health or safety. An historic plat shall be considered as developed if twenty-five percent to one-half or more of the platted lots contain an existing structure suitable for occupancy.

Application of current development regulations to undeveloped historic plats taken together with other limiting factors on development, including limited water availability, sufficiently limits the ultimate development of historic lots in the interest of the GMA goal of reducing urban sprawl.

An historical lot and lot consolidation ordinance should be adopted as part of the process of establishing development regulations to implement the Comprehensive Plan.

SPECIAL USES, CONDITIONAL USES, AND VARIANCES

When specific classes of new land development, new land activities, and or new land uses may or may not be compatible with the intent of particular sections of development regulations, those sections of the development regulations should allow specific classes of new land development, new land activity, and or new land use to be subject to a review process by the appropriate hearing body.

For specific classes of new land development, new land activities, and or new land uses, the appropriate hearing body should have the authority to approve, to approve conditionally, or to deny potentially incompatible new land development, new land activities, and or new land uses. The appropriate hearing body also should have the authority to grant variances based on the criteria that are contained in the ordinances that will be adopted to effectuate this Comprehensive Plan. As a general proposition, the decision of the appropriate hearing body should be based on whether a specific proposal is likely to negatively affect the surrounding area in a significant manner.

A particular proposal that is likely to negatively affect the surrounding area in a significant manner should be denied unless specific conditions, for example, restrictions, can be placed on the proposal to mitigate the potential negative impacts. Depending on the nature of the application in question, the appropriate hearing body may be the Department of Community Development, the Planning Commission, the Board of Adjustment, or a hearing examiner.

INTERPRETING LAND USE MAPS

Boundaries and identification of land use boundaries established under this Comprehensive Plan are shown on the Future Land Use Map. Land use designations are generally shown using colored shading superimposed on lighter lines designating platted

lot lines, streets, and other physically identifiable ground features. In some cases, specific distances or other references to a boundary line are specified. When the exact location of a land use designation boundary line is not clear, it shall be determined by the Director of Community Development, with due consideration given to the location as indicated on the Future Land Use Map, Urban Growth Area (UGA) mapping, parcel mapping and other data contained in the County's Geographic Information System (GIS).

To the greatest extent possible, boundaries of land use designations were drawn so as not to bisect parcels. Except for parcels divided by UGA or Resource Land designation boundaries, where a land use designation boundary shown on the Future Land Use Map divides a lot of record at the time of adoption of this Comprehensive Plan, the property owner shall have the option of choosing either of the two designations to apply to the entire parcel area, or may subdivide the lot to retain both designations as mapped, provided that all of the standards and requirements, including relevant density and dimensional requirements, and performance standards can be met.

Where a UGA boundary divides a lot of record at the time of adoption of this Comprehensive Plan, the entire parcel area shall be deemed to lie within the UGA boundary. During future annual updates of the Comprehensive Plans of the County and the affected city or town, the property owner may petition for removal of the entire parcel from the UGA in accordance with the plan amendment process specified in Chapter 2 of the Comprehensive Plan. Alternately, the property owner may subdivide the lot to retain both designations as mapped, provided that all of the standards and requirements, including relevant density and dimensional requirements, and performance standards can be met.

Where a Resource Land boundary divides a lot of record at the time of adoption of this Comprehensive Plan, the entire parcel area shall be deemed to lie within the Resource Land designation. During future annual updates of the County Comprehensive Plan, the Director of

CHAPTER 5...

Community Development shall review the parcel designation by applying the resource land classification criteria contained in the Resource Lands Sub-element of the Comprehensive Plan. The entire parcel shall be appropriately designated by the Director based on application of the classification criteria. Alternately, the property owner may subdivide the lot to retain both designations as mapped, provided that all of the standards and requirements, including relevant density and dimensional requirements, and performance standards can be met.

It may be possible that an individual's property receives a land use map designation based on a technical mapping error or by inadvertent application of designation or classification criteria to the subject property. To address inadvertent mapping errors in the first year of comprehensive plan review, a property owner may present the County with information indicating that its property did not meet the land use designation criteria and was therefore designated in error. The County shall review this information as part of its first annual review of the comprehensive plan. The property owner shall not be required to pay fees otherwise required for a Comprehensive Plan amendment, if the sole reason for the request is to correct an error in applying the designation criteria.

This Comprehensive Plan land use designation review process is not intended to change any of the land use designation criteria adopted as part of the Comprehensive Plan, including, but not limited to those criteria that allow inclusion of some parcels that may not individually meet a land use designation criteria if they are contained within a larger area of parcels that do meet the designation criteria. The procedures and timelines for processing the amendments will follow those as prescribed in the Chapter 2, except as stated above.

Parcels of land determined to be mapped in error as agricultural resource lands shall be redesignated as the next least intensive land use designated for parcels contiguous to the subject parcel, as determined by the Director of Community Development, with due

consideration given to the location as indicated on the Future Land Use Map, parcel mapping and other data contained in the County's Geographic Information System (GIS).

GOALS AND POLICIES

Goals and policies follow the shared vision for the future of Grant County for sustaining and improving our quality of life. Goals and policies are also consistent with the Planning Goals of the Growth Management Act. Goals are broad statements of a community's aspirations. Policies express a commitment to a course of action. Policies provide overall direction for implementation of a strategy. Policies provide clear guidance for decision-making subject to this Plan, and form the basis for development regulations. Goals and policies do not apply to incorporated cities, but rather, only to unincorporated areas of the County, including the unincorporated portions of UGAs.

Following are the goals and policies of the Comprehensive Plan related to land use. Specific goals and policies related to urban, rural and resource lands are presented in the respective sub-elements.

Goal LU-1: Recognize development approvals that have been granted but may not have yet been constructed or acted upon, such as subdivisions, short plats, Planned Unit Developments, territorial plats, special use permits, conditional use permits, and rezones that are non-conforming with the goals and policies of this Comprehensive Plan, Future Land Use Map, and/or subsequent development regulations when they do not threaten public health and safety.

Policies

LU-1.1: Legal lots of record with residential development rights that exist on the effective date of this Comprehensive Plan should retain their development rights, provided that:

- public health or safety is not threatened;
- the scope of the non-conforming use or inconsistent land development, land activity, and/or land use does not expand; and
- the non-conforming use or inconsistent land development, land activity, and/or land use is not abandoned for an extended period, which in most cases should be deemed to be one year. Non-conforming structures which are destroyed by fire, earthquake, flood, or other natural or manmade event may be reconstructed so long as a building permit for such reconstruction is approved within a reasonable period of time, which in most cases should be deemed to be one year.

However, if a parcel is located within a resource land designation, it shall be subject to residential restrictions of such resource land designation.

If the scope of the non-conforming use or inconsistent land development, land activity, and/or land use diminishes for an extended period, which in most cases should be deemed to be one year, the lesser scope of the inconsistency should not be allowed to subsequently expand. In addition, certain special types of non-conforming land development, land activities, and/or land uses that may create a nuisance or negatively effect public health, safety and welfare should only be “grandfathered” for a fixed period of time. This period of time shall generally equal the useful life reasonably expected of the non-conforming use.

LU-1.2: The continuing validity of variances, special use permits, Planned Unit Developments, and conditional use

permits that were approved prior to the effective date of this Comprehensive Plan should be evaluated on an individual basis.

LU-1.3: Existing illegal uses should not be grandfathered.

Goal LU-2: Establish an effective system to promote participation by individuals and groups in the land use planning and decision making process.

Policies

LU-2.1: The county should provide adequate staff support to help persons seeking development permits and participating in permit review processes.

LU-2.2: Development permits should be processed in a timely and fair manner to ensure predictability.

LU-2.3: Communications between the county and citizen groups should be facilitated by providing information on programs, regulations and development projects impacting various areas of the county.

LU-2.4: The county shall provide for public involvement early and continuously throughout the process of developing and amending plans and regulations and shall utilize a variety of public participation and information strategies in keeping with adopted public participation policies.

Goal LU-3: Encourage the highest degree of public health, safety and general welfare without unduly jeopardizing the rights of the individual, through use of a system of coordinated plans that direct the county's physical development and provide the framework for a variety of implementing mechanisms.

CHAPTER 5...

Policies

LU-3.1: The comprehensive plan should serve as the master plan to guide the county's physical development and the preparation of the county's sub-area plans, comprehensive plans of incorporated cities, and plans for special services, functions or issues.

LU-3.2: As the master plan for the county's development, the comprehensive plan should establish the framework of goals, objectives and policies for aspects of future development. It should also establish the pattern for future land use and transportation by identifying areas for growth and rural development, providing guidelines for more detailed land use and transportation planning by geographic area, and establishing the plans for those land uses that should be approached on a county-wide basis rather than by geographic area.

- "Establish and preserve future and planned transportation corridors. Provisions should be made in future land use actions to achieve this goal."

LU-3.3: Sub-area plans can be used to identify the area-specific land use and transportation plans for geographic sub-areas of the county. Sub-area plans should be developed as needed to accommodate unique features or needs of a discrete portion of the rural area, or areas of more intense rural development, using the following principles:

- Property owners and residents of the sub-area, as well as any other interested persons and groups should be informed of the preparation of the sub-area plans.
- The future land use pattern and transportation system prepared for

sub-areas should be based on and consistent with the goals, policies and guidelines for land use and transportation planning established in the Comprehensive Plan.

LU-3.4: Agreements between the county and incorporated cities should be developed and maintained for urban growth areas around the cities. They should promote consistency and certainty about how the area will be planned and developed in the future. The agreements should be prepared and used according to the following principles:

- The future land use pattern and transportation systems identified in these agreements should be honored as development in the county and annexations to the cities take place; and
- These agreements should provide for phasing of development and the orderly extension of city services and annexations.

Goal LU-4: The County should support a Comprehensive Plan that is adaptable to changing conditions, yet promotes certainty, and maintain the plan through county programs and regulations.

Policies

LU-4.1: The Grant County Comprehensive Plan should be reviewed, evaluated and revised periodically and as changing circumstances require, as provided for under Chapter 2 – Plan Development.

LU-4.2: Consistency, understanding, and efficiency of the permitting process should be promoted.

**Table 5-5
Summary of Future Land Use Needs**

<i>Land Use Designation</i>	<i>Population</i>		<i>Land Area (Acres)</i>		<i>Future Density (DUs/Ac)</i>	<i>Housing Units</i>	
	<i>1998</i>	<i>2018</i>	<i>Total</i>	<i>Residential</i>		<i>New Req'd</i>	<i>Potential</i>
<i>Rural:</i>							
Urban Reserve	0	0	2,710	2,230	1/5	0	178
Rural Residential 1	14,887	16,848	60,921	60,921	1/5	69	2,365
Rural Residential 2	1,751	2,870	8,717	8,717	1/10	301	1,163
Rural Remote	876	968	162,336	162,336	1/20	1	3,098
<i>Subtotal Rural</i>	<i>17,514</i>	<i>20,686</i>	<i>234,684</i>	<i>234,204</i>	<i>-</i>	<i>371</i>	<i>6,804</i>
<i>RAIDs:</i>							
Rural Village	823	1,004	1,717	1,371	4	62	1,982
Rural Community	1,036	1,265	1,305	1,056	1	44	226
Agricultural Service Center	97	120	543	296	1	5	100
Recreational Development	254	311	1,631	241	1	19	25
Shoreline Development	1,354	1,654	2,627	1,921	Varies	58	427
Major Industrial Development	0	0	0	0	-	-	-
<i>Subtotal RAIDs</i>	<i>3,564</i>	<i>4,354</i>	<i>14,646</i>	<i>4,885</i>	<i>-</i>	<i>188</i>	<i>2,760</i>
<i>Urban Growth Areas:</i>							
Coulee City	630	769	717	127	4	20	102
Coulee Dam	3	3	-	-	4	-	-
Electric City	1,095	1,336	495	203	4	61	127
Ephrata	6,065	9,012	7,060	2,129	4	890	1,850
George	465	691	897	143	4	63	190
Grand Coulee	1,417	1,908	1,761	640	4	168	404
Hartline	185	226	184	121	4	6	151
Krupp	51	62	361	22	4	2	24
Lakeview Park	979	1,455	559	297	4	154	217
Mattawa	1,820	4,829	1,991	548	4	1,162	1,425
Moses Lake	22,097	41,880	22,315	6,430	4	6,863	8,749
Quincy	4,090	6,078	2,783	1,252	4	712	957
Royal City	1,580	2,854	2,184	418	4	492	668
Soap Lake	1,370	2,036	856	706	4	83	486
Warden	2,280	3,736	2,904	841	4	563	1,203
Wilson Creek	221	270	632	392	4	16	565
<i>Subtotal UGAs</i>	<i>44,348</i>	<i>77,145</i>	<i>45,699</i>	<i>14,671</i>	<i>-</i>	<i>11,255</i>	<i>17,118</i>
<i>Resource Lands:</i>							
Agricultural:							
Dryland			333,961	-			
Irrigated			716,702	-			
Rangeland			213,618	-			
<i>Subtotal Agricultural</i>	<i>3,974</i>	<i>4,178</i>	<i>1,264,281</i>	<i>-</i>	<i>1/40</i>	<i>69</i>	<i>-</i>
Mining ¹	-	-	3,155	-	-	-	-
<i>Open Space</i>	<i>-</i>	<i>-</i>	<i>158,305</i>	<i>-</i>	<i>-</i>	<i>-</i>	<i>-</i>
<i>Hanford Reservation</i>	<i>-</i>	<i>-</i>	<i>64,849</i>	<i>-</i>	<i>-</i>	<i>-</i>	<i>-</i>
<i>Commercial</i>	<i>-</i>	<i>-</i>	<i>2,068</i>	<i>-</i>	<i>-</i>	<i>-</i>	<i>-</i>
<i>Industrial</i>	<i>-</i>	<i>-</i>	<i>9,292</i>	<i>-</i>	<i>-</i>	<i>-</i>	<i>-</i>
<i>Total</i>	<i>69,400</i>	<i>106,362</i>	<i>1,787,214</i>	<i>253,341</i>	<i>-</i>	<i>11,883</i>	<i>26,682</i>

¹ All permitted mining operations are designated as Mineral Resource Lands. The Mineral Resource Land designation is an "overlay" designation which overlays several other land use designations. Therefore, the area designated as mining is not included in the total area.

CHAPTER 5...

Goal LU-5: The County should conserve or enhance important natural, cultural, and scenic resources.

Policies

LU-5.1: The Open Space land use designations should:

- Protect streams, stream corridors, wetlands, natural shorelines, and aquifers;
- Protect soil resources;
- Protect unique, diverse or critical wildlife and native plant habitat;
- Promote conservation principles by example or by offering educational opportunities;
- Enhance the values and functions of parks, wildlife preserves, nature conservancies or sanctuaries, or other open space lands;
- Enhance recreational opportunities and public access to open spaces; and
- Preserve scenic vistas, historic, cultural and archaeological sites.

LU-5.2: The County should inventory open space lands and define those to conserve. The County should consider development of a comprehensive parks, open space and recreation plan to identify, evaluate and designate additional appropriate open space.

Goal LU-6: The County should identify and protect open space corridors within and between urban growth areas. These corridors should include trails and other lands useful for recreation, while emphasizing wildlife habitat, and connection of critical areas, where feasible.

Policies

LU-6.1: Grant County should identify and protect riverine and other riparian corridors, floodplains, lakes and rivers as essential elements of open space corridors through establishment of reasonable setbacks and buffers.

LU-6.2: Grant County should support the incorporation of greenbelts into subdivision design as common open space.

Goal LU-7: The County should promote coordination among the county, state, cities, Grant County PUD, and other appropriate jurisdictions in order to protect linked greenbelts, parks, and open spaces.

Policies

LU-7.1: Encourage provision of neighborhood parks and play areas within new developments in the unincorporated portions of UGAs.

LU-7.2: Link county open space corridors with those of adjacent jurisdictions where viable.

Goal LU-8: The County should encourage open space conservation.

Policies

LU-8.1: The County should support public and private land trusts in acquiring conservation easements that provide open space attributes, consistent with the intents of property owners.

LU-8.2: The County should support the conservation of unique environmental features through the use of cluster subdivisions and planned unit developments.

LU-8.3: The County should support the retention of open space and open space corridors through the use of education and incentives, such as transfer of development rights, density bonuses, cluster development, and acquisition of easements.

LU-8.4: The County should support the conservation of open space and agricultural resource lands through enrollment in the County's open space taxation program.

Goal LU-9: Provide for reasonable, limited use of privately-owned land within the Open Space overlay designation, provided that such development is reasonably compatible with open space recreation and fish and wildlife habitat conservation.

Policies

LU-9.1: Limited residential development having a maximum density of one dwelling unit per forty (40) acres is appropriate for privately-owned parcels overlaid by the Open Space designation.

⌘

URBAN LANDS SUB-ELEMENT

INTRODUCTION

Of the three land use categories addressed by this Plan, Urban, Rural and Resource Lands, urban lands require the most comprehensive analysis. If the County's economic base is to be enhanced and its rural character preserved, the lion's share of future growth must take place within and around Grant County's fifteen cities.

The majority of Grant County's residential dwellings, businesses and workplaces are already found in the cities and their urban fringe areas. As this already intensive use of urban land increases, special attention will be needed to keep them healthy, thriving, and livable.

A chief characteristic of most urban lands is the diversity of uses and composition found there.



This diversity is unique to each area and appeals to different people in different

ways. Some enjoy the higher density urban lifestyle, while others prefer a little room between themselves and their neighbors. While not quite rural, urban fringe areas can offer a semi-rural atmosphere with possible some urban-level infrastructure and services. Yet, these fringe areas are certain to grow and change in time.

An Urban Growth Area (UGA) is established through the designation of a boundary that separates existing and future urban areas from rural and resource lands. A UGA defines where developments will be directed and supported with urban public facilities and services, such as sanitary sewer systems, domestic water supply systems, storm sewers, street lighting, fire and police protection services, and public transit services.

Roles of Cities and Counties

One of the principles envisioned by the Washington State Legislature in adopting the Growth Management Act (GMA) was to distinguish between the roles and purposes of county and city government provided in state law. The legislature observed that county and city governments across the state were vying for the same roles, to the detriment of the environment and long-term economic health of the state.

To clarify roles, the legislature affirmed that counties are regional governments responsible for provision of regional services and for the conservation of natural resource lands, while cities are municipal governments responsible for cost-effective provision of urban services to areas characterized by population growth.

It is the intent of the GMA that cities provide most urban public services within a UGA, and that counties identify and protect natural resource lands, including agricultural, mineral and forest lands that are essential to the state and regional economy over the long term. Further, the GMA requires that counties work with cities to influence the majority of population growth onto other lands, preferably urban lands within Urban Growth Areas, but also onto rural lands not essential or productive to the resource base of the state or region. Population growth outside Urban Growth Areas (UGAs) should be at rural densities that reflect the limited abilities of county government to provide cost-effective services and so as not to promote urban sprawl.

Concurrency

When present or future landowners decide that it is time to further develop, the necessary infrastructure may not be in place. To ensure that appropriate infrastructure is in place when the impacts of development occur, the GMA employs a concept called "concurrency." Concurrency means that the necessary facilities

URBAN LANDS SUB-ELEMENT...

and services required to serve development are already available or that a financial commitment has been made to provide the facilities or services within a specified time frame. In the case of transportation facilities, the specified time frame is six years from the time of development.



RELATIONSHIP TO OTHER PLANS

Growth Management Act Requirements

The Growth Management Act (GMA) includes the following goals that relate directly to urban land use:

Goal (1) Urban Growth – Encourage development in urban growth areas where adequate public facilities and services exist or can be provided in an efficient manner.

Goal (2) Reduce Sprawl – Reduce the inappropriate conversion of undeveloped land into sprawling, low-density development.

Goal (3) Transportation – Encourage efficient multimodal transportation systems that are based on regional priorities and coordinated with county and city comprehensive plans.

Goal (12) Public Facilities and Services – Ensure that those public facilities and services necessary to support development shall be adequate to serve the development at the time the development is available for occupancy and use without decreasing current service levels below locally established minimum standards.

County-Wide Planning Policies

The following County-wide Planning Policies address urban lands:

Policy 1: Policy regarding Urban Growth Areas and the designation of urban growth boundaries.

I. Designation of Urban Growth Areas/Boundaries

A. An Urban Growth Area (UGA) shall be designated for each city and town in Grant County (RCW 36.70A.110).

1. Urban growth, as defined in RCW 36.70A.030, shall be encouraged within designated UGA's.
2. Growth can occur outside a UGA only if it is not urban in nature. A pattern of more intensive rural development, as provided in RCW 36.70A.070(5)(d) is not urban growth [RCW 36.70A.030(17)].
3. At a minimum, each city and town in Grant County shall have included in its UGA the area within the corporate limits of the city or town.
4. A UGA may include territory that is outside of the city or town if such territory is characterized by urban growth or is adjacent to territory already characterized by urban growth.

B. UGA's, based upon the population forecast made for Grant County by the Washington State Office of Financial Management, shall include areas and density sufficient to permit the urban growth that is projected to occur in Grant County within the next 20 years. Each UGA shall permit urban densities and shall include green belt and open space areas (RCW 36.70A.110)(2).

...URBAN LANDS SUB-ELEMENT

- C. Each city and town in Grant County shall provide to Grant County a UGA with urban growth boundaries for its jurisdiction (RCW 36.70A.110)(2).
1. The county shall attempt to reach an agreement with each city and town on the establishment and location of a UGA and urban growth boundaries for each city and town.
 2. UGA's, which includes territory outside the corporate limits of a city or town, shall be established by examining criteria including, but not limited to, the following:
 - a. Existing commercial and residential developments bordering the corporate limits of the city or town.
 - b. Estimated population growth of the city or town.
 - c. The capacity of the city or town for expanding urban governmental services as defined in RCW 36.70A.030(16).
 - d. Availability of land suitable for development in the city or town or the area adjacent to the city or town.
 3. If an agreement is not reached with each city or town as to a UGA, the county shall justify in writing, supported by findings consistent with RCW 36.70A, as to the reasons why it does not agree with the city or town's proposed UGA.
 4. A city or town may object formally, with the Washington State Department of Community Development, over the designation of the urban growth area within which it is located.
 5. The Washington State Department of Community Development, when appropriate, shall attempt to resolve any conflict between the county and a city or town where a difference of opinion exists as to the location of an urban growth area. The Department of Community Development may use mediation services if necessary.
 6. UGA's shall be reviewed every five (5) years and amended as necessary.
- D. Urban governmental services should be provided by cities and urban governmental services should not be provided in rural areas. Urban governmental services include those governmental services historically and typically delivered by cities and towns, and includes storm and sanitary sewer systems, domestic water systems, street cleaning services, fire and police protection services, public transit services, and other public utilities associated with urban areas and normally not associated with non-urban areas (RCW 36.70A.110)(3).
1. Urban growth should first be located in areas already characterized by urban growth that have existing public facilities and service capabilities.
 2. Urban growth should secondarily occur in areas already characterized by urban growth that will be served by a combination of both existing public facilities and services that are provided by either public or private sources.
- E. Commercial and industrial development, except for that commercial and industrial development allowed as a pattern of more intensive rural development as provided in RCW 36.70A.050(d)(d), or within a major industrial development as provided in RCW 36.70A.367, must be confined within a UGA if urban governmental

URBAN LANDS SUB-ELEMENT...

services are required or cannot be supplied by said development.

II. Procedure For Settling Urban Growth Boundary Disputes

- A. If the affected jurisdictions are unable to reach consensus and arrive at an impasse, all affected jurisdictions shall enter into mediation. All participating jurisdictions shall jointly select a neutral mediator within thirty (30) days of reaching an impasse in negotiations. If they cannot agree upon a neutral mediator within thirty (30) days of impasse, then any jurisdiction may apply to the Washington State Department of Community Development or the Eastern Washington Planned Growth Hearings Board for appointment of a neutral mediator. No mediator may be an employee or elected official of any of the participating jurisdictions. Each mediator must possess professional mediation skills and/or dispute resolution skills.
- B. The affected jurisdictions shall enter into mediation within thirty (30) days following the failure to reach consensus through negotiations and the mediation shall be concluded within forty-five (45) days of its inception.
- C. Any affected jurisdiction may appeal the results of mediation to the Growth Management Hearings Board as provided for by RCW 36.70A.

III. Procedures For Amending Urban Growth Areas/Boundaries

- A. The amendment procedure allows for the opportunity for a jurisdiction to request an amendment of that jurisdiction's established UGA. The purpose of this policy is to ensure that a consistent administrative procedure and a consistent method will be used in evaluating any proposed amendments.

- B. Within thirty (30) days of receiving a request for an amendment, all affected jurisdictions shall enter into negotiations for the purpose of considering the request. Such negotiations shall be conducted in good faith by all participating jurisdictions. Such negotiations shall be concluded, by either reaching consensus or an impasse, within forty-five (45) days of the date of the request.
- C. An electronically recorded record and minutes shall be kept of all negotiations conducted pursuant to a request for amendment.
- D. If the affected jurisdictions reach a consensus as to the amendment, each jurisdiction shall amend its Comprehensive Plan as necessary to reflect the agreed upon amendment. Any amendment agreed to in this process shall be presumed to be with the authority of that jurisdiction's entire governing body.

Policy 2A: Policies to promote contiguous orderly development and the provision of urban governmental services to such development

I. Definitions:

- A. Public facilities - means streets, roads, highways, sidewalks, street and road lighting systems, traffic signals, domestic water systems, storm and sanitary sewer systems, park and recreational facilities, and schools [RCW 36.70A.030(1 2)].
- B. Public Services - means fire protection and suppression, law enforcement, public health, education, recreation, environmental protection, and other governmental services [36.70A.030(13)].
- C. Urban Growth - means growth that makes intensive use of land for the location of buildings, structures, and impermeable surfaces to such a degree as to be incompatible with the primary use of such

land for the production of food, other agriculture products or fiber, or the extraction of mineral resources. When allowed to spread over wide areas, urban growth typically requires urban governmental services. "Characterized by urban growth" means land having urban growth located on it, or to land located in relationship to an area with urban growth on it as to be appropriate for urban growth [RCW 36.70A.030(14)]. A pattern of more intensive rural development, as provided in RCW 36.70A.070(5)(d) is not urban growth [RCW 36.70A.030(a7)].

D. Provision of Urban Governmental Services - means those governmental services historically and typically delivered by cities and includes storm and sanitary sewer systems, domestic water systems, street cleaning services, fire and police protection services, public transit services, and other public utilities associated with urban areas and normally not associated with non urban areas [RCW 36.70A.030(16)].

E. Rural Character – refers to patterns of land use and development established by a county in the rural element of its comprehensive plan:

1. in which open space, the natural landscape, and vegetation predominate over the built environment;
2. that foster traditional total lifestyles, rural-based economics, and opportunities to both live and work in rural areas;
3. that provide visual landscapes that are traditionally found in rural areas and communities;
4. that are comparable with the use of the land by wildlife and for fish and wildlife habitat;

5. that reduce inappropriate conversion of undeveloped land into sprawling, low-density development; that generally do not require the extension of urban governmental services; and

6. that are consistent with the protection of natural surface water flows and ground water and surface water recharge and discharge areas [RCW 36.70A.030(14)].

F. Rural Development – means development outside the urban growth area and outside resource lands designated pursuant to RCW 36.10A.170. Rural development can consist of a variety of use and residential densities, including clustered residential development, at levels that are consistent with the preservation of rural character and the requirements of the rural element. Rural development does not refer to agricultural activities that may be conducted in total areas [RCW 36.70A.030(15)].

G. Rural Governmental services – means those public services and public facilities historically and typically delivered at an intensity usually found in rural areas, and may include domestic water systems, fire and police protection services, transportation and public transit services, and other public utilities associated with rural development and normally not associated with urban areas. Rural services do not include storm or sanitary sewer, except when necessary to protect basic public health and safety and the environment and when such services are financially supportable at rural densities and do not permit urban development. [RCW 36.70A.,030(16)].

II. Phasing of Urban Development

In order to achieve the intent of the State of Washington's growth management legislation, Grant County shall consult with each city and town within Grant County and each city or

URBAN LANDS SUB-ELEMENT...

town shall propose the location of an Urban Growth Area (UGA). Grant County shall designate UGA's, after holding the aforesaid consultations, which will be associated with each city and town in Grant County and further, shall designate a rural area surrounding the established UGA according to the following [RCW 36.70A.110(2)]:

- A. A short term urban growth boundary shall be established within the UGA within which urban growth will occur over the next ten years. Policies and actions will emphasize urban land uses and the provision of urban governmental services by cities and towns and the intended gradual phasing outward from the corporate limits of the city or town as opposed to converting undeveloped land into unplanned sprawling low density development [RCW 36.70A.020(1) and RCW 36.70A.020(2)].
- B. A long term urban growth boundary shall be established within the UGA within which urban growth will occur over the next eleven (11) to twenty (20) years as urban growth expands beyond the short term urban growth boundary. Policies and actions will emphasize planning for the longer term and will continue to emphasize urban land uses and the provision of urban governmental services by cities and towns and the intended gradual phasing outward from the short term urban growth boundary as opposed to converting undeveloped land into unplanned sprawling low density development [RCW 36.70A.020(1) and RCW 36.70A.020(2)].

III. Rural Area:

A rural area shall exist outside of the UGA within which very low intensive land uses will prevail over the next twenty (20) years. County policies and actions will emphasize rural residential densities and the protection of agricultural lands and natural resources. Urban growth will be prohibited.

Development will be encouraged in UGA's where adequate public facilities and services exist or can be provided in an efficient manner. The inappropriate conversion of undeveloped land into sprawling low density development will be also prohibited [RCW 36.70A.020(2)].

IV. Provision of Urban Governmental Services, Public Facilities, and Public Services:

Cities should be the primary providers of urban governmental services, public facilities, and public services in the UGA [RCW 36.70A.110(2)].

V. Policies on Development Standards:

All development within a UGA but outside the current corporate limits of a city or town shall conform with all city construction standards, performance standards, land use, and circulation patterns. Any development proposed within a UGA but outside the corporate limits of a city or town shall be jointly reviewed by the city and county to ensure compliance with the aforesaid and the intended development goals and requirements as stated in both the city and county comprehensive plans.

Policy 2B: Urban densities – definition of lot sizes.

- I. Urban densities typically make intensive use of land to such a degree as to be incompatible with the primary use of such lands for the production of agricultural products or mineral resources. When allowed to spread over wide areas, urban growth typically requires a high level of urban governmental services. (based on RCW 36.70A.030(14))

Recognizing that a variety of urban densities will occur within each municipality and urban growth area, that each municipality's vision of its future is different, and that any one minimum density designation for urban growth within such areas would be overly restrictive and inappropriate for inclusion within a regional policy:

- A. It is appropriate that urban densities within the corporate boundaries of each city be defined by such jurisdiction in its comprehensive land use plan.
- B. Urban densities within designated urban growth areas, but outside the corporate boundaries of adjacent cities, shall be designated jointly by the adjacent city and county in each jurisdiction's comprehensive land use plan.
- C. Urban densities within designated urban growth areas that do not include a city shall be designated by the county in its comprehensive land use plan.
- D. Urban densities are prohibited outside of established urban growth areas except for the establishment of master planned resorts and new fully contained communities consistent with the requirements for reserving a portion of the twenty (20) year county population projection. (RCW 36.70A.350 & RCW 36.70A.360) The county will determine appropriate densities outside of designated urban growth areas in its comprehensive land use plan consistent with the goals of the Growth Management Act.
- E. The comprehensive plan of the county and of each city shall be coordinated with, and consistent with, the comprehensive plan of other counties or cities with which the county or city has in part common borders or related regional issues. (based on RCW 36.70A.100)

Policy 6: Policies for joint county and city planning within Urban Growth Areas.

I. Zoning, Subdivision Controls, Development and Land Use Compatibility:

The zoning and subdivision ordinances and performance standards adopted in the UGA's and the related policy planning measures should be used to implement the provisions of

the Growth Management Act and the comprehensive plans of each city, town and county to ensure development and land use which are compatible with surrounding uses and which do not create traffic, safety or health hazards, or undue adverse economic impacts.

II. Development of Lands in UGA's:

City, town, and county governments shall:

- A. Encourage the development of lands in the UGA's rather than allow the inappropriate conversion of undeveloped rural lands into urban sprawling, low-density development. [RCW 36.70A.020(1) & RCW 36.70A.020(2)].
- B. Encourage the development of lands adjacent to the incorporated limits of a city or town prior to developing outlying areas in a UGA.
- C. Discourage urban encroachment on agricultural areas.
- D. Encourage the determination of land use by the inherent capability of the land to sustain that use without creating problems that require a publicly funded solution.

III. Establishment of Zones in UGA's:

City, town and county governments shall:

- A. Encourage the establishment of zones in UGA's which allow a variety of land uses.
- B. Establish zones in UGA's which discourage lineal or strip development.
- C. Encourage land uses which require medium size lots or lower intensity usage which will serve as a buffer between rural areas and urban areas.
- D. Encourage the development of vacant and unused lands within the corporate limits of each city or town.

URBAN LANDS SUB-ELEMENT...

- E. Encourage the location of business and industry in clusters where appropriate in or near the towns and cities except where they would cause or allow a public nuisance.
- F. Encourage city services be extended to areas adjacent to cities prior to serving outlying areas.
- IV. Community Councils and Special Purpose Districts: Established community councils of unincorporated urbanized areas and all special purpose districts should be made aware of and encouraged to comment on developments proposed within or adjacent to the urbanized area in which they reside.
- V. Agreement Between Cities, Towns, Established Community Councils in Urbanized Areas and the County:
- A. Since each individual municipality within Grant County is unique in its needs, situations, services and interests, and each is unique in population and geographic characteristics, each community will negotiate joint city and county planning procedures and policies on an individual basis. Each municipality should meet with the county individually, at a time coinciding with the establishment of the UGA's.
- B. Agreements, which include joint development standards between cities, towns, established community councils in urbanized areas, and the county should be established. These agreements shall coordinate land use planning and decision making within UGA's.
- VI. Expansion of UGA's:
- Cities, towns and the county shall:
- A. Require that any expansion of a UGA be negotiated between the city or cities within the UGA and the county, with direct notice to affected landowners (pursuant to RCW 36.70A.140).

- B. Allow the inclusion of agricultural lands in a UGA after it has been determined that all other lands have been developed and that the agricultural lands to be added are marginal and do not possess prime and unique farmland soils as defined by the United States Soil Conservation Service, unless prime and unique farmlands are all that is available to that city or town.

Technical Appendices

More detailed discussions of the topics found in this chapter can be found in the following documents included in Part IV-Technical Appendices of this Plan:

- *Grant County Economic Development Study* (Chase Economics & Reed Hansen Associates, January 1999); and
- *Grant County Urban Growth Area Analysis: Population, Housing and UGA Land Allocations* (Proulx Cearns, Inc., December 1998).

City Comprehensive Plans

Each of the fifteen incorporated cities of Grant County has prepared comprehensive plans in either draft or final form. These plans identify current city limits and urban growth boundaries for the 20-year planning period. These plans will serve as the comprehensive plans for the unincorporated areas within the UGA boundaries. Although they appear in separate documents, they are integral parts of this Comprehensive Plan.

UGA DESIGNATION PROCESS

Designation Process

To accommodate the projected population growth, the County and cities must designate adequate lands necessary for future population growth. At a minimum, each city within the County must be included within a UGA. If future urban growth can not be accommodated on

vacant or underdeveloped land already within city boundaries, additional land within UGAs must be designated. The identification and designation of these UGAs as land expected to be converted to urban uses has important economic and social implications to both cities and counties.

The boundaries of a UGA are not determined solely by projected population growth. Considerations such as a city's need for commercial and industrial lands to meet its economic goals identified in its comprehensive plan may also be factors. Additionally, areas adjacent to a city or town may be included in a UGA, but only if it is already characterized by urban growth or adjacent to areas already characterized by urban growth.

Perhaps the most important aspect of designating UGA boundaries is the demonstration by cities and towns that they may feasibly serve these lands with urban services over a twenty-year period. The adoption of UGAs and the designation of land uses and densities within them is of vital importance to cities, public utilities and other service providers. Such providers must be consulted to ensure that cost-effective service can be provided within the UGA.

Unincorporated land within a UGA is designated by the County for conversion to urban use and ultimately to city administrative jurisdiction through annexation under the normal process of urban growth. Cities cannot annex lands outside of their UGA.

Thus, the GMA assigns the responsibility to counties to designate which lands are suitable for conversion to urban uses by including them in UGAs. Conversely, the County also decides which lands it considers not suitable for conversion to urban uses by excluding them from a UGA. Lands may be considered not suitable due to their agricultural or other resource value or constraints, including their value to local residents as unique, low-density rural communities.

It is further the responsibility of the County, in cooperation with its cities and towns, to periodically review land use demands for urbanization and to designate additional rural lands for inclusion in UGAs when necessary to meet demands for urbanization. This is accomplished by amending both the County and city comprehensive plans following appropriate public process.

Coordination

In 1993, the County and its cities and towns began the process of designating UGAs through the development of Countywide planning policies. In 1994, following an extensive process of coordination between the cities and County, interim urban growth areas (IUGAs) were adopted by the County for each of the fifteen cities and towns. These IUGAs were intended to serve as temporary growth boundaries until permanent ones were evaluated through each communities comprehensive planning process and Grant County could advance their own comprehensive planning process. A discussion of this effort is included in Chapter 2 – Plan Development.

In some instances, IUGAs as proposed by the cities were modified through staff negotiation or by the Grant County Board of Commissioners (BOCC) through their adoption process. In addition, the Ephrata IUGA was amended through a public review process and adoption of the amendment by the Grant County BOCC.

The setting of IUGAs allowed the cities and County to proceed with development of their respective comprehensive plans, with the understanding that the detailed analysis included in their planning processes would reveal whether the population growth and financial capacity of the jurisdiction could support and provide urban services.

Most of the cities and towns have submitted their comprehensive plans to DCTED for review. Many have adopted final comprehensive plans. Others, most notably that of the City of Moses Lake, has not yet been drafted. Others are in

URBAN LANDS SUB-ELEMENT...

some stage of review or still have issues that warrant further discussion before final UGA approval.

As part of the process of preparing this Comprehensive Plan, the County performed an analysis of each of the UGAs proposed by the cities. The complete analysis is included as Appendix B – Urban Growth Area Analysis.

Joint Planning Within UGAs

Planning for UGAs that include incorporated municipalities should be coordinated among the Cities, Towns and the County. Though unincorporated lands within the UGAs remain under the County’s jurisdiction, it is beneficial to the cities, towns, and the County to plan jointly for their future use.

The County and cities and towns are concerned about the type of land use activities and design standards that are permitted outside of incorporated boundaries since they have a direct impact on both the cities and the County. Many of the cities have developed land use plans that address areas currently under the County’s jurisdiction. For the cities and towns to meet their comprehensive plan goals, the County needs to ensure that it does not permit activity that would be inconsistent with the future plans of the cities and towns.

The County and each of its cities and towns should enter into an interlocal agreement to facilitate and accomplish joint planning in areas of mutual concern. Such an interlocal agreement enables the parties to work together to review and consider issues of mutual concern. Such agreements may have standard provisions that apply to every city, together with issues specific to the UGA of concern. Potential issues to be addressed in a interlocal agreement may include, among other things:

- Boundaries of the joint planning area;
- Land use patterns, intensity and density;
- Zoning designations;

- Development standards;
- Housing;
- Environmental standards and policies;
- Level of service standards;
- Service providers;
- Phased growth;
- Public purpose lands;
- Essential public facilities;
- Capital facilities;
- Review and approval of development projects;
- Annexation and transition;
- Revenue sharing on commercial and industrial land annexations;
- Joint participation in infrastructure improvement projects;
- Coordinated impact mitigation;
- Critical area protection;
- Significant cultural resource protection;
- Single jurisdiction permit processing.

In compliance with the county-wide planning policies, the cities and the County have worked cooperatively to designate adequate land area for the expected growth over the planning period. Residential, commercial, industrial, public and open space land needs were considered in the development of the final UGAs.

MAJOR ISSUES

Urban Character

At one time, most of the land in Grant County’s UGAs was used for agriculture. Irrigated agriculture brought settlers to the County. Railroads provided transportation for crops and goods, and the cities developed to serve the

agricultural areas along the rail lines. Consequently, urban expansion has occurred, and is still occurring, on the lands early settlers found desirable for agriculture.

The location of each of the fifteen cities and their respective UGAs of Grant County is shown in Figure 5-2 Future Land Use Map. These areas take in most of the County's population, as well as the major commercial, industrial and employment centers. While each city and UGA share common features, each has a separate and distinct set of characteristics. They range in size from tiny Krupp, or Marlin, with a population of 51 to Moses Lake with a population of more than 22,000 within its city limits. Each offers a unique set of needs and opportunities.

Of interest is the town of Coulee Dam in the northeast corner of the County, whose corporate limits span three counties and a tribal reservation. Only a very small area of the town is located in Grant County. The area within Grant County is zoned as commercial land, which happens to include a motel in which a family of three permanent residents reside – in Grant County.

Transition of Land Uses

The inclusion of land within a UGA indicates that land will be developed with urban uses and densities over the next twenty years. This means much of the existing agricultural and vacant land within the UGAs will be eventually convert to a use that serves an urban population. The sparsely populated rural land within UGAs will also become more urban in character. As these lands transition, more conflicts with the remaining traditional uses are likely to occur.

Maintaining Livability

If development is to be concentrated in UGAs, a major challenge will be maintaining a livable urban environment. To maintain and enhance livability, development will need to be sensitive to the surrounding uses as well as to natural features.

URBAN LAND USE DESIGNATIONS

Designations

Urban land use designations shall be as described in each jurisdictions respective comprehensive plan. The County should develop Unified Development Ordinances (UDOs) governing land use within UGAs and outside of corporate limits in cooperation with the cities. Urban Land Use designations should, to the greatest extent practicable, be standardized for all UGAs to include the following:

- Residential, Suburban (R1);
- Residential, Low Density (R2);
- Residential, Medium Density (R3);
- Residential, High Density (R4);
- Commercial;
- Heavy Industrial;
- Light Industrial;
- Open Space/Recreation;
- Public Facility; and
- Urban Reserve.

It should be noted that these designations do not apply to lands within incorporated cities, but rather, only to that portion of the UGAs within unincorporated areas of the County. These designations are described generally below and in more detail in each of the respective city comprehensive plans. Each city plan may expand on or modify these designations to best suit the conditions within the UGA. Ultimately, the County will develop and implement Unified Development Ordinances that expand these land use designations into zoning code.

Residential, Suburban (R1)

This designation provides for low-density, single-family estate residential housing that provides for larger lot uses and activities more suburban in character than those found in more concentrated, urban residential neighborhoods. Minimum density shall be 1 dwelling unit per 2 acres.

URBAN LANDS SUB-ELEMENT...

Residential, Low Density (R2)

This designation provides for single-family residential housing and duplexes in varying densities ranging from 1 dwelling unit to 4 dwelling units per acre.

Residential, Medium Density (R3)

This designation provides for single-family residential housing and duplexes in varying densities ranging from 4 dwelling unit to 8 dwelling units per acre.

Residential, High Density (R4)

This designation provides for multi-family residential housing in varying densities ranging from 8 dwelling unit to 16 dwelling units per acre.

Commercial

This designation provides for general commercial areas having a variety of retail, office, personal and professional services, and other commercial activities.

Heavy Industrial

This designation provides for heavy manufacturing, processing and industrial development generally not appropriate near residential areas.

Light Industrial

This designation provides for office parks, medical services, and light industrial activities such as wholesaling and light manufacturing.

Open Space/Recreation

This designation provides for open, undeveloped areas that are not suitable for intensive development. Such areas may be available for public uses, such as parks or recreation. These areas should generally not include areas designated as resource lands or critical areas under this Plan or the County's Resource Lands and Critical Areas Ordinance.

Public Facility

This designation provides for areas that are available for public facilities, such as governmental facilities, parks, schools,

infrastructure facilities, and other developments intended primarily for public use.

Urban Reserve

This designation provides for reservation of land anticipated to be required for urban purposes during the planning period, but for which urban services are not yet available. Prior to the provision of public services, the Urban Reserve designation is intended to maintain a low land use density to discourage the establishment of interim uses and land division patterns that may foreclose significant future planning alternatives pertaining to urban densities and the efficient provision of services. Low land uses densities will be maintained at a maximum density of 1 dwelling unit per 5 acres. Development regulations may include conditions, restrictions, and/or performance standards on the land held in Urban Reserve until such time as urban services are available and provided. Performance standards may include, but are not limited to, siting, location and design requirements intended to allow realization of urban densities and planned, economical provision of infrastructure for the site and general area.

When urban services become available, development will occur at appropriate densities and uses, and with circulation networks that result in an orderly, economic transition from rural to urban land use.

Maps and References

The lands designated as "Urban Growth Areas" are shown in Figure 5-5 Future Land Use Map and Map 3 included in Part V—Map Portfolio of this Comprehensive Plan. Maps for each of the UGAs are also presented in Part V—Map Portfolio and at the end of this sub-element. These figures and maps are reference maps intended to provide guidance to the Administrator and/or Review Authority in determining the extent of UGAs in relation to a site specific development proposal.

POPULATION PROJECTIONS FOR THE UGAs

The average annual rate of population growth in Grant County between 1990 and 1998 was 3.0 percent, which is considerably higher than the 1.0, 1.4 and 2.1 percent growth projected by the OFM for low, medium, and high series, respectively. While the medium series OFM population forecast is considered by OFM forecasters as the “most likely” projection, representatives of both Grant County and its cities believe the projection to be low. If recent trends continue, county-wide growth will exceed the OFM medium series population projections. To ensure that the County and its incorporated cities and towns adequately address the economic challenges presented, and plan for housing, infrastructure, and services needed by the future population, it is reasonable to plan for the OFM high series. Using the high series will also avoid tightening urban land supply and raising housing costs.

Based on the OFM high series, Grant County and its cities project and will plan for a population of 104,391 in 2018. In addition, the relocation of plant facilities by Genie Industries is expected to create in-migration of 1,970 persons, equaling a total 2018 population of 106,362. For the period 1998 through 2018, Grant County predicts population growth to increase by more than 50 percent, based on the OFM “high series” projection. This is equivalent to approximately 2.1 percent per year. At this rate, the county will add nearly 37,000 new residents over the next 20 years to yield a population of 106,362 people in 2018. Of that growth, 32,796 or 89% is expected to occur in Urban Growth Areas, and 4,166 or 11% in rural lands.

Detailed population and demographic data and population projections for each city and its associated UGA are presented in Appendix B – Urban Growth Area Analysis and in Chapter 3 of the Comprehensive Plan, and are summarized in Table 5UR-1 as they apply to urban lands.

URBAN LAND USE ANALYSIS

To project future land use in the urban lands of the county, a land use analysis consisting of a land, parcel, and housing inventory was conducted for each of the UGAs. For purposes of this sub-element, only a brief discussion and summary are provided. The complete analysis is included as Appendix B.

Urban Land Use Inventory

A land use inventory was compiled from land use data included in each jurisdiction’s comprehensive plan, and is summarized in Table 5UR-2. In addition to the 18,330 acres of incorporated city lands, the UGAs include another 27,369 acres of unincorporated land for a total of 45,699 acres. This represents an increase in urban land supply of 149%, which is adequate to accommodate the projected population growth in urban areas through the year 2018. A summary of urban areas is presented in Table 5UR-3.

Comparison of Land Requirements with Available Supply

How will an additional 32,796 people be dispersed among the UGAs? To answer this question, the population and housing capacity of each of the UGAs was assessed. Each UGA has a quantifiable supply of vacant land to accommodate further development. The methodology used to assess land demand and supply are fully described in Appendix B. Generally, the method of designating UGAs in Grant County consisted of the following steps:

1. **Determine Demand for Land to Accommodate Projected Population Growth:** Based on the population growth allocation, the number of acres of developable land needed to accommodate that residential growth is determined. Household size and average density are factors used to translate population into land demand.

URBAN LANDS SUB-ELEMENT...

2. **Determine Supply of Developable Residential Land:** Vacant residential land within each urban growth area is tabulated. Other non-residential lands, such as commercial, industrial, and publicly owned land, such as schools, hospitals, and county facilities, are not included. Vacant land is generally assumed to be land that does not contain any structures. Future growth is assumed to occur on such vacant or underutilized lands.

However, not all vacant land is “developable”. Reduction factors are applied to account for:

- land that is considered “not developable” because of physical limitation and/or critical areas;
- land that is considered not available or unsuitable for development; and
- non-residential development such as public facilities, unavailable land, land identified as open space or reserved for conservation or public purpose, and road rights-of-way.

The amount of *buildable* land was calculated as 40% of the gross area of vacant land. A detailed discussion of reduction factors is presented in Appendix B.

3. **Compare Supply with Demand:** The supply of developable residential land is then compared to the demand for land to determine the adequacy of the proposed UGA, providing for a market or safety factor to ensure that land supply is not unduly constrained.

Housing Analysis

The number of occupied dwelling units was calculated based on population residing within each rural land designation and dividing by the average city occupancy of 2.59 persons per household. The vacant dwelling units within each land designation was based on the number

of vacant dwelling units within each city as reported in the 1990 U.S. Census as adjusted to reflect 1998 conditions and additional lands included in the UGA.

The number of potential housing units that the net vacant land can accommodate is then calculated by dividing by the future density of the urban residential lands. The number of housing units required in each UGA is calculated by subtracting the number of vacant dwelling units available for occupancy in 1998 from the total number of housing units required to support the projected population growth in 2018 in that designation. The total number of housing units required to support the projected population growth is calculated as the population growth divided by the countywide occupancy of 2.59 persons per household. The results of this housing analysis is provided in Table 7-17 of Chapter 7 – Housing. The potential number of dwelling units is then compared back to the number of dwelling units required to accommodate projected population growth to determine if enough rural land is available to meet future demand.

Table 5UR-4 provides a summary of land demand and supply based on this methodology. As shown in Table 5UR-4, approximately 10,493 new dwelling units are required to accommodate the expected population increase through 2018 in the unincorporated area of the county. As shown in Table 5UR-4, the combined urban lands within the UGAs provide sufficient land to accommodate approximately 14,746 new dwelling units.

REVIEW OF URBAN GROWTH AREAS

Urban Growth Areas shall be reviewed by the County in cooperation with respective cities at least every five years and amended as necessary to accommodate urban growth projected to occur for the succeeding 20-year period. Review of a jurisdiction’s proposal for an amendment to a UGA shall be made in accordance with the adopted County-wide Planning Policies. Areas

...URBAN LANDS SUB-ELEMENT

adjacent to UGAs and designated as Rural Transition in accordance with this Plan shall also be reviewed concurrently with UGA review.

The identification of growth assumptions and preparation of the urban lands analysis contained in Appendix B is but the first step in identifying urban growth areas in the County. In order to better quantify the UGA designation and amendment process, the County should develop

a series of growth indicators and performance measures to allow for ready monitoring of UGA performance. The purpose of such a monitoring system is to:

- Provide an “early warning” system to ensure that the land supply is not being over constrained or that development is occurring in a manner inconsistent with the intent of the UGA;

**Table 5UR-1
Population Projection and Distribution**

<i>Incorporated City/Urban Growth Area</i>	<i>Projected Average Annual Growth Rate</i>	<i>Population</i>					
		<i>Incorporated City</i>		<i>Unincorporated UGA²</i>		<i>Total UGA</i>	
		<i>1998</i>	<i>2018</i>	<i>1998</i>	<i>2018</i>	<i>1998</i>	<i>2018</i>
Coulee City	1.0%	630	769	0	0	630	769
Coulee Dam	0.0%	3	3	0	0	3	3
Electric City	1.0%	975	1,190	120	146	1,095	1,336
Ephrata	2.0%	6,065	9,012	0	0	6,065	9,012
George	2.0%	465	691	0	0	465	691
Grand Coulee	1.5%	1,215	1,636	202	272	1,417	1,908
Hartline	1.0%	185	226	0	0	185	226
Krupp	1.0%	51	62	0	0	51	62
Lakeview Park	2.0%	0	0	979	1,455	979	1,455
Mattawa	5.0%	1,820	4,829	0	0	1,820	4,829
Moses Lake	3.0%	13,710	24,762	8,387	17,118	22,097	41,880
Quincy	2.0%	4,090	6,078	0	0	4,090	6,078
Royal City	3.0%	1,580	2,854	0	0	1,580	2,854
Soap Lake	1.5%	1,370	2,036	0	0	1,370	2,036
Warden	2.5%	2,280	3,736	0	0	2,280	3,736
Wilson Creek	1.0%	221	270	0	0	221	270
Total Urban Growth Areas		34,660	58,154	9,450	16,748	44,348	77,145
Unincorporated County		34,740	48,208	0	0	25,052	29,216
Total County¹		69,400	106,362	9,450	16,748	69,400	106,362

¹ Official Growth Management Population Projections, High Series: 1990-2020, Washington State OFM.

² Population within boundary of UGA but outside of current limits of incorporated cities and towns.

URBAN LANDS SUB-ELEMENT...

Table 5UR-2
UGA Land Use Inventory

<i>Urban Growth Area</i>	<i>Land Use (Acres)</i>					
	<i>Total Gross Area</i>	<i>Non-Residential¹</i>	<i>Residential</i>			
			<i>Developed</i>	<i>Gross Vacant</i>	<i>Not Developable²</i>	<i>Net Vacant</i>
Coulee City	717	590.2	62.9	63.9	38.3	25.6
Coulee Dam	-	-	-	-	-	-
Electric City	495	291.4	124.2	79.4	47.6	31.8
Ephrata	7,060	4,930.6	973.0	1,156.4	693.8	462.6
George	897	754.0	24.0	119.0	71.4	47.6
Grand Coulee	1,761	1,120.7	251.3	389.0	288.0	101.0
Hartline	184	62.7	26.7	94.6	56.8	37.8
Krupp	361	339.5	6.5	15.0	9.0	6.0
Lakeview Park	559	262.0	161.0	136.0	81.6	54.4
Mattawa	1,991	1,042.3	57.9	890.8	534.5	356.3
Moses Lake	22,315	15,885.4	3,213.0	3,216.6	1,029.2	2,187.4
Quincy	2,783	1,531.0	653.5	598.5	359.1	239.4
Royal City	2,184	-	-	418.0	250.8	167.2
Soap Lake	856	149.7	380.0	326.3	204.8	121.5
Warden	2,904	2,063.0	89.0	752.0	451.2	300.8
Wilson Creek	632	239.1	39.7	353.2	211.9	141.3
Total	45,699	29,261.6	6,062.7	8,608.7	4,328.1	4,280.6

¹ Includes commercial, industrial, and public/open space.

² Includes unavailable land, land required for roads & public facilities, and critical lands totaling 60 percent of gross vacant land.

Table 5UR-3
Summary of Areas of Grant County Cities and UGAs

<i>Incorporated City/Urban Growth Area</i>	<i>Land Area (Acres)</i>			<i>% Increase in Land Area</i>
	<i>Incorporated City</i>	<i>Unincorporated UGA</i>	<i>Total UGA</i>	
Coulee City	387	330	717	85%
Coulee Dam	0	0	0	0%
Electric City	436	59	495	14%
Ephrata	6,466	594	7,060	9%
George	268	629	897	235%
Grand Coulee	726	1,035	1,761	143%
Hartline	184	0	184	0%
Krupp	361	0	361	0%
Lakeview Park	0	559	559	0%
Mattawa	327	1,664	1,991	509%
Moses Lake	5,082	17,233	22,315	339%
Quincy	1,363	1,420	2,783	104%
Royal City	403	1,781	2,184	442%
Soap Lake	750	106	856	14%
Warden	945	1,959	2,904	207%
Wilson Creek	632	0	632	0%
Total	18,330	27,369	45,699	149%

Table 5UR-4
Summary of UGA Land Use & Potential Housing Units

Urban Growth Area	Area (Acres)				Housing Units	
	Total	Non-Residential	Residential		New Required ¹	Potential
			Total Gross	Net Vacant		
Coulee City	717	590.2	127	25.6	20	102
Coulee Dam	-	-	-	-	-	-
Electric City	495	291.4	203	31.8	61	127
Ephrata	7,060	4,930.6	2,129	462.6	890	1,850
George	897	754.0	143	47.6	63	190
Grand Coulee	1,761	1,120.7	640	101.0	168	404
Hartline	184	62.7	121	37.8	6	151
Krupp	361	339.5	22	6.0	2	24
Lakeview Park	559	262.0	297	54.4	154	217
Mattawa	1,991	1,042.3	548	356.3	1,162	1,425
Moses Lake	22,315	15,885.4	6,430	2,187.4	6,863	8,749
Quincy	2,783	1,531.0	1,252	239.4	712	957
Royal City	2,184	-	418	167.2	492	668
Soap Lake	856	149.7	706	121.5	83	486
Warden	2,904	2,063.0	841	300.8	563	1,203
Wilson Creek	632	239.1	392	141.3	16	565
Total	45,699	29,261.6	14,671	4,280.6	11,255	17,118

¹ Number of new dwelling units required equals total required in 2018 less vacant units available. Total number of dwelling units required based on average number of persons per household as reported by 1990 U.S. Census of 2.59 for average of all cities in Grant County.

- Verify and adjust assumptions made in the urban growth analysis used to designate UGA boundaries; and
- Provide decision makers with objective data that can be used to evaluate the performance of the jurisdictional comprehensive plans in achieving the goals and policies that the plan intended to promote.

It is not intended that the data review always trigger an adjustment to the UGA boundary. Instead, it is envisioned that this information would be used to assist in evaluating trends and assessing the performance of the comprehensive plans. If trends substantiate change from the assumption included in the urban growth analysis and goals and policies of this Plan are not being met, adjustments should be recommended.

A series of key indicators should be compiled and summarized annually by the County. The parameters could be incorporated into a simple growth model, reviewed annually, and presented to decision makers in the form of a report. The

report should be presented to the respective city council and Grant County Board of County Commissioners. The indicators and performance measures described herein may need to be refined over time to provide a more precise monitoring device or to ease administration. The initial set of indicators is primarily related to the supply of buildable land, patterns of development, and other land use related issues. Additional performance measures may need to be developed that monitor other socioeconomic objectives as the review process evolves.

Indicators could include:

- **Population** – will be used to verify population growth rate assumptions and to identify unanticipated demographic trends. Annual data prepared by the Washington State Office of Financial Management, Forecasting Division, can be used. Statistical data, including age-cohort, in-migration/out-migration, and other demographic indicators could be assessed.

URBAN LANDS SUB-ELEMENT...

- **Employment** – will be used to verify employment growth rate assumptions and to identify unanticipated economic trends. Indicators evaluated could include average annual wage rate, per capita income, average annual wage rate, and percentage of Grant County receiving employment assistance.
- **Price of Housing** – will be used to provide an early warning of over-constraint of land. This can be done by monitoring the price of new homes and resale homes, apartment rents, and vacancy rates. The Washington Center for Real Estate Research in Pullman is one source of data.
- **Land Absorption** – will be used to determine at what rate land and housing units are being absorbed by the market. Indicators could include the number of new housing units (building starts), total square footage of residential and commercial construction, and vacancy rates. Conversion of vacant land could be monitored.
- **Other Indicators** – as identified. As periodic review takes place and data sources are identified or created, additional indicators can be added to the monitoring model.

GOALS AND POLICIES

Goals and policies follow the shared vision for the future of Grant County for sustaining and improving our quality of life. Goals and policies are also consistent with the Planning Goals of the Growth Management Act. Goals are broad statements of a community's aspirations. Policies express a commitment to a course of action. Policies provide overall direction for implementation of a strategy. Policies provide clear guidance for decision-making subject to this Plan, and form the basis for development regulations. Goals and policies do not apply to incorporated cities, but rather, only to unincorporated areas of the County, including the unincorporated portions of UGAs.

Following are the goals and policies of the Comprehensive Plan related to Urban Lands.

Goal UR-1: Encourage urban growth within designated Urban Growth Areas (UGAs)

Policies

- UR-1.1: Provide urban governmental services within UGAs prior to or concurrent with development.
- UR-1.2: Reduce the unit cost of urban public services by requiring urban density development within UGAs and rural densities outside the UGAs.
- UR-1.3: Encourage urban infill where possible to avoid sprawl and leapfrog development thereby conserving fringe open lands.
- UR-1.4: Encourage growth in areas already characterized by urban growth that have the appropriate level of existing urban-level public services and facilities consistent with adopted plans and interlocal agreements.

Goal UR-2: The County's designated UGAs should cumulatively provide the area and densities sufficient to permit the urban growth that is projected to occur in the county over the succeeding 20 years.

Policies

- UR-2.1: Designation of UGAs shall be consistent with the following general goals:
 - Reduce the inappropriate conversion of undeveloped land into sprawling, low-density development;
 - Provide for the efficient provision of public services;
 - Protect significant cultural resources, and natural resource,

...URBAN LANDS SUB-ELEMENT

environmentally-sensitive, and rural lands;

- Encourage a clear distinction between urban and rural lands;
- Support variety, choice and balance in living and working environments;
- Promote a variety of residential densities;
- Include sufficient vacant and buildable land for residential needs and for industrial and commercial uses in areas compatible with residential, agricultural, and other public uses; and
- Consider citizen preferences for inclusion in a UGA, based on broad-based community interests

UR-2.2: Designation of UGAs shall be consistent with the following more specific criteria

- Cities shall be located within UGAs;
- Urban services should be provided by cities within UGAs;
- Urban services should generally not be provided outside UGAs;
- Lands included within UGAs shall either be already characterized by urban growth or adjacent to such lands;
- Land within a UGA shall not contain areas designated for long-term agricultural resource use;
- UGAs should provide a balance of residential, commercial, industrial, and public lands and open space;
- Natural features and cultural

resources should be utilized to define boundaries;

- Each city shall have the anticipated financial capability to provide the services and facilities needed to serve the UGA over the planning period; and
- Provision of urban services must be economically feasible in a UGA

UR-2.3: Residential development in the unincorporated portions of UGAs should occur at densities such that an average density of four units per acre is maintained throughout the unincorporated portions of the UGA. Minimum residential density should be one unit per two acres.

UR-2.4: UGAs should be designated so as to recognize the County's interest in protecting and preserving designated natural resource lands, rural character, critical areas and significant cultural resources.

UR-2.5: The County should attempt to reach agreement with each incorporated city as designated in this comprehensive plan, on the location of a UGA boundary.

UR-2.6: Encourage commercial and industrial development to locate in well-defined centers throughout the urban areas suitable to their type of business and the population they will serve.

Goal UR-3: Provide for an orderly, phased transition from rural to urban uses within and adjacent to UGAs

Policies

UR-3.1: Designate Urban Reserve areas adjacent to UGAs where appropriate to preserve the opportunity for efficient transition from rural to urban land uses

URBAN LANDS SUB-ELEMENT...

if and when needed. Designation of Urban Reserve areas is intended to provide guidance as to where urban growth may expand at some future date. Inclusion of land in an Urban Reserve designation does not necessarily imply that all Urban Reserve areas will be included within a UGA in the future.

UR-3.2: Urban Reserve areas shall abut a UGA, and shall not generally include designated agricultural resource lands. Resource lands included within an Urban Reserve area should be limited in size to less than 500 acres.

UR-3.3: In designating Urban Reserve areas, consideration should be given to the efficiency and economic feasibility with which the Urban Reserve area can be provided with urban services in the future, and the efficiency and economic feasibility with which the area can be urbanized.

UR-3.4: In designating Urban Reserve areas, consideration should be given to the expressed desires of property owners.

Goal UR-4: Maintain comprehensive plans for each urban growth area around an incorporated city, where the city and county have cooperated in the preparation. For UGAs around unincorporated centers, the policy framework for urban growth should be embodied either in this Comprehensive Plan or in a county Sub-Area Plan.

Policies

UR-4.1: Compatible level of service standards for public services and facilities should be adopted and maintained among jurisdictions within UGAs.

UR-4.2: For those UGAs that include incorporated and unincorporated areas,

growth management agreements between the county and the municipalities should establish common standards for roads and utilities.

Goal UR-5: The County's designated UGAs should concentrate medium- and higher-intensity residential, commercial and industrial development in a way that ensures livability, protection of cultural resources, and preservation of environmental quality, open space retention, varied and affordable housing, high quality urban services at the least cost, and orderly transition of land from county to city.

Policies

UR-5.1: Infilling in areas already characterized by urban growth that have the capacity and provide public services and facilities to serve urban development should be encouraged.

UR-5.2: Urban development and facilities should be phased outward from core areas.

UR-5.3: Where urban services and utilities are not yet available in an urban growth area, development should be configured so that urban development may eventually infill and become urban.

UR-5.4: Land use plans within UGAs should balance change with recognition of the distinct identities of neighborhoods, and support variety and choice in living and working environments.

UR-5.5: Residential development in UGAs and overall densities should be high enough to support efficient public services and provide for affordable housing choices. Residential densities should also be high enough to enable

the county as a whole to accommodate its 20-year population growth projection. There should be a variety of densities based on land capability, environmental sensitivity, and constraints in providing services.

UR-5.6: Industrial and commercial development of all types may occur in UGAs, particularly the larger and more intensive types of development that require higher levels of public services and facilities. Within the UGAs around the incorporated cities, the industrial and larger commercial development should take place inside the cities themselves in order to support their roles as the economic centers of their areas.

UR-5.7: The highest levels of public services and facilities should be provided in UGAs, but may be provided at lesser levels in the UGAs that do not contain an incorporated city within their boundaries. Some services and facilities may only be provided after areas incorporate or are annexed to adjacent cities. These urban services and facilities may include sanitary and storm sewers; police and fire protection; paved streets with curbs, sidewalks and street lights; and public transit and bicycle paths. Other services may include community and neighborhood parks, government offices, libraries, medical facilities, manned fire stations, and animal control.

UR-5.8: Open space lands contributing to the livability of UGAs should be preserved, including those containing significant cultural resources, providing scenic amenity, community identity, and buffers within and between urban and rural areas.

UR-5.9: A variety of densities and housing types should be provided in UGAs.

UR-5.10: Within UGAs that do not contain an incorporated city, as identified in this comprehensive plan:

- Residential development should be encouraged to support the economic base of the community, to reduce growth pressures on rural areas, and to facilitate the most economical provision of public services to new development; and
- Development should pay for its utility service, unless it is clearly in the public interest for the general public to do so.

Goal UR-6: The County should review annexations and incorporations to ensure consistency with this Comprehensive Plan, and to evaluate impacts on county land use, traffic circulation, public services and facilities, fiscal impacts, and integrity and continuity of service areas and boundaries.

Policies

UR-6.1: Cities and the County shall support reasonable annexations of areas within UGAs. A proposal is considered reasonable if, unless otherwise agreed to by the city and County, it:

- a. Includes all adjacent roadways;
- b. Is contiguous to the existing city limits;
- c. Provides for efficient provision of emergency services without conflict between providers;
- d. Conforms with current regulations; and
- e. Does not deliberately exclude less desirable properties.

UR-6.2: Annexations of unincorporated islands within a UGA should be actively encouraged and creation of new unincorporated islands should be discouraged.

URBAN LANDS SUB-ELEMENT...

UR-6.3: Annexations will not be permitted outside of designated UGAs.

UR-6.4: Cities may require an annexation commitment as a condition of utility service within designated UGAs.

UR-6.5: New city incorporations should provide adequate facilities and services for urban growth consistent with the Comprehensive Plan.

UR-6.6: Cities and the County should jointly develop annexation agreements which define policies, including sharing of revenue of annexation reimbursement for capital projects developed by the County, maintenance of infrastructure, inclusion of roads and streets, and other issues.

Goal UR-7: Recognize the transitional nature of agricultural uses within the Urban Growth Area.

Goal UR-8: Recognize the right to farm and farm use as a legitimate activity within the Urban Growth Area prior to conversion of property to urban use.

Goal UR-9: Annually review proposals for UGA amendments for consistency with the goals and policies of this Plan.

Policies

UR-9.1: The County should develop a model to monitor urban growth areas to ensure that land supply is not being over constrained or that development is occurring in a manner inconsistent with this Plan. The model should consider several key indicators in order to provide a more quantifiable approach to making recommendations regarding

UR-9.2: Prior to expansion of UGAs containing an incorporated city, it should be documented by the city that the expansion area can and will be served in an economically feasible manner by municipal sewer and water within a time frame accepted by the County, and in a manner that does not degrade surface or ground waters.

UR-9.3: Expansion of a UGA boundary should meet one of the following two criteria:

- There is insufficient land within the existing urban growth area to permit the urban growth that is forecast to occur in the succeeding 20 years; or
- An overriding public interest is shown for moving the UGA boundary in order to gain a public benefit related to protecting public health, safety and welfare; or enabling more effective, efficient provision of sewer or water service;.

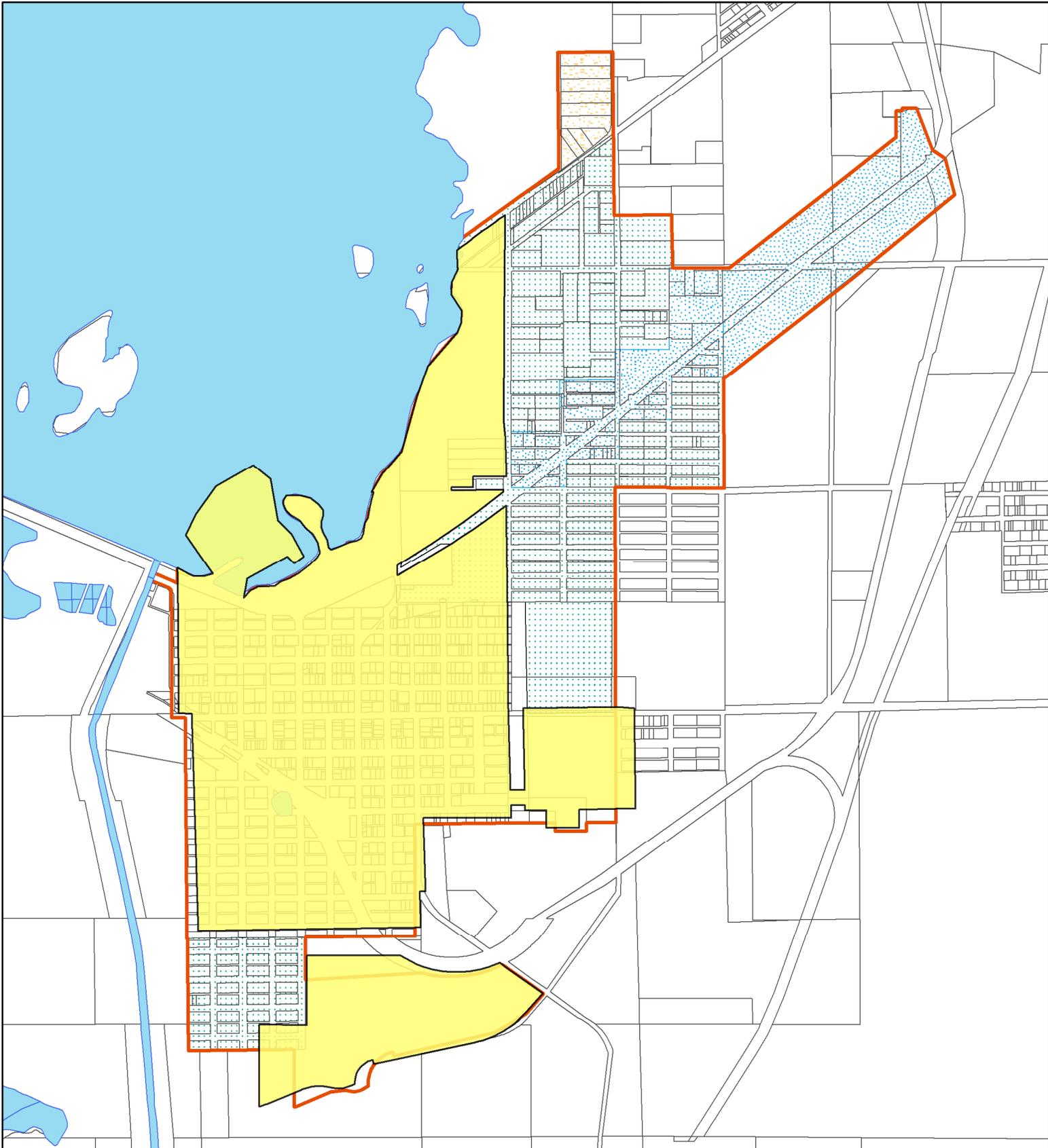
UR-9.4: The area that is designated for the expansion of any UGA should be contiguous to an existing urban growth boundary.

UR-9.5: Reductions in any UGA boundary should ensure that sufficient land will remain within the reduced UGA to permit the urban growth that is forecast to occur in the succeeding 20 years.

UR-9.6: Expansion or reductions in any UGA should take into consideration the presence of natural resource lands and critical areas.

UR-9.7: The designation of or change to UGAs should be consistent with the Grant County County-Wide Planning Policies.

§

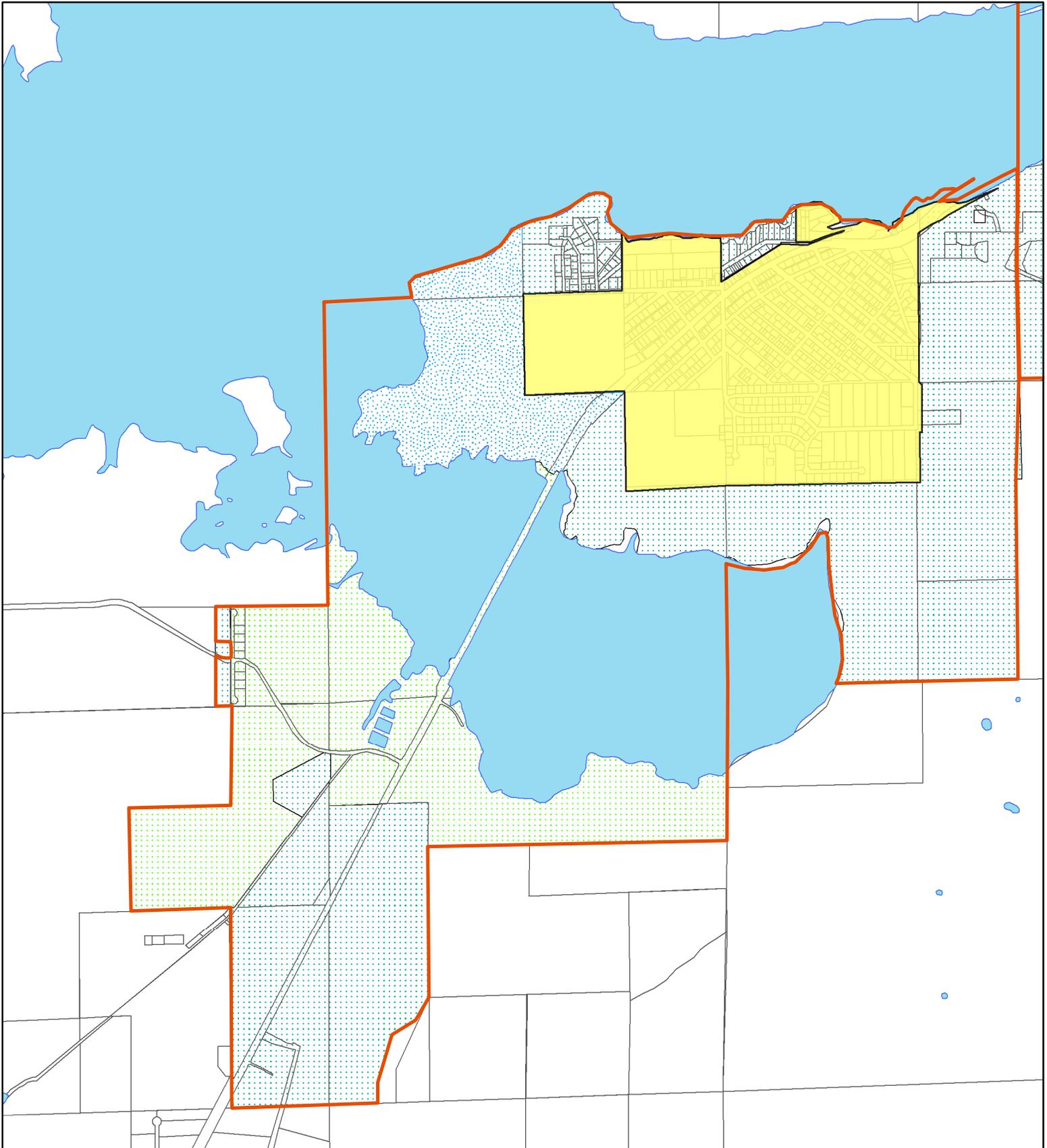


Grant County Comprehensive Plan Coulee City Urban Growth Area



	City
	Water Features
	UGB
	Parcels
Comprehensive Plan Land Use Designation	
	Residential, Suburban
	Residential, Low Density
	Residential, Medium Density
	Residential, High Density
	Commercial (Urban)
	Industrial (Urban)
	Open Space (Urban)
	Port of Moses Lake
	Public Facility (Urban)
	Urban Reserve

These maps should not be construed as legal advice or legal opinion on a specific facts or circumstances. The contents are intended for general information purposes only, and you are urged to consult your own lawyer concerning your own situation and specific questions you may have. Infrastructure records, drawings, and other documents have been gathered many decades, using differing standards for quality control, documentation verification. All of the data provided represents current information in a readily available format. While the data is generally believed to be accurate, occasionally it proves to be incorrect; thus its accuracy is not warranted. To making any property purchases or investments based in full or in part the material provided, it is specifically advised that you independently field verify the information contained in county records.

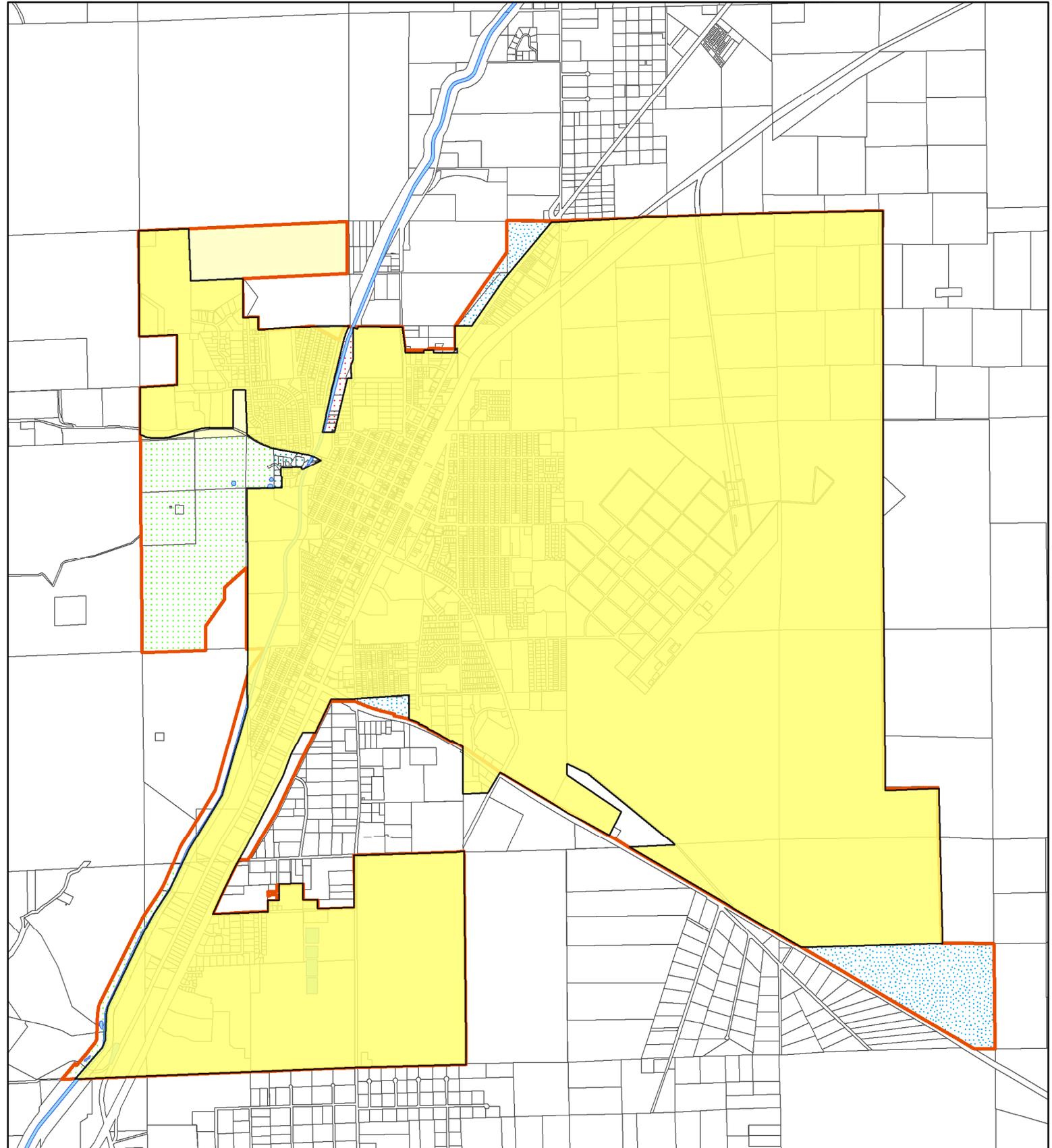


Grant County Comprehensive Plan Electric City Urban Growth Area

	UGB
	City
	Water Features
	Parcels
Comprehensive Plan Land Use Designation	
	Residential, Suburban
	Residential, Low Density
	Residential, Medium Density
	Residential, High Density
	Commercial (Urban)
	Industrial (Urban)
	Open Space (Urban)
	Port of Moses Lake
	Public Facility (Urban)
	Urban Reserve

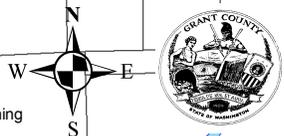
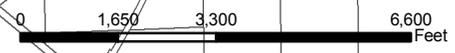


These maps should not be construed as legal advice or legal opinion on a specific facts or circumstances. The contents are intended for general information purposes only, and you are urged to consult your own lawyer concerning your own situation and specific questions you may have. Infrastructure records, drawings, and other documents have been gathered many decades, using differing standards for quality control, documentation verification. All of the data provided represents current information in a readily available format. While the data is generally believed to be accurate, occasionally it proves to be incorrect; thus its accuracy is not warranted. To making any property purchases or investments based in full or in part on the material provided, it is specifically advised that you independently field verify the information contained in county records.

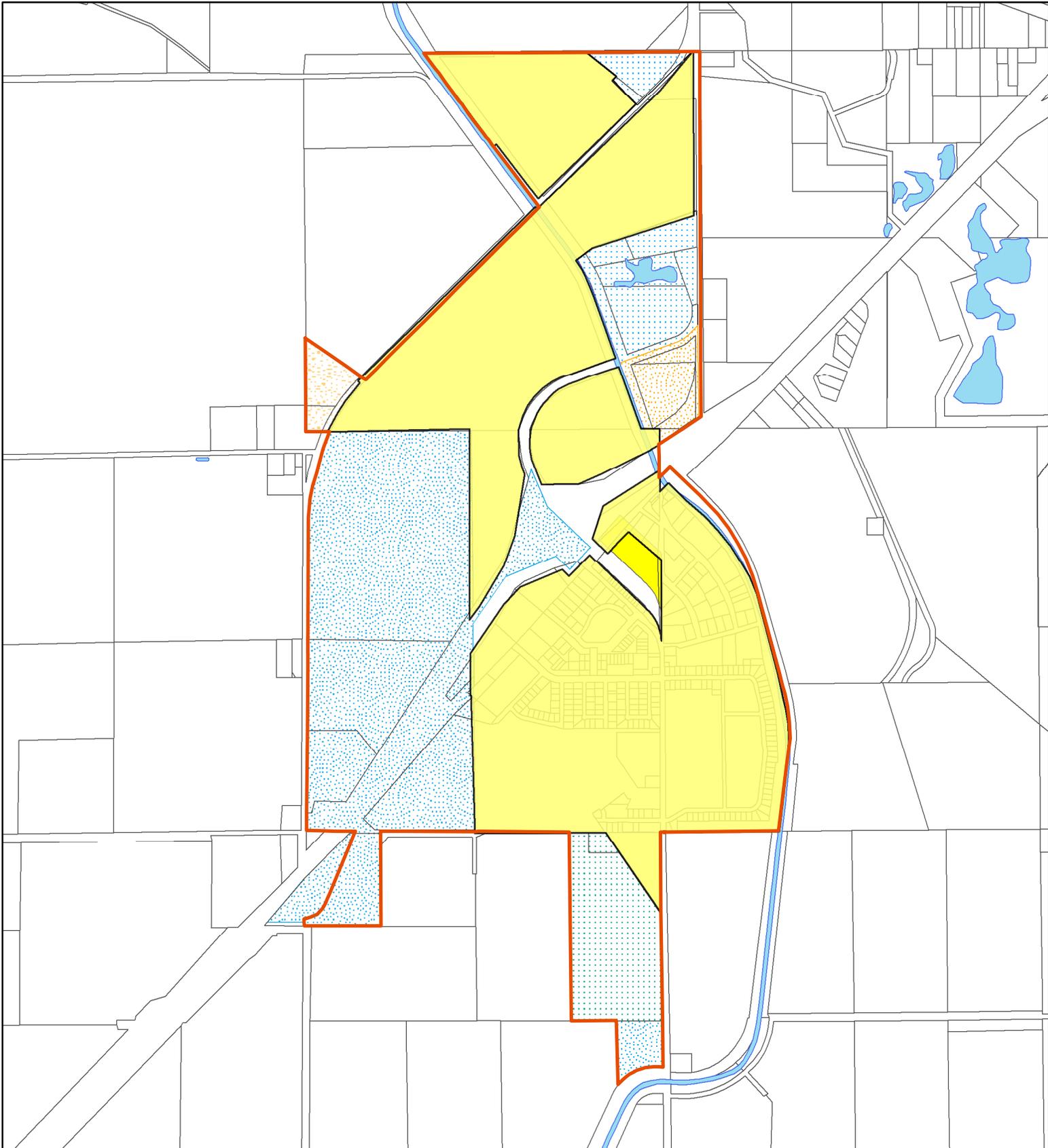


Grant County Comprehensive Plan Ephrata Urban Growth Area

	City
	Water Features
	UGA
	Parcels
Comprehensive Plan	
Land Use Designation	
	Residential, Suburban
	Residential, Low Density
	Residential, Medium Density
	Residential, High Density
	Commercial (Urban)
	Industrial (Urban)
	Open Space (Urban)
	Port of Moses Lake
	Public Facility (Urban)
	Urban Reserve

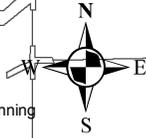


These maps should not be construed as legal advice or legal opinion on a specific fact or circumstances. The contents are intended for general information purposes only, and you are urged to consult your own lawyer concerning your own situation and specific questions you may have. Infrastructure records, drawings, and other documents have been gathered many decades, using differing standards for quality control, documentation verification. All of the data provided represents current information in a readily available format. While the data is generally believed to be accurate, occasionally it proves to be incorrect; thus its accuracy is not warranted. To making any property purchases or investments based in full or in part the material provided, it is specifically advised that you independently field verify the information contained in county records.

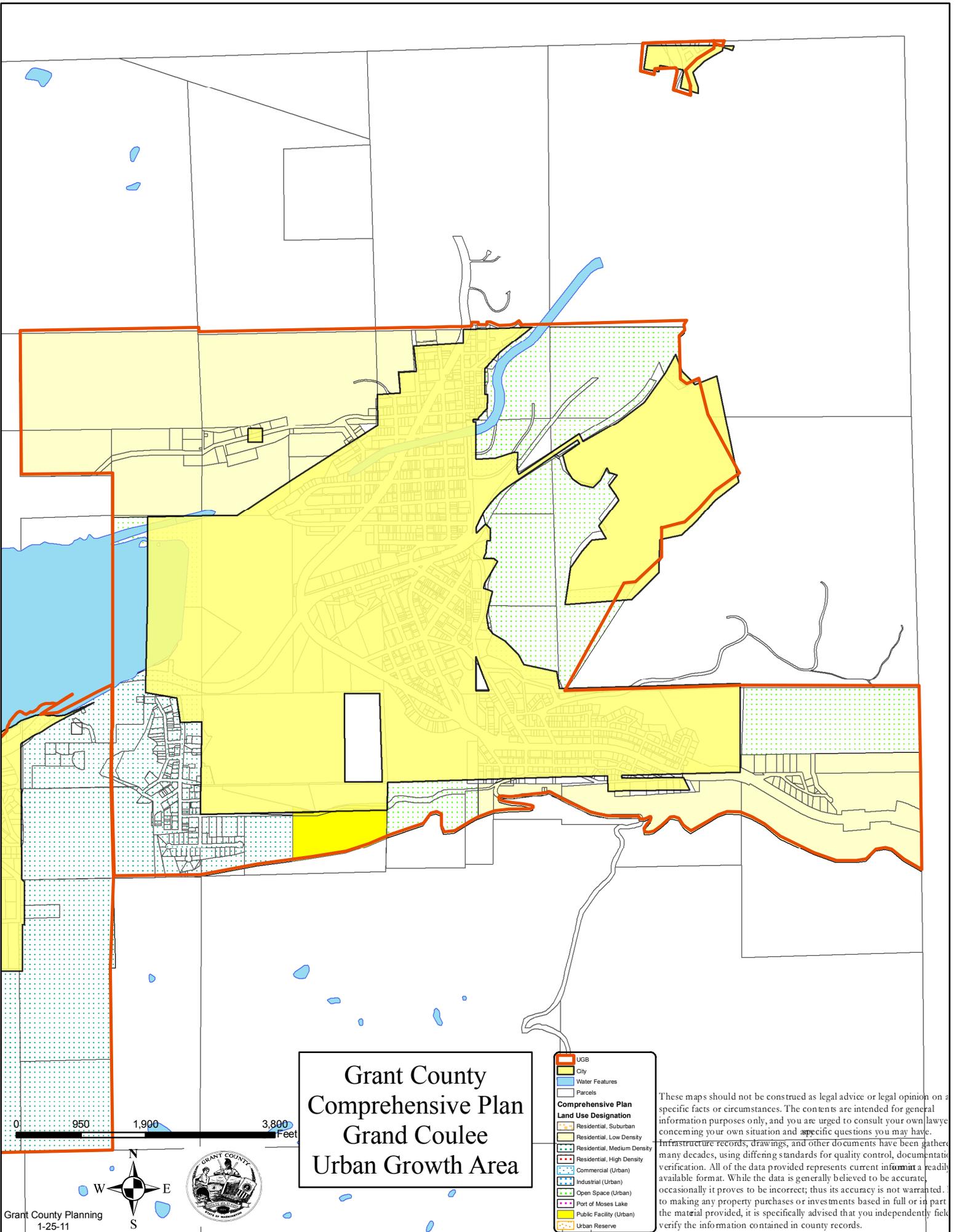


Grant County Comprehensive Plan George Urban Growth Area

	UGA
	City
	Water Features
	Parcels
Comprehensive Plan Land Use Designation	
	Residential, Suburban
	Residential, Low Density
	Residential, Medium Density
	Residential, High Density
	Commercial (Urban)
	Industrial (Urban)
	Open Space (Urban)
	Port of Moses Lake
	Public Facility (Urban)
	Urban Reserve



These maps should not be construed as legal advice or legal opinion on specific facts or circumstances. The contents are intended for general information purposes only, and you are urged to consult your own lawyer concerning your own situation and specific questions you may have. Infrastructure records, drawings, and other documents have been gathered many decades, using differing standards for quality control, documentation verification. All of the data provided represents current information in a readily available format. While the data is generally believed to be accurate, occasionally it proves to be incorrect; thus its accuracy is not warranted. To making any property purchases or investments based in full or in part the material provided, it is specifically advised that you independently field verify the information contained in county records.

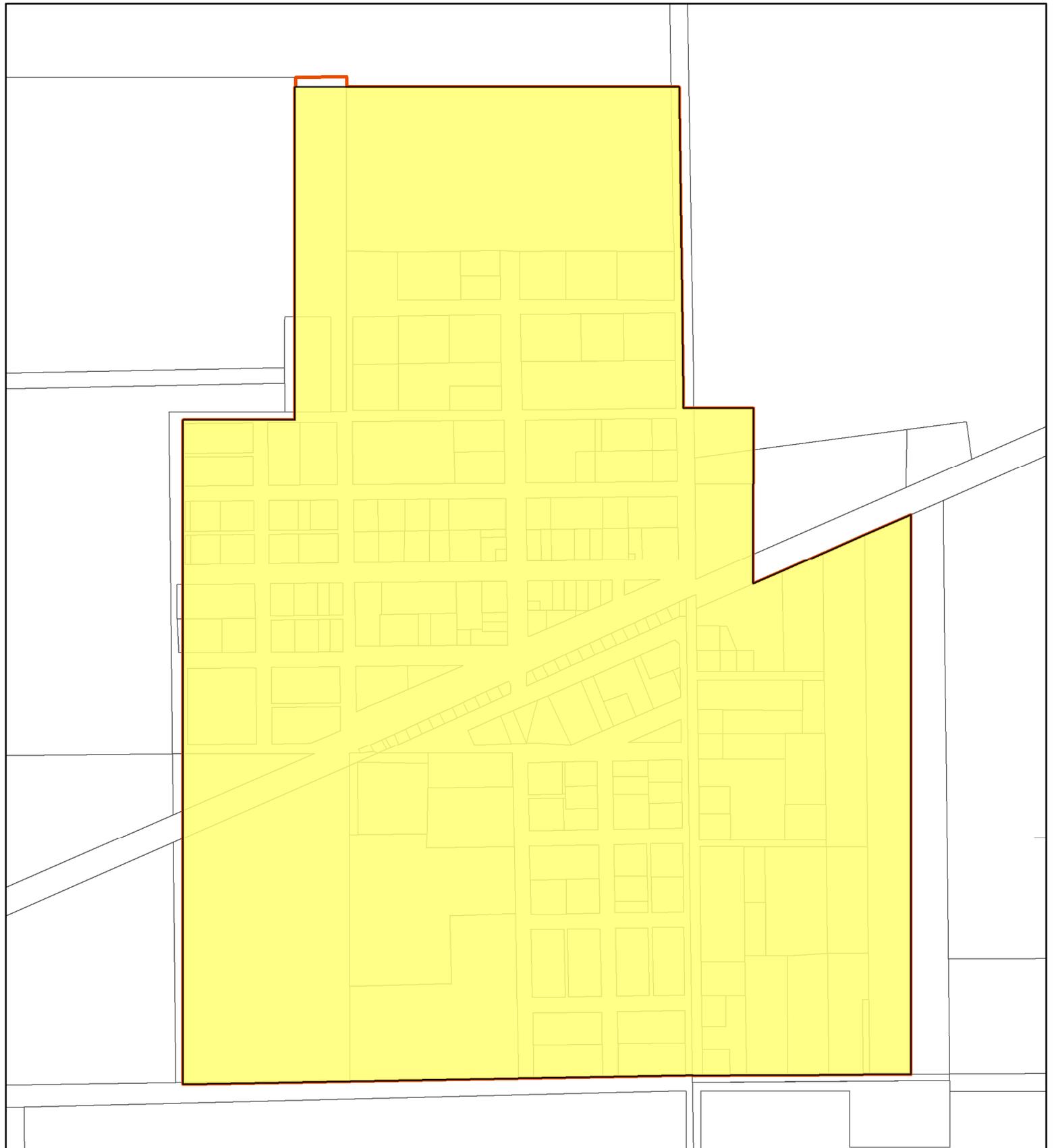


Grant County Comprehensive Plan Grand Coulee Urban Growth Area

	UGB
	City
	Water Features
	Parcels
Comprehensive Plan Land Use Designation	
	Residential, Suburban
	Residential, Low Density
	Residential, Medium Density
	Residential, High Density
	Commercial (Urban)
	Industrial (Urban)
	Open Space (Urban)
	Port of Moses Lake
	Public Facility (Urban)
	Urban Reserve

These maps should not be construed as legal advice or legal opinion on a specific facts or circumstances. The contents are intended for general information purposes only, and you are urged to consult your own lawyer concerning your own situation and specific questions you may have. Infrastructure records, drawings, and other documents have been gathered many decades, using differing standards for quality control, documentation verification. All of the data provided represents current information in a readily available format. While the data is generally believed to be accurate, occasionally it proves to be incorrect; thus its accuracy is not warranted. To making any property purchases or investments based in full or in part the material provided, it is specifically advised that you independently field verify the information contained in county records.





Grant County Comprehensive Plan Hartline Urban Growth Area

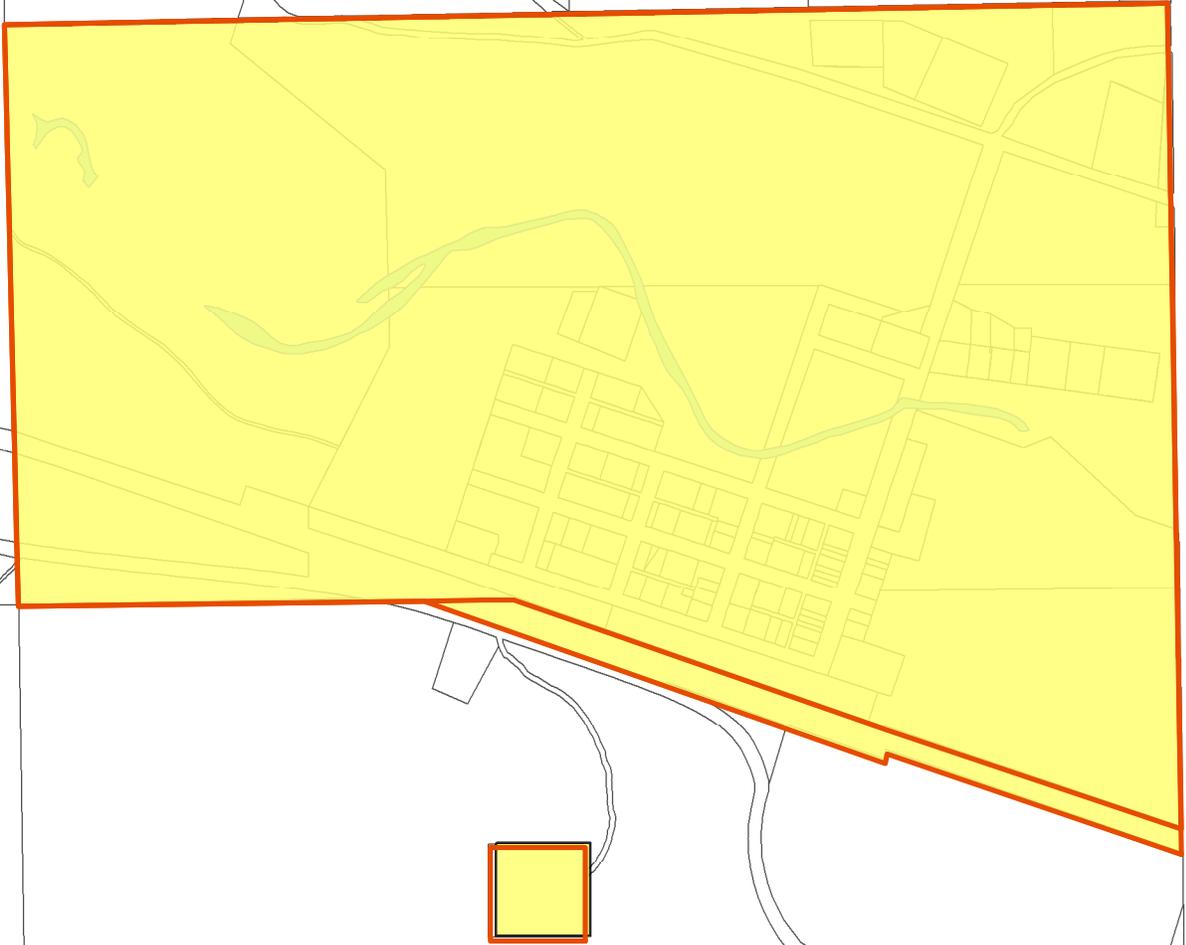
0 270 540 1,080 Feet



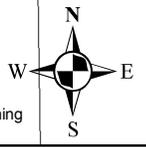
Grant County Planning
2-11-11

	City
	Water Features
	UGB
	Parcels
Comprehensive Plan Land Use Designation	
	Residential, Suburban
	Residential, Low Density
	Residential, Medium Density
	Residential, High Density
	Commercial (Urban)
	Industrial (Urban)
	Open Space (Urban)
	Port of Moses Lake
	Public Facility (Urban)
	Urban Reserve

These maps should not be construed as legal advice or legal opinion on a specific facts or circumstances. The contents are intended for general information purposes only, and you are urged to consult your own lawyer concerning your own situation and specific questions you may have. Infrastructure records, drawings, and other documents have been gathered many decades, using differing standards for quality control, documentation verification. All of the data provided represents current information in a readily available format. While the data is generally believed to be accurate, occasionally it proves to be incorrect; thus its accuracy is not warranted. To making any property purchases or investments based in full or in part the material provided, it is specifically advised that you independently field verify the information contained in county records.

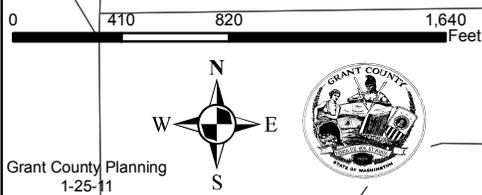
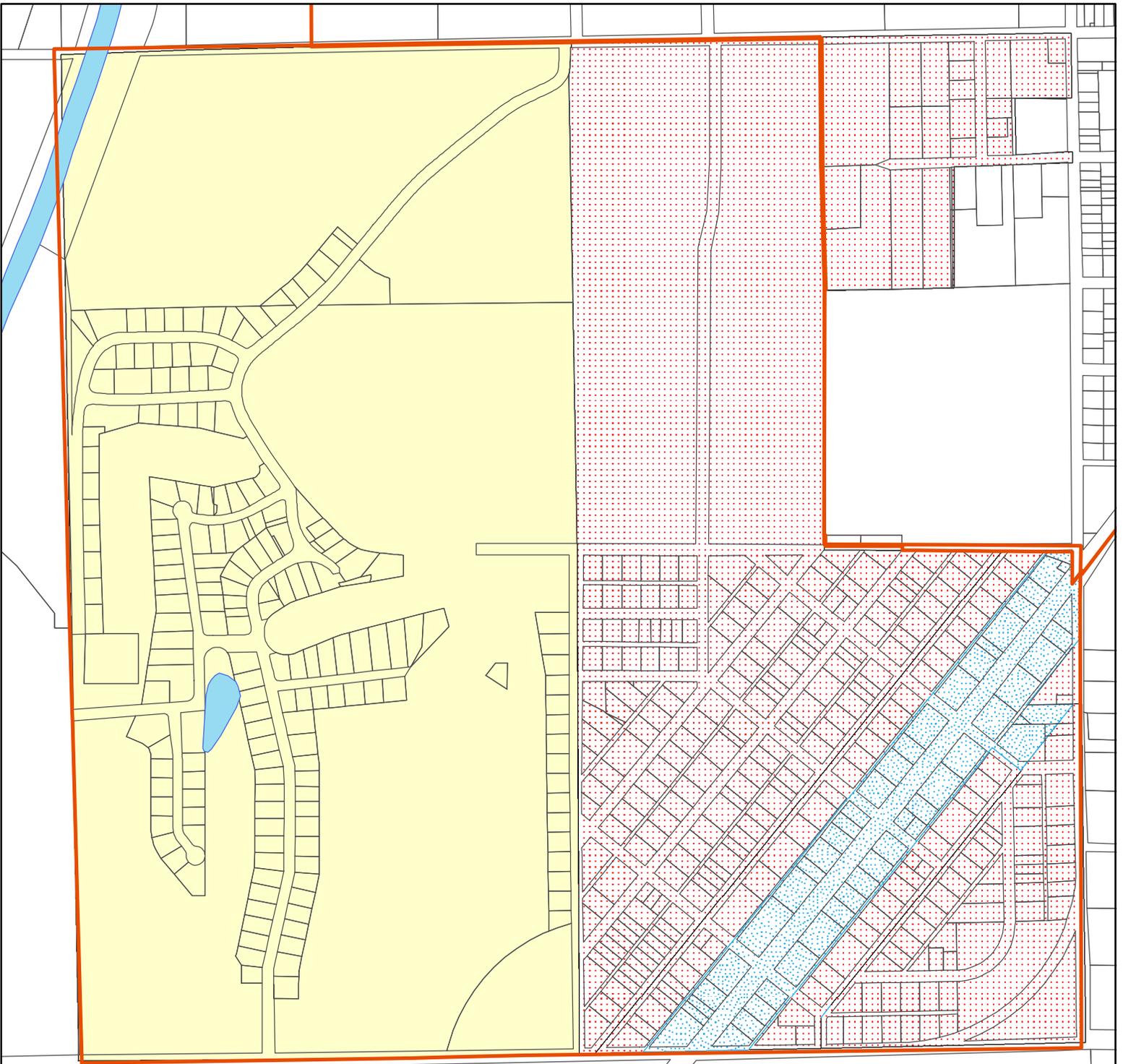


Grant County Comprehensive Plan Krupp (Marlin) Urban Growth Area



	UGB
	City
	Water Features
	Parcels
Comprehensive Plan Land Use Designation	
	Residential, Suburban
	Residential, Low Density
	Residential, Medium Density
	Residential, High Density
	Commercial (Urban)
	Industrial (Urban)
	Open Space (Urban)
	Port of Moses Lake
	Public Facility (Urban)
	Urban Reserve

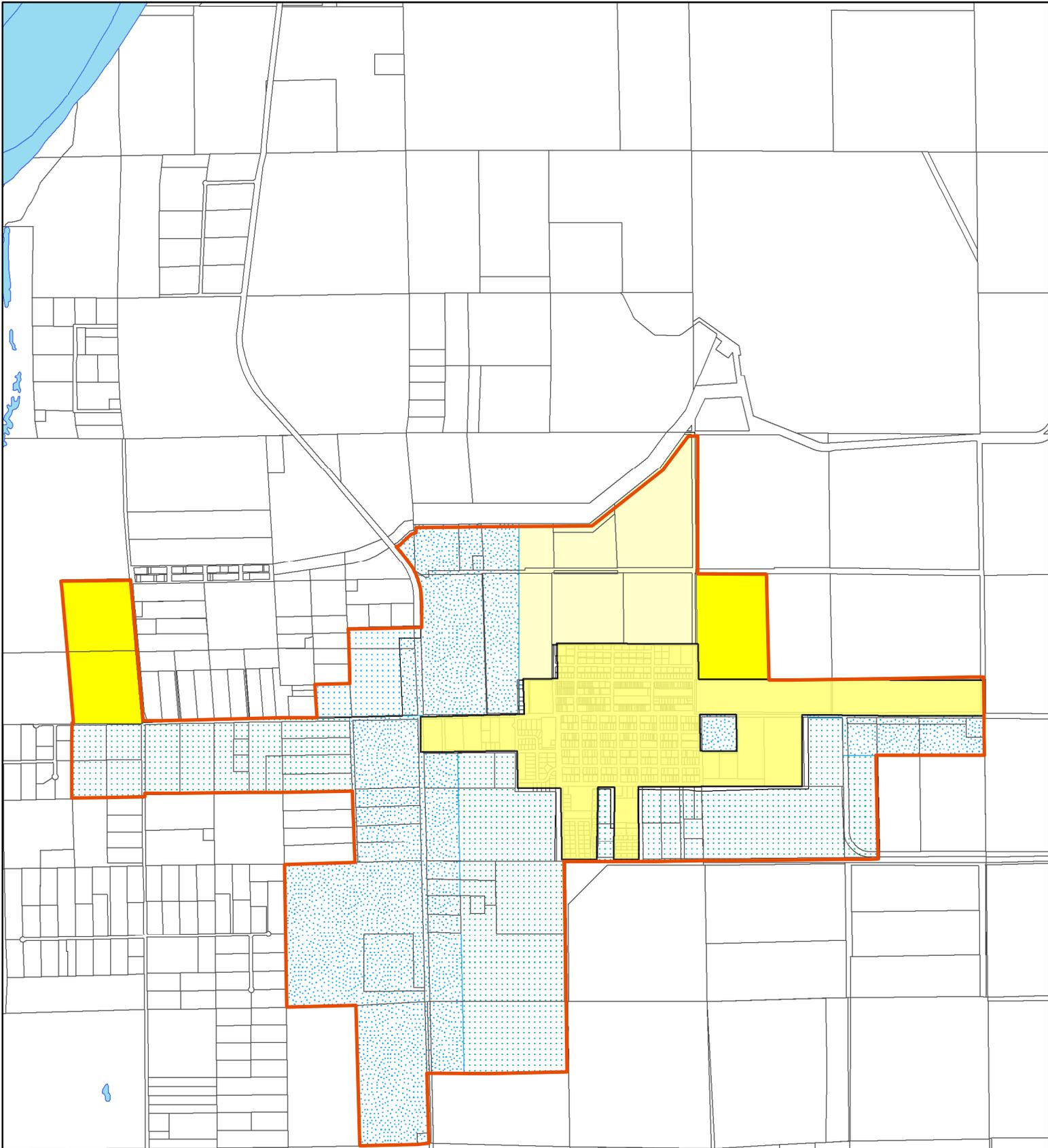
These maps should not be construed as legal advice or legal opinion on a specific facts or circumstances. The contents are intended for general information purposes only, and you are urged to consult your own lawyer concerning your own situation and specific questions you may have. Infrastructure records, drawings, and other documents have been gathered many decades, using differing standards for quality control, documentation verification. All of the data provided represents current information in a readily available format. While the data is generally believed to be accurate, occasionally it proves to be incorrect; thus its accuracy is not warranted. To making any property purchases or investments based in full or in part the material provided, it is specifically advised that you independently field verify the information contained in county records.



**Grant County
Comprehensive Plan
Lakeview Park
Urban Growth Area**

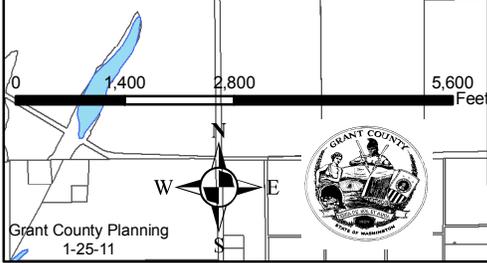
	UGA
	Water Features
	Parcels
Comprehensive Plan Land Use Designation	
	Residential, Suburban
	Residential, Low Density
	Residential, Medium Density
	Residential, High Density
	Commercial (Urban)
	Industrial (Urban)
	Open Space (Urban)
	Port of Moses Lake
	Public Facility (Urban)
	Urban Reserve

These maps should not be construed as legal advice or legal opinion on a specific facts or circumstances. The contents are intended for general information purposes only, and you are urged to consult your own lawyer concerning your own situation and specific questions you may have. Infrastructure records, drawings, and other documents have been gathered many decades, using differing standards for quality control, documentation verification. All of the data provided represents current information in a readily available format. While the data is generally believed to be accurate, occasionally it proves to be incorrect; thus its accuracy is not warranted. To making any property purchases or investments based in full or in part on the material provided, it is specifically advised that you independently field verify the information contained in county records.

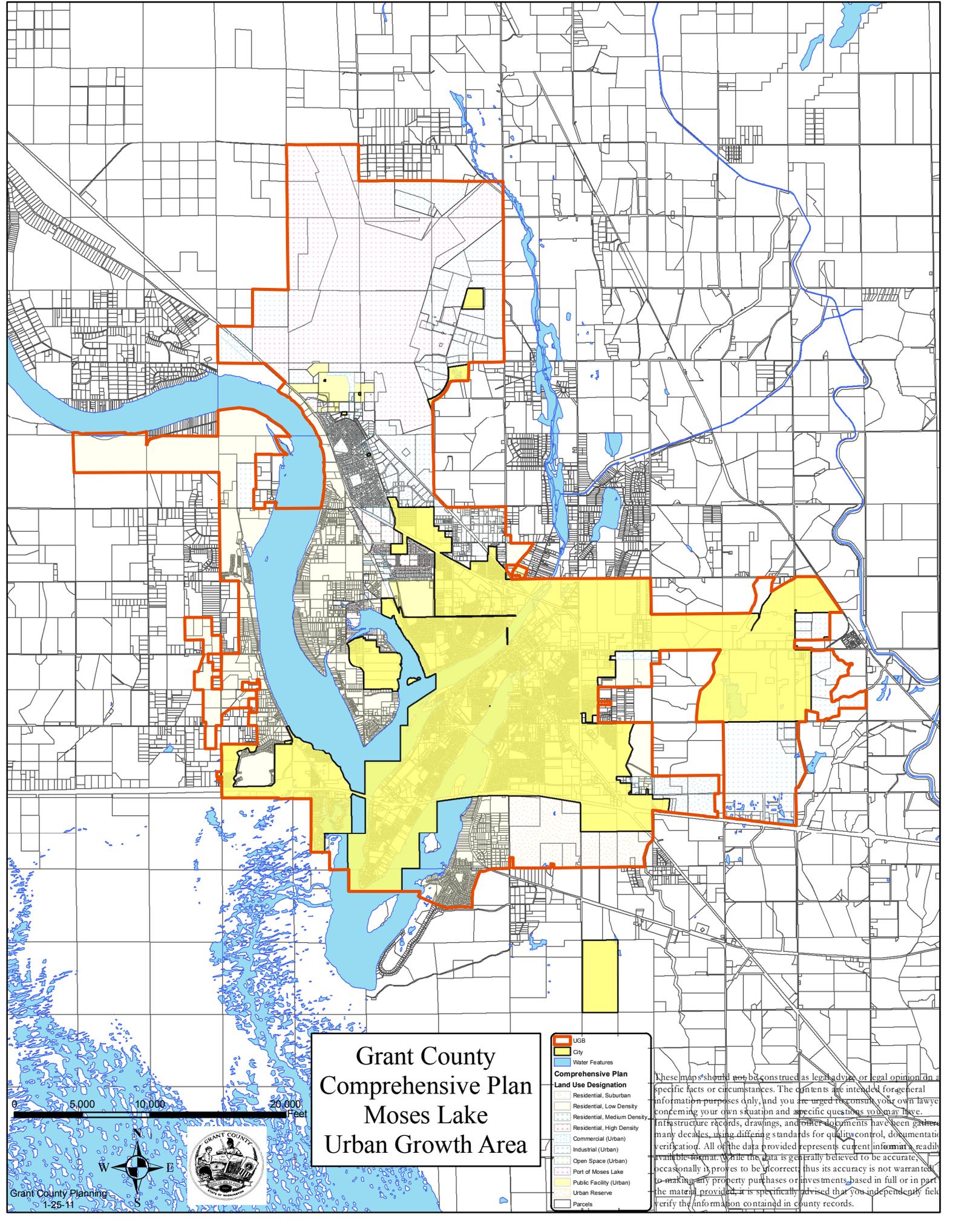


Grant County Comprehensive Plan Mattawa Urban Growth Area

- UGB
- City
- Water Features
- Parcels
- Comprehensive Plan**
- Land Use Designation**
- Residential, Suburban
- Residential, Low Density
- Residential, Medium Density
- Residential, High Density
- Commercial (Urban)
- Industrial (Urban)
- Open Space (Urban)
- Port of Moses Lake
- Public Facility (Urban)
- Urban Reserve



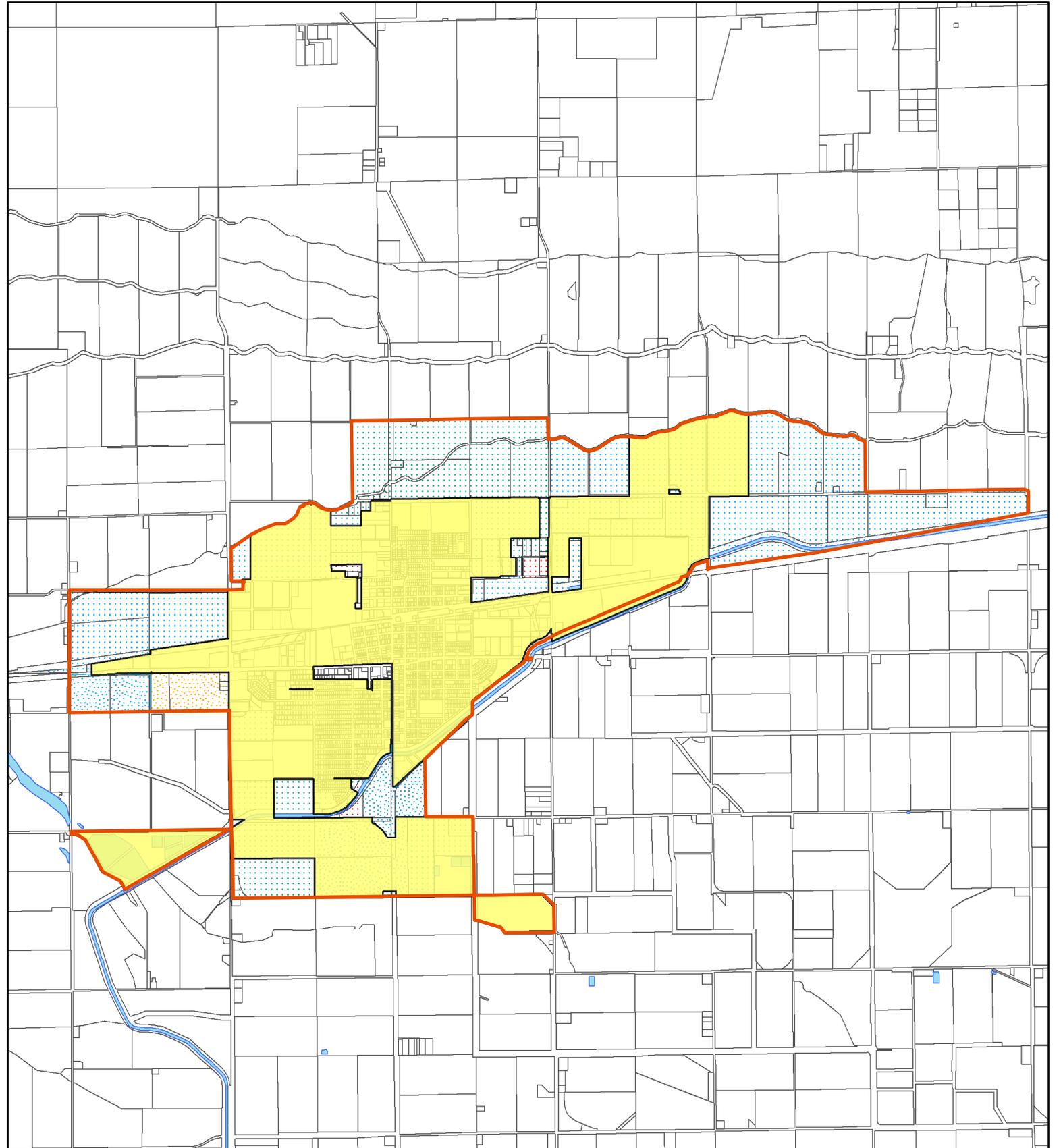
These maps should not be construed as legal advice or legal opinion on specific facts or circumstances. The contents are intended for general information purposes only, and you are urged to consult your own lawyer concerning your own situation and specific questions you may have. Infrastructure records, drawings, and other documents have been gathered many decades, using differing standards for quality control, documentation verification. All of the data provided represents current information in a readily available format. While the data is generally believed to be accurate, occasionally it proves to be incorrect; thus its accuracy is not warranted. To making any property purchases or investments based in full or in part the material provided, it is specifically advised that you independently field verify the information contained in county records.



Grant County Comprehensive Plan Moses Lake Urban Growth Area

- UGB
- City
- Water Features
- Comprehensive Plan**
- Land Use Designation**
- Residential, Low Density
- Residential, Medium Density
- Residential, High Density
- Commercial (Urban)
- Industrial (Urban)
- Open Space (Urban)
- Public Facility (Urban)
- Urban Reserve
- Parcels

These maps should not be construed as legal advice or legal opinion on a specific fact or circumstances. The contents are intended for general information purposes only, and you are urged to consult your own lawyer concerning your own situation and specific questions you may have. Infrastructure records, drawings, and other documents have been gathered many decades, using differing standards for quality control, documentation, verification. All of the data provided represents current information readily available to us. While the data is generally believed to be accurate, it occasionally proves to be incorrect, thus its accuracy is not warranted. To making any property purchases or investments based in full or in part the material provided, it is specifically advised that you independently field verify the information contained in county records.

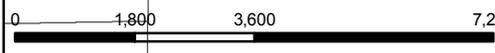
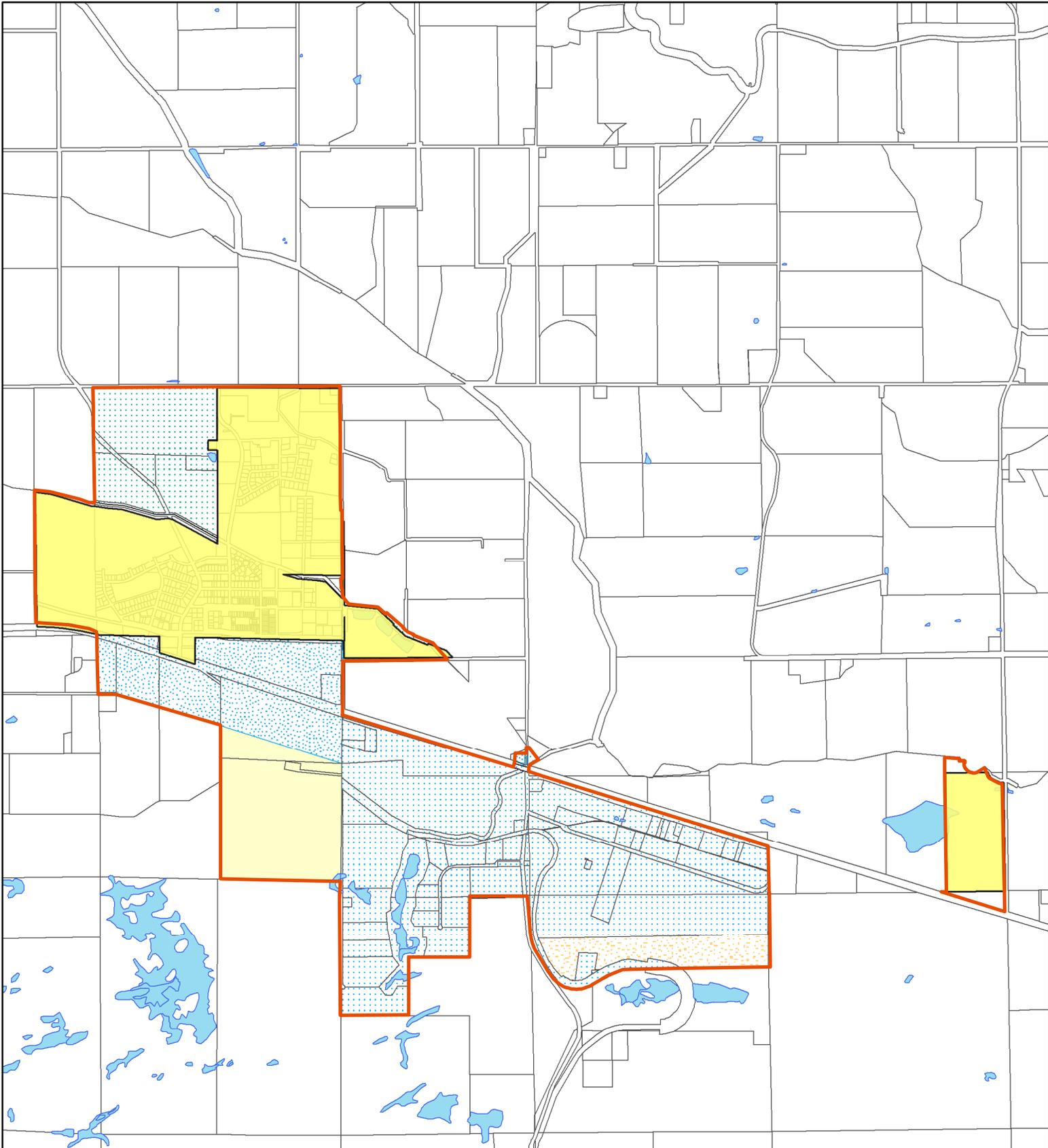


Grant County Comprehensive Plan Quincy Urban Growth Area

	UGB
	City
	Water Features
	Parcels
Comprehensive Plan	
Land Use Designation	
	Residential, Suburban
	Residential, Low Density
	Residential, Medium Density
	Residential, High Density
	Commercial (Urban)
	Industrial (Urban)
	Open Space (Urban)
	Port of Moses Lake
	Public Facility (Urban)
	Urban Reserve

These maps should not be construed as legal advice or legal opinion on a specific fact or circumstance. The contents are intended for general information purposes only, and you are urged to consult your own lawyer concerning your own situation and specific questions you may have. Infrastructure records, drawings, and other documents have been gathered many decades, using differing standards for quality control, documentation, verification. All of the data provided represents current information in a readily available format. While the data is generally believed to be accurate, occasionally it proves to be incorrect; thus its accuracy is not warranted. To making any property purchases or investments based in full or in part the material provided, it is specifically advised that you independently field verify the information contained in county records.



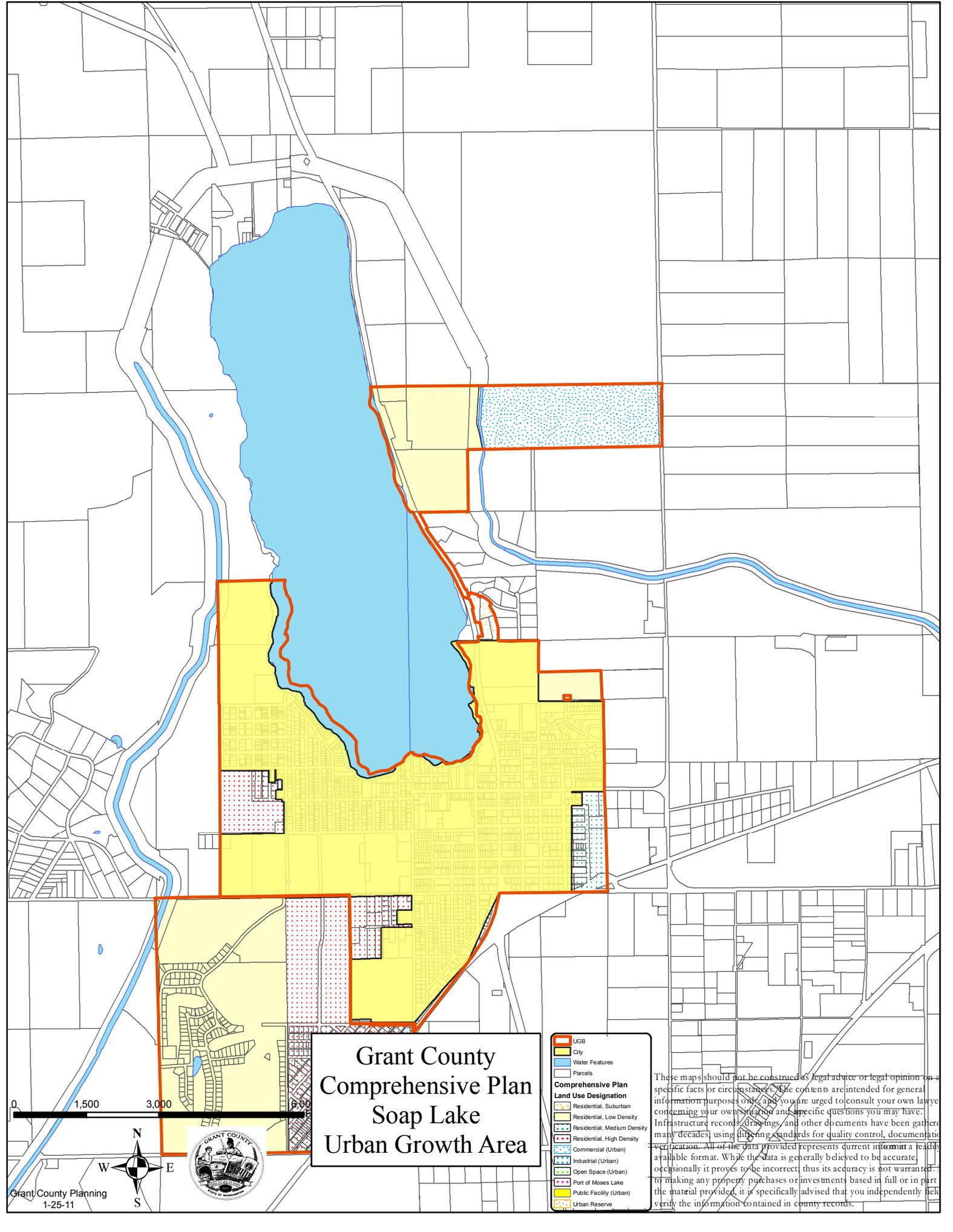


Grant County Planning
1-25-11

Grant County Comprehensive Plan Royal City Urban Growth Area

	UGA
	City
	Water Features
	Parcels
Comprehensive Plan Land Use Designation	
	Residential, Low Density
	Residential, Medium Density
	Residential, High Density
	Commercial (Urban)
	Open Space (Urban)
	Port of Moses Lake
	Public Facility (Urban)
	Urban Reserve

These maps should not be construed as legal advice or legal opinion on a specific facts or circumstances. The contents are intended for general information purposes only, and you are urged to consult your own lawyer concerning your own situation and specific questions you may have. Infrastructure records, drawings, and other documents have been gathered many decades, using differing standards for quality control, documentation verification. All of the data provided represents current information in a readily available format. While the data is generally believed to be accurate, occasionally it proves to be incorrect; thus its accuracy is not warranted. To making any property purchases or investments based in full or in part the material provided, it is specifically advised that you independently field verify the information contained in county records.

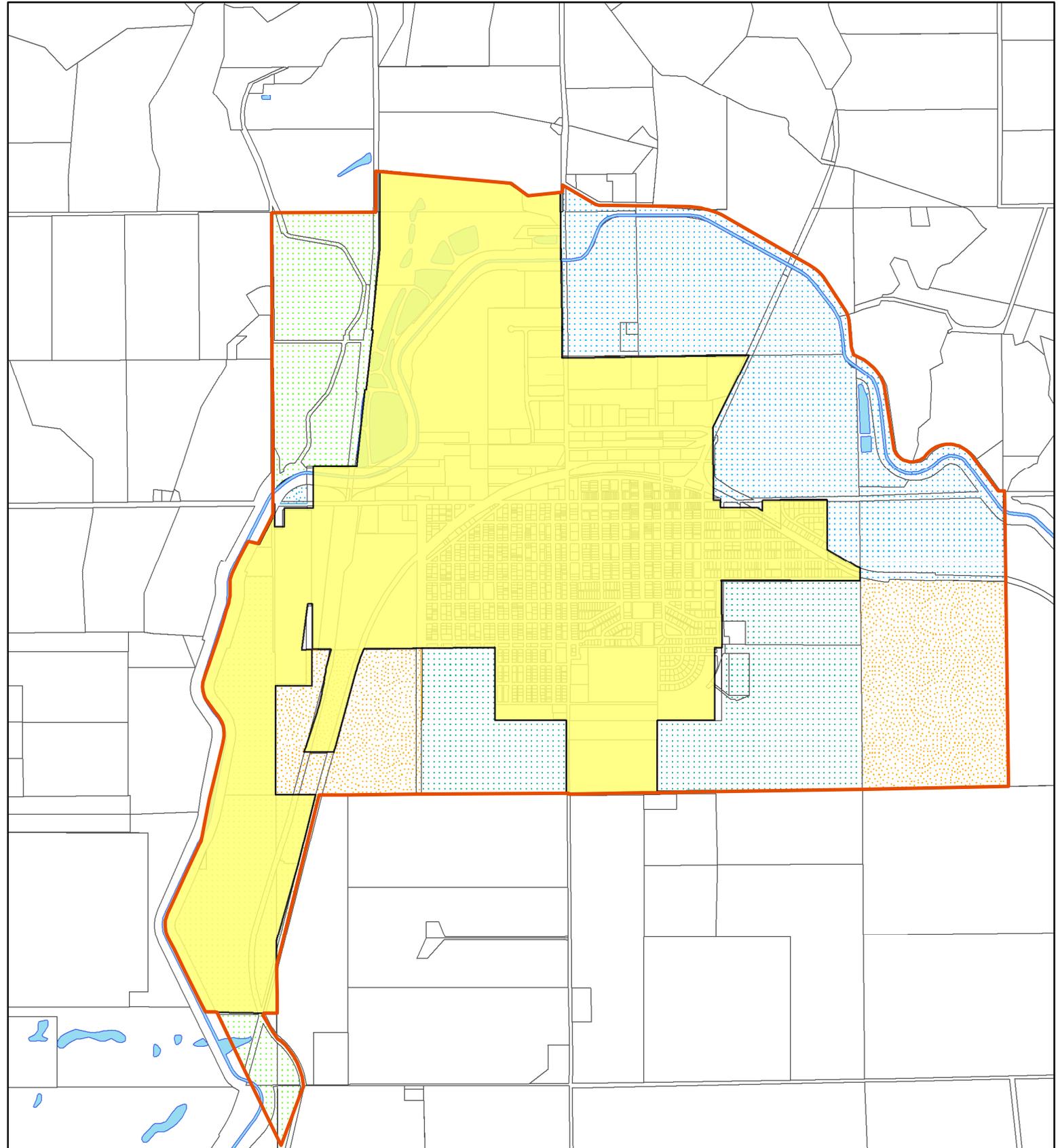


Grant County Comprehensive Plan Soap Lake Urban Growth Area

- UGB
- City
- Water Features
- Parcels
- Comprehensive Plan**
- Land Use Designation**
- Residential, Suburban
- Residential, Low Density
- Residential, Medium Density
- Residential, High Density
- Commercial (Urban)
- Industrial (Urban)
- Open Space (Urban)
- Port of Moses Lake
- Public Facility (Urban)
- Urban Reserve

These maps should not be construed as legal advice or legal opinion on specific facts or circumstances. The contents are intended for general information purposes only, and you are urged to consult your own lawyer concerning your own situation and specific questions you may have. Infrastructure records, drawings, and other documents have been gathered many decades using differing standards for quality control, documentation, and verification. All of the data provided represents current information in a readily available format. While the data is generally believed to be accurate, occasionally it proves to be incorrect, thus its accuracy is not warranted. To making any property purchases or investments based in full or in part on the material provided, it is specifically advised that you independently verify the information contained in county records.





Grant County Comprehensive Plan Warden Urban Growth Area

- UGB
- City
- Water Features
- Parcels
- Comprehensive Plan**
- Land Use Designation**
- Residential, Suburban
- Residential, Low Density
- Residential, Medium Density
- Residential, High Density
- Commercial (Urban)
- Industrial (Urban)
- Open Space (Urban)
- Port of Moses Lake
- Public Facility (Urban)
- Urban Reserve

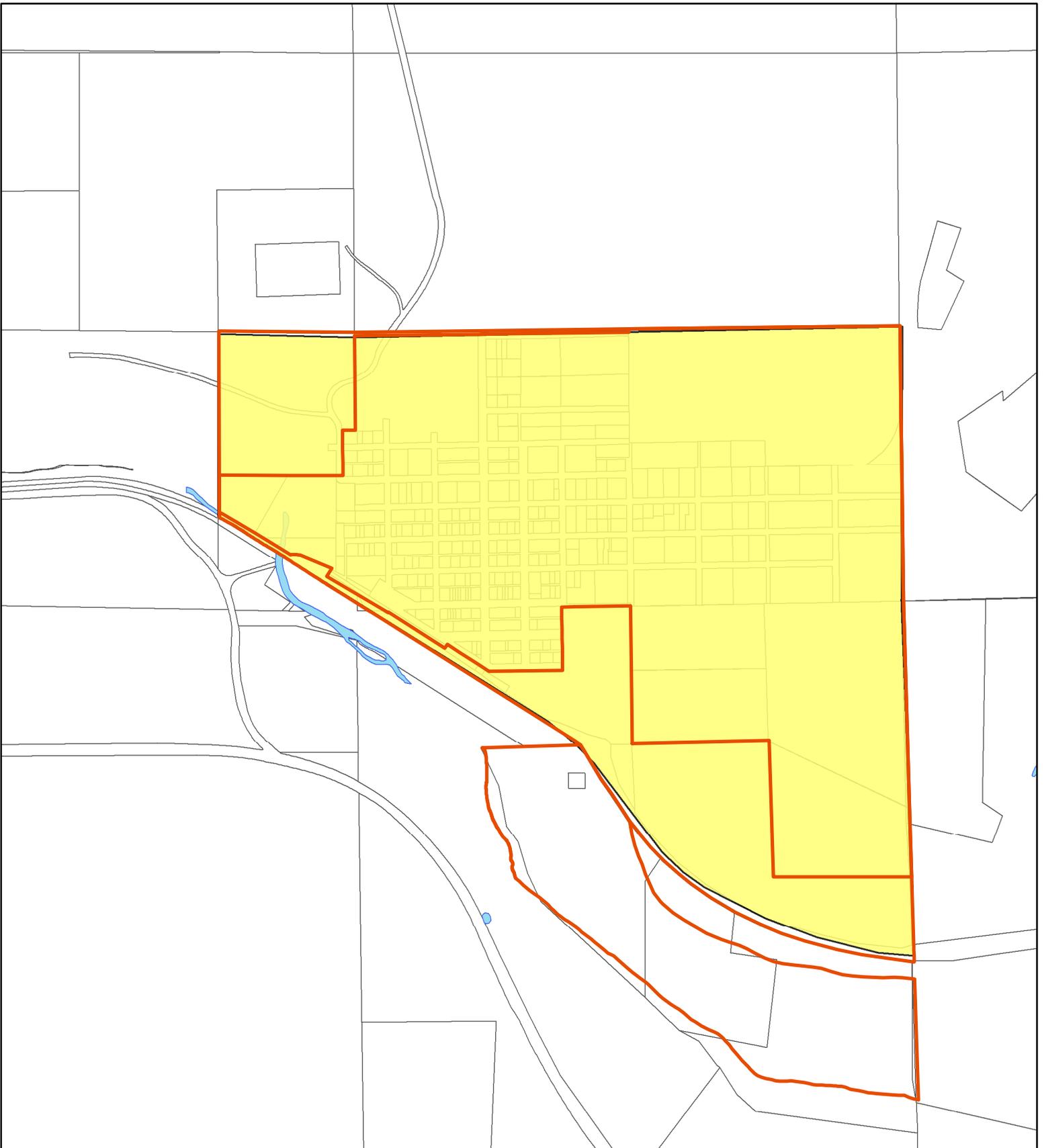
These maps should not be construed as legal advice or legal opinion on a specific facts or circumstances. The contents are intended for general information purposes only, and you are urged to consult your own lawyer concerning your own situation and specific questions you may have. Infrastructure records, drawings, and other documents have been gathered many decades, using differing standards for quality control, documentation verification. All of the data provided represents current information in a readily available format. While the data is generally believed to be accurate, occasionally it proves to be incorrect; thus its accuracy is not warranted. To making any property purchases or investments based in full or in part the material provided, it is specifically advised that you independently field verify the information contained in county records.

0 1,200 2,400 4,800 Feet

N
W —+— E
S



Grant County Planning
2-11-11



Grant County Comprehensive Plan Wilson Creek Urban Growth Area

	UGB
	City
	Water Features
	Parcels
Comprehensive Plan Land Use Designation	
	Residential, Suburban
	Residential, Low Density
	Residential, Medium Density
	Residential, High Density
	Commercial (Urban)
	Industrial (Urban)
	Open Space (Urban)
	Port of Moses Lake
	Public Facility (Urban)
	Urban Reserve

These maps should not be construed as legal advice or legal opinion on a specific facts or circumstances. The contents are intended for general information purposes only, and you are urged to consult your own lawyer concerning your own situation and specific questions you may have. Infrastructure records, drawings, and other documents have been gathered many decades, using differing standards for quality control, documentation and verification. All of the data provided represents current information in a readily available format. While the data is generally believed to be accurate, occasionally it proves to be incorrect; thus its accuracy is not warranted. To making any property purchases or investments based in full or in part the material provided, it is specifically advised that you independently verify the information contained in county records.

RURAL LANDS SUB-ELEMENT

INTRODUCTION

With a large land base of 2,675 square miles and a 1998 population of 69,400 people, Grant County is very much a rural county. While the term “rural” is hard to define, rural lands under the Growth Management Act (GMA) are those areas not intended for urban level development nor set aside for their importance to resource industries, such as agriculture or mining.

Grant County’s fifteen incorporated cities and their surrounding urbanized areas constitute the urban growth areas. Outside the UGAs is a significant amount of land comprising the natural resource base of the County’s economy. Scattered outside the UGAs and among the resource lands are areas of land neither well suited for agriculture nor suitable for urban level development. These non-resource, non-urban areas comprise the rural land base of Grant County.

Prospective homebuyers in Grant County have found two acres in the country as or more desirable than a residential lot in the city. The relative ease with which such home sites could be created in Grant County has led to a wide scattering of rural homes. Some rural lands have even been developed at or near urban densities with commercial, industrial and institutional uses as well. This rural development pressure has the potential for adverse impacts, including increased demands on sheriff, fire and school services; traffic congestion on public roads; incompatibilities with agriculture; and groundwater impacts. The demand for inexpensive rural land combined with the potential problems associated with its development make these areas a unique challenge for managing growth.

The purpose of this sub-element is to describe the existing character of Grant County’s rural lands. The sub-element presents major issues confronting rural areas and describes the preferred land use scenario for rural areas. This

sub-element also addresses the need to maintain rural character and lifestyles through provisions to maintain and enhance those rural areas with more intensive development.

RELATIONSHIP TO OTHER PLANS

Growth Management Act Requirements

The Growth Management Act (GMA) requires counties to include in its comprehensive plan “a rural element that includes lands that are not designated for urban growth, agriculture, forest, or mineral resources. The rural element shall permit appropriate land uses that are compatible with the rural character of such lands and provide for a variety of rural densities and uses. It may also provide for clustering, density transfer, design guidelines, conservation easements, and other innovative techniques that will accommodate appropriate rural uses not characterized by urban growth (RCW 36.70A.070(5)).

The GMA also includes the following goals that relate directly to rural land use:

Goal (1) Urban Growth – Encourage development in urban growth areas where adequate public facilities and services exist or can be provided in an efficient manner.

Goal (2) Reduce Sprawl – Reduce the inappropriate conversion of undeveloped land into sprawling, low-density development.

Goal (10) Environment – Protect the environment and enhance the state’s high quality of life, including air and water quality, and the availability of water.

GMA Rural Amendments

On April 27, 1997, the Washington State Legislature enacted ESB 6094 as an amendment

RURAL LANDS SUB-ELEMENT...

to the Growth Management Act (GMA). Commonly referred to as the “rural amendments”, they recognize the need to maintain and protect the county’s rural character and existing land use patterns. They permit counties to define “limited areas of more intensive development” subject to a number of guidelines and criteria (RCW 36.70A.070(5)(d)). These amendments permit land uses that are compatible with the existing rural character of such lands, provides for a variety of rural densities and uses, and provide an opportunity to harmonize or reconcile Grant County’s historical land use patterns with the requirements of the GMA.

The rural amendments establish the following requirements for rural development:

- Establish patterns of rural densities and uses, considering local circumstances that permit rural development, forestry, and agriculture.
- Provide for a variety of rural densities, uses, essential public facilities, and rural governmental services.
- Establish measures that apply to rural development that protect the rural character of the area including: containing or otherwise controlling rural development, assuring visual compatibility with surrounding rural area, reducing the inappropriate conversion into low density development, protecting critical areas, surface and ground water, and protecting against resource land conflicts.
- Allow for limited areas of more intensive rural development consisting of the infill, development or redevelopment of existing commercial, industrial, residential, or mixed-use areas; the intensification of development or new development of small-scale recreational tourist uses; and the intensification of development or new development of isolated cottage industries and small-scale businesses.
- Adopt measures to minimize and contain areas of more intensive rural development by

establishing logical outer boundaries which: preserve the character of existing natural neighborhoods and communities; provide physical boundaries such as bodies of water, roads, and land forms; prevent abnormal or irregular boundaries; and allow for provision of public facilities and public services in a manner that does not permit low-density sprawl.

County-Wide Planning Policies

The following County-wide Planning Policies address rural land use:

Policy 2: Policies to promote contiguous orderly development and the provision of urban governmental services to such development.

Policy 2, Part III Rural Area states that “a rural area shall exist outside of the UGAs within which very low intensive land uses will prevail over the next twenty years. County policies and actions will emphasize rural residential densities and the protection of agricultural lands and natural resources. Urban growth will be prohibited. Development will be encouraged in UGA's where adequate public facilities and services exist or can be provided in an efficient manner. The inappropriate conversion of undeveloped land into sprawling low-density development will also be prohibited.

Technical Appendices

More detailed discussions of the topics found in this chapter can be found in the following documents included in Part IV-Technical Appendices of this Plan:

- *Grant County Economic Development Study* (Chase Economics & Reed Hansen Associates, January 1999); and
- *Grant County Rural Land Use Analysis: Population, Housing and Land Allocations* (Proulx Cearns, Inc., January 1999).

DEFINING RURAL CHARACTER

Rural Settlement Trends

The present rural development pattern in Grant County stems from settlement trends established decades ago. Many rural residential areas of the County were originally settled as large-tract farmsteads that have been parceled off and sold in smaller pieces over time. These smaller parcels were not large enough to make a living at farming, but they did offer part-time farming opportunities for people employed elsewhere and seeking a country lifestyle. This settlement trend is perhaps the predominant distinguishing characteristic differentiating rural from urban.



In recent years, many rural areas have been further subdivided into parcels too small to farm. Many residents in these areas are simply looking for a little “elbow room.”

Rural residential development can be found scattered throughout Grant County. They are characterized by a variety of development patterns largely determined by density and services available. Patterns range from areas of dispersed five- to ten-acre ranchettes on private wells and on-site septic systems to more densely settled rural community centers served by public water and/or sewer systems.

Rural Character of Grant County

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

(a) in which open space, the natural landscape, and vegetation predominate over the built environment;

- (b) that foster traditional rural lifestyles, rural-based economies, and opportunities to both live and work in rural areas;
- (c) that provide visual landscapes that are traditionally found in rural areas and communities;
- (d) that are compatible with the use of the land by wildlife and for fish and wildlife habitat;
- (e) that reduce the inappropriate conversion of undeveloped land into sprawling, low-density development;
- (f) that generally do not require the extension of urban governmental services; and
- (g) that are consistent with the protection of natural surface water flows and ground water and surface water recharge and discharge areas.

It seems that no one definition for rural is suitable. Rural areas are discrete, with each having a distinct environment and social texture uniquely created by factors such as origin, history, period of settlement, use capability of the land, and employment base of the residents.

Grant County’s “rural character” is defined by:

- large areas of undeveloped land and open space;
- scattered low-density, singly-family homes;
- clustered, dense residential housing, often nearby a recreational area;
- Dense clusters of houses along beaches or shorelines;
- small-scale, recreational resorts;
- many acres of agricultural lands and rangeland;
- small, part-time farms;

RURAL LANDS SUB-ELEMENT...

- agricultural industrial uses;
- limited, low-intensity commercial uses; and
- many State parks.

Common Rural Preferences

Most people have their own mental picture of what rural living is like. For some it means the freedom to develop property where and when they please. For others, it means protecting remote areas for future generations to enjoy. The basic issue in defining rural is how to accommodate the demand for a rural lifestyle without diminishing the rural setting in the process.

The answer probably resides in determining a maximum density that, to the majority of people, conveys the look and feel of “rural.” That



desirable density may vary among different areas of the County. For some people a density of

one dwelling per five acres is the threshold for a rural environment, while for others one dwelling per acre is still sufficiently sparse to be thought of as rural.

An intent of this Plan is to provide responsible choices of location and lifestyle to Grant County residents, balancing public service obligations, costs of those services, and the requirements of the GMA. Rural neighborhood preferences need to be considered and evaluated when establishing densities for various rural land designations.

To help define “rural” for Grant County, a series of two public workshops were conducted in Royal City and Ephrata in August 1998. This visioning process taken together with the vision survey conducted by the County in 1995 identified several commonalities and distinctions among rural areas within the County. Some rural preferences common to most rural areas include:

- The ability to keep livestock and animals;
- Location of open space or farming in the proximity of living environments;
- Support for wildlife and habitat protection;
- Desire for the expansion of open spaces for outdoor recreation;
- No urban encroachment;
- Desire to preserve open space and low densities;
- Desire for good county roads;
- Freedom from government regulation, except for enforcement of ordinances that prohibit accumulation of junk and trash on properties, and those that prevent residential sprawl; and
- Desire for peace and quiet.

Rural Vision

Grant County desires to foster land use patterns and develop a local vision of rural character that will:

- Preserve rural-based economies and traditional lifestyles;
- Encourage the economic prosperity of rural residents;
- Foster opportunities for small-scale, rural-based employment and self-employment;
- Permit the operation of rural-based agricultural, commercial, small-scale industrial, recreational, and tourist businesses that are consistent with existing and planned land use patterns;
- Foster the private stewardship of the land and the preservation of open space; and
- Enhance the rural sense of community and quality of life.

MAJOR ISSUES

Rural Character

With its wide expanses of open lands —diverse farmlands and arid foothills—Grant County’s rural environment is one of its most attractive features. Rural characteristics include access to open space and recreation; views of water, the Columbia River Gorge, and surrounding territory; and a quiet, relaxed atmosphere. The elements of rural character also include the abundance of natural resources that are vulnerable to human and natural change.

While the rural character of Grant County can be described in terms of landscape, environment, and land use, it is also defined as a philosophy of living and a quality of life. It is this multi-faceted character and lifestyle that residents of the County hope to maintain and enhance while accommodating the growth anticipated through this Comprehensive Plan.

Density

While the region’s rural qualities are responsible for drawing people out into the County, their increasing numbers have affected the lifestyle they so eagerly sought. More rural residents are voicing objections to housing development occurring around them. The complaints vary, but a common theme is the creation of more lots and homes detracts from rural character to the point that it no longer seems rural.

When county residents living in unincorporated areas were surveyed in 1992, the reasons they gave for choosing to live outside a city were that they liked the area (scenery, rural setting), “elbow room”, and privacy.

The ability to create lots as small as one-half acre threatens rural character. In response to growing concern about the over-development of many rural areas, Grant County has maintained an ongoing effort to strengthen development regulations. On August 6, 1996, Grant County adopted Ordinance 96-108-CC, which outlined a

plan to prevent or restrict urban sprawl, including interim zoning with a minimum 2½-acre lot size for suburban, residential, and open space recreation zones. Mixed opinions on this topic will require a delicate balancing act to achieve an acceptable formula.

Although density is one factor in defining the difference between urban and rural, there are other factors to be considered as well. Carrying capacity of the land needs to be taken into account. The increased housing densities that have occurred in some rural areas of the County, have resulted in associated impacts, such as groundwater contamination, aquifer depletion, surface runoff problems, and even traffic congestion.

Services

Another important consideration of rural development is the level of service necessary to protect the public health and safety. In the past, subdivision of rural lands has usually occurred by means of short platting, which permits no more than four parcels to be created at one time. This has resulted in hundreds of small scale, piecemeal developments that fail to have their accumulative impacts assessed. The need for more services becomes acute as short platted parcels are themselves short platted resulting in more lots, higher densities and still little or no provisions for services.

The absence of adequate services poses many public health and safety problems. For instance, it increases the danger for depletion of shallow aquifers, septic system failures, well contamination and congestion of roads.

Availability of Water Supply

The lack of availability of water continues to be a significant factor in constraining growth in the rural, unincorporated areas of Grant County. This development limitation is intensified as a result of a 1998 decision by the Washington Supreme Court (*Ecology v. Theodoratus*) in which the court upheld a lower court’s determination that a certificate of water right could be quantified only

RURAL LANDS SUB-ELEMENT...

on the basis of the amount of water the developer actually puts to a beneficial use, not on the capacity of the developer's water delivery system.

In addition, on October 10, 1997, the Office of Attorney General issued Opinion No. 5, interpreting certain exemptions to the State Water Code relating to "six pack" wells. "Six pack" wells take their name from the statute (RCW 90.44.050) which allows a property owner to withdraw up to 5,000 gallons per day (enough to serve roughly six homes), without obtaining a water permit. In the past, particularly in Eastern Washington, builders have installed a number of six pack wells to serve a development using the exemption from the requirement to obtain a water permit. For example, a 30-unit development might have been served by five separate "six pack" wells.

In its advisory opinion to the Department of Ecology, the Office of Attorney General interpreted relevant statute to mean that only a grand total of 5,000 gallons per day could be withdrawn without securing a water withdrawal permit, meaning that a maximum of one "six pack" well could serve a development.

Since the issuance of the Attorney General Opinion, the Department of Ecology has been changing its view of water rights allocation. The results of the 1998 Supreme Court decision and the 1997 Attorney General Opinion and its enforcement by the Department of Ecology has led to limitation of speculative land development. As the Department of Ecology formulates their guidance and regulatory efforts in the coming years regarding water withdrawals, it is anticipated that a significant amount of land designated and otherwise available for development will not be developed due to lack of available water or the right to withdraw it.

Furthermore, Grant County is participating in studies related to availability and management of its ground water resources. Efforts include:

1. Water Resource Inventory Area (WRIA): an effort to form a tri-WRIA program working

to develop a strategy to identify and inventory ground and surface waters;

2. Ground Water Management Area (GWMA): a tri-county effort to assess ground water quality and establish best management practices;
3. Establishment of Water Conservancy Board (WCB): once created, the WCB will have authority to manage water permit issues locally; and
4. Update of the 1982 Coordinated Water System Plan for the Quincy Groundwater Subarea, anticipated to be adopted in 1999.

The requirements of the GMA and Chapter 19.27.097 RCW prohibit issuance of development approval without demonstration of water availability. As the regulatory environment regarding water withdrawal solidifies and the above programs are further implemented, Grant County may amend its Comprehensive Plan and development regulations to reflect current regulation, policy and management practices.

RURAL LAND USE DESIGNATIONS

Purpose

The purpose of designating rural land use areas is to provide for a variety of rural residential land use densities while maintaining overall lower than urban densities at rural service levels, encourage rural activities such as farming, and retain rural character and urban space. Designating rural land use areas minimizes service demands and costs on County government and taxpayers, preserves historic and cultural sites and structures and rural landscapes, and protects designated natural resource lands and identified critical areas.

Rural land use areas also provide a choice in living environments, through a mix of large lots and existing smaller lots in rural centers, such as Rural Communities and Rural Villages, where

rural residents and others can gather, work, shop, entertain, and reside. Commercial and compatible industrial development may continue to locate and prosper in rural centers under limited conditions.

Land Use Decision Making

In making land use decisions, one of county government's ongoing challenges is to balance the various special interests of the community within the context of protecting the health, safety and welfare of the community at large. Therefore, an issue of particular concern is how to take into account the variety of community interests as the policies are being developed. In making land use decisions, the three general guidelines presented below should be used.

Citizen Preference Through Public Process

Desires of the citizenry for certain types of land uses over others should be an important consideration in making land use decisions. Citizen preference is important, for example, when deciding to give weight to one factor over another, or in deciding among conflicting factors.

Impacts on Economy, Employment and Tax Base

A variety of factors associated with these impacts should be considered when making land use designation decisions. For example, a county-wide balance should be maintained between residential and industrial, commercial, and agricultural areas in order to enhance and provide diversity to the county's tax base and employment opportunities.

Easy to Identify Boundaries

The boundaries of land use designations should follow easily identified features on the land, such as the existing built environment, utility corridors or observable terrain changes. When areas with severe limitations for development (e.g. soils, geology, flooding) do not coincide with such identifiable landmarks, the boundaries should be drawn with land capability in mind.

Rural Area Designations

The purposes of rural area designations are to:

- Support the rural aspects of Grant County.
- Protect areas with environmental constraints and preserve and buffer natural resource areas of agriculture, mineral deposits, and fish and wildlife habitats from encroachment by or irreversible conversion to more intense uses.
- Allow low intensity residential uses which do not require a high level of public services and facilities.
- Allow limited areas of more intensive rural development including the infill, development or redevelopment of existing areas; the intensification of existing or development of new small-scale recreation or tourist uses; and the intensification of existing or development of new isolated non-residential development, cottage industries, and small-scale businesses. Public services may be provided to these areas.

Rural areas are characterized by low density residential dwellings, concentrated mixed use areas, isolated commercial and industrial uses, farms, mining areas, outdoor recreation and other open space activities. Commercial uses are generally small in scale. They may provide convenience services to the rural neighborhood, but are not principally designed to serve the rural population. Industrial uses will generally be those that are related to or dependent on natural resources such as agriculture, aquifer supply, or minerals. Home-base occupations and cottage industries are allowed throughout the rural area provided they do not adversely affect the surrounding residential uses.

Grant County recognizes the following Rural Land Use Designations:

- Urban Reserve
- Rural Residential 1
- Rural Residential 2
- Rural Remote

These land use designations are illustrated in Figure 5-5 and on Map 3 included in Part V – Map Portfolio, and are described as follows:

RURAL LANDS SUB-ELEMENT...

Urban Reserve – 1 Unit per 5 Acres

The purpose of this designation is to recognize those areas that appear to be transitioning, at varying rates, from rural to urban, and are appropriate for areas of increasing density and potential future service from a municipal or privately-owned community water system. Such areas may currently range in density from rural, or contain a hybrid of rural and urban densities. Such areas are located in close proximity to an urban growth area, but are either beyond the present availability of city water and sewer service, or are not yet urban in character, making them inappropriate for inclusion in the UGA. Such areas are deemed necessary to hold in reserve for potential inclusion within an Urban Growth Area in response to future needs as reflected in revised or updated population or employment forecasts or allocations.

These areas are given an interim low density designation of one dwelling unit per 5 acres as a means of preventing establishment of land uses or land use patterns that could foreclose planning options and eventual development or redevelopment at higher urban densities.

Designated Urban Reserve lands should be considered as “joint planning areas” subject to a joint planning process between the County and the affected city or cities intended to resolve issues regarding potential land uses. Such areas should undergo annual review of urban growth area assumptions and monitoring of growth indicator data to provide “early warning” to ensure that the land supply is not being over constrained or that development is occurring in a manner inconsistent with the intent of the urban growth area. An annual review process for such areas is described in Chapter 5 – Land Use.

Designated Urban Reserve lands that are determined to not be needed or appropriate for urban development and future inclusion in an Urban Growth Area, pursuant to a defined joint planning process, may be re-designated through the Comprehensive Plan amendment process.

Rural Residential 1 – 1 Unit per 5 Acres

The purpose of this designation is to maintain the rural aspects of the County and to provide buffering or transitions between existing rural developments and areas of higher or lower densities. The rural residential areas are characterized by activities including, but not limited to, small-scale farms, dispersed single-family homes, and open space. The maximum density is one dwelling unit per five (5) acres. Lands are typically too far from the urban area to enable cost-effective provision of public services nor do typical uses require provision of urban services.

Rural Residential 2 – 1 Unit per 2½ Acres

The purpose of this designation is to maintain the rural aspects of the County and to recognize those areas where some platting to smaller lots already exists and where some services and infrastructure may exist. The rural residential areas are characterized by activities including, but not limited to, small-scale farms, dispersed single-family homes, and open space. The maximum density is one dwelling unit per two and one-half (2½) acres.

Rural Remote– 1 Unit per 20 Acres

The purpose of this designation is to differentiate from the higher density rural land use to reflect the area's remoteness and/or limited opportunity for development. Such areas are those not suitable for intensive farming and are generally not attractive for residential development. The primary land uses in the remote residential areas include, but are not limited to, resource-oriented activities (farming and mineral extraction), open space, and residential. The maximum density is one dwelling unit per twenty (20) acres.

Lands are typically too far from the urban area to enable cost-effective provision of public services at this time. Such areas require on-site water and sewer service, may be outside of fire service, or have other site constraints. They may be outside existing main road networks and distant from existing utilities.

RURAL AREAS OF MORE INTENSIVE DEVELOPMENT (RAIDS)

General

This section is intended to describe some existing rural areas in Grant County that are currently characterized by “more intensive development” either in terms of the types of land uses or density and intensity of activities. Such areas may, for example, be developed at urban densities, possess urban services, and contain a mix of uses that are traditionally considered more urban than rural.

The existing areas identified herein have been used to define the major characteristics of more intensive land uses in rural lands of Grant County. These characteristics have been used to develop criteria for designating appropriate areas of more intensive development in the Comprehensive Plan, and ultimately will be used to draft development regulations that ensure that the types and level of growth permitted is limited and contained consistent with the GMA.

Through the land use inventory and planning process, Grant County has identified more than sixty existing, rural land use patterns that may be considered more intense than the surrounding countryside.

GMA Provisions

As previously stated, the purpose of the GMA is to encourage jurisdictions to manage growth. In order to achieve that purpose, the GMA has established provisions for limited areas of more intensive development within rural areas. RCW 36.70A.070 provides for the following limited areas:

- The infill, development or redevelopment of existing commercial, industrial, residential, or mixed-use areas, whether characterized as shoreline development, villages, hamlets, rural activity centers, or crossroads developments.

- The intensification of development on lots containing, or new development of, small-scale recreational tourist uses, including commercial facilities to serve those recreational or tourist uses, that rely on a rural location and setting, but that do not include new residential development.
- The intensification of development on lots containing isolated non-residential uses or new development of isolated cottage industries and isolated small-scale businesses that are not principally designed to serve the existing and projected rural population and nonresidential uses, but do provide job opportunities for rural residents.

The GMA further provides that the county shall adopt measures to minimize and contain the existing areas of more intensive rural development. Each area must be defined and contained by a “logical outer boundary” that limits and contains the extent of more intensive development. It is intended that lands included in these areas not extend beyond the logical outer boundary of the existing area or use, thereby allowing a new pattern of low-density sprawl.

The boundary must be delineated predominantly by the “built environment”, (i.e., existing development) but may include limited undeveloped land. Establishment of the boundary must address:

- The need to preserve the character of existing natural neighborhoods and communities;
- Physical boundaries;
- Prevention of abnormally irregular boundaries;
- The need to preserve agricultural lands; and
- The ability to provide public facilities and services.

RURAL LANDS SUB-ELEMENT...

Types of Development Allowed

As exceptions to the types of development generally permitted in rural areas, these “rural areas of more intensive development” (RAIDs) allow identification, recognition, and designation of existing areas with established development patterns. These existing areas may be permitted to accommodate limited additional growth through infill, new development, or redevelopment. The types of rural development permitted include:

- Commercial;
- Industrial;
- Residential;
- Mixed-use;
- Intensification or new development of small-scale recreational or tourist uses that rely on a rural setting or location; and
- Intensification of development containing isolated non-residential uses or new development of isolated cottage industries and isolated small-scale businesses

These areas may contain public facilities and services, but they must be limited to what is necessary to serve the limited area and such that low density sprawl does not occur.

The amendments also allow for innovative land use techniques such as clustering and “transfer of development rights” (TDRs), as long as they are in keeping with locally defined rural character. To be considered for designation as a RAID, these areas must have been in existence as of July 1, 1990.

Characterization of Existing Areas of More Intensive Development

Criteria for designating rural areas of more intensive development have been identified based on the characteristics of Grant County’s existing development. These criteria (see Table

5RU-1) have been used to assist the public, the Grant County Planning Commission, and elected officials identify, designate, and regulate areas selected for designation as rural areas of more intensive development. Existing areas in rural Grant County that may be considered to be characterized by urban, or more intensive, land use patterns of development can be classified as follows:

Predominantly Residential Areas

These occur in different sizes and scales with relatively small lots and a relatively dense land use pattern. These areas typically have a strong sense of neighborhood identity. Limited, small-scale commercial services may be present or nearby. Many of these existing residential areas are located along water features. Many were platted as vacation or recreational subdivisions or as town sites, and have, over time, developed into permanent residences and defined neighborhoods. Smaller areas may have individual on-site water and sewage disposal systems; larger areas may have community water, community sewage disposal systems, or even public water and/or sewer systems.

While commercial services are typically limited, larger areas of this type may have a broad range of local commercial and community services, such as schools, churches, meeting or grange halls and recreational facilities such as parks, boat launches and playgrounds.

Mixed-Use Areas

These existing areas are characterized by a relatively broad mix of residential, commercial, community, recreational and even industrial activities. Commercial and industrial activities are often, but not always, related to agricultural production or processing.

Land uses and densities are essentially urban in character (2 to 4 households per acre) and are typically served by community or public water systems, and by individual on-site, community, or even public sewer systems.

If these areas were near areas designated as Urban Growth Areas, they would likely be

considered for inclusion in the UGA based on existing densities and presence of urban services, but they are located at some distance from urbanized portions of the County and existing cities.

Recreational/Seasonal Areas

These existing areas include residential and commercial development related to seasonal, resort-related, or tourist activities in rural areas. Activities are often shoreline-related. These areas are often characterized by hotels, condominiums, vacation home rentals, retail stores, restaurants, golf courses, marinas, open space, and similar recreational or tourist activities. Residential development in these areas is characterized by small lots. These are predominantly single family residences with seasonal use, but some year-round residency does occur.

Shoreline Development

These areas are characterized by existing residential development situated along scenic shorelines, such as Moses Lake or Blue Lake. These areas are characterized by small lots ranging from ¼ acre to 2 acres. Existing residences are predominantly single-family with a mix of seasonal and year-round use, and are surrounded by additional small lots and larger parcels suitable for similar development patterns to take advantage of scenic and shoreline recreation.

Commercial and Industrial Areas

Commercial and industrial areas are dispersed throughout Grant County and include both isolated sites having relatively small-scale uses and larger tracts hosting major industrial uses. Typical examples of the range of commercial and industrial uses in the rural lands of the County include crossroads commercial development (gas stations, convenience stores, mini-marts, small restaurants, delis, corner grocery stores); neighborhood shopping centers; and isolated light and heavy commercial or industrial businesses. Uses are not necessarily “rural” in character, but often provide support services to agricultural areas and activities.

Potential Candidate Areas

A land use inventory was conducted for the County to identify land use patterns considered more intense than the surrounding rural areas. Such areas were tabulated for consideration as potential Rural Areas of More Intensive Development (RAIDs). Site reconnaissance was conducted to identify existing land uses and the built environment, and to designate logical boundaries. Residential areas, commercial, industrial, and public facilities were identified. Parcel and plat mapping were obtained from the County Assessor to gather ownership and other data. A complete list of candidate sites is included in Appendix D Rural Land Use Analysis.

Although all sites contained on the list were evaluated, many did not meet the criteria for designation as a RAID. Reasons for exclusion from a designation were varied. In some cases, an area met some of the criteria for designation, but was excluded for one or more of the following reasons:

- Small number of residences (less than 25) and having no commercial activity or public uses;
- Potential growth limited by topographical constraints, such as rivers, steep bluffs, etc;
- Area is proposed for inclusion in a UGA;
- Parcels in the area are large (3 to 10 acres);
- Area is characterized only by commercial activities that will be designated as such;
- Area is characterized by small-scale recreational or tourist use and will be included as a conditional use in rural lands designations;
- Area is platted and more than 50 percent of the existing parcels are vacant;
- Area is located in area likely to be designated as agricultural lands;

RURAL LANDS SUB-ELEMENT...

- Close proximity to a UGA or other source for commercial and public services;
- Little or no recent growth; and
- Inability to provide adequate public facilities.

Designations

Based on the characterization of the existing areas of more intensive development and the criteria defined above, the following designations have been established:

- Rural Community
- Rural Village
- Recreational Development
- Shoreline Development
- Agricultural Service Center
- Commercial
- Industrial

The GMA also allows for the intensification of small-scale recreational or tourist uses and isolated cottage industries and small-scale businesses in rural lands. These allowances can either be designated areas or can be allowed as conditional uses in one or all of the rural land designations. There are many such areas throughout Grant County. Since the GMA allows for both intensification of and development of new recreational/tourist and cottage industry activities, there is no reason to designate such areas. Instead, Grant County will permit such activities in all rural lands, including rural areas of more intensive development unless specifically excluded from such designation.

Rural Community – 1 Unit per Acre

The purpose of this designation is to recognize the historic, unincorporated communities that are characterized by urban type densities and that may offer some urban services such as community water, limited commercial uses, and fire protection. Rural Communities are generally not self-sufficient. This designation provides for the infill, development, or redevelopment of lands within the Rural Community boundary. The Rural Communities are generally small, compact, isolated rural centers that primarily

exist to provide housing, convenience goods, and services to residents in and around the area. The Rural Communities are characterized by activities including, but not limited to, single family residences, small-scale industries and businesses, public facilities such as post offices, schools, and fire departments, and open space. Industry and businesses do not necessarily provide services to neighboring residents, but do provide job opportunities for rural residents. In addition, the Rural Communities provide services to the traveling public.

It is intended that these areas continue to be a mixture of land uses including residential, commercial, and industrial. New residential development will be allowed at a maximum density of one dwelling unit per acre provided the land can physically support it without requiring public sewer or water services if not currently available. The Rural Communities will also accommodate needed commercial and light industrial uses, but only after a site specific review process to determine and address potential impacts.

The Rural Communities to which this designation applies are:

- Schawana
- Beverly
- Wheeler
- Royal Camp
- Ridgeview Estates
- Wanapum Village
- Trinidad
- Marine View Heights

Rural Village – 4 Units per Acre

The purpose of this designation is to recognize the historic, unincorporated communities that are characterized by urban type densities, are self sufficient villages offering a full range of consumer goods and services, and that may offer some urban services such as community water and fire protection. The Rural Village typically does not offer public sewer treatment services, but may have a community sewer system. This designation provides for the infill, development, or redevelopment of lands within the Rural

...RURAL LANDS SUB-ELEMENT

Village boundary. The Rural Village is generally a compact, self-sufficient town that functions as a small urban center and provides housing, convenience goods, and services to residents in and around the area.

The Rural Village is characterized by activities including, but not limited to, single family residences, small-scale industries and businesses in a compact core, public facilities such as post offices, schools, and fire departments, and open space. Densities are limited by the capacity of area soils to support on-site sewage disposal. Industry and businesses do not necessarily provide services to neighboring residents but do provide job opportunities for rural residents. In addition, the Rural Village provides services to the traveling public.

It is intended that these areas continue to be a mixture of land uses including residential, commercial, and industrial. New residential development will be allowed at a maximum density of four dwelling units per acre provided the land can physically support such development without requiring public sewer or water services if not currently available. The Rural Village will also accommodate needed commercial and light industrial uses, but only after a site specific review process to determine and address potential impacts.

The Rural Village to which this designation applies is:

- Desert Aire.

Recreational Development – 1 Unit per Acre

The purpose of this designation is to recognize existing residential and commercial development related to seasonal, resort-related, or tourist activities in rural areas. Activities are often shoreline-related or centered on an amenity such as a golf course. This designation provides for commercial development, including hotels, condominiums, vacation home rentals, retail stores, restaurants, golf courses, marinas, open space, and similar recreational or tourist activities. This designation also provides for residential development on small parcels that can

physically support such development without requiring urban service levels. The maximum residential density is one dwelling unit per acre.

Lands are often too far from the urban area to enable cost-effective provision of public services, nor do typical uses require provision of urban services. Water service is typically provided by individual or community water systems. Sewer service is typically provided by individual, community, or public systems.

The Recreational Developments to which this designation applies are:

- Crescent Bar;
- The Gorge; and
- North Soap Lake.

This designation is not intended to accommodate new, small-scale, recreationally oriented residential developments or master planned resorts.

Shoreline Development – Variable Density

The purpose of this designation is to recognize existing residential development related to shorelines in rural areas. This designation provides for residential development on parcels that are surrounded by smaller lots and which can physically support such development without requiring urban service levels. The shoreline development areas are characterized by activities including, but not limited to, a predominance of existing small lots with single family residences (seasonal and year round use), and open space. The maximum residential density for the various designated Shoreline Development areas ranges from three dwelling units per acre to one dwelling unit per two acres, based on the predominant density of the built environment of the area as further described below.

Lands are typically too far from the urban area to enable cost-effective provision of public services nor do typical uses require provision of urban services.

RURAL LANDS SUB-ELEMENT...

**Table 5RU-1
Designation Criteria for Rural Areas of More Intensive Development**

Criteria	Rural Community	Rural Village	Shoreline Development	Recreational Development	Agricultural Service Center	Commercial Areas	Industrial Areas
Land Use	Predominantly single-family residential. Some commercial services and community uses.	Mix of residential, commercial, industrial, community, and/or recreational uses. Self-sufficient with full range of goods and services	Predominantly single-family residential along shoreline. Some seasonal or second homes. Limited commercial services and community uses	Predominantly seasonal, resort-related, recreational or tourist activities with associated commercial uses. Seasonal, or rental homes with some full-time residences	Predominantly commercial and/or industrial activities dependent upon agricultural resources. Limited residential and community uses.	Single or clustered retail or heavy commercial. Serving traveling public	Single or clustered retail or heavy commercial. Light or heavy industrial use or industrial park.
Sense of Place	Strong sense of community. Viewed as a distinct place or destination.	Strong sense of community. Viewed as a distinct place or destination.	Viewed as residential neighborhood with shoreline-related recreational opportunities.	Viewed as a large-scale, seasonal, destination resort with varied recreational opportunities.	Little sense of community. Viewed as center of agricultural processing.	Little or no sense of community. Clearly defined boundaries; compact, isolated areas.	Little or no sense of community. Clearly defined boundaries; compact, isolated areas.
Typical Types of Commercial & Public Facilities	Gas Station, Small Store, Post Office, Church, Fire Station	Post Office, School, Church, Fire Station Varied Businesses	Gas Station, Convenience Store	Hotel/Condos Golf Course Retail/Restaurants	Agricultural Industry Small Restaurant Convenience Store	Varied Commercial Crossroads Comm. Freeway Commercial	Light and Heavy Industrial
Number of HH's	25 - 100	>100	>25	>100	< 25	Not Applicable	Not Applicable
Lot Size (Acres)	¼ - 1	¼ - 1	1 – 2½	¼ - 1	Not Applicable	Not Applicable	Not Applicable
Public Services (Water & Sewer)	Individual or community	Community or public water. Individual or community sewers.	Individual water and sewer.	Individual or community water. Individual, community, or public sewers.	Individual or community water and sewer. On-site industrial sewer.	Individual, community, or public water and sewer.	Individual, community, or public water and sewer.
Basis for Defining Outer Boundary	Current population and anticipated growth.	Current population and anticipated growth.	Existing development patterns and lot size.	Existing development plus limited growth.	Existing development plus limited growth.	Existing development plus limited growth.	Existing development plus limited growth.
Examples	Schawana Beverly Wheeler Royal Camp Ridgeview Estates White Trail Wanapum Village Marine View Heights Trinidad	Desert Aire	McConihe Shore Mae Valley Shore Blue Lake Shore Sunland Estates	Crescent Bar North Soap Lake The Gorge	Winchester Ruff McDonald Siding Ballards Café Stratford	All commercial zones	All industrial zones

The Shoreline Developments to which this designation applies are:

- McConihe Shore;
- Mae Valley Shore;
- Blue Lake Shore; and
- Sunland Estates.

The maximum residential density for the designated Shoreline Development areas ranges from three dwelling units per acre to one dwelling unit per two acres as summarized in Table 5-RU2. These densities are based on the predominant parcel size of the existing platted environment as determined by an analysis of the 1998 Grant County Assessor's maps. Predominant parcel size is defined as those parcels comprising at least 60 percent of the total parcels within the logical outer boundary. The maximum densities will apply to all future development, allowing the Shoreline Development areas to infill at the predominant density of existing environment.

**Table 5RU-2
Shoreline Development Density**

<i>Shoreline Development</i>	<i>Maximum Future Density (DU/Acre)</i>	<i>Existing Parcels @ Maximum Density</i>
McConihe Shore	½	60 %
Mae Valley Shore	1	70 %
Blue Lake Shore	2	98%
Sunland Estates	3	99%

This type of designation is not intended to accommodate new, recreationally oriented residential developments or master planned resorts.

Agricultural Service Center – 1 Unit per Acre

The purpose of this designation is to recognize the historic, unincorporated communities that are characterized by agricultural processing facilities and limited agricultural support services that support local agricultural activities, including small and large scale agricultural industries and businesses in a compact core, single family residences, and open space. Residential densities are limited by the capacity of area soils to

support on-site sewage disposal. Industry and businesses do not necessarily provide services to neighboring residents but do provide job opportunities for rural residents.

Commercial elements of Agricultural Service Centers are generally small, compact, isolated businesses, such as restaurants, feed stores, farm and garden supplies, groceries and drug stores, gas stations, and other small-scale businesses, including residences in conjunction with such businesses. The Agricultural Service Center typically does not offer public sewer treatment services, but may have a community sewer system.

This designation provides for the infill, development, or redevelopment of lands within the Agricultural Service Center boundary. It is intended that these areas continue to be a mixture of land uses including agriculturally related residential, commercial, and industrial. New residential development will be allowed at a density of one dwelling unit per acre provided the land can physically support such development without requiring public sewer or water services if not currently available.

The Agricultural Service Center will also accommodate needed commercial and industrial uses, but only after a site specific review process to determine and address potential impacts. This type of designation is not intended to accommodate new, recreationally oriented residential developments or master planned resorts.

The Agricultural Service Centers to which this designation applies are:

- Winchester
- Ruff
- McDonald Siding
- Ballards Café
- Stratford

Commercial and Industrial Areas

Commercial and industrial uses throughout rural, unincorporated Grant County will be guided by the goals and policies contained in this

RURAL LANDS SUB-ELEMENT...

Comprehensive Plan. Such uses do not require a commercial or industrial land use designation under this Plan. Rather, existing and new commercial and industrial land uses will be subject to this Plan's land use policies and subsequent development regulations.

Development regulations will more specifically identify commercial and industrial development opportunities and limitations, and through ordinance and code language will explain how the Comprehensive Plan policies will be put into practice. Those regulations will expand upon the policies describing how existing uses can continue, under what circumstances they can expand, and under what circumstances they can change from one commercial or industrial use to another.

The zoning map to be adopted with the implementing development regulations will illustrate where such commercial and industrial zoning districts will be located throughout the County. In general, it is anticipated that existing commercial and industrial zones outside Urban Growth Areas will retain commercial and industrial zoning, but with the rural and resource land restrictions described in this Plan. In the future, new commercial and industrial development proposals, if consistent with the Comprehensive Plan policies, will only require a rezone and not a Comprehensive Plan amendment.

Freeway Commercial Areas

The County should consider designation of areas outside of urban growth areas suitable for highway-oriented commercial uses to serve the needs of the travelling public, require large acreage sites that have a high degree of visibility from I-90, and that do not conflict with the rural character of the land and are limited in size and scope so as not to significantly diminish commercial agricultural production.

Such "Freeway Commercial" areas should be limited to those I-90 interchanges outside of UGAs. No specific sites are designated in this Comprehensive Plan. Approval criteria should be developed by which potential sites could be

evaluated during future amendments of this Comprehensive Plan. Approval criteria should include, but should not be limited to:

- The size and scale should be appropriate for the intended use and the surrounding area;
- The intended use should not require the extension of urban governmental services. If particular urban services are necessary, conditions to ensure that urban growth will not occur in adjacent lands;
- Off-site and on-site impacts to roads, other public facilities, and the natural environment shall be mitigated at the time of development; and
- Sites shall be subject to design and development standards relating to landscaping, buffers, setbacks, access and design review. Such standards may govern permitted uses regarding their impacts on resource lands, drainage, critical areas, traffic generation, visual impact, noise and other relevant criteria.

The County should establish a process whereby landowners may request parcels to be designated as "Freeway Commercial." A landowner shall submit data to substantiate the designation of the proposed site, including, but not limited to, the following:

- Traffic impact analysis and mitigation plan;
- Site topographic map;
- Site access plan;
- Site drainage plan; and
- Parcel identification data.

Data submitted together with other data compiled by the County should be evaluated based on the assessment criteria described above. Sites meeting the criteria should be considered for designation as "Freeway Commercial" in future Plan amendments."

Measures Governing Rural Development

Rural development, as defined by the GMA, refers to development outside the urban growth

area and outside agricultural, forest, and mineral resource lands. Rural development can consist of a variety of uses and residential densities, including clustered residential development, at levels that are consistent with the preservation of rural character and the requirements of the rural element. Grant County is predominantly rural and includes a wide variety of densities, uses, and natural resources. To maintain a balance between growth, lifestyle preferences, economic development, and protection of these resources and the environment, the County has established measures to govern rural development. It is the intent that the existing rural character of the diverse regions of the County described in the land use inventory of this sub-element is protected by the measures described below.

Containing Rural Development

Preservation of Grant County's open space and low density rural areas is a high priority, and proper planning which will preserve the area's rural character is essential. As permitted densities increase, so should the guidelines and safeguards applied by the County to ensure that rural development does not result in unaffordable, and nonfunctional sprawl. The land use designations contained in this sub-element as shown in Figure 5RU-2 and in Part V – Map Portfolio, Map 3, provide for a variety of rural land uses. These are primarily low density rural residential and resource land designations. However, the County has acknowledged and provided for several types of existing, higher density residential and commercial development within the rural areas. These are the Rural Community, Rural Village, Shoreline Development, Recreational Development, Agricultural Service Center, Commercial, and Industrial areas. Areas with these designations are existing land uses as defined by RCW 36.70A.070. Several measures have been taken to assure containment of these limited areas of more intensive development.

Logical Outer Boundaries: The primary method of containing these higher density development patterns is through the establishment of logical outer boundaries and preparation of the land use map. Any deviation from the boundaries shown on the adopted land use map will require an

amendment to this Comprehensive Plan. Logical outer boundaries were established first, by delineating the area of existing development.

This was accomplished through site reconnaissance and review of Grant County Assessor maps. Next, estimates of buildable land were developed, taking into account current residential land use, tracts of land dedicated to public use, topography, and critical areas. In controlling rural development, it is essential that residential areas provide adequate buildable land area to meet projected land use needs. Population forecasts were then developed to estimate the number of building sites needed over the planning period. The outer boundaries were then adjusted to better match these projections, and to coincide with physical features such as bodies of water, streets, and land forms. Adjustments were also made to avoid irregular boundaries, providing a block of land rather than ribbons that could potentially house strips of development. Final logical outer boundaries include some undeveloped lands but predominately delineate the built environment.

Logical outer boundaries for the Shoreline Development areas were completed through site reconnaissance and review of Grant County Assessor maps. As the purpose of this land use designation is to recognize more intense areas of development related to shoreline, natural resource, or natural or built amenities such as a golf course, boundaries were not adjusted to accommodate population growth. Rather, boundaries were defined first, by identifying existing development patterns and delineating the general location of more intense land use along the shoreline area. Next, boundaries were extended away from the shoreline to include all parcels, any portion of which lies within a designated distance from the shoreline, or between the shoreline and a natural or manmade boundary as shown in Table 5RU-3 and as delineated in the figures included in Technical Appendix D.

Provision of Urban Services: Rural development will also be controlled through the provision of urban services. Development and increased

RURAL LANDS SUB-ELEMENT...

densities tend to occur in areas offering easy access and full utility services. Currently, such amenities are only available within the County's urban growth areas. Grant County's low density rural areas are typically served by private water and on-site sewage disposal systems. Access is provided by County roads with design standards reflecting low volumes. By continuing to provide urban type services only in urban growth areas, low density sprawl will be curtailed.

Table 5RU-3
Shoreline Development Boundaries

Shoreline Development	Boundaries
McConihe Shore	Within 800 feet of shoreline
Mae Valley Shore	Adjacent to shoreline; between shoreline & West Shore Drive; and adjacent to Fairway Drive
Blue Lake Shore	Within Rimrock Cove development; between shoreline & Moore Road; and adjacent to Palisades Road
Sunland Estates	Between shoreline and bluff

Assuring Visual Compatibility

Rural areas in Grant County will typically border urban growth areas, rural areas or more intensive development, or resource lands. Often times, they are in a position of providing a transition between these distinctly different types of areas. To assure visual compatibility, a transition of uses and densities has been designated whenever possible. Rural areas adjacent to urban growth areas and rural areas or more intensive development are typically designated as Rural Residential with a density of one dwelling unit per five acres. Rural lands adjacent to designated resource lands are typically designated as Agricultural Transition with a density of one dwelling unit per twenty acres. However, because such a significant portion of the County is designated as resource lands, it is not always possible to locate low density rural lands along these vast borders.

While a gradual transition of densities generally improves compatibility, it is also necessary to control visual impacts within Rural Areas of

More Intensive Development (Rural Villages, Rural Communities, Recreational Developments, etc.), particularly at boundaries. Development controls can help to assure that Rural Areas of More Intensive Development continue to fit their rural surroundings, making them an attractive place to live and providing a unified image for visitors. There are generally a number of unifying elements which can be found in an existing rural center. These include common height and scale, use of local construction materials, and provisions for parking and pedestrians. Development controls should be implemented to encourage efficient, concentrated development within the rural centers and to assure that landscaping, natural features, and other buffering methods are used along boundaries.

Reducing Inappropriate Conversion of Undeveloped Land

Undeveloped lands in the County are of significant value, primarily as resource lands, but also as the low density, natural areas that characterize rural Grant County. Sprawling, low-density development promotes an inefficient and unattractive use of developable land and frequently destroys significant environmental, cultural, historic, and/or natural resources. To reduce the inappropriate conversion of undeveloped land, the County has taken the following actions:

1. Approximately 68 percent of the County's land area has been designated as agricultural land of long term commercial significance. The maximum density has been designated as one dwelling unit per 40 acres. Agricultural and other resource lands are also protected by the Grant County Resource Lands and Critical Areas Development Ordinance No. 93-49-CC.
2. When preparing the Future Land Use Map (Figure 5-5), population forecasts were considered when determining logical outer boundaries for Rural Communities, Rural Villages, and Urban Growth Areas. This was necessary to ensure that adequate developable land will be available for the

projected population. The Future Land Use Map was also prepared so that clear boundaries exist between the various land uses. This prevents ribbons or pockets of large lot residential development from being interspersed with, and posing a threat to, resource lands.

Protecting Critical Areas and Water Quality

Grant County hosts a wide variety of natural resources and scenic wonders. Wetlands, shorelines, wildlife habitat, and exceptional water quality are common features throughout the County. These features not only help to define the region's rural character, but are the aspects of the area that residents treasure. Such features are often historically taken for granted. In 1993 they were protected by Grant County Resource Lands and Critical Areas Development Ordinance No. 93-49-CC. This ordinance serves to protect wetlands, shorelines, waterways, wildlife habitats, and frequently flooded, aquifer recharge (groundwater), and geologically hazardous areas.

The ordinance provides the authority to regulate these critical areas, methods for their identification, and protection standards. Protection is provided by regulating allowable uses, providing mitigation and setback requirements, and establishing minimum parcel areas.

Critical areas are also protected by this Comprehensive Plan. Not all land areas are equal in development potential, and the goals and policies of this Plan encourage development patterns that better fit rural lands and protect critical areas. Protection measures provided by the plan begin by establishing land use designations and maximum densities. Within the various land use types, sewage disposal is a primary concern, and all rural development is subject to a review of soil conditions. Further, the County desires to promote development that is laid out to reserve land for open space and that protects critical areas and natural processes. Although the County is still evaluating these options, it is likely this will be accomplished by allowing cluster development, specifying open

space requirements, and planning wildlife corridors. In addition, the Natural Setting Element of this Plan provides protection by establishing permit review procedures, goals, and policies.

Protecting Resource Lands

The Comprehensive Land Use Map presented in this Plan plays a vital role in protecting resource lands. Rural residential development can create conflicts with resource land operations and special attention is needed at the interface between rural areas and other types of areas. As a result, significant effort has gone into preparing the map, both in identifying resource lands and evaluating potential conflicts. Resource lands have been designated in large blocks with changes of topography and other natural features used as boundaries whenever possible. This eliminates ribbons and islands of residential areas and potential incompatible development. The large blocks also serve to isolate resource lands from rural residential uses so that roads and utilities servicing development do not cross expanses of resource lands. This also allows resource uses to be excluded from special tax assessments for improvements and services needed to support residential development.

In addition, resource lands are protected under Grant County's Resource Lands and Critical Areas Development Ordinance No. 93-49-CC and by Chapter 13--Natural Setting Element of this Comprehensive Plan. The Resource Lands and Critical Areas Development Ordinance addresses agriculture, forest, and mineral resource lands and provides for their identification, permitted uses, and protection standards. Protection is provided by limiting allowable uses, providing setback requirements for structures, requiring nuisance notification, and establishing maximum residential development densities and/or minimum parcel sizes. Chapter 13 of this Plan protects resource lands by providing permit review procedures, goals, and policies.

RURAL LANDS SUB-ELEMENT...

FULLY CONTAINED COMMUNITIES (FCCs)

Plan Allowance for FCCs

This Comprehensive Plan recognizes that there may be a potential for the development of Fully Contained Communities (FCCs) at some time in the future as allowed under the GMA. The Plan intends that development of a FCC be allowed, subject to certain criteria for approval being met.

Approval Criteria

Approval criteria that must be met include:

- New infrastructure is provided for and/or impact fees are established consistent with state law;
- Transit-oriented site planning and traffic demand management programs are implemented;
- Buffers are provided between the fully contained community and adjacent rural or urban development;
- A mix of uses is provided to offer jobs, housing, and services to residents of the community;
- Affordable housing is provided within the community for a broad range of income levels;
- Environmental protection has been addressed and provided;
- Development regulations are established to ensure urban growth will not occur in adjacent rural areas;
- Impacts to designated agricultural lands are mitigated;
- The plan for the FCC is consistent with the development regulations established for the

protection of critical areas by the County pursuant to state law;

- New FCCs shall be sited in reasonable proximity to a major transportation corridor;
- Master plans for FCCs shall include plans for public facilities and places such as parks, recreation, and open spaces, school sites and public safety related facilities necessary to accommodate the development;
- FCCs shall be processed administratively as an amendment to the Comprehensive Plan; and
- On-site and off-site infrastructure impacts shall be fully evaluated by the applicant. FCC design, development and operation shall first, avoid; second, minimize; and third, mitigate potential adverse impacts.

The approval of a new FCC shall constitute the establishment of a new Urban Growth Area. As such, new FCCs shall be reviewed for consistency with policies of this Plan.

Potential FCC Inventory

At this time, no potential Fully Contained Communities have been identified.

FCC Designations

At this time, no Fully Contained Communities are designated.

MASTER PLANNED RESORTS (MPRs)

Definition

“A self-contained and fully integrated planned unit development, in a setting of significant natural amenities, and which is planned for as a whole and developed in a programmed series of stages, with primary focus on destination resort facilities and other facilities associated with range of on-site indoor or outdoor recreational

facilities including, but not limited to, short-term visitor accommodations including hotels, condominiums, and further including other residential elements that maybe designed for vacation, retirement and/or “second home” buyers seeking proximity to the amenity. Where the ‘significant amenity’ is in or near existing population centers, additional residential uses that may accommodate local housing demand shall also be authorized when integrated into the overall resort development.” Other residential uses may be included within its boundaries, but only if the residential uses are integrated into and support the on-site recreational nature of the resort. An example could include a tourist-oriented community surrounding a golf course located adjacent to a scenic area, such as a lake or river.

GMA Provisions

Master planned resorts outside established UGAs may be allowed only if:

- The county’s comprehensive plan identifies policies to guide the development of master planned resorts;
- The comprehensive plan and development regulations include restrictions that preclude new urban or suburban land uses in the vicinity of the master planned resort, except in areas designated as UGAs;
- The County includes a finding in the plan approval process that the land is better suited, and has more long-term importance, for the master planned resort than for commercial agricultural production, if the resort is located on land designated as an agricultural resource;
- Critical areas are protected; and
- On-site and off-site infrastructure impacts are considered and mitigated.

Plan Allowance for MPRs

The intent of this Plan is to allow Master Planned Resorts having urban characteristics to be located outside of Urban Growth Areas. It is the policy of Grant County to allow the development of fully integrated destination resorts at appropriate locations within the County to promote tourism and take advantage of the area’s scenic and natural amenities. Provisions will be made in the development regulations of the County that provide for the review and approval with conditions of master planned resorts.

Approval Criteria

Approval criteria that must be met include:

- MPRs shall be designed to blend with the natural setting and shall not block scenic views from adjacent properties;
- Off-site and on-site impacts to roads, other public facilities, and the natural environment from a MPR shall be mitigated at the time of development;
- New urban and suburban land uses in the vicinity of the MPR shall be restricted, except in areas designated for urban growth;
- Plans for MPRs shall be consistent with the development regulations established for critical areas by the County pursuant to state law;
- MPRs shall be subject to design and development standards relating to landscaping, buffers, setbacks, access and design review.

Potential MPR Inventory

Sun Lakes Dry Falls State Park has been identified as a potential Master Planned Resort. On July 12, 1998, the State Parks Commission adopted a Master Plan for the Park, which generally includes:

RURAL LANDS SUB-ELEMENT...

- Improvements to State Park facilities, including the visitor center, Dry Falls Lake area, Deep Lake area, Camp Delaney, trail system, and site infrastructure and utilities; and
- Improvements to the Resort Complex, including replacement of existing cabins, golf course modifications, and construction of a boat marina.

MPR Designations

Sun Lakes Dry Falls State Park is designated as a Master Planned Resort.

MAJOR INDUSTRIAL DEVELOPMENTS (MIDs)

Definition

A “major industrial development” is defined as a master planned location suitable for manufacturing or industrial businesses that:

- requires a parcel of land so large that no suitable parcels are available within an urban growth area; or
- is a natural resource-based industry requiring a location near agricultural land upon which it is dependent; or
- requires a location with characteristics such as proximity to transportation facilities or related industries such that there is no suitable location in an urban growth area.

The major industrial development may not be for the purpose of retail commercial development or multi-tenant office parks.

GMA Provisions

In 1995, the State Legislature recognized the demand for industrial development to achieve the economic development goals of the GMA, and implemented a pilot process for siting major industrial facilities outside of urban growth areas. The legislation allowed counties meeting certain

criteria to designate not more than two master planned locations for major industrial developments, provided that specific criteria were met. Grant County did not qualify for this provision under the 1995 legislation.

However, the 1997 Legislature expanded the pilot project to include Grant County and several other counties. The Legislature found that businesses often must make decisions on where to locate new facilities in an expeditious manner, and that counties would be disadvantaged in attracting such businesses if potential industrial sites are not available. Therefore, the Legislature found that a process for identifying locations for major industrial activity in advance of specific proposals by a business is desirable.

Therefore, the GMA was amended to allow Grant County to designate not more than two master planned locations for major industrial developments outside a UGA. The authority to engage in this process expires on December 31, 1999.

Plan Allowance for MIDs

The intent of this Plan is to work with the cities, port districts, and other interested jurisdictions to develop a process for designation of major industrial developments outside of Urban Growth Areas.

Approval Criteria

Review and approval of a MID shall include consideration of at least the following criteria:

- New infrastructure is provided for and/or impact fees are established consistent with state law;
- Transit-oriented site planning and traffic demand management programs are implemented;
- Buffers are provided between the major industrial development and adjacent rural or urban development;

- Environmental protection including air and water quality has been addressed and provided for;
- Development regulations are established to ensure that urban growth will not occur in adjacent non-urban areas;
- Provision is made to mitigate adverse impacts on designated agricultural lands; and

Priority shall be given to sites that are adjacent to or in close proximity to the urban growth area.

Potential MID Inventory

An inventory of developable land has been conducted as part of the Plan development process (see Technical Appendix A – Economic Profile of Grant County). The inventory concludes that there are excellent prospects for continued high rates of industrial growth in the County. The primary prospects for industrial growth are in the Wheeler Corridor and adjacent areas of Moses Lake as well as in the vicinity of the Port of Moses Lake/Grant County International Airport.

However, the available supply of developable industrial lands in both areas is limited and not expected to be adequate to accommodate potential industrial growth.

MID Designations

No major industrial developments are designated in this Comprehensive Plan. The County intends that an advisory committee be formed, to include representatives of the Ports, interested cities, economic development agencies, the County, the Planning Commission and other interested parties, to identify and evaluate potential locations and recommend at least two areas to be designated. Selected major industrial developments can then be designated as a Plan amendment prior to December 31, 1999.

Final approval of inclusion of a master planned location for major industrial development is considered an adopted amendment to the

Comprehensive Plan. Inclusion or exclusion of master planned locations may be considered at any time prior to December 31, 1999, and is not subject to the requirements of RCW 36.70A.130(2) regarding annual amendments.

Upon designation, the Future Land Use Map shall be updated to include such designated MIDs.

MAPS AND REFERENCES

The lands designated as “Rural Lands,” including RAIDs and MIDs, are shown in Figure 5-5 Future Land Use Map and Map 3 included in Part V—Map Portfolio of this Comprehensive Plan. Maps for each of the RAIDs are also presented in Appendix D – Rural Land Use Analysis. These figures and maps are reference maps intended to provide guidance to the Administrator and/or Review Authority in determining the extent of UGAs in relation to a site specific development proposal.

POPULATION PROJECTIONS

Detailed population and demographic data and population projections are presented in Appendix A and in Chapter 3 of the Comprehensive Plan, and are summarized below as they apply to rural lands. The total population in Grant County is expected to increase from 69,400 people in 1998 to 106,362 people in 2018, for a net increase of 36,962 people over the 20-year planning period. That figure includes in-migration of 1,970 persons due to the relocation of plant facilities by Genie Industries. Of that growth, 32,796 or 89% is expected to occur in Urban Growth Areas, and 4,166 or 11% in rural lands. In 2018, the total County population of 106,362 is expected to be distributed as 77,144 people residing in UGAs and 29,218 in all rural lands combined.

The rural lands component of growth must be further allocated between anticipated growth in designated resource lands, rural areas of more intensive development, and designated rural lands. Population is first allocated for 1998 and then projected to 2018 based on anticipated

RURAL LANDS SUB-ELEMENT...

average annual growth rates. Population is estimated first for agricultural lands and RAIDs; the balance is then allocated to designated rural lands.

Agricultural Lands

According to the 1990 U.S. Census of Population and Housing, there were a total of 1,273 housing units on farms in Grant County in 1990. Also according to the U.S. Census, there were 3,819 people residing on farms. According to the Washington State Office of Financial Management Forecasting Division, the average annual growth rate between 1990 and 1998 for unincorporated Grant County was 3.50%. However, it is expected that the growth rate for farms was significantly less than the overall rate of growth, since the number of farms decreased during this period. This analysis assumes that average annual population growth on farms was 0.5% between 1990 and 1998, yielding a total growth during that period of 1.04 percent and resulting in an estimated population of 3,974 people residing in agricultural lands in 1998.

To obtain the estimated population for the year 2018, the 1998 data was projected ahead using a growth rate of 0.25 percent, yielding a total of 4,178 people.

RAIDs

Population data for the Rural Communities and Rural Villages was obtained from the 1990 Federal Census Block Maps. Where census block boundaries do not match logical outer boundaries of the subject population center, total population numbers were adjusted to better reflect actual conditions. Adjustments were based on site reconnaissance and discussions with County planning staff. The adjusted block data was then projected ahead to the year 1998 using a 3.5% average annual growth rate as recorded for unincorporated areas of the county according to the 1997 Population Trends, Washington State Office of Financial Management, Forecasting Division, September 1997.

To obtain the estimated population for the year 2018, the 1998 data was projected ahead using an average annual growth rate of 1.0 percent, yielding a total of 22.0% over the 20-year planning period. The total numbers of people residing in Rural Communities and Rural Villages in 1998 and 2018 are shown in Table 5RU-6.

Rural Lands

The number of people residing in designated rural lands in 2018 is then calculated by subtracting the population of Agricultural Lands and RAIDs from the total rural population in 2018 of 29,217 people. The total population of rural lands in 1998 and 2018 is projected to be distributed as shown in Table 5RU-4 and as shown in Figures 5RU-1 and 5RU-2, respectively. An additional 4,165 people are projected to reside in rural lands of the county by 2018.

Table 5RU-4
Rural Land Population Distribution

<i>Rural Area</i>	<i>1998 Population</i>	<i>2018 Population</i>
Agricultural Lands	3,974	4,178
RAIDs	3,564	4,354
Rural Lands	17,514	20,686
Total	25,052	29,218

Figure 5RU-1
1998 Population Distribution

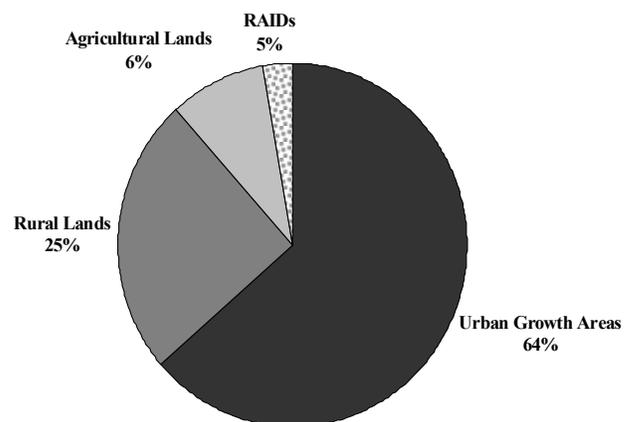
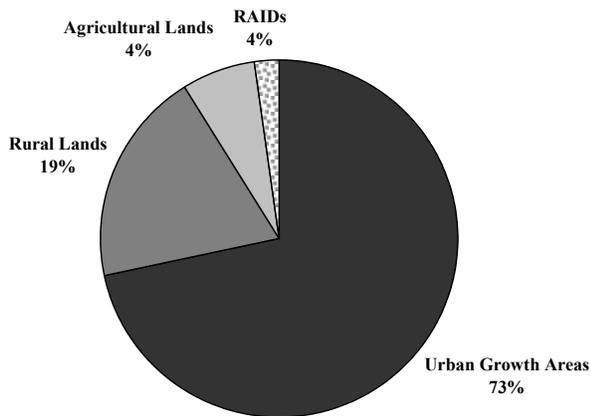


Figure 5RU-2
2018 Population Distribution



RURAL LAND USE ANALYSIS

To project future land use in the rural lands of the county, a land use analysis consisting of a land, parcel, and housing inventory was conducted. For purposes of this sub-element, only a brief discussion and summary are provided. The complete analysis is included as Appendix D – Rural Land Use Analysis.

Rural Land Use Inventory

A land use inventory was conducted to assess the amount of “rural land”, defined as those that lie outside of Designated Urban Growth Areas and Resource Lands, and to identify land use patterns considered more intense than the surrounding rural areas. Table 5RU-5 summarizes the total acres of each rural land use designation. These areas are shown on the Figure 5-5 Future Land Use Map.

Comparison of Land Requirements with Available Supply

How will an additional 4,166 people be dispersed among the 234,684 acres of rural land? To answer this question, the population and housing capacity of each of the rural land designations were assessed. Each designation has a quantifiable supply of vacant land to accommodate further development. The methodology used to assess land demand and supply are fully described in Appendix D.

Area Method

The general method calculated available land supply by deducting land already developed from the total gross area available to determine the gross area vacant land. Land already developed was calculated based on the total number of houses, both occupied and vacant, within each rural land designation. The number of occupied houses was calculated based on population residing within each rural land designation and dividing by the countywide occupancy of 2.74 persons per household. The vacant houses within each land designation was based on an allocation of the total number of vacant houses within the county as reported in the 1990 U.S. Census and adjusted to reflect 1998 conditions.

Table 5RU-5
Rural Lands Inventory

<i>Land Use Designation</i>	<i>Area (Acres)</i>	<i>% of Total Area</i>
Rural Lands:		
Urban Reserve	2,710	1.07%
Rural Residential 1	60,921	23.98%
Rural Residential 2	8,717	3.43%
Rural Remote	162,336	63.89%
<i>Subtotal – Rural Lands</i>	<i>234,684</i>	<i>92.37%</i>
RAIDs:		
Rural Community	1,305	0.51%
Rural Village	1,717	0.68%
Shoreline Development	2,651	1.04%
Recreational Development	1,771	0.70%
Ag. Service Center	592	0.23%
Commercial	2,068	0.81%
Industrial	9,292	3.66%
<i>Subtotal - RAIDs</i>	<i>19,396</i>	<i>7.63%</i>
Total	254,080	100%

Subtracting the area of land already developed from total area yields the area of vacant land. However, not all vacant land is “developable”. The amount of *buildable* land was calculated as 40% of the gross area of vacant land. This reduction is intended to account for:

- land that is considered “not developable” because of physical limitation and/or critical areas;

RURAL LANDS SUB-ELEMENT...

- land that is considered not available or unsuitable for development; and
- non-residential development such as public facilities, unavailable land, land identified as open space or reserved for conservation or public purpose, and road rights-of-way.

A discussion of reduction factors is presented in Appendix D.

Table 5RU-6
Rural Communities and Villages

RAID	Population		
	1990	1998	2018
Rural Communities			
Schawana	71	94	115
Beverly	82	108	132
Wheeler	21	28	34
Royal Camp	109	144	176
Ridgeview Estates	-	217	265
Wanapum Village	69	91	111
Marine View Heights	182	240	293
Trinidad	-	18	22
White Trail	73	96	117
Rural Village			
Desert Aire	625	823	1,004
Total	1,232	1,859	2,269

The number of potential housing units that the net vacant land can accommodate is then calculated by dividing by the future density of the rural land designation. The number of housing units required in each rural land designation is calculated by subtracting the number of vacant houses available for occupancy in 1998 from the total number of housing units required to support the projected population growth in 2018 in that designation. The total number of housing units required to support the projected population growth is calculated as the population growth divided by the countywide occupancy of 2.74 persons per household. The results of this housing analysis is provided in Table 7-17 of Chapter 7 – Housing.

The potential number of houses is then compared back to the number of houses required to accommodate projected population growth to determine if enough rural land is available to meet future demand.

Table 5RU-7 provides a summary of land demand and supply based on this methodology. As shown in Table 5RU-7, approximately 559 new dwelling units are required to accommodate the expected population increase through 2018 in the rural lands of the county. As shown in Table 5RU-7, the rural lands provide sufficient land to accommodate approximately 9,564 new dwelling units. This greatly exceeds the 559 dwelling units that will be needed through the year 2018.

However, it must be recognized that availability of potable water is anticipated to significantly diminish the amount of designated residential land that can be developed. It is not possible to quantify the effect of water availability on rural residential development at this time. Once water availability is better quantified and groundwater withdrawal regulations are clarified, a better understanding of the impact can be gained.

The Court of Appeals, Div. 2, recently decided a case interpreting the provisions of the GMA related to the use of population projections for sizing UGAs and rural residential designations. The Court found that nothing in the GMA provides that a county must use population projections as a cap or ceiling when planning for rural growth.

In Grant County's case, to balance projected growth with land designated for rural development, one of two things must happen: (1) either rural residential densities would have to be drastically increased (to approximately 1 dwelling unit per 850 acres), or (2) the amount of land designated for rural residential development drastically decreased. Either approach would create serious hardship on the private property rights of citizens.

It is the intention of this Plan to promote a variety of rural residential densities and broad choice of location for rural residential development, while ensuring: (1) that our rural areas do not become further characterized by urban sprawl, (2) that natural resource lands are preserved and protected, and (3) that development in rural areas is consistent with rural character. The protection of natural

resource lands of long-term commercial significance is a very high priority for Grant County. Limiting the supply of rural residential lots may actually increase the conversion of resource lands to residential use. Providing an excess of land for rural residential development would help protect resource lands.

The rural land use goals and policies of this Plan will protect the existing rural character of the land in Grant County. Urban sprawl will be minimized. Retention of resource lands and natural resource based economic activities will be encouraged. Outdoor recreation and other activities requiring open space will be promoted. Fish and wildlife and other sensitive habitats will not be adversely impacted by the rural development contemplated by these designations.

Further, the designation of more lands for rural residential development than required to accommodate expected rural population growth appropriately balances the goals of the GMA, including protection of private property rights, availability of affordable housing, environmental protection, and prevention of urban sprawl.

GOALS AND POLICIES

Goals and policies follow the shared vision for the future of Grant County for sustaining and improving our quality of life. Goals and policies are also consistent with the Planning Goals of the Growth Management Act. Goals are broad statements of a community's aspirations. Policies express a commitment to a course of action. Policies provide overall direction for implementation of a strategy. Policies provide clear guidance for decision-making subject to this Plan, and form the basis for development regulations. Goals and policies do not apply to incorporated cities, but rather, only to unincorporated areas of the County, including the unincorporated portions of UGAs.

Following are the goals and policies of the Comprehensive Plan related to Rural Lands.

Goal RU-1: Rural areas should take into

consideration both human uses and the natural environment. Encourage rural development that maintains the rural character of the land and protects the land and water environments required by natural resource-based economic activities, fish and wildlife habitats, rural lifestyles, outdoor recreation, and other open space.

Policies

- RU-1.1: Land uses in rural areas that are related to farming, mining, rural residential development, tourism, outdoor recreation, and other open space activities shall be preferred.
- RU-1.2: Residential development in rural areas should be provided on lands that can physically support it without requiring urban growth area services. Densities should be low enough to discourage urban sprawl, and should not encroach on the natural environment, significant cultural resources, or natural resource management without mitigation.
- RU-1.3: Residential use near designated long-term agricultural resource areas should be developed in a manner that minimizes potential conflicts and reduces unnecessary conversion of resource land. Mechanisms such as clustering, buffering, and deed notification should be used.
- RU-1.4: Provide for a variety of rural densities to:
- maintain rural character, farming and mining;
 - to buffer natural resource lands;
 - to retain open space;
 - to minimize the demand and cost of public infrastructure improvements;
 - to provide for future urban growth area expansion if needed; and
 - to allow rural property owners reasonable economic opportunities for the use of their land.

RURAL LANDS SUB-ELEMENT...

Table 5RU-7
Summary of Rural Land Use & Potential Housing Units

<i>Land Use Designation¹</i>	<i>Area (Acres)</i>				<i>Future Density (DUs/Acre)</i>	<i>Housing Units</i>	
	<i>Total</i>	<i>Non-Residential²</i>	<i>Residential</i>			<i>New Required³</i>	<i>Potential</i>
			<i>Total Gross</i>	<i>Net Vacant</i>			
<i>Rural Lands:</i>							
Urban Reserve	2,710	480	2,230	892	1/5	0	178
Rural Residential 1	60,921	0	273,464	95,492	1/5	69	2,365
Rural Residential 2	8,717	0	87,024	33,346	1/10	301	1,163
Rural Remote	162,336	0	0	0	1/20	1	3,098
<i>Subtotal</i>	<i>234,684</i>	<i>480</i>	<i>362,718</i>	<i>129,730</i>		<i>371</i>	<i>6,804</i>
<i>Shoreline Development:</i>							
McConihe Shore	727	0	727	202.8	1/2	7	101
Mae Valley Shore	1,630	720	910	245.6	1	20	245
Blue Lake Shore	127	0	127	5.0	2	19	10
Sunland Estates	167	10	157	23.9	3	12	71
<i>Subtotal</i>	<i>2,651</i>	<i>730</i>	<i>1,921</i>	<i>477.3</i>		<i>58</i>	<i>427</i>
<i>Recreational Development:</i>							
Crescent Bar	477	238.5	238.5	25.4	1	19	25
North Soap Lake	69	69.0	0.0	0.0	1	0	0
The Gorge	1,225	1,223.0	2.0	0.0	1	0	0
<i>Subtotal</i>	<i>1,771</i>	<i>1,530.5</i>	<i>240.5</i>	<i>25.4</i>		<i>19</i>	<i>25</i>
<i>Agricultural Service Centers:</i>							
Winchester	234	117.0	117.0	40.4	1	2	40
Ruff	96	48.0	48.0	13.6	1	2	13
McDonald Siding	76	38.0	38.0	15.2	1	0	15
Ballards Café	43	21.5	21.5	8.6	1	0	8
Stratford	143	71.5	71.5	24.6	1	1	24
<i>Subtotal</i>	<i>592</i>	<i>296</i>	<i>296</i>	<i>102.4</i>		<i>5</i>	<i>100</i>
<i>Rural Communities:</i>							
Schawana	68	3.0	65.0	10.4	1	3	10
Beverly	75	2.0	73.0	11.2	1	4	11
Wheeler	33	2.0	31.0	7.6	1	1	7
Royal Camp	115	4.0	111.0	20.0	1	5	20
Ridgeview Estates	164	0.0	164.0	29.2	1	7	29
Trinidad	27	8.4	18.6	4.2	1	0	4
Wanapum Village	65	7.0	58.0	8.0	1	3	8
Marine View Heights	306	86.2	219.8	27.9	1	18	27
White Trail	452	136.6	315.4	110.2	1	3	110
<i>Subtotal</i>	<i>1,305</i>	<i>249.2</i>	<i>1,055.8</i>	<i>228.7</i>		<i>44</i>	<i>226</i>
<i>Rural Villages:</i>							
Desert Aire	1,717	346.4	1,370.6	495.5	4	62	1,982
<i>Subtotal</i>	<i>1,717</i>	<i>346.4</i>	<i>1,370.6</i>	<i>495.5</i>		<i>62</i>	<i>1,982</i>
Total	254,080	3,632	239,088	78,934		559	9,564

¹ See Future Land Use Map.

² Includes commercial, industrial, and public/open space.

³ Number of new dwelling units required equals total required in 2018 less vacant units available. Total number of dwelling units required based on average number of persons per household as reported by 1990 U.S. Census of Population and Housing of 2.59 for average of all cities in Grant County and 2.74 for Grant County.

...RURAL LANDS SUB-ELEMENT

- RU-1.5: The amount of development in rural areas shall be limited through density requirements that protect and maintain existing rural character, natural resource lands, open space, critical areas, significant cultural resources, and water resources, and that manage traffic volumes.
- RU-1.6: Encourage affordable housing opportunities that are compatible with rural character.
- RU-1.7: Rural lands should provide landowners a means of residing on their property while at the same time providing protection of the resource land from encroachment of more intensive residential activity.
- RU-1.8: Within rural areas, proposed new residential development should not negatively affect farm activities. Farm activities should not be considered a nuisance if they are operating in a reasonable manner and within applicable regulations. In addition, buffers between the residential uses and the natural resource based uses should be provided as provided in the County's Resource Lands and Critical Areas Ordinance by the residential development.
- RU-1.9: Residential development adjacent to farm and mineral resource activities should be designed in a manner which minimizes potential conflicts and reduces unnecessary conversion of these resource lands.
- RU-1.10: Residential development in areas designated as Shoreline Development should be conducted so as to protect water quality of adjacent water bodies. Development standards, including performance requirements and mitigation measures, should be implemented to minimize impacts to water quality from individual, on-site wastewater treatment and disposal.

Goal RU-2: Rural areas should generally be developed at low levels of intensity so that demands will not be created for high levels of public services and facilities. County requirements for housing in rural areas should encourage residential development that is compatible with farming, open space, outdoor recreation, protection of significant cultural resources, rural service levels, and generally with the rural character. Existing areas of more intense development should be acknowledged and maintained.

Policies

- RU-2.1: Provide rural area designations as shown on the Grant County Future Land Use Map. Include areas that meet one or more of the following criteria:
- Areas not designated for urban growth or resource lands of long-term commercial significance and where a possibility exists for less intensive agricultural utilization;
 - Areas not needed during the next 20 years to provide land for population or employment growth;
 - Areas that provide a buffer between resource activities and potentially incompatible land uses;
 - Areas where the open-space character of the land is to be protected for scenic qualities, significant cultural resources, recreational activities, and environmental functions;
 - Areas where significant environmental constraints make the area generally unsuitable for urban development; and
 - Areas where existing and future uses do not typically require

RURAL LANDS SUB-ELEMENT...

urban-level services and facilities and where such services and facilities are not readily available or expected to be available during the next 20 years.

RU-2.2: Land use designations in the rural area shall include the following:

1. *Urban Reserve*: areas that appear to be transitioning, at varying rates, from rural to urban, and are appropriate for areas of increasing density and potential future urban services. Such areas:

- may currently range in density from rural to urban, or contain a hybrid of rural and urban densities;
- are located in close proximity to an urban growth area, but are either beyond the present availability of city water and sewer service, or are not yet urban in character, making them inappropriate for inclusion in the UGA; and
- are deemed necessary to hold in reserve for potential inclusion within an Urban Growth Area in response to future needs as reflected in revised or updated population or employment forecasts or allocations.

Residential development is allowed in Urban Reserve areas at densities not to exceed one dwelling unit per five (5) acres as a means of preventing establishment of land uses or land use patterns that could foreclose planning options and eventual development or redevelopment at higher urban densities.

2. *Rural Residential 1*: areas intended to maintain the rural aspects of the County and to provide buffering or transitions between existing rural developments and areas of higher or lower densities. Rural residential areas are:

- characterized by activities including, but not limited to, small-scale farms, dispersed single-family homes, and open space;
- typically too far from the urban area to enable cost-effective provision of public services nor do typical uses require provision of urban services.
- characterized by soil conditions able to handle the cumulative long-term impacts of on-site sewage disposal without adverse impacts to ground and surface waters.

Residential development is allowed in Rural Residential areas at densities not to exceed one unit per five (5) acres.

3. *Rural Residential 2*: areas intended to maintain the rural aspects of the County and recognize those areas where some platting to smaller lots already exists and where some services and infrastructure may exist. Rural residential areas are:

- characterized by activities including, but not limited to, small-scale farms, dispersed single-family homes, and open space;
- characterized by soil conditions able to handle the

...RURAL LANDS SUB-ELEMENT

cumulative long-term impacts of on-site sewage disposal without adverse impacts to ground and surface waters.

Residential development is allowed in Rural Residential areas at densities not to exceed one unit per two and one-half (2½) acres.

4. *Rural Remote*: areas are intended to differentiate from the higher density rural land use to reflect the area's remoteness and/or limited opportunity for development. Such areas are those not suitable for intensive farming and are generally not attractive for residential development. Rural Remote areas:

- are characterized by activities including, but not limited to, resource-oriented activities (farming and mineral extraction), open space, and residential;
- are too far from urban areas to enable cost effective provision of public services, or contain land uses that do not require extension or provision of urban services;
- require on-site water and sewer service, may be outside of fire service, or have other site constraints;
- may be outside existing main road networks and distant from existing utilities; and
- may have severe soil limitations, critical areas and/or very limited ground water.

Residential development is allowed in Rural Remote areas at

densities not to exceed one unit per twenty (20) acres.

RU-2.3: Designated Urban Reserve lands should be considered as “joint planning areas” subject to a joint planning process between the County and the affected city or cities intended to resolve issues regarding potential land uses. Such areas should undergo annual review of urban growth area assumptions and monitoring of growth indicator data to provide “early warning” to ensure that the land supply is not being over constrained or that development is occurring in a manner inconsistent with the intent of the urban growth area. An annual review process for such areas is described in Chapter 5 – Land Use.

RU-2.4: The County may develop and consider a clustering program for residential development in rural lands using density incentives, transfer of development rights, planned unit developments, and long platting procedures.

In considering innovative techniques such as clustering, the County may:

- establish a Task Force to help develop a clustering program;
- develop techniques to monitor the impact of a clustering program (i.e., record and track the numbers and locations of clustered housing);
- limit areas where clustering would be allowed; and/or
- limit or cap the total number of clustered lots allowed.

Goal RU-3: Promote the continuation and enhancement of the existing rural activity centers in order to preserve their

RURAL LANDS SUB-ELEMENT...

multi-use function to the rural community of Grant County.

Policies

RU-3.1: Limited areas of more intense rural development should be provided on land exhibiting those existing intense patterns of development and lifestyle preferences. Mixed-use areas comprised of high-density residential, small-scale industries and businesses, and public facilities may be located in rural areas:

- Where historic, unincorporated communities with an existing mix of higher density land uses already exists, and where some new adjacent residential, commercial, and industrial development is expected to continue to occur;
- Where soil conditions are able to handle the cumulative long-term impacts of on-site sewage disposal without adverse impacts to ground and surface waters; and

Additional undeveloped land may be included in these areas to allow for limited growth. This designation provides for the infill, development, or redevelopment of lands within the boundaries established.

RU-3.2: Provide “Rural Areas of more Intensive Development (RAIDs)” designations as shown on the Grant County Future Land Use Map.

RU-3.3: Land use designations for RAIDs shall include the following:

1. *Rural Villages*: are self-sufficient villages offering a full range of consumer goods and services, and that may offer some urban services such as community water and fire protection. A Rural Village is

generally a compact, self-sufficient town that functions as a small urban center and provides housing, convenience goods, and services to residents in and around the area.

Future land use in these areas shall continue to be a mixture of residential, commercial, and industrial. New residential development will be allowed at a maximum density of four dwelling units per acre provided the land can physically support such development without requiring public sewer or water services, if not currently available.

2. *Rural Communities*: are generally small, compact, isolated rural centers that primarily exist to provide housing, convenience goods, and services to residents in and around the area. Rural Communities are generally not self-sufficient.

Future land use in these areas shall continue to be a mixture of residential, commercial, and industrial. New residential development will be allowed at a maximum density of one dwelling unit per acre provided the land can physically support such development without requiring public sewer or water services, if not currently available.

3. *Agricultural Service Centers*: are characterized by agricultural processing facilities and limited agricultural support services that support local agricultural activities, including small and large scale agricultural industries and businesses in a compact core, single family residences, and open space.

Future land use in these areas shall continue to be a mixture of agriculturally related residential, commercial, and industrial. New residential development will be allowed at a maximum density of one dwelling unit per acre provided the land can physically support such development without requiring public sewer or water services, if not currently available.

4. *Recreational Development:* are areas of residential and commercial development related to seasonal, resort-related, or tourist activities, often shoreline-related or centered on an amenity such as a golf course.

Future land use in these areas shall provide for commercial development, including hotels, condominiums, vacation home rentals, retail stores, restaurants, golf courses, marinas, open space, and similar recreational or tourist activities. This designation also provides for residential development on small parcels that can physically support such development without requiring urban service levels. The maximum residential density shall be one dwelling unit per acre.

5. *Shoreline Development:* are characterized by a mix of higher density residential developments, scattered single residences and small farms, and where exclusively residential developments are expected to continue to occur.

The maximum residential density for the various designated Shoreline Development areas ranges from three dwelling units per acre to one dwelling unit per two acres, based on the predominant density of the

built environment of the area, provided the land can physically support such development without requiring public sewer or water services, if not currently available.

Goal RU-4: Provide for continued existing and new small-scale commercial and industrial developments outside UGAs that are compatible with and continue to preserve, maintain and enhance the vital rural and agricultural uses in the County.

Policies

RU-4.1: Home-based occupations and cottage industries should be allowed throughout the rural area provided they do not adversely affect the surrounding residential uses. Site-specific standards shall be considered through the permitting process. Such uses shall only be a secondary use of the property with the primary use in compliance with the policies provided for the designation in which they are to be located. Such uses shall not require urban services.

RU-4.2: Industrial uses in rural areas (other than small scale home-based industries) should generally be those appropriate to the lower densities and land uses of rural areas, such as:

- Independent contracting services;
- Industries related to and dependent on natural resources of agriculture and minerals;
- Industries requiring large secluded areas away from population centers and not requiring urban services; and
- Commercial recreational uses.

RU-4.3: New rural commercial uses should be permitted within Rural Villages, Rural

RURAL LANDS SUB-ELEMENT...

Communities, Agricultural Service Centers, and Recreational Development designations. Rural commercial uses shall be limited in size to serve the communities in which they are located.

RU-4.4: Existing undeveloped commercial and industrial zoned areas outside of UGAs may retain said zoning designations. Commercial and industrial uses in rural lands shall be guided by the goals and policies contained in this Comprehensive Plan. The zoning map to be adopted with the implementing development regulations will illustrate where such commercial and industrial zoning districts will be located throughout the County.

RU-4.5: Recreational/tourist and highway-oriented commercial facilities may be located within a natural resource designation or a rural designation if, at a minimum, the following criteria are met:

- The location of the facility would not adversely impact the natural resource production in the area;
- The facility is of size and scale for their intended use and the surrounding area;
- The use does not require extension of urban services;

Performance standards and mitigation measures may be developed in order to govern the intensity, siting, and design of any proposed on-site enterprise and support business to conserve natural resource lands and protect existing rural character. Performance standards may govern permitted uses regarding their impacts on soils, drainage, critical areas, traffic generation, visual impact, noise, and any other relevant criteria.

Goal RU-5: Facilitate the production of agricultural and mineral products by allowing related processing facilities, limited direct resource sales and limited natural resource support services that support natural resource activities, and which are not harmful to the long term natural resource.

Policies

RU-5.1: Natural resource support services to be located within the rural land designations shall maintain the rural character of the area and be permitted only through a conditional use process. Such uses shall be directly related to natural resource enhancement, production, or utilization. Such uses should generally not require extension of urban governmental services. If particular urban services are necessary, conditions shall be established to ensure that urban growth will not occur in adjacent rural or resource lands.

Performance standards and mitigation measures may be developed in order to govern the intensity, siting, and design of any proposed on-site enterprise and support business to conserve natural resource lands and protect existing rural character. Performance standards may govern permitted uses regarding their impacts on soils, drainage, critical areas, traffic generation, visual impact, noise, and any other relevant criteria.

RU-5.2: Processing facilities, limited direct resource sales, and limited natural resource support services proposed within a natural resource designation shall, at a minimum, comply with the following:

- The use does not substantially detract from the natural resource

production on-site or in the area;

- The use is directly related to natural resource enhancement or production;
- Development regulations that specify size, use and other threshold criteria for which natural resource industrial uses shall be required to follow the major industrial development siting policies stated herein; and
- Meet performance standards and mitigation measures that may be developed in order to govern the intensity, siting, and design of any proposed on-site enterprise and support business to conserve natural resource lands and protect existing rural character. Performance standards may govern permitted uses regarding their impacts on soils, drainage, critical areas, traffic generation, visual impact, noise, and any other relevant criteria.

Goal RU-6: Provide for the siting of master planned locations for Major Industrial Developments that have land needs not found within the UGAs or is a natural resource based industry that requires a location near a resource land upon which it is dependent.

Policies

RU-6.1: The siting of a master planned location for major industrial development outside of an urban growth area shall comply with the criteria contained in RCW 36.70A.367 and this Comprehensive Plan.

Action: Form an advisory committee to include representatives of the Ports, interested cities, economic

development agencies, the County, the Planning Commission and other interested parties, to identify and evaluate potential locations and recommend at least two areas to be considered by the Grant County Board of Commissioners for designation as master planned locations for major industrial development.

Goal RU-7: Provide for the siting of Fully Contained Communities.

Policies

RU-7.1: The siting of a fully contained community outside of an urban growth area shall comply with the criteria contained in RCW 36.70A.350 and this Comprehensive Plan.

Goal RU-8: Provide for the siting of Master Planned Resorts.

Policies

RU-8.1: The siting of a master planned resort outside of an urban growth area shall comply with the criteria contained in RCW 36.70A.360 and this Comprehensive Plan.

Goal RU-9: Assure that the provision of public facilities, services, roads and utilities are consistent with rural character and lifestyles.

Policies

RU-9.1: Public spending priorities for facilities, services, and utilities within rural areas shall be primarily to maintain or upgrade existing facilities, services, and utilities to serve existing development at rural service level standards. New facilities, services, roads, and utilities that support planned rural growth shall be allowed at rural service level standards.

RURAL LANDS SUB-ELEMENT...

- RU-9.2: Road and utility standards shall be consistent with rural densities and uses.
- RU-9.3: Rural service level standards for water supply shall assure water quality, domestic supply, and rural fire protection consistent with rural densities and uses.
- RU-9.4: Urban governmental services should not be extended to or expanded in rural areas except in those limited circumstances shown to be necessary to protect basic public health and safety and the environment and when such services are financially supportable at rural densities and do not permit urban development.
- RU-9.5: Residential sewage generated from rural development should be treated via individual on-site septic systems, or other method approved by the Grant County Health Officer. Community systems or de-centralized treatment systems may be used in Rural Villages and Rural Communities. Municipal sewer collection and/or treatment systems should only be extended outside the boundary of a UGA only in response to an identified public health hazard.
- RU-9.6: Insofar as required by state or local statute, the County shall routinely inspect on-site septic systems to determine the location and causes of failing systems.
- RU-9.7: The County shall promote wise use of public funds in rural areas by allowing service providers to establish rural facility and service standards that are consistent with rural densities and uses.

RESOURCE LANDS SUB-ELEMENT

INTRODUCTION

The Resource Lands Sub-element addresses three primary types of land based natural resources: agriculture, forest, and mineral lands. This sub-element complements Chapter 5—Land Use Element by defining the purpose and intent of land use policies for each resource land designation. These policies are intended to guide long-range planning, the development of land use programs and regulations, and to conserve natural resource lands.

The economic health and stability of Grant County have long been dependent on the products of agricultural resource areas. The Growth Management Act (GMA) recognizes the importance of resource lands by requiring counties to “classify, designate and conserve” them as “resource lands of long-term commercial significance.” The GMA recognizes the vital role these resource lands play in defining the quality of life in Grant County and seeks to avoid their irrevocable loss.

Within each of these designations, the primary and preferred uses will be the growing, managing, harvesting or extracting, and processing of natural resources. In cases where residential activity is allowed on natural resource lands, development will occur in a manner that minimizes both the amount of land converted to non-resource uses, and the disincentives faced by landowners wishing to continue to manage their land for natural resource purposes.

This sub-element:

1. Documents and supports the importance of each resource type, the sub-element describes the geographic context and economic importance to Grant County of each of the three resource land industries: agriculture, forestry, and mining. This is accomplished through an acreage inventory of each resource land use category and a discussion of common economic indicators.

This inventory serves as a reference point for future evaluation of resource lands.

2. Describes the threat common to resource lands, encroaching incompatible development, by defining conflicts that may arise between resource land users and adjoining neighbors. While invaluable to the economy, resource lands can be noisy, odorous, and even dangerous places. Serious conflicts are inevitable when other kinds of development, especially residential housing, are allowed within or adjacent to an active resource-based land use. New residential neighbors not accustomed to resource management practices may dislike the noise, dust, glare, and perceived diminishment of property value caused by the resource management operations. This sub-element examines these potential conflicts and offers guidelines for implementation of development regulations to mitigate or avoid these conflicts.
3. Establishes a series of goals and policies for each resource land designation to guide future land use decisions and to ensure that continued economic viability is maintained for resource lands and their long-term commercial significance is protected. The policies for conserving resource lands also affect adjacent non-resource lands as well as protect their resource-land neighbors. The GMA states that “the use of lands adjacent to designated resource lands shall not interfere with the continued use of these lands as resource lands.” To maintain the viability of resource lands, we need to examine the land uses surrounding resource lands and create policies that will protect important economic resources.

GMA Requirements

This sub-element of the comprehensive plan has been prepared in accordance with the Growth Management Act (GMA) to address conservation

RESOURCE LANDS SUB-ELEMENT...

of resource lands. The GMA includes the following goals that relate directly to resource land use:

Goal (2) Reduce Sprawl – Reduce the inappropriate conversion of undeveloped land into sprawling, low-density development.

Goal (9) Natural Resource Industries – Maintain and enhance natural resource-based industries, including productive timber, agricultural, and mining industries. Encourage the conservation of productive forest areas and productive agricultural lands, and discourage incompatible uses.

Goal (10) Open Space and Recreation – Encourage the retention of open space and development of recreational opportunities, conserve fish and wildlife habitat, increase access to natural resource areas, and discourage incompatible uses.

To meet these goals, the Comprehensive Plan must designate and protect Grant County's resource lands of long-term commercial significance. This excludes commercially significant resource lands already characterized by, or needed for, urban growth (RCW 36.70A.170(1)).

Definition of Resource Lands

Grant County's definition of resource lands is guided by the "Minimum Guidelines to Classify Agriculture, Forest, Mineral Lands and Critical Areas" established by the Department of Community, Trade and Economic Development. Each resource area is defined below:

Agricultural Resource Areas are "those lands primarily devoted to or important for the long-term commercial production of horticultural, viticultural, floricultural, dairy, apiary, vegetable, or animal products or of berries, grain, hay, straw, turf, seed, Christmas trees not subject to the excise tax imposed by state law, finfish in upland hatcheries, or livestock, and that have long-term commercial significance for agricultural production." (RCW 36.70A.030(2)).

Forest Resource Areas are "those lands primarily devoted to growing trees for long-term commercial timber production on land that can be economically and practically managed for such production, including Christmas trees subject to the excise tax imposed under state law, and that have long-term commercial significance." (RCW 36.70A.030(8)).

Mineral Resource Areas are "those lands primarily devoted to the extraction of minerals, including gravel, sand, and valuable metallic substances, and that have long-term commercial significance for the extraction of minerals. (RCW 36.70A.030(11)).

Long-term Commercial Significance includes "the growing capacity, productivity, and soil composition of the land for long-term commercial production, in consideration with the land's proximity to population areas, and the possibility of more intense uses of the land." (RCW 36.70A.030(10)).

County Policy Statement

As required by the GMA, Grant County adopted County Ordinance No. 93-49-CC to ensure the conservation of agricultural, forest and mineral resource lands and to preclude land uses and developments, which are incompatible with resource lands. It is a policy of Grant County that the beneficial functions, and structure, and values of resource lands be protected as identified herein and in Grant County Resource Lands and Critical Areas Development Ordinance No. 93-49-CC, and further that potential dangers or public costs associated with inappropriate use of such areas be minimized by reasonable regulation of uses within, adjacent to, or directly affecting such areas. Reasonable regulation shall be achieved by the balancing of individual and collective interests.

PROTECTION STANDARDS

Review Procedures

No alteration of resource lands as defined or designated by this Comprehensive Plan or Grant

...RESOURCE LANDS SUB-ELEMENT

County Resource Lands and Critical Areas Development Ordinance No. 93-49-CC should occur in the absence of express approval by Grant County. Any alteration of resource lands should occur only through the issuance of a development permit. In dealing with the resource lands contained in this sub-element, review procedures should be established through appropriate development ordinances that allow for consideration of the goals, policies and implementation criteria established herein. These procedures are summarized below.

1. The Administrator first must determine whether the proposed activity fits within any of the exemptions to the Resource Lands and Critical Areas Development Ordinance. If the proposed activity meets any of the listed exemptions, no resource land review is required.
2. If the proposed activity is not exempt, then a person seeking a development permit shall complete a resource lands checklist on forms to be provided by the Department of Community Development. Staff will then review the checklist together with maps and other resources identified in the relevant sections of the Resource Lands and Critical Areas Development Ordinance and make a site visitation to determine whether resource lands, or any required buffers, are affected by the proposed activity. The person seeking to develop is responsible for providing the County with sufficient information so that the Administrator can make this determination.
3. If the checklist, maps, other references, site visitation and other information supplied by a person seeking a development permit, do not indicate the presence of any resource lands associated with the project, the review required pursuant to the Resource Lands and Critical Areas Development Ordinance is complete.
4. If at any time prior to completion of the applicable public input process on the proposed project, the Administrator receives new evidence that resource lands may be associated with the proposed project, the Administrator may reopen the resource lands review process pursuant to the Resource Lands and Critical Areas Development Ordinance and may require the requisite level of resource lands review as is required by the Resource Lands and Critical Areas Development Ordinance. Once the public input process on the associated permit or approval is completed and the record is closed, then the County's determination regarding resource lands pursuant to the Resource Lands and Critical Areas Development Ordinance shall be final, unless appealed as described in the Resource Lands and Critical Areas Development Ordinance.
5. If the checklist, maps, site visitation, and other references indicate that resource lands are associated with the proposed project area, then a resource lands assessment shall be completed.
6. If, as a result of the resource lands assessment recommendations, a person believes that he or she is entitled to a variance from one or more of the requirements of the Resource Lands and Critical Areas Development Ordinance, then a person may request a variance as described in the Resource Lands and Critical Areas Development Ordinance.
7. If, as a result of the resource lands assessment recommendations, a person believes that the requirements of the Resource Lands and Critical Areas Development Ordinance, including any request for a variance, leave the applicant with no economically viable use of his property, then a person may apply for a viable use exception pursuant to the Resource Lands and Critical Areas Development Ordinance.

The review process utilizes reference maps indicating areas containing resource lands. It is recognized that the reference maps may be subject to change throughout the planning period. However, to maintain the integrity of the

RESOURCE LANDS SUB-ELEMENT...

planning process associated with this Comprehensive Plan, and to ensure the intent of the Plan is carried out in the future, those reference maps will only be changed and/or adopted during the annual, formal, comprehensive plan amendment process established in this document.

Protection Standards

The Resource Lands and Critical Areas Development Ordinance may identify specific protection standards, including buffers, setbacks, and mitigation, for resource lands.

Land Use

The Resource Lands and Critical Areas Development Ordinance may identify specific land use restrictions or requirements, including requirements for primary use, accessory use, and incidental use for resource lands.

Notification

The County may require that notification is placed on property title and/or land division documents or for regulated activities for properties within an area identified as resource lands. Such notification shall be as specified in this Plan or in the Resource Lands and Critical Areas Development Ordinance.

AGRICULTURAL RESOURCE LANDS

Land Use Inventory

Of all the lands under County jurisdiction, agriculture as a use constitutes the highest percentage (approximately 51%). Nearly 900,000 acres are devoted to agricultural production, based on a land use inventory using the Grant County Assessor's data files. In 1992, the Washington Agricultural Statistics Service reported that 1,695 farms operated in Grant County with 1,085,000 acres in farms. Areas currently in agricultural use are shown in Figure 5-2 Existing Land Use.

Agricultural areas are concentrated throughout Grant County. In general, the location of agriculture has been strongly influenced by the construction of irrigation facilities. Authorized in 1943, the Columbia Basin Project provided reclamation water to much of the area in



1952. Development increased rapidly during the 1960s and early 1970s. The Columbia Basin Project is one of the largest agricultural irrigation projects in the western United States, encompassing about 552,000 acres. A second phase of the project as originally authorized by Congress would provide water to another 538,600 acres. Although additional expansion of the Columbia Basin Reclamation area has been proposed for years, there is currently a moratorium on additional irrigation.

Table 5RE-1 summarizes the total acres of each type of agricultural use in Grant County.

Table 5RE-1
Agricultural Land Use Inventory

<i>Agricultural Land Use</i>	<i>Area (Acres)¹</i>	<i>% of Total Area</i>
Dryland Agriculture	314,836	36%
Rangeland	183,425	21%
Orchard	34,577	4%
Irrigated Agriculture	340,878	39%
Total	873,716	100%

¹ Source: Grant County Assessor data file.

Economic Importance of Agriculture

The connection between agriculture and the economic welfare of Grant County cannot be overstated. Grant County, as with several counties throughout the state, is well endowed with resources that create a strong comparative advantage for agricultural production. Due to abundant land, plentiful water for irrigation, and a mild climate, this county produces a

...RESOURCE LANDS SUB-ELEMENT

cornucopia of food and fiber products. Grant County is part of the Columbia Basin, one of the nation's most productive and diversified agricultural regions.

Agriculture, a major component in the state's economy, is particularly important to Grant County, its communities, and residents. At the 1997 farm level, the value of production in Washington was \$5.5 billion. For Grant County, the 1997 value of production was estimated at \$802 million; ranked second among all counties in the state (Table 5RE-2).

Grant County is a microcosm of the dual agricultural system of the Pacific Northwest.

Certain portions of the Northwest produce high-valued specialty crops for fresh sales or processing. Such growing regions are characterized by a moderate winter climate and high rainfall. Western Washington, for instance, produces a wide range of specialty agricultural crops, including grass seed, tree fruits, nuts, vegetables, nursery products, and dairy products. This diversified agricultural subsector is reliant on off-farm labor and the farms are generally capital-intensive. Grant County—with its reliance upon irrigated agriculture—is a significant participant in this segment, leading the state in growing such crops as mint, grass seed, carrots, green peas, sweet corn (for processing) and onions (storage).

Table 5RE-2
Value of Agricultural Production in Grant County and Washington State:
1987, 1992 and 1997 (in thousands of dollars)

<i>Commodity</i>	<i>State of Washington</i>			<i>Grant County</i>		
	<i>1987</i>	<i>1992</i>	<i>1997</i>	<i>1987</i>	<i>1992</i>	<i>1997</i>
Field Crops:	991,901	1,409,537	1,922,502	146,614	243,823	355,786
Wheat, all	322,284	453,474	602,692	28,944	50,871	63,540
Barley	66,338	41,184	87,514	3,833	1,337	1,993
Corn for grain	29,240	40,392	55,955	5,042	9,619	13,494
Corn for silage	22,000	25,200	45,430	2,862	2,690	6,166
Dry beans	11,488	14,554	18,445	5,520	7,672	8,550
Potatoes	244,404	346,500	431,984	71,394	93,335	126,518
Hay, all	147,041	247,866	394,980	23,827	68,326	101,888
All mint	26,461	50,857	57,823	4,341	8,938	12,378
Sugarbeets	0	0	25,526	0	0	20,000
Seed Crops	35,618	24,647	27,623	2,980	1,152	4,329
Fruit	555,259	996,048	1,232,528	35,712	103,011	178,455
Vegetables:	173,254	242,544	344,313	25,836	55,102	82,741
Asparagus	40,257	59,040	64,204	1,098	2,784	4,960
Carrots	13,021	27,143	24,930	2,844	8,735	3,648
Green peas, processing	21,714	22,645	25,342	610	5,095	9,607
Onions, storage	20,479	37,760	87,120	8,984	17,936	32,089
Sweet corn, processing	26,994	37,530	58,175	12,301	20,552	23,936
Specialty products	274,326	505,747	569,731	13,273	16,466	22,259
Berries	31,106	41,260	51,502	560	852	1,117
Livestock and products	923,891	1,338,711	1,397,682	137,693	125,935	157,779
TOTAL	2,985,355	4,558,494	5,545,881	362,669	546,341	802,465

Sources: U.S. Bureau of the Census. 1987 Census of Agriculture, Volume 1, Geographic Area Series, Part 47, Washington: State and County Data. (AC87-A-47); and 1992 Census of Agriculture, Volume 1, Geographic Area Series, Part 47, Washington: State and County Data. (AC87-A-47); Washington Agricultural Statistics Service. Washington Agricultural Statistics. Various years.

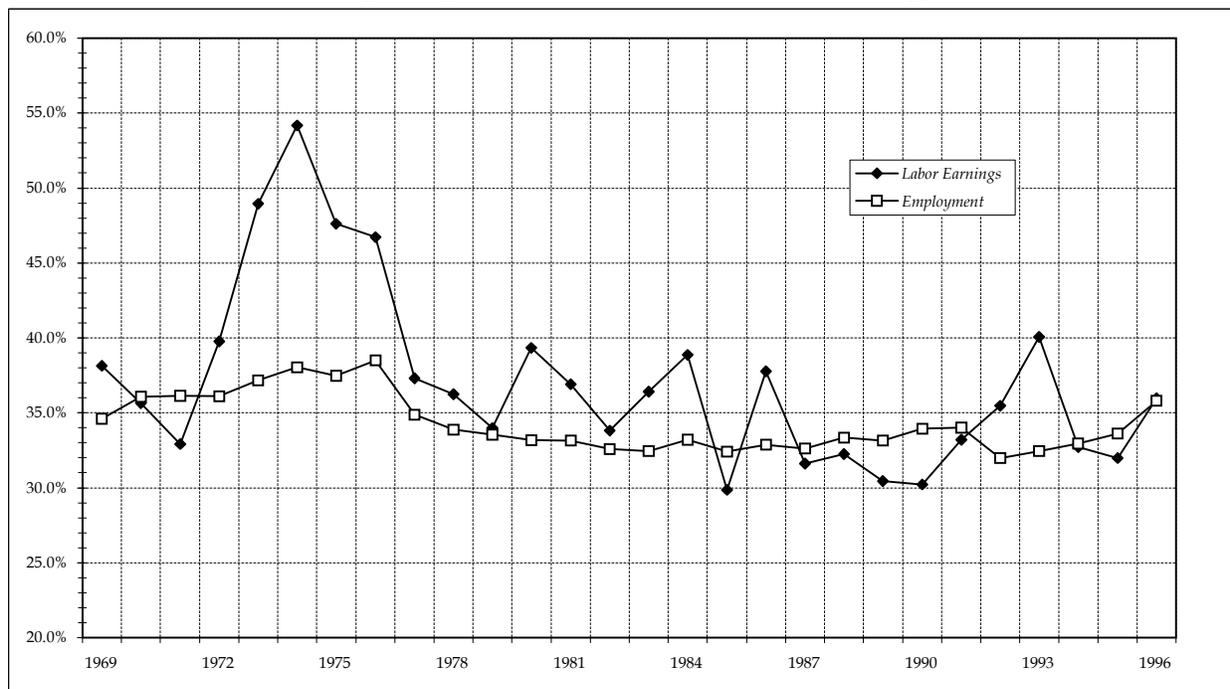
RESOURCE LANDS SUB-ELEMENT...

The other subsector of Pacific Northwest agriculture is more traditional in nature and is dominated by the production of grains (including potatoes), livestock, and forage crops. In general, much of eastern Washington depends on this segment of agriculture for its economic base. Here again, Grant County is a dominant player in this segment, leading the state in the production of dry edible beans, potatoes, hay, and most recently sugarbeets.

Combined, Grant County is a diversified agricultural production powerhouse in Washington State. One out of every seven dollars of the state's agricultural production comes from Grant County. Agricultural producers purchase services, fertilizers, seed, farm machinery, and

credit within the county and deliver crops and livestock to local processors and marketers, who add considerable value to these crops before shipping them out of the county. In addition to generating income and employment for Grant County (Figure 5RE-1), direct and related agricultural economic activity contributes to the county's economic critical mass, making other unrelated businesses viable. For instance, without agricultural shipments, the local transportation sector (e.g., trucking & warehousing, rail transport) would be much smaller. Beyond the local area, agricultural-related traffic on the Snake-Columbia River helps support a viable waterway transport system.

Figure 5RE-1
Share of Total Employment and Labor Income from Farming, Food Processing & Agricultural Services in Grant County, 1969-1996



Source: U.S. Department of Commerce, Bureau of Economic Analysis.

Economic Outlook for Agriculture

In general, structural changes are occurring within agricultural production regions. As agriculture has become more productive, the demand for needed labor has declined. Farmers

are changing their procurement patterns, making major purchases in larger cities at the expense of smaller communities. For some of these smaller communities, certain agricultural-related businesses, such as farm implement, fertilizer, and pesticide dealers, and grain elevators, have

disappeared altogether. A number of agricultural service and supply firms, for example, have left smaller communities to relocate in larger cities like Moses Lake.

Grant County, with its diversified agricultural base, is well positioned to adjust and respond to these changing economic conditions. Current depressed prices for leading agricultural commodities have hit some local growers and processors hard. Much of the near-term outlook is strongly influenced by the pace of economic recovery in Asia—a major export market for Washington (and Grant County) agricultural exports.

The specialty crops subsector—with its diverse product mix—is likely to be a significant growth industry well into the next century. At the same time, the long-term outlook for the traditional agricultural subsector remains uncertain. Yet, there are some exceptions, namely potatoes and sugar beets. Grant County is one of the nation's leading producers of potatoes; 25.8 million hundredweight were harvested in 1997. Undoubtedly, potatoes will continue to be prominent within the county's future agricultural mix, particularly with the number of potato value-added activities of packers and processors. Similarly, the return of sugar beets has helped boost the local agriculture industry with further diversification and value-added processing. Columbia River Sugar Company, the first sugar plant built in the U.S. within two decades, is in its first year of operation after a \$250 million investment with 75 year-round and 225 seasonal employees.

In sum, the county's economy will continue to be inextricably tied to the fortunes of the agricultural sector. Given the dependence of local agriculture on irrigated water, concern about greater regional issues has surfaced, particularly draw-downs on the Columbia-Snake River system and possible removal of dams.

Current Zoning Practices

The Grant County Zoning Ordinance was adopted as part of Board of County

Commissioners Resolution No. 80-39-CC on April 15, 1980. In December, 1988, the Zoning Ordinance was updated to include all amendments to the ordinance since its initial adoption. The Ordinance includes a single Agriculture Zone to classify land that is “generally suited to crop agriculture, agricultural related industries, livestock and public utility functions.” Commercial or industrial activities not directly related to agriculture are prohibited. The Agricultural Zone currently includes more than 1,500,000 acres zoned for agriculture and related industries. Allowed within this zone are dwellings for the landowner, operator and full-time or seasonal laborers employed on the farm. The minimum lot size is 40 acres.

Subdivision of land containing an owner-occupied residence is allowed so long as the segregation contains not less than 1 acre and the remainder of the original parcel contains 5 acres or more. A maximum of 3 additional lots of less than 40 acres can be subdivided provided that the parcels created are contiguous and devoted to the production of livestock or agriculture commodities. All subdivisions are subject to review and approval by the Irrigation Districts and the Bureau of Reclamation.

The Grant County Zoning Ordinance may be amended consistent with this Comprehensive Plan to conditionally authorize remote uses within the Agricultural Zone and to authorize the subdivision of parcels containing fewer than 40 acres for remote uses.

Major Issues

Loss of Irrigable and Irrigated Land

The Columbia Basin Project's irrigation and drainage system was constructed to provide irrigation water for the development of commercial agriculture. The vitality and sustainability of the Columbia Basin's and Grant County's agriculturally-based economy are inextricably tied to the continuing availability of irrigable lands and irrigation water. This public irrigation and drainage system, which developed an agricultural economy, was constructed at substantial public cost. Operation, maintenance,

RESOURCE LANDS SUB-ELEMENT...

and replacement costs of the irrigation and drainage system as well as the repayment of construction obligations is ongoing at significant expense to Columbia Basin and Grant County farmers. Continued repayment of this debt service is dependent upon an adequate irrigable land assessment base.

Subdivision of agricultural lands often creates parcel sizes that are too small for commercially viable agricultural production. Subdivision of irrigable lands can reduce the availability of such lands for commercial agriculture and can increase commercial agriculture's share of system costs and construction cost obligations.

The small lot subdivision allowance of the Grant County Zoning Ordinance allowed agricultural lands of long-term commercial significance to be lost forever. While some of these small lots were created out of less productive farmland, the Zoning Ordinance allowed indiscriminate subdivision of the best farmland as well. While conversion of less productive farmland may be appropriate, it is crucial that the inventory of irrigable and irrigated lands be protected.

Incompatible Development

Perhaps the greatest threat to Grant County's status as a national agricultural producer is subdivision and conversion of agricultural lands to residential development uses. While invaluable to the economy, agricultural operations can be noisy, odorous, and even dangerous places. Serious conflicts are inevitable when other kinds of development, especially residential housing, are allowed within or adjacent to an active agricultural land use. New residential neighbors not accustomed to agricultural practices may dislike the noise, dust, spraying, glare, and perceived diminishment of property value caused by the agricultural operations. The result is increased pressure on farmers from residential neighbors who did not like the impacts associated with normal farming operations.

Increased Property Taxes

An important issue addressed by the policies in this element is protecting farms from high

property tax rates. Designating and conserving agricultural resource lands and removing pressures to convert farmland to urban and suburban uses should help relieve speculative land values that drive up property tax assessments.

Classification and Designation

The GMA (RCW 36.70A.160) requires counties to identify, classify, and designate agricultural lands of long-term commercial significance. In addition, the GMA directs the Washington State Department of Community, Trade and Economic Development (DCTED) to provide guidelines to counties for designating such resource lands.

Classification

Grant County classifies Agricultural Lands of Long-term Commercial Significance as:

- Dryland Agricultural Land;
- Rangeland; and
- Irrigated Agricultural Land.

Dryland Agricultural Land is land used primarily for grain or feed crop production, including ground in the Federal Conservation Reserve Program (CRP).

Parcels meeting the criteria 1 through 3, below, shall be classified as Dryland Agricultural Lands of Long-term Commercial Significance:

1. Agricultural Use – Property shall be considered in “Agricultural Use” if it meets any one of the following criteria:
 - a) Property is enrolled, as of December 31, 1997, in the Agricultural Current Use Classification property tax classification pursuant to Chapter 84.34 RCW, as recorded by the Grant County Assessor, or is owned by a state or local government body with long-term agricultural management as its primary use; or
 - b) Parcel is currently in agricultural use, as of December 31, 1997, or has been in

...RESOURCE LANDS SUB-ELEMENT

agricultural use at some time since January 1, 1990, as recorded by the Grant County Assessor in his/her land appraisal tables; or

- c) More than fifty (50) percent of parcel has soil characteristics of Soil Class I, II, III or IV as defined and designated by the Soil Survey of Grant County, Washington, and the U.S. Department of the Interior, Bureau of Reclamation Soil Ratings Survey; or
 - d) Parcel abuts on more than one side property that meets the classification criteria 1a or 1b, above, irrespective of its consistency with classification criteria 1a or 1b; or
 - e) More than fifty percent (50%) of the length of the perimeter of a parcel abuts property that meets the classification criteria 1a or 1b, above, irrespective of its consistency with classification criteria 1a or 1b; and
2. Size on Non-contiguous Parcel: Parcel that is not contiguous to parcel(s) meeting classification criteria 1 through 2, above, for Dryland Agricultural Lands, is larger than 640 acres; and
 3. Property is not classified as Irrigated Agricultural Land or Rangeland as specified below.

Irrigated Agricultural Land is land used for the production of hard and soft fruits as well as forage and grain crops and vegetables.

Parcels meeting the criteria 1 through 3, below, shall be classified as Irrigated Agricultural Lands of Long-term Commercial Significance:

1. Parcel meets classification criteria 1 through 2, above, for Dryland Agricultural Lands; and
2. Size of Non-contiguous Parcel: Parcel that is not contiguous to parcel(s) meeting

classification criteria 1 through 2, above, for Dryland Agricultural Lands, is larger than 640 acres; and

3. Irrigated or Irrigable Land:

- a) Parcel lies within, either partially or totally, a Farm Unit (Irrigation) Block currently receiving irrigation water provided by the Quincy Columbia Basin Irrigation District, the East Columbia Basin Irrigation District, or the South Columbia Basin Irrigation District, as shown on Figure 5RE-2, Department of the Interior, Bureau of Reclamation Columbia Basin Project, Revised January 1995; or
- b) Parcel lies within, either partially or totally, a Farm Unit (Irrigation) Block designated as having potential to receive irrigation water from the Quincy Columbia Basin Irrigation District (currently Blocks 90, 91, 731, 742, 771, 831, and 891); or the South Columbia Basin Irrigation District (currently Blocks 27, 36, and 37), as shown on Figure 5RE-2, Department of the Interior, Bureau of Reclamation Columbia Basin Project, Revised January 1995; or
- c) Parcel lies within, either partially or totally, an area designated as having potential to receive irrigation water from the East Columbia Basin Irrigation District (currently East High Irrigation Area Tentative Blocks A, B, C, D, E, F, G, J, K, Q, and T), as shown on Figure 5RE-2, Department of the Interior, Bureau of Reclamation Columbia Basin Project, Revised January 1995; or
- d) Parcel receives irrigation water from or lies within, either partially or totally, the Black Sands Irrigation District or the Moses Lake Irrigation District; or
- e) Parcel receives irrigation water from a private irrigation system or groundwater well.

RESOURCE LANDS SUB-ELEMENT...

Rangeland is land used primarily for livestock raising and as rangelands for grazing livestock.

Parcels meeting the criteria 1 through 3, below, shall be classified as Rangeland of Long-term Commercial Significance:

1. Agricultural Use – Property shall be considered in “Agricultural Use” if it meets any of the following criteria:
 - a) Property is enrolled, as of December 31, 1997, in the Agricultural Current Use Classification property tax classification pursuant to Chapter 84.34 RCW, as recorded by the Grant County Assessor, or is owned by a state or local government body with long-term agricultural management as its primary use; or
 - b) Parcel is currently in agricultural use as rangeland, as of December 31, 1997, or has been in agricultural use as rangeland at some time since January 1, 1990, as recorded by the Grant County Assessor in his/her land appraisal tables; or
 - c) Parcel abuts on more than one side property that meets the classification criteria 1a or 1b, above, irrespective of its consistency with classification criteria 1a or 1b; or
 - d) More than fifty percent (50%) of the length of the perimeter of a parcel abuts property that meets the classification criteria 1a or 1b, above, irrespective of its consistency with classification criteria 1a or 1b; and
2. Size on Non-contiguous Parcel: Parcel that is not contiguous to parcel(s) meeting classification criteria 1 through 2, above, for Rangeland, is larger than 640 acres; and
3. Property is not classified as Irrigated Agricultural Land as specified above.

Designation

Grant County designates lands meeting the classification criteria for Dryland Agricultural Land, Rangeland, and Irrigated Agricultural Land as conservation areas for agricultural resource lands of long-term commercial significance under RCW 36.70A.060 and RCW 36.70A.170, unless said lands are otherwise designated by Grant County for urban development under this Comprehensive Plan, as may be amended. The purpose of this designation is to conserve these lands for agricultural production. The designation does this by ensuring existing and prospective farmers that their investment will not be jeopardized by the encroachment of land uses that would increase production costs and/or decrease productivity. Table 5RE-3 summarizes the total acres of each designated resource land in Grant County.

Table 5RE-3

Agricultural Resource Land Inventory

<i>Agricultural Resource Land Designation</i>	<i>Area (Acres)</i>	<i>% of Total Area</i>
Dryland Agricultural Land	333,961	26%
Rangeland	213,618	17%
Irrigated Agricultural Land	716,702	57%
<i>Total Agricultural Land</i>	<i>1,264,281</i>	<i>100%</i>

Maps and References

The lands designated as “Agricultural Lands of Long-term Commercial Significance” are shown in Figure 5-5 Future Land Use Map and Map 3 included in Part V—Map Portfolio of this Comprehensive Plan. Figure 5-5 and Map 3 represent an interpretation of the classification criteria defined above based on current conditions. Both Figure 5-5 and Map 3 are reference maps intended to provide guidance to the Administrator and/or Review Authority in determining the extent and importance of the agricultural lands in relation to a site specific development proposal. Agricultural lands are presumed to exist in the locations shown and should be afforded the protections defined in this Plan and in Resource Lands and Critical Areas Development Ordinance No. 93-49-CC.

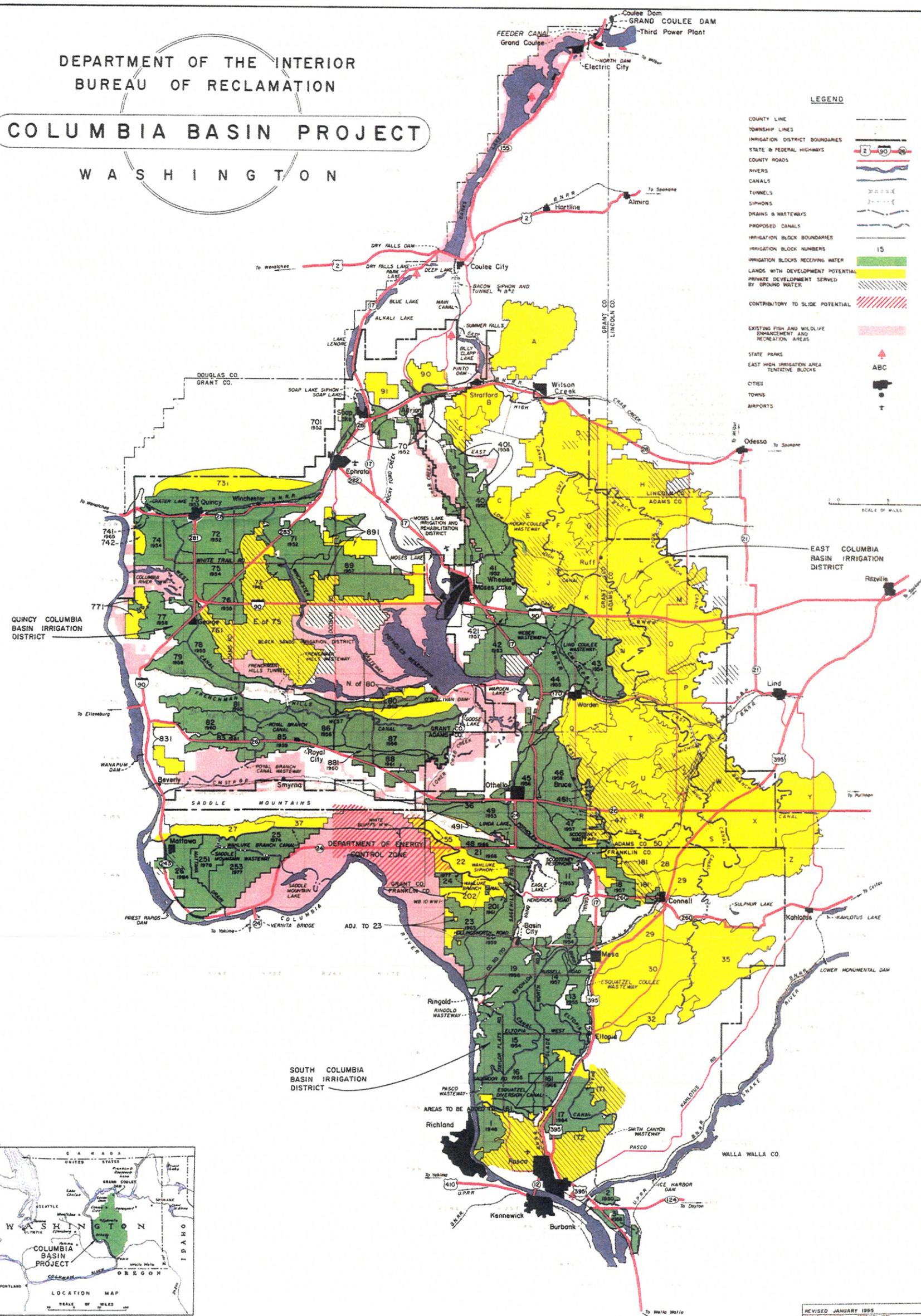
DEPARTMENT OF THE INTERIOR
BUREAU OF RECLAMATION

COLUMBIA BASIN PROJECT

WASHINGTON

LEGEND

- COUNTY LINE
- TOWNSHIP LINES
- IRRIGATION DISTRICT BOUNDARIES
- STATE & FEDERAL HIGHWAYS
- COUNTY ROADS
- RIVERS
- CANALS
- TUNNELS
- SIPHONS
- DRAINS & WASTEWAYS
- PROPOSED CANALS
- IRRIGATION BLOCK BOUNDARIES
- IRRIGATION BLOCK NUMBERS
- IRRIGATION BLOCKS RECEIVING WATER
- LANDS WITH DEVELOPMENT POTENTIAL
- PRIVATE DEVELOPMENT SERVED BY GROUND WATER
- CONTRIBUTORY TO SLIDE POTENTIAL
- EXISTING FISH AND WILDLIFE ENHANCEMENT AND RECREATION AREAS
- STATE PARKS
- EAST HIGH IRRIGATION AREA TENTATIVE BLOCKS
- CITIES
- TOWNS
- AIRPORTS



RESOURCE LANDS SUB-ELEMENT...

Agricultural Lands Assessment Criteria

If a resource lands assessment is required by the Grant County Resource Lands and Critical Areas Development Ordinance No. 93-49-CC, or as subsequently amended, the following criteria may be considered when reviewing a proposed activity in areas designated as agriculture lands of long-term commercial significance:

- Property tax classification;
- Use in agricultural production;
- Soil types;
- Availability of irrigation water;
- Parcel size;
- Availability of public facilities and services;
- Proximity of proposed activity to urban growth areas and rural areas of more intensive development;
- Compatibility of proposed activity with adjacent land use;
- Local and regional economic conditions and market trends;
- Environmental impacts of proposed activity;
- Impact of proposed activity on commercial agricultural structure of area;
- Impacts of proposed activity to public rights-of-way; and
- Suitability to accommodate on-site wastewater disposal and domestic water supply facilities.

Agricultural Activities Outside of Designated Agricultural Areas

Certain lands have been excluded from designation as “Agricultural Lands of Long-term Commercial Significance” due to their proximity

to urban areas and services. Lands located within designated rural lands, urban growth areas, rural areas of more intensive land use, or within one mile of a sanitary sewer line have not been designated as “Agricultural Lands of Long-term Commercial Significance.” Nevertheless, farming and agricultural activities are an important rural activity. As such, they are allowed and encouraged within designated rural lands, designated rural areas of more intensive development, and as transitional uses within the unincorporated portions of urban growth areas of the County.

MINERAL RESOURCE LANDS

Land Use Inventory

While the GMA definition of mineral resource includes metal and other non-metallic deposits such as gold and coal, such deposits occur in Grant County only in small, non-commercial quantities. Similarly, deposits of molybdenum and diatomaceous earth also occur in small quantities. Grant County’s mineral resource areas of long-term commercial significance, therefore, focus on gravel, sand and rock deposits that are vital to construction and road projects. Commercial quality deposits should be recognized as non-renewable resources and managed accordingly.

These operations are important from the standpoint of providing vitally needed construction materials. Residential, commercial, and industrial construction, in addition to road construction and repair, depend on a stable, low-cost source of gravel. Conservation of these resources must be assured through measures designed to prevent incompatible development in or adjacent to resource lands.

At this time, information on commercial quality deposits is limited. Areas with mineral deposits have been identified primarily through the use of surface mining permits issued by the Washington Department of Natural Resources (DNR). The current inventory of existing permitted sites includes 3,155 acres at 94 locations.

Economic Importance of Mining

While not a major employer in Grant County, mining operations provide vitally important construction materials. While specific data on its importance in Grant County is not available, some statewide figures describe it well. Each year every Washington citizen uses 1.2 cubic yards of concrete and 11.3 tons (about a truckload) of sand and gravel. For every sand and gravel production worker, 67 additional jobs ranging from home building to road construction are supported (Sources: County Business Patterns; The Washington Aggregates and Concrete Association and the Washington State Department of Economic Security).

In 1997, 1,700 individuals were employed in Grant County's construction sector. This sector had labor and proprietor earnings of \$53.5 million in 1997 for average earnings of \$31,115 in the county. The construction industry has expanded employment in recent years with the 1997 construction employment representing the County's peak level. This increased employment also reflects substantial increases in residential building activity within the county.

Current Zoning Practices

There is currently no special zoning of mining operations in Grant County.

Major Issues

Incompatible Development

Mining operations are often considered poor neighbors and nuisance claims against operators are common. To assure the long-term use of these resources, residential and other incompatible uses should be prevented from locating adjacent to these deposits. Because of this potential conflict, mineral extraction sites are primarily located in rural areas. While this will serve to lessen the impact on neighboring land uses, the movement of large amounts of mineral resources necessitates good roads capable of handling significant numbers of heavily-loaded trucks.

Potential Environmental Impacts

Loaded trucks en route from the extraction site may lose a very small but potentially hazardous portion of their load, and track dirt or mud onto public roadways. Therefore, better prevention of such mining impacts on county residents is also needed.

Just as sand and gravel is a natural resource, so too is surface and ground water. Mining operations should minimize adverse impacts on the environment, and specifically, should minimize its effect on surface and ground waters. Restoration of mining sites is a crucial element of such protection measures. Existing, non-operating or abandoned mining sites pose a concern because they may leave aquifers vulnerably exposed, and invite illegal waste dumping.

Identification, Classification and Designation

The Growth Management Act (RCW 36.70A.170) states that "...each county...shall designate where appropriate...mineral resource lands that are not already characterized by urban growth and that have long-term significance for the extraction of minerals." Mineral land in Grant County is identified as land that has long-term significance for the extraction of minerals. Mineral lands are further classified as any area in Grant County presently covered under a valid DNR surface mining permit, excluding those that are located within:

1. any designated Urban Growth Area boundary in Grant County, when so established by the County; and
2. any designated boundary of a Rural Village, Rural Community, Shoreline Development, Recreational Development, Agricultural Service Center, Commercial Area, Industrial Area, or any other area designated as a "Rural Area of More Intensive Development" in Grant County, when so established by the County.

RESOURCE LANDS SUB-ELEMENT...

There may be additional areas that have not yet been identified or permitted by the DNR, and, therefore, have not been classified or designated for their long-term commercial significance. Future amendments to this Plan may recognize and designate additional mineral resource lands when a surface mining permit is granted by the DNR.

Maps and References

The lands designated as “Mineral Lands of Long-term Commercial Significance” are those listed as permitted by the DNR, excluding those lands identified above. This reference is intended to provide guidance to the Administrator and/or Review Authority in determining the extent and importance of the agricultural lands in relation to a site specific development proposal. Mineral lands are presumed to exist in the locations shown and should be afforded the protections defined in this Plan and in Grant County Resource Lands and Critical Areas Development Ordinance No. 93-49-CC. Other mineral lands shall be field located based on applicable criteria.

Mineral Lands Assessment Criteria

If a resource lands assessment is required by the Grant County Resource Lands and Critical Areas Development Ordinance No. 93-49-CC, or as subsequently amended, the following criteria may be considered when reviewing a proposed activity in areas designated as mineral lands of long-term commercial significance:

- Type and extent of mineral deposits;
- Use in mineral production;
- Proposed reclamation plan;
- Parcel size;
- Availability of public facilities and services;
- Proximity of proposed activity to urban growth areas and rural areas of more intensive development;

- Compatibility of proposed activity with adjacent land use;
- Local and regional economic conditions and market trends;
- Environmental impacts of proposed activity;
- Impact of proposed activity on commercial agricultural structure of area;
- Impacts of proposed activity to public rights-of-way; and
- Suitability to accommodate on-site wastewater disposal and domestic water supply facilities.

FOREST RESOURCE LANDS

There are currently no areas of long-term commercial significance for forest resources in Grant County, and therefore, Grant County does not designate forest resources at this time.

GOALS AND POLICIES

Goals and policies follow the shared vision for the future of Grant County for sustaining and improving our quality of life. Goals and policies are also consistent with the Planning Goals of the Growth Management Act. Goals are broad statements of a community’s aspirations. Policies express a commitment to a course of action. Policies provide overall direction for implementation of a strategy. Policies provide clear guidance for decision-making subject to this Plan, and form the basis for development regulations. Goals and policies do not apply to incorporated cities, but rather, only to unincorporated areas of the County, including the unincorporated portions of UGAs.

Following are the goals and policies of the Comprehensive Plan related to Resource Lands.

Agricultural Resource Lands

Goal RE-1: Agriculture land of long-term commercial significance shall be preserved in order to encourage an adequate land base for long-term farm use.

Policies

RE-1.1: Agriculture Land of Long-term Commercial Significance shall be identified, classified, and designated as Dryland Agricultural Lands and Irrigated Agricultural Lands.

RE-1.2: The County shall map Designated Agricultural Lands and shall keep such map current based on County Assessor records.

Action: The County should develop an "Agricultural Lands Database" to gather relevant information on agricultural lands into one location and format.

RE-1.3: Designated Agriculture Lands shall be protected and preserved as a nonrenewable resource to benefit present and future generations.

RE-1.4: Pursuant to RCW 58.17.310, the County shall require Irrigation District approval of all proposed subdivisions of Designated Irrigated Agricultural Lands within an Irrigation District. The County shall notify said Irrigation Districts of proposed subdivisions and shall adopt subdivision standards that incorporate the approval requirements of Irrigation Districts.

RE-1.5: Residential uses adjacent to farms should be developed in a manner that minimizes unnecessary conversion of farmland.

RE-1.6: In order to reduce development pressure on Designated Agricultural Lands areas, future development in the County should be directed toward designated areas of more intense

development where existing and planned services can more easily accommodate growth.

RE-1.7: The County shall prohibit "spot rezoning" that is not agriculturally related on Designated Agriculture Lands.

RE-1.8: The County supports and encourages the maintenance of agricultural lands Agricultural Current Use Classification property tax classification pursuant to Chapter 84.34 RCW. Commercial farmland owners should be encouraged to retain their lands in commercial farm production and enroll their land in available agriculture tax programs.

RE-1.9: The County discourages the establishment or expansion of utility local improvement districts, or sewer, water or public utility districts on designated agricultural lands which result in the imposition of assessments, rates, or charges on designated agricultural land.

Goal RE-2: Mitigate conflicts between agricultural and non-agricultural land uses in designated agricultural resource lands.

Policies

RE-2.0: The area of a remote use within Designated Agricultural Lands should not exceed 20 acres.

RE-2.1: Develop a "Right-to-Farm" Ordinance and apply its provisions to all Designated Agricultural Lands.

RE-2.2: Residential uses in designated rural areas adjacent to Designated Agricultural Lands should be developed in a manner that minimizes potential conflicts and reduces unnecessary conversion of farmland.

RESOURCE LANDS SUB-ELEMENT...

- RE-2.3: Anticipated conflicts between a proposed new or modified land use and existing agricultural activities shall be mitigated by the newer proposed use prior to issuance of development permits.
- RE-2.4: The primary use of any parcel on Designated Agricultural Lands shall be agricultural production and related processing and agricultural support services, or remote uses. Residential uses in these areas shall recognize that the primary use of the land may create agricultural “nuisance” situations, such as noise, odor, dust, smoke, glare, pests, rodents, and spraying of chemicals.
- RE-2.5: Setback and buffer requirements shall be required as part of new, non-agricultural development proposals on lands within or adjacent to Designated Agricultural Lands. Such buffer areas shall be of sufficient size to protect Designated Agricultural Lands from the impacts of incompatible development and to mitigate against the effects of agricultural operations on adjacent land uses. Such buffer shall occur on the non-agricultural parcel for which a development right or permit is being sought, and shall favor protection of the maximum amount of Designated Agricultural Land.
- RE-2.6: The Grant County Zoning Ordinance shall be amended so that no new residential development is allowed within 200 feet of a boundary of Designated Agricultural Lands unless: (1) the applicant for a building permit acknowledges in writing the possible occurrence of agricultural activity on the adjacent property; and (2) waives for current and future owners any damages that might occur to the building or occupants because of such activities that are conducted in compliance with best management practices and local, state, and federal law. This requirement would be a condition of approval of the building permit. Such waiver and acknowledgement shall be recorded with the Grant County Auditor.
- RE-2.7: On or within 500 feet of Designated Agricultural Lands, the following or substantially similar language shall be signed by buyers and lessees prior to recording of sale or lease documents or obtaining development permits:
- “This property lies within 500 feet of an area designated as agricultural resource lands by Grant County. A variety of agricultural activities occur in the area that may be inconvenient or cause discomfort to area residents. This may arise from the use of chemicals; or from spraying, pruning, harvesting, or extraction, which occasionally generates dust, smoke, noise, and odor. Grant County has established agricultural uses as a priority on Designated Agricultural Lands. Residents of such property should be prepared to accept such inconveniences or discomfort from normal, necessary agricultural operations when such operations are performed in compliance with best management practices and local, state, and federal law.”*
- RE-2.8: In order to reduce development pressure on farm and rural areas, future development should be directed toward areas of more intense development where existing and planned services can more easily accommodate growth. Outside these areas, densities should remain low.
- RE-2.9: Efficient agricultural operations and production methods that are based on sustainable agricultural and best

...RESOURCE LANDS SUB-ELEMENT

management practices shall be encouraged.

RE-2.10: Operators responsible for public festivals such as outdoor concerts that are conducted on or adjacent to Designated Agricultural Lands and that may substantially impact agricultural lands or operations shall promote ways and means to reduce or otherwise mitigate those impacts resulting from the public festival, including traffic, litter, trespass, and sanitation.

RE-2.11: Remote uses conducted on or adjacent to Designated Agricultural Lands shall promote ways and means to reduce or otherwise mitigate their impacts.

Goal RE-3: Provide for reasonable, limited use of Designated Agricultural Lands that are compatible with the long-term production of agricultural products.

Policies

RE-3.1: Designated Agricultural Lands shall be used for commercial agricultural and agricultural support services, and limited residential development having a maximum density of one dwelling unit per forty (40) acres, and remote uses.

RE-3.2: One residential unit may be developed on any parcel of less than forty acres within Designated Agricultural Lands., provided that the parcel was created legally prior to adoption of this Comprehensive Plan.

RE-3.3: Land divisions between farmers solely for the purpose of conducting continued agricultural activities will be conducted through a minimal, County administrative review process conducted exclusively to certify that all created parcels will be used solely for agricultural purposes, and that no

residential building lots will be created.

RE-3.4: The establishment of a new remote use on Designated Agricultural Lands shall require a conditional use permit.

Goal RE-4: Facilitate a healthy, diverse, and competitive agricultural industry.

Policies

RE-4.1: In Designated Agricultural Lands, allow agricultural processing facilities, limited direct farm sales, and limited agricultural support services that support local agricultural activities that are not detrimental to the long-term agricultural use, and conditionally allow remote uses.

RE-4.2: Create zoning designation(s) for agricultural support services, including performance and design requirements and siting criteria for such operations.

RE-4.3: If there are no reasonable alternatives for siting agricultural support services, including industrial and commercial uses and if agricultural production activities are not undermined, allow for such agricultural support services in Designated Agricultural Lands. The following guidelines should be considered for approving requests for siting agricultural support services on Designated Agricultural Lands:

- The use does not substantially detract from agricultural production on-site or in the area;
- The use is directly related to agricultural enhancement or production; and
- The proposed site is located or of such size that traffic and other impacts can be mitigated by application of design criteria.

RESOURCE LANDS SUB-ELEMENT...

RE-4.4: Develop a farm-based business ordinance to permit on-farm enterprises including, but not limited to, direct marketing of unprocessed and value-added agricultural products and agricultural support businesses, to allow farmers to supplement the farm income, improve the efficiency of farming, and provide employment for farm family members, provided that:

- The use remains an accessory use, secondary to the primary agricultural use of an actively farmed property;
- The use does not substantially interfere with adjacent farming operations in the area, cause nuisances for nearby residences, or generate significant traffic impacts; and
- Performance standards and mitigation measures are developed in order to govern the intensity, siting, and design of any proposed on-farm enterprises and agricultural support businesses. Performance standards may consider the relative impacts of the proposed use on soils, drainage, noise, critical areas, traffic generation, visual impact, and other relevant criteria.

Agricultural-related, home-based businesses conducted seasonally or for short duration shall be allowed in rural and resource lands of the County without a conditional use permit.

RE-4.5: Grant County should consider development of incentives for continued agricultural resource use, including but not limited to:

- Promoting economies of scale through cooperative resource management and marketing for small landowners;

- Developing expedited permit review processes for agricultural-related activities that involve stewardship, habitat restoration, and/or resource management plans that include “best management practices”;
- Establishing incentives for consolidation of non-conforming and non-buildable lots; and
- Requiring subdivision site designs to minimize conflicts with nearby agricultural activities.

RE-4.6: Conditionally permit remote uses on Designated Agricultural Lands if the following criteria are satisfied:

- Environmental impacts of the remote use, including without limitation noise, vibration, aesthetic, and wildlife impacts, are mitigated;
- The remote use is compatible with and does not substantially interfere with agricultural production on-site or in the area;
- The remote use is likely to comply with all applicable federal and state regulations; and
- The remote use is unlikely to cause harm to nearby residences.

Goal RE-5: Promote innovative planning and land use techniques to conserve agricultural land.

Policies

RE-5.1: In Designated Agricultural Lands where development of legally subdivided land would promote incompatible residential development, encourage the voluntary donation of conservation easements or other

...RESOURCE LANDS SUB-ELEMENT

development restrictions to the County or a qualified, private non-profit organization for the purpose of preserving the perpetual agricultural use of the land.

RE-5.2: The County may develop and consider a clustering program for residential development in Designated Agricultural Lands. The County may include consideration of the following:

- Appropriate buffer widths from property boundaries, existing and potential resource uses, other residential development, rights-of-way, and other factors;
- Design to preserve environmentally sensitive areas and to harmonize with topography and landscape features;
- Design to preserve in place and protect significant historic, archaeological and traditional cultural resources;
- Design to maintain or enhance predominant rural character, scenic views, and open space corridors;
- Need, feasibility and cost of public service delivery to the cluster development;
- Maximum number of residential units to be accommodated in individual clusters;
- Potential use of density bonuses as an incentive to encourage cluster development; and
- Minimum site size.

In considering innovative techniques such as clustering, the County may:

- establish a Task Force to help develop a clustering program;
- develop techniques to monitor the impact of a clustering program (i.e., record and track the numbers and locations of clustered housing);
- limit areas where clustering would be allowed; and/or
- limit or cap the total number of clustered lots allowed.

RE-5.3: The County may develop and consider a Transfer of Development Rights (TDR) program for residential development in Designated Agricultural Lands. TDR programs permit the “right to develop” to be severed from one property (the “donor” site) and transferred to another location (the “recipient” site). The donor site is preserved in its existing state and the recipient site may be developed at a higher density than otherwise established. A properly devised TDR program could provide incentive for preservation of agricultural lands in Grant County.

A TDR program may include consideration of the following:

- Identification of appropriate “donor” and “recipient” sites. TDRs may be limited to specific parcels, land use designations, or geographic areas. TDRs could be considered from a Designated Agricultural Land to a Rural Village or Rural Community designated in this Plan, for example;
- Identification of an appropriate number of units that may be transferred consistent with maintaining land use compatibility

RESOURCE LANDS SUB-ELEMENT...

and that are necessary to create an effective incentive;

- Provisions for protection of significant landscape features and cultural resources, environmentally sensitive areas, scenic views, rural character, and open space corridors;
- Measures necessary to ensure that land use impacts to properties adjacent to the recipient site are mitigated; and
- Monitoring and evaluation procedures to ensure that proposed recipient sites have adequate public services and facilities to absorb the additional development and that rural character is maintained.

Goal RE-6: Promote a greater awareness of issues, policies, and programs regarding agriculture in Grant County.

Policies

- RE-6.1: Encourage public awareness regarding the contribution of agricultural resource lands to the quality of life in Grant County.
- RE-6.2: Encourage promotional and marketing activities of locally grown and processed agricultural products.
- RE-6.3: Educational programs shall be encouraged for public schools (such as “Ag in the Classroom”) as part of the basic education of the County’s youth, with emphasis placed on the contribution of agriculture to the County and the need to protect and preserve this valuable resource.

Mineral Resource Lands

Goal RE-7: Identify and protect mineral resource lands of long-term commercial significance in order to encourage an adequate resource base for long-term use.

Policies

RE-7.1: Commercial quality mineral resource deposits are recognized as non-renewable resources and identified, classified, and designated as Mineral Lands of Long-term Commercial Significance.

RE-7.2: This Plan initially recognizes those sites holding valid surface mining permits from the Washington State Department of Natural Resources as Designated Mineral Lands. Additional sites may be designated in future amendments to this Plan based on a county-wide inventory.

Action: The County should develop an “Mineral Lands Map and Database” to gather relevant information on mineral lands into one location and format. The map should show the locations of all Designated Mineral Lands and relate to a database of DNR permits and the Grant County Assessor database.

RE-7.3: Designate sufficient mineral lands to ensure a fifty year supply of aggregates, sands, gravels and rock based on appropriate criteria, including:

- Quality of the resource;
- Volume of resource;
- Topographic characteristics of the site;
- Compatibility with land use patterns in the area; and
- Proximity to urban and rural development and markets

Action: The County should establish a Mineral Resource Task Force comprised of

...RESOURCE LANDS SUB-ELEMENT

citizens, mining industry representatives, Wanapum Band, state agency, Grant County PUD, city and County representatives to develop inventories of commercially viable sites. Evaluate mineral resource inventories to determine adequacy for short- and long-term needs.

Action: The County should establish a process whereby landowners may request parcels to be designated as Mineral Lands of Long-term Commercial Significance. Landowner shall submit data to substantiate the commercial significance of the proposed site, including, but not limited to, the following:

- Geological report detailing quantity and quality of resource;*
- Site topographic map;*
- Parcel identification data.*

Data submitted together with other data compiled by the County should be evaluated based on the assessment criteria contained in this Plan. Sites should be further evaluated for compliance with Goal RE-10 of this Plan. Sites meeting the criteria should be considered for designation as Mineral Lands of Long-term Commercial Significance in the next Plan amendment.

RE-7.4: Designated Mineral Lands shall be protected and preserved as a nonrenewable resource and conserved for mineral extraction and processing to benefit present and future generations.

Goal RE-8: Mitigate conflicts between mining and other land uses in designated Mineral Resource Lands.

Policies

RE-8.1: Residential uses in designated rural

areas adjacent to Designated Mineral Lands should be developed in a manner that minimizes potential conflicts with mineral extraction operations.

RE-8.2: Anticipated conflicts between a proposed new or modified land use and existing mineral extraction activities shall be mitigated by the newer proposed use prior to issuance of development permits.

RE-8.3: The primary use of any parcel on Designated Mineral Lands shall be mineral extraction and related processing. Residential uses in these areas shall recognize that the primary use of the land may create “nuisance” situations, such as noise, dust, glare, vibrations, and truck traffic.

RE-8.4: Setback and buffer requirements shall be required as part of new, non-mining development proposals on lands within or adjacent to Designated Mineral Lands. Such buffer areas shall be of sufficient size to protect Designated Mineral Lands from the impacts of incompatible development and to mitigate against the effects of mining operations on adjacent land uses. Such buffer shall occur on the non-mining parcel for which a development right or permit is being sought, and shall favor protection of the maximum amount of Designated Mineral Land.

RE-8.5: The Grant County Zoning Ordinance shall be amended so that no new residential development is allowed within 200 feet of a boundary of Designated Mineral Lands unless: (1) the applicant for a building permit acknowledges in writing the possible occurrence of mining activity on the adjacent property; and (2) waives for current and future owners any damages that might occur to the building or occupants because of such

RESOURCE LANDS SUB-ELEMENT...

activities that are conducted in compliance with generally accepted management practices and local, state, and federal law. This requirement would be a condition of approval of the building permit. Such waiver and acknowledgement shall be recorded with the Grant County Auditor.

RE-8.6: On or within 300 feet of Designated Mineral Lands, the following or substantially similar language shall be signed by buyers and lessees prior to recording of sale or lease documents or obtaining development permits:

“This property lies within 300 feet of an area designated as mineral resource lands by Grant County. A variety of mining activities occur in the area that may be inconvenient or cause discomfort to area residents. This may arise from the extraction and processing of mineral resources, which occasionally generates noise, dust, glare, vibrations, and truck traffic. Grant County has established mineral extraction and processing uses as a priority on Designated Mineral Lands. Residents of such property should be prepared to accept such inconveniences or discomfort from normal, necessary mining operations when such operations are performed in compliance with generally accepted management practices and local, state, and federal law.”

RE-8.7: Designated Agriculture Lands should not be used for mining purposes unless they can be restored to their original agricultural production capacity as mining occurs.

Goal RE-9: Provide for reasonable, limited use of Designated Mineral Lands that are compatible with the long-term production of mineral products.

Policies

RE-9.1: Designated Mineral Lands shall be used for commercial mining and mining support services, and limited residential development having a maximum density of one dwelling unit per forty (40) acres.

Goal RE-10: Ensure public health and safety and minimize off-site disturbances associated with mining operations, including noise, dust, glare, vibrations, and truck traffic.

Policies

RE-10.1: Extraction industries should not adversely impact:

- adjacent or nearby land uses;
- significant cultural or archaeological resources;
- fish and wildlife habitat;
- air and water quality;
- community aesthetics and reclamation; or
- public health and safety.

RE-10.2: Require new or expanded mineral resource operations to minimize and mitigate adverse impacts of mineral-related activities on surrounding affected uses. Utilize and rely upon the authority and expertise of state and federal permitting agencies in development, implementation and enforcement of permit conditions.

RE-10.3: Require applicants for expansion of existing or establishment of new mineral resource extraction operations to identify uses and significant natural, archaeological, and cultural resources that may be adversely affected by mineral resource extraction.

RE-10.4: Sound levels, as measured on properties adjacent to the mining site, shall conform to the provisions of

WAC 173-60-040, Maximum Permissible Environmental Noise Levels, as may be periodically amended.

RE-10.5: Potential effects of truck traffic from mining operations shall be reviewed as part of the permitting process.

Goal RE-11: Ensure that water quality protection standards associated with mining operations comply with best management practices.

Policies

RE-11.1: Mineral extraction, processing, and reclamation activities shall not negatively effect or endanger surface and ground water flows and quality.

RE-11.2: Exhausted mining sites shall be reclaimed in a manner consistent with best management practices, DNR reclamation requirements, and other requirements of this Plan.

RE-11.3: Reclamation of mineral extraction sites should occur as the site is being mined. The site should be reclaimed for appropriate future use and should blend with the adjacent landscape and contours.

RE-11.4: Mineral processing waters should not be discharged to natural streams without adequate water quality treatment so as to meet all discharge standards of state and federal jurisdictions.

⌘

CHAPTER 6

ECONOMIC DEVELOPMENT ELEMENT

INTRODUCTION

Purpose of the Chapter

A healthy economy is essential to the vitality and quality of life in Grant County. While the natural setting of the County largely determines the parameters within which economic development may occur, virtually every other feature of community life is dependent on the area's economy.

This Element places economic development within the context of the County's other goals and policies. To be able to provide adequate employment opportunities for the projected population growth during the planning period, the economy must grow. Growth, however, is subject to the constraints of the natural setting and the vision of our citizens. Gaining consensus for the direction economic development should take enhances economic development efforts.

Economic growth also requires investment in the infrastructure of the County, including transportation facilities, water and sewer systems, and private utilities. Having industrial and commercial sites available, ready-to-develop at an affordable price is a prerequisite to effectively participating in the competition of new companies. Changes in the economic development of the County also may impact its demographic composition and affect both the type and location of needed housing. Because economic development can have system-wide impacts, proposed economic policies must be addressed. Those policies or activities that are not sustainable within the constraints of the County do not contribute to the overall well-being of the County.

This Element is related to many other elements of this Plan. The Natural Setting, Land Use, Capital Facilities, Utilities, and Housing Elements describe plans and policies for

infrastructure development and land use. These elements lay the groundwork and form the "building blocks" for economic development.

Grant County's Vision for the 21st Century

Grant County seeks to maintain and enhance its quality of life while achieving benefits of growth and minimizing any negative effects. Our vision defines our future and how we will respond to growth and change. Our vision centers on the following basic economic value:

"Promote a healthy, diversified and sustainable local and regional economy by supporting existing local businesses, making prudent infrastructure investments, and encouraging new business that is compatible with and complementary to the community."

Overview

Grant County is part of what many have called the "other Washington," composed of a struggling rural economy outside of the dynamic, healthy urban economy found in many Washington metropolitan areas. In recent decades, employment growth has faltered in resource-based industries, such as farming and forest products, which has provided the economic foundations for many of these rural areas in the state. Of particular concern is a group of rural counties, many of whom have not shared in the state's recent economic prosperity. With double-digit unemployment rates, depressed per capita incomes, and low rates of employment growth, these "distressed" counties indicate they have been left behind economically.

Although Grant County has been designated as a "distressed" county, some aspects of the county's economy stand in sharp contrast to a number of other counties that comprise the "other Washington." While high unemployment rates

CHAPTER 6...

continue to persist, Grant County is among the state's leading counties in population growth and employment gains during the 1990s.

Grant County's vision for its economic future focuses on such key words/phrases as vitality, diversity, quality-of-life, sustainability and growth. As Grant County moves into the twenty-first century, it has the opportunity to excel and enjoy the benefits of balanced economic growth without compromising its quality-of-life. Effective local economic development planning and well-informed decision-making and action are needed to achieve these goals.

RELATIONSHIP TO OTHER PLANS

Growth Management Act Requirements

The Growth Management Act (GMA) essentially creates a framework to plan for economic development through the Act's thirteen goals, requirements for countywide planning policies, mandatory plan elements, and other planning requirements. Economic development is one of these core goals of the Act. Furthermore, integration of economic development into this GMA framework helps to ensure that policies, regulations, and procedures produced are consistent with the broad community vision, reflect the preferred local economic strategies, and support sustainable and vital local economies.

Operationally, the GMA states this economic development goal is to:

Encourage economic development throughout the state that is consistent with adopted comprehensive plans, promote economic opportunity for all citizens of this state, especially for unemployed and for disadvantaged persons, and encourage growth, all within the capacities of the state's natural resources, public facilities, and public services.

GMA recognizes that economic development planning no longer stands alone as an isolated

activity, but is an integral part of comprehensive planning and community development. Furthermore, economic development has evolved from its perceived singular focus on commercial and industrial development to a broader emphasis on the role the economy plays in implementing the county's vision. Not only does the local economy provide jobs and income for its residents; it creates the tax base to support education, public safety, infrastructure, environmental management, and other public services and programs.

County-Wide Economic Development Planning

Although this effort represents the first county-wide economic development plan, various Grant County entities have been engaged in economic development planning activities. In October 1997, Grant County Economic Development Council (EDC) developed a consensus mission statement for Grant County. This mission statement also included the stated goals and priorities of the EDC. The mission statement of the Grant County Economic Development Council is:

To work for the continued, orderly growth of the Grant County economy through coordinated marketing and planning activities while maintaining a favorable quality of life for its residents.

The stated goals and priorities of the Grant County EDC are:

- *To promote and attract new business to Grant County;*
- *To assist retention and expansion of existing business;*
- *To serve as a facilitator for public forums on vital issues affecting economic growth in Grant County; and*
- *To increase the coordination of, and support for, community and economic development services in Grant County.*

In many ways, the stated mission and goals of the Grant County EDC is similar to the articulated vision of the residents of Grant County.

Technical Appendices

This Element contains selected economic data and analyses compiled from a variety of sources, and is intended to provide guidance in the planning process and the development of economic goals and policies. A more comprehensive analysis of economic data is included in Appendix A – Grant County Economic Profile included in Part IV – Technical Appendices of this Plan.

An Economic Development Framework

A citizen’s advisory group was formed to provide overall guidance and specific actions Grant County should pursue to encourage economic development. Although an overall economic development plan is the goal, some clear understanding of definitions, issues, and the operations of a local economy are in order. This section provides an organizing framework about economic development—what it is and what it should be—and types of policies that most effectively lead to its achievement.

Objectives of Economic Development Policies

Economic development planning is difficult, complicated by interrelationships among markets and between markets and policies in the real world. In addition, the context of economic development planning is important—planning within rural areas is vastly different from planning in metropolitan areas. Complications begin with definitions: what is economic development? How does it differ from economic growth?

Although economic development has been defined differently over the years, it has become increasingly synonymous with “jobs,” signaling various economic and social issues. In practice, economic development is essentially the process by which individuals and organizations make decisions to invest in an area. Through innovations and adaptations, these investors

increase their capacity to create wealth. The results are new, expanded, or retained, industrial, commercial, or service enterprises and new or retained jobs.

Local economic development is a process requiring both the efforts of private and public sectors to achieve its potential. While the basic elements of economic development—such as availability of labor, capital, appropriate technology, infrastructure, and support services—are the same regardless of the area, the basic characteristics of rural and urban areas differ. Several important variations influence what development strategy is adopted and the nature of effective public-private partnerships.

- First, the growth or decline of business and population has a greater relative impact in smaller, rural areas. For example, the expansion of a manufacturing industry leading to the addition of 100 new jobs would have little impact on day-to-day service demands in a metropolitan area. Such an investment, however, would add several percentage points to the employed workforce and associated population within a rural area. The resulting growth could strain the ability of the town to provide utility hook-ups, fire protection, and other community services. Conversely, the loss of a 100-employee plant has a much more severe impact on the economic well-being of a rural area than a metropolitan city. The job losses may result in outmigration, a lower tax base, underutilized public facilities, and municipal fiscal deficits.
- Second, many rural areas are dominated by one or two industries, whether agriculture, forestry, mining, or manufacturing. Such dependence makes them especially vulnerable to downturns caused by factors ranging from changing global markets to bad weather. Unlike their metropolitan counterparts, rural areas often do not have the breadth in their economic bases to help cushion the effect of problems confronting specific industries. Consequently, development policies aimed at technological

CHAPTER 6...

modernization and competitiveness often take on greater importance in rural areas.

- Third, the smaller and less dense population base in rural areas make delivery of basic services more difficult. The logistics and mechanisms for providing public services in urban areas produce economies of scale impossible for rural areas to duplicate.
- Fourth, rural areas often lack the capacity—enough trained staff, locally generated development capital and technical resources, and sufficient access to outside resources—to take advantage of public assistance programs and private development opportunities. Indeed, the need to build local capacity is the most pressing development issue for many rural areas.

Economic development is fundamentally linked with economic welfare and social well-being or quality of life, both now and in the future. Indeed, this linkage between economic welfare or quality of life and economic development policies has become so important, it has been called the “second paycheck.” An area’s net quality of life benefits are analogous to a second paycheck that each resident of the region receives, supplementing the first paycheck received from an employer or other source of income. Some economists argue that the sum of these two “paychecks” determines the overall well-being of the area’s residents.

In contrast to economic development, economic growth is more a quantitative measure—more investment, income, jobs, output, and consumption—within the local economy. Economic growth essentially means more economic activity, and generally results from economic development.

When government pursues economic development and achieves economic growth, there will likely be debate about the merits of that growth. On the positive side are the benefits to the local area including increased jobs and income, growth of services, and developed space; on the negative side are the

inconveniences that accompany growth such as congestion, pollution, and the loss of open space.

Most citizens recognize the inherent tradeoffs—some favor growth while others fear the negatives. The diversity of interests requires government to pursue a broad range of objectives, many of which may conflict. The challenge for governments undertaking economic development is to recognize these potential conflicts and make sound decisions about the inherent conflicts among various objectives.

Public policy should not try to maximize a single objective because the result would most certainly be a reduction in the overall welfare of the local area. For instance, maximizing employment or income might result in severe reductions in local environmental quality. Conversely, maximizing environmental quality might mean stopping most development. Instead, the public sector should pursue an overall strategy that optimizes multiple objectives.

Even if government could maximize economic outcomes in the aggregate (i.e., Grant County taken as a whole), many decisions turn on what happens at the disaggregated level (impacts on specific industries, locations, or groups). Economists see this distinction as essentially a tradeoff between efficiency and equity: policies that may generate the most benefits in the aggregate may in turn distribute those benefits and costs so poorly that they will be rejected by citizens and policymakers. Other policy issues abound. For instance, who should County economic development programs be assisting—businesses or workers, existing firms or new firms? Where should jobs and employees be located?

Residents in Grant County would agree that the outcome of economic development planning should be to make them better off. Unfortunately, there is no practical way to maximize a single objective at the exclusion of others. Thus, government needs to be recognize that: (1) they will pursue multiple economic development objectives; and (2) they must have the public support for these objectives.

Planning processes in economic development spend a great deal of time at the front end discussing and debating broad goals and objectives to achieve this level of support. The citizen's advisory committee did not spend much time on this discussion since the framework had already been adopted through the 1997 mission statement of the Grant County Economic Development Council.

The Public Sector & Economic Development Planning

Over the years, there have been broad shifts in public policies concerning economic development. Policy experts have developed and implemented more accurate and complete economic development programs. For instance, public policies have generally shifted away from attempting to attract new businesses through tax incentives and giveaways to more comprehensive strategies that attempt to fill the gaps in the market to allow the private sector to operate more efficiently.

- In the mid-1970s, evidence that a majority of job growth occurred in firms of under 50 employees helped the change the thrust of state and local economic development efforts away from business recruitment.
- Theories about economic development have been modified to acknowledge that other sectors than manufacturing, mining, agriculture, fishing and forestry could provide basic jobs and income and therein help drive the local economy.¹ Other activity has been termed basic in increasing the flow of dollars into the area (e.g., retirement-related incomes) or decreasing the flow of dollars out of the area (e.g., professional & business services formerly purchased outside the region).

¹ One economic growth model, called the economic base theory, divides the region's economy into two main sectors: basic and non-basic. Basic industries bring dollars into the local area by exporting goods and services. Non-basic industries sell its products/services within the local area and exists to support the export or basic sector.

- Research on location decisions of firms reveal that those decisions are based on a multitude of factors, only a few of which are influenced by state and local governments. Research findings indicate that the traditional recruiting enticements used by local governments (e.g., marketing, tax incentives) are not among the critical factors. Location factors most important to firms relate to fundamental regional characteristics: access to markets, factors of production, quality of labor force, adequacy of infrastructure, and quality of life. These factors suggest a change in focus from short-term recruitment deals to long-run investments in public facilities and services.
- Quality of life issues have become part of the economic development parlance, not only in recruitment, but also in ensuring that policies are in place to maintain it.
- Increasingly, there is an emphasis on the business of government: on "streamlining" regulations, doing things efficiently, and reaching consensus on what government should provide. In this new environment, economic development policies are viewed more in the context of investment decisions—what is the return to the community on public resources being devoted to various development policies or ventures; and related, what are the opportunity costs (i.e., other investments that cannot be made because resources are devoted for this investment)?
- More focused attention on economic diversification within economic development circles.

Governments like the State of Washington and Grant County have learned that economic development has multiple dimensions. Thus, a comprehensive view toward economic development planning is provided. With this background on economic development strategies and areas where public policies can influence the pace and direction of economic development, we

CHAPTER 6...

now turn to the recent past of Grant County's economy and where it appears to be going.

EXISTING CONDITIONS – AN ECONOMIC PROFILE OF GRANT COUNTY

Key Features of the Economy

Like many rural counties in Eastern Washington, Grant County's economy is largely dependent upon agriculture and its value-added companion of food processing. However, Grant County's economy is far from being one-dimensional; there are complexities and a dynamic quality to the local economy. The data presented below reveal some important trends that will help guide decisions on economic development within Grant County. The following list provides an overview and summary of some of the key themes that stand out from the economic profile of Grant County presented in the appendix.

- Grant County's population has increased by more than one-fourth thus far in the 1990s. With an average annual rate of 3.3 percent, Grant County's population was ranked third among all Washington State counties in the 1990s. In-migration has had a significant role in the growth of Grant County's population.
- The labor force in Grant County has grown even faster than population with an average annual rate of 3.8 percent during the 1990s, compared with 2.5 percent annual growth for the state's labor force.
- Employment growth in Grant County has also been robust during the 1990s, with an average annual rate of 4.3 percent. Grant County's unemployment, one of the key indicators of a region's economic health, has persistently remained above the statewide average. One of reasons for high unemployment—designating Grant County as “economically distressed”—is the strong seasonality of the county's leading sectors of agriculture and food processing.

- In contrast to the national and state economies, Grant County is highly dependent upon goods-producing industries of agriculture, construction, and manufacturing. Agriculture and food processing remains the County's leading employer and the largest component of the local economy. Grant County is well endowed with resources that have created a significant comparative advantage in agricultural production. The County is part of one of nation's most productive and diversified agricultural regions.
- Grant County has lagged behind the state in emerging technology sectors as well as trade and services sectors.
- Personal income—the most broad-based measure of purchasing power—amounted to \$1.2 billion in 1996 (the latest year available). Per capita income in Grant County was \$18,366 in 1996; roughly three-fourths of the nation and statewide average.
- Personal income consists of three components—net earnings, property incomes, and transfer payments. Net earnings—payments for labor services—represents three-fifths of the County's total personal income. The remaining two-fifths are split between property income (e.g., dividends, interest and rent) and transfer payments. Transfers in Grant County—composed of retirement and disability insurance, medical payments, unemployment insurance, veterans' benefits, and income maintenance—represents one of the highest shares of all counties.

Economic Ebb & Flow

Grant County's economy has had its surges and slumps over the last three decades. During the first half of the 1970s, the regional economy was robust, with Grant County's employment growing at an average annual rate of 4.9 percent, eclipsing the state's rate by more than two full

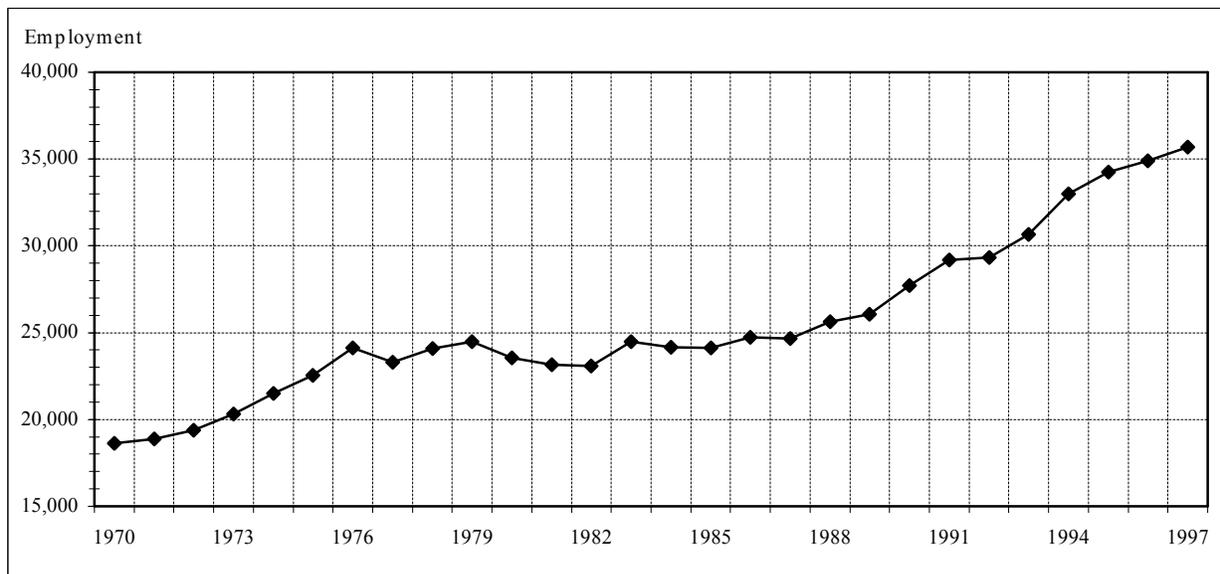
percentage points. Farm and agriculture-related sectors (e.g., agriculture services, wholesale trade, food processing) were the county's engines of growth. The County's population, however, grew modestly during this time, increasing at an annual rate of 0.8 percent.

Between mid-1970s and mid-1980s, Grant County's economy stagnated with employment growing at only an annual rate of only 0.2 percent. Like many rural counties, Grant County's economy plunged during the national recessions of the mid-1970s and early 1980s. Population in the County increased more rapidly than jobs, growing at annual rate of 1.5 percent. In contrast, Washington State added jobs at an annual rate of 3.6 percent between 1976 and 1986.

Grant County's economy rebounded during the remainder of the 1980s. Thus far, the 1990s have marked an explosive growth period in Grant County. Population has grown from 54,800 in 1990 to 69,400 in 1998; an average annual rate of 3.3 percent. Job growth, however, has been even faster, averaging 4.3 percent annually. Consequently, Grant County is now one of the fastest growing counties in Washington State.

As shown in Figure 6-1, the number of jobs in Grant County has expanded from about 18,600 in 1970 to 35,700 in 1997; an increase of 92 percent over the time span.

Figure 6-1
Grant County Total Employment, 1970-1997



Source: U.S. Department of Commerce, Bureau of Economic Analysis.

Composition of Grant County's Economic Base

Recent analysis of Grant County's economy found that a number of sectors comprise the economic base of the local area. Also known as the export base, these sectors sell their products and services to non-local markets and thereby bring new dollars into the local economy. These

export-oriented sectors, in turn, support a cast of non-export sectors within the local area. The following sectors, in rank order, represent the key elements of Grant County's economic base.

1. Agriculture. Grant County is one of the nation's leading counties in agricultural production. In 1997, the value of agricultural production in Grant County was \$5.5 billion; ranked second among all counties in the

CHAPTER 6...

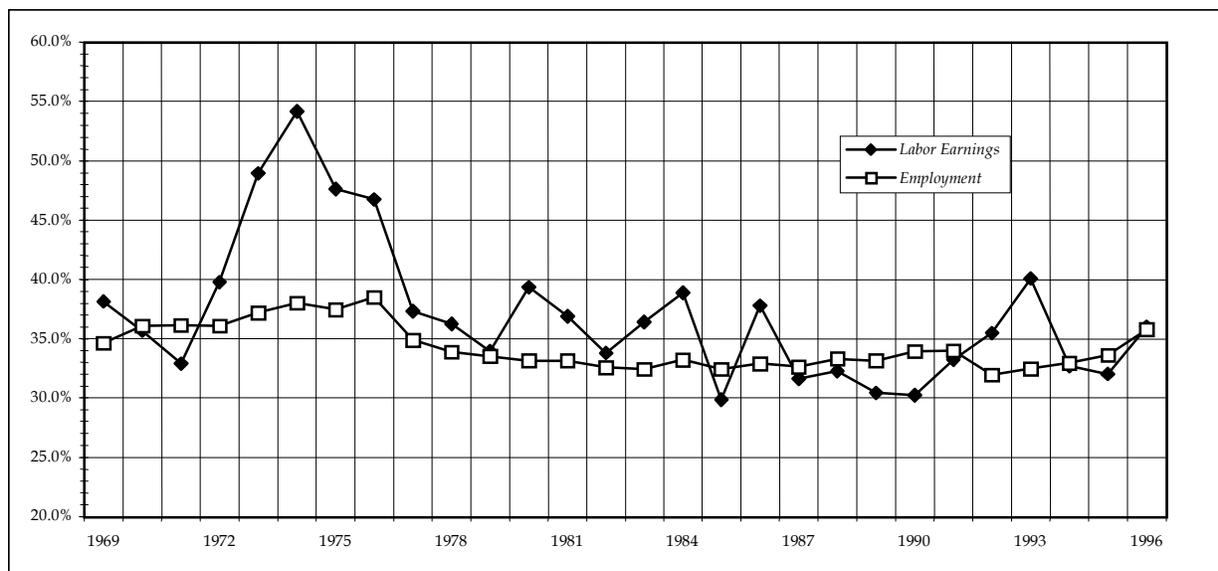
state. With abundant land, plentiful water for irrigation, and a mild climate, Grant County produces a cornucopia of food and fiber products. Grant County is a diversified agricultural production powerhouse, with one out of every seven dollars of the state's total agricultural production coming from producers in the county.

Grant County is a microcosm of the dual agricultural system of the Pacific Northwest. Certain portions of the Northwest produce high-valued specialty crops for fresh sales and processing; Grant County leads the state in growing some of these crops including, mint, grass seed, carrots, green peas, sweet corn (for processing), and onions (storage). The other subsector of Pacific Northwest agriculture is more traditional in nature and dominated by the production of grains (including potatoes), livestock, and forage crops; here again, Grant County plays a dominant role, leading the state in the production of dry edible beans, potatoes, hay, and sugarbeets.

Agriculture lies at the center of a complex of producers, processors, wholesalers, and services. Agricultural producers in Grant County purchase services, fertilizers, seeds, farm machinery and credit in the area and deliver crops to local processors and marketers, who add further value to the products before shipping them out of the county. In addition to generating income and employment for the region, direct and related agricultural activity contributes to the county's economic critical mass, making other unrelated businesses viable.

In Grant County, this agricultural complex of production, processing and services accounts for upwards of a third of the county's total employment and labor earnings (i.e., proprietor income, wages and salaries). Combined, this agricultural complex is by far the largest part of Grant County's economic base.

Figure 6-2
Agricultural Complex Share of Total Employment and Labor Income:
Grant County, 1969-1996



Note: Agricultural complex is farming, food processing, and agricultural services

Sources: U.S. Department of Commerce, Bureau of Economic Analysis; Washington State Employment Security Department, Labor Market & Economic Analysis Branch.

2. *Manufacturing.* Manufacturing in Grant County is dominated by food processing firms, but other categories of transportation equipment, primary metals, and printing have seen substantial growth in the past ten years. Most of these manufactured products—particularly processed food products, primary metals, and transportation equipment—are exported outside of the county.
3. *Agricultural services.* Based on the broader Columbia Basin region's comparative advantage in agricultural production, Grant County has seen vigorous growth in agricultural service firms over the last decade. These agricultural services—ranging from crop preparation, planting & harvesting, veterinary services, and farm labor & management services—are part of the critical mass of agricultural activity within the county.
4. *Transportation & utilities.* Transportation—most notably trucking and warehousing—has grown over the years as part of the county's agricultural complex. Transportation provides a critical service in delivering crops and livestock to regional processors and marketers, and later to deliver value-added products to markets outside of the region. Trucking and warehousing is the largest transport sector in Grant County, one that has shown steady growth over the last two decades.

Although utilities, like transportation, are often viewed as supportive sectors within the local economy, electrical generation in Grant County is a part of the economic base. The Grant County Public Utility District (PUD) owns two generating dams with a combined generating capacity of nearly 2,000 megawatts. Besides offering one of the lowest power rates to industry in the nation, the PUD sells much of its power to other utilities. Over sixty percent of PUD's power is sold to utilities in Washington and Oregon.

Unlike elsewhere, Grant County's export base is oriented toward natural resources and related value-added processing. The broader changes in the national and state economies indicate that service and trade sectors have become important drivers of economic growth and are generating a sizeable share of export income. Widespread attention has been given to the shift in the national and state economy from goods production to services provision in recent years. Grant County exhibits almost a counter trend, with its dependence upon goods-producing industries of agriculture and manufacturing (Figure 6-3).²

Changing Composition of Employment

Figure 6-4 shows some of the employment trends in the Grant County economy. Over the last 27 years, the sectors that have shown the most balanced growth are services, retail trade, and manufacturing. Farming is still the leading employer (both proprietors and wage & salary workers) in Grant County. With continued agricultural diversification in the county, farming employment is projected to increase slightly over the next ten years.

Services—composed of personal, business, auto & miscellaneous repair, lodging, amusement & recreation, health, legal, social & education, membership organizations, and engineering & accounting—are slated to become the county's leading employer within ten years.

Manufacturing—exhibiting robust growth since the late 1980s—is expected to continue its steady growth pace for the next ten years. Due to its rapid growth rate in recent years, manufacturing has increased its share of total employment in the county. The addition of the recently announced relocation by Genie Industries—a manufacturer

² Goods-producing industries consist of natural resource sectors of agriculture, forestry, fishing, and mining; in addition to construction and manufacturing. Services-producing sectors include transportation, communications, and utilities; finance, insurance, and real estate; wholesale and retail trade; services; and government.

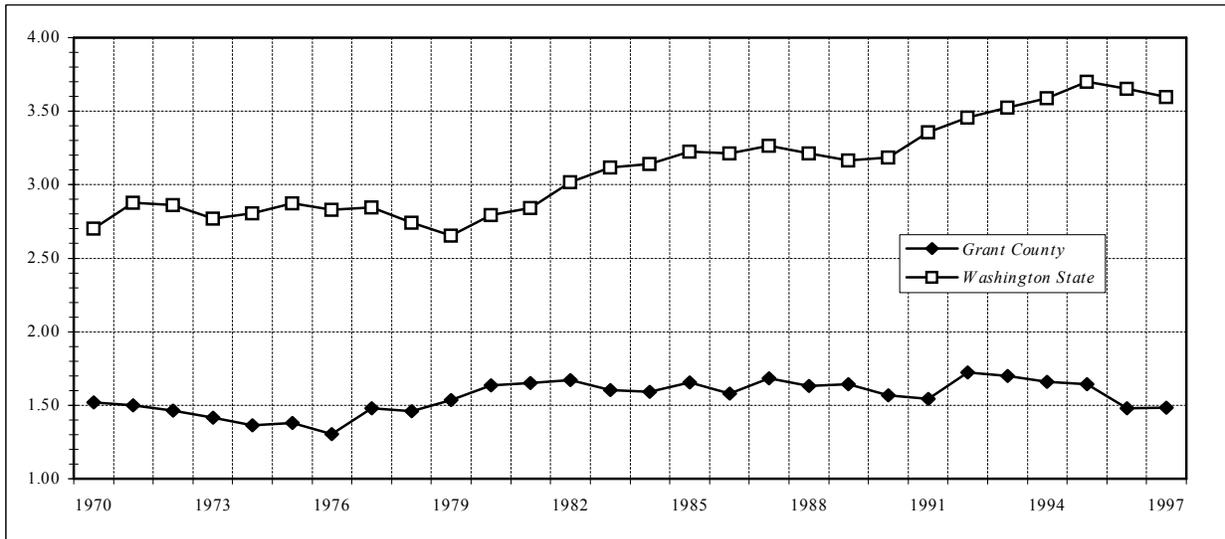
CHAPTER 6...

of industrial lifting equipment—would increase current manufacturing employment by more than one-fifth.

Wholesale trade has grown more unevenly during the last 27 years, with only modest growth in the last few years. Although retail trade has increased its presence during this period with growth rates similar to the services sector, the

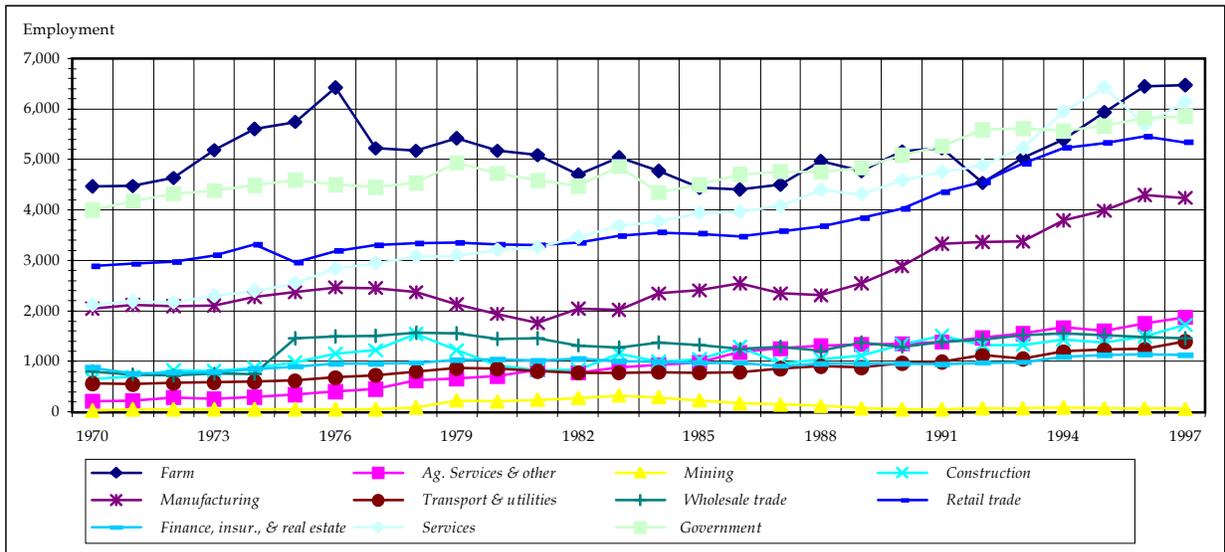
county is still underserved in most retail trade categories. Transportation, communications and utilities are slated to grow apace with the overall economy, while finance, insurance and real estate and government are expected to moderate growing more slowly than other sectors in the local economy.

Figure 6-3
Ratio of Services-Producing to Goods-Producing Jobs,
Grant County and Washington State, 1970-1997



Source: U.S. Department of Commerce, Bureau of Economic Analysis.

Figure 6-4
Grant County Employment by Major Sector, 1970-1997



Source: U.S. Department of Commerce, Bureau of Economic Analysis.

Workforce Issues in Grant County

Unemployment is considered one of the key indicators of a region’s economic health. With the exception of the early 1970s, Grant County’s unemployment rate has persistently remained above the state average.

Grant County has been designated as an “economically distressed” since 1985. A distressed county is one whose moving three-year average unemployment rate is at least 20 percent above the statewide average. In 1997,

Grant County had an annual unemployment rate higher than the state, nonmetropolitan areas, and eastern Washington (Table 6-1).

Coupled with a high level of unemployment is a workforce with the third highest level of seasonality within the state. Grant County’s leading employment sectors of agriculture and food processing display a strong seasonal influence. Indeed, nearly half of all workers employed in Grant County are in seasonal industries—more than twice that of the statewide average.

**Table 6-1
Labor Force, Employment & Unemployment, Selected Areas, 1997**

<i>Region/County</i>	<i>Labor Force</i>	<i>Employment</i>	<i>Unemployment</i>	<i>Unemployment Rate</i>
<i>State Total</i>	2,988,200	2,845,900	142,300	4.8%
Metropolitan areas	2,358,600	2,256,600	102,000	4.3%
Nonmetro. Areas	629,600	589,300	40,300	6.4%
Eastern Washington	656,490	610,960	45,530	6.9%
Western Washington	2,331,710	2,234,940	96,770	4.2%
Adams*	8,610	7,730	880	10.2%
Benton*	71,000	66,300	4,700	6.6%
Chelan*	35,240	32,470	2,770	7.9%
Douglas*	19,250	18,020	1,230	6.4%
Franklin*	22,300	20,200	2,100	9.4%
Grant*	36,360	33,250	3,110	8.6%
Klickitat*	8,860	7,920	940	10.6%
Lincoln	5,020	4,790	230	4.6%
Okanogan*	23,370	21,180	2,190	9.4%
Walla Walla	26,870	25,170	1,700	6.3%
Whitman	19,180	18,840	340	1.8%
Yakima*	115,200	103,700	11,500	10.0%

* Designated distressed area

Source: Washington State Employment Security Department, Labor Market & Economic Analysis Branch

Table 6-2 provides a different look at Grant County’s labor force, particularly as it relates to entry-level workers. In general, Grant County has a higher proportion of people on public assistance than the state and some neighboring counties. The county also has a lower median household income and higher poverty rate. Higher rates of poverty and lower earning levels are due to several factors. Grant County has a high proportion of residents aged 20 to 29

years—an age group that are often making the transition from school to work and are generally at the beginning of their work lives. In comparison, this age group have lower wages than people in their 30s, 40s, and 50s.

Grant County also has fewer residents with college degrees. As a percentage of total population, Grant County has almost half as many college educated people as the state.

CHAPTER 6...

Previous research on education and earnings has found that workers with more education generally earn higher wages. Indeed, education has become an important determinant of workers' future earnings. For instance,

researchers have found that male workers aged 25-34 with a college degree earned approximately 50 percent more than their counterparts with only a high school diploma.

Table 6-2
Comparative Statistics: Grant County and other selected Counties

	Grant	Adams	Douglas	Franklin	Kittitas	Lincoln	State
<i>Public Assistance Indicators (1997)</i>							
People on AFDC	3,906	1,130	788	3,797	970	393	261,835
Percent on AFDC	5.7%	7.2%	2.6%	8.7%	3.1%	4.0%	4.7%
People on Food Stamps	6,114	2,050	1,569	6,122	1,973	638	467,996
Percent on Food Stamps	9.0%	13.0%	5.1%	14.0%	6.3%	6.5%	8.4%
Poverty rate, 1990	19.6%	17.5%	12.2%	23.0%	20.2%	12.3%	10.9%
Median household income	30,167	28,604	34,713	30,630	26,473	32,366	41,999
<i>Low Earning Age Groups (1997)</i>							
0-19 years	29.4%	37.4%	30.3%	37.8%	31.3%	28.1%	29.6%
20-29 years	11.8%	11.5%	10.7%	13.0%	19.4%	8.7%	13.0%
65 years and older	12.5%	10.5%	13.1%	8.8%	11.9%	18.2%	11.5%
<i>Education levels (1997)</i>							
High school graduation rate	89.6%	91.1%	93.9%	68.8%	92.3%	91.0%	83.3%
Participation rate--higher ed.	5.29	5.03	1.72	6.27	2.29	4.48	5.81
Percent college graduate (1990)	11.9%	12.3%	13.8%	13.4%	22.2%	16.0%	22.9%

Sources: Washington State Office of Financial Management. 1997 State Data Book; U.S. Census Bureau, 1990.

Stagnant Real Earnings

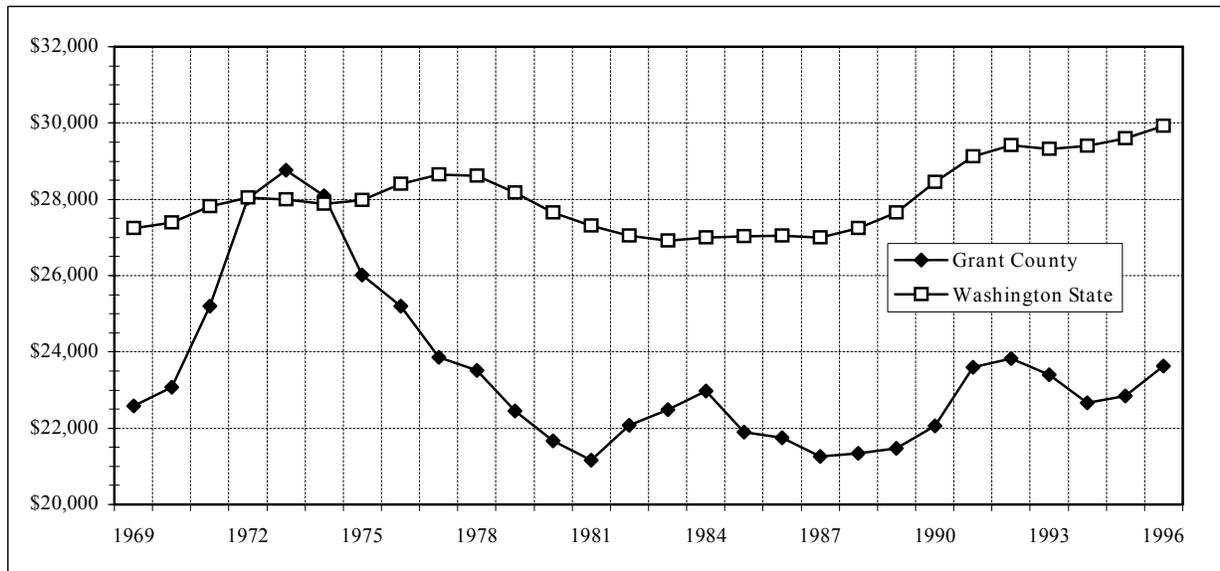
Annual earnings include both proprietor income and worker wages and salaries. The annual average earnings is derived by dividing the total earnings within the county by the total employment (both proprietors and wage & salary workers) in the county.³

In 1996, the average earnings in Grant County were \$23,628, slightly up over the previous two years. Looking at the figure below, which displays the average earnings for Grant County and Washington State since 1969, it is apparent that the County's average earnings have not kept

pace with the state and that earnings vary considerably from year-to-year. After peaking at \$28,764 in 1973, Grant County's average earnings has sharply diverged with the state, declining by over \$6,000 in eight years. After gaining some ground in the early 1980s, Grant County's average earnings fell off again between 1984 and 1989. Thus far in the 1990s, average earnings have rebounded in Grant County. However, the gap between the statewide average earnings and Grant County stands at over \$6,300 in 1996. The considerable variance in Grant County's average earnings is due to the variability in farm earnings.

³ Average earnings have been adjusted for inflation; hence all earnings are in 1996 dollars.

Figure 6-5
Annual Average Earnings in Grant County & Washington State, 1969-1996
 (in 1996 dollars)



Source: U.S. Department of Commerce, Bureau of Economic Analysis.

The earnings gap between the state and Grant County has been a subject of considerable discussion, for in general this rural-statewide gap is a national trend as well as one occurring in Grant County. Each of the following factors have contributed to this phenomenon:

- Earnings declines within industries facing international competition, restructuring, and other factors;
- Relative increase in lower-paying trade and services jobs compared to higher-paying goods-producing jobs;
- Increase in part-time workers, particularly in trade and services;
- Increase in seasonal labor, particularly farm labor;
- Instability of earnings from natural resource activities, including farming; and
- Increased entry of women into the workforce, resulting in a bidding down of the wage rate.

MAJOR ISSUES

Strategic economic development planning is a process of evaluation and decision-making that helps an organization establish and meet its objectives by aiding the development of a strategy for achieving and marshalling its resources for implementation. Strategic planning incorporates a long-term perspective of organizations, objectives and goals, and resources; along with a system for making and evaluating a long-run perspective and using such a view to make good decisions.

Taking a strategic economic development planning perspective incorporates a number of the following steps:

1. **Organize.** Identify and refine the objectives of the overall planning effort; and ensure that all those involved understand the plan's overall purpose.
2. **Know the context.** Identify key factors and trends important for the future. Determine how external forces will influence events within the county.

CHAPTER 6...

3. **Select key issues.** Choose a few issues whose successful resolution is critical.
4. **Set mission statement and broad goals.** Establish the direction for strategic development by setting general goals.
5. **Analyze forces affecting the achievement of goals.** Assess in depth the external and internal forces and context that affect the achievement of goals. Identify the strengths, weaknesses, opportunities and threats as well as the availability of resources.
6. **Develop an implementation plan.** Identify specific timetables, resources, and responsibilities for carrying out specific actions.
7. **Monitor and re-evaluate.** Ensure that the strategies are carried out. Adjust them as necessary within the changing environment.

At the core of this strategic economic development planning approach is an analysis of strengths, weaknesses, opportunities, and threats (commonly known as SWOT). The distinction among these elements is often blurred. For instance, a weakness may be linked to an external threat; however, it may also present an opportunity for positive change. Essentially, opportunities and threats (or constraints) are factors external to the county and over which the county has little influence (e.g., interest rates, natural population growth); whereas, strengths and weaknesses are factors internal to the county and help or hinder its abilities to resolve identified problems and issues.

As part of preparing an economic profile of Grant County, an economic assessment (or SWOT analysis) was conducted. The SWOT analysis will summarize Grant County's strategic economic position, address major issues faced by the County, and provide a springboard for an implementation framework for economic development. Essentially, a SWOT analysis addresses such questions as: what are the County's economic strengths and weaknesses or comparative advantages/disadvantages? In what

activities and/or resources does the County excel in and where does it lag behind? What are the external threats and opportunities faced by Grant County as it prepares to enter the Twenty-first century.

Strengths

Grant County has a number of assets for continued economic expansion and development. Among these assets are the following:

- **A substantial resource endowment.** Grant County is situated within the Columbia Basin, one of the nation's most productive agricultural growing regions. The County's growers have capitalized on the long-growing season and availability of irrigated water to produce a rich cornucopia of crops, from traditional grains and cattle to a wide array of high-value specialty crops.
- **A growing agricultural-related complex.** Agricultural production is the leading industry in Grant County. However, there is more than just agricultural growers. A critical mass of agricultural service and supply firms reside within Grant County providing productive inputs to agricultural producers. Grant County has also attracted food processors—especially in the preserved fruits and vegetables sector adding further value to farm products produced within the County.
- **A first-rate transportation network.** The efficient movement of both goods and people is critical for continued economic development. The County is bisected by the state's major east-west interstate (I-90) and by Burlington Northern/Santa Fe Railroad's main east-west rail line. In addition, the county's major international airport has one of the longest runways east of the Mississippi River. Access to a multitude of transportation modes help regional shippers remain competitive in the delivery of their products to respective markets.

...ECONOMIC DEVELOPMENT ELEMENT

- **Significant cost advantages in doing business.** Grant County boasts of having one of the cheapest electric power rates in the United States. With long-term power contracts set to expire in 2005 and 2009, Grant County PUD has the opportunity to retain more of its generated power for the County's growing industrial base. In addition, Grant County has substantial land zoned for industrial purposes. Land costs (for assembly and purchase, and development) are relatively inexpensive within Grant County.
- **Quality of life factors and relative low cost-of-living** make Grant County an attractive area for relocation and expansion. Housing within the county is highly affordable compared with similar areas.
- **Distressed area designation.** Given that Grant County is a distressed area, the County qualifies for a number of benefits, such as loans and grants to attract or retain businesses, financing infrastructure, and state matching funds to stimulate private investments.
- **Grant County's rich cultural history.** Foreign exchanges and sister city relationships have fostered local economic development, particularly Japanese investment in manufacturing. Moses Lake has the highest level of foreign investment in manufacturing of any community its size. The airport also has a foreign trade zone, due in large part to the foreign manufacturing investment.
- **Reasonably well-positioned for expansion within emerging industries.** The emerging industries of health services, tourism, and producer services will not only expand the local economy but also provide economic diversity. Some issues need further clarity before the County places substantial effort at targeting certain producer services (e.g., remoteness and small scale may be significant limiting factors for some producer

services); but health services and tourism present significant opportunities.

- **A growing reputation for local cooperation in economic development.** Local governments (city and county) and port districts in Grant County have had a contentious relationship in recent years, but the Grant County Economic Development Council (under new leadership) has heightened local awareness of the importance of cooperation and has effectively communicated an aggressive pro-growth stance. Press accounts (*Washington CEO*, December 1998) describe the response of executives from firms (recently locating or expanding in Grant County) who have been impressed with the willingness of government leaders to work with business to assist in development.

Weaknesses

Grant County also has some liabilities compared with other counties, against which it must inevitably compete for scarce public and private investment dollars.

- **A lack of overall diversification** in the local economy. Although Grant County currently enjoys the fruits of agricultural prosperity, the area remains highly dependent (and vulnerable) on its agricultural complex. Nearly two-fifths of its overall economy is agricultural-related. Granted, its agricultural economy is highly diverse; however, prices of major commodities—wheat, apples, and potatoes—are depressed. Steps should be undertaken to broaden Grant County's set of targeted economic opportunities.
- **Tension between the County and some cities.** Grant County and its member cities have, on occasion, been at odds about matters of policy and public investment. Such tensions can make developing agreements on a unified public sector approach to certain problems more difficult.

CHAPTER 6...

- **Unresolved inter-governmental relationships with potentially harmful regulatory implications.** Access to water rights and waste water permits for many cities within Grant County have broad implications for future economic development. For example, The Washington State Department of Ecology has effectively placed a moratorium on future development (residential, commercial, and industrial) within the City of Warden until resolution of water rights and waste water treatment plans. Future development in Quincy and Moses Lake are also at risk.
- **Limited legal mandate to influence some areas of economic development policy.** The County lacks the legal mandate to address some key elements of economic development such as education, lending of credit, and statewide laws and policies.
- **Worrisome high level of persons living in poverty and the relatively low levels of educational attainment.** A relatively uneducated workforce will be problematic in attracting the high-growth, high-technology sectors. The County is a major distributor of human services programs and has the opportunity to channel resources into programs that can assist those most in need of a hand up onto the economic ladder.
- **A stagnant retailing sector for many communities.** A recent erosion in retailing's pulling power for many smaller communities within the County implies that an increased number of consumers are leaving the County to shop elsewhere. Only retailers in Moses Lake, which sits astride Interstate-90, are performing well. Although not viewed as part of the local economic base, a weak retailing sector has broader implications for attracting future development, including retirees, "lone eagle" entrepreneurs, and re-locating industrial firms.

Opportunities

In addition to inherent economic assets and

liabilities, Grant County faces a number of general opportunities.

- **Internationalization of the local economy.** Competition is increasingly global in nature. In the future, will firms in Grant County be able to compete successfully against low-wage competition at the low end of the market? Or will Grant County firms be able to compete at the high end of the market using high skilled workers to produce high value products? The difficulties of global competition will be compounded by the large and expanding role of small businesses play in the Grant County economy. Future economic success will depend upon the ability of these businesses to compete successfully in the global marketplace. However, these small firms often lack the depth of resources--research and development, marketing (especially foreign markets), training, technology, and finance--needed to compete effectively in the global economy. Compounding this trend is that most local development efforts lack the needed scale and expertise to assist local businesses to attain global standards.

Unlike many rural counties, Grant County has been a player within the international economy. A number of agricultural producers and processors already export a significant share of their product to foreign markets. The County boasts a high level of foreign investment in manufacturing, assisted by a foreign trade zone and international airport facility. In addition, Grant County International Airport is used by Japan Airlines (JAL) and other air carriers and aerospace firms for flight crew training.

- **Value-added agricultural products.** Further processing of agricultural commodities has become a key tenet of economic development organizations in agricultural-dependent regions. The additional processing of these commodities not only create high-wage jobs, opportunities are increased for the local economy. Economic stability, diversity

...ECONOMIC DEVELOPMENT ELEMENT

of markets, and the skill base of the local labor force are enhanced.

- **Broad state government commitment to rural economic development.** State government has increased its effort to ensure that rural areas participate within the economic growth enjoyed by urban Washington State. Increased assistance—in the form of tax incentives, grants for infrastructure improvements, and smoothing of regulatory processes—will help to improve the state’s rural economies, including Grant County.
- **Increased congestion in Puget Sound.** During the 1980s, Washington benefited from the substantial erosion of the business climate in California, resulting in a number of firms relocating their facilities to communities throughout the state. The increased congestion, regulatory restrictions, and buildable space in the Puget Sound will force a number of companies to look elsewhere. Recently, Grant County was successful in landing a Puget Sound-based firm—Genie Industries (manufacturer of industrial lifting equipment)—which expanded from its headquarters in Redmond. The firm is expected to create 1,300 jobs in Grant County, in addition to its current 1,300 in Redmond.
- **Increased orientation toward leisure and recreation.** Nearly two-thirds of American households take a traditional one- to two-week vacation each year. Significant portions of Americans purchase second vacation homes; most of these vacation homes are within a day’s drive of their permanent residence. Other trends including an increased orientation toward destination “full-service” resorts, gambling, and early retirement spell opportunities for the undeveloped tourism industry in Grant County.
- **Growth in Retirees.** An economic opportunity that is often overlooked by many communities is attracting and retaining

residents. New residents indirectly contribute to economic growth by not only providing labor for businesses, but supporting local schools and public facilities with taxes, and spending dollars for locally-provided retail goods and services. In particular, retirees bring into the county social security checks, private pensions, and property income. Recognizing their importance as an income source, a number of rural communities are adding to their economic base by actively recruiting and retaining retirees. Clearly, the presence of affordable quality housing in Grant County is one of the attractive features to successfully recruiting and retaining residents. Another important aspect to attracting and retaining residents, especially retirees, is improving the availability of health care, human, and social services within the County.

- **Expansion of Columbia Basin.** Irrigated water for agriculture has transformed the economy of Grant County. The U.S. Bureau of Reclamation has evaluated the environmental impacts of increasing the irrigated acreage, but to date the Federal Government has not ear-marked any funds. An expansion of the Columbia Basin Irrigation District would trigger a significant economic boom within the County. Further, local management of the Hanford Reach area, as planned for in the Hanford Reach Action Plan and the Wahluke 2000 Plan, beyond the tenure of the U.S. Department of Energy represents significant potential economic growth.
- **Increased technology-oriented economic development.** Rural areas often lack the critical set of requirements for attracting high-technology firms. Increased privatization of space technology may benefit rural areas. Lockheed Martin Corporation has current plans to develop an unmanned Venture Star spaceship with landing sites throughout the western United States. Moses Lake is one of several rural areas that have submitted bids to become a spaceport.

Threats

Grant County also faces some external threats that could impinge upon their future economic prospects.

- **Removal of Dams on Columbia-Snake River System.** The one-time unthinkable—dismantling the dams on the Columbia-Snake River system—is now being seriously considered by state and federal policymakers. Although Grant County would not be directly impacted (i.e., current discussion does not include the Grant County PUD-operated dams at Priest Rapids and Wanapum), the indirect negative impacts would be felt far and wide within eastern Washington. Regional industries of agriculture and food processing currently enjoy comparative advantages via a balanced multi-modal transportation system; removal of dams would result in the erosion of many cost advantages.
- **Regulatory Changes.** Grant County is likely to experience significant effects from inter-governmental regulatory reform, be that in federal welfare or state policies.
- **Relicensing of PUD dams.** One of Grant County’s major assets of low-cost energy will hang in the balance with the FERC relicensing process of 2004-2009. Salmon-enhancement programs have increased power rates in recent years, eroding this comparative advantage. And, now open to market competition, the electric utility industry is in the midst of re-structuring. If renewed, the PUD will have additional blocks of low-cost power available for in-county use, thereby attracting other large energy users.
- **Lack of understanding for rural economies.** The “Cascade Curtain” in Washington State in part prevents Puget Sounders from understanding the dynamics and underpinnings of rural economies like Grant County. One effort to educate urban Washingtonians is the Agfarmation—an

electronic sign and website dedicated to inform consumers about the value and importance of the agriculture industry.

- **Export limitations.** The world economy is reeling from the economic collapses occurring in individual countries. In particular, the economic situation in Asia is worrisome given much of the exports from the Pacific Northwest (including Grant County) are shipped there. The Asian economic flu has no doubt affected regional growers, processors, and shippers in Grant County.

With this overview of the strengths and weaknesses, opportunities and threats of Grant County’s economy, we now turn to specific objectives and goals for continued economic development.

ROLE OF ECONOMIC DEVELOPMENT

Economic development is an essential component of the Grant County Comprehensive Plan. As part of the economic development planning process, it is recommended that performance objectives be adopted to measure Grant County’s overall economic health. These quantitative measures would also be used to mark the progress of the County’s economic development planning and help guide the development of intermediate goals. Such measures that track Grant County’s economic progress between 1997-2010 include:

Desired Levels of Job Growth

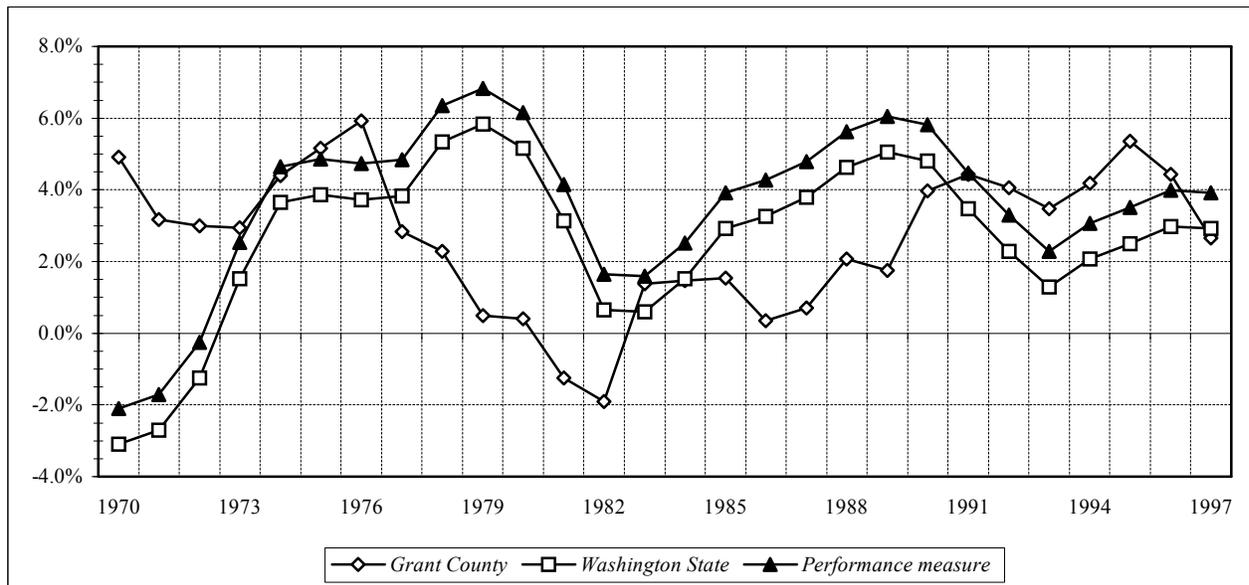
Increasing jobs is one of the most common objectives of local economic development programs. Grant County is no exception—creating a “jobs-based economy” is the primary goal of the Economic Development Council. Such jobs are added to the economy through existing businesses, new businesses, and entrepreneurial development.

The recommended job growth performance measure for Grant County's economy is maintaining an annual average growth rate of total employment of at least one percentage point over the statewide annual average growth rate of total employment between 1997-2010.

total employment for Grant County and Washington relative to the recommended performance measure. For most years during the 1990s, Grant County's job growth rate met or exceeded this performance measure of one percentage point greater than the statewide growth rate.

Figure 6-6 illustrates the historical trend of the moving three-year average annual growth rate of

Figure 6-6
Annual Change in Total Employment, Grant County and Washington State, 1970-1997



Sources: U.S. Department of Commerce, Bureau of Economic Analysis, Washington State Employment Security Department, Labor Market & Economic Analysis Branch.

Desired Levels of Commercial & Industrial Expansion

One of the economic engines of Grant County is manufacturing. Although most manufacturing is food processing, the county has enjoyed more diversity in recent years. Grant County's growth in trade and services activity, however, has been slow over the last decade relative to other rural counties. In short, Grant County is relatively underserved in trade and services. Figure 6-7 exhibits the shift in the state economy from goods-production to services-production. Grant County's economy, in contrast, remains primarily goods-producing.

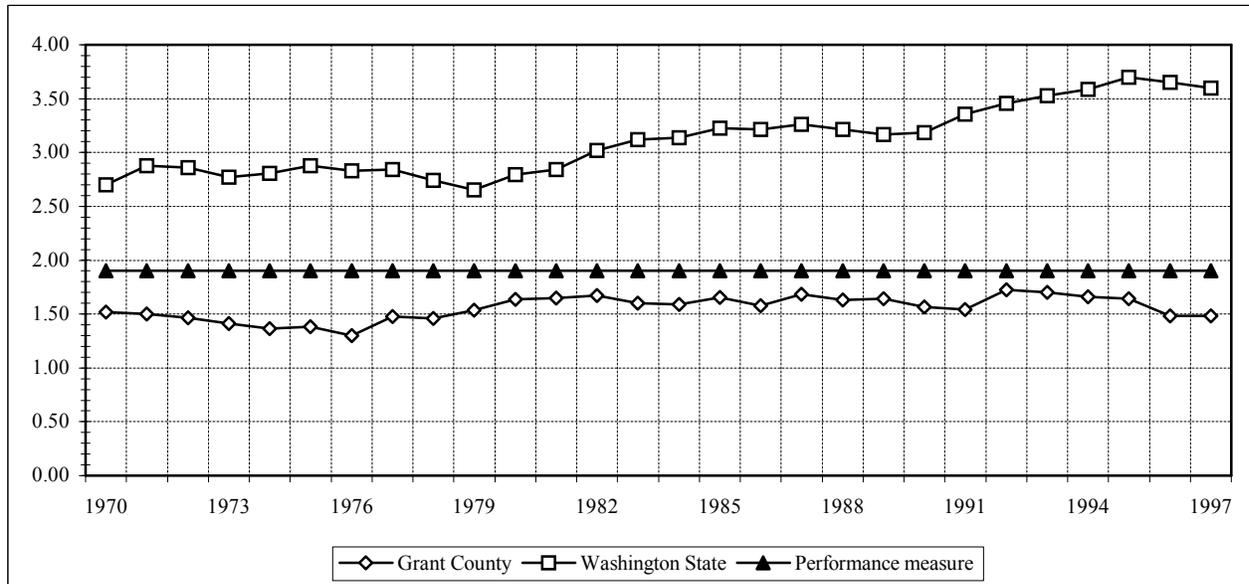
goods-producing jobs has been around 1.60 (i.e., 1.6 jobs in services-producing sectors for every 1 job in goods-producing sectors) during the 1990s. The recommended performance measure for expansion level in goods and services jobs is a ratio of 1.90 by 2010.

Reduction in the Level of Poverty Rate

Grant County's rate of poverty for all persons during the last Census was 19.6 percent compared with 10.9 percent statewide. The recommended performance measure is Grant County should reduce its rate of poverty for all persons to at least 15.0 percent by 2010. This rate would be similar to other nearby rural counties.

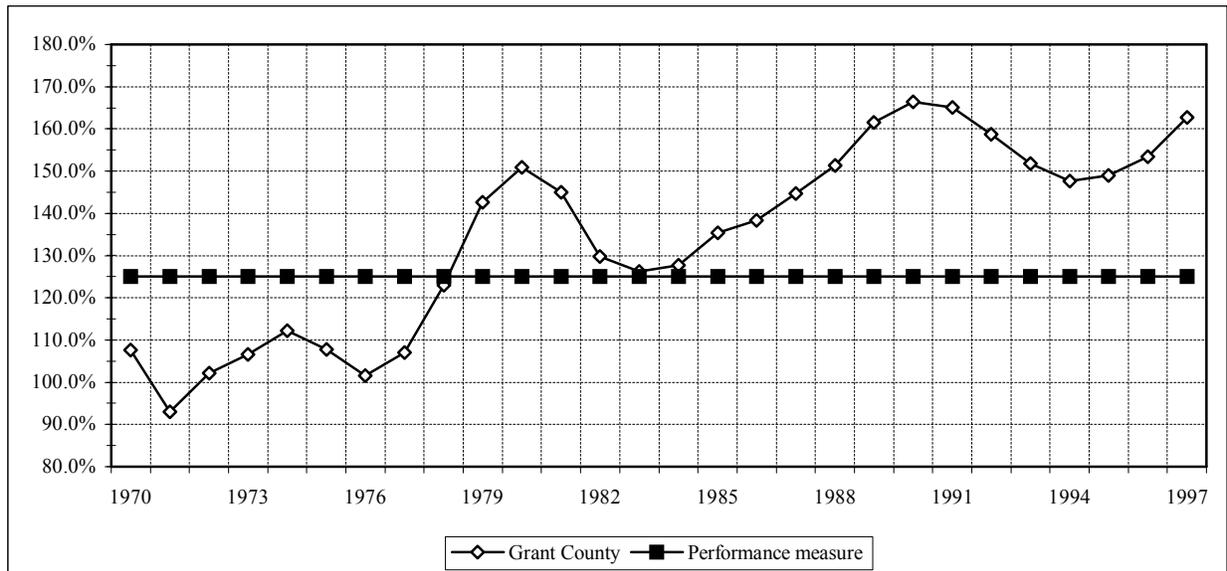
Grant County's ratio of services-producing to

Figure 6-7
Ratio of Services-Producing to Goods-Producing Jobs,
Grant County and Washington State, 1970-1997



Source: U.S. Department of Commerce, Bureau of Economic Analysis.

Figure 6-8
Grant County's Unemployment Rate as a Percent of Washington State's Rate, 1970-1997



Note: Based on a three-year moving average

Source: Washington State Employment Security Department, Labor Market & Economic Analysis Branch.

Reduction in the Overall Unemployment Rate

Grant County is designated as an economically distressed county, based on its unemployment rate being at least 20 percent above the statewide average (Figure 6-8). Recommended performance measure for Grant County is a reduction in its unemployment rate from an average 57 percent above the statewide unemployment rate during the 1990s to 25 percent above the statewide average by 2010.

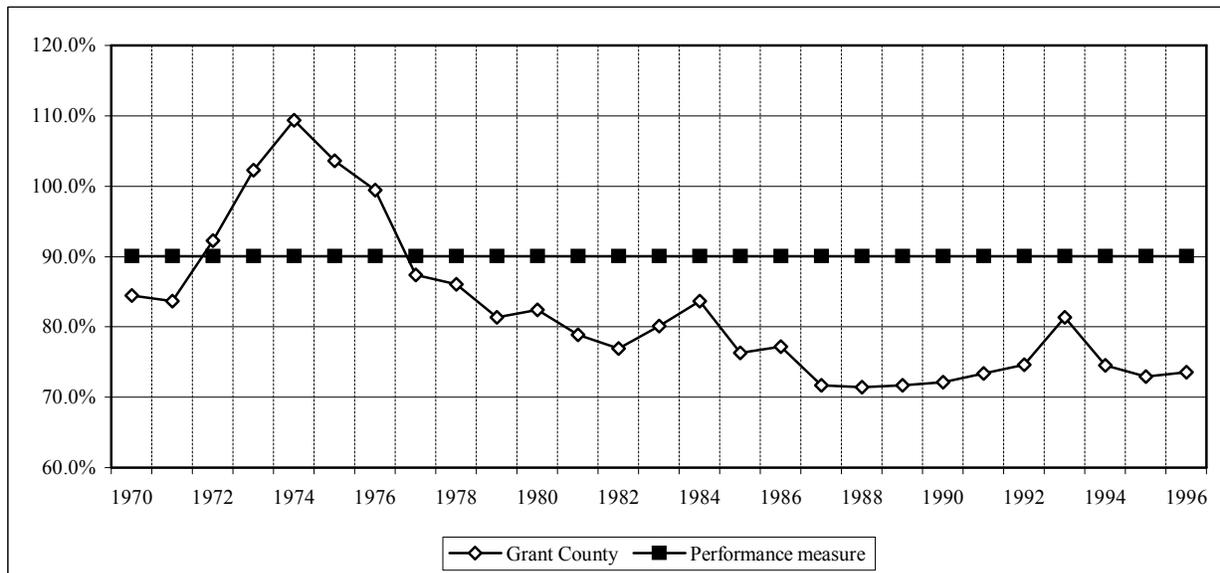
Growth in Per Capita Income

In 1996, per capita income in Grant County was \$18,366; more than \$6,900 below the statewide average. The county's per capita income is

roughly 75 percent of the statewide average. Relative to the state, Grant County's per capita income performance has deteriorated since the mid 1970s (Figure 6-9). The recommended performance measure for Grant County is an improvement in its per capita income to at least 90 percent of the statewide average by 2010.

These performance measures should be maintained and reviewed on a semi-annual basis. Such a review would include the status of the economy, recent trends, factors influencing those trends, and the effect of governmental policy on the economy. The performance measures should rank Grant County within rural Washington, and compare the county performance with that of the state and nation.

Figure 6-9
Grant County's Per Capita Income as a Percent of the Washington State Average, 1970-1996



Source: U.S. Department of Commerce, Bureau of Economic Analysis.

NEEDS ASSESSMENT

This section presents five realistic economic development options for Grant County based on the County economic SWOT assessment and discussion with county officials and civic leaders. These options will help serve as guides for the county to develop and implement a formal economic development action plan.

Option 1: Attract New Employers

Attracting new basic employers for whom there is a comparative advantage to the county will add employment and income directly. Through the economic multiplier effect, other jobs and income will also be added within the county. Basic employers can include (a) manufacturing; (b) nonmanufacturing, such as tourist attractions,

CHAPTER 6...

computer services, and wholesale warehouses; or (c) non-local government. Action steps/policies to meet this goal include:

- Identification through targeted research of basic employer(s) with greatest potential;
- Encourage value-added agricultural production and processing;
- Provision of adequate, serviced and environmentally acceptable sites that would meet the full range of industrial/business needs and opportunities;
- Make the necessary infrastructure investments in transportation, water and sewer, telecommunications, and other utilities as needed to leverage private investments that create jobs; and
- Identification and organization of financial capital resources to assist in attracting new business (e.g., industrial revenue bonds, infrastructure grant/loan).

Option 2: Cultivate Home-grown Businesses

Once overlooked, small cities and rural counties are now discovering that a strong home-grown business development strategy can often become their most powerful business attraction strategy. For many smaller communities and rural areas, a more appropriate and realistic approach may be to grow their own industries job by job than to recruit outside industry.

Every community and area has the opportunity to develop home grown businesses. Most of these businesses have modest beginnings. They start small and keep overhead to a minimum and remain flexible. Keeping costs low, these local entrepreneurs can compete effectively with larger, more established competitors. As they gain experience and market visibility, many expand and hire employees. For local economic developers, the bottom line is growth job by job.

Historically, little has been done to take advantage of this opportunity. However, there is much an area or community can do to cultivate and nourish home grown businesses:

- For many areas and communities, a realistic starting point is to identify individuals living in the vicinity who have either recently started a business or have a business idea that they would like to develop. This may include an established business with an interest in developing a new product or business line. First-time entrepreneurs seldom have much knowledge of business management, marketing, business plans, and applicable government regulations. A valuable local area role is establishing a mentoring program—simply matching individuals with business ideas to those able to help develop their ideas. Another possible avenue is to encourage the local high school to establish an entrepreneurship program for students.
- Local area studies of market potential for new retail, wholesale, service, or industry input-providing businesses may identify opportunities for new local establishments.
- Organization of local area capital resources to assist new business formation by encouragement of investment of private funds locally through the formation of capital groups, or the use of secondary capital markets.
- Provision of small business incubators to nurture new local businesses. Typically, these incubators are community- or port-owned facilities that provide low-cost space and technical assistance to help local entrepreneurs turn a hobby into a full-time business and successful component of the local business community.
- Related to the business incubator concept, Grant County (or Big Bend Community College) should assess the prospects of developing a telecenter. Among the fastest growing occupations into the next century

will be within information-based businesses such as data processing, legal research, computer-assisted engineering design, and accounting. A telecenter is similar in concept to a business incubator. Both provide the necessary support for start-up businesses. Telecenters, however, specialize in information-based jobs that can be performed using computers and telecommunication technologies. Individual businesses in Moses Lake, for example, could provide data processing services for large companies located in Olympia, Tacoma, Portland, and Seattle.

Option 3: Diversify the Existing Economic Base

The economy of Grant County has been dependent upon the natural resource-based industries of agriculture production and processing. Agriculture, however diverse, can be seriously affected by market conditions. Much can be done to assist these basic firms; by increasing their competitiveness, the greater likelihood that firms will be retained or expanded within the local area. Action steps/policies recommended include:

- Strengthen the management capacities of existing growers and processors through educational programs;
- Encourage business growth through the identification of equity and loan capital sources;
- Increase knowledge of new technology through educational programs in agricultural science and engineering;
- Assist employers in improving workforce quality through vocational and technical education, employment counseling, and supportive social services;
- Develop local infrastructure and technical expertise that improve local business efficiency and access to nonlocal markets; and

- Sponsor business and industry recognition or appreciation events. Although such events do little per se to increase their competitiveness, they are effective stimulants in encouraging business leaders to stay within the local area and to expand.

Option 4: Promote Grant County as a Destination for Tourists

Tourism in the United States has expanded steadily during the past 30 years. Driving factors of tourism are more people with greater leisure time and higher income levels. Tourism has become an important economic opportunity for small towns and rural areas that are able to offer travelers a unique experience. Rural tourism can range from bed and breakfast inns to farm vacations to harvest festivals. A common thread to most successful rural tourism efforts is the promotion of rural qualities and natural resources of small town USA. For instance, many rural areas exploit their natural resource heritage or early settlers' ancestry with interpretive centers.

Thousands of vehicles pass through Grant County on U.S. Interstate-90 and U.S. Route 2 each day. Thousands more traverse the county on state routes. The Washington State Department of Community, Trade & Economic Development estimates that visitors and tourists spend over \$104 million each year in Grant County. Grant County has yet to tap its enormous tourism potential by capturing dollars spent by area travelers and bringing additional tourists to the area.

Option 5: Keep Shopping Dollars at Home Where They Are Needed

A serious problem facing many rural areas like Grant County is an increasing tendency by local residents to travel to larger cities for shopping. Residents shopping outside Grant County results in lost business for local merchants. Can Grant County merchants regain some of these shopping dollars lost to surrounding regional shopping areas? It may be possible for Grant County retailers to regain a significant share of its local market within five years.

CHAPTER 6...

Rural areas and small communities across the nation have successfully implemented a four-point retailing program to bring shoppers back to the local community. These four points are:

- ***Organization.*** Early and active participation by merchants, residents, and local government is essential for success in recapturing lost retail sales. Strong organization is the key to achieving the necessary community involvement.
- ***Appearance.*** Cleanliness of streets and sidewalks, attractive stores and buildings, interesting window displays, simple but effective in-store merchandising are some elements of community efforts to encourage local shopping.
- ***Promotion.*** Shopping locally is partly out of habit. Local businesses must encourage people to patronize their stores by offering special promotions, friendly service, supporting local events, and investing in regular advertisements. These efforts help people develop the habit of shopping locally.
- ***Business development.*** One of the major reasons why businesses fail is that the needs of their customers' change but the businesses don't. To bring shoppers back, each business needs to make a realistic appraisal of their business. Often by changing long established merchandise lines, improving store appearances, and bettering service, new life can be restored to declining retail businesses.

This approach is a not only a prescription for new economic health for local retailers; it may have broader economic development implications. For instance, these requisite steps in bringing back local shoppers are also needed to attracting tourists and visitors to the community. And recruiting a major new employer to the area may be unsuccessful unless steps are taken to promote more local shopping.

GOALS AND POLICIES

Goals and policies follow the shared vision for the future of Grant County for sustaining and improving our quality of life. Goals and policies are also consistent with the Planning Goals of the Growth Management Act. Goals are broad statements of a community's aspirations. Policies express a commitment to a course of action. Policies provide overall direction for implementation of a strategy. Policies provide clear guidance for decision-making subject to this Plan, and form the basis for development regulations. Goals and policies do not apply to incorporated cities, but rather, only to unincorporated areas of the County, including the unincorporated portions of UGAs.

Following are the goals and policies of the Comprehensive Plan related to Economic Development. Included are recommended action steps to pursue each of these economic development goals.

Goal ED-1: Encourage diverse employment opportunities that satisfy the socioeconomic needs of Grant County residents.

Policies

ED-1.1: Facilitate the creation and retention of family wage jobs that meet the needs and demands of Grant County residents.

Actions: The County may consider implementing the following actions under this policy:

1. *Streamline zoning, subdivision and other planning and permitting regulations.*
2. *Maintain an operational computerized database (in GIS format) of industrial properties for planning purposes.*

...ECONOMIC DEVELOPMENT ELEMENT

3. *Expedite planning and permitting actions to take advantage of appropriate industrial development opportunities.*
4. *Seek high level of cooperation with other local governments and federal and state agencies in areas that affect issues of mutual concern and that could impact continued countywide economic development.*
5. *Support local economic development agencies and industry groups in market research efforts.*
6. *Seek ways to enhance utility and transportation infrastructure needed by industry within county.*
7. *Seek ways to promote flexibility and deregulation of markets for products sold by or used by industries in county.*

ED-1.2: Encourage business investment as a means to provide job opportunities for Grant County residents.

Actions: The County may consider implementing the following actions under this policy:

1. *Make necessary public infrastructure investments in transportation, water & sewer, telecommunications, and other utilities to leverage private investments that ultimately create jobs.*
2. *Provide adequate, serviced and environmentally acceptable sites that would meet the full range of industrial and business needs and opportunities.*
3. *Identify and organize financial capital resources to assist in attracting new businesses.*

ED-1.3: Encourage diverse job options and entrepreneurial opportunities for persons interested in full-time or part-time employment or desiring to own their own businesses.

Actions: The County may consider implementing the following actions under this policy:

- a) *Participate in job fairs, information outreach sponsored by local development agencies, job training centers, and industry.*
- b) *Encourage entrepreneurship by removing barriers to new business development and promoting efficiency in government.*
- c) *Identify local and non-local financial capital sources to assist new business formation.*
- d) *Establish a mentoring program for first-time entrepreneurs by matching individuals with business ideas with those able and willing to help develop their ideas.*
- e) *Conduct local area studies of market potential for new retail, wholesale, service or industry input-providing businesses to identify opportunities for new local establishments.*
- f) *Assess the feasibility in providing a small business incubator to nurture new local businesses.*

ED-1.4: Encourage educational opportunities for residents of all ages to develop and upgrade skills required for employment, advancement and entrepreneurship.

Actions: The County may consider implementing the following actions under this policy:

CHAPTER 6...

1. *Use development funds to provide education infrastructure and training for existing and prospective workers of local industries.*
2. *Support job training programs and skill enrichment programs.*
3. *Encourage local school districts to establish entrepreneurial program for students.*

ED-1.5: Work cooperatively with the Grant County Economic Development Council, Big Bend Community College, and other local jurisdictions to address employment needs consistent with county-wide regional policies.

ED-1.6: Encourage and accommodate home-based businesses and cottage industries that are consistent with the character of adjoining properties and neighborhoods.

Actions: The County may consider implementing the following actions under this policy:

1. *Promulgate special land use classifications and designate areas of the county as needed for small industry neighborhood zoning. This would enable for so-called "lone eagles" and cottage-based industries to pursue economic activity.*
2. *Support development of telecommunications infrastructure and transportation services (including scheduled air service) required by home-based businesses and cottage industries.*

ED-1.7: Cooperate with education providers and employers in developing facilities and programs meeting a continuum of

educational needs at the K-12, college, and continuing education levels.

Goal ED-2: Encourage economic growth through planning and development of the region's public services and facilities' capacity.

Policies

ED-2.1: Public service providers in Grant County should provide those services and facilities necessary to support a high quality of life and attract business investment.

ED-2.2: Review land use and permitting procedures to assure that regulatory processes are understandable, predictable, and can be accomplished within reasonable time periods in a manner that meets or exceeds state statutory requirements.

Actions: The County may consider implementing the following actions under this policy:

1. *Undertake comprehensive utility and other public service planning in order to take advantage of development opportunities, while addressing potential capacity shortfalls in given industrially-zoned locations within the county.*
2. *Provide planning flexibility that will be responsive to unforeseen or changing economic conditions and community desires.*
3. *Encourage long-term programs that effectively build local capacity for sustained economic development.*
4. *Support the development of transportation, and public water, sewer and utility systems that enhance economic growth.*

...ECONOMIC DEVELOPMENT ELEMENT

5. *Seek ways of cooperating with local governments and federal and state agencies to expedite land use and permitting procedures.*
6. *Evaluate issues that impinge upon permitting of natural resources and land uses.*

Goal ED-3: Ensure an adequate supply of commercial and industrial sites to provide opportunity for new and expanding businesses to locate or remain in Grant County.

Policies

ED-3.1: Encourage a range of commercial retail and service businesses to meet local resident needs and serve visitors to Grant County.

Actions: The County may consider implementing the following actions under this policy:

1. *Encourage convenience-oriented retail within Rural Villages, UGAs, and Rural Communities that are convenient to residential neighborhoods and major employment centers.*
2. *In cooperation with local jurisdictions, identify an inventory of suitable commercial sites adequate to meet anticipated demand during the planning period.*

ED-3.2: Plan for a diversity of ready-to-build sites with sufficient support infrastructure and services needed to meet the demand for industrial land for the duration of the planning period.

Actions: The County may consider implementing the following actions under this policy:

1. *Undertake periodic studies of industrial growth in order to set planning targets for industrial sites and adjust long-term forecasts accordingly.*
2. *Undertake evaluations of industrial siting in regard to land use requirements and infrastructure needs.*
3. *Encourage the re-use and redevelopment of existing industrial sites that are no longer viable for their original or previous use.*

ED-3.3: Encourage low-cost, easily accessible, state-of-the-art telecommunications services throughout the County.

Actions: The County may consider implementing the following actions under this policy:

1. *Undertake evaluations of market conditions, regulatory policies, and franchising requirements pursuant to the permitting and/or licensing of telecommunications services.*
2. *Encourage development of state-of-the-art cable interties that meet bandwidth requirements for high-speed signal transmission.*

ED-3.4: Facilitate the retention and expansion of existing local businesses and start-up of new businesses particularly those that provide family wage job opportunities and operate in compliance with applicable regulatory requirements.

Actions: The County may consider implementing the following actions under this policy:

1. *Undertake prospective (and periodic) analyses of market*

CHAPTER 6...

conditions and land use needs of existing key industries.

- 2. Establish policies and programs in cooperation with local governments and state agencies to ensure business retention within the county.*

ED-3.5: Industrial sites designated under this Plan should be protected from encroaching incompatible uses.

Actions: The County may consider implementing the following actions under this policy:

- 1. Develop performance and/or site design standards on non-industrial lands adjacent to designated industrial lands.*
- 2. Lands designated as "Heavy Industrial" should be governed by performance standards set forth in the zoning ordinance. Such performance standards should include, but shall not be limited to:*
 - Compliance with pertinent regulations regarding discharge of pollutants;*
 - A maximum noise level standard;*
 - Stream and watercourse protection;*
 - Odor, glare, smoke, traffic and other nuisance standards.*

ED-3.6: Jurisdictions in Grant County shall regularly update inventories of land utilization, land demand, and suitable available properties for residential, industrial, commercial, public facility, and agricultural uses.

Goal ED-4: Preserve the strength of the existing agricultural industry while diversifying the local economy by strengthening manufacturing and promoting producer services and other basic industries.

Policies

ED-4.1: Focus business recruitment and development on firms that will diversify the local economy and can effectively serve state, national, Pacific Rim and other global markets from a Grant County location.

Actions: The County may consider implementing the following actions under this policy:

- 1. Develop target industry profiles and analysis screens.*
- 2. Conduct detailed analyses of prospective needs of candidate industries.*
- 3. Conduct formal pro forma, market and regulatory analyses, and siting studies as needed.*

ED-4.2: Encourage high value-added resource based products and businesses.

ED-4.3 Encourage the establishment of industrial parks and other light manufacturing facilities and provide zoning of facilities engaged in producer services, including computer, health services, and telecommunications.

Goal ED-5: Maximize the positive economic impact of tourism and recreational development.

Policies

ED-5.1: Promote visitor opportunities that are

...ECONOMIC DEVELOPMENT ELEMENT

compatible with or complement the character and existing uses of natural resource lands and critical areas or the rural lifestyles of Grant County.

Actions: The County may consider implementing the following actions under this policy:

- 1. Encourage lodging, retail and transportation services to accommodate enhanced visitor opportunities.*
- 2. Support efforts to develop, refurbish and maintain scenic open space, cultural and heritage resources that are attractive to both local residents and visitors.*

ED-5.2: Support local jurisdiction efforts to improve and market visitor services.

ED-5.3: Visitor facilities should be sited at locations that can be served with necessary public infrastructure and that are compatible with neighboring uses.

ED-5.4: Provide for siting and development of Master Planned Resorts.

Goal ED-6: Improve Grant County's economy by supporting efforts to improve human and social services.

Policies

ED-6.1: Encourage development of human and social service facilities that create job opportunities, meet community needs, and maintain Grant County's quality of life.

Actions: The County may consider implementing the following actions under this policy:

- 1. Cooperate with other private and public agencies to promote the establishment of adequate housing*

and health care to low- and moderate-income workers and their families.

2. Expedite permitting of temporary housing, including group quarters.

3. Promote alternative financing and development initiatives for permanent housing for low- and moderate-income workers and their families.

ED-6.2: Support development and maintenance of human and social service facilities including, but not limited to, health care, education, transportation and other services for persons with special needs.

Goal ED-7: Promote economic growth that conserves natural resources and open spaces, maintains environmental quality and rural character, and enhances the overall quality of life.

Policies

ED-7.1: Encourage commercial and industrial developments that incorporate innovative and/or experimental applications and demonstrate an ability to conserve natural resources and/or protect or enhance environmental quality.

Actions: The County may consider implementing the following actions under this policy:

1. Establish incentive programs oriented to developments using best-practice technologies (e.g., use of renewable natural resources).

2. Establish program that rewards developers through expedited processes and site capacity incentives for siting or relocating facilities to areas that are

CHAPTER 6...

compatible with surrounding land uses or critical natural resource areas.

ED-7.2: Long-term commercially significant natural resource lands or lands in urban settlements shall be protected from encroachment from conflicting uses.

Goal ED-8: Coordinate economic development efforts so that a clear and consistent economic policy is followed.

Policies

ED-8.1: Work cooperatively with the Grant County Economic Development Council, Big Bend Community College, Port Districts, and other local jurisdictions to address economic development issues and make policies that are consistent with this Plan.

Actions: The County may consider implementing the following actions under this policy:

- 1. Build support for this economic development element by presenting its recommended policies and actions from the County's public and private partners.*
- 2. Place Grant County Economic Development Council and Grant County Long-Range Planning in joint-charge of the implementation of this element.*

❧

CHAPTER 7

HOUSING ELEMENT

INTRODUCTION

Housing is one of the most important components in our lives and our communities. It provides shelter and a link to the neighborhood and the large community. It is the single largest purchase made by most households. As an industry, it is a major partner in the economic life of the community both as a consumer of goods and services and as a producer of houses, jobs, and income.

The housing industry, in many ways, depends upon local government. While taxes on housing are a principal source of local government revenue, services to housing and to the inhabitants of housing comprise a major portion of local government expenditures. In the broad scope, housing is closely tied to a community's welfare. Thus, it is critical that housing issues be addressed at the local level.



The demand for housing is increasing as the quality of life in Grant County gains favorable recognition and as people living and working in more urbanized areas escape the congestion of urban life. As growth occurs within Grant County and its incorporated cities, there will be an increasing need for more housing that is affordable and desirable.

Growth within the County will most likely occur within the urban growth areas (UGAs) first, followed by development in rural areas. Grant County should develop policies that will encourage the development of new housing within the UGAs, Rural Villages, and Rural Communities. Such development should be compatible with the unique character of the

county, and should provide for the revitalization of existing service areas as well as for adequate open space. This housing element is intended to guide the location and type of housing that will be built over the next twenty years.

RELATIONSHIP TO OTHER PLANS

Growth Management Act Requirements

This housing element must be consistent with the Growth Management Act (GMA). RCW 36.70A.070 states that it must recognize "the vitality and character of established residential neighborhoods" and:

- include an inventory and analysis of the existing and projected housing needs;
- include a statement of goals, policies, objectives, and mandatory provisions for the preservation, improvement, and the development of housing, including single-family residences;
- identify sufficient land for housing, including but not limited to government-assisted housing, housing for low-income families, manufactured housing, multifamily housing, and group homes and foster care facilities; and
- make adequate provisions for existing and projected needs of all economic segments of the community.

County-Wide Planning Policies

The following County-wide Planning Policies address the need for affordable housing for all economic segments of the population and the parameters for its distribution:

CHAPTER 7...

Policy #5: Policies that consider the need for affordable housing, such as for all economic segments of the population.

Policy 5 requires that the housing element of the Grant County Comprehensive Plan:

- Provide a range of housing alternatives which take into account price, tenure type, and density which meet the urban area and regional housing needs.
- Provide for the development of a balanced variety of dwelling unit types and densities within the county with maximum choices of living environment, considering the needs of the public at all economic levels.
- Provide areas for the location of a variety of residential uses while minimizing the impact on surrounding areas.
- Preserve the viability of existing single-family residential areas.
- Promote housing that meets the needs of all socio-economic groups in the county.
- Develop land uses that will preserve and enhance the quality of life and desired lifestyles.
- Incorporate Washington State Community Housing Affordability Strategy (CHAS) requirements and actively solicit grant monies through FSS, HOPE 1, 2, & 3, CIAP and 5H programs.

Technical Appendices

More detailed discussions of the topics found in this chapter can be found in the following documents included in Part IV-Technical Appendices of this Plan:

- *Grant County Economic Development Study* (Chase Economics & Reed Hansen Associates, January 1999);
- *Grant County Urban Growth Area Analysis: Population, Employment and UGA Land Allocations* (Proulx Cearns, Inc., December 1998); and

- *Draft Housing Needs Assessment & Strategies for Grant County* (Tom Phillips & Associates, July 1994).

Recognizing the need to improve housing affordability for the county's low- and moderate-income population, the Grant County Commissioners initiated a housing needs assessment in 1994. Funding for the study was provided through the Housing Resource Team, secured by the County in a statewide competitive process through the Washington State Department of Trade and Economic Development. The study was conducted by Tom Phillips & Associates, and incorporated a strategic planning team representing a broad spectrum of the county.

Completed in July 1994, the report (included in Part IV of this Plan as Appendix C) concluded:

1. Grant County is in the middle of a housing crisis resulting from strong population growth that significantly altered the housing market;
2. Many of Grant County's residents, especially low-income families, are burdened daily by the lack of affordable housing;
3. Lack of infrastructure improvements, especially municipal wastewater treatment capacity and water supply capacity, is restricting housing development in many communities, including Mattawa, Quincy, Royal City, and Warden;
4. Grant County experienced a significant increase in the resident Hispanic population, especially in areas like Mattawa where increased orchard acreage is coming into production, which alters the housing dynamics of the County; and
5. A successful strategy to remedy the housing crisis will need to be the focus of private and public partnership.

The Housing Needs Assessment presented a range of strategies to respond to the housing crisis. The strategies included:

- Increase the understanding of the link between economic growth and housing;
- Provide technical assistance to the county's smaller cities so they can pursue funding to expand their sewer treatment and water supply facilities;
- Encourage the development of new home ownership opportunities for all income groups;
- Preserve and improve the existing housing stock;
- Ease the demand for all types of rental units by increasing the supply;
- Encourage the growth of housing within established growth boundaries; and
- Support the work of the county's non-profit housing providers to meet the needs of the county's lower income householders.

The efforts of the Housing Needs Assessment are incorporated herein, and enhanced with new data. The strategies of that study provide the framework for the goals and policies of this Plan.

MAJOR ISSUES

Affordable Housing

Housing is becoming less affordable to more Grant County residents. The housing affordability problem is particularly severe among the low-income population, the farmworker population, the special needs population, and the Hispanic population, which includes many farmworkers and their families. The federal government and most lenders consider affordable owner-occupied housing as housing that can be obtained for 30 percent of monthly gross income. The definition of affordable rental units is similar, although percentages vary in part because of the tax benefits enjoyed by homeowners.

The Growth Management Act requires that housing goals and policies emphasize housing

affordability. Grant County must encourage affordable housing through its zoning and development regulations; establish an orderly process for distributing fair share housing funds; work in tandem with nonprofit housing organizations; and support programs that rehabilitate and preserve existing housing.

By working to encourage the availability of affordable housing for all economic segments of the population, the community can address a fundamental human and community need. Addressing housing needs countywide requires a regional approach that involves all levels of government, including federal, state, and local, and private sector partnerships. Each community has a responsibility for meeting its fair share obligations to provide affordable housing throughout Grant County.

One way to help maintain affordable housing is to allow home occupations and businesses within existing residential structures. The State has recognized the value of such allowances by providing family daycare providers [12 or fewer children RCW 74.15.020(f)] to be established all residential and commercial zones. Home occupations may be regulated to ensure the goals and policies of the governing jurisdiction and land use requirements are met.

Farmworker Housing

Grant County has a shortage of housing for its farmworker population. This housing shortage is not a new condition, but it has grown to crisis proportions in recent years. The shortage has led to overcrowding, which leads to premature deterioration of existing housing and neighborhoods. This deterioration effectively reduces the number of housing units available for low-income families, including large numbers of farmworkers. Overcrowding and blighting also erodes neighborhood vitality. Neighborhood integrity, the tax base and community social systems decline with overcrowding. In rural areas with inadequate water and sewer systems, overcrowding results in health problems and environmental pollution. In the past, squatter developments and poorly regulated camps have

CHAPTER 7...

resulted in outbreaks of disease. Other known consequences of overcrowding can become evident in social problems such as poor school performance, alcoholism, deviant behavior patterns, and family break ups.

The lack of affordable housing may also hurt the local agricultural industry by pushing farmworkers to neighboring agricultural counties that offer better affordable housing options. Okanogan County, for example, has 2,797 designated farmworker housing units for an estimated 9,549 farmworkers (*Yakima County Comprehensive Plan, May 1997*). Grant County may have nearly twice the number of farmworkers with less designated farmworker housing units.

County housing policies must actively address the farmworker housing shortage. An appropriate role for the County would be to facilitate opportunities for affordable housing, both seasonal and permanent. Building partnerships with nonprofit groups, private financial lenders, and securing funds and technical assistance from DCTED's Housing Resource Team are positive steps toward providing affordable housing. Working with the State at the legislative level will also be crucial to relieving the farmworker-housing crisis.

Housing Type and Mix

After a decade of population growth averaging 1.3 percent during the 1980's, the growth rate for Grant County has exceeded three percent for the last four years. Grant County's net population increase poses a challenge, and population forecasts by the cities, the County, and the State's Office of Financial Management (OFM) anticipate additional growth over the coming decades. Much of the new growth is among the Hispanic segment of the population, which is estimated to reach approximately 16,000 by the year 2000. Furthermore, the continued growth of low-income households has placed a great demand on the housing industry to provide low to moderate income housing throughout the County. Likewise, Grant County is faced with meeting the housing needs of its special

populations such as the developmentally and physically challenged.

The demands call for County housing policies that support choice and flexibility in housing types, density, and location. This in turn will allow the real estate and development communities to be responsive to the changing needs of the housing continuum. The County's special needs policies should encourage financial and regulatory flexibility that allow creative housing options (e.g. accessory unit construction, single room occupancy, clustering, manufactured housing) and siting of institutions. Furthermore, County policies must support codes, ordinances, and site plans that encourage development of special needs housing, and public/private investment in these projects.

Housing Density

Most of the cities within Grant County are planning for phased growth. Phased growth means that development will occur in stages, with the first phase occurring within designated Urban Growth Areas (UGAs) that are already served by public water and/or sewer. The second phase of growth will occur in the outlying areas of the designated UGAs where services do not presently exist but are eventually planned. As part of phased growth development, housing density in the UGAs would be reflected through policies that support infill development, higher density zoning, and smaller lot sizes.

Rural area housing densities are lower than UGA densities. There are four rural land designations: Rural Residential, Rural Remote, Urban Reserve, and Agricultural Transition. Although densities vary by category, the Urban Reserve areas will have the most opportunity for higher density in the future. Density in the Urban Reserve areas will increase over time by cluster development and infill policies until such point where these areas can be served by local public services and facilities.

Housing Finance

Nonprofit and private finance sectors, as well as

the County, play an important role in housing finance. A healthy and complete housing finance system joins all three sectors in a manner that most appropriately reflects public purpose, capital requirements, costs, interest rates and other influences on the financial markets. Grant County policies should encourage partnerships among all three of these sectors. When beneficial to do so, Grant County should consider “lead agency” status in order to leverage state and federal housing funds.

At the local level, the County could strengthen its alliance with the Grant County Housing Authority and the Grant County Community Action Agency, both of which are nonprofit housing providers. At the state level, Grant County could strengthen ties with the Housing Finance Unit (HFU) of the Department of Community, Trade and Economic Development. The HFU administers funds for several state and federal housing programs. Also, on the state level, is the Washington Housing Finance Commission which administers funds for a number of housing programs aimed at low-income households, special need populations and first-time home buyers.

Manufactured/Mobile Housing

Mobile homes are defined as single-family residences transportable in one or more sections that are eight feet or more in width and thirty-two feet or more in length, built on a permanent chassis, designed to be used as a permanent dwelling and constructed before June 15, 1976. Manufactured housing, in contrast, is more durable and less mobile in nature, and are constructed after June 15, 1976 and in accordance with the U.S. Department of Housing and Urban Development (HUD) requirements for manufactured housing.

Deteriorating conditions often plague aging mobile homes, which are often occupied by low-income owners and renters. Health and safety hazards include neglected gas and electricity hook-ups, faulty plumbing, and inadequate weatherization. State housing funds cannot be used to rehabilitate mobile homes built before

June 15, 1976. Furthermore, relocation of mobile home occupants is difficult when the County has very little affordable housing to offer as a substitute.

Rehabilitation of Housing Stock in Unincorporated Areas

In some areas of the County, residences have been built without the appropriate infrastructure to support them. Consequently, there are pockets of substandard housing characterized by overcrowding, unsanitary conditions caused by inadequate sewer disposal and water supply systems. These areas may offer an opportunity to rehabilitate existing housing stock. The County could seek grant funding available for rehabilitation of substandard housing and infrastructure improvements.

EXISTING CONDITIONS

Housing Tenure

The number and types of households in a community can partially indicate the housing needs of that community. A household includes all people living in one housing unit, whether or not they are related. A single person renting an apartment is a household, as is a family living in a single-family house.

The information presented in Table 7-1 identifies the total number of dwelling units, occupied and vacant, in 1990. Out of the total 22,807 housing units in the county in 1990, 87 percent were owner- and renter-occupied, and 13 percent of the units were vacant (See Figure 7-1). The vacancy rate for housing units located within incorporated limits of the cities was slightly lower (10%) in 1990 (See Figure 7-2). A total of 3,064 housing units were vacant in 1990. Of these, 1,332 vacancies (43%) were mobile homes or trailers.

Table 7-3 identifies the various reasons for vacancies, including housing units for rent, sale, for migrant workers, and others. Also presented in Table 7-3 is an estimate of the number of

CHAPTER 7...

housing units that were available for occupancy in 1990. Counting only those vacant houses classified as “For Rent”, “For Sale”, and “Other”, a total of 1,566 housing units were available for occupancy in 1990. Of those, 932 vacancies (60%) are within incorporated city limits and 634 (40%) are in unincorporated areas of Grant County.

Housing Type

There are three basic types of housing in the county: single-family (stick-built), multi-family (apartments, duplexes), and manufactured/mobile homes. Table 7-2 shows the composition of housing types in the county in 1990 and 1998. The housing stock, both within the incorporated cities and in unincorporated Grant County, consists predominantly of single-family homes, both site-built and mobile homes. Multi-family units are primarily located within the incorporated cities and their associated UGAs.

In 1990, there were 22,807 housing units in the county. Sixty percent of these units or 13,690 were single-family detached units. Another 28 percent or 6,456 housing units were mobile homes or trailers. Of the combined total 20,146 single-family and mobile home units, 12,755 (63%) were owner-occupied. Of the 6,988 rental housing units identified in the census in 1990, 61 percent or 4,268 were single-family homes. There were 1,375 multifamily rental units and 1,345 rental mobile homes. Of the 12,755 owner-occupied housing units in 1990, 3,598 (28%) were mobile homes or trailers.

Between 1990 and 1998, a total of 6,319 houses were built, of which 2,332 (37%) were built within incorporated city limits and 3,987 (63%) were built in unincorporated Grant County (See Table 7-4). Of the total 29,126 housing units in 1998, 25,965 (89%) were single-family or mobile home and 3,161 (11%) were multi-family units. Perhaps the greatest change since 1990 is the increase in the number of mobile homes, especially in the unincorporated portion of the county. In 1990, there were 4,665 mobile homes in unincorporated Grant County; in 1998 there

are 7,843, an increase of 68%. Of the 6,319 new houses since 1990, fifty percent are mobile homes or trailers. Mobile homes and trailers now make up 37% of all housing units in Grant County (See Figures 7-3 and 7-4).

Mobile home sales have been strong in Grant County for many years. Mobile homes are a far more affordable form of housing than stick-built housing. The average sales price for a mobile home in 1993 was \$12,228 (*Draft Housing Needs Assessment & Strategies for Grant County*. Tom Phillips & Associates, July 1994.) That average sales price is low, primarily due to the large number of older, deteriorated mobile homes being sold. Of the 393 mobile homes sold in 1993, 72% were built prior to 1879 (Tom Phillips & Associates).

According to Grant County Assessor records, a total of 375 mobile homes were sold in Grant County between 1950 and 1990. Since 1990, 4,198 mobile homes have been added to the housing market.

Mobile and manufactured homes cost substantially less to build than conventional site-built homes. According to the Washington Manufactured Housing Association, the average price of a new multi-section manufactured home is about \$40,000. Today’s manufactured homes are built to HUD code standards and are more attractive, safe, and durable than earlier models. They provide affordable, high-quality housing to low- and moderate-income buyers.

Population and Available Vacant Housing

Presented in Table 7-5 is population data for Grant County as a whole, the unincorporated portion of the county, and each of the cities and towns. Data is provided for 1990 and 1998. Also provided are the number of vacant dwelling units considered available for occupancy in both 1990 and 1998. Since 1990, a total of 6,319 houses have been built. The total number of vacant and available for occupancy housing units has also increased. A total of 1,566 units were available for occupancy in 1990; 2,622 units are available in 1998

Table 7-1
Housing Units by Tenure

Jurisdiction	1990 ¹				1998 ²	Change	
	Owner Occupied	Rented	Vacant	Total	Total	%	Total
Coulee City	174	76	61	311	331	6.4	20
Coulee Dam ³	0	1	0	1	1	0.0	0
Electric City	290	65	55	410	422	2.9	12
Ephrata	1,445	697	208	2,350	2,661	13.2	311
George	57	51	11	119	192	61.3	73
Grand Coulee	266	185	117	568	576	1.4	8
Hartline	59	9	24	92	88	-4.3	-4
Krupp	18	4	4	26	28	7.7	2
Mattawa	109	135	22	266	505	89.8	239
Moses Lake	2,699	1,615	321	4,635	5,796	25.0	1,161
Quincy	759	533	70	1,362	1,499	10.1	137
Royal City	168	147	12	327	401	22.6	74
Soap Lake	335	260	218	813	883	8.6	70
Warden	263	235	45	543	756	39.2	213
Wilson Creek	57	19	20	96	108	12.5	12
Subtotal Cities	6,697	4,032	1,188	11,919	14,247	19.5	2,328
Unincorporated County	6,056	2,956	1,876	10,888	14,879	36.7	3,991
Grant County	12,755	6,988	3,064	22,807	29,126	28.1	6,319

¹ 1990 U.S. Census Data

² "Housing Units by Structure Type for Cities, Towns, and Counties April 1, 1998," OFM.

³ Includes that part of Coulee Dam within Grant County.

Table 7-2
Housing Units by Type¹

Jurisdiction	1990				1998			
	Single Family	Multi Family	Mobile Home	Total	Single Family	Multi Family	Mobile Home	Total
Coulee City	218	38	55	311	230	32	69	331
Coulee Dam ²	0	1	0	1	1	0	0	1
Electric City	319	25	66	410	326	25	71	422
Ephrata	1,740	424	186	2,350	1,873	442	346	2,661
George	51	12	56	119	51	12	129	192
Grand Coulee	307	109	152	568	305	130	141	576
Hartline	75	2	15	92	74	2	12	88
Krupp	24	0	2	26	24	0	4	28
Mattawa	93	7	166	266	113	27	365	505
Moses Lake	3,333	872	430	4,635	3,940	1,148	708	5,796
Quincy	809	296	257	1,362	868	342	289	1,499
Royal City	141	64	122	327	118	100	183	401
Soap Lake	412	245	156	813	456	244	183	883
Warden	315	120	108	543	329	141	286	756
Wilson Creek	75	1	20	96	83	0	25	108
Subtotal Cities	7,912	2,216	1,791	11,919	8,791	2,645	2,811	14,247
Unincorporated County	5,778	445	4,665	10,888	6,520	516	7,843	14,879
Grant County	13,690	2,661	6,456	22,807	15,311	3,161	10,654	29,126

¹ "Housing Units by Structure Type for Cities, Towns, and Counties April 1, 1998," Office of Financial Management.

² Includes that part of Coulee Dam within Grant County.

CHAPTER 7...

**Table 7-3
Housing Vacancy Status¹ - 1990**

<i>Jurisdiction</i>	<i>For Rent</i>	<i>For Sale</i>	<i>Rented or Sold³</i>	<i>Seasonal⁴</i>	<i>For Migrant Workers</i>	<i>Other</i>	<i>Total</i>	<i>Available for Occupancy 1990⁵</i>
Coulee City	19	3	10	13	0	16	61	38
Coulee Dam ²	0	0	0	0	0	0	0	0
Electric City	13	15	4	5	0	18	55	46
Ephrata	73	53	23	6	0	53	208	179
George	3	0	0	4	0	4	11	7
Grand Coulee	34	13	11	3	0	56	117	103
Hartline	0	2	2	9	0	11	24	13
Krupp	0	1	3	0	0	0	4	1
Mattawa	7	0	0	5	2	8	22	15
Moses Lake	133	75	37	13	0	63	321	271
Quincy	32	14	5	3	4	12	70	58
Royal City	3	2	2	3	1	1	12	6
Soap Lake	95	8	8	60	0	46	217	149
Warden	23	6	3	6	1	6	45	35
Wilson Creek	1	4	3	4	0	6	18	11
Subtotal Cities	436	196	111	134	8	300	1,185	932
Unincorporated County	226	93	59	1,052	54	315	1,799	634
Grant County	662	289	170	1,186	62	615	2,984	1,566

¹ 1990 U.S. Census Data

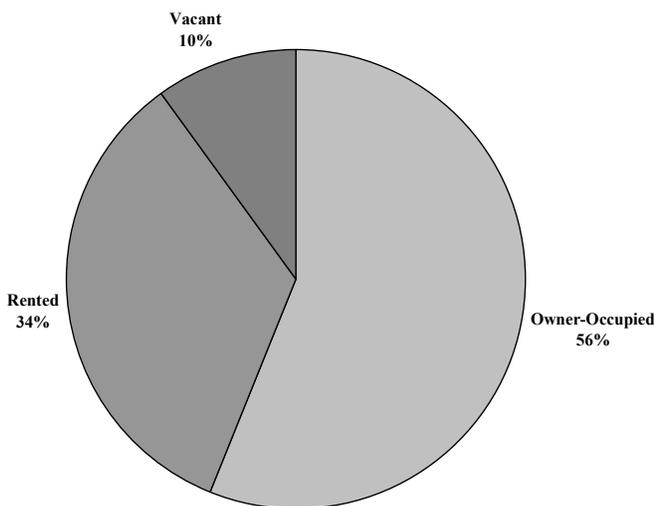
² Includes that part of Coulee Dam within Grant County.

³ Rented or sold, not yet occupied.

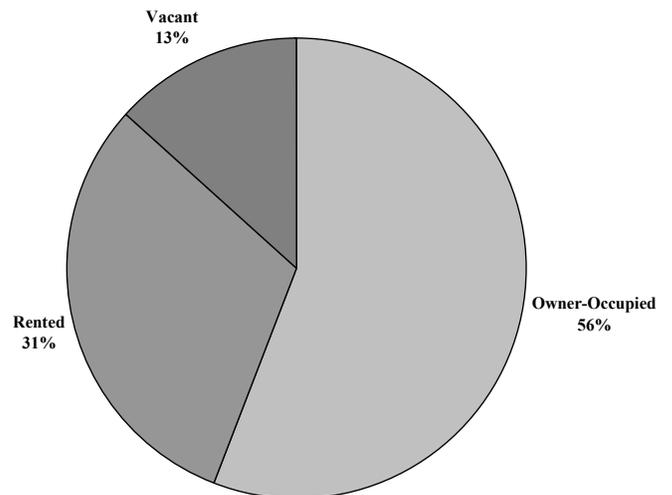
⁴ Seasonal, recreational, or occasional use.

⁵ Includes only those vacant houses classified as "For Rent", "For Sale", and "Other".

**Figure 7-1
Housing Units by Tenure - Incorporated Cities (1990)**



**Figure 7-2
Housing Units by Tenure - Grant County (1990)**



Value and Cost of Housing

For most areas, housing costs are the primary driver of an area’s cost-of-living. The value of owner-occupied housing, based on data from the 1990 U.S. Census, is presented in Table 7-4 and Figure 7-5. According to the 1990 Census, the median value of owner-occupied housing was \$51,600. The median cost has increased significantly since 1990. Yet, compared to other areas, Grant County’s housing costs are significantly lower. According to the most recent sales, Grant County’s median price for owner-occupied house was \$98,500, thirty-eight percent lower than the state median (Table 7-7). This represents an increase of 91% since 1990.

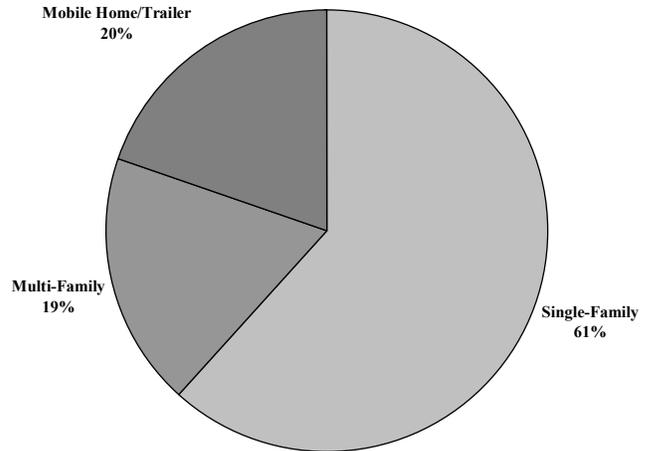
**Table 7-4
Value of Owner-Occupied Housing - 1990**

<i>Reported Value</i>	<i>No. of Units</i>	<i>% of Total</i>
< \$15,000	164	2.22%
\$15,000 - \$29,999	747	10.10%
\$30,000 - \$44,999	2,077	28.08%
\$45,000 - \$59,999	1,480	20.01%
\$60,000 - \$74,999	1,122	15.17%
\$75,000 - \$99,999	1,027	13.89%
\$100,000 - \$149,999	582	7.87%
\$150,000 - \$199,999	140	1.89%
\$200,000 - \$249,999	33	0.45%
\$250,000 - \$299,999	14	0.19%
\$300,000 - \$399,999	7	0.09%
\$400,000 - \$499,999	1	0.01%
> \$500,000	2	0.03%
Total	7,396	100.00%

Source: 1990 U.S. Census

Rent levels also have shifted dramatically over the last two decades. In 1980 most (28%) rents were in the \$150 to \$199 per month range. By 1990, the range had “creeped” upward and was spread across a larger range (See Table 7-6 and Figure 7-6). The most frequent rent range in 1990 was \$250 to \$299. The median rent in 1990 was \$244. According to the most recent figures available, rent levels have continued to increase. Based on an extensive survey of 2-bedroom units conducted in 1993, the average rent was about \$408, increased from \$293 in 1990, which represents an increase of 39%.

**Figure 7-3
Housing Units by Type - Incorporated Cities (1998)**



**Figure 7-4
Housing Units by Type - Grant County (1998)**

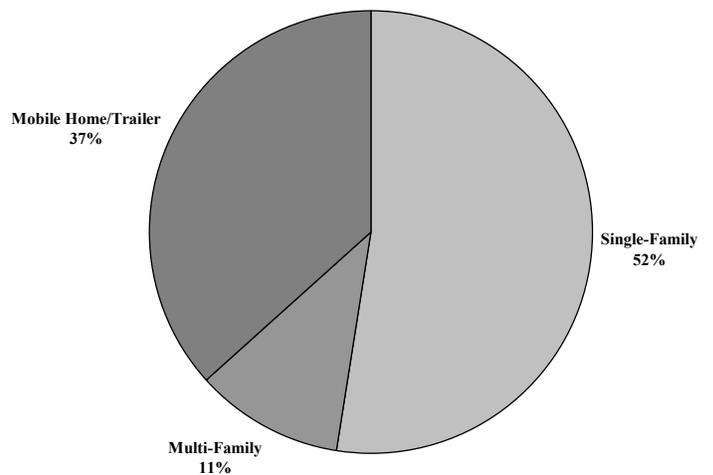


Table 7-5
Available Vacant Dwelling Units in Grant County – 1998

Jurisdiction	Population ¹			Dwelling Units (1990 – 1998)				
	1990	1998	Increase	Total Needed ²	Built 1990 – 1998		Available for Occupancy	
					Total ³	Available ⁴	1990 ⁵	1998 ⁶
<i>Incorporated City:</i>								
Coulee City	568	630	62	24	20	20	38	34
Coulee Dam ⁷	3	3	0	0	0	0	0	0
Electric City	910	975	65	25	12	12	46	33
Ephrata	5,349	6,065	716	276	311	308	179	211
George	324	465	141	54	73	72	7	25
Grand Coulee	984	1,215	231	89	8	8	103	22
Hartline	176	185	9	3	0	0	13	10
Krupp	53	51	-2	0	2	2	1	3
Mattawa	941	1,820	879	339	239	236	15	0
Moses Lake	11,235	13,710	2,475	956	1,161	1,148	271	463
Quincy	3,734	4,090	356	137	137	135	58	56
Royal City	1,104	1,580	476	184	74	73	6	0
Soap Lake	1,203	1,370	167	64	70	69	149	154
Warden	1,639	2,280	641	247	213	211	35	0
Wilson Creek	169	221	52	20	12	12	11	3
<i>Subtotal Cities</i>	28,392	34,660	6,268	2,418	2,332	2,306	932	1,014
<i>Unincorporated County</i>	26,403	34,740	8,337	2,845	3,987	3,600	634	1,195
<i>Grant County</i> ⁸	54,795	69,400	14,605	5,263	6,319	5,906	1,566	2,209

¹ See Chapter 5 – Land Use Plan.

² Total number of dwelling units needed to accommodate population growth based on average number of persons per household as reported by 1990 U.S. Census of Population and Housing of 2.59 for average of all cities in Grant County and 2.93 for unincorporated Grant County.

³ “Change in Population, Housing Units, and Land Area for Cities/Towns, April 1, 1990 to April 1, 1998,” Washington State Office of Financial Management (See Table 7-2).

⁴ Includes housing units for seasonal, recreational, or occasional use. Percentage of housing units built and considered available for occupancy estimated at 98.9% for cities and 92.3% for unincorporated county. Assumes same ratio of homes available for occupancy to total homes as reported in 1990 U.S. Census. See Table 7-3.

⁵ See Table 7-3.

⁶ Total number of dwelling units vacant in 1990 less the difference between the total number of units needed and units built and available for occupancy between 1990 and 1998.

⁷ Includes that part of Coulee Dam within Grant County.

⁸ Official Growth Management Population Projections, High Series: 1990-2020, Washington State OFM, December 29, 1995.

Figure 7-5
Value of Owner-Occupied Housing - 1990

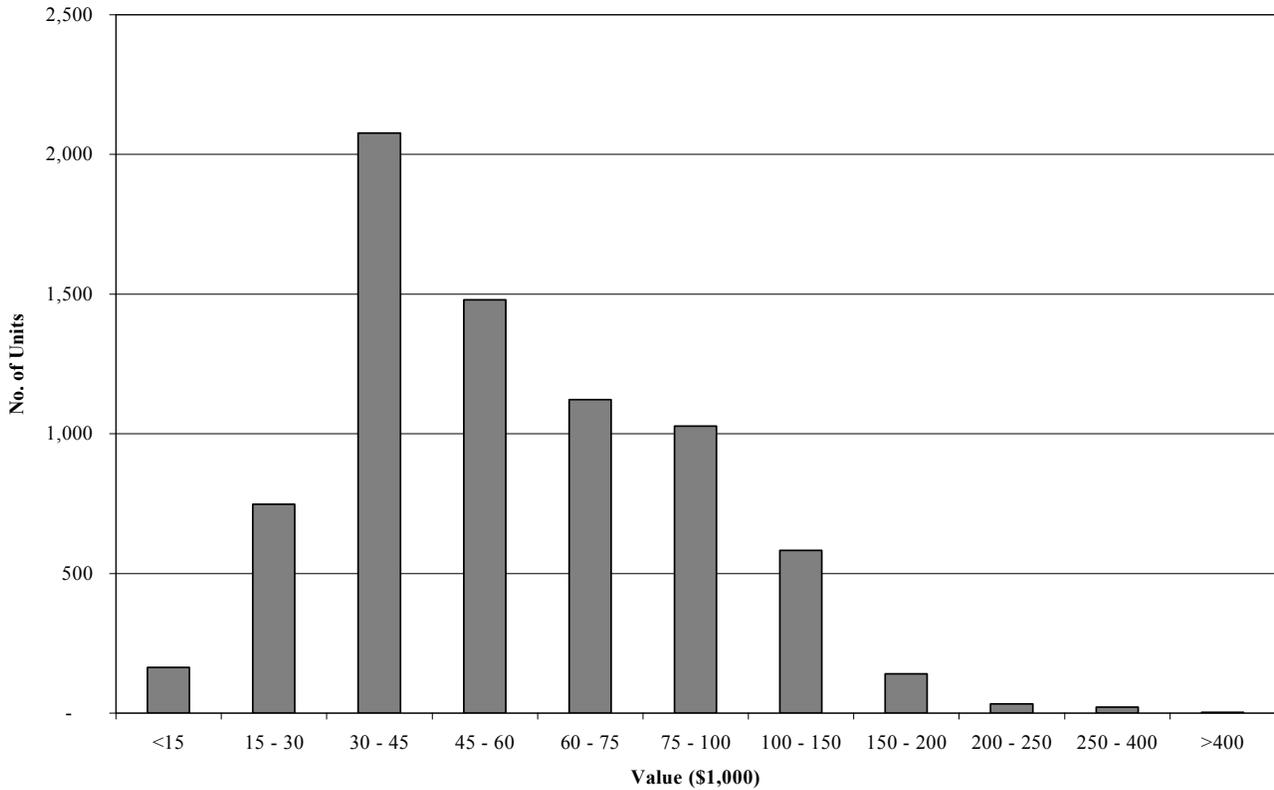


Table 7-6
Contract Rent- 1990

<i>Reported Cash Rent</i>	<i>No. of Units</i>	<i>% of Total</i>
< \$100	357	5.94%
\$100 - \$149	687	11.43%
\$150 - \$199	1,018	16.94%
\$200 - \$249	1,074	17.87%
\$250 - \$299	1,198	19.93%
\$300 - \$349	818	13.61%
\$350 - \$399	471	7.84%
\$400 - \$449	187	3.11%
\$450 - \$499	71	1.18%
\$500 - \$549	49	0.82%
\$550 - \$599	24	0.40%
\$600 - \$699	36	0.60%
\$700 - \$999	20	0.33%
> \$1,000	1	0.02%
Total	6,011	100.00%

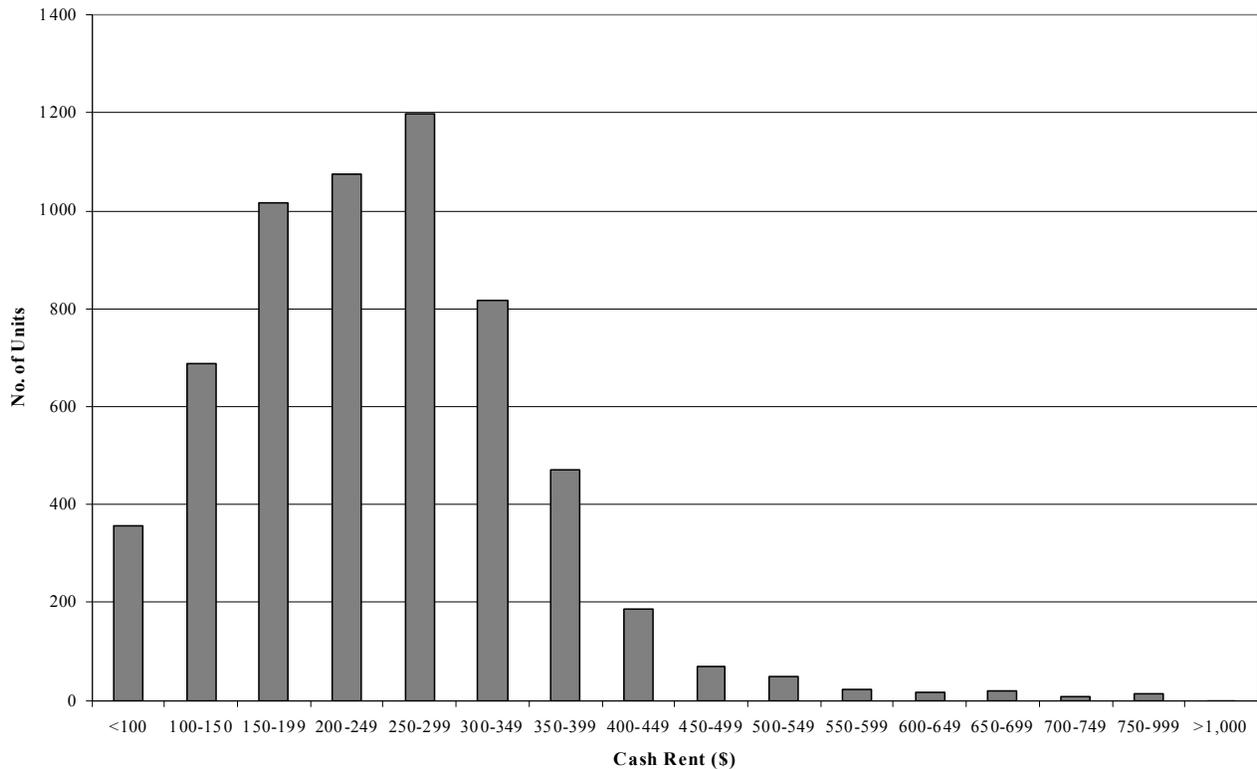
Source: 1990 U.S. Census

The price of housing compared to household income determines the ability of residents to secure adequate housing. Table 7-8 provides median incomes for Grant County and each of its cities in 1989. Median income is defined as the mid-point of all of the reported incomes; that is, half the households had higher incomes and half had lower incomes than the mid-point. In 1989, the median household income in Grant County was \$22,372. In 1998, the median income has increased to \$30,377, an increase of nearly 36 percent, but about \$14,000 lower than the statewide mean. In 1989, Grant County's rate of residents living in poverty was more than double that of the statewide average. Median incomes and poverty levels for Grant County and other selected counties are presented in Table 7-11.

Table 7-7
Median Price Housing in Selected Counties, 1995-98

<i>County</i>	<i>1995</i>	<i>1996</i>	<i>1997</i>	<i>1998: Q2</i>
Grant	\$90,400	\$93,600	\$104,100	\$98,500
Adams	\$90,400	\$93,600	\$104,100	\$98,500
Benton	\$100,900	\$101,300	\$103,100	\$105,500
Chelan	\$118,400	\$122,900	\$126,800	\$140,600
Douglas	\$118,400	\$122,900	\$126,800	\$140,600
Ferry	\$86,800	\$81,500	\$92,500	\$110,500
Franklin	\$100,900	\$101,300	\$103,100	\$105,500
Kittitas	NA	\$90,800	\$89,500	\$99,300
Spokane	\$98,400	\$101,200	\$102,700	\$103,600
Walla Walla	\$94,000	\$92,000	\$93,500	\$97,000
Whitman	\$117,900	\$117,300	\$122,300	\$124,000
Yakima	\$94,000	\$98,200	\$102,900	\$104,800
Statewide	\$136,600	\$142,200	\$150,600	\$158,900

Figure 7-6
Contract Rent - 1990



Source: Washington Center for Real Estate Research, Pullman.

HUD defines housing cost burden as the extent to which gross housing costs, including utility costs, exceed 30 percent of gross income, based on data published by the U.S. Census Bureau. This is the threshold at which the cost of housing typically becomes a burden for most families. At this point, the money available for other necessary expenses such as food and medical care is reduced. Such households are often termed "Households in Need of Assistance."

Table 7-9 shows the amount of homeowner costs Grant County homeowners paid as a percentage of monthly household income. In 1989, the majority of homeowners paid less than 30 percent of their monthly income toward their gross housing costs, including mortgage, taxes, insurance, and utility costs. However, 885 homeowners, 12% of all owners, paid more than 30 percent of household income on housing costs.

Since 1990, the median household income has increased in Grant County by nearly 36% to \$30,377. However, the median value of owner-occupied housing has increased by 91% (from \$51,600 to \$98,500) over the same time period. Clearly, the price of home ownership has outpaced the increase in household income since 1990. Therefore, one would expect that the percentage of homeowners in 1998 that experience a housing cost burden to be greater than that reported in the 1990 U.S. Census.

Table 7-10 shows the amount of rent Grant County homeowners paid as a percentage of monthly household income. In 1989, the majority, 4,135 renters, or 68.3% of all renters paid less than 30 percent of their monthly income toward rent. However, 1,992 renters, 31.7% of all renters, paid more than 30 percent of household income on housing costs. As a group, renters in Grant County devote a larger percentage of their household income to housing cost than do homeowners. In fact, almost three times as many renters devote more than 30% of their monthly income to housing costs than do homeowners.

The median of monthly homeowner costs expressed as a percentage of household income

was 16.9% in 1989. The median of monthly rents expressed as a percentage of household income was 22.3% in 1989.

Table 7-8
Median Household Income

<i>Jurisdiction</i>	<i>1989¹</i>	<i>1998²</i>	<i>% Change</i>
Coulee City	\$18,187		
Electric City	\$27,679		
Ephrata	\$24,648		
George	\$20,074		
Grand Coulee	\$16,542		
Hartline	\$32,500		
Krupp	\$15,833		
Mattawa	\$18,177		
Moses Lake	\$23,258		
Quincy	\$18,626		
Royal City	\$19,083		
Soap Lake	\$13,536		
Warden	\$21,111		
Wilson Creek	\$20,234		
Average Cities	\$20,678		
Grant County	\$22,372	\$30,377	35.8

¹ 1990 U.S. Census Data

² Washington State OFM, Forecasting Division

Table 7-9
Monthly Homeowner Costs as a Percent of Household Income - 1989

<i>Homeowner Costs/ Monthly Income (%)</i>	<i>No. of Homeowners</i>	<i>% of Total</i>
< 20%	5,243	71.1
20 - 24	834	11.3
25 - 29	411	5.6
30 - 34	246	3.3
> 35	639	8.7
Total	7,373	100.0

¹ 1990 U.S. Census Data

Table 7-10
Monthly Contract Rent as a Percent of Household Income - 1989

<i>Contract Rent/ Monthly Income (%)</i>	<i>No. of Homeowners</i>	<i>% of Total</i>
< 20%	2,642	43.6
20 - 24	824	13.6
25 - 29	669	11.0
30 - 34	498	8.2
> 35	1,424	23.5
Total	6,057	100.0

1990 U.S. Census Data

Table 7-11
Median Income and Percent in Poverty, Selected Counties, 1989, 1994 & 1998

County	Median Household Income			Percent living in Poverty, 1989			
	1989	1994	1998	All Ages	Children under 18	Persons 65+ years	Percent of Families
Grant	\$22,372	\$28,847	\$30,377	19.6%	25.6%	15.1%	16.0%
Adams	\$24,604	\$29,613	\$30,979	17.5%	22.5%	10.2%	14.9%
Benton	\$32,593	\$43,029	\$44,261	11.1%	14.4%	9.1%	8.9%
Chelan	\$24,312	\$29,653	\$33,479	15.3%	20.1%	11.7%	10.5%
Douglas	\$27,054	\$32,317	\$37,027	12.2%	16.3%	9.3%	9.3%
Ferry	\$25,170	\$30,253	\$28,499	23.7%	27.5%	21.3%	17.5%
Franklin	\$24,604	\$31,643	\$31,875	23.0%	30.4%	11.4%	18.4%
Kittitas	\$30,489	\$24,415	\$39,742	20.2%	17.6%	12.1%	11.4%
Spokane	\$25,769	\$32,083	\$35,737	13.7%	16.2%	10.9%	9.8%
Walla Walla	\$24,414	\$29,933	\$33,332	16.0%	20.9%	9.9%	11.3%
Whitman	\$21,674	\$26,333	\$30,208	24.2%	15.0%	7.9%	9.4%
Yakima	\$23,612	\$27,897	\$30,658	20.2%	28.2%	14.6%	15.6%
Statewide	\$31,183	\$37,166	\$44,134	10.9%	12.8%	9.1%	7.8%

Sources: U.S. Department of Commerce, Bureau of the Census; Washington State Office of Financial Management.

Condition of Housing Stock

Most of the existing housing stock was built 20 to 50 years ago (See Table 7-12 and Figure 7-9). The majority of the older houses – built between 1940 and 1955 – are modest in size and were not built well originally. Therefore, if they are not well maintained, they could be in need of substantial repair work. These homes are an asset that needs to be maintained and there is only a minimal amount of funds available from the Farm Home Administration to repair homes of lower income families. In addition, there is a large stock of standard mobile homes in the County. About one-half of the existing 6,300 units were built more than 15 years ago and some more than 25 years ago. These older mobile homes are now obsolete, yet they continue to provide the only source of housing for at least 7,000 people in Grant County, nearly 10% of the population.

More than half of the housing units in Grant County in 1990 was served by a public or private sanitary sewer system (See Table 7-13 and Figure 7-7). Over 70% received water from a public or private water system (See Table 7-14 and Figure 7-7).

Table 7-12
Age of Housing

Age (Years)	No. of Units	% of Total
< 8	6,319	21.7%
8 - 9	430	1.5%
10 - 13	1,727	5.9%
14 - 18	2,387	8.2%
19 - 28	5,692	19.5%
29 - 38	3,374	11.6%
39 - 48	5,825	20.0%
49 - 58	2,009	6.9%
> 59	1,363	4.7%
Total	29,126	100.0%

Source: 1990 U.S. Census

The 1990 U.S. Census surveyed housing conditions within the county. The survey noted several indicators of substandard housing, including lack of complete plumbing facilities, complete kitchen facilities, and a heating source. These indicators are shown in Table 7-15.

Table 7-13
Domestic Sewage Disposal - 1990

Disposal Means	No. of Units	% of Total
Public/Private System	13,051	57.2%
Individual System	9,501	41.7%
Other	257	1.1%
Total	22,809	100.0%

Source: 1990 U.S. Census

Figure 7-7
Domestic Sewage Disposal - 1990

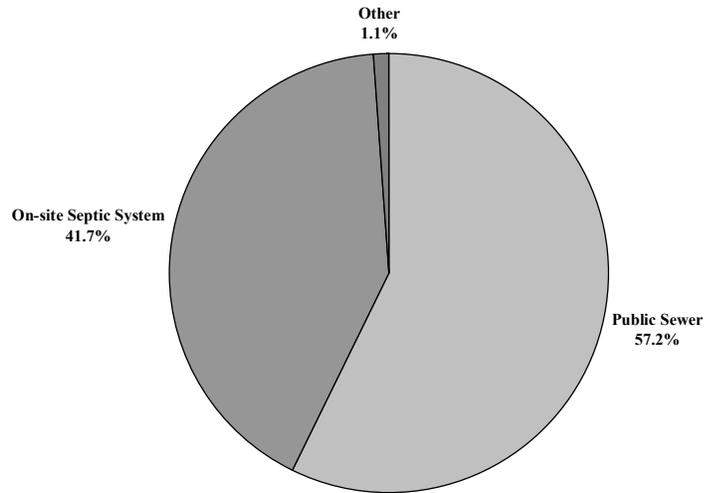


Table 7-14
Domestic Water Supply - 1990

Source	No. of Units	% of Total
Public/Private System	16,219	71.1%
Individual Well	6,557	28.7%
Other	33	0.1%
Total	22,809	100.0%

Source: 1990 U.S. Census

Figure 7-8
Domestic Water Supply - 1990

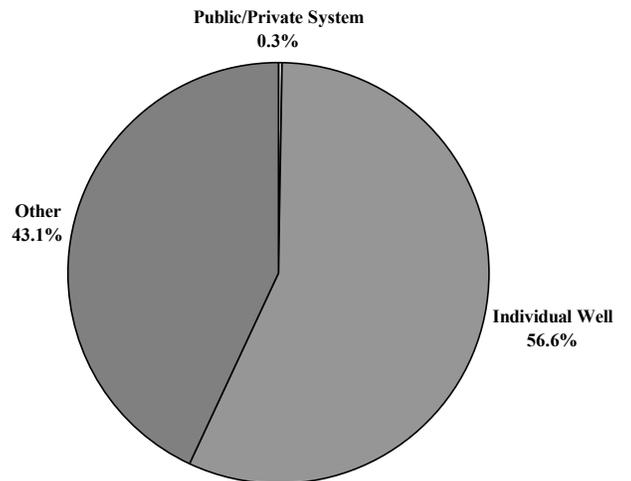
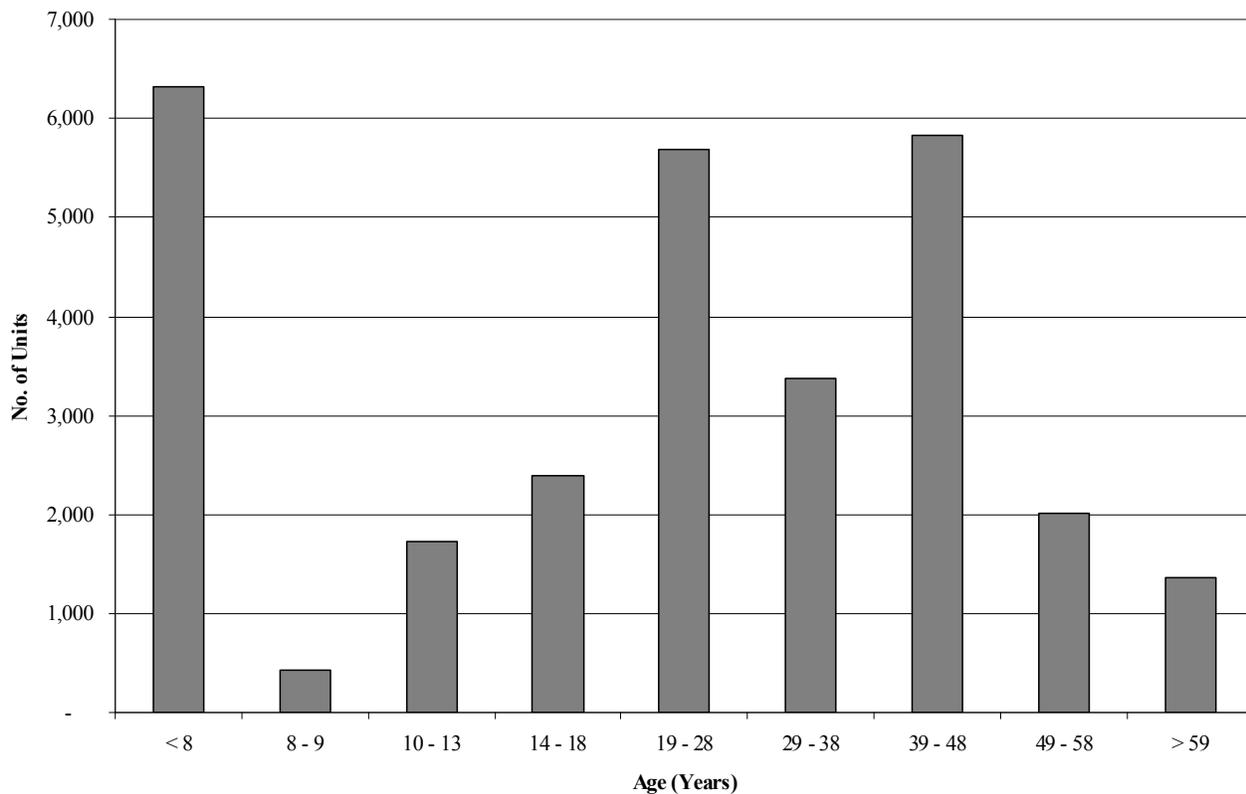


Table 7-15
Indicators of Substandard Housing - 1990

Indicator	No. of Units	% of Total
Lack Complete Plumbing	206	0.9%
Lack Complete Kitchen	227	1.0%
Lack Heating Source	61	0.3%
Lack Telephone	1,785	7.8%

Source: 1990 U.S. Census

*Figure 7-9
Age of Housing*



Housing Rehabilitation

The 1994 Housing Needs Assessment conducted by the county concluded that much of the housing stock is in need of rehabilitation, especially in the low-income sector. In many cases, rehabilitation of existing houses is the most cost-effective way to increase and preserve the number of affordable housing units. However, repairing roofs, walls, and foundations are some of the most costly home repairs. Although expensive, correcting these deficiencies provides a multitude of benefits. For example, insurance companies may be more inclined to issue homeowners' policies for homes in good repair than to those in need of substantial repair. Fire insurance premiums may be higher in substandard housing. Deteriorated housing can also result in high heating bills, which presents an added economic hardship to the occupant.

Rehabilitation and weatherization programs are important means to maintain the county's older housing stock. A number of rehabilitation

programs are available for which low- and moderate-income residents are eligible. The following is a sample of the state, federal, and local rehabilitation programs available to county residents:

Housing Preservation Grant Program. Funded by USDA, Rural Development (RD). Non-profit organizations are eligible to apply for grants to rehabilitate housing of very low and low-income households.

Home Investment In Affordable Housing Program. Funded by the Department of Housing and Urban Development (HUD). Funds are disbursed by the Washington State Department of Community, Trade and Economic Development (DCTED). Cities and counties are eligible to apply for rehabilitation programs on behalf of low- and moderate-income homeowners and renters.

Community Development Block Grant. Funded by HUD. Funds disbursed by DCTED. Cities and counties are eligible to apply for

rehabilitation programs on behalf of low- and moderate-income persons.

Home Improvement Loans and Repair Loans and Grants. Funded by USDA, Rural Development (RD). Individuals are eligible homeowners with very low incomes.

Habitat for Humanity. Encourages participation of homeowner and volunteers in rehabilitating and constructing housing.

Housing Improvement Program. Funded by the Bureau of Indian Affairs. Eligible applicants are Native American homeowners.

Weatherization Grants. Weatherization grants may be used for rehabilitation projects that increase protection of the house from weather. The following programs are available:

- Energy Matchmakers Program: Funded by Washington State Capital Budget and disbursed by DCTED. Eligible applicants are cities; eligible beneficiaries are lower income renters and homeowners.
- Indian Housing Program: Comprehensive Improvement Assistance Program, funded by HUD. Housing Authorities are eligible applicants; Native American occupants of assisted housing are beneficiaries.
- Weatherization Program: Funded by the U.S. Department of Energy and U.S. Department of Health and Human Services; administered by DCTED. Individuals are eligible applicants; eligible beneficiaries are low-income renters and homeowners.
- Weatherization Program: Funded by Bonneville Power Administration; disbursed by DCTED. Eligible applicants are low-income homeowners who have electrically-heated homes.

Public Housing Assistance

As of 1994, there were 1,100 units of assisted housing in Grant County. This represented about 16% of all rental units in 1994. The construction

of these units was subsidized in some way by the Federal government. The tenants living in these units have their rents subsidized so that they only pay 30% of their income for housing. Thus living in assisted units takes families out of the category of a household in need of assistance.

Of the 1,100 units in 1994, there were 824 family units, 180 units for the elderly, and 96 units for farmworker families. These units are subsidized either by the USDA Rural Development or HUD (1994, Tom Phillips & Associates).

There is a substantial waiting list for assisted housing units. The Grant County Housing Authority administers several assisted housing programs. The Grant County Housing Authority manages 731 affordable housing units and a rehabilitation program on the Larson Base. The Housing Authority is also a leader in building quality affordable single-family housing units designed to sell well below the median sales price. (1994, Tom Phillips & Associates).

The Grant County Community Action Council began developing housing in 1989 with the renovation of 8 units in Quincy. In 1990, they created 12 units for transitional housing for the homeless in Moses Lake. In 1992, they renovated another 19 units in Ephrata. In 1994, they purchased the Basin House in Ephrata and renovated it to create 14 units. The Community Action Council relies on a variety of funding sources to rehabilitate housing units, and has been successful in obtaining funding from the State's Housing Assistance Program (1994, Tom Phillips & Associates).

Special Housing Needs

According to the 1990 U.S. Census, there were 642 persons living in group quarters in 1989 in Grant County. Of those, 308 were institutionalized. Assuming this population sector grew at the same rate as the total population, there are about 813 persons living in group quarters in 1998. By 2018, we can expect about 1,225 persons will require special housing

CHAPTER 7...

needs, about half of which will require institutionalized care.

While this housing sector is not a large one, it is one that has been historically difficult to provide for. Meeting this housing need often relies on federal grant funding and benevolence of charitable or social organizations. Following is a discussion of several of the special housing needs of Grant County.

Elderly and Frail Elderly

Grant County continues to be a retirement destination location. A rise in the proportion of senior households will have an impact on the future housing needs in Grant County. Between 1980 and 1990, the number of persons 65 to 74 grew by a healthy 37 percent, or by 1,179 people. The age group over 75 also grew significantly. As a proportion of the entire population, the percentage of the elderly population increased from 9.8 percent to 12.8 percent during that same 10-year period. By 1997, that figure had risen to 13.4 percent. In 1998, there were 9,300 elderly persons in Grant County.

The elderly are considered a special needs group because of the high correlation between age and disability. Also, many seniors live on a fixed income that makes high housing costs prohibitive. If they own their home they may not be able to afford the cost of increasing property tax, insurance, or maintenance. Also, a fixed income may not permit them to rent a new apartment in a new facility that would provide them with a full range of care services.

“Frail elderly” are elderly that have one or more Limitations to Activities to Daily Living (LADLs) or Instrumental Activities to Daily Living (IADLs). That is, they may need assistance to perform routine activities of daily living.

An ADL (difficulty eating, bathing, toileting, etc. by oneself) is more limiting than an IADL (difficulty using the telephone, getting outside, shopping, doing light housework, etc. by oneself). We assume that elderly persons need supportive housing assistance if they are both

frail and low income since supportive housing assistance offers both services to compensate for frailty and financial assistance to offset low income. Local estimates of the number of frail elderly and their supportive housing needs are not available.

Therefore, national prevalence is used to estimate need in Grant County. Nationally, 14.4 percent of all elderly are frail, 19.1 percent are very low income, and 2.8 percent are frail and low income. Applied to Grant County elderly population, this translates into an estimated 1,339 frail elderly, of which 260 have a supportive housing need.

Table 7-16 provides information on facilities in Grant County that provide care for the elderly. Grant County has a total of 298 licensed nursing home beds and 169 beds in assisted living care centers. Use of these facilities is high. Within the region, there are 50 elderly care beds per 1,000 persons over age 65.

Physically Disabled

Future housing policy decisions must meet the needs of physically challenged persons. The greatest need is among the elderly. These people may need special housing with ramps instead of stairs, elevators for units with two or more stories and modified facilities.

The federal Americans with Disabilities Act (ADA) poses a challenge to providing affordable housing options. The 1990 law requires changes to building and zoning codes to improve access for disabled persons. The codes apply to both new construction and to major rehabilitation. While data from other states shows that it costs less than \$1,000 to provide accommodation in new multi-family housing, it is expensive and not always possible to modify an existing unit. Older units, particularly older multi-family structures, are very expensive to retrofit for disabled occupants because space is rarely available to modify elevator shafts, add ramps, and widen doorways. Much of the existing multi-family housing (traditionally the more affordable housing) cannot be economically modified to meet the needs of disabled residents.

Homeless shelters are finding themselves out of compliance with the ADA and are faced with the need to accommodate this population. In order to

meet ADA standards they are attempting to retrofit old buildings, which is expensive and difficult.

Table 7-16
Elderly Care Facilities

<i>Facility</i>	<i>Location</i>	<i>No. of Spaces</i>	<i>Current Occupancy</i>	<i>Services</i>
<i>Nursing Homes</i>				
Sunrise Care & Rehabilitation Center	Moses Lake	111	73	Physical therapy/hospice care
LakeRidge Special Care Center	Moses Lake	74	72	Alzheimer's care
MapleRidge Manor	Moses Lake	20	16	Alzheimer/Dementia care
McKay Healthcare & Rehabilitation Center	Soap Lake	42	28	Physical therapy/hospice care
Quincy Valley Hospital	Quincy	22	22	Long-term skilled nursing
Columbia Basin Nursing Home	Ephrata	29	29	Long-term skilled nursing
<i>Subtotal</i>		<i>298</i>	<i>240</i>	
<i>Assisted Living Centers</i>				
Bethel House	Moses Lake	4	4	General assisted living
Garden Oasis	Ephrata	37	20	General assisted living
Hearthstone Inn	Moses Lake	92	88	General assisted living
Sunrise Senior Residence	Moses Lake	36	9	General assisted living
<i>Subtotal</i>		<i>169</i>	<i>121</i>	

Farmworker Housing

Grant County is dependent on seasonal laborers for its agricultural industry in order to meet harvest and agricultural labor requirements. Increasingly, farmworker families are no longer migrants traveling from Texas, California, or Mexico to harvest crops and then returning home. Many are now moving to the Mattawa, Royal Slope, Warden, and Quincy areas due to the creation of more year-round jobs. Increased acreage in orchards creates more jobs and another 5,000 to 7,000 acres will likely be converted over the next few years. Furthermore, of those that still migrate from place to place to find work, many are using Grant County as their home base. Many of these people have settled here, call Grant County their home, and need permanent, year-round, affordable housing. Grant County presently has few housing options to meet their needs.

In 1998, about 20,000 migrant workers resided in Grant County during the relatively short cherry harvest. For the longer, three-month apple

harvest period, upwards of 12,000 migrant workers reside in the County. In towns like Mattawa, the effect of migrant workers during harvest periods is enormous. The town's population of 1,820 people swells to nearly 5,000 people during harvest periods.

In 1997, the Washington State Department of Labor and Industries issued more restrictive regulations regarding building code compliance for farmworker housing. The State Department of Health also adopted more stringent minimum standards for temporary-worker housing. In 1995, the Department of Health eased its prohibition of temporary tent camps. By 1996, nearly 2,000 people were living in seasonal tent camps in Eastern Washington managed by about 30 growers. In 1998, a legal challenge to certain provisions of Department's tent camp program by farmworkers received a ruling favorable from a state court to the farmworkers. However, the Department of Health declared an emergency and extended the program.

CHAPTER 7...

In 1996, there were 20,000 acres of orchards planted in the Wahluke and Royal slopes of Grant County. Many of these acres are coming into fruit-bearing production over the next few years, expected to further exacerbate the problem.

Farm owners are not required by law to provide housing for workers. Tougher building requirements translate into additional cost to provide temporary worker housing, a cost many growers cannot afford, especially in years like 1998 of poor economic conditions. The result is closure of many temporary camps, leading migrant workers seeking shelter in campgrounds, trailer parks, or abandoned, often condemned housing. Many simply use makeshift campgrounds along the Columbia River.

Other growers, however, are recognizing the importance of providing temporary farmworker housing, and that providing such housing can provide a strong incentive to workers. The Grant County Housing Authority is also participating in development of solutions to the problem. The Housing Authority is developing a program of converting used shipping containers into temporary housing, complete with kitchen, bedrooms and bathrooms. Designed to be portable, the units can be clustered to serve several families. Site development issues, such as provision of water, sewer and electrical power service, remain an obstacle to development of such clusters.

The Grant County Community Action Council was called into action in 1998 during the harvest to provide public health services. The CAC established a field office in Mattawa to provide basic outreach services to migrant workers. Over the longer term, the CAC is also leading community forums and advisory boards in developing alternatives to solve the temporary worker housing crisis.

All agree that lack of funding is the root problem. The Housing and Urban Development League (HUD) has provided some funding in the past, including \$250,000 in 1998 to fund purchase of several shipping containers

converted to temporary housing. Perhaps more important, Washington State Governor Gary Locke has vowed to seek State funding, perhaps as much as \$8 million, during the 1999 Legislative session.

Homeless Persons

HUD defines “homeless” as those persons or families which (1) lack a residence, or (2) whose nighttime residence is a public or private emergency shelter; an institution that provides temporary residence for individuals intended to be institutionalized; or a public or private place not designed for, or ordinarily used as, a regular sleeping accommodation for human beings.

This definition does not include persons forced to live with friends or relatives in unsafe or inappropriate housing. This definition also excludes recently homeless persons who are in transitional housing programs but have not yet attained housing self-sufficiency.

There are no official estimates of homeless persons in Grant County. The Grant County Community Action Council provides emergency housing assistance for homeless persons. As of 1994, they assisted about 500 persons per year with about 5,000 bednights annually. The number of turnaways over the last few years has increased although the Agency does not keep careful track of this figure. The CAC homeless program does not reach the farmworker families in the Mattawa area (1994, Tom Phillips & Associates).

The Community Action Council manages 21 residential units of HUD-subsidized senior citizen housing, 52 residential units of non-subsidized housing, and 12 residential units for the developmentally disabled. The CAC also operates an emergency shelter consisting of six residential units in three duplexes. The units are capable of housing up to 30 families and provide for a maximum stay of 30 days.

Low Income Housing

Both the Grant County Community Action Council and the Grant County Housing Authority provided services for low-income

persons. The Housing Authority provides public housing at the Larsen Air Base and manages units for the developmentally disabled in Grand Coulee. The CAC provides services for low-income persons, including a literacy program, legal aid, and other emergency services.

Mentally Disabled

Mental health services are provided in Grant County through the North Central Washington Regional Support Network (RSN), which provides services in Adams, Grant and Okanogan County. The RSN contracts with one certified care facility, the Quincy Inn located in Quincy. The Quincy Inn has capacity for 60 residents. On average, services are provided there to about 36 residents. The RSN also contracts with individual adult family homes when needed, and currently has one placement.

Grant Mental Healthcare provides overall management of mental health services in Grant County. In cooperation with the Grant County Housing Authority, Grant Mental Healthcare has access to a 6-unit, 12-bedroom apartment building in Moses Lake for mentally disabled persons. The facility is typically fully occupied. Grant Mental Healthcare also operates: the Horizon House, a 3-bedroom unit in Moses Lake with a 30-day stay limitation; two family dwellings in Grand Coulee; and two family dwellings in Ephrata.

Grant Mental Healthcare, with facilities in Moses Lake and Quincy, provides support services to the mentally disabled. Grant Mental Healthcare is associated with the Central Washington Regional Support Network.

Support services including intensive case management and outpatient therapy are available in Moses Lake, Quincy, and Grand Coulee. Psychiatric medicine and individual psychiatric therapy are also available through a psychiatrist in Moses Lake contracted through Grant Mental Healthcare. Medication and monitoring is available in the Grand Coulee facility.

Other Special Needs Housing

Many other County residents need housing

assistance but do not fall under the larger categories. They include people who have been recently released from correctional institutions, people recovering from chemical dependency, and victims of domestic violence.

Domestic Violence Shelters: According to the Washington State Shelter Network, there are currently no licensed shelters for victims of domestic violence in Grant County. However, a drop-in center is scheduled to begin operation in February 1999, and will provide community education and facilitate emergency "safe-house" accommodations. In March 1999, a shelter is scheduled to open for domestic violence victims. The facility will be a 3-bedroom house with complete facilities. The facility will not be staffed and will provide for a maximum stay of 30 days.

A host of services are planned for the shelter including: advocacy counseling; childcare during counseling; assistance in obtaining victim compensation; food and clothing; and County service referral.

Alcohol & Drug Rehabilitation: The Grant County Prevention and Recovery Center in Moses Lake provides services.

NEEDS ASSESSMENT

Population Projections

The population projections contained in the Chapter 3 – Grant County Profile as well as the land use projections contained in Chapter 5 – Land Use and its sub-elements form the basis for the projections of housing need. The 1998 population of Grant County is 69,400. An annual growth rate of approximately 2.1% is projected for the 20-year planning period. This will increase the county's population to 104,391 in 2018, adding a total of 34,991 new residents. In addition, the relocation of plant facilities by Genie Industries is expected to create immigration of 1,970 persons, equaling a total 2018 population of 106,362. The Urban Growth Areas are projected to accommodate the majority (89%) of these new residents.

**Table 7-17
Dwelling Units Needed to Accommodate Future Growth in Grant County**

Jurisdiction	Population ¹			Dwelling Units			
	1998	Projected 2018	Increase	Total Needed 2018 ²	Available Vacant 1998		New Needed 2018 ⁵
					Within City Limits ³	Within UGA ⁴	
Urban Growth Area:							
Coulee City	630	769	139	54	34	34	20
Coulee Dam ⁶	3	3	0	0	0	0	0
Electric City	1,095	1,336	241	94	33	33	61
Ephrata	6,065	9,012	2,947	1,138	211	248	890
George	465	691	226	88	25	25	63
Grand Coulee	1,417	1,908	491	190	22	22	168
Hartline	185	226	41	16	10	10	6
Krupp	51	62	11	5	3	3	2
Lakeview Park	979	1,455	476	184	0	30	154
Mattawa	1,820	4,829	3,009	1,162	0	0	1,162
Moses Lake	22,097	41,880	19,783	7,639	463	776	6,863
Quincy	4,090	6,078	1,988	768	56	56	712
Royal City	1,580	2,854	1,274	492	0	0	492
Soap Lake	1,370	2,036	666	258	154	175	83
Warden	2,280	3,736	1,456	563	0	0	563
Wilson Creek	221	270	49	19	3	3	16
Subtotal UGAs	44,348	77,145	32,797	12,670	1,014	1,415	11,255
Unincorporated County	25,052	29,217	4,165	1,422	1,195	794	628
Grant County	69,400	106,362^{7,8}	34,991	14,092	2,209	2,209	11,883

¹ See Chapter 3 – Grant County Profile for source.

² Total number of dwelling units needed based on average number of persons per household as reported by 1990 U.S. Census of Population and Housing of 2.59 for average of all cities in Grant County and 2.93 for unincorporated Grant County.

³ See Table 19.

⁴ Assumes same ratios of vacancies exist within unincorporated portion of UGA as within city limits. Therefore, number of vacancies within city limits is multiplied by the ratio of total population within UGA (See Table 15) to population within city limits.

⁵ Number of new dwelling units needed equals total needed in 2018 less vacant units available within UGA in 1998.

⁶ Includes only that part of Coulee Dam within Grant County.

⁷ Official Growth Management Population Projections, High Series: 1990-2020, Washington State OFM, December 29, 1995.

⁸ Includes in-migration of 1,970 persons due to relocation of Genie Industries.

Future Housing Needs

Examination of Grant County's present population and housing stock provides direction in determining the area's future housing needs. By projecting population for the next twenty years and dividing by the average household size, an estimate of the needed dwelling units (DU) can be determined. Table 7-17 summarizes projections of both population and dwelling units for both Urban Growth Areas and the rural lands

of Grant County. Table 7-17 states that a total of 10,493 new houses will be needed in 2018 to accommodate projected growth in the UGAs, and 628 new houses to accommodate growth in the unincorporated portion of the County.

The Agricultural Lands are projected to accommodate 69 houses; the remaining 559 are accommodated in the designated Rural Lands. The allocation of houses throughout the rural lands is summarized in Table 7-18. A complete

analysis of rural lands, population and housing is provided in Appendix D – Rural Land Use Analysis.

Rural Lands

In order for the county to meet its housing needs for the next 20 years, an adequate amount of land must be available to absorb new housing construction. As shown in Table 7-18, approximately 559 new dwelling units are required to accommodate the expected population increase through 2018 in the unincorporated area of the county. To determine if adequate vacant, buildable land will be available, each rural land use designation was evaluated to determine the potential dwelling units that could be provided.

Table 7-18 summarizes land area and the distribution of housing units in the various land use designations of the unincorporated area of the county. Table 7-18 also provides an estimate of the vacant buildable land within each land use designation and the number of potential housing units based on future densities.

As shown, the unincorporated county areas provide sufficient land to accommodate approximately 9,564 new dwelling units. This greatly exceeds the 559 dwelling units that will be needed through the year 2018.

However, it must be recognized that availability of potable water is anticipated to significantly diminish the amount of designated residential land that can be developed. It is not possible to quantify the effect of water availability on rural residential development at this time. Once water availability is better quantified and groundwater withdrawal regulations are clarified, a better understanding of the impact can be gained.

The Court of Appeals, Div. 2, recently decided a case interpreting the provisions of the GMA related to the use of population projections for sizing UGAs and rural residential designations. The Court found that nothing in the GMA provides that a county must use population projections as a cap or ceiling when planning for rural growth.

It is the intention of this Plan to promote a variety of rural residential densities and broad choice of location for rural residential development, while ensuring: (1) that our rural areas do not become further characterized by urban sprawl, (2) that natural resource lands are preserved and protected, and (3) that development in rural areas is consistent with rural character. The protection of natural resource lands of long-term commercial significance is a very high priority for Grant County. Limiting the supply of rural residential lots may actually increase the conversion of resource lands to residential use. Providing an excess of land for rural residential development would help protect resource lands.

The rural land use goals and policies of this Plan will protect the existing rural character of the land in Grant County. Urban sprawl will be minimized. Retention of resource lands and natural resource based economic activities will be encouraged. Outdoor recreation and other activities requiring open space will be promoted. Fish and wildlife and other sensitive habitats will not be adversely impacted by the rural development contemplated by these designations.

Further, the designation of more lands for rural residential development than required to accommodate expected rural population growth appropriately balances the goals of the GMA, including protection of private property rights, availability of affordable housing, environmental protection, and prevention of urban sprawl.

Urban Growth Areas

To determine if adequate vacant, buildable land will be available, each UGA was evaluated to determine the potential dwelling units that could be provided.

To determine if adequate vacant, buildable land will be available, each UGA was evaluated to determine the potential dwelling units that could be provided. Table 7-19 provides: (1) a summary of land use, including an estimate of the vacant buildable land within each UGA; (2) the number of housing units needed to accommodate

CHAPTER 7...

projected population growth; and (3) the number of potential housing units within each UGA.

A total of 11,255 new dwelling units are required to accommodate the population growth projected for the Urban Growth Areas of the County. As shown, the UGAs provide sufficient land to accommodate approximately 17,118 new dwelling units. This exceeds the 11,255 new dwelling units that will be needed through the year 2018.

Comprehensive plans of the incorporated cities provide the goals and policies for meeting housing needs for the unincorporated county within Urban Growth Areas.

Affordable Housing

The ability to afford decent housing is essential to individual and family well being. The supply of affordable housing may be a precondition to future employment opportunities, since many workers may be priced out of the local housing market.

Grant County is able to provide adequate land to meet housing needs through the year 2018. Land, however, is not the only consideration. The challenge lies in adequately providing for the low- and moderate-income households.

Affordable housing means that someone can afford a place to live, support a family, and be able to pay his or her bills. For these households, location of social, health, transportation, and housing services and proximity to jobs, shopping, and businesses, become much more integral to determining housing affordability.

One way to help maintain affordable housing is to allow home occupations and businesses within existing residential structures. The State has recognized the value of such allowances by providing family daycare providers [12 or fewer children RCW 74.15.020(f)] to be established all residential and commercial zones. Home occupations may be regulated to ensure the goals and policies of the governing jurisdiction and land use requirements are met.

Contrary to popular belief, affordable housing units are not necessarily located in large government-subsidized complexes. Quite often, affordable housing simply consists of a dwelling unit that is valued at a rate that is affordable to the average citizen. However, as housing prices continue to rise it is becoming more difficult for average individuals and families to purchase a home.

Table 7-18
Summary of Rural Land Use & Potential Housing Units

<i>Land Use Designation¹</i>	<i>Area (Acres)</i>				<i>Future Density (DUs/Acre)</i>	<i>Housing Units</i>	
	<i>Total</i>	<i>Non-Residential²</i>	<i>Residential</i>			<i>New Required³</i>	<i>Potential</i>
			<i>Total Gross</i>	<i>Net Vacant</i>			
<i>Rural Lands:</i>							
Urban Reserve	2,710	480	2,230	892	1/5	0	178
Rural Residential 1	60,921	0	273,464	95,492	1/5	69	2,365
Rural Residential 2	8,717	0	87,024	33,346	1/10	301	1,163
Rural Remote	162,336	0	0	0	1/20	1	3,098
<i>Subtotal</i>	<i>234,684</i>	<i>480</i>	<i>362,718</i>	<i>129,730</i>		<i>371</i>	<i>6,804</i>
<i>Shoreline Development:</i>							
McConihe Shore	727	0	727	202.8	1/2	7	101
Mae Valley Shore	1,630	720	910	245.6	1	20	245
Blue Lake Shore	127	0	127	5.0	2	19	10
Sunland Estates	167	10	157	23.9	3	12	71
<i>Subtotal</i>	<i>2,651</i>	<i>730</i>	<i>1,921</i>	<i>477.3</i>		<i>58</i>	<i>427</i>
<i>Recreational Development:</i>							
Crescent Bar	477	238.5	238.5	25.4	1	19	25
North Soap Lake	69	69.0	0.0	0.0	1	0	0
The Gorge	1,225	1,223.0	2.0	0.0	1	0	0
<i>Subtotal</i>	<i>1,771</i>	<i>1,530.5</i>	<i>240.5</i>	<i>25.4</i>		<i>19</i>	<i>25</i>
<i>Agricultural Service Centers:</i>							
Winchester	234	117.0	117.0	40.4	1	2	40
Ruff	96	48.0	48.0	13.6	1	2	13
McDonald Siding	76	38.0	38.0	15.2	1	0	15
Ballards Café	43	21.5	21.5	8.6	1	0	8
Stratford	143	71.5	71.5	24.6	1	1	24
<i>Subtotal</i>	<i>592</i>	<i>296</i>	<i>296</i>	<i>102.4</i>		<i>5</i>	<i>100</i>
<i>Rural Communities:</i>							
Schawana	68	3.0	65.0	10.4	1	3	10
Beverly	75	2.0	73.0	11.2	1	4	11
Wheeler	33	2.0	31.0	7.6	1	1	7
Royal Camp	115	4.0	111.0	20.0	1	5	20
Ridgeview Estates	164	0.0	164.0	29.2	1	7	29
Trinidad	27	8.4	18.6	4.2	1	0	4
Wanapum Village	65	7.0	58.0	8.0	1	3	8
Marine View Heights	306	86.2	219.8	27.9	1	18	27
White Trail	452	136.6	315.4	110.2	1	3	110
<i>Subtotal</i>	<i>1,305</i>	<i>249.2</i>	<i>1,055.8</i>	<i>228.7</i>		<i>44</i>	<i>226</i>
<i>Rural Villages:</i>							
Desert Aire	1,717	346.4	1,370.6	495.5	4	62	1,982
<i>Subtotal</i>	<i>1,717</i>	<i>346.4</i>	<i>1,370.6</i>	<i>495.5</i>		<i>62</i>	<i>1,982</i>
Total	254,080	3,632	239,088	78,934		559	9,564

¹ See Future Land Use Map.

² Includes commercial, industrial, and public/open space.

³ Number of new dwelling units required equals total required in 2018 less vacant units available. Total number of dwelling units required based on average number of persons per household as reported by 1990 U.S. Census of Population and Housing of 2.59 for average of all cities in Grant County and 2.74 for Grant County.

Table 7-19
Summary of UGA Land Use & Potential Housing Units

Urban Growth Area	Area (Acres)				Housing Units	
	Total	Non-Residential	Residential		New Required ¹	Potential
			Total Gross	Net Vacant		
Coulee City	717	590.2	127	25.6	20	102
Coulee Dam	-	-	-	-	-	-
Electric City	495	291.4	203	31.8	61	127
Ephrata	7,060	4,930.6	2,129	462.6	890	1,850
George	897	754.0	143	47.6	63	190
Grand Coulee	1,761	1,120.7	640	101.0	168	404
Hartline	184	62.7	121	37.8	6	151
Krupp	361	339.5	22	6.0	2	24
Lakeview Park	559	262.0	297	54.4	154	217
Mattawa	1,991	1,042.3	548	356.3	1,162	1,425
Moses Lake	22,315	15,885.4	6,430	2,187.4	6,863	8,749
Quincy	2,783	1,531.0	1,252	239.4	712	957
Royal City	2,184	-	418	167.2	492	668
Soap Lake	856	149.7	706	121.5	83	486
Warden	2,904	2,063.0	841	300.8	563	1,203
Wilson Creek	632	239.1	392	141.3	16	565
Total	45,699	29,261.6	14,671	4,280.6	11,255	17,118

¹ Number of new dwelling units required equals total required in 2018 less vacant units available. Total number of dwelling units required based on average number of persons per household as reported by 1990 U.S. Census of 2.59 for average of all cities in Grant County.

Purchasing a New Home

In 1998, in order to purchase a home at the median purchase price of \$98,500 with a 20 percent down payment, the mortgage payment including tax and insurance would be about \$681 per month. This assumes 7½ percent interest and a 30 year fixed rate. According to the Department of Housing and Urban Development (HUD), a person should not contribute more than 30 percent of his or her monthly income toward the purchase of a home.

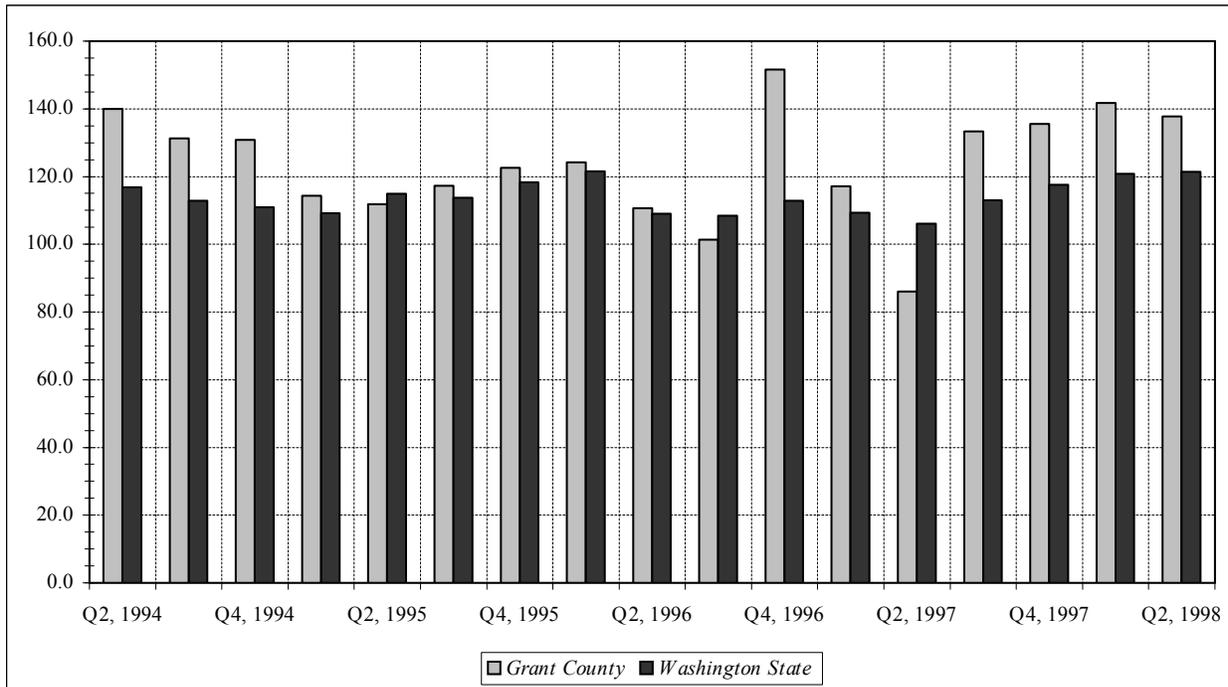
Given this payment schedule and assuming the down payment money was available, one would have needed to earn \$27,240 per year to remain below the threshold of 30 percent. In 1998, the County's median household income was \$30,377. Therefore, only 27% of the median income is required to purchase a house of median value. Therefore, housing in Grant County is considered “affordable” in 1998.

An affordability index was constructed for the Grant County area (Figure 7-10). The index--

which compares an area's median family income against the income needed to qualify for a mortgage on a median price existing home in the region, after a 20 percent down payment--is similar in its methodology to that of the national affordability index. If the index is above 100, then the median income is more than sufficient to qualify for a mortgage on that house. If the index is below 100, then the median income is not sufficient to qualify. With some exceptions, Grant County's housing is well within the affordability range for buyers.

Land and construction costs for new housing have escalated over the past five years. If the trend continues there will be even less affordable new housing built in the County. It will become more difficult for new housing to meet the affordability needs of the middle class as well as lower income households. A number of housing designs that are sensitive to cost should be considered when building Grant County's future housing stock.

Figure 7-10
Housing Affordability in Grant County and Washington State, 1994-1998



Source: Washington Center for Real Estate Research, Pullman.

Affordable Housing Programs

A number of state and federal initiatives are aimed at fulfilling basic housing needs and expanding home ownership opportunities for low- and moderate-income citizens. A few of the programs are discussed below.

Washington State Housing Finance Commission

The Washington State Housing Finance Commission (WSHFC) is a secondary lending institution that works to open the doors of opportunity for low- to moderate-income residents of the state by creating successful housing finance programs. The Commission's single-family programs assist first-time homebuyers by offering low interest mortgage loans through participating lenders. Eligible borrowers cannot make more than 80 percent of the county's median income, adjusted for family size. The program also includes a down payment assistance subsidy.

The Low-Income Housing Tax Credit Program is a federally sponsored incentive program

administered by the WSHFC. It provides a dollar-for-dollar reduction in federal tax-liability to developers of multi-family apartments who agree to reserve a percentage of units for low-income renters and to restrict rents within a prescribed level. Developers can sell tax credits to investors who purchase a partnership interest in the property. This process allows the developer to raise funds required to finance the project.

DCTED Housing Division

The Housing division of DCTED is the backbone of the state housing delivery system. One of the division's major programs is the Housing Assistance Program, which provides loans and grants to local governments, non-profit organizations, and public housing organizations to increase the availability and affordability of low-income and special needs housing. Eligible activities include:

- new construction;
- rehabilitation or acquisition of housing or homeless shelters;

CHAPTER 7...

- rent or mortgage guarantees and subsidies;
- matching funds for social services directly related to providing housing for special needs groups in assisted projects;
- pre-construction technical assistance; and
- technical assistance, design, consultation, administrative costs, and finance services for eligible nonprofit, community, or neighborhood-based organizations.

Financing Options for Local Governments

In addition to federal and state programs, there is a number of housing finance mechanisms of which the County could take advantage to promote the construction of affordable housing. DCTED's Housing Resource Guide (November 1991) is an excellent index of these programs. Among the local government options are:

General Obligation Bonds for Housing: The County could issue general obligation bonds for public purposes, which include the provision of housing for households at or below 80 percent of the area's median income. Bonds can be issued with or without voter approval. Voter-approved bonds are "unlimited" general obligation bonds, and bonds issued without voter approval are "limited" or "councilmanic" bonds.

Voter-approved bonds must be approved by 60 percent of those voting in the bond election and they must represent 40 percent of the voter turnout in the last general election in the jurisdiction. Councilmanic bonds can be issued only if the total debt of the jurisdiction does not exceed 75 percent of the jurisdiction's total assessed property value. No combination of voter-approved and councilmanic debt can exceed 2.5 percent of the total assessed value of all taxable property in the jurisdiction. Bond funds are limited to providing the capital costs of projects.

Special Purpose Property Tax Levy: The County can increase regular property taxes for special purposes, including low-income housing, for a specific time period subject to voter approval. No

minimum voter turnout is required and the measure can pass with a simple majority vote. Levies can provide housing at an overall lower cost than bonds because there are no issuance costs or repayment of principal and interest. Levy funds can also be used for a broader set of purposes than can bonds, including operating and administrative costs. These funds are one of the most flexible local resources for housing. Programs can be designed to address local needs. Levy funds qualify as matching funds for all state and federal housing programs.

Manufactured Housing

Manufactured housing is a major source of affordable housing in Grant County. Manufactured housing units are distinguished from "mobile homes" because they are more durable and less mobile in nature. Once manufactured housing units are sited, they are rarely moved. Additionally, manufactured housing meets HUD standards, which make it possible to get a loan to purchase a new manufactured home with little or no down payment. The buyer can also purchase the land to site the manufactured home on contract, with little down payment. This is a very attractive option for those with little savings.

There are a number of ways that Grant County could encourage the development of affordable housing that do not directly involve public financing. The County's zoning code allows mobile home parks. The average price for a mobile home is less than the average price of a site-built home. Therefore, mobile homes serve an important affordable housing need.

Maintaining the Housing Stock

Rehabilitating older housing offers an excellent opportunity to provide safe, affordable housing for County residents. Existing structures provide character of place, and their preservation defines the community's character. Rehabilitation of existing structures also reflects an environmentally conscious approach to neighborhoods by re-using existing resources.

Affordable housing is generally associated with an adequate supply of older housing. Existing older housing stock will continue to provide many of the more affordable units in the future. Of the 29,126 housing units in Grant County, about a third (9,197) are more than 50 years old.

In addition to maintaining and rehabilitating the County's older housing stock, other likely targets for maintenance and rehabilitation efforts are homes owned by low-moderate income individuals or by those on fixed incomes such as the elderly, and rental units occupied by low income tenants. The County also has vacant units and dilapidated housing that could provide affordable, quality housing for low and very low income populations if rehabilitated. However, in some cases, it can cost as much to acquire and rehabilitate dilapidated housing as it would cost for new construction.

Rehabilitation and weatherization programs are important means to maintain the county's older housing stock. A number of rehabilitation programs are available for which low- and moderate-income residents are eligible. The following is a sample of the state, federal, and local rehabilitation programs available to county residents:

Housing Preservation Grant Program. Funded by USDA, Rural Development (RD). Non-profit organizations are eligible to apply for grants to rehabilitate housing of very low and low-income households.

Home Investment In Affordable Housing Program. Funded by the Department of Housing and Urban Development (HUD). Funds are disbursed by the Washington State Department of Community, Trade and Economic Development (DCTED). Cities and counties are eligible to apply for rehabilitation programs on behalf of low- and moderate-income homeowners and renters.

Community Development Block Grant. Funded by HUD. Funds disbursed by DCTED. Cities and counties are eligible to apply for rehabilitation programs on behalf of low- and moderate-income persons.

Home Improvement Loans and Repair Loans and Grants. Funded by USDA, Rural Development (RD). Individuals are eligible homeowners with very low incomes.

Habitat for Humanity. Encourages participation of homeowner and volunteers in rehabilitating and constructing housing.

Housing Improvement Program. Funded by the Bureau of Indian Affairs. Eligible applicants are Native American homeowners.

Weatherization Grants. Weatherization grants may be used for rehabilitation projects that increase protection of the house from weather. The following programs are available:

- *Energy Matchmakers Program:* Funded by Washington State Capital Budget and disbursed by DCTED. Eligible applicants are cities; eligible beneficiaries are lower income renters and homeowners.
- *Indian Housing Program:* Comprehensive Improvement Assistance Program, funded by HUD. Housing Authorities are eligible applicants; Native American occupants of assisted housing are beneficiaries.
- *Weatherization Program:* Funded by the U.S. Department of Energy and U.S. Department of Health and Human Services; administered by DCTED. Individuals are eligible applicants; eligible beneficiaries are low-income renters and homeowners.

Rehabilitation is a wise conservation of natural, human and physical/cultural resources. Strategies can be specifically tailored to each neighborhood by integrating physical, demographic, and economic needs to re-use existing housing stock. The result will be affordable housing options for low- and moderate-income persons.

Rental Housing

Grant County needs affordable, quality rental units for very-low and low-income persons. Twenty-five percent of the County's renters are paying more than 30 percent of their income on rent and are considered households in need of

CHAPTER 7...

assistance. The populations that tend to be cost burdened are female-headed households, the senior citizen population, and farmworker families. These populations could benefit by the availability of low market rents. Specifically, there is a need for very low-income rental units that are suitable for the average low-income family. Affordable rents for a low-income household (between 51 and 80 percent of median income, which in 1996 was \$18,366) would be between \$234 and \$367 per month.

Accessory Dwelling Units

Accessory units provide one of the most economical options in the real estate market. Accessory housing units are complete living quarters constructed within an existing single-family unit. They are typically created in a converted attic, basement, garage or other space. They are always secondary in size to the existing dwelling, usually less than 900 square feet. Common names for these units include granny flats, mother-in-law apartments, and bachelor units. Some communities allow accessory units to be detached. Accessory units combine the advantages of small size, maximized use of existing dwellings, and income for homeowners. They also provide an opportunity to increase residential density with minimal community disruption. They must be carefully planned however, to avoid negative impacts (primarily traffic and parking) on neighborhood character.

Since most elderly residents prefer to live independently in family units or alone, they would be well served by smaller, affordable and accessible rental and housing units. Elderly persons who live with family or friends might benefit from zoning provisions that allow for another, smaller unit to be built on single-family lots.

Housing Finance

The public, not-for-profit, and private finance sectors all play an important role in housing finance. A healthy and complete housing finance system involves the participation of all three sectors in a manner that most appropriately

reflects public purpose, capital requirements, costs, interest rates and other influences on financial markets. Public sector financing of housing is traditionally identified with housing for the lowest income groups and involves the deepest direct subsidies. The public sector is also involved in middle- and high-income subsidies to housing through tax policies. The public sector's role, however, is changing with the trend toward partnership building among nonprofit and private entities.

Private sector finance is the mainstay of housing development. Increasingly, in order to meet the needs of low- and moderate-income persons, the private finance institutions need the assistance of the public and not-for-profit sector. The private sector also has responsibilities to invest in communities through the Community Reinvestment Act. CRA goals often give impetus both to partnerships with the other sectors and to innovative financing techniques.

Nonprofit organizations, such as Habitat for Humanity, have also contributed to housing development in the County. Alliances between these groups and the public and private sectors help stretch housing resources.

Clustering

One technique available for reducing housing development costs is clustering. By clustering units together instead of dispersing them throughout a site, reduces the costs for roads, water, sewer, and building. Clustering is also used to preserve open space and resource lands, and protect sensitive and natural resources.

Planned Unit Developments

Planned Unit Developments (PUDs) offer developers flexibility in project design and site planning which can allow for a higher quality development and improved affordability. PUDs are generally characterized by flexible site requirements which focus on overall project design rather than lot by lot design, efficiency in the provision of utilities, and common open space.

Homeless

Housing policies should also address the significant need for the homeless. Experience indicates that the longer people spend on the streets, the harder it is to rejoin society. The successful reentry of the homeless into society will depend on the availability of affordable housing for them to occupy. Since there is no one type of homeless person, a variety of housing types is necessary. These may include special transitional shelters, group housing, shared/congregate facilities, seasonal housing and standard housing units of both on-site and off-site manufacture.

Development Review Process

In addition to land use policies, the development review process conducted by the County should be streamlined to minimize unnecessary time delays and procedural requirements. The timeliness of the permit process represents a cost to the homebuilder, and eventually to the homebuyer. These may include a reduction in the time needed to receive final approval from the County, and thereby adding certainty to the development review process. Minimizing discretionary, conditional and administrative processes, such as additional hearings, can save time in the development process and in turn cut costs. A streamlined review process will help reduce housing costs and may also encourage developers to use the policy and regulatory features of the Comprehensive Plan designed to encourage affordable housing.

Farmworker Housing

The lack of suitable, affordable housing for farmworkers may well be the most difficult housing problem in Grant County. While not a new condition, it has grown to crisis proportions in recent years. Clearly, legislative relief and federal or state funding is necessary to begin to meet this housing need.

In addition, County housing policies must actively address the farmworker housing shortage. An appropriate role for the County

would be to facilitate opportunities for affordable housing, both seasonal and permanent. Building partnerships with nonprofit groups, private financial lenders, and securing funds and technical assistance from DCTED’s Housing Resource Team are positive steps toward providing affordable housing. Working with the State at the legislative level will also be crucial to relieving the farmworker housing crisis.

GOALS AND POLICIES

Goals and policies follow the shared vision for the future of Grant County for sustaining and improving our quality of life. Goals and policies are also consistent with the Planning Goals of the Growth Management Act. Goals are broad statements of a community’s aspirations. Policies express a commitment to a course of action. Policies provide overall direction for implementation of a strategy. Policies provide clear guidance for decision-making subject to this Plan, and form the basis for development regulations. Goals and policies do not apply to incorporated cities, but rather, only to unincorporated areas of the County, including the unincorporated portions of UGAs.

Following are the goals and policies of the Comprehensive Plan related to Housing.

Goal H-1: Enough housing should be available to meet the housing needs of the existing and projected population, including rental and purchase opportunities for all income levels.

Policies

- H-1.1: Zoning restrictions should not prohibit government-assisted housing, housing for low-income families, farmworker housing, single family housing, manufactured housing, and residential care facilities.

- H-1.2: Residential land development regulations should be evaluated to encourage a variety of housing

CHAPTER 7...

densities and types. Within rural areas, a variety of residential development types and housing mixtures should be available, such as detached single family housing, cluster housing, duplexes, and a residence in conjunction with commercial uses within areas of more intense development.

H-1.3: HUD-compliant manufactured housing should be permitted in the same locations and at the same density as other housing.

H-1.4: Local development standards and regulations should be evaluated to determine the effects on housing costs. Development regulations which unnecessarily add to housing costs should be modified. The following are strategies for consideration:

- Review regulations to find those that cause excessive costs and determine if they can be revised, replaced, or eliminated.
- Make regulations and permit processing more predictable, to remove some uncertainty for both builders and lenders.

H-1.5: The county should work with the cities to accommodate low- and moderate-income families, recognizing that affordable housing is best located within urban areas due to the greater accessibility to transportation systems, jobs, support services, shopping, and businesses.

Goal H-2: New development should further the County's goal to maintain the rural quality of life for county residents.

Goal H-3: The provision of housing in a wide range of costs, with emphasis on housing units for low- and moderate-income households, should be encouraged.

Goal H-4: The provision of housing for the special needs populations in the county should be encouraged.

Policies

H-4.1: Encourage residential care facilities and other group homes serving special needs populations.

H-4.2: Any proposed county housing programs/assistance should be financed through federal, state, or private sources rather than from funds raised through local taxes.

Goal H-5: The structural integrity of the existing housing stock should be preserved to the extent practicable.

Policies

H-5.1: Existing housing stock in the county should be conserved through code enforcement, appropriate zoning, and the possible participation in federal, state and regional rehabilitation programs.

H-5.2: The County should encourage the preservation and rehabilitation of historic structures through the adoption of building code amendments for historic structures.

CHAPTER 8

TRANSPORTATION ELEMENT

INTRODUCTION

A safe and efficient transportation system for the movement of people and goods is needed to support existing and future development. The Growth Management Act has very specific requirements for transportation elements. To meet these requirements, Grant County has prepared this element which includes a transportation inventory, land use assumptions, travel forecasts, LOS standards, current and future transportation needs, and a transportation financial plan.

The purpose of this plan element is to identify the types, location and extent of existing and proposed transportation facilities and services (air, water and land including transit systems, pedestrian and bicycle uses).

RELATIONSHIP TO OTHER PLANS

Growth Management Act Requirements

This transportation element has been developed in accordance with Section 36.70A.070 of the Growth Management Act (GMA) to address transportation needs in Grant County. It represents the County's policy plan for the next 20 years and specifically considers the location and condition of the existing traffic circulation system, the projected transportation needs, and plans for addressing future transportation needs while maintaining established level of service standards. According to the GMA this element must include:

- Land use assumptions used in estimating travel;
- An overview of facilities and service needs;
- An analysis of funding capability and a multi-year financing plan to fund the needed

improvements;

- Intergovernmental coordination efforts; and
- Demand-management strategies.

The following goal of the GMA relates to transportation:

Goal (3) Transportation – Encourage efficient multi-modal transportation systems that are based on regional priorities and coordinated with County and city comprehensive plans.

County-Wide Planning Policies

The adopted Grant County County-Wide Planning Policy calls for all county jurisdictions to coordinate planning efforts, including provision of current and future utilities, to address future growth in a coherent manner that leads to more efficient delivery of transportation facilities and services. Generally the County-wide planning policies state:

- A County-wide transportation plan should be developed pursuant to the GMA that is consistent with the land use element of the comprehensive plan.
- Transportation development and improvements should be concurrent with future commercial, residential and other land use development.
- The County-wide transportation planning effort should produce a methodology to evaluate the impact of development proposals and to identify necessary transportation improvements.
- County-wide transportation facility standards should be established by the County.
- A County and regional review process should be established to coordinate transportation programming decisions and to

CHAPTER 8...

ensure consistency with the regional transportation plan. Transportation priority programming methods should be used to establish the six-year transportation plan.

- The finance element of the transportation plan should show the ability of the County to fund existing and proposed transportation improvements in the unincorporated areas of the County.
- The County should strive through transportation system management strategies to optimize the use and maintenance of existing roads in order to minimize the construction costs and impacts associated with roadway facility expansion.
- The County should establish consistent roadway standards, level of service standards and methodologies, and functional classification schemes to ensure consistency throughout the County.
- State, regional, or county facilities that generate substantial travel demand should be sited along or near major transportation and/or public transit corridors.
- The County should seek to foster a transportation system that is planned, balanced and compatible with land use densities so that adequate mobility and movement of goods and people can be maintained.

Quad County Regional Transportation Plan

In addition to the GMA, comprehensive plans should be consistent with adopted regional policies. In June 1994, the Quad County Regional Transportation Planning Organization (RTPO) Regional Transportation Plan was adopted. Each City or Town and the County shall have their transportation plans certified by the RTPO, to ensure coordination of transportation facilities. The four counties comprising the RTPO include Adams, Grant, Kittitas and Lincoln. Policies in the Quad-County Regional Transportation Plan include:

General Transportation Issues

- Support economic growth and vitality;
- Emphasize movement of goods and people rather than movement of vehicles;
- Wherever possible, preserve existing and reserve abandoned rail lines in accordance with the Washington State Rail Transportation Plan;
- Consider the most cost-effective modes of transportation;
- Apply minimum standards for operation conditions, classification schemes, and performance measures; and
- Identify and implement strategies to resolve constraints to intermodal connections.

Multi-jurisdictional Coordination

- Ensure that transportation decisions and improvements are coordinated across all affected agencies and jurisdictions; and
- Communicate with the private sector to ensure that transportation decisions that impact private facilities are coordinated with the affected industries.

System Capacity and Improvement

- Focus on minimizing inefficient routing and lowering travel time;
- Whenever possible and practical, improve existing facilities rather than provide new facilities except where those improvements are demonstrated to have a lower cost and a higher benefit;
- Encourage major employers, activity centers, and others to establish programs for ridesharing and other transportation demand management (TDM) systems; and
- Encourage consolidation of freight facilities. Improve safety and capacity of roadways while retaining aesthetic features on tourist roads.

Roadway

- Match available funding with necessary improvements;
- Higher classed facilities receive higher priorities; and
- Ensure consistency of roadway classification system.

Public Transportation

- Improve mobility for population segments dependent on public transit. Provide viable alternative to Single Occupancy Vehicle (SOV) travel.

Land Use

- Support urban growth boundaries, urban nodes, residential centers and employment centers;
- Identify and encourage preservation of transportation corridors; and
- Implement transportation improvements that enhance improvement of inadequate regional infrastructure.

Environmental Concerns

- Solutions to all identified transportation issues must consider their environmental ramifications.

Grant County Comprehensive Transit Plan

The Grant County Public Transportation Benefit Area (PTBA) was established in 1993 to assess the need for, and feasibility of, establishing a transit operation in Grant County. The Grant County PTBA encompasses all of Grant County and operates independently from other local government. Its only function is to provide public transportation for citizens within Grant County.

In 1993, Weslin Consulting Services, Inc., prepared a Comprehensive Transit Plan that identified system needs, developed and evaluated alternatives for providing public transit, included a funding and management plan, and made policy recommendations for the system. In 1995,

Grant County voters approved a four-tenths of one percent sales tax to support the implementation of the Grant County Transit Authority.

The Grant County Comprehensive Transit Plan and the Grant Transit Authority Transit Development Plan, 1998-2004, are hereby incorporated by reference into this Comprehensive Plan.

MAJOR ISSUES

Safety

All citizens place considerable importance on the safety of the transportation system. Accidents are not only traumatic on a personal level, but are also costly for society. These costs are felt in the form of increased medical costs, lost work time and economic productivity, and loss of property and possessions. Maintaining and improving the Grant County transportation system should aid in reducing or preventing accidents.

Mobility

Efficient movement of people, freight and goods is very important because it enhances the economic vitality of the region. Population is projected to increase over the planning period and the vehicle miles traveled are projected to increase as well.

Economic development can be improved or enhanced by careful selection of transportation improvements. The existing transportation infrastructure represents a significant investment of capital and labor. To protect this investment, the capacity and condition of the system need to be maintained. Maintaining or improving the transportation system will ensure that the quality of life and economic vitality are not degraded.



CHAPTER 8...

Commodities Movement

Commodities movement, especially farm-to-market transport, is critical to the economy of Grant County. Given the rural and agricultural nature of the county and region, it is important to consider truck volumes and loads. County agreements with the U.S. Bureau of Reclamation as part of the Columbia Basin Project require the County to maintain all farm-to-market roads as all-weather roads, open to legal loads at all times.

Alternative Modes

For most of this century, transportation improvements have emphasized the movement of motorized vehicles, especially automobiles and trucks. Alternative modes, such as bicycling and walking, have not been stressed. It is expected that the automobile will continue to account for the majority of transportation trips in the foreseeable future, both in the number of trips and in the distance traveled. However, there is a growing recognition that alternative non-motorized modes can play an important role in the transportation system, especially for relatively short trips. Encouraging these modes can lessen congestion, reduce maintenance of the built infrastructure, and reduce air pollution while providing health benefits to the users.

The Open Space program envisioned in this Plan recognizes the importance of development of paths and trails in Grant County. The Transportation Improvement Plan includes construction of pedestrian and bicycle paths along SR17 and Patton Road.

Currently there is no official County inventory for non-motorized transportation facilities, adopted County design standards or development implementation strategies. However, with increased demands for more linked trails and a clear recognition that land use decisions combined with non-motorized transportation directly affect the quality of life for residents, there is interest in a comprehensive planning effort. As funding becomes available or with a complete update of the Transportation Element,

these additional factors will be included to ensure related goals are being met.

Neighborhood Needs

The transportation system provides significant benefits to both the general public and to local neighborhoods. Neighborhood transportation projects can be designed to improve pedestrian facilities, traffic flow, and/or neighborhood safety. When transportation improvements are constructed, it is important to address the needs of the general public, individuals, properties, and neighborhoods affected by the project. Using appropriate funding sources, Grant County should work with local residents to make local transportation improvements.

Transportation Demand Management

Most solutions to increasing transportation system demands involve increasing the system capacity. This method is appropriate in many circumstances. However, in some cases, the capacity of the system can be “increased” by reducing the demand on the system. Not all transportation demand measures are appropriate to Grant County. However, by selecting effective demand management measures, transportation system demand can be reduced and system capacity can be essentially “increased” at a lower cost. Effective demand management measures can have the added benefit of reducing air pollution. There is a strong connection between land use and its impact on the adjacent transportation system. By effective land use planning, demand placed on the transportation system by the adjacent land uses can be directed to corridors that have excess capacity, or have future improvements planned. The demand on a transportation system can be managed by providing opportunities to reduce the number of vehicles using the roadway system.

Funding

Financial resources constrain the number of transportation projects agencies are able to implement. In order to maximize transportation improvements, it is important to pursue available

funding opportunities. It is also important to utilize the funds available to Grant County in as efficient a manner as possible exercising fiscal prudence and innovative funding methods. Prioritization of projects permits the most important projects to be constructed first to better utilize limited available funds. Using a combination of these methods will increase the number of transportation projects Grant County can provide for its citizens.

LEVEL OF SERVICE AND CONCURRENCY

Concurrency

One of the goals of the GMA is to have transportation systems in place concurrent with development. This concept is known as “concurrency.” In Grant County concurrency means:

- Transportation systems to serve the development shall be in place at the time of development, or that a financial commitment is made to provide the facilities within a six-year period of development; and
- Such transportation systems have sufficient capacity to serve development without decreasing levels of service below minimum standards adopted in this Transportation Element.

The GMA requires concurrency for transportation facilities. Concurrency management procedures will be developed to ensure that sufficient transportation system capacity is available for all proposed development.

Level of Service

This element contains Grant County's plan to provide specified levels of transportation service in a timely manner. Through the use of level of service (LOS) ratings, the County intends to create a comprehensive measure of the quality of service provided by roadways. LOS ratings

describe how well each of the County's roadways performs as a part of the regional transportation system. The LOS standards that are adopted in this Plan will be maintained through upkeep of the existing circulation system and expansion of transportation services where needed.

The process of establishing level of service standards requires the County to make quality of service decisions explicit. As specified in the GMA, new developments will be prohibited unless transportation improvements to accommodate the impacts of development or funding strategies for such improvements are made concurrent with the development or will be financially planned to be in place within six years.

The GMA requires that level of service (LOS) standards be adopted for all major routes to serve as a gauge for judging performance of the transportation system. Level of service is an estimate of the quality and efficiency of the facilities and services provided. It is a measure that describes the operational conditions on roadways and transit systems. Currently, Grant County does not have a LOS standard for transportation facilities.

Traditionally, LOS ratings for roadways have been based on quantitative measures of roadway capacity, as defined in the Highway Capacity Manual. Given the characteristics of Grant County's traffic patterns, the traditional capacity analysis may not fully identify deficiencies. While all County roads demonstrate adequate capacity, some may be considered deficient by the public based on their physical condition. A capacity-based analysis supplemented with a condition-based analysis may yield a more accurate assessment of roadway system deficiencies.

Such a condition-based analysis could consider factors such as:

- Lane width;
- Roadway width;
- Pavement width;

CHAPTER 8...

- Accident severity;
- Surface rating;
- Vertical and horizontal alignment adequacy;
- Pedestrian/bicycle facilities;
- Freight and goods mobility;
- Transit routes; and
- Destination routes for airport and rail freight.

For this Plan, the County will use only a capacity-based system of establishing level of service. As part of an annual Plan amendment process, the County may elect to devise a condition-based level of service and analysis model. The analysis model could include some or all of the factors listed above, depending upon the data available and routinely maintained by the Department of Public Works.

For a capacity-based level of service, the County adopts an A through F level of service standard as a minimum criteria for the quality of service provided at peak hours and average daily conditions for roadway segments on all arterials and collectors. The standard is based on the ratio of volume (V) to capacity (C) as follows:

LOS A: $V/C < 0.60$

Primarily free-flow traffic operations at average travel speeds. Vehicles are completely unimpeded in their ability to maneuver within the traffic stream. Stopped delays at intersections are minimal.

LOS B: $0.60 < V/C < 0.70$

Reasonably unimpeded stable traffic flow operations at average travel speeds. The ability to maneuver within the traffic stream is only slightly restricted and stopped delays are not bothersome. Drivers are not generally subjected to appreciable tensions.

LOS C: $0.70 < V/C < 0.80$

Stable traffic flow operations. However, ability to maneuver and change lanes may be more restricted than in LOS B, and longer queues and/or adverse signal coordination may contribute to lower average travel speeds. Motorists will experience appreciable tension while driving.

LOS D: $0.80 < V/C < 0.90$

Small increases in traffic flow may cause substantial increases in approach delays and, hence, decreases in speed. This may be due to adverse signal progression, inappropriate signal timing, high volumes, or some combination of these. High density traffic restricts maneuverability.

LOS E: $0.90 < V/C < 1.0$

Unstable traffic flow. Significant delays in traffic flow operations and lower operating speeds. Conditions are caused by some combination of adverse progression, high signal density, extensive queuing at critical intersections, and inappropriate signal timing. Considerable delay, volume at or near capacity. Freedom to maneuver is extremely difficult.

LOS F: $V/C > 1.0$

Traffic flow operations at extremely low speeds. Intersection congestion is likely at critical signalized locations, with high approach delays resulting. Adverse signal progression is frequently a contributor to this condition. Very low speeds, volumes exceed capacity, long delays.

To comply with GMA each planning agency must decide what Level of Service will be considered the minimum acceptable standard of vehicle operation for the area. Commonly, LOS C or D is used as the minimum acceptable LOS for unincorporated rural areas, with LOS D or E being the minimum for areas within the corporate limits, or UGA of a community. In determining potential capacity deficiencies within Grant County, for this Plan, we used the following LOS standards:

LOS B Roads in rural areas.

LOS C Rural State Highways.

LOS D Roads within urban areas/Urban Non-Interstate State Highways.

SYSTEM INVENTORY

This section of the Transportation element describes the existing transportation system in Grant County. This inventory was used to

identify and analyze existing and future transportation deficiencies, to analyze impacts of development upon the transportation system, and to identify transportation improvement projects needed to remedy deficiencies.

The transportation system inventory will serve as a baseline for future land use and transportation planning. The inventory also forms the basis for the application of the LOS standards discussed above.

General System Description

The County provides a system of roadways within unincorporated Grant County. State highways, airports, city streets, park-and-ride lots, and a transit system are owned and operated by other governmental agencies. Rail services, taxi services, and other bus services are privately owned and operated. This Transportation Element focuses on facilities owned and operated by Grant County. Other transportation facilities owned and operated by other service providers are only briefly discussed.

County Roads

Description

The 1998 Grant County roadway system is comprised of 2,507.18 miles of roadways and 192 bridges. Of the total road miles, 2,469.63 (98.5%) are classified as Rural Roads and the remaining 37.55 miles (1.5%) are classified as Urban Roads (See Table 8-1). The County roadway system is shown in Figure 8-1.

Table 8-1
Grant County Road System

<i>Classification</i>	<i>Miles</i>
Urban:	
Access	22.08
Arterial	15.47
<i>Subtotal</i>	<i>37.55</i>
Rural:	
Access	1,560.86
Arterial	908.77
<i>Subtotal</i>	<i>2,469.63</i>
Total	2,507.18

Of the County’s bridges, 93 are concrete, 12 are steel, and 85 are timber. Twenty-five bridges and 7 box culverts (bridges less than 20 feet in length) were considered deficient in 1998. Deficient bridges are those that do not meet a specified Sufficiency Rating determined through application of a rating system defined by the State Department of Transportation. Twenty-seven bridges are weight restricted.

Of the County road system, 1,277.24 miles are hard-surfaced with asphalt concrete pavement (ACP), bituminous surface treatment (BST or “chip seal”), or Portland cement concrete pavement (PCCP). The remaining 1,229.94 miles, are gravel surfaced.

Roadway Data

Grant County’s Department of Public Works maintains roadway information using its County Road Information System (CRIS). CRIS catalogs road information by roadway name and milepost number, and presents roadway data for several roadway elements. Signage, guardrails, average daily traffic, striping, accident history, drainage facilities, and bridge data can also be included. The data included in CRIS reflect system conditions and is updated annually by the Department of Public Works.

In addition, a traffic plan was developed for analysis of traffic conditions as part of the Quad County Regional Transportation Organization (RTPO) study. The plan creates a representation of existing traffic conditions based on traffic volumes and surrounding land uses.

The traffic plan prepared for the Quad County RTPO was updated to reflect population growth and future land use as predicted under this Comprehensive Plan.

Functional Classifications

Grant County’s roadway system is divided into classes according to the function of each roadway segment. A classification defines the major role of a road within the complete existing and future roadway network. Grant County’s functional classification system is consistent with federal and state standards for roadway systems.

CHAPTER 8...

According to WSDOT, a roadway's functional classification is based on an evaluation of a number of criteria, including the type and magnitude of travel generators, route feasibility and directness of travel, traffic characteristics and trip length, and spacing between and continuity of functional classes. Grant County uses nine different federal functional classifications (FFCs) – six urban and three rural classifications, as follows:

- *Urban Principal Arterials (FFC 14)*: provide a network of streets and highways that can be identified as unusually significant. They are important both because they provide routes for traffic passing through the area and because they provide routes for movements within the urbanized area. Access to these routes is usually limited to intersections.
- *Urban Minor Arterials (FFC 16)*: connect with and augment principal arterials, serving trips of moderate length. They place more emphasis on access than principal arterials, but still emphasize mobility over access. These streets provide continuity within communities.
- *Urban Collector Arterials (FFC 17)*: provide both access service and traffic circulation within neighborhoods. These streets also collect traffic from local streets in neighborhoods and channel it to arterials.
- *Urban Local Access (FFC 19)*: provide direct access to abutting properties and to the higher classification facilities. Service to through traffic is usually discouraged.
- *Rural Major Arterials (FFC 02)*: connect rural communities to each other and to urban areas.
- *Rural Minor Arterials (FFC 06)*: in conjunction with Rural Major Arterials, the rural minor arterials form a rural network that links cities together with other major traffic generators. Minor arterials should be expected to provide for relatively high

overall travel speeds with minimum interference to through movement.

- *Rural Major Collectors (FFC 07)*: provide service to larger towns and traffic generators of importance. They link population centers and serve important travel corridors within the County.
- *Rural Minor Collectors (FFC 08)*: collect traffic from local access roads and provide access to major collectors. They link smaller communities and locally important traffic generators.
- *Rural Local Access (FFC 09)*: provide access to adjacent land. They are used to travel relatively short distances.

Roadways within Grant County are designated according to the guidelines of the Federal Highway Administration (FHWA) and Washington State Department of Transportation (WSDOT) as mandated by RCW 47.05.021.

In this Element, the term “arterials” refers collectively to urban principal arterials, urban minor arterials, urban collector arterials, rural major arterials, rural minor arterials, rural major collectors, and rural minor collectors. These roads make up what is referred to as the “primary” roadway system. Urban and rural local access roads are collectively referred to as “access” roads in this Element.

Non-Motorized

Pedestrian and bicycle facilities are provided only at limited points within city limits and in the immediate vicinity of larger urban areas. Moses Lake has designated bicycle routes and is planning further development of the system. SR-2 crosses the northern portion of the county, and provides arterial service to cross-country cyclists.

Non-County Public Transportation Systems

Description

Other service providers within the County, including WSDOT, the fifteen cities and towns,

and the Grant Transit Authority, also maintain and operate public transportation systems. WSDOT is responsible for a system of freeways and highways; the cities and towns are responsible for their own roadway systems within their respective city limits.

State Highways

There are 12 state highways in Grant County. Interstate 90 is the major route for travel to destinations within and through the County. State highways include:

- *SR 90* – crosses through the County from the Columbia River through Moses Lake and heads east to Spokane;
- *SR 24* – is classified as a minor arterial and connects the Mattawa area to Othello and Yakima;
- *SR 243* – provides access from Mattawa to Vantage and provides arterial access to the Tri-Cities;
- *SR 26* – provides arterial access from the Royal Slope area to I-90 westerly, and easterly to Washtucna in Adams County;
- *SR 262* – serves the Potholes recreation area;
- *SR 17* – is a major north-south route from the Coulee City area to Warden. The segment between I-90 and US-395 is listed on the National Highway System;
- *SR 170* – provides access to the City of Warden;
- *SR 281* – connects SR 28 from Wentachee, through Quincy and south to I-90;
- *SR 283* – provides the Ephrata to I-90 link;
- *SR 2* – traverses east-west through the northern portion of the county, from Coulee City to Hartline. It is included on the National Highway System;
- *SR 28* – runs from the Columbia River through Wilson Creek and east into Lincoln County;

- *SR 282* – provides access from Ephrata to Moses Lake;
- *SR 174* – runs through the City of Grand Coulee and provides access to Douglas County to the north and west and Lincoln County to the east;
- *SR 155* – is a minor arterial connecting the Grand Coulee area to the rest of the County; and
- *SR 171* – is the Moses Lake urban access route.

City Streets

Streets and roads within city corporate limits are managed by the respective cities. Transportation plans are included in each of the cities comprehensive plans. Total city street miles are tabulated in Table 8-2.

Public Transportation Providers

Grant Transit Authority (GTA) provides fixed route service to all communities within Grant County, with the exception of Hartline. Hartline is served by “dial a ride” service. People for People provide vehicles, operators and maintenance for the deviated fixed route and non-route paratransit services under contract with GTA.

GTA operates 12 deviated fixed routes Monday through Saturday. Non-route paratransit accessible services are available at the same times as the fixed route service.

GTA provides service connections to:

- Amtrak Depot, Ephrata;
- Grant County International Airport;
- Greyhound Bus Lines depots; and
- Trailways Bus Lines, Moses Lake.

GTA also provides services to several private schools and Big Bend Community College. GTA operates service to Sun Lakes, Steamboat Rock State Parks, and Spring Canyon Federal Campground between Memorial Day and Labor Day, and to O’Sullivan Dam State Park year round.

CHAPTER 8...

Other public transportation providers in Grant County include three private inter-city bus services: Greyhound Bus Lines, Empire Lines, Trailways Bus Lines, Bassett Bus Lines, and Basin Bus Lines. These services provide connections with the urban public transportation systems available outside the county. Greyhound operates depots in Quincy, Ephrata, George, and Moses Lake. Greyhound runs 4 routes east and west daily. Trailways Bus Lines operates a depot at the Shilo Inn in Moses Lake. Basin Bus Lines holds a WUTC permit for operation in Coulee City, Soap Lake, Ephrata, Moses Lake, Warden, Othello, and Pasco. Basin Bus operates daily except Sunday between Moses Lake and Pasco and between Moses Lake and Coulee City.

Table 8-2
City Streets¹

<i>City</i>	<i>Miles</i>
Coulee City	3.30
Coulee Dam	6.79
Electric City	NR
Ephrata	30.75
George	4.85
Grand Coulee	1.77 ²
Hartline	3.54
Krupp	2.95
Mattawa	7.16
Moses Lake	NR
Quincy	32.58
Royal City	NR
Soap Lake	NR
Warden	17.86
Wilson Creek	3.50

¹ Data from respective comprehensive plans.

² Includes only major arterials.

Other public transportation is primarily human services related and is coordinated by the “People for People” organization.

Airport Facilities

Aviation in Grant County has been of significant importance since the 1940s when both the U.S. Army established airfields in Moses Lake and Ephrata. According to the 1993 Washington State Continuous Airport System Plan, there were 205 aircraft registered in Grant County, the

majority of which were single piston aircraft. The Grant County International Airport, with one of the longest runways in the United States, is a world-class heavy jet testing and training facility for the Boeing Company, Japan Airlines, and the U.S. Military. The Ephrata Municipal Airport is rapidly gaining international recognition in its own right as a home for recreational aircraft, in particular, glider and aerobatics clubs that host regional and national championships there.

Airports are classified by the Washington State Department of Transportation, Aeronautics Division, in accordance with FAA Order 5090.313, *Field Formulation of the National Plan of Integrated Airport Systems (NPAIS)* as:

- Primary Service (PR);
- Commercial Service (CM);
- Reliever (RL); and
- General Aviation (GA).

Non-NPAIS airports are classified by WSDOT, Aeronautics Division, as:

- State Owned/Operated Airports (S);
- Municipally Owned Airports (M); and
- Private Ownership Public Use Airports (PP).

Grant County airports and their classifications are presented in Table 8-3. Airports are also classified based on their physical facilities, including landing and navigational aids, and airspace classification.

Table 8-3
Grant County Airports¹

<i>Airport</i>	<i>Class</i>
<i>NPAIS Airports:</i>	
Grant County International	CM
Ephrata Municipal	GA
Grand Coulee Dam	GA
<i>Non-NPAIS Airports:</i>	
Quincy Municipal	M
Warden Municipal	M
Moses Lake Municipal	M
Desert Aire ²	PP

¹ 1993 Washington State Continuous Airport System Plan

² Not listed in 1993 Washington State Continuous Airport System Plan

Grant County International Airport

Grant County International Airport was built as Moses Lake Army Base in 1942 and named Larson Air Force Base in 1944. The Port of Moses Lake took control of the airfield and most operational facilities in 1966 after the base closed. One of the largest civil airports in the Pacific western states, Grant County International Airport attracts major air carriers from around the world for crew training on large jets and aircraft research and development.

The airport includes four runways:

- *14L/32R* – 13,500 feet long with instrument approaches, can handle aircraft as large as the Boeing 747;
- *4-22 (Crosswind)* – 9,998 feet long (5,600 rehabilitated), for non-precision approaches and used by itinerant traffic and as a taxiway;
- *18/36* – 3,263 feet long with visual approaches and used mostly by Big Bend College; and
- *14R/32L* – 3,025 feet long with visual approaches, is seldom used.

Airside facilities also include eight taxiways, six aprons, fuel distribution and storage system, airport surveillance radar, and a fire training facility. Landside facilities include a new terminal building with control tower and over 40 buildings totaling about 1,000,000 square feet. Over 300 persons are employed at the airport in both aviation and non-aviation businesses.

Moses Lake Municipal Airport

The Moses Lake Municipal Airport is located in the eastern edge of the city just north of the Wheeler Corridor, and serves small light aircraft. In 1990, the airport was base to 37 aircraft. The 2,500-foot long runway includes medium-intensity runway lighting. Moses Lake Municipal Airport is a “non-instrument” airport. However, the airport is equipped with Uniform Communication Frequency (UNICOM), a private aeronautical advisory communications facility and Visual Slope Indicator/Precision

Approach Path Indicator (VASI/PAPI), a system designed to furnish the pilot visual approach slope information to provide safe descent guidance.

Ephrata Municipal Airport

The Ephrata Municipal Airport is operated by the Port of Ephrata and is used by private, light recreational aircraft. Originally constructed as a U.S. Army airbase, it was turned back to the City of Ephrata in 1953. North West Airlines operated commercial service between 1946 and 1949; West Coast Airlines operated beginning in 1952. The airport is located at the eastern edge of city limits. In 1990, the airport was base to 22 aircraft. The airport has two runways: a 6,699-foot long runway that includes medium-intensity runway lighting, and a 7,299-foot long runway that includes high-intensity runway lighting. Ephrata Municipal Airport is an “instrument airport”, and is equipped with and VASI/PAPI, Very High Frequency Omni-Directional Range/Distance Measuring Equipment (VOR/DME), and VOR. VOR is the standard electronic navigational aid used at most airports to provide azimuth guidance. VOR/DME is a combination of VOR and electronic equipment used to measure the slant range distance of an aircraft from the navigational aid.

Grand Coulee Dam Airport

The Grand Coulee Dam Airport serves the entire area, and is located just south of Electric City. Operated by the Port District #7, it is leased to the Grand Coulee Dam Flyers club. In 1990, the airport was base to 9 aircraft. The 4,200-foot long runway includes medium-intensity runway lighting. Quincy Municipal Airport is a “non-instrument airport”, but is equipped with VASI/PAPI.

Quincy Municipal Airport

The Quincy Municipal Airport is operated by the City of Quincy and is used by private, light aircraft. The airport is located just outside the city limits. In 1990, the airport was base to 9 aircraft. The 3,582-foot long runway includes low-intensity runway lighting. Quincy Municipal Airport is an “instrument airport”, and is equipped with VASI/PAPI.

CHAPTER 8...

Warden Municipal Airport

The Warden Municipal Airport is operated by the City of Warden and is used by private, light industrial and commercial aircraft. The airport is located at the western boundary of the city. In 1990, the airport was base to 9 aircraft. The 3,120-foot long runway includes non-standard runway lighting. Warden Municipal Airport is a “non-instrument” airport. However, the airport is equipped with a rotating beacon visual aid and VASI/PAPI.

Desert Aire Airport

The Desert Aire Airport is privately owned and operated. No data is included on this airport in the 1993 Washington State Continuous Airport System Plan.

Railway Facilities

Rail service within Grant County is provided by Burlington Northern Santa Fe Railroad (BN), Palouse Coulee City Railroad, and Columbia Basin Railroad. The BN main line parallels SR 28 west of Quincy and runs east to Lincoln County. This is the principal service route between the Puget Sound area, Spokane and points east. Approximately 25 trains per day use the route. Palouse Coulee City operates the northernmost route which extends from Coulee City to Lincoln County, paralleling SR 2. One train per day utilizes the route. The Columbia Basin Railroad operates one line through Grant County from Moses Lake to Pasco, and runs one train per day.

TDM Facilities

Transportation Demand Management (TDM) facilities manage demand for transportation services by providing opportunities to reduce the number of vehicles using the roadway system. TDM facilities can include park-and-ride or park-and-pool lots, carpool or vanpool programs, subsidized transit, or high-occupancy vehicle lanes. In Grant County, WSDOT currently operates several park-and-ride or park-and-pool lots.

CAPACITY AND NEEDS ASSESSMENT

Existing Levels of Service

Volume

Transportation concerns are related more to accommodating truck traffic and the condition of roadways than to roadway congestion problems. As such, particular attention has been given to representing truck trip movements from field to storage, from storage to processing, and from processing to destinations outside the region.

The volume of truck traffic on Grant County roadways tends to follow functional classification fairly closely. State roadways typically range from 100 to 1000 trucks daily while county roads range from 20 to 500. Figure 8-1 shows the existing “base line” traffic volumes for Grant County roadways. The vehicle totals include passenger vehicle and truck traffic volumes. Table 8-4 illustrates the calculated Level of Service for some of the most highly traveled segments of county roadways and state facilities within Grant County.

Capacity

The present roadway system operates reasonably well. Congestion and delay measured at primary roadway and intersections indicate levels of service are acceptable throughout the regional system.

Forecast of Traffic

Changes in traffic volume are primarily dependent on changes in population and employment, which in turn are dependent upon growth in the housing market and in regional industries. As detailed in Chapter 3 – Grant County Profile of this Plan, Grant County is expected to grow rapidly, to approximately 104,391 in the planning year 2018. This represents the high end of the population projection scale, and is significantly higher than the projections in the 1994 Quad County RTPO Regional Transportation Plan.

Traffic growth from recreational trips is also anticipated to grow considerably. The Potholes-Moses Lake area has a well-developed recreational center, which is expected to expand. In addition, concert facilities at George, the Grand Coulee Dam, and the Drumheller area of Grant County are also anticipating diversification and continued development. Improvements to recreational amenities of the area will lead to an overall increase in tourist traffic.

The region looked at forecast scenarios under two distinct conditions. The first maximizes rail service and a relatively stable level of truck traffic. The second assumes a continued decline in rail use, with about 50% of the existing rail haul reverting to truck traffic.

Volume

In the preparation of the Quad County Transportation Plan, a transportation model was created to forecast the traffic levels expected by the year 2015 horizon. In the Quad County transportation model, the area was divided into

79 Transportation Analysis Zones (TAZ's). The model includes a distribution element to predict internal and external traffic patterns within the Quad County area, and traffic passing through the area. The 2015 traffic volume projections shown in the Quad County Plan are based on population and employment estimates prepared for that effort. As noted previously, the current 20-year employment and population growth projections for Grant County greatly exceed the 20-year growth projected in the 1994 Quad County Plan.

The population and employment growth estimated for the Quad County Plan showed Grant County growing at approximately 1% per year. The growth was assumed to be consistent across the entire county (20-year growth ranging from 19% to 23%). The current growth projections prepared for Grant County predict not only higher growth but also different growth rates for different areas of the County.

**Table 8-4
1998 Levels of Service Summary**

<i>Roadway</i>	<i>Segment</i>	<i>Daily Vehicle Capacity (C)</i>	<i>Existing ADT Volume (V)</i>	<i>V/C Ratio</i>	<i>LOS</i>
<i>State Routes:</i>					
SR 90	N. of SR 26	80,000	9,250	0.12	A
	E. of Dodson Road	80,000	11,000	0.14	A
	W. of SR 171	80,000	16,100	0.20	A
	E. of SR 17	80,000	9,150	0.11	A
	E. of Wheeler Road	80,000	8,200	0.10	A
SR 26	W. of Dodson Road	22,000	4,050	0.18	A
SR 17	S. of SR 170	22,000	5,900	0.27	A
	NW of Stratford Road	48,000	6,200	0.13	A
<i>County Roads:</i>					
24 SW Road	W. of Mattawa	16,000	2,500	0.16	A
U Road SE	S. of SR 90	16,000	1,300	0.08	A
Dodson Road	S. of SR 90	16,000	1,000	0.06	A
Adams Road	N. of Frenchman Hills Road	16,000	900	0.06	A
	N. of SR 283	16,000	1,350	0.08	A
Beverly Burke Road	N. of Frenchman Hills Road	16,000	800	0.05	A

CHAPTER 8...

The urban areas of the north part of the County are expected to increase in population by approximately 22% to 35% over the next 20 years. Over the same time frame, the community of Mattawa is predicted to increase by 165% to more than 2.5 times its present population.

To adjust the 2015 transportation model volumes to the 2018 horizon, and to reflect the updated growth projections, we divided the County into six areas predicted to have similar growth. We then applied the growth rate by region to the traffic growth predicted in the Quad County Transportation model.

Table 8-5 shows the geographic regions and weighted average growth within each region. The resultant projected 2018 traffic volumes for Grant County roadways are shown on Figure 8-2.

Forecast Level of Service – 2018

As described in previous sections, the population of Grant County is predicted to increase by approximately 50% over its current levels. Most of this growth is expected to occur within the incorporated areas of the county. There will also be an increase in travel on the state facilities by vehicles passing through Grant County.

Even with these factors, the existing roadway network of county and state facilities is expected to accommodate future traffic levels with few improvements required. Table 8-6 shows the projected levels of service for several locations on state and county roadways within the county.

Table 8-5
Projected Population Growth Rates

<i>Area of County</i>	<i>Communities in Area</i>	<i>Projected 20-Year Population Growth</i>	<i>Annual Average Growth Rate</i>
North County	Grand Coulee, Coulee City, Hartline, Electric City	27%	1.35%
East Central	Wilson Creek, Marlin	22%	1.10%
South Central	Royal City, Warden	70%	3.50%
South County	Mattawa	165%	8.25%
West Central	Moses Lake	81%	4.05%
Moses Lake	Soap Lake, Ephrata, George, Quincy	49%	2.45%

Transportation System Analysis

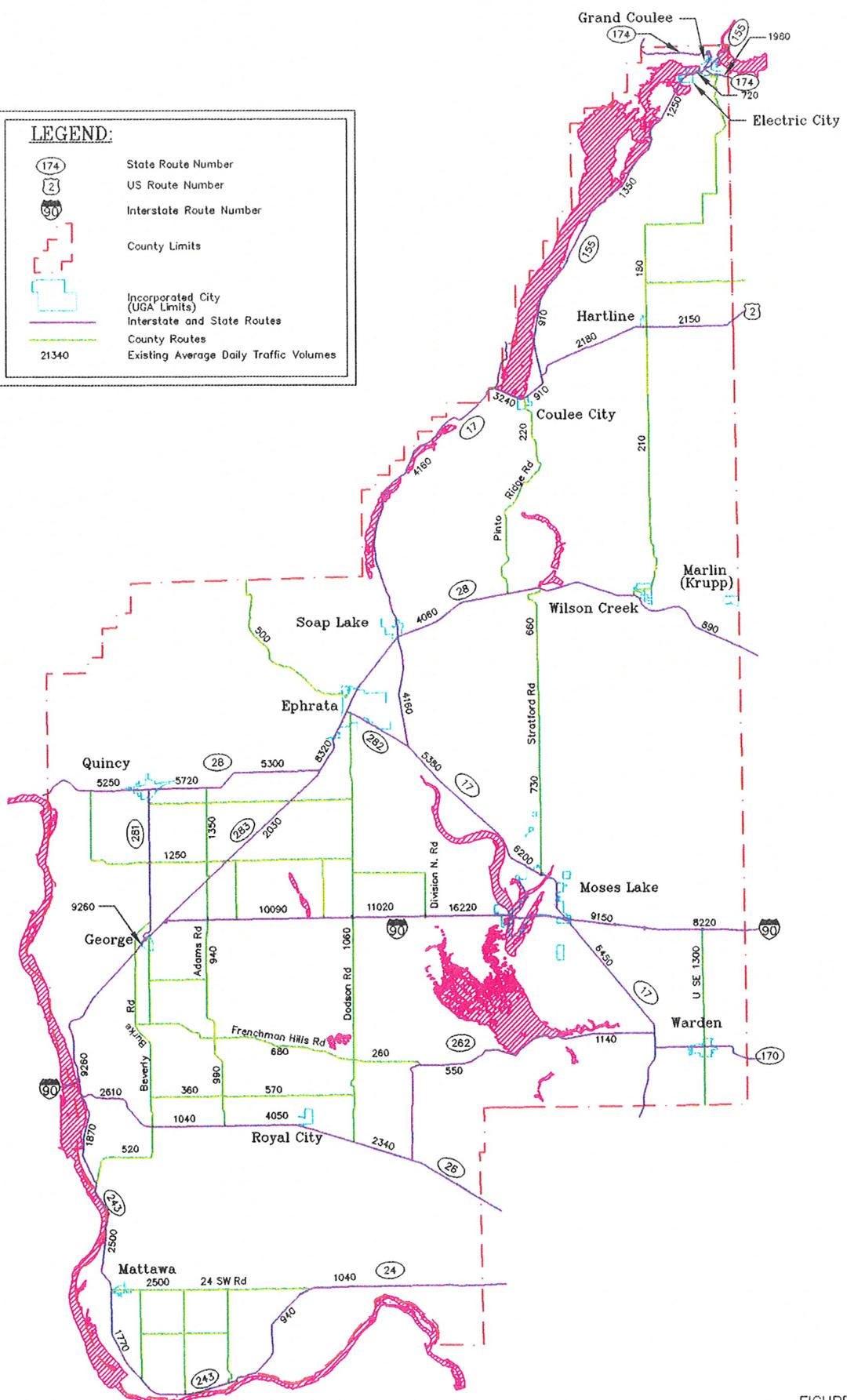
As previously discussed, the overall system operates well. There is no obvious demand that cannot be met nor is there any existing facility or group of facilities that is wholly inadequate. The highest demand on the transportation system will be future freight movement to planned industrial zoned lands in the county and urban growth areas of the incorporated cities. As future industrial lands develop, system improvements will need to be evaluated on surface roadways and arterials serving these land areas. Improvements may include the following:

- channelization of intersections,
- widen travel lanes and shoulders,
- sidewalks for pedestrian use,
- pavement and base upgrades to accommodate the projected truck usage.

The magnitude of potential impact and the level of system improvements required for these would be assessed during the environmental review process enacted under the S.E.P.A. guidelines.

LEGEND:

- (174) State Route Number
- (2) US Route Number
- (90) Interstate Route Number
- - - County Limits
- ▭ Incorporated City (UGA Limits)
- Interstate and State Routes
- County Routes
- 21340 Existing Average Daily Traffic Volumes



GRANT COUNTY ROAD SYSTEM
EXISTING 1998 TRAFFIC VOLUMES

**Table 8-6
2018 Levels of Service Summary**

<i>Roadway</i>	<i>Segment</i>	<i>Daily Vehicle Capacity</i>	<i>Projected ADT Volume</i>	<i>V/C Ratio</i>	<i>LOS</i>
State Routes:					
SR 90	N. of SR 26	80,000	14,550	0.18	A
	E. of Dodson Road	80,000	13,900	0.17	A
	W. of SR 171	80,000	31,900	0.40	A
	E. of SR 17	80,000	20,800	0.26	A
	E. of Wheeler Road	80,000	21,350	0.27	A
SR 26	W. of Dodson Road	22,000	4,900	0.22	A
SR 17	S. of SR 170	22,000	7,200	0.33	A
	NW of Stratford Road	48,000	6,170	0.20	A
County Roads:					
24 SW Road	W. of Mattawa	16,000	3,280	0.21	A
U Road SE	S. of SR 90	16,000	1,590	0.10	A
Dodson Road	S. of SR 90	16,000	1,060	0.07	A
Adams Road	N. of Frenchman Hills Road	16,000	1,350	0.08	A
	N. of SR 283	16,000	1,570	0.10	A
Beverly Burke Road	N. of Frenchman Hills Road	16,000	900	0.06	A

FINANCE PLAN

Grant County is required under the GMA to prepare a plan for financing the transportation improvements included in this Transportation Element. The finance plan must include an analysis of the County’s anticipated revenue over a six-year period – 1999 to 2004. The County must annually update and file its Six-Year Transportation Improvement Program (TIP) with the Secretary of Transportation. The TIP, like the Transportation Element, includes a finance plan.

The finance plan prepared for the Grant County 1999-2004 Six Year TIP was adopted by the Board of County Commissioners on July 21, 1998, and has been used for this Transportation Element. The TIP identifies transportation revenue sources that are available for undertaking the maintenance, administration, operation and improvement of the County’s transportation system. Included in the TIP are a listing of transportation improvement projects, a schedule of program expenditures, and a summary of revenue sources (local, state and federal) available to fund the identified costs. The TIP is summarized in Table 8-7.

No improvements are needed in order to continue providing the adopted level of service. Even so, the county remains committed to providing its citizens the best transportation system possible within funding capabilities. While no capacity projects are proposed, safety, structural and preservation projects are necessary. Preservation and improvement projects are based on the following strategies:

Improve Transportation System Safety - Safety improvements include increasing sight distance, improving rail crossings, and improving curve radii.

Implement Projects with High Investment Value – Projects must be economically viable and funding must be readily available during the life of the plan. The project must offer a viable solution to a recognized problem.

System Continuity – Any project that facilitates linkage between adjacent jurisdictions provides value to the region.

System Efficiency – Projects that increase capacity or the ability to move goods and people.

CHAPTER 8...

Multimodal Solutions – Projects that utilize more than one mode.

Budget Forecast

Table 8-8 presents a summary of revenue sources and anticipated expenditures for Grant County's transportation system from 1999-2004. The revenue and expenditures are based on the Six-Year TIP. The distribution of revenues and expenditures for the transportation improvement program are presented in Figures 8-3 and 8-4, respectively. Financing of grant-funded transportation projects comes from many sources, as described below and shown in Figure 8-5.

Funding Sources

A variety of funding sources will be used by Grant County to fund the TIP. The majority of funding is provided through state, local and federal funding programs. Grants, loans, levies, and taxes provide the majority of revenue for transportation improvements. Many revenue sources have requirements and restrictions regarding the type of project that can be funded.

Grants and loans are available through state and federal programs using an application process and specific selection criteria. The programs typically fund projects to a specific percentage of the total cost of the project; local funds are required to "match" the state or federal funds to provide the remainder of project cost. Grants are awarded directly and do not have to be repaid; however, loans made through state programs usually have advantageous repayment terms, usually including a below market interest rate.

Levies and taxes provide local funding for transportation improvements. Such revenues are not based on specific projects. Funding options that the County expects to be available to finance transportation improvements are described below.

Local Revenues

Local revenues are those revenues that are either collected locally by the County or collected by

others, such as the state, and distributed locally. The sources of local funding used by the County to finance the TIP are the Motor Vehicle Fuel Tax, the county road levy, federal payments, and miscellaneous revenue.

Motor Vehicle Fuel Tax: The Motor Vehicle Fuel Tax (MVFT) is assessed throughout the state to fund transportation projects. It is collected and distributed by state government. The revenues must be used for transportation purposes such as construction, maintenance, and operation of County roads and state highways (RCW 82.36). This source will generate about \$5.2 million per year to Grant County over the next six years. Revenue from the MVFT is expected to grow about 1 percent a year on the basis of recent trends in fuel tax receipts.

County Road Levy: Grant County assesses a road levy on real property located within the unincorporated County for use in developing and maintaining the County's road system. This source of transportation revenue is dependent upon property values within the unincorporated portions of the County. Road levy property tax receipts are expected to average about \$5.2 million per year for the next six years. The County Road levy rate for 1999 taxes is 2.22260 per \$1000 in property valuation. However, there are statutory requirements that restrict raising the total amount collected from the road levy to no more than 106% of the total levy collected the previous year. Also, the assessed value of industrially-zoned property in the Wheeler Corridor and other properties within the proposed Moses Lake UGA totals over \$520 million. If those lands are annexed to the City of Moses Lake, it will result in over a \$1,100,000 reduction in County Road levy. The Finance Plan shown in Table 8-7 includes that reduction in year 2000 of the Plan. The County and City of Moses Lake should enter into an interlocal agreement that provides compensation to the County for the impacts to the County's transportation program.

Federal Payments in Lieu of Taxes: A portion of southern Grant County is federally-owned property of the Hanford Nuclear Reservation that

is not assessed for the County's road levy or property taxes. The federal government makes payments to the County for use in funding transportation improvements to compensate for this loss of revenue and to account for the impact that federal activities have on the County's road system. Approximately \$100,000 is collected each year. This source is expected to remain constant over the planning period.

Miscellaneous Local Revenue: Grant County receives local revenues from miscellaneous sources. These include: street and curb permits, sale of maps and publications, transfers of funds from other jurisdictions for reimbursable road maintenance work, and contributions or donations from private sources. This miscellaneous revenue totals approximately \$200,000 per year and is expected to remain constant throughout the planning period.

Federal Revenues

Federal funds are collected and distributed nationwide to fund transportation improvements. Federal funds allocated to Washington State pass through the Washington State Department of Transportation to cities and counties within the state. The County receives funds from the Bridge Replacement Program (BR) and the Intermodal Surface Transportation Efficiency Act (ISTEA) Surface Transportation Program (STP) grant funding programs known as STP Regional, STP Statewide Competitive, STP Safety, and STP Enhancement.

STP Regional: STP Regional grant funds are allocated to finance projects within the region that are determined to best meet the program criteria established by the region. Applications are accepted annually from jurisdictions within the County, unless the County has (with agreement of all cities and towns) redistributed a portion of the County's MVFT in lieu of their competition for the STP regional funds. The County is required to provide a 13.5 percent match of the grant amount requested.

STP Statewide Competitive: A portion of the Statewide STP Competitive grant funds are reserved for distribution through a statewide

competition. Applications are taken for this source annually. Projects eligible to compete for this grant funding must meet program criteria that are established by the state. These funds are also distributed through the WSDOT. The County is required to provide a minimum 13.5 percent match of the grant amount requested. Decisions regarding eligibility for funding from these sources is discretionary and competitive.

STP Hazard Elimination: Grant funding in the STP Hazard Elimination program is used to correct identified hazardous locations. This source is competitive and must be applied for annually.

STP Enhancement: The STP Enhancement program is a competitive source for grant funding that is designated for non-traditional transportation projects, such as trails or paths, historic preservation of routes, or experimental programs. Currently the Quad County RTPO is involved in the project selection process.

Bridge Replacement Off System (BROS): WSDOT administers a bridge replacement program that provides funds to local agencies to replace aging and/or load limited bridges. Matching requirements are typically 20 percent.

Revenue from federal programs is competitive, must be applied for annually, and is difficult to predict. About \$12.4 million from all Federal aid matching sources combined is anticipated over the next six years. About \$2.1 million comes from BROS funding and about \$10.3 from STP funding.

State Revenues

State funds are collected and distributed statewide to finance transportation improvement projects. These are administered through the Transportation Improvement Board (TIB) for urban areas and the County Road Administration Board (CRAB) for rural projects. State sources include Urban Arterial Trust Account (UATA), Transportation Improvement Account (TIA), County Arterial Preservation Program (CAPP), and Rural Arterial Program (RAP).

CHAPTER 8...

**Table 8-7
Transportation Improvement Plan, 1999-2004**

<i>Road Name/Location/Description</i>	<i>Funding (\$1,000)</i>				<i>Schedule of Expenditures (\$1,000)</i>				
	<i>Phase</i>	<i>Local</i>	<i>Federal/ State</i>	<i>Source</i>	<i>Year</i>				<i>Total</i>
					<i>1999</i>	<i>2000</i>	<i>2001</i>	<i>2002-04</i>	
12 SW/SE ROAD G SW to SR 262 Grade, Drain, Surface (BST) Finished Width = 34'	PE RW CN <i>Total</i>	 154 154	 946 946	STP(R)	 1,100 1,100				 1,100 1,100
BRIDGE #120, 18 NE Bridge Replacement Finished Width = 28'	PE RW CN <i>Total</i>		 234 234	BROS RAP	 234 234				 234 234
BRIDGE #385, K NW Bridge Replacement Finished Width = 28'	PE RW CN <i>Total</i>		 234 234	BROS RAP	 234 234				 234 234
BRIDGE #314, C.8 NW Bridge Replacement Joint Agency Project Finished Width = 18'	PE RW CN <i>Total</i>	 34 34	 266 266	BROS	 300 300				 300 300
10 NE ROAD Stratford to SR 17 Grade, Drain, Surface (BST) Finished Width = 28'	PE RW CN <i>Total</i>	 66 66	 594 594	RAP	 660 660				 660 660
SR 17 PEDESTRIAN/BIKE PATH Patton Blvd to Randolph Road Surface (PCC) Finished Width = 10'	PE RW CN <i>Total</i>	 95 100	 	P&T	 95 100				 95 100
SAGEBRUSH FLATS ROAD J NW to 24 NW Grade, Drain, Surface (BST) Finished Width = 28'	PE RW CN <i>Total</i>	 210 233	 450 472	RAP	 660 705				 660 705

**Table 8-7
Transportation Improvement Plan, 1999-2004**

Road Name/Location/Description	Funding (\$1,000)				Schedule of Expenditures (\$1,000)				
	Phase	Local	Federal/ State	Source	Year				Total
					1999	2000	2001	2002-04	
DODSON ROAD Frenchman Hills to I 90 ACP Overlay Finished Width = 28'	PE	75			75				75
	RW			CAPP					
	CN		800		800				800
	<i>Total</i>	<i>75</i>	<i>800</i>		<i>875</i>				<i>875</i>
7 NW ROAD SR 283 to Dodson Road Grade, Drain, Surface (BST) Finished Width = 28'	PE	4	36		40				40
	RW			RAP					
	CN	75	675		750				750
	<i>Total</i>	<i>79</i>	<i>711</i>		<i>790</i>				<i>790</i>
PATTON BLVD/LORING DRIVE Traffic/Pedestrian Signal	PE	2	13		15				15
	RW			STP(U)					
	CN	18	112		130				130
	<i>Total</i>	<i>20</i>	<i>125</i>		<i>145</i>				<i>145</i>
5 NW ROAD SR 283 to SR 281 Grade, Drain, Surface (BST) Finished Width = 34'	PE	12	68		80				80
	RW			STP(R)					
	CN	104	641			745			745
	<i>Total</i>	<i>116</i>	<i>709</i>		<i>80</i>	<i>745</i>			<i>825</i>
5 NE ROAD Royal Rooster Ridge Grade, Drain, Surface (BST) Finished Width = 28'	PE	2			2				2
	RW								
	CN	48			48				48
	<i>Total</i>	<i>50</i>			<i>50</i>				<i>50</i>
K SE/1 SE ROADS Baseline E to SR 17 Grade, Drain, Surface (BST) Finished Width = 28'	PE	3	27		30				30
	RW			RAP					
	CN	50	454			504			504
	<i>Total</i>	<i>53</i>	<i>481</i>		<i>30</i>	<i>504</i>			<i>534</i>
W NE ROAD 3 NE to 12 NE Grade, Drain, Surface (BST) Finished Width = 28'	PE	6	52		58				58
	RW			RAP					
	CN	136	1,224			1,360			1,360
	<i>Total</i>	<i>142</i>	<i>1,276</i>		<i>58</i>	<i>1,360</i>			<i>1,418</i>
NEPPEL ROAD SR 17 to E NE Grade, Drain, Surface (BST) Finished Width = 28'	PE	2	18			20			20
	RW			RAP					
	CN	22	198			220			220
	<i>Total</i>	<i>24</i>	<i>216</i>			<i>240</i>			<i>240</i>

CHAPTER 8...

**Table 8-7
Transportation Improvement Plan, 1999-2004**

<i>Road Name/Location/Description</i>	<i>Funding (\$1,000)</i>				<i>Schedule of Expenditures (\$1,000)</i>				<i>Total</i>
	<i>Phase</i>	<i>Local</i>	<i>Federal/ State</i>	<i>Source</i>	<i>Year</i>				
					<i>1999</i>	<i>2000</i>	<i>2001</i>	<i>2002-04</i>	
BRIDGE #156, FIESS ROAD Bridge Replacement	PE	1	9	BROS	10				10
	RW								
	CN	42	168			210			210
Finished Width = 24'	<i>Total</i>	<i>43</i>	<i>177</i>		<i>10</i>	<i>210</i>			<i>220</i>
MISCELLANEOUS PROJECTS	PE			COST SHARE					
	RW								
	CN	1,300	100		400	200	200	600	1,400
	<i>Total</i>	<i>1,300</i>	<i>100</i>		<i>400</i>	<i>200</i>	<i>200</i>	<i>600</i>	<i>1,400</i>
MATTAWA AREA ROADS S SW/25 SW/29 SW Grade, Drain, Surface (Gravel/BST)	PE								
	RW								
	CN	300				300			300
Finished Width = 26'	<i>Total</i>	<i>300</i>				<i>300</i>			<i>300</i>
5 NW/U NW ROADS SR 281 to SR 28 ACP Overlay	PE	60		STP(R)	60				60
	RW								
	CN	379	811		1,190				1,190
Finished Width = 34'	<i>Total</i>	<i>439</i>	<i>811</i>		<i>1,250</i>				<i>1,250</i>
U SW ROAD 24 SW to 26 SW Grade, Drain, Surface (BST)	PE	28				28			28
	RW								
	CN	240					240		240
Finished Width = 28'	<i>Total</i>	<i>268</i>				<i>28</i>	<i>240</i>		<i>268</i>
11 SW ROAD Adams Road to G SW Grade, Drain, Surface (BST)	PE	3	22	RAP		25			25
	RW								
	CN	65	585					650	650
Finished Width = 34'	<i>Total</i>	<i>68</i>	<i>607</i>			<i>25</i>	<i>650</i>		<i>675</i>
MARTIN ROAD H NW to E NW Grade, Drain, Surface (BST)	PE	2	13	RAP		15			15
	RW								
	CN	43	387					430	430
Finished Width = 34'	<i>Total</i>	<i>45</i>	<i>400</i>			<i>15</i>	<i>430</i>		<i>445</i>
Q NE ROAD Bridge #245 to 3 NE Grade, Drain, Surface (BST)	PE	3	18	STP(R)			21		21
	RW								
	CN	38	241					279	279
Finished Width = 28'	<i>Total</i>	<i>41</i>	<i>259</i>				<i>300</i>		<i>300</i>

Table 8-7
Transportation Improvement Plan, 1999-2004

Road Name/Location/Description	Funding (\$1,000)				Schedule of Expenditures (\$1,000)				
	Phase	Local	Federal/ State	Source	Year				Total
					1999	2000	2001	2002-04	
Q NE RR SIGNALIZATION Railroad Crossing Signalization	PE	1	4	STP(S)			5		5
	RW								
	CN		125				125		125
	<i>Total</i>	<i>1</i>	<i>129</i>				<i>130</i>		<i>130</i>
7 NE ROAD M NE to N NE Grade, Drain, Surface (BST) Finished Width = 28'	PE	1	12	RAP			13		13
	RW								
	CN	12	108				120		120
	<i>Total</i>	<i>13</i>	<i>120</i>				<i>133</i>		<i>133</i>
BRIDGE #390, 3 NW Bridge Replacement Finished Width = 28'	PE	3	12	BROS			15		15
	RW								
	CN	39	156				195		195
	<i>Total</i>	<i>42</i>	<i>168</i>				<i>210</i>		<i>210</i>
BRIDGE #388, 7 NW Bridge Replacement Finished Width = 28'	PE	4	16	BROS			20		20
	RW								
	CN	47	188				235		235
	<i>Total</i>	<i>51</i>	<i>204</i>				<i>255</i>		<i>255</i>
BRIDGE #251, 2.7 SE Bridge Replacement Finished Width = 28'	PE	1	2	BROS			3		3
	RW								
	CN	11	48				59		59
	<i>Total</i>	<i>12</i>	<i>50</i>				<i>62</i>		<i>62</i>
BRIDGE #126, O NE Bridge Replacement Finished Width = 28'	PE	1	2	BROS			3		3
	RW								
	CN	10	43				53		53
	<i>Total</i>	<i>11</i>	<i>45</i>				<i>56</i>		<i>56</i>
1 SE ROAD U SE to Tiflis Road Grade, Drain, Surface (BST) Finished Width = 28'	PE	11					11		11
	RW								
	CN	104					104		104
	<i>Total</i>	<i>115</i>					<i>115</i>		<i>115</i>
2 SE ROAD Q SE to R SE Grade, Drain, Surface (BST) Finished Width = 28'	PE	15					15		15
	RW								
	CN	135					135		135
	<i>Total</i>	<i>150</i>					<i>150</i>		<i>150</i>

CHAPTER 8...

**Table 8-7
Transportation Improvement Plan, 1999-2004**

<i>Road Name/Location/Description</i>	<i>Funding (\$1,000)</i>				<i>Schedule of Expenditures (\$1,000)</i>				
	<i>Phase</i>	<i>Local</i>	<i>Federal/ State</i>	<i>Source</i>	<i>Year</i>				<i>Total</i>
					<i>1999</i>	<i>2000</i>	<i>2001</i>	<i>2002-04</i>	
ADAMS ROAD TO G SW	PE		30	CAPP			30		30
SR 28 to I 90	RW								
ACP Overlay	CN		600				600		600
Finished Width = 34'	<i>Total</i>		<i>630</i>			<i>630</i>		<i>630</i>	
1 SW ROAD	PE	20					20		20
Silica Road to V SW	RW								
Grade, Drain, Surface (BST)	CN	100					100		100
Finished Width = 26'	<i>Total</i>	<i>120</i>				<i>120</i>		<i>120</i>	
BRIDGE #158, 12 NE	PE	4	16	BROS			20		20
Bridge Replacement	RW								
	CN	20	80				100		100
Finished Width = 28'	<i>Total</i>	<i>24</i>	<i>96</i>			<i>120</i>		<i>120</i>	
BRIDGE #219, W SE	PE	2	10	BROS				12	12
Bridge Replacement	RW								
	CN	47	307					354	354
Finished Width = 28'	<i>Total</i>	<i>49</i>	<i>317</i>				<i>366</i>	<i>366</i>	
STRATFORD ROAD	PE	11	67	STP(R)				78	78
Tyndall Road to 12 NE	RW								
ACP Overlay	CN	141	901					1,042	1,042
Finished Width = 34'	<i>Total</i>	<i>152</i>	<i>968</i>				<i>1,120</i>	<i>1,120</i>	
MAE VALLEY ROAD	PE	4	38	RAP				42	42
Hiawatha Road to E NE	RW								
Grade, Drain, Surface (BST)	CN	41	367					408	408
Finished Width = 28'	<i>Total</i>	<i>45</i>	<i>405</i>				<i>450</i>	<i>450</i>	
31 NE ROAD	PE	4	31	RAP				35	35
N NE to R NE	RW								
Surface (BST)	CN	31	284					315	315
Finished Width = 28'	<i>Total</i>	<i>35</i>	<i>315</i>				<i>350</i>	<i>350</i>	
6 SE ROAD	PE	3	22	RAP				25	25
M SE to J SE	RW								
3R (BST)	CN	23	202					225	225
Finished Width = 28'	<i>Total</i>	<i>26</i>	<i>224</i>				<i>250</i>	<i>250</i>	

**Table 8-7
Transportation Improvement Plan, 1999-2004**

Road Name/Location/Description	Funding (\$1,000)				Schedule of Expenditures (\$1,000)				
	Phase	Local	Federal/ State	Source	Year				Total
					1999	2000	2001	2002-04	
20 NE ROAD	PE	4	36					40	40
E NE to Stratford Road	RW			RAP					
Surface (BST)	CN	41	369					410	410
Finished Width = 28'	<i>Total</i>	<i>45</i>	<i>405</i>					<i>450</i>	<i>450</i>
P NW ROAD	PE	5	40					45	45
5 NW to SR 28	RW			RAP					
Surface (BST)	CN	41	364					405	405
Finished Width = 34'	<i>Total</i>	<i>46</i>	<i>404</i>					<i>450</i>	<i>450</i>
PATTON BLVD	PE		20					20	20
SR 17 to Andrews Drive	RW			CAPP					
ACP Overlay	CN		250					250	250
Finished Width = 48'	<i>Total</i>		<i>270</i>					<i>270</i>	<i>270</i>
STRATFORD ROAD	PE		10					10	10
Kinder to Harris	RW			CAPP					
ACP Overlay	CN		100					100	100
Finished Width = 48'	<i>Total</i>		<i>110</i>					<i>110</i>	<i>110</i>
BEVERLY-BURKE ROAD	PE		20					20	20
SR 281 to I 90 Overpass	RW			CAPP					
ACP Overlay	CN		300					300	300
Finished Width = 48'	<i>Total</i>		<i>320</i>					<i>320</i>	<i>320</i>
EAST BROADWAY AVENUE	PE		5					5	5
4 NE to SR 17	RW			CAPP					
ACP Overlay	CN		60					60	60
Finished Width = 48'	<i>Total</i>		<i>65</i>					<i>65</i>	<i>65</i>
MAPLE DRIVE	PE	9						9	9
Stratford to Grape	RW								
Grade, Drain, Surface (BST)	CN	160						160	160
Finished Width = 40'	<i>Total</i>	<i>169</i>						<i>169</i>	<i>169</i>
GRAPE DRIVE	PE	5						5	5
SR 17 to Maple Drive	RW								
Grade, Drain, Surface (BST)	CN	55						55	55
Finished Width = 40'	<i>Total</i>	<i>60</i>						<i>60</i>	<i>60</i>

CHAPTER 8...

**Table 8-7
Transportation Improvement Plan, 1999-2004**

<i>Road Name/Location/Description</i>	<i>Funding (\$1,000)</i>				<i>Schedule of Expenditures (\$1,000)</i>				<i>Total</i>
	<i>Phase</i>	<i>Local</i>	<i>Federal/ State</i>	<i>Source</i>	<i>Year</i>				
					<i>1999</i>	<i>2000</i>	<i>2001</i>	<i>2002-04</i>	
5 NE ROAD	PE	6						6	6
Westshore Drive to F NE	RW								
Grade, Drain, Surface (BST)	CN	54						54	54
Finished Width = 26'	<i>Total</i>	<i>60</i>						<i>60</i>	<i>60</i>
Q NW ROAD	PE	2	15					17	17
Mountain View Road to Martin Road	RW			STP(R)					
Grade, Drain, Surface (BST)	CN	34	216					250	250
Finished Width = 34'	<i>Total</i>	<i>36</i>	<i>231</i>					<i>267</i>	<i>267</i>
8 SE ROAD	PE	7	43					50	50
Warden City Limits to Adams Cnty Line	RW			STP(R)					
Grade, Drain, Surface (BST)	CN	74	476					550	550
Finished Width = 34'	<i>Total</i>	<i>81</i>	<i>519</i>					<i>600</i>	<i>600</i>
13 NW ROAD	PE	10						10	10
P NW to Adams Road	RW								
Grade, Drain, Surface (BST)	CN	110						110	110
Finished Width = 34'	<i>Total</i>	<i>120</i>						<i>120</i>	<i>120</i>
10 NE ROAD	PE	10						10	10
SR 17 to Neppel Road	RW								
Grade, Drain, Surface (BST)	CN	60						60	60
Finished Width = 28'	<i>Total</i>	<i>70</i>						<i>70</i>	<i>70</i>
BRIDGE #347, S NW	PE	3	12					15	15
Bridge Replacement	RW			BROS					
	CN	15	58					73	73
Finished Width = 28'	<i>Total</i>	<i>18</i>	<i>70</i>					<i>88</i>	<i>88</i>
VALLEY ROAD	PE	5	45					50	50
Ottmar Road to Cole Road	RW			UATA					
Grade, Drain, Surface (ACP), C & G	CN	45	405					450	450
Finished Width = 48'	<i>Total</i>	<i>50</i>	<i>450</i>					<i>500</i>	<i>500</i>
VALLEY ROAD EXTENSION	PE	2	13					15	15
Cole Road to Elgin Road	RW			STP(U)					
Grade, Drain, Surface (BST)	CN	13	87					100	100
Finished Width = 40'	<i>Total</i>	<i>15</i>	<i>100</i>					<i>115</i>	<i>115</i>

Table 8-7
Transportation Improvement Plan, 1999-2004

Road Name/Location/Description	Funding (\$1,000)				Schedule of Expenditures (\$1,000)				
	Phase	Local	Federal/ State	Source	Year				Total
					1999	2000	2001	2002-04	
PATTON BLVD EXTENSION	PE	20						20	20
SR 17 to Airway Drive	RW								
Grade, Drain, Surface (ACP)	CN	180						180	180
Finished Width = 50'	<i>Total</i>	<i>200</i>						<i>200</i>	<i>200</i>
PATTON BLVD BIKE PATH	PE	2						2	2
SR 17 to Airway Drive	RW			P&T					
Bike Path	CN	13						13	13
	<i>Total</i>	<i>15</i>						<i>15</i>	<i>15</i>
12 SE ROAD	PE	12	68					80	80
SR 262 to Adams County Line	RW			STP(R)					
Grade, Drain, Surface (BST)	CN	145	925					1,070	1,070
Finished Width = 34'	<i>Total</i>	<i>157</i>	<i>993</i>					<i>1,150</i>	<i>1,150</i>
L NE ROAD	PE	6	39					45	45
Kittleson Road to Bridge #252	RW			STP(R)					
Grade, Drain, Surface (BST)	CN	101	649					750	750
Finished Width = 34'	<i>Total</i>	<i>107</i>	<i>688</i>					<i>795</i>	<i>795</i>
Q NE ROAD	PE	3	27					30	30
28 NE to 31 NE	RW			RAP					
Grade, Drain, Surface (BST)	CN	36	324					360	360
Finished Width = 28'	<i>Total</i>	<i>39</i>	<i>351</i>					<i>390</i>	<i>390</i>
R NE ROAD	PE	11	69					80	80
Wilson Creek City Limits to 31 NE	RW			STP(R)					
Grade, Drain, Surface (BST)	CN	162	1,038					1,200	1,200
Finished Width = 28'	<i>Total</i>	<i>173</i>	<i>1,107</i>					<i>1,280</i>	<i>1,280</i>
BEVERLY-BURKE ROAD	PE	9	81					90	90
SR 26 to Frenchman Hills	RW			RAP					
Grade, Drain, Surface (BST)	CN	130	1,170					1,300	1,300
Finished Width = 34'	<i>Total</i>	<i>139</i>	<i>1,251</i>					<i>1,390</i>	<i>1,390</i>
F NE ROAD	PE	13						13	13
N Frontage Road to Mae Valley Road	RW								
Grade, Drain, Surface (BST)	CN	117						117	117
Finished Width = 26'	<i>Total</i>	<i>130</i>						<i>130</i>	<i>130</i>

CHAPTER 8...

**Table 8-7
Transportation Improvement Plan, 1999-2004**

<i>Road Name/Location/Description</i>	<i>Funding (\$1,000)</i>				<i>Schedule of Expenditures (\$1,000)</i>				
	<i>Phase</i>	<i>Local</i>	<i>Federal/ State</i>	<i>Source</i>	<i>Year</i>				<i>Total</i>
					<i>1999</i>	<i>2000</i>	<i>2001</i>	<i>2002-04</i>	
BLACK SANDS AREA ROADS	PE	16						16	16
Grade, Drain, Surface (Gravel) Finished Width = 26'	RW								
	CN	144						144	144
	<i>Total</i>	<i>160</i>						<i>160</i>	<i>160</i>
S NE ROAD	PE	10						10	10
N Frontage Road to 2.5 NE Grade, Drain, Surface (BST) Finished Width = 26'	RW								
	CN	320						320	320
	<i>Total</i>	<i>330</i>						<i>330</i>	<i>330</i>
NEPPEL ROAD	PE	4	36					40	40
Stonecrest to SR 17 Grade, Drain, Surface (BST) Finished Width = 28'	RW			RAP					
	CN	44	396					440	440
	<i>Total</i>	<i>48</i>	<i>432</i>					<i>480</i>	<i>480</i>
U SE ROAD	PE	9	58					67	67
12 SE TO Warden City Limits Surface (ACP) Finished Width = 34'	RW			STP(R)					
	CN	92	591					683	683
	<i>Total</i>	<i>101</i>	<i>649</i>					<i>750</i>	<i>750</i>
9 NW ROAD	PE	5	45					50	50
SR 283 to Dodson Road Grade, Drain, Surface (BST) Finished Width = 34'	RW			RAP					
	CN	76	684					760	760
	<i>Total</i>	<i>81</i>	<i>729</i>					<i>810</i>	<i>810</i>
E NW ROAD	PE	3	22					25	25
SR 28 to 9 NW Road Grade, Drain, Surface (BST) Finished Width = 34'	RW			RAP					
	CN	37	333					370	370
	<i>Total</i>	<i>40</i>	<i>355</i>					<i>395</i>	<i>395</i>
WHEELER ROAD	PE		30					30	30
Moses Lake City Limits to O NE ACP Overlay Finished Width = 54'	RW			CAPP					
	CN		350					350	350
	<i>Total</i>		<i>380</i>					<i>380</i>	<i>380</i>
BRIDGE #377, A NW	PE	2	8					10	10
Bridge Replacement Finished Width = 28'	RW			BROS					
	CN	18	72					90	90
	<i>Total</i>	<i>20</i>	<i>80</i>					<i>100</i>	<i>100</i>

Table 8-7
Transportation Improvement Plan, 1999-2004

<i>Road Name/Location/Description</i>	<i>Funding (\$1,000)</i>				<i>Schedule of Expenditures (\$1,000)</i>				
	<i>Phase</i>	<i>Local</i>	<i>Federal/ State</i>	<i>Source</i>	<i>Year</i>				<i>Total</i>
					<i>1999</i>	<i>2000</i>	<i>2001</i>	<i>2002-04</i>	
BRIDGE #313, E SE	PE	2	6	BROS				8	8
Bridge Replacement	RW								
	CN	8	34					42	42
Finished Width = 28'	<i>Total</i>	<i>10</i>	<i>40</i>					<i>50</i>	<i>50</i>
BRIDGE #154, W NE	PE	2	6	BROS				8	8
Bridge Replacement	RW								
	CN	8	34					42	42
Finished Width = 28'	<i>Total</i>	<i>10</i>	<i>40</i>					<i>50</i>	<i>50</i>
W NE ROAD	PE	13	87	STP(R)				100	100
12 NE to SR 28	RW								
Grade, Drain, Surface (BST)	CN	189	1,211					1,400	1,400
Finished Width = 28'	<i>Total</i>	<i>202</i>	<i>1,298</i>					<i>1,500</i>	<i>1,500</i>
COCHRAN ROAD/OTTMAR ROAD	PE	4	26	STP(U)				30	30
Airway Drive to Valley Road	RW								
Grade, Drain, Surface (ACP), C & G	CN	70	450					520	520
Finished Width = 52'	<i>Total</i>	<i>74</i>	<i>476</i>					<i>550</i>	<i>550</i>
Total		7,302	24,902		7,021	3,627	3,801	17,755	32,204

CHAPTER 8...

Urban Arterial Trust Account (UATA) and Transportation Improvement Account (TIA): The UATA and TIA programs managed by the TIB provide grant funds that can be used to alleviate and prevent traffic congestion caused by economic development or growth. Eligible projects should be multi-agency, multi-modal, congestion-related, and support economic development activity. Matching requirements vary and will range from 20 to 60 percent for Grant County over the planning period. The County is anticipating only one project to be funded from the UATA program during the six-year planning period to fund transportation improvements identified in the TIP.

County Arterial Preservation Program: CRAB distributes CAPP funds to counties for pavement preservation of County arterials based on number of lane miles. CAPP funds must be used on arterial roadways. Grant County anticipates about \$2.8 million from this source over the six-year planning period.

Rural Arterial Program: CRAB distributes RAP Funds to counties for reconstruction and/or major rehabilitation of County rural arterials. Eligible roads must be classified as major or minor collectors to be eligible for funding. Funds are apportioned biennially to five regions with projects funded on a priority formula basis within each region. This program requires a 10 percent match from the County. Grant County anticipates about \$2,000,000 annually from this source during the six-year planning period.

Other Funding Sources

Grant County will rely on other funding sources to generate about \$200,000 per year in road revenues over the six-year TIP. These sources include additional grants from WSDOT, intergovernmental revenue from Grant County cities, Road Improvement Districts (RIDs), and miscellaneous revenue.

County Road Improvement Districts: CRIDs can be used to finance a wide range of public improvements, such as upgrading substandard residential streets. CRIDs involve the issuance of special assessment bonds with a pledge of

repayment by the benefited property owners or developers. The County can partially offset the cost of CRIDs by contributing a staff person to help organize and promote the CRIDs and by paying some or the preliminary engineering design work for determining the types and cost of improvements needed. CRIDs are typically not a funding source for general transportation improvements.

Grant County currently administers the following County Road Improvement Districts. No additional CRIDs are currently envisioned during the next six years.

- Longview Tracts CRID, a street lighting improvement established in 1997;
- Gateway CRID, a street lighting improvement established in 1993;
- Hillcrest CRID, a street lighting improvement established in 1993;
- CRID Bond 92-1, an assessment debt for improvement of "E" NE Road, established in 1993; and
- CRID Bond 93-3, an assessment debt for improvements within Marine View and Marine View Heights, established in 1995.

Local Option Vehicle License Fee: Establishment of the Local Option Vehicle License Fee for general transportation purposes could generate additional revenue to be used for targeted areas such as the focused public investment areas, safety projects, paving gravel roads, and alternative mode improvements. Grant County does not intend at this time to exercise the Local Option Vehicle License Fee during the six-year planning period

Table 8-8
Transportation Finance Plan, 1999-2004

Revenue Source	Estimated Revenues/Costs				
	1999	2000	2001	2002-2004	Total
Local Revenue:					
Motor Vehicle Fuel Tax	\$5,200,000	\$5,252,000	\$5,304,520	\$16,233,958	\$31,990,478
County Road Levy Tax ¹	\$5,061,000	\$4,159,050	\$4,367,003	\$14,455,324	\$28,042,377
Leasehold Excise Tax	\$85,000	\$85,000	\$85,000	\$255,000	\$510,000
Federal In Lieu of Taxes	\$100,000	\$100,000	\$100,000	\$300,000	\$600,000
Miscellaneous Revenue	\$421,100	\$200,000	\$200,000	\$600,000	\$1,421,100
Subtotal Local Revenue	\$10,867,100	\$9,796,050	\$10,056,523	\$31,844,282	\$62,563,955
Federal & State Grant Revenue:					
Bridge Replacement Program (BROS)	\$813,000	\$168,000	\$563,000	\$547,000	\$2,091,000
Surface Transportation Program (STP)	\$2,288,000	\$641,000	\$388,000	\$7,029,000	\$10,346,000
Urban Arterial Trust Account (UATA)	\$0	\$0	\$0	\$450,000	\$450,000
Rural Arterial Program (RAP)	\$2,200,000	\$1,953,065	\$2,011,657	\$6,404,365	\$12,569,087
County Arterial Preservation Program (CAPP)	\$820,000	\$400,000	\$400,000	\$1,200,000	\$2,820,000
Subtotal Federal & State Grant Revenue	\$6,121,000	\$5,015,940	\$4,882,188	\$21,263,567	\$28,276,087
Total Revenue	\$16,988,100	\$12,958,115	\$13,419,179	\$47,474,647	\$90,840,041
Expenditures:					
Maintenance	\$6,339,500	\$6,561,383	\$6,791,031	\$21,832,776	\$41,524,690
Construction	\$7,578,000	\$3,627,000	\$3,801,000	\$17,755,000	\$32,761,000
Administration	\$960,000	\$1,036,800	\$1,119,744	\$3,925,948	\$7,042,492
Federal Aid STP - Cities	\$487,000	\$535,700	\$589,270	\$2,145,532	\$3,757,502
Miscellaneous	\$592,000	\$441,281	\$454,519	\$1,447,020	\$2,934,820
Long-Term Debt Service	\$36,800	\$35,245	\$33,755	\$92,944	\$198,744
Operating Transfers Out	\$25,000	\$25,608	\$26,232	\$82,588	\$159,428
Total Expenditures	\$16,018,300	\$12,263,017	\$12,815,551	\$47,281,808	\$88,378,676
Working Reserve					\$2,461,365

¹ Reduction in year 2000 represents all of Wheeler Corridor area within Moses Lake UGA being annexed to the city.

Figure 8-3
Transportation Improvement Plan Finance Plan

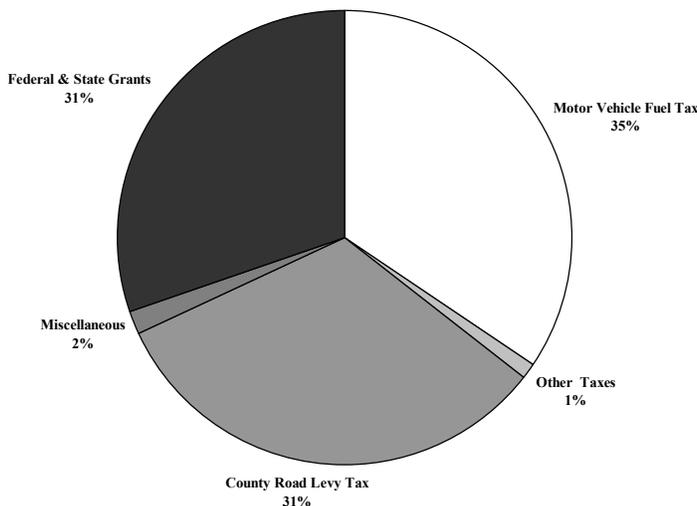


Figure 8-4
Transportation Improvement Program Expenditures

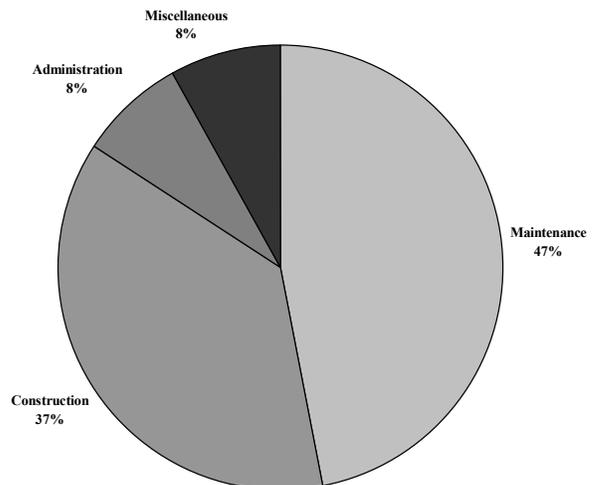
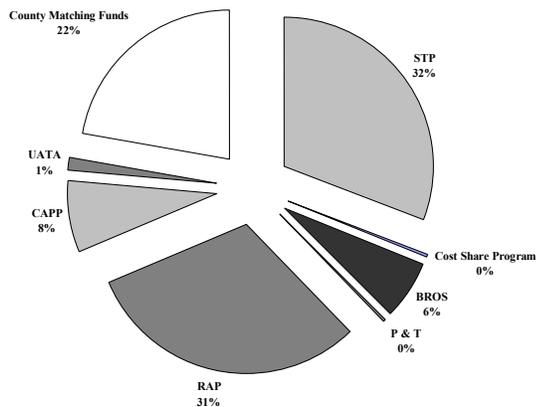


Figure 8-5
Financing of Grant Funded Transportation Improvements



County Road Fund Working Reserve

The proposed projects include those that could receive matching funds from state and federal grant programs, for which there is considerable competition and limited grant funding. In addition to the availability of grant funds, there is the question of difference in priority between the county and the granting agency. It is not unusual for the county's second choice project to be the first choice of the granting agency. Because of this, the county typically submits more projects than there is a likelihood of receiving grant funding. This Transportation Improvement Plan, particularly in the later years, reflects more projects than are anticipated to be grant funded. To compensate for not receiving grants, or a lower percentage of grant participation than anticipated, and for emergencies or unanticipated safety upgrades not specifically listed by name in the plan, a "working reserve" fund balance is desired to be maintained in the County Road Fund.

Funding Shortfall Provisions

If the County is faced with transportation funding shortfalls, any combination of the following strategies should be used to balance revenues and public facility needs:

- Increase revenues through use of bonds, new or increased user fees or rates, new or

increased taxes, regional cost sharing, or voluntary developer funds.

- Decrease level of service standards if consistent with Growth Management Act Goals.
- Reprioritize projects to focus on those related to concurrency.
- Decrease the cost of the facility by changing project scope, or finding less expensive alternatives.
- Decrease the demand for the public service. This could involve instituting measures to slow or direct population growth or development, for example, developing only in areas served by facilities with available capacity until funding is available for other areas, or by changing project timing and phasing.
- Revise the comprehensive plan's land use and rural areas element to change types or intensities of land use as needed to match the amount of transportation facilities that can be provided.

GOALS AND POLICIES

Goals and policies follow the shared vision for the future of Grant County for sustaining and improving our quality of life. Goals and policies are also consistent with the Planning Goals of the Growth Management Act. Goals are broad statements of a community's aspirations. Policies express a commitment to a course of action. Policies provide overall direction for implementation of a strategy. Policies provide clear guidance for decision-making subject to this Plan, and form the basis for development regulations. Goals and policies do not apply to incorporated cities, but rather, only to unincorporated areas of the County, including the unincorporated portions of UGAs.

Following are the goals and policies of the Comprehensive Plan related to Transportation.

Goal T-1: *Establish levels of service for transportation facilities and determine what improvements are needed in order to achieve and maintain the standards for existing and future populations, and to repair or replace existing transportation facilities.*

Policies

- T-1.1: The standards for level of service shall be as specified in this Transportation Element.
- T-1.2: The County shall determine the need for public facilities based in-part on the adopted standards for level of service, the demand, and the inventory of existing serviceable facilities.
- T-1.3: Transportation facilities shall be evaluated and prioritized annually
- T-1.4: Level of service standards shall not be the overriding factor when the County is considering transportation improvements. Other factors and evaluation techniques, such as Comprehensive Plan policies, the County's Priority Array, and the project selection criteria of funding agencies shall also be considered.
- T-1.5: The County may provide non-capital alternatives to achieve and maintain the adopted standard for levels of service. Non-capital alternatives may be programs, strategies or methods other than traditional physical capital projects, such as TDM programs.
- T-1.6: Special purpose districts providing transportation facilities and services should conduct at least a basic level of transportation planning consistent with this Comprehensive Plan.

Goal T-2: *The transportation system should complement the land use and rural*

areas element of the Grant County Comprehensive Plan.

Policies

- T-2.1: Land use decisions regarding types and levels of development intensity should determine the types and levels of transportation facilities to be provided within the unincorporated County. Land use and transportation goals and decisions should be integrated with one another and coordinated with adjacent jurisdictions.
- T-2.2: Future land use projections based on County and jurisdiction comprehensive plans should be used to identify and provide for adequate rights-of-way and other possible improvements.
- T-2.3: The County shall establish regulations that ensure the compatibility between land use activities and transportation facilities and services.
- T-2.4: The County shall incorporate standards within the land development regulations to ensure that new development and redevelopment provide adequate transportation facilities within and adjacent to such development.
- T-2.5: Where roadway construction or upgrading to serve designated land use intensities is not feasible, such land use designations or the level of service should be reviewed.

Goal T-3: *The transportation system should be coordinated with neighboring cities and other transportation providers.*

Policies

- T-3.1: The County should work with other jurisdictions to plan multi-

CHAPTER 8...

jurisdictional projects necessary to meet shared transportation needs (including right-of-way preservation and purchase).

T-3.2: Each city shall be responsible for identifying any standard and specifications above County standards to be applied to transportation improvements within Urban Growth Area boundaries.

T-3.3: For County-funded road improvement projects within Urban Growth Area boundaries, the County will be responsible for funding only those improvements to meet County standards. All other costs associated with the improvements necessary to meet city standards shall be the responsibility of the city.

T-3.4: Upon annexation of an unincorporated area within Urban Growth Area boundaries, the County and city should consider the fiscal impacts of providing service, including, but not limited to, the value of investments in infrastructure made.

T-3.5: The County Road Engineer shall work with the Washington State Department of Transportation, the Quad County Regional Transportation Planning Organization, and through other appropriate avenues to ensure that appropriate investments are made in the State transportation system to ensure the adequacy of the overall transportation system of the County.

Goal T-4: Promote safe and efficient access to land while maintaining the integrity of the arterial roadway system, and minimize environmental impacts of transportation systems.

Policies

T-4.1: The County should adopt standards

that limit access to present and planned major arterials; access should be channeled where possible to local or collector roadways connecting to arterials.

T-4.2: Developments should have adequate access and circulation for all public service vehicles.

T-4.3: Compatible street and road standards should be maintained among Grant County jurisdictions.

Goal T-5: The transportation system should provide mobility for all citizens regardless of age, handicap or income.

Policies

T-5.1: Bicycle and pedestrian facilities should be promoted, wherever reasonable, to provide access between schools, recreation areas, business areas, public facilities and activity centers.

T-5.2: Public transit service should be provided in urban areas, in rural residential areas, and in other areas of the County when potential demand and public or private support justifies it.

Goal T-6: The transportation system should enhance the health, safety and welfare of Grant County citizens.

Policies

T-6.1: Sufficient travel lane capacity should provide safe vehicular travel in major corridors.

T-6.2: Highways and roadways should be designed and maintained consistent with geometric and structural standards that reduce the risk of serious injuries and fatalities in the event of accident.

...TRANSPORTATION ELEMENT

- T-6.3: Traffic control devices, channelization, signalization, and signing, consistent with professionally accepted warrants, should be utilized to improve the safety and operation of County roadways.
- T-6.4: Grant County supports the expansion and maintenance of air, rail and surface freight handling facilities as required to attract and accommodate economic growth. The County supports a county-wide transportation network, which integrates all modes of transportation into an efficient system.
- T-6.5: The County should provide roads structurally adequate and of appropriate surfacing to accommodate anticipated commercial traffic demand. County roads should be integrated with the Freight and Goods Transportation System (FGTS), as appropriate.
- T-6.6: The County shall consider the needs of agricultural and other resource-based lands and activities when planning for and building road improvement projects.
- T-6.7: The County shall coordinate special events traffic management with the persons, parties or organizations responsible for the management of special events and festivals. The County recognizes the need to minimize the disruption of normal use of transportation facilities during special events and festivals.
- T-6.8: The County should establish and preserve future and planned transportation corridors. Provisions and requirements should be made in future land use actions to achieve this goal by identifying the routes and establishing or acquiring rights-of way.

Goal T-7: The costs of transportation improvements associated with new development should be within the County's funding capacity and equitably assigned to the developer and County.

Policies

- T-7.1: New developments will be prohibited unless transportation improvements to accommodate the impacts of development or funding strategies for such improvements are made concurrent with the development or will be financially planned to be in place within six years.
- T-7.2: The peak period volumes generated by such development should be used as the primary measurement in establishing the proportionate share of street improvements which a proponent will be required to assume.
- T-7.3: Each phase of such development should be accompanied by a program to provide mitigation of off-site traffic impacts.
- T-7.4: If the County is faced with transportation funding shortfalls, any combination of the following strategies should be used to balance revenues and public facility needs:
- Increase revenues through use of bonds, new or increased user fees or rates, new or increased taxes, regional cost sharing, or voluntary developer funds.
 - Decrease level of service standards if consistent with Growth Management Act Goals.
 - Reprioritize projects to focus on those related to concurrency.

CHAPTER 8...

- Decrease the cost of the facility by changing project scope, or finding less expensive alternatives.
- Decrease the demand for the public service. This could involve instituting measures to slow or direct population growth or development, for example, developing only in areas served by facilities with available capacity until funding is available for other areas, or by changing project timing and phasing.
- Revise the comprehensive plan's land use and rural areas element to change types or intensities of land use as needed to match the amount of transportation facilities that can be provided.

for consistency with the goals and policies of this Comprehensive Plan as part of the annual update cycle.

T-8.2: Public involvement should be solicited and encouraged in transportation facilities planning.

⌘

T-7.5: A "working reserve" fund balance is desired to be maintained in the County Road Fund for emergencies, unanticipated safety upgrades, or similar County road needs.

T-7.6: The County may wish to consider the fiscal impacts of road maintenance services, especially snow removal and sanding, through the adoption of service routes prioritized using land use density as a consideration.

Goal T-8: Establish a systematic process for reviewing and updating the Transportation Improvement Program.

Policies

T-8.1: The County's Six-Year Transportation Improvement Program (TIP) shall be incorporated into the County's Capital Facilities Plan by reference. The County Road Engineer shall evaluate proposed transportation improvement projects annually and prepare a proposed TIP. The TIP shall be evaluated by the Planning Commission

CHAPTER 9

CAPITAL FACILITIES ELEMENT

INTRODUCTION

Capital facilities help define the quality of life for residents of Grant County. Law enforcement services protect lives and property. Sewer, water and solid waste services meet a basic living need. Parks and dedicated open space provide for our leisure and recreational needs.

Capital facilities include roads, bridges, sewers, parks and open spaces, drinking water, stormwater, and all the government buildings which house public services. To approach these projects in a coordinated and cost-effective way, the County has developed this Element.

In order to comply with state laws, to maintain and improve public services to citizens, and to accommodate orderly growth, Grant County anticipates a continued investment in its capital facilities over the planning period.

A Capital Facilities Plan is an important planning tool. It demonstrates that the County has made a realistic review of its capital facilities and determined the level of service that it can provide its existing and future residents. The plan identifies needed capital improvements and a reasonable financial plan to pay for them.

This section provides an inventory of existing capital facilities and their condition, and establishes a timeline for meeting the County's capital facilities goals. In addition, this section discusses public services, such as police and fire protection and the public school system. County transportation facilities are addressed in detail in the Transportation Element. Public water and sewer systems, solid waste management systems, and private utilities such as electricity, telephone, and telecommunications are addressed in the Utilities Element.

RELATIONSHIP TO OTHER PLANS

Growth Management Act Requirements

The Capital Facilities Plan (CFP) Element is required under the Growth Management Act and is an important part of Grant County's Comprehensive Plan. According to Growth Management Procedural Criteria (WAC 365-195-210), the CFP element should contain at least the following features:

- An inventory of existing capital facilities
- A forecast of the future needs for capital facilities
- Proposed locations and sizes of expanded or new capital facilities
- A six-year plan that will finance capital facilities
- A requirement to reassess the land use element if funding falls short of meeting capital facilities needs as well as ensure consistency between the land use element and the capital facilities element with its associated financing plan

The CFP must be financially feasible; probable funding must be in place to pay for capital facility needs, or else "reassess the land use element." If the costs of the CFP exceeds the available revenue to pay for them, the County must reduce its level of service, reduce costs, or modify the land use element to bring development into balance with available or affordable facilities. The GMA does not preclude the County from taking other steps before reassessing land use, including reduction of level of service (LOS) standards, reducing the quality of facilities that meet the quantitative standards, or reducing demand by reducing consumption.

CHAPTER 9...

Other requirements of the GMA mandate forecasts of future needs for capital facilities and LOS standards of facility capacity as the basis for public facilities contained in the CFP. As a result, public facilities in the CFP must be based on quantifiable, objective measures of capacity, such as traffic volume capacity per mile of road, and acres of park per capita.

One of the goals of the GMA is to have capital facilities in place concurrent with development. This concept is known as “concurrency.” In Grant County concurrency means:

- Facilities to serve the development shall be in place at the time of development (or for some types of facilities, that a financial commitment is made to provide the facilities within a specified period of time); and
- Such facilities have sufficient capacity to serve development without decreasing levels of service below minimum standards adopted in the CFP.

The GMA requires concurrency for transportation facilities. GMA also requires all other public facilities to be “adequate.” Concurrency management procedures will be developed to ensure that sufficient facility capacity is available for each proposed development.

After the CFP is completed and adopted as part of this Comprehensive Plan, the County must adopt development regulations to implement the Plan. The development regulations will provide detailed regulations and procedures for implementing the requirements of the Plan.

Each year the CFPO must be updated. The annual update will be completed before the County’s budget is adopted in order to incorporate the capital improvements from the updated CFP in the County’s annual budget.

Traditional capital improvement plans, which are often nothing more than “wish lists”, do not meet the requirements stated above. Traditional capital improvement programs often do not define

criteria used to determine which facilities make the list. Financing requirements are typically not defined; nor is an implementation schedule often provided. In short, traditional capital improvement programs require no “follow through” or commitment of resources or time.

Capital Facilities Plans as required under the GMA, on the other hand, identifies needed facilities, establishes LOS standards, prioritizes improvements, and then maps out a financing plan and schedule to implement the plan.

County-wide Planning Policies

The element is also developed to be consistent with the County-Wide Planning Policies. The Policies that address capital facilities are summarized as follows:

Policy # 8 – Analysis of Fiscal Impacts

Fiscal Impact: In order to ensure that our County-wide policies and future individual growth plans and capital facilities funding programs adequately address cumulative potential impacts on the revenues of local government, a joint fiscal impact study should be conducted, focusing on:

- Capital facility debt financing capabilities and burdens of the individual local governments, and the options and potential for sharing debt capacity and responsibility for capital facility financing among and between local governments, special purpose districts, and the private sector;
- The structure of revenues that operate local government and the potential for new revenues or an alternate system of distributing existing funds.

Impact Fees: Each jurisdiction is encouraged to adopt fair and reasonable impact fee ordinances to ensure that new growth pays its fair share of the cost of capital facilities, such as transportation improvements, parks, and schools.

Plans of Other Jurisdictions

Several non-County public facility and service providers, including the Grant County PUD, school districts, fire districts, sewer districts, and water districts, have prepared capital facilities plans for their services and facilities. The recommendations of those capital facilities plans are incorporated into this Plan.

PURPOSE OF THE ELEMENT

The focus of this Element is the planning and provision of needed public facilities for the County’s unincorporated and Countywide populations. The Capital Facilities Element meets the requirements of the GMA through development of a Capital Facilities Plan (CFP), a six-year plan for capital improvements that support Grant County’s current and future population and economy. The CFP is not a “wish list”; rather, it is a set of improvements that must be fully funded over the six-year period.

A high priority of the Element is to provide adequate public facilities to support the adopted levels of service (LOS) standards for each type of capital facility. The County’s projected population growth and other demand factors, together with the adopted LOS standards, is the principal basis for the findings of this Element.

The purpose of the CFP is to use sound fiscal policies in order to provide adequate public facilities consistent with the land use element and concurrent with, or prior to, the impacts of development, in order to achieve and maintain adopted LOS standards.

WHY PLAN FOR CAPITAL FACILITIES?

There are at least three good reasons to plan for capital facilities: (1) the GMA requires the County to do so; (2) the citizens and sound fiscal management of public funds demands it; and (3) eligibility for grants and loans for infrastructure development depends on it.

Growth Management

Capital facilities plans are one of six elements required by the GMA. A CFP is required in order to:

1. provide for and accommodate capital facilities for land development envisioned in Chapter 5 – Land Use Element;
2. maintain the quality of life for existing and future development by establishing and maintaining LOS standards for capital facilities;
3. coordinate and provide consistency among the many plans for capital improvements, including:
 - other Elements of this Plan;
 - master plans and other studies of local government;
 - plans for capital facilities of state and/or regional significance;
 - plans of adjacent local governments; and
 - plans of special districts.
4. Insure timely provision of adequate facilities as required in the GMA; and
5. Document all capital projects and their financing, including projects to be financed with impact fees and/or real estate excise taxes that are authorized by the GMA.

The CFP is the element that makes the rest of the Comprehensive Plan take shape. By establishing levels of service as the basis for providing capital facilities and for achieving concurrency, the CFP determines the quality of life in the community. The requirement to fully finance the CFP (or revise the future land use plan) provides a reality check on the vision set forth in the Comprehensive Plan.

CHAPTER 9...

Sound Management

Planning for capital facilities and their costs enables Grant County to:

1. Demonstrate the need for facilities and the need for revenues to pay for them;
2. Estimate future operation and maintenance costs of new facilities that will impact the annual budget of the County;
3. Take advantage of sources of revenue that require a CFP in order to qualify for the revenue; and
4. Receive better ratings on bond issues when the County borrows money for capital facilities, and thus reduce the cost of borrowing money.

Eligibility of Funding

DCTED's Public Works Trust Fund requires that local governments have a CFP in order to be eligible for grants and loans. Other grants and loans have similar requirements, or give preference to governments that have a CFP.

LEVELS OF SERVICE

General

Levels of service are usually quantifiable measures of the amount of public facilities that

are provided to the community. Levels of service may also measure the quality of some public facilities. For example, the level of service for a water system defines both the number of gallons available to each customer per day and the quality of that water. The amount and quality reflect a level of service. These level of service measures are often expressed as ratios of facility capacity to demand (i.e., actual or potential users). Table 9-1 shows sample levels of service measures for some capital facilities.

Each of these level of service measures needs one additional piece of information: the specific quantity that measures the current or proposed level of service. For example, the *standard* for parks might be 5 acres per 1,000 population, but the *current* level of service may be 2.68 acres per 1,000, which is less than standard.

In order to use the level of service method, the County had selected how it will measure each facility (e.g., acres, gallons, etc.), and it identifies the amount, or standard, it will adopt for each measure of the current and proposed level of service.

There are a number of other ways to measure the level of service of many of these capital facilities. The examples in Table 9-1 are provided to promote understanding of level of service methods for determining the County's capital facilities needs.

Table 9-1
Sample Level of Service Measurements

<i>Type of Capital Facility</i>	<i>Sample Level of Measure</i>
Corrections	Beds per 1,000 population
Fire and Rescue	Average response time
Law Enforcement	Officers per 1,000 population
Parks	Acres per 1,000 population
Roads and Street	Ratio of actual volume design capacity
Schools	Students per classroom
Sewer/Water	Gallons per customer per day/ Effluent quality
Solid Waste	Tons per capita per day

Method for Using Levels of Service

The Level of Service method allows a financially feasible CFP to be developed. It does this by establishing LOS standards that are measurable and financially feasible for the six fiscal years following plan adoption. The County is required to adopt its plan to meet its capital needs for the fiscal years 1999 through 2004.

To meet the GMA requirements and the needs of its residents, Grant County answers two fundamental questions in developing its CFP.

Question 1: What is the quantity of public facilities that will be required by the end of the 6th year (2004)?

Question 2: Is it financially feasible to provide the quantity of facilities that are required by the end of the 6th year (2004)?

The answer to each question can be calculated by using objective data and formulas. Each type of public facility is examined separately (i.e., roads are examined separately from parks). The costs of all the facilities are then added together in order to determine the overall financial feasibility.

The methodology for answering these two questions is through the use of a series of formulae, as follows:

Question 1

Formula 1.1: Demand × Standard = Requirement,

Where "Demand" is the estimated 2004 population or other appropriate measure of need (i.e., number of dwelling units) and "Standard" is the amount of facility per unit demand (i.e., acres of park per capita).

This formula results in the total amount of public facilities needed at the end of 2004.

Formula 1.2: Requirement - Inventory = Surplus or Deficiency,

Where "Requirement" is the result of Formula 1.1 and

"Inventory" is the quantity of facilities available as of December 31, 1998 (the beginning of the six-year period covered by the CFP.)

This formula results in the net surplus of public facilities or the deficit that must be satisfied through creation of additional facilities no later than December 31, 2004. If a deficiency exists, it represents a need that must be satisfied or funded both by existing development and new development.

Question 2

Each facility must undergo a two-step process to determine whether the proposed standard of service is financially feasible. The first, or preliminary, step tests the financial feasibility of tentative/proposed LOS standards. It uses "average costs" of facilities, rather than specific project costs. The approach avoids developing detailed projects and costs that would be unusable if the standard proved to be financially unfeasible.

If the LOS standards are feasible based on the preliminary analysis, then more detailed project costs are developed for submitting to a final analysis.

The preliminary (P) formulae are:

Formula 2.1P: Deficiency × Average Cost/Unit = Requirement,

Where "Deficiency" is the result of Formula 1.2 and "Average Cost/Unit" is the typical cost of one unit of facility (i.e., mile of road, acre of park).

This formula results in the approximate cost of satisfying all deficiencies of public facilities, based on typical, average unit costs.

Formula 2.2P: Deficiency Cost - Revenue = Surplus or Deficiency,

Where "Deficiency Cost" is the result of Formula 2.1P and "Revenue" is the money currently available for facilities.

This formula results in a preliminary answer to the test of financial feasibility of the LOS standards. A surplus of revenue in excess of cost

CHAPTER 9...

means the LOS standard is affordable with available revenue, and the LOS standard is therefore reasonable. A deficiency of revenue compared to cost means that not enough money is available to construct facilities, and therefore the LOS standard is not financially feasible. Any LOS standard that is not financially feasible *and is also subject to concurrency* must be adjusted using the following options:

1. Reduce the standard of service, which will reduce the cost; or
2. Increase revenues to pay for the proposed standard of service (higher rates for existing revenues, and/or new sources of revenue); or
3. Reduce the average cost of the public facility (i.e., alternative technology or alternative ownership or financing), thus reducing the total cost, and possibly the quality; or
4. Reduce the demand by restricting population (i.e., revise the Land Use Element), which may cause growth to occur in other jurisdictions; or
5. Reduce the demand by reducing consumption (i.e., transportation demand management techniques, recycling solid waste, water conservation, etc.) which may cost more money initially, but may save money later; or
6. Any combination of options 1-5.

The “final” demonstration of financial feasibility uses detailed costs of specific capital projects in lieu of the “average” costs of facilities used in the preliminary answer. The final (F) formulae are:

Formula 2.1F: Capacity Projects + Non-Capacity Projects = Project Cost,

Where “Capacity Projects” is the cost of all projects needed to satisfy the deficiency for existing and future development (Formula 1.2), including upgrades and/or expansion of existing facilities as well as new facilities, and “Non-capacity Projects” is the cost of remodeling,

renovation, or replacement needed to maintain the inventory of existing facilities.

This formula results in the final cost of satisfying all deficiencies of public facilities, based on detailed project costs.

Formula 2.2F: Project Cost - Revenue = Surplus or Deficiency,

Where “Project Cost” is the result of Formula 2.1F and “Revenue” is the money available for facilities from current and proposed sources.

This formula validates the financial feasibility of the LOS standards that are used for each type of public facility in the CFP and in the other elements of this Comprehensive Plan. The financially feasible LOS standards and the resulting Capital Improvement Projects are then used as the basis for policies and implementation programs in the final Capital Facilities Plan.

Setting Standards for Levels of Service

The LOS standards the County adopts will determine what capital facilities are needed. The LOS standards are key to directing the CFP. They ultimately determine our standard of quality and how much it will cost to meet those standards. They are important because they measure the community’s quality of life and should reflect the values and vision for the future.

Draft LOS standards have been prepared and included herein for review by the Grant County Planning Commission. The final, legal authority to establish the LOS standards rests with the Board of Grant County Commissioners. Their job is to enact the LOS standards that reflect the community’s vision. Their decision is influenced by the entire community. Specifically:

- Providers of public facilities (i.e., County departments, special districts, private utilities, State of Washington, tribal governments, etc); and

- The general public through individual citizens and community, civic, business, and issue-based organizations that make their views known, or are sought through sampling techniques; and
- The Grant County Planning Commission has a mandate under state law to make recommendations to the Board on the Comprehensive Plan, and subsequent amendments and updates.

County residents will continue to have many opportunities to influence and redefine the LOS decisions and the Comprehensive Plan. They may attend and participate in meetings, write letters, respond to surveys or questionnaires, or join organizations that participate in the CFP process. Other opportunities include being appointed/elected to an advisory group, making comments/presentation/testimony at the meetings of any group or government agency that influences the LOS decision and giving input during the SEPA review process.

Selecting the initial LOS or for redefining specific LOS standards as future amendments to the Comprehensive Plan involves a seven-step process:

1. The “current” (initially year-end 1998) actual level of service is calculated.
2. Departmental service providers recommend LOS standards for the County’s CFP, based on national or regional guidelines and augmented by local requirements, as determined from County studies, master plans, ordinances and development regulations.
3. Departmental service providers prepare specific capital improvements projects to support the LOS standards.
4. A draft CFP is prepared based on the LOS standards.
5. The draft CFP is reviewed/discussed during a joint Board of County Commissioners-Grant County Planning Commission

workshop prior to formal hearing of the CFP by the Board of County Commissioners.

6. The Board annually adopts LOS standards and the CFP as part of the annual update to this Comprehensive Plan.

The standards for levels of service are found in Table 9-2 and in the Goals and Policies section at the end of this Element. These standards, as adopted, will determine the need for capital improvement projects, and they are the benchmark for testing the adequacy of public facilities for each proposed development where the “concurrency” requirement has been established. The adopted LOS standards can be amended, if necessary, once each year as part of the Comprehensive Plan’s amendment.

Table 9-2 presents LOS standards to be adopted as part of this Comprehensive Plan and, for comparison, existing levels of service.

MAJOR ISSUES

Impact Fees

Impact fees are authorized by Statute for road, school, park and fire safety improvements according to very specific criteria (RCW 82.02). If the County ever elects to add this optional revenue source, additional documentation and calculation will be needed to comply with the impact fee law, and an ordinance will need to be enacted, following appropriate level of public hearings.

Infrastructure Cost Recovery

Fiscal imbalances occur among local governments as a result of infrastructure investments, and the government finance structure in Washington State. Sometimes counties are at a disadvantage, other times it is cities. For example, counties sometimes install new roads, parks, etc., only to have them annexed by cities. Conversely, cities sometimes annex areas not having adequate urban-level infrastructure, and the city must make the improvements to bring the facilities up to

CHAPTER 9...

municipal standards (i.e., curb, gutter and sidewalk, public water and sewerage systems). Many local governments throughout Washington

have established mechanisms to address infrastructure and annexation.

Table 9-2
Level of Service Standards

<i>Type of Capital Facility</i>	<i>Units</i>	<i>Level of Service (LOS)</i>	
		<i>Current</i>	<i>Plan</i>
Corrections	Officers/1,000 population	0.42	0.40
	Beds/1,000 population	2.16 ¹	3.00
Juvenile Detention	Beds/1,000 population	0.33	0.33
Law Enforcement	Deputies/1,000 unincorporated population	0.42	0.55
Parks	Acres/1,000 population	0.00	0.00
Roads and Street	Ratio of Volume to Capacity	Varies ²	Varies ₂
Administrative Offices	Sq. Ft./1,000 population	1,580	1,250
Solid Waste	Availability of system components	B ³	B ³

¹ Not all beds meet American Corrections Association standards.

² Current LOS varies depending on the street or road. See Chapter 8 – Transportation Element.

³ See Chapter 10 – Utilities Element.

Grant County needs to:

1. *Prepare formulas for measuring infrastructure investment, and for calculating revenue and cost sharing.* The level of sensitivity of the formulas will need to be established. For example, will it be sufficient to analyze each source of revenue on a per capita basis, or should the data be “normalized” to represent the per capita revenue per unit of revenue rate (i.e., property taxes per capita vs. property taxes per capita per \$1.00 of tax levy)? The latter will require more research, but will take into account differences in tax base.
2. *Evaluate level of service as a variable.* For example, how should cost and revenue data be adjusted to account for differences in levels of service? Is level of service the cause or the effect of disparate revenues and costs? How do County-adopted LOS standards compare with those of cities for urban growth areas?
3. *Develop methods for addressing fiscal disparity among providers of public services/facilities, including a review of the*

causes of the imbalance, an examination of the alternatives available to address the causes, and selection of the alternative with the best prospects for remedying the imbalance. The methodology should address process issues (who participates, what procedures) and technical issues (framework for formulas).

4. *Develop specific formulas for calculating the fiscal adjustments needed to balance fiscal inequities.* Formulas are needed that will calculate gross and net costs and revenues, and the net cash flow for each provider of the particular public service or facility that is the subject of review.

Focused Public Investment

The Capital Facilities Plan provides for public facilities in various locations in the County. Focused public investment targets capital improvement expenditures in public investment areas to produce “fully-served land” for development. Focused public investment maximizes the use of limited public funds by coordinating government expenditures and focusing development first in some areas, then in

others. The targeted public investment is an incentive to development to occur where the public's capital investment is focused. In order for public investment to be focused to produce fully-served land, the County and other service providers will need to resolve the following issues: (1) what criteria should be used to prioritize public investments, and (2) how should areas be selected for targeted investment?

LOS in Urban and Rural Areas

The Growth Management Act requires urban levels of service to be provided in urban growth areas, and not in rural areas. Grant County has developed initial standards for levels of service for public facilities. The County will need to continue to develop clearer distinctions between urban and rural levels of service. Improvement of level of service measures will be the first step, but the County will then need to identify which facilities need separate urban and rural levels of service. For example, water and sewer service is generally through central systems in urban areas, and through wells and septic tanks in rural areas. The standards for water and sewer could differ from urban to rural. Conversely, correctional facilities serve the entire County, thus a single uniform level of service is appropriate in urban and rural areas.

PLANNING ASSUMPTIONS

General

Definition

This Capital Facilities Element is concerned with needed improvements which are of relatively large scale, are generally non-recurring, and which may require multi-year financing. For the purposes of this Plan, a "capital improvement project" is defined as land, improvements to land, structures (including design, permitting, and construction), initial furnishings, and selected equipment, resulting in a capital expenditure greater than \$25,000 and having a service life of at least five years.

Other "capital" costs, such as motor vehicles and motorized equipment, computers and office

equipment, office furnishings, and small tools are considered to be minor capital expenses in the County's annual budget, but such items are not "capital improvements" for the purposes of this Comprehensive Plan, or the issuance of development permits.

What Facilities are included in this Plan?

This section describes the current conditions and capabilities of key public facilities as required under the GMA. The inventory represents the conditions and levels of service (LOS) for County-wide public facilities providing service delivery to existing residents.

This plan includes two categories of public facilities: those provided by County government and those by other public jurisdictions in Grant County (excluding cities because their facilities are found in city growth management Comprehensive Plans). "Public Facility" means the capital improvements and systems of each of the following:

- Roads and related transportation facilities (located outside city limits);
- County administrative buildings;
- Fairgrounds;
- Parks;
- Solid waste management and recycling services;
- Sanitary sewer;
- Water;
- Stormwater management;
- Corrections;
- Juvenile Detention; and
- Law enforcement services.

This existing conditions analysis excludes those inventories and levels of service for public facilities that are included in the Utilities Element and the Transportation Element.

Other major public facilities and services provided by other public jurisdictions, including municipal or special districts, are excluded from detailed inventory, even though their services may have an important role in regional land use and capital facility decisions. These facilities (e.g., the Grant County International Airport) are

CHAPTER 9...

subject to detailed evaluation in their respective master plans and special studies.

Additionally, each city and town in Grant County has developed or is developing comprehensive plans under the GMA for the land within its city limits and Interim UGA. Each city plan must also have a Capital Facilities Element and establish LOS standards for transportation and other facilities the city determines to be subject to concurrency requirements. Coordination of capital facility investment within the areas transitioning from rural to urban uses will present a major challenge for the County's service providers due to the varying level of detail provided in city plans.

This Element does address certain regionally significant capital facilities and services because they are an important part of the overall plan for community growth and change, including:

- Emergency services;
- Schools;
- Libraries; and
- Hospitals.

These facilities are included in Grant County's Capital Facilities Plan because the GMA requires that this chapter include public facilities owned by public entities. Inclusion of other entities' public facilities does not imply approval by the County of others' level of service standards or plans. This plan includes the facilities of other public entities for information, only.

Population

Based on the OFM high series, Grant County and its cities project and will plan for a population of 76,399 in 2004 and 104,391 in 2018. For the period 1998 through 2018, Grant County predicts population growth to increase by more than 50 percent, based on the OFM "high series" projection. This is equivalent to approximately 2.1 percent per year. At this rate, the County will add nearly 35,000 new residents over the next 20 years to yield a population of 104,391 people in 2018.

Detailed population and demographic data and population projections for each city and its associated UGA are presented in Appendix B – Urban Growth Area Analysis and in Chapter 3 of the Comprehensive Plan, and are summarized in Table 9-3.

Table 9-3
Grant County Population Projections

<i>Jurisdiction</i>	<i>Population</i>		
	<i>Actual 1998</i>	<i>Projected</i>	
		<i>2004</i>	<i>2018</i>
<i>UGAs:</i>			
Coulee City	630	669	769
Coulee Dam	3	3	3
Electric City	1,095	1,162	1,336
Ephrata	6,065	6,830	9,012
George	465	524	691
Grand Coulee	1,417	1,549	1,908
Hartline	185	196	226
Krupp	51	54	62
Lakeview Park	979	1,103	1,455
Mattawa	1,820	2,439	4,829
Moses Lake	22,097	28,355	41,880
Quincy	4,090	4,606	6,078
Royal City	1,580	1,887	2,854
Soap Lake	1,370	1,498	2,036
Warden	2,280	2,644	3,736
Wilson Creek	221	235	270
<i>Total UGAs</i>	<i>44,348</i>	<i>53,754</i>	<i>77,144</i>
<i>Unincorp. County</i>	<i>25,052</i>	<i>24,615</i>	<i>29,218</i>
<i>Total County¹</i>	<i>69,400</i>	<i>78,369</i>	<i>106,362</i>

¹ Official Growth Management Population Projections, High Series: 1990-2020, Washington State OFM, December 29, 1995.

COUNTY-OWNED CAPITAL FACILITIES

Administrative Offices

System Description

Grant County provides varied services at various locations throughout the County; however, the majority of County services are provided at the County Courthouse in Ephrata. The Courthouse was constructed in 1917 and remodeled in 1955. In 1985, a Law & Justice Center was constructed directly west of the main Courthouse, separated by a breezeway.

...CAPITAL FACILITIES ELEMENT

The following offices are located in the Courthouse:

- County Commissioners
- Auditor
- Clerk
- Treasurer
- Assessor
- Elections
- Civil Service
- Accounting
- Licensing
- Facilities Maintenance
- Cooperative Extension
- Health District
- Data Processing
- Noxious Weed Control Board
- Mailroom

Several offices of County government are located remotely, or have satellite offices:

The *Department of Community Development* is comprised of three divisions: Building and Fire Marshall, Current Planning, and Long Range Planning. The Building and Fire Marshall division is located in a small annex due south of the main Courthouse; Long Range Planning and Current Planning and the Noxious Weed Control Board is located in the Bureau of Reclamation Building due east of the main Courthouse.

The *Department of Public Works* has numerous facilities throughout the County. Its main administrative office, shop and storage facility is located on property owned by the County at the Port of Ephrata. The facility was constructed in 1996. Maintenance shops and materials and equipment storage facilities are located throughout the County so as to promote efficiency of road construction and maintenance.

In addition to the licensing services provided at the Courthouse, the Licensing Department operates remote licensing centers in Grand Coulee, Quincy, and Moses Lake.

The *Health District* provides health and human services from both the Courthouse and a remote location in Moses Lake. Services offered at the

two facilities are similar, except that the Women, Infants & Children (WIC) program is offered only from the Courthouse, and the Moses Lake facility provides vital records services.

The offices of the *Coroner, Emergency Management, Alcohol & Drug Center, Mental Health Care, P.A.R.K., and Juvenile* are located in Moses Lake.

The Jail & Justice Center is located adjacent to the main Courthouse, and was constructed in 1985. The following offices are located in the Jail & Justice Center:

- Prosecuting Attorney
- Superior Court
- Law Library
- Sheriff
- Jail
- Court Clerk

A summary of personnel assigned to each office of County government is provided in Table 9-4.

Existing Facilities

The inventory of County Administrative Offices totals 109,683 square feet, and includes 18 County-owned and leased or rented facilities at various locations throughout the County, as shown in Table 9-5.

Existing Deficiencies & Mitigation

No deficiencies have been identified in County Administrative Offices.

Level of Service

Based on the existing inventory, the current LOS is equal to 1,580 square feet per 1,000 population, based on the inventory of 109,683 square feet of space divided by the total current population of 69,400.

There are currently approximately 145 employees housed in the Administrative Facilities. On a per employee basis, there are 756 square feet per employee. Population growth is expected to be about 2.1% per year. It is typical for staffing levels of county government to increase at a rate less than that of population

CHAPTER 9...

growth. Therefore, a projected increase in staffing levels of about 1.5% per year is reasonable. At that rate, the total number of administrative employees would increase from 145 in 1998 to about 159 in 2004.

Table 9-4
Summary of Grant County Employees

<i>Office</i>	<i>No. of Personnel</i>
Commissioners	5
Assessor	17
Auditor	15
Community Development	17
Civil Service	1
Clerk	16
Cooperative Extension	12
Coroner	1
Data Processing	2
Treasurer	8
Mailroom	1
Facilities Maintenance	5
Noxious Weed Control	8
Health & Human Services	37
Public Works:	
Engineering/Administration	23
Road Maintenance/Equipment Repair	70
Solid Waste	4
Prosecuting Attorney	20
Law Library	1
Superior Court	6
District Court	26
Sheriff	60
Corrections	42
Juvenile	46
Total	443

Source: County employee records 10/98.

Plan levels of service for municipal facilities are typically based on employment trends, current known overcrowding at facilities, and expansion requirements. Space planning is determined based on program objectives of individual departments.

To date, the County has not conducted comprehensive space planning to determine its administrative needs. Although the Courthouse currently houses the required administrative offices, it is likely that the facility operates at a fairly high LOS, compared to other counties. For

example, Yakima County operated at a LOS of 707 square feet per 1,000 population in 1994, although they recognized a significant deficiency in administrative facilities. Pacific County, which operates full county services from two separate locations in the county, operated at a LOS of 1,380 square feet per 1,000 population in 1996.

If the current LOS of 1,580 square feet per 1,000 population were applied to the projected population in 2004, a total of 120,710 square feet would be required, which is an addition of more than 11,000 square feet.

Municipal facility needs that are affected by growth include equipment and space needs as well as additional staff to process building permits, conduct development plan review, and perform other County administrative functions. Future growth and development will place increased demand on County facilities and services. However, many factors that influence the need for facility space do not correlate directly with population growth. With technological advances that impact space demands and the trend toward "right-sizing" of government, it cannot be assumed that facility needs will increase directly proportionate to population growth.

Based on current conditions of no identified deficiencies and a comparison of similar counties, a LOS of 1,250 square feet per 1,000 population is recommended for Grant County.

Future Deficiencies

No deficiencies are identified during the initial six-year planning period. However, based on the proposed LOS, a deficiency is anticipated during the first half of the planning period.

Deficiencies other than space or capacity, such as condition or adjacency deficiencies, may also exist now or occur in the future. For example, the Department of Community Development is currently housed in two separate buildings as stated above. This presents a problem for coordination of services and administration and management of personnel. Efficiency would be better served with a single center. This may

...CAPITAL FACILITIES ELEMENT

become even more important following adoption of the Comprehensive Plan.

Structural adequacy and office environmental conditions can also affect the level of service of

an administrative facility. The County may wish to conduct a detailed needs assessment and prepare a Master Facility Plan to address the long-term needs for facilities.

Table 9-5
Grant County Building Inventory

<i>Bldg.</i> <i>No.</i>	<i>Facility</i>	<i>Location</i>	<i>Area</i> <i>(Sq. Ft.)</i>	<i>Value</i> ¹
Administrative Offices:				
1	Courthouse ³	Ephrata	53,000	\$10,525,000
148	Public Works Office	Port of Ephrata	13,400	\$1,890,000
6	Department of Community Development	Courthouse	3,200	\$310,000
7	Family Support Division ²	Ephrata	2,160	\$110,000
13	Office	Moses Lake	6,900	\$677,000
14	Office ²	Moses Lake	450	\$18,000
17	Mental Health Care Office	Moses Lake	6,000	\$1,115,000
155	Mental Health Care Office	Grand Coulee	1,848	\$138,500
25	Mental Health Care Office	Quincy	1,925	\$160,000
18	Alcohol & Drug Center ²	Moses Lake	4,500	\$103,000
43	Youth Coalition ²	Moses Lake	900	\$31,500
156	Emergency Management ²	Moses Lake	10,000	26,500
143	Licensing Office ²	Grand Coulee	2,000	\$10,500
144	Licensing Office ²	Quincy	2,000	\$10,500
145	Licensing Office ²	Moses Lake	1,000	\$15,000
146	Coroner's Office ²	Moses Lake	400	\$10,500
<i>Subtotal Administrative Offices</i>			<i>109,683</i>	<i>\$15,151,000</i>
Grant County Fairgrounds				
<i>44-120</i>	<i>Miscellaneous Buildings</i>	<i>Moses Lake</i>	<i>215,453</i>	<i>\$5,402,000</i>
Grant County Historical Museum				
<i>121-141</i>	<i>Miscellaneous Buildings</i>	<i>Ephrata</i>	<i>19,275</i>	<i>\$604,000</i>
Law Enforcement:				
-	Sheriff's Office ⁴	Jail & Justice	9,944	
16	Sheriff's Station	Moses Lake	800	\$24,500
157	Juvenile Office ²	Moses Lake	2,000	53,000
152	Evidence Storage ²	Ephrata	9,000	\$42,000
153	Evidence Storage ²	Ephrata	9,000	\$42,000
142	INET Office ²	Port of Ephrata	10,000	\$30,500
154	Sheriff's Department Office ²	Desert Aire	800	\$10,500
<i>Subtotal Law Enforcement</i>			<i>41,544</i>	<i>\$172,000</i>

¹ Insured value as reported by Washington Rural Counties Insurance Pool including value of building plus contents.

² Building is leased. Only value of contents is reported.

³ Includes Assessor, Auditor, Clerk, Commissioners, Planning, Treasurer, Elections, Civil Service and other offices.

⁴ Located in Jail & Justice Center. Value reflected in amount listed for Jail & Justice Center.

⁵ Inventory does not include the Stats Building on Wheeler Road purchased in 1998.

CHAPTER 9...

Table 9-5
Grant County Building Inventory (Continued)

<i>Bldg. No.</i>	<i>Facility</i>	<i>Location</i>	<i>Area (Sq. Ft.)</i>	<i>Value¹</i>
<i>Courts:</i>				
15	Juvenile Court Office	Moses Lake	1,400	\$157,500
-	Superior Court ³	Courthouse	2,320	
19	District Court ²	Moses Lake	0	\$50,000
<i>Subtotal Courts</i>			<i>3,720</i>	<i>\$207,500</i>
<i>Maintenance/Storage Facilities:</i>				
2	Courthouse Storage	Courthouse	180	\$20,500
3	Geothermal Heating Plant	Courthouse	300	\$534,000
5	Repair/Maintenance Building	Courthouse	1,120	\$40,000
149- 51	Public Works Shop/Storage	Port of Ephrata	26,500	\$2,569,500
9-10	Shop & Garage/Vehicle Storage	Ephrata	8,400	\$296,500
158	Public Works Road Shop	Wilson Creek	1,520	\$100,000
147	Auxiliary Generator Building	Courthouse	120	\$72,000
20	Public Works Road Shop	Royal City	2,400	\$160,500
21-24	Public Works Repair Shop/Road Shop	Quincy	12,108	\$755,000
26-29	Public Works Repair Shop/Road Shop	Hartline	9,340	\$697,000
30	Shop, Office & RR		756	\$45,000
31	Shop, Office & RR		756	\$45,000
32-34	Public Works Equipment Repair/Road Shop	Wheeler	7,540	\$705,500
35-36	Public Works Road Shop	Grant Orchards	3,265	\$160,000
40	Ephrata Landfill Shop/Office/Restroom	Ephrata	756	\$70,000
41	Delano Landfill Shop/Office/Restroom		756	\$50,500
42	Non-Comb. Building	Mattawa	1,580	\$95,500
37-39	Transmitter/Repeater Bldgs. & Antenna		892	\$233,000
<i>Subtotal Maintenance/Storage</i>			<i>78,289</i>	<i>\$6,649,500</i>
<i>Corrections:</i>				
4	Jail and Justice Center ⁴	Courthouse	50,736	\$11,945,000
-	Minimum Security Facility	Port of Ephrata	13,800	\$2,000,000
11	Youth Center Detention Hall	Ephrata	15,075	\$2,731,000
<i>Subtotal Corrections</i>			<i>79,611</i>	<i>\$14,676,000</i>
<i>Housing:</i>				
12	Grant Mental Health Transitional Housing	Moses Lake	2,000	\$140,000
<i>Total</i>			<i>485,039</i>	<i>43,002,000</i>

¹ Insured value as reported by Washington Rural Counties Insurance Pool including value of building plus contents.

² Building is leased. Only value of contents is reported.

³ Located in Jail & Justice Center. Value reflected in amount listed for Jail & Justice Center.

⁴ Excludes area of Sheriff's Office and Superior Court.

⁵ Inventory does not include the Stats Building on Wheeler Road purchased in 1998.

Proposed Improvements

No improvements are proposed at this time.

Law Enforcement (Sheriff's Department)**System Description**

The Sheriff's Office is responsible for law enforcement County-wide. The office also provides confinement of prisoners, serving of civil and legal processes, emergency response services, traffic control on County roads, search and rescue, and watercraft patrol.

In 1998, the Sheriff's Office staff consisted of a total of 102 paid employees, including an elected Sheriff, an undersheriff, five chief deputies/sergeants, 29 deputies, four detectives, one corrections captain, 6 corrections lieutenants/sergeants, 29 corrections officers, one animal control officer, 19 search and rescue, five clerks, and one administrative assistant. The department also uses a volunteer force of 24 reserve deputies and 20 posse deputies. Including paid, reserve and posse deputies, there are a total of 73 deputies available to serve the County.

Existing Facilities

The inventory presented in Table 9-5 shows that a total of 41,544 square feet are available for law enforcement activities.

Equipment includes 29 marked vehicles, 13 unmarked vehicles, two patrol boats, three vans, one hauling trailer, one ORV trailer, four ORV quads, two ORV motorcycles, two corrections transport vans, one corrections vehicle, and one corrections trailer.

Level of Service

Based on the existing inventory, the current level of service is equal to 599 square feet per 1,000 population, based on the inventory of 41,544 square feet of space divided by the total current population of 69,400.

Perhaps a better level of service standard is one of Road Deputies per 1,000 of unincorporated population, since service is generally limited to the unincorporated portions of the County. Based on the 1998 staffing level of 29 paid Road Officers and an unincorporated County

population of 34,740 (See Table 3-6), the current LOS is 0.84 deputies per 1000 population in unincorporated portions of the County, which equates to 0.42 deputies per 1000 total population.

In 1995, the statewide average of Road Officers per 1,000 unincorporated population was 0.88 (See Table 9-6). Those jurisdictions deemed to be similar to Grant County in size and rural character are shown italicized in Table 9-6. The average LOS for those counties is 1.09 Road Officers per 1,000 population, which compared favorably in 1995 to Grant County's LOS of 1.05. However, since 1995 the unincorporated population of Grant County has increased while the number of deputies has remained the same.

According to Undersheriff Michael Shay, the department's LOS goal is 1.5 deputies per 1,000 citizens. Based on statewide data and that of similar jurisdictions, a LOS of 1.10 deputies per 1,000 population in unincorporated County appears reasonable. A LOS of 1.10 deputies per 1,000 population in unincorporated County equates to a LOS of 0.55 deputies per 1,000 total population.

Existing Deficiencies & Mitigation

Based on a LOS of 0.55 deputies per 1,000 population in all of Grant County, there exists an existing deficiency of 9 deputies. However, there is also a current deficiency in jail capacity, as discussed below. Until that deficiency is corrected in mid-1999, it may be prudent to operate at a lesser LOS in law enforcement.

According to the Multi-year Plan Overview prepared by the Sheriff's Office, existing capital facility deficiencies include primary dispatch system needs improvements, and Moses Lake Patrol Division station needs to be expanded.

Future Deficiencies

Based on a LOS of 0.55 Road Officers per 1,000 population and a total 2004 projected population of 76,399, a total of 42 deputies will be required in 2004. This results in a deficiency of 13 deputies from the 1998 staffing level. However, it should be noted that the unincorporated

CHAPTER 9...

County population is expected to grow at a much slower rate over the planning period, and may reduce the future deficiency significantly.

Table 9-6
Statewide Sheriff Staffing Comparison¹

<i>County</i>	<i>1995 Population²</i>	<i>Road Deputies³</i>	<i>LOS⁴</i>
Adams	6,606	15	2.27
Asotin	10,011	10	1.00
Benton	28,955	32	1.11
Chelan	23,395	42	1.80
Clallam	33,550	33	0.98
Clark	184,980	132	0.71
Columbia	1,360	4	2.94
Cowlitz	34,188	0	0.00
Ferry	5,470	8	1.46
Franklin	14,153	20	1.41
Garfield	886	3	3.39
GRANT	27,717	29	1.05
Grays Harbor	25,682	60	2.34
Island	42,500	32	0.75
Jefferson	14,370	15	1.04
King	541,881	0	0.00
Kitsap	132,821	85	0.64
Kittitas	10,813	20	1.85
Klickitat	10,940	15	1.37
Lewis	36,790	44	1.20
Lincoln	3,703	11	2.97
Mason	32,590	35	1.07
Okanogan	19,891	24	1.21
Pacific	12,679	10	0.79
Pend Oreille	6,375	11	1.73
Pierce	354,348	246	0.69
San Juan	9,140	16	1.75
Skagit	39,095	40	1.02
Skamania	6,925	19	2.74
Snohomish	266,165	166	0.62
Spokane	168,433	158	0.94
Stevens	23,111	25	1.08
Thurston	96,335	96	1.00
Wahkiakum	2,790	5	1.79
Walla Walla	14,620	18	1.23
Whatcom	62,073	45	0.72
Whitman	6,646	13	1.96
Yakima	86,881	72	0.83
Total³	1,822,799	1,609	0.88

¹ Source: WSPC 1995 Data.

² 1995 population in unincorporated portions of counties.

³ Number of Road Officers per 1,000 population in unincorporated portions of counties.

⁴ Excludes those counties not reporting (Cowlitz and King).

Proposed Improvements

According to the multi-year plan prepared by the Sheriff's Office, several capital improvements are proposed as summarized in Table 9-7. The proposed improvements include an upgrade to the primary dispatch service and an expansion of the Moses Lake Patrol Division facility. The proposed improvements to the Moses Lake facility are intended to provide functional office space and reduce congestion working conditions. This improvement is expected to enhance the Office's neighborhood oriented policing potential and enhance the public's accessibility to law enforcement services.

Corrections Facility

System Description

The Grant County Sheriff's Department provides correctional facilities and jail services.

In 1998, the Sheriff's Office Corrections staff consisted of a total of one captain, 6 lieutenants/sergeants, 29 officers, four cooks, and two clerks, for a total of 42 employees.

Existing Facilities

The inventory presented in Table 9-5 shows that a total of 64,536 square feet are available for corrections activities.

The current maximum-security facility located at the Courthouse was designed for 85 beds. In 1996 the facility was retrofitted to 150 beds, but the facility is not in compliance with American Correction Association Standards. Construction started in 1997 on a minimum-medium security jail that will house up to 100 prisoners. The new facility is located at the Port of Ephrata, and is expected to be complete and ready for occupancy in mid-1999. Completion of the new facility will provide a total capacity of 250 beds.

Level of Service

Based on the existing inventory, the current LOS is equal to 930 square feet per 1,000 population, based on the inventory of 64,536 square feet of space divided by the total current population.

Perhaps a better level of service standard is one of Corrections Officers to inmates, based on average daily population. Based on the 1998 staffing level of 29 Corrections Officers and an unincorporated County population of 34,740 (See Table 3-6), the current LOS is 0.84 deputies per 1000 citizens.

In 1995, the statewide average of Corrections Officers per inmate was 4.69 (See Table 9-8).

Those jurisdictions deemed to be similar to Grant County in size and rural character are shown italicized in Table 9-6. The average LOS for those counties is 5.14 Corrections Officers per inmate. Grant County's LOS ratio was significantly smaller than both the statewide average and the average of similar counties. Therefore, it appears that the number of Corrections Officers (17) employed by Grant County in 1995 set a reasonable standard.

**Table 9-7
Planned Law Enforcement Projects**

<i>Project Date</i>	<i>Project</i>	<i>Cost¹</i>	<i>Source of Funds²</i>
2000	Primary Dispatch Service Upgrade	\$365,942	L&J
2001	Moses Lake Patrol Division Facility Expansion	TBD	TBD
Total			

¹ Estimated cost in 1998.

² See Table 9-9 for funding legend

The total population of Grant County in 1995 was 64,500 (See Table 3-6). The LOS in 1995, therefore, was equal to 0.26 Corrections Officers per 1,000 population. Based on a LOS of 0.26 Corrections Officers per 1,000 population, a total of 18 Corrections Officers are required in 1998 to maintain the same level of service to the 1998 population of 69,400. A total of 29 Officers are currently employed which results in a level of service standard of 0.42 officers per 1,000 population, which greatly exceeds the standard of 0.26. Based on current operations, a LOS of 0.40 appears reasonable.

A second LOS standard of number of jail beds per 1,000 population may also be appropriate. In 1998, there are 150 beds available, which equals 2.16 beds per 1,000 population. This ratio is generally believed to be substandard.

Based on a total of 250 beds that will be provided at completion of the new minimum-security facility, the current level of service would equate to 3.60 beds per 1,000 population. Based on current ability to serve, a LOS of 3.00 appears reasonable.

Existing Deficiencies & Mitigation

Based on a LOS of 0.40 Corrections Officers per 1,000 population, there is currently no deficit in the number of Corrections Officers.

Based on a LOS of 3.00 jail beds per 1,000 population, a total of 208 beds are required, but only 150 are currently available. However, in mid-1999 the new facility will be available for occupancy and will result in a total of 250 available beds. Therefore, prior to adoption of this Plan, there will be no deficiency in jail beds.

Future Deficiencies

Based on a LOS of 0.40 Corrections Officers per 1,000 population and a total 2004 population of 76,399, a total of 31 Officers will be required in 2004. This results in a deficiency of 2 Officers from the 1998 staffing level.

Based on a LOS of 3.00 jail beds per 1,000 population, a total of 229 beds are required in 2004. A total of 250 beds will be available; therefore no deficiency exists.

Proposed Improvements

Aside from the completion of the new minimum-

CHAPTER 9...

security jail facility, no improvements are planned.

Table 9-8
Statewide Jail Corrections Officers to Inmates Comparison

<i>County</i>	<i>Average Daily Population¹</i>	<i>Corrections Officers</i>	<i>LOS²</i>
Adams	23	7	3.29
Asotin	19	6	3.17
Benton	112	28	4.00
Chelan	157	24	6.54
Clallam	77	22	3.50
Clark	437	93	4.70
Columbia	1	0	-
Cowlitz	151	33	4.58
Ferry	10	3	3.33
Franklin	122	37	3.30
Garfield	0	0	-
GRANT	71	17	4.18
Grays Harbor	71	15	4.73
Island	41	10	4.10
Jefferson	27	8	3.38
King	1,744	307	5.68
Kitsap	170	60	2.83
Kittitas	44	15	2.93
Klickitat	25	9	2.78
Lewis	84	16	5.25
Lincoln	10	6	1.67
Mason	60	19	3.16
Okanogan	68	7	9.71
Pacific	28	6	4.67
Pend Oreille	16	4	4.00
Pierce	784	174	4.51
San Juan	1	0	-
Skagit	99	22	4.50
Skamania	17	10	1.70
Snohomish	489	91	5.37
Spokane	472	132	3.58
Stevens	21	6	3.50
Thurston	223	36	6.19
Wahkiakum	4	1	4.00
Walla Walla	46	18	2.56
Whatcom	206	31	6.65
Whitman	26	13	2.00
Yakima	404	70	5.77
Total	6,360	1,356	4.69

¹ Source: WSPC 1995 Data.

² Number of Corrections Officers per average daily # of inmates.

Juvenile Detention Facility

System Description

The Juvenile Department is part of the Superior Court of the State of Washington. The Juvenile Court is responsible for the best interest and welfare of dependent children and for the due process in handling and supervising juvenile offenders. The Department is responsible for the operation of the Juvenile Detention Facility, including proper care, education and programs within the facility as required by law. The Juvenile Department of Grant County currently employs 46 personnel.

Existing Facilities

The inventory presented in Table 9-5 shows that the Juvenile Detention Center contains 15,075 square feet. The facility was constructed in 1962 and provided 14 beds.

A phased plan for expanding and improving the facility was initiated in 1996. Phase 1 included addition of counselor office space and 4 additional detention beds. Phase 3 was completed in 1997 and included security improvements, a courtroom, an attorney/client meeting room, and an assessment wing. Phase 3 also included an electrical upgrade to the entire facility, including wiring necessary to accommodate Phase 2. Phase 2 would add 14 beds. (Source: G. Grammer)

Level of Service

Based on the existing inventory, the current LOS is equal to 217.2 square feet per 1,000 population, based on the inventory of 15,075 square feet of space divided by the total current population of 69,400.

Currently there are 18 detention beds plus one observation room that also functions as a detention space. The current level of service is 0.274 beds per 1,000 population.

On average in 1998, the Juvenile Detention Facility served 23 persons per day, which exceeds the total available beds. Using the average figure of 23 persons per day equates to a

service standard of 0.33 beds per 1,000 population, which is a reasonable LOS standard.

Existing Deficiencies & Mitigation

Based on a LOS standard of 0.33, a current deficiency of 4 beds exists. Though a deficiency exists, it is the intent of the Juvenile Administrator to enhance non-structural programs to lessen the need for juvenile services as opposed to immediate construction of additional beds.

Future Deficiencies

Based on a LOS of 0.33 detention beds per 1,000 population, a total of 25 beds are required in 2004, which results in a deficiency of six beds.

Proposed Improvements

Proposed improvements (shown in Table 9-9) include Phase 2 expansion of the Juvenile Detention Facility.

County Parks

Existing Facilities

Grant County currently manages two state-funded all terrain vehicle (ATV) parks; one near Moses Lake and one at Beverly. The County also owns a portion of the ATV Park near Moses Lake. The County's role is focused on education and enforcement of off-road vehicle laws.

The County also is entered into a cooperative agreement with the State Parks Department for maintenance and operation of the Dry Falls Interpretive Center. The County also maintains the roadway around Blue Lake, which runs through the state park.

***Table 9-9
Planned Juvenile Detention Projects***

<i>Project Date</i>	<i>Project</i>	<i>Cost</i>	<i>Source of Funds</i>
2004	Juvenile Detention Facility Expansion, Phase 2	\$750,000	GF
Total		\$750,000	

¹ Estimated cost in 1998. (Source: G. Grammer)

² See Table 9-10 for funding legend.

Level of Service

Based on the existing inventory, the current LOS is nearly zero acres per 1,000 population. The average LOS for community parks within several Washington local government jurisdictions is about 5 acres per 1,000 population. A 1991 Interagency Committee for Outdoor Recreation survey shows a range of 2.5 to 5.0 acres (average 3.5 acres) per 1,000 population for Washington counties. The National Recreation and Park Association recommends a standard of 5-8 acres per 1,000 population.

Existing Deficiencies & Mitigation

Owning only a portion of the Moses Lake-area ATV park, Grant County clearly runs a deficiency based on regional and national standards. However, Grant County is blessed with vast areas of open space and an abundance of natural outdoor recreation opportunities.

In addition to the two ATV parks, there are numerous state parks in the County, including Potholes State Park, Moses Lake State Park, Sun Lakes State Park, Summer Falls State Park, and Steamboat Rock State Park. There are also a large number of privately-owned resorts and recreational destinations associated with the water bodies and other outdoor opportunities of the County.

Many of the County's fourteen cities also operate park systems. Moses Lake especially has a very attractive parks program, and maintains a level of service of 10.5 acres per 1,000 population.

Given that nearly 75% of the population of the County is projected to reside in its cities and their respective urban growth areas by 2018, the vast majority of County residents will seek park

CHAPTER 9...

usage from existing facilities already developed within the County.

Therefore, the County intends to mitigate its substandard level of service for parks by encouraging residents to enjoy:

- the abundant natural outdoor recreational opportunities of the County;
- the well-maintained state park system;
- the private resorts; and
- the park systems of the cities.

Proposed Improvements

No park development is planned.

Stormwater Management

Grant County currently owns no stormwater management systems.

OTHER REGIONAL CAPITAL FACILITIES

Schools

The County is divided into ten public school districts. A summary of the school districts (See Figure 9-1), including a brief description of their facilities, is provided below.

Ephrata School District No. 165

The Ephrata school district provides four elementary schools, one middle school, and one high school. The six facilities contain 120 permanent classrooms and two portables. There are a total of 321 staff members with a 1998 enrollment of 2,311 students. Special purpose facilities include six gymnasiums, one auditorium, one cafeteria, and six libraries. The district offers a variety of special programs including Title I/HOSTS, Lap, Special Education, Migrant, Bilingual, Highly Capable, and Vocational Education. The Ephrata School District is above student capacity in the high school building and running at capacity in Grades 1 & 5 in the elementary buildings. The

district anticipates running a bond measure to build or add on to its buildings within the next two years.

Moses Lake School District No. 161

The Moses Lake School district includes nine elementary schools, three middle schools, one high school, and one alternative high school. Current enrollment in grades K-12 is 6,379 students. There are a total of 352 certified teachers and 268 classified teachers in the district. All district facilities have a combined total of 273 permanent classrooms and 23 portable classrooms. In terms of special purpose facilities, the district supplies 13 gymnasiums, 13 libraries, 14 cafeterias, and one auditorium. The Moses Lake School District has special education programs in all of its schools and state and federal remedial programs as well as gifted and talented programs in most of their schools. According to P.J. De Benedetti, Facilitator of Community Relations for Moses Lake School District, a Facilities Planning Committee is currently meeting to discuss anticipated deficiencies through 2004. The Facilities Planning Committee is expected to have their work completed by next spring. However, Mr. De Benedetti stated that construction and expansion are definitely in the district's future.

Royal School District No. 160

The Royal School District provides an elementary, a middle school, and a high school. The three schools have a combined total of 67 permanent classrooms, 1,319 students, and 145 staff members. Special purpose facilities include three gymnasiums, two cafeterias, and two libraries. The district also provides the following special programs: Ch1, Migration, Special Education, and Gifted. According to Superintendent David James, the district may need to look at a new K-2 building.

Soap Lake School District No. 156

The Soap Lake School District provides an elementary, a middle school, a high school, and an alternative high school. All facilities have a combined total of 27, over half of which are in the elementary school. There are 69 staff members and a 1998 enrollment of 525 students.

Information on special purpose facilities, special programs, and anticipated future deficiencies was not available.

Wahluke School District

The Wahluke School District provides an elementary school (K-2), and intermediate school (3-5), a middle school, and a high school. There are 1,304 students and 140 personnel including administrative staff, teachers, counselors, intervention specialist, and classified staff. In terms of special purpose facilities, the district has three gymnasiums, two cafeterias, four libraries, one theater, one greenhouse, two shops, and one bus garage. The district also provides a wide range of special and vocational programs including Special Education, Agriculture, Greenhouse, Business, Home and Family, Woodshop, Bilingual Education, Bistro, Summer School, Endangered Species Program, and Laptop Education. The district is currently involved in a long-range planning process in anticipation of growth. It is expected that the district will need to build an additional school building to house students in the near future.

Warden School District No. 146

The Warden School District provides an elementary school (K-5), a middle school (6-8), and a high school (9-12). The three facilities contain 43 permanent classrooms and four portables at the elementary school. There are a total of 59 staff members with a 1998 enrollment of 933 students. Special purpose facilities include two gymnasiums, one cafeteria, and two libraries. The district offers a variety of special programs including Special Education, Vocational Agriculture, Home Economics, Business, and Birthing.

Wilson Creek School District No. 167

The Wilson Creek School District provides one school that houses the facilities for grades K-12. Currently, there are 27 staff members and 18 permanent classrooms. Special purpose facilities include one gymnasium, one commons area, and one kitchen. The district also provides special education and Title & LAP tutorial. According to Thomas Smith, District Superintendent, there might be a possible need for classroom space in

the future if student enrollment continues to grow in the elementary.

Almira/Coulee/Hartline School District No. 151

Children in Coulee City attend the grade school in that town. Children in Almira and Hartline communities attend grade school at a facility in Almira. All high school students attend the district high school in Almira. Each of the communities has a middle school. The school district is anticipating construction of new facilities during the planning period.

Grand Coulee School District No. 301J

The City of Grand Coulee is part of School District No. 301J which includes the Grand Coulee Dam area and surrounding rural areas. An elementary school and junior high school are located in Grand Coulee. High school students attend Lake Roosevelt High School in Coulee Dam.

Quincy/George School District No. 144

The Quincy/George school district administers three elementary schools, Quincy Junior High School, Quincy High School and Quincy Alternative High School. One elementary school is located in George.

Existing Deficiencies & Mitigation

Due to the rapid growth in many areas of the County, several of the school districts contacted indicated potential capacity issues during the next several years. Many indicated the need for capital improvement projects to meet demands.

None of the schools contacted indicated an interest in establishing the adequacy of public school facilities as a part of the concurrency requirement for new development in Grant County. In order for the County to require a concurrency or adequacy test for school facilities, the individual school districts must each prepare Capital Facilities Plans that conform to the requirements of the GMA.

State law requires school district boards of directors to establish a level of service for their respective district, in order for municipal

CHAPTER 9...

governments to consider adopting ordinances that test for concurrency.

Future Needs

Based on the projected population growth of 34,991 new residents during the 20-year planning period, a total of 12,770 new households will occur, assuming an average of 2.74 persons per household. Assuming there are 1.255 school-age children per household, as estimated in *Practice of Local Government Planning*, ICMA, 1979 edition, a total of 16,027 additional school-age children will require schooling. Assuming that a typical standard for combined capacity of elementary and secondary school is 500 students, a total of 32 new schools could potentially be required in 2018. The actual number of schools that would need to be constructed will depend on the existing excess capacity of the system and the distribution of future population into each of the school districts.

Proposed Improvements

The Growth Management Act requires school districts to prepare plans for future needs including six-year capital facilities plans. Each district is charged with developing long-range strategic plans that outline facility conditions, establish maintenance and utilization plans for existing facilities, plan for additions to existing facilities, and plan for new or replacement facilities. It is expected that level of service standards, future school needs, and funding mechanisms will be identified during the planning processes. Grant County cannot control the planning of these school districts, but encourages them to complete long-term plans consistent with this Comprehensive Plan, and to coordinate with the County to incorporate land use, population, and other assumptions generated in this Comprehensive Plan into their respective plans.

Vocational Training Facilities/Higher Learning

Big Bend Community College

Big Bend Community College (BBCC) offers a variety of occupational/technical programs

including Administrative/Office Procedures and Systems; Automotive Technology; Aviation; Business Management Technology; Computer Science, Computer Systems, and Microcomputing; Welding Technician, Civil Engineering, and Maintenance Mechanics. Specialized courses are developed for customized training for industrial companies in the area.

BBCC also offers an Associate of Arts (AA) degree that can apply to a 4-year college and university. The following three institutions use BBCC facilities for Bachelor's programs: Heritage College (Bachelor's degrees in business and education); Embry-Riddle Aeronautical University (Bachelor's degree); and Washington State University (Bachelor's degree is social science by videotape). In addition, Central Washington University, located 69 miles from Moses Lake, offers both Bachelor's and Master's degree programs.

Big Bend Community College had 5,427 students during the 1996-97 academic year, well below that of the state community college average enrollment of 16,200 students. Enrollment levels are relatively lower given that Big Bend Community College serves the rural and sparsely populated counties of Adams, Grant, and Lincoln.

Existing Deficiencies & Mitigation

No deficiencies were identified.

Proposed Improvements

Higher education facilities in Washington are required to prepare plans for future needs including six-year capital facilities plans. Each educational unit is charged with developing long-range strategic plans that outline facility conditions, establish maintenance and utilization plans for existing facilities, plan for additions to existing facilities, and plan for new or replacement facilities. It is expected that level of service standards, future school needs, and funding mechanisms will be identified during their planning processes. Grant County cannot control the planning of these educational facilities, but encourages them to complete long-

term plans consistent with this Comprehensive Plan, and to coordinate with the County to incorporate land use, population, and other assumptions generated in this Comprehensive Plan into their respective plans.

Library System

North Central Regional Library

The North Central Regional Library encompasses five counties, from the foothills of the Cascades east into the Columbia Basin and from the Canadian border south to the mid-point of the state. This rural library system was originally designed to serve unincorporated areas. In Grant County, cities can annex to the system or contract for service if there is no branch in or near the area. If a city wishes to annex to the system, the city is responsible for providing the building and the North Central Regional Library will provide service, materials, and staffing.

All Grant County communities have mail order service to the North Central Regional Library, which has approximately 445,952 volumes. An extensive request system makes it possible to obtain items not housed in a particular location. Even material not owned by the Regional Library may be available through Interlibrary Loan from other institutions around the country. Books and other materials selected from descriptive catalogs or ordered by title, author, or subject can be mailed directly to patrons, postage paid both ways, by writing or calling the Regional Library to place an order.

In addition, Moses Lake, Ephrata, Quincy, Soap Lake, Warden, Royal City and Grand Coulee (which also serves Elmer City and Electric City) have Branch Libraries with collections ranging from 5,000 to 55,316 volumes.

Fire Protection

General System Description

Fire protection services in Grant County are provided by twelve fire districts (See Figure 9-2). The bulk of fire suppression resources are provided by volunteers who report to the

emergency scene or to assigned stations to bring fire equipment to the fire scene. Each fire district has an average of 61.3 volunteer firefighters. There are four fire districts with paid staff. District 3 in Quincy has a staff of 5 full-time employees and 80 volunteers. District 5 in Moses Lake has six full-time career personnel, 12 part-time shift duty officers, and 132 volunteers. District 8 in Mattawa has two full-time employees and 38 volunteers. District 13 in Ephrata has one part-time secretary and 30 volunteers.

Depending on service area, fire fighting and other related emergency equipment consists of pumpers and water tenders (tankers), rescue vehicles, ambulances, and brush trucks. The capacity of the pumpers and tankers varies from district to district, but generally depends upon the types of fire emergencies expected.

Response times for the individual fire districts vary. Districts with on-duty personnel generally respond within 3 to 8 minutes. Response time for unmanned stations can run from 3 to as long as 20 minutes or more. Response times generally suffer the most during the day when volunteers are at work.

ISO ratings are a measure of the level of fire service protection available within a fire district. The ratings are based on a number of factors, including training, equipment, water availability, and response capability. Ratings fall within a scale of 1 to 10, with the lower number being better. An "A" next to a rating stands for tanker credit, which means that the district can provide a certain amount of water in a continuous flow for a specified time.

Grant County's fire district ISO ratings range from 5 to 10. In order to qualify for a rating of 7 or better, at least 50 percent of the district must have fire hydrants; consequently these ratings only apply in the urbanized areas of a district. Among the requirements for a Class 8 rating are a minimum of six firefighters able to respond to a call, a minimum of four hours of training per month, sufficient pumpers so that the responding distance shall not exceed 10 miles, and a

CHAPTER 9...

constantly attended fire reporting line with a notification system. The minimum requirements for a Class 9 rating include a minimum of four firefighters able to respond to a call, sufficient initial training in the use of equipment, sufficient motorized fire units so that the responding distance shall not exceed 10 miles, and an established means of reporting fires and notifying firefighters.

As a result of its predominant rural character, much of Grant County is without fire-flow (i.e., available water through hydrants, stand-pipes, or dry-line service). The lack of on-site water systems (hydrants) in many areas forces the fire districts to use tankers to bring large amounts of water to fire scenes. A few areas do have adequate fire flow, including Moses Lake and Quincy.

Deficiencies and Proposed Improvements

Not all of the fire districts contacted responded to our request for information. System deficiencies and proposed improvements are discussed below.

Long-range fire protection needs will require increases in equipment, training, and manpower to maintain an effective level of protection. With increased urbanization of the County, increased full-time employment due to increased level of service required by residents as opposed to volunteer service can be expected to occur in some of the County's fire protection organizations.

An additional factor is the integration of fire protection needs with long-range water needs. The source, storage capacity, and distribution systems of water systems, as well as fire hydrant placement in urban density developments, must be adequate to provide sufficient volume and pressure for fire fighting needs.

Fire District #3 – Quincy: According to Debra Bowling, the secretary of the district, there are no specific deficiencies, although the district is looking to build a new fire station due to growing demands.

Fire District #5 – Moses Lake: Roger Hansen, Fire Chief of the district, reported that anticipated future deficiencies may include lack of funds to meet the rise in fixed costs such as insurance, utilities, and maintenance on stations; upgrading of apparatus and fire-fighting equipment, clothing and training to meet standards set by law; and personnel costs and unforeseen costs such as equipment repair. Although no schedule exists for future improvements, Fire Chief Hansen recommends that improvements through the year 2004 include: upgrading fire gear (clothing), completion of a live fire training facility, construction of two fire stations, construction of three 3,000 gallon tankers, and the refurbishing of two buses (one to service a command center for large incidents and one to service a rehabilitation center for firefighters and personnel at large incidents).

Fire District #8 – Mattawa: Dave Hargroves, Fire Chief of the district, reports that if funding becomes available, future improvements would include an addition to Station 1 in Mattawa and the upgrade of one ambulance and one pumper.

Fire District #12 – Wilson Creek: According to Darrel Mordhorst, Fire Chief of the district, anticipated future deficiencies may include a lack of funding, training, and volunteers. Chief Mordhorst recommends that future improvements include, at the very least, the acquisition of one more water tender.

Fire District #13 – Ephrata: According to Bill Myers, Fire Chief of the district, the largest problem faced by the district is a lack of volunteers and training.

Hospital System

Public hospital districts belong to the family of special purpose districts and municipal corporations. Thus, they are governmental entities created by statute and operating under all applicable statutory, constitutional and regulatory provisions of the State of Washington and the United States. Public hospital districts are organized and exist as a result of chapter 70.44

of the Revised Code of Washington (RCW). It is this statute that created public hospital districts and fundamentally defines their purpose, operations, powers and limitations.

The vast majority of public hospital districts are located in areas considered to be “rural” in character, emphasizing the importance of public hospital districts in meeting the challenges facing rural health care. Health services in Grant County are provided by six Public Hospital Districts (PHD). They are as follows (See Figure 9-3):

PHD# 1 – is served by Samaritan Hospital located in Moses Lake and has a total of 50 beds.

PHD#2 – is served by Quincy Valley Medical Center located in Quincy and has a total of 38 beds.

PHD#3 – is served by Columbia Basin Hospital located in Ephrata and has 37 assisted living beds, 29 acute care beds, and 29 nursing beds.

PHD#4 – is served by McKay Healthcare & Rehabilitation Center (formerly Soap Lake Nursing Home) and has a total of 42 beds.

PHD#5 – Unlike the other districts, this district is not served by an acute care hospital. Instead, it is served by Mattawa Community Medical Clinic.

PHD#6 –is served by Coulee Community Hospital located in Grand Coulee, this district also serves the three surrounding counties of Douglas, Okanogan, and Lincoln.

AVAILABLE SOURCES OF REVENUE

General

Grant County has three general criteria for the funding of capital improvement projects. First, the County is committed to meeting all County, state, and federal laws and regulations, particularly as they apply to public health and

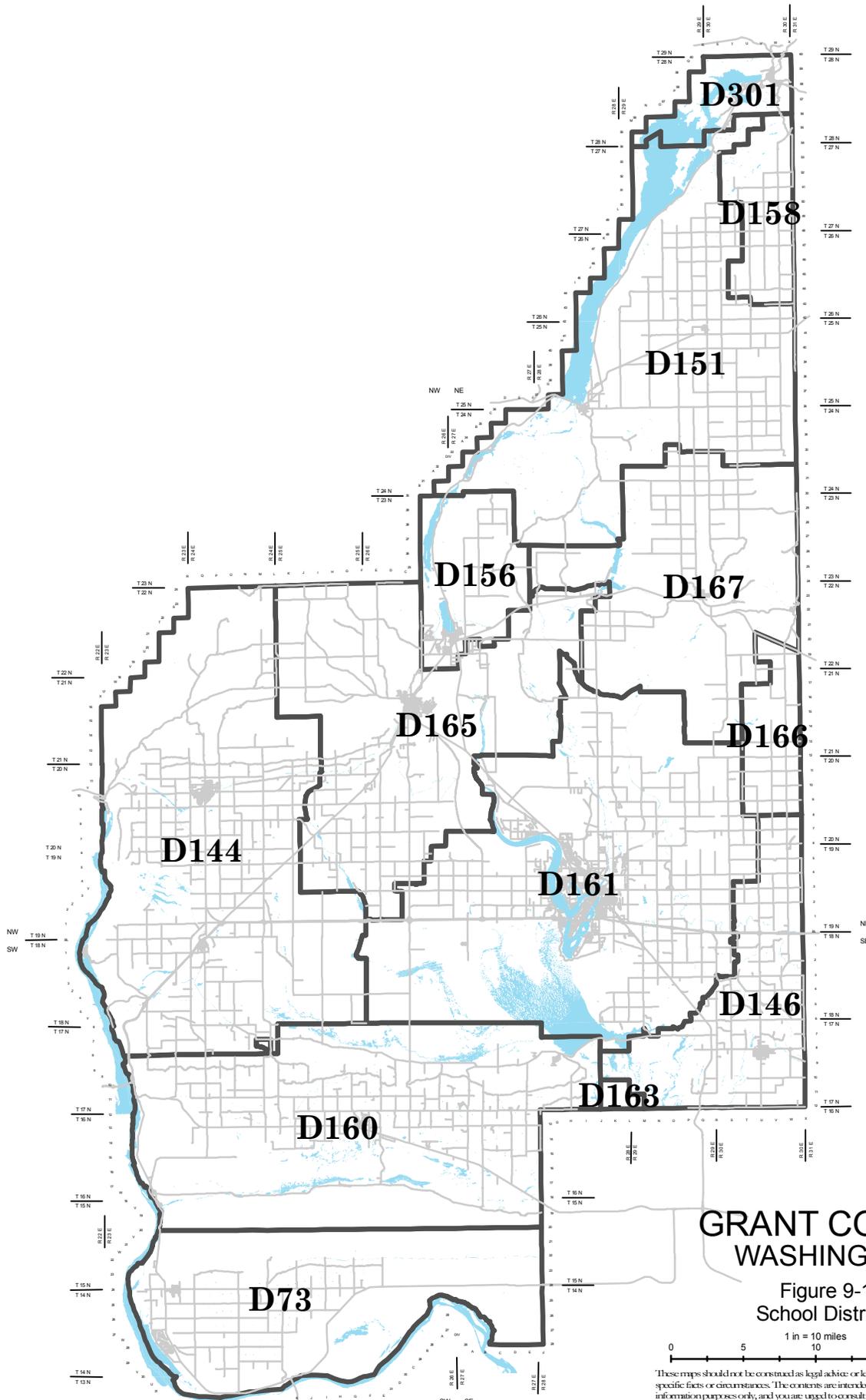
safety. Second, the County wishes to meet its capital facilities needs in the most cost-effective manner possible. Finally, the County attaches much importance to financial responsibility. While the County anticipates that the capital improvements included in this plan will contribute to greater economic vitality, fiscal prudence dictates that the County must plan for relatively flat revenues over the next few years.

Capital outlays in Grant County tend to vary a great deal from year to year, depending on need and ability of the County to secure grants to fund particular projects. In the past, Grant County has not typically allocated general fund revenues for large capital projects. Rather, these projects are funded through bond issues, state and federal grants, and revenues from enterprise funds, such as water and solid waste fee revenues. Special assessment or special benefit district formation, including local improvement district bonds, is another potential method of funding projects. The County also taps the resources of the private sector to help pay for capital construction, through developer contributions which are either imposed or negotiated.

Acronyms used throughout this section for funding sources are presented in Table 9-10.

**Table 9-10
Funding Source Legend**

<i>Acronym</i>	<i>Source</i>
BROS	Bridge Replacement Off System
CCWF	Centennial Clean Water Fund
CDBG	Community Development Block Grant
CERB	Community Economic Revitalization Board
CRF	County Road Fund
DOE	Department of Ecology Coordinated Prevention Grant
GO	General Obligation Bonds
GF	Grant County General Fund
P&T	Paths and Trails Fund
PWTF	Public Works Trust Fund
RAP	Rural Arterial Preservation
RB	Revenue Bonds
STP	Surface Transportation Plan
WSDOT	Washington State Department of Transportation



GRANT COUNTY WASHINGTON

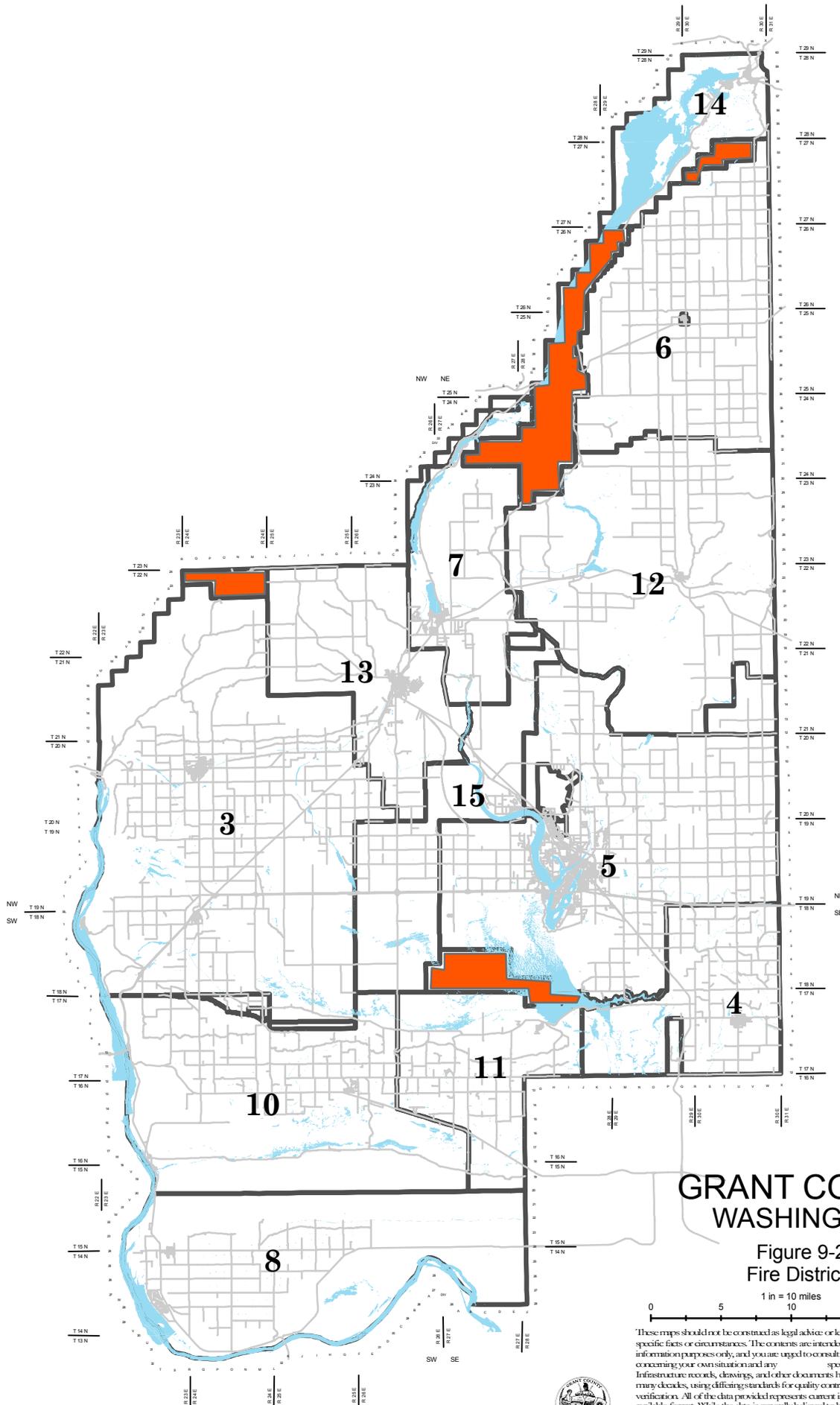
Figure 9-1
School Districts

1 in = 10 miles

0 5 10 20 Miles

These maps should not be construed as legal advice or legal opinion on any specific facts or circumstances. The contents are intended for general information purposes only, and you are urged to consult your own lawyer concerning your own situation and any specific questions you may have. Infrastructure records, drawings, and other documents have been gathered over many decades, using differing standards for quality control, documentation and verification. All of the data provided represents current information available in a readily accessible format. While the data is generally believed to be accurate, occasionally it proves to be incorrect; thus its accuracy is not warranted. Prior to making any property purchases or investments based in full or in part upon the material provided it is specifically advised that you independently field verify the information contained in county records.

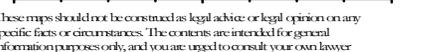




GRANT COUNTY WASHINGTON

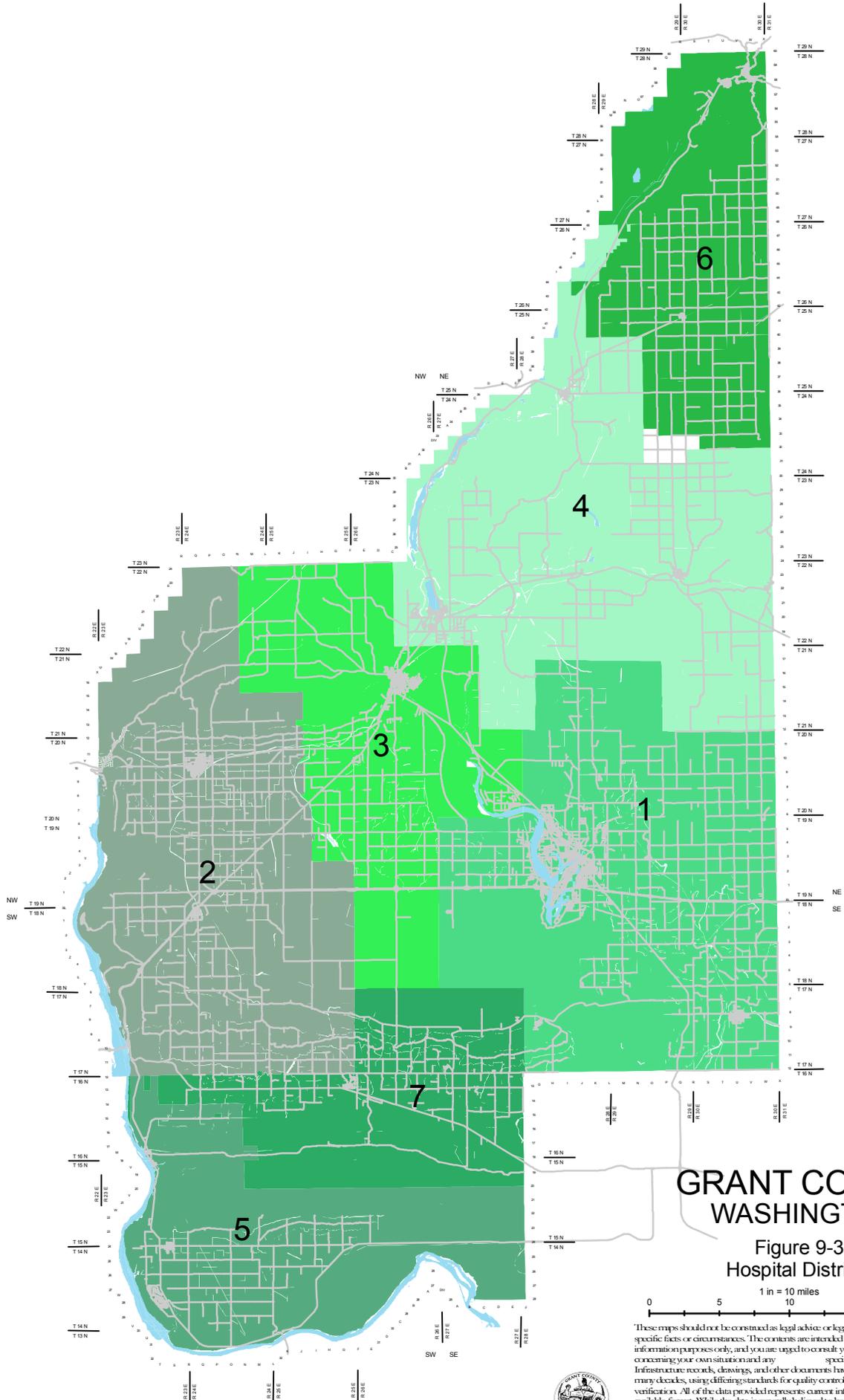
Figure 9-2
Fire Districts

1 in = 10 miles



These maps should not be construed as legal advice or legal opinion on any specific facts or circumstances. The contents are intended for general information purposes only, and you are urged to consult your own lawyer concerning your own situation and any specific questions you may have. Infrastructure records, drawings, and other documents have been gathered over many decades, using differing standards for quality control, documentation and verification. All of the data provided represents current information available in a readily accessible format. While the data is generally believed to be accurate, occasionally it proves to be incorrect; thus its accuracy is not warranted. Prior to making any property purchases or investments based in full or in part upon the material provided it is specifically advised that you independently field verify the information contained in county records.





GRANT COUNTY WASHINGTON

Figure 9-3
Hospital Districts

1 in = 10 miles

0 5 10 20 Miles



These maps should not be construed as legal advice or legal opinion on any specific facts or circumstances. The contents are intended for general information purposes only, and you are urged to consult your own lawyer concerning your own situation and any specific questions you may have. Infrastructure records, drawings, and other documents have been gathered over many decades, using differing standards for quality control, documentation and verification. All of the data provided represents current information available for use. While the data is generally believed to be accurate, occasionally it proves to be incorrect; thus its accuracy is not warranted. Prior to making any property purchases or investments based in full or in part upon the material provided it is specifically advised that you independently field verify the information contained in county records.



Locally-Generated Revenue

Locally generated revenues can be used to cover costs of capital facility improvements as well as the expenses of replacing and updating existing facilities, administration, operations and maintenance, and debt service on previous system improvements. Typical local revenue sources include the following:

- General government taxes such as property taxes and sales tax.
- Revenue or general obligation bonds.
- Local Improvement District (LID), Utility Local Improvement District (ULID), or Road Improvement District (RID) formation as an equitable assessment of benefited properties.
- Developer financing, or improvements made in lieu of financial contributions, utilizing a variety of extensions and agreements tailored to specific projects.
- County funding with a general facilities charge assessment made to each property in the benefited area.
- Creation of Special Districts, such as a County Road Improvement District, with a rate structure to generate required revenue.

Several of these revenue options are discussed below.

Revenue Bonds

The most common source of funds for construction of major utility improvements is the sale of revenue bonds. The tax-free bonds are issued by the county. The major source of funds for debt service on these revenue bonds is from user service rates. In order to qualify to sell revenue bonds, the county must show that its net operating income (gross income less expenses) is equal to or greater than a factor, typically 1.2 to 1.4, times the annual debt service on all par debt. If a coverage factor has not been specified it will be determined at the time of any future bond issue. This factor is commonly referred to as the

coverage factor and is applicable to revenue bonds sold on the commercial market.

General Obligation Bonds

The County, by special election, may issue general obligation bonds to finance almost any project of general benefit to the County. The bonds are paid off by assessments levied against all privately-owned properties within the County. This includes vacant property which otherwise would not contribute to the cost of such general improvements. This type of bond issue is usually reserved for municipal improvements that are of general benefit to the public, such as arterial streets, bridges, lighting, municipal buildings, fire fighting equipment, parks, and water and wastewater facilities. Inasmuch as the money is raised by assessment levied on property values, the business community also provides a fair share of funds to pay off such bonds.

General obligation bonds have the best market value and carry the lowest rate of interest of all types of bonds available to the County.

Disadvantages of general obligation bonds include the following:

- Voter approval is required which may be time-consuming, with no guarantee of successful approval of the bond; and
- The County would have a practical or legal limit for the total amount of general obligation debt. Financing large capital improvements through general obligation debt reduces the ability of the utility to issue future debt.

Utility Local Improvement Districts

Another potential source of funds for improvements comes through the formation of Utility Local Improvement Districts (ULIDs) involving an assessment made against properties benefited by the improvements. ULID bonds are further guaranteed by revenues and are financed by issuance of revenue bonds.

ULID financing is frequently applied to utility system extensions into previously unserved

CHAPTER 9...

areas. Typically, ULIDs are formed by the County at the written request (by petition) of the property owners within a specific area of the County. Upon receipt of a sufficient number of signatures on petitions, the local improvement area is defined, and a utility system is designed for that particular area in accordance with the County's Comprehensive Plan. Each separate property in the ULID is assessed in accordance with the special benefits the property receives from the system improvements. A County-wide ULID could form part of a financing package for large-scale capital projects such as water supply or storage improvements that benefit all residents in the service area.

There are several benefits to the County in selecting ULID financing. The assessment places a lien on the property and must be paid in full upon sale of the property. Further, property owners may pay the assessment immediately upon receipt reducing the costs financed by the ULID.

The advantages of ULID financing, as opposed to rate financing, to the property-owner include:

- The ability to avoid interest costs by early payment of assessments;
- If the ULID assessment is paid off in installments, it may be eligible to be deducted from federal income taxes;
- Low-income senior citizens may be able to defer assessment payments until the property is sold; and
- Some Community Block Grant funds are available to property owners with incomes near or below the poverty level. Funds are available only to reduce assessments.

The major disadvantage to the County-wide ULID process is that it may be politically difficult to approve formation. The ULID process may be stopped if owners of 40 percent of the property area within the ULID boundary protest its formation.

Developer Financing

Developers may fund the construction of extensions to the utility systems to property within new plats. The developer extensions are turned over to the County for operation and maintenance when completed.

It may be necessary, in some cases, to require the developer to construct more facilities than those required by the development in order to provide either extensions beyond the plat and/or larger pipelines for the ultimate development of the system. The County may, by policy, reimburse the developer through either direct outlay, latecomer charges, or reimbursement agreements for the additional cost of facilities, such as increased size of pumping stations and pipelines over those required to serve the property under development. Developer reimbursement (latecomer) agreements provide up to ten years or more for developers to receive payment from other connections made to the developer-financed improvements.

System Development Charges (SDC)

The County may adopt a system development charge or connection charge to finance improvements of general benefit to infrastructure which are required to meet future growth. System development charges are generally established as one-time charges assessed against new customers as a way to recover a part or all of the cost of additional infrastructure capacity constructed for their use.

The system development charge or fee is deposited in a construction fund to construct such infrastructure. The intent is that all new customers will pay an equitable share of the cost of the infrastructure improvements needed to accommodate growth.

Non-Local Revenue

It is important for the County to identify sources of revenue available from agencies outside the County for implementing projects identified in this Capital Facilities Element. Federal, state, and other public program funds have assisted in financing capital improvement projects in the

past. However, such monies have become increasingly scarce in recent years.

The following describes several funding sources available to the County without reference to any specific project. The selected funding sources will depend on the status of the County's existing financial commitments, capital and cash flow requirements, funding source availability, and the impact on the service rates and connection charges. Potential funding sources include:

Grants: Department of Community Development
Community Economic Revitalization
Board
USDA, Rural Development
Rural Economic Development

Loans: Public Works Trust Fund
Flexline
USDA, Rural Development

Community Development Block Grant

Community Development Block Grant (CDBG) financing is available to non-entitlement cities and counties for projects primarily benefiting low- to moderate-income persons. The maximum grant funding available is \$500,000. To be eligible for CDBG grants, the municipality must be included on the list of eligible jurisdictions and this must be a jurisdiction with at least 51 percent low/moderate incomes. The County meets both of these eligibility requirements.

Community Economic Revitalization Board Grant

The Community Economic Revitalization Board (CERB) finances growth-related infrastructure in economically disadvantaged communities. The program encourages private capital investment and development and creating and retaining industrial jobs. Eligible projects include sanitary and storm sewer, domestic and industrial water, access roads, bridges, railroad spurs, electrical power, natural gas, general purpose industrial buildings, and port facilities. Funding is primarily low interest loads up to \$750,000 with a maximum interest rate of 6%. Under special circumstances, grants of up to \$300,000 may be

obtained. Both loans and grants require a minimum 10% local match.

USDA, Rural Development

Rural Development (RD) has a loan program that, under certain conditions, includes a limited grant program. Grants may be awarded when the annual debt service portion of the utility rate exceeds 1.0 percent to 1.5 percent of the municipality's median household income. In addition, RD has a loan program for needy communities that cannot obtain funding by commercial means through the sale of revenue bonds. The loan program provides long-term 30 to 40-year loans at an interest rate that is based on federal rates and varies with the commercial market. RECD loans are revenue bonds with a 1.1 debt coverage factor.

Public Works Trust Fund

The Public Works Trust Fund (PWTF) is a revolving loan fund designed to help local governments finance needed public works projects through low-interest loans and technical assistance. The PWTF, established in 1985 by legislative action, offers loans substantially below market rates, payable over periods ranging up to 20 years.

Interest rates are one, two, or three percent, with the lower interest rates providing an incentive for a higher local financial share. A minimum of ten percent of projects costs must be provided by the local community to qualify for a three percent loan. A 20 percent local share qualifies the applicant for a two percent interest rate and a 30 percent local share qualifies for a one percent loan. The useful life of the project determines the loan term, with a maximum term of 20 years.

To be eligible, an applicant must be a local government such as a city or County, or special purpose utility district, and have a long-term plan for financing its public work needs. If the applicant is a county or city, it must adopt the 1/4 percent real estate excise tax dedicated to capital purposes. Eligible public works systems include streets and roads, bridges, storm sewers, sanitary sewers, and domestic water. Loans are presently offered only for purposes of repair, replacement,

rehabilitation, reconstruction or improvement of existing eligible public works systems, in order to meet current standards and to adequately serve the needs of existing service users. Ineligible expenses include public works financing costs that arise from forecasted, speculative, or service area growth. Such costs do not make a project ineligible but must be excluded from the scope of their PWTF proposal.

Since substantially more trust fund dollars are requested than are available, local jurisdictions must compete for the available funds. The applications are carefully evaluated, and the Public Works Board submits to the Legislature a prioritized list of those projects recommended to receive low-interest financing. The Legislature reviews the list and indicates its approval through the passage of an appropriation from the Public Works Assistance Account to cover the cost of the proposed loans. Once the Governor has signed the appropriation bill into law (as action that usually occurs by the following April), those local governments recommended to receive loans are offered a formal loan agreement with appropriate interest rate and term as determined by the Public Works Board.

Flexline

Flexline is a low cost cooperative program offered by the Association of Washington Cities (AWC) and Washington State Association of Counties (WSAC) in cooperation with U.S. Bank of Washington. Cities and counties may pool debt of up to \$500,000 per jurisdiction per issuance into one larger certificate of participation. The cooperation financing alternative may be used to purchase equipment, real property, or other debt financed projects.

The certificates of participation (COPs) have the appearance of a bond or note, and are tax exempt. Typically, Flexline debt is non-voted or non-utility backed revenue debt. To receive Flexline financing, a municipality needs to submit an application and pass an ordinance or resolution for financing. Funding is usually provided after the ordinance or resolution becomes effective. Interest rates are determined in the open market.

CAPITAL IMPROVEMENT PLAN

The Capital Improvement Plan is prepared to prioritize projects and predict fiscal trends based on revenues and expenditures of the County. This enables the County to maintain and improve public facilities and infrastructure to meet established standards. A master list of capital improvement projects is presented in Table 9-11.

To ensure that the resources are available to provide the needed facilities, the plan will be reviewed on an annual basis by the County. If the County is faced with funding shortfalls various strategies to meet funding needs may be used. These include, but are not limited to, prioritizing projects focusing on concurrency, increasing revenues through use of bonds or user fees, decreasing facility costs by changing the project scope, or revising the comprehensive plan's land use element or adopted levels of service. In addition, the year in which a project is carried out, or the exact amounts of expenditures by year for individual facilities may vary from that stated in the capital improvement plan due to:

- unanticipated revenues or revenues that become available to the County with conditions about when they may be used; or
- new development that occurs in an earlier or later year than had been anticipated.

Specific debt financing proposals may vary from that shown in the comprehensive plan due to changes in interest rates, other terms of financing, or other conditions which make the proposals in the plan not advantageous financially.

GOALS AND POLICIES

Goals and policies follow the shared vision for the future of Grant County for sustaining and improving our quality of life. Goals and policies are also consistent with the Planning Goals of the Growth Management Act. Goals are broad statements of a community's aspirations. Policies express a commitment to a course of action.

Policies provide overall direction for implementation of a strategy. Policies provide clear guidance for decision-making subject to this Plan, and form the basis for development regulations. Goals and policies do not apply to incorporated cities, but rather, only to unincorporated areas of the County, including the unincorporated portions of UGAs.

Following are the goals and policies of the Comprehensive Plan related to Capital Facilities.

Goal CF-1: Establish levels of service for each type of public facility and determine what capital improvements are needed in order to achieve and maintain the standards for existing and future populations, and to repair or replace existing facilities.

Policies

CF-1.1: The standards for level of service shall be as specified in this Comprehensive Plan.

CF-1.2: The County shall determine the need for public facilities based on the adopted standards for level of service, the demand, and the inventory of existing serviceable facilities.

CF-1.3: Capital facilities shall be evaluated and prioritized annually

CF-1.4: Capital improvements that provide levels of service in excess of adopted standards may be constructed or acquired at any time as long as the following conditions are met and are consistent with this Plan:

1. the capital improvement does not make financially infeasible any other capital improvement that is needed to achieve or maintain the standards adopted for levels of service, and that can be legally funded from the same revenue source;

2. the capital improvement does not contradict, limit or substantially change the goals and policies of any element of this Comprehensive Plan, and:

- the excess capacity is an integral part of a capital improvement that is needed to achieve or maintain standards for levels of service (i.e., the minimum capacity is larger than the capacity required to provide the level of service), or
- the excess capacity provides economies of scale making it less expensive than a comparable amount of capacity if acquired at a later date, or
- the asset acquired is land that is environmentally sensitive, or designated by the County as necessary for conservancy, or
- the excess capacity is part of a capital project financed by general obligation bonds approved by referendum.

CF-1.5: The County may provide non-capital alternatives to achieve and maintain the adopted standard for levels of service. Non-capital alternatives may be programs, strategies or methods other than traditional physical capital projects, including, but not limited to:

- programs that reduce or eliminate the need for the capital facility, such as education or jobs programs;
- programs that provide a non-capital substitute for the capital facility, such as electronic home monitoring or sentencing alternatives to incarceration in correctional facilities;

**Table 9-11
Capital Facilities Plan**

<i>Project Date</i>	<i>Project</i>	<i>Cost¹</i>	<i>Source of Funds</i>
2000	Primary Dispatch Service Upgrade	\$365,942	L&J
2000	Ephrata Landfill Expansion, Phase 1	\$8,700,000	RB
2000	Delano Landfill Expansion, Phase 1	TBD	RB
2001	Moses Lake Patrol Division Facility Expansion	TBD	
2004	Juvenile Detention Facility Expansion, Phase 2	\$750,000	GF
1999	12 SW/SE Road	\$1,100,000	CRF, STP
1999	Bridge #120, 18 NE	\$234,000	BROS, RAP
1999	Bridge #385, K NW	\$234,000	BROS, RAP
1999	Bridge #314, C.8 NW	\$300,000	CRF, BROS
1999	10 NE Road	\$660,000	CRF, RAP
1999	SR 17 Pedestrian/Bike Path	\$100,000	P&T
1999	Sagebrush Flats Road	\$705,000	CRF, RAP
1999	Dodson Road	\$875,000	CRF, CAPP
1999	7 NW Road	\$790,000	CRF, RAP
1999	Patton Blvd/Loring Drive	\$145,000	CRF, STP
2000	5 NW Road	\$825,000	CRF, STP
1999	5 NE Road	\$50,000	CRF
2000	K SE/1 SE Roads	\$534,000	CRF, RAP
2000	W NE	\$1,418,000	CRF, RAP
2000	Neppel Road	\$240,000	CRF, RAP
2000	Bridge #156, Fiess Road	\$220,000	CRF, BROS
1999-2004	Miscellaneous Projects	\$1,400,000	CRF
2000	Mattawa Area Roads	\$300,000	CRF
1999	5 NW/U NW Roads	\$1,250,000	CRF, STP
2001	U SW Road	\$268,000	CRF
2001	11 SW Road	\$675,000	CRF, RAP
2001	Martin Road	\$445,000	CRF, RAP
2001	Q NE Road	\$300,000	CRF, STP
2001	Q NE RR Signalization	\$130,000	CRF, STP
2001	7 NE Road	\$133,000	CRF, RAP
2001	Bridge #390, 3 NW	\$210,000	CRF, BROS
2001	Bridge #388, 7 NW	\$255,000	CRF, BROS
2001	Bridge #251, 2.7 SE	\$62,000	CRF, BROS
2001	Bridge #126, O NE	\$56,000	CRF, BROS
2001	1 SE Road	\$115,000	CRF
2001	2 SE Road	\$150,000	CRF
2001	Adams Road to G SW	\$630,000	CAPP
2001	1 SW Road	\$120,000	CRF
2001	Bridge #158, 12 NE	\$120,000	CRF, BROS
2002-2004	Bridge #219, W SE	\$366,000	CRF, BROS
2002-2004	Stratford Road	\$1,120,000	CRF, STP
2002-2004	Mae Valley Road	\$450,000	CRF, RAP
2002-2004	31 NE Road	\$350,000	CRF, RAP
2002-2004	6 SE Road	\$250,000	CRF, RAP
2002-2004	20 NE Road	\$450,000	CRF, RAP
2002-2004	P NW Road	\$450,000	CRF, RAP
2002-2004	Patton Blvd	\$270,000	CAPP
2002-2004	Stratford Road	\$110,000	CAPP
2002-2004	Beverly-Burke Road	\$320,000	CAPP

*Table 9-11
Capital Facilities Plan*

<i>Project Date</i>	<i>Project</i>	<i>Cost¹</i>	<i>Source Of Funds</i>
2002-2004	East Broadway Avenue	\$65,000	CAPP
2002-2004	Maple Drive	\$169,000	CRF
2002-2004	Grape Drive	\$60,000	CRF
2002-2004	5 NE Road	\$60,000	CRF
2002-2004	Q NW Road	\$267,000	CRF, STP
2002-2004	8 SE Road	\$600,000	CRF, STP
2002-2004	13 NW Road	\$120,000	CRF
2002-2004	10 NE Road	\$70,000	CRF
2002-2004	Bridge #347, S NW	\$88,000	CRF, BROS
2002-2004	Valley Road	\$500,000	CRF, UATA
2002-2004	Valley Road Extension	\$115,000	CRF, STP
2002-2004	Patton Blvd Extension	\$200,000	CRF
2002-2004	Patton Blvd Bike Path	\$15,000	P&T
2002-2004	12 SE Road	\$1,150,000	CRF, STP
2002-2004	L NE Road	\$795,000	CRF, STP
2002-2004	Q NE Road	\$390,000	CRF, RAP
2002-2004	R NE Road	\$1,280,000	CRF, STP
2002-2004	Beverly-Burke Road	\$1,390,000	CRF, RAP
2002-2004	F NE Road	\$130,000	CRF
2002-2004	Black Sands Area Roads	\$160,000	CRF
2002-2004	S NE Road	\$330,000	CRF
2002-2004	Neppel Road	\$480,000	CRF, RAP
2002-2004	U SE Road	\$750,000	CRF, STP
2002-2004	9 NW Road	\$810,000	CRF, RAP
2002-2004	E NW Road	\$395,000	CRF, RAP
2002-2004	Wheeler Road	\$380,000	CAPP
2002-2004	Bridge #377, A NW	\$100,000	CRF, BROS
2002-2004	Bridge #313, E SE	\$50,000	CRF, BROS
2002-2004	Bridge #154, W NE	\$50,000	CRF, BROS
2002-2004	W NE Road	\$1,500,000	CRF, STP
2002-2004	Cochran Road/Ottmar Road	\$550,000	CRF, STP
Total		\$42,019,942	

¹ See individual project lists for source of cost data.

² See Table 9-9 for funding legend.

- programs that reduce the demand for a capital facility or the service it provides, such as telecommuting as an alternative to commuting to work, or transit as an alternative to cars, or waste reduction and recycling as an alternative to disposal;
- programs that use alternative methods to provide levels of service, such as natural drainage in managed flood basins as an alternative to diking;
- programs that use existing facilities more efficiently to reduce the need for additional facilities, such as flextime, evening and night shifts as an alternative to additional space for staff; and
- programs that would monitor or assist individuals to maintain their existing capital facilities to eliminate or reduce the need for new facilities.

CHAPTER 9...

CF-1.6: The County shall prioritize capital facility improvements using the following criteria as a guideline:

1. New public facilities, and improvements to existing public facilities, that eliminate hazards;
2. Reconstruction, rehabilitation, remodeling, renovation, or replacement of obsolete or worn out facilities that contribute to achieving or maintaining standards for levels of service adopted in this Comprehensive Plan;
3. New or expanded facilities that reduce or eliminate deficiencies in levels of service for existing demand.
4. New or expanded facilities that provide the adopted levels of service for new development and redevelopment during the next six fiscal years, as updated by the annual review of this Capital Facilities Plan. The County may acquire land or rights-of-way in advance of the need to develop a facility for new development.
5. Improvements to existing facilities, and new facilities that significantly reduce the operating cost of providing a service or facility, or otherwise mitigate impacts of public facilities on future operating budgets.
6. New facilities that exceed the adopted levels of service for new growth during the next six fiscal years by either:
 - Providing excess public facility capacity that is needed by future growth beyond the next six fiscal years, or

- Providing higher quality public facilities than are contemplated in the County's normal design criteria for such facilities.

7. Other criteria that are unique to each type of public facility, as described in other elements of this Comprehensive Plan or as required by law or condition of use of revenue source.

Legal restrictions on the use of many revenue sources limit the extent to which types of facilities compete for priority with other types of facilities because they are not eligible for the same revenues. Any revenue source that cannot be used for a high priority facility should be used beginning with the highest priority for which the revenue can legally be expended.

CF-1.7: Special purpose districts providing public facilities and services should conduct at least a basic level of capital facilities planning consistent with this Comprehensive Plan.

CF-1.8: Public involvement should be solicited and encouraged in public facilities planning.

Goal CF-2: The costs of proposed County-owned capital facilities should be within the County's funding capacity, and equitably distributed between users and the County in general.

Policies

CF-2.1: The Capital Facilities Plan should integrate all of the County's capital project resources (grants, bonds, general County funds, donations, real estate excise tax, conservation futures property tax, fees and rates for public utility services, and any other available funding).

...CAPITAL FACILITIES ELEMENT

CF-2.2: The estimated costs of all needed capital improvements shall not exceed conservative estimates of revenues from sources that are available to the County pursuant to current statutes, and which have not been rejected by referendum, if a referendum is required to enact a source of revenue. Conservative estimates need not be the most pessimistic estimate, but cannot exceed the most likely estimate.

CF-2.3: The additional operations and maintenance costs associated with the acquisition or development of new capital facilities should be assessed. If accommodating these costs places an unacceptable burden on the operating budget, capital plans may need to be adjusted.

CF-2.4: Existing and future development shall both pay for the costs of needed capital improvements.

Existing development should pay for the capital improvements that reduce or eliminate existing deficiencies, some or all of the replacement of obsolete or worn out facilities, and may pay a portion of the cost of capital improvements needed by future development. Existing development's payments may take the form of user fees, charges for services, special assessments, taxes or other methods allowed by current statute.

Future development should pay its fair share of the capital improvements needed to address the impact of such development, and may pay a portion of the cost of the replacement of obsolete or worn out facilities. Upon completion of construction, "future" development becomes "existing" development, and should contribute to paying the costs of replacement of obsolete or worn out facilities as described above.

Future development's payments may take the form of, but are not limited to, voluntary contributions for the benefit of any public facility, impact fees, mitigation payments, capacity fees, dedications of land, provision of public facilities, and future payments of user fees, charges for services, special assessments, and taxes. Future development shall not pay impact fees for the portion of any public facility that reduces or eliminates existing deficiencies.

Both existing and future development may have part or all of their costs paid by grants, entitlements or public facilities from other levels of government and independent districts.

CF-2.5: Capital improvements financed by County enterprise funds, such as solid waste, shall be financed by:

- Debt to be repaid by user fees and charges and/or connection or capacity fees for enterprise services; or
- Current assets, including reserves, equity or surpluses, and current revenue, including grants, loans, donations and interlocal agreements, or
- A combination of debt and current assets.

CF-2.6: Capital improvements financed by non-enterprise funds shall be financed from either current assets, debt, private sources, or a combination thereof. Financing decisions shall consider which funding source or combination of sources will be (1) most cost-effective, (2) consistent with prudent asset and liability management, (3) appropriate to the useful life of the improvement, and (4) the most efficient use of the County's ability to borrow funds.

CHAPTER 9...

CF-2.7: Efficient and joint use of facilities should be encouraged with neighboring governments and private citizens through such measures as interlocal agreements and negotiated use of privately and publicly owned lands or facilities (such as open space, stormwater facilities or government buildings).

CF-2.8: Regional funding strategies should be explored for capital facilities to support comprehensive plans developed under the Growth Management Act.

CF-2.9: Agreements should be developed between the County and cities for transferring the financing of capital facilities in the Urban Growth Management Areas to the cities when they annex the contributing lands.

CF-2.10: Public utility services should be provided at the lowest possible cost, but take into account both construction, and operation and maintenance costs.

CF-2.11: New public utility services should provide adequate growth capacity and avoid expensive remedial action.

CF-2.12: The County shall finance the Capital Facilities Plan within the County's financial capacity. If the County is faced with capital facility funding shortfalls, any combination of the following strategies should be used to balance revenues and public facility needs:

- Increase revenues through use of bonds, new or increased user fees or rates, new or increased taxes, regional cost sharing, or voluntary developer funds.
- Decrease level of service standards if consistent with Growth Management Act Goals.

- Reprioritize projects to focus on those related to concurrency.
- Decrease the cost of the facility by changing project scope, or finding less expensive alternatives.
- Decrease the demand for the public service or facility. This could involve instituting measures to slow or direct population growth or development, for example, developing only in areas served by facilities with available capacity until funding is available for other areas, or by changing project timing and phasing.
- Revise the comprehensive plan's land use and rural areas element to change types or intensities of land use as needed to match the amount of capital facilities that can be provided.

Goal CF-3: Public facilities and services should be provided commensurate with planned development intensities without unduly impacting current service levels.

Policies

CF-3.1: Land use decisions as identified in the comprehensive plans of the County and cities should be the determinants of development intensity rather than public utility decisions and public utility planning.

CF-3.2: Where land use plans and zoning regulations conflict with long-range plans for public utilities, the plan and zoning designations should be reviewed.

CF-3.3: Extension of services and construction of public capital facilities should be provided at levels consistent with development intensity identified in this Comprehensive Plan.

...CAPITAL FACILITIES ELEMENT

CF-3.4: Public utility services within urban growth areas and areas of more intense development should be phased outward from the urbanizing core in order to promote infilling.

Goal CF-4: Public facilities and services should be provided at reasonable costs, consistent with the County's Comprehensive Plan, capital budget, and six-year transportation program.

Policies

CF-4.1: Grant County's annual capital budget and six year transportation program required under RCW 36.81.121 should be consistent with the intent and substance of this Capital Facilities Plan and the Transportation Element of this Comprehensive Plan.

Goal CF-5: When designing and locating public facilities, public entities and utility providers should provide mitigation to prevent adverse impacts on the environment and other public facilities.

Policies

CF-5.1: Impacts on water resources, drainage systems, natural habitat, significant cultural resources, geologically hazardous areas, other sensitive areas and transportation systems should be considered and adverse impacts avoided or mitigated.

Goal CF-6: The County should coordinate planning of parks, trails, and preserves with other local, state and federal government within the County so as to serve all residents of the County.

Policies

CF-6.1: The County should work with cities and other local governments to coordinate park needs throughout the

County and to identify regional funding strategies.

CF-6.2: Acquisition of parks, paths, trails and preserves should occur in a coordinated manner, within an overall plan that identifies priorities, funding sources and a timetable for acquisition.

CF-6.3: The County should cooperate with other public agencies to share public facilities for park and year-round recreation use by County residents.

Goal CF-7: New County government facilities should be located to provide convenient access to residents. County government buildings should be designed for efficient and frugal use of public monies. The County should also consider adaptive re-uses of historic buildings.

Policies

CF-7.1: Standards for level of service must be realistic, attainable, and not excessive. Level of Service standards should be based on:

- Consideration of national, state and professional standards for the applicable space.
- Applicable federal and state laws.
- Cost effectiveness and consideration of the ability of the County to fund ongoing costs of operations and maintenance.

CF-7.2: Efficiency in design and use should be a goal for new facility development. Building design and function must promote flexibility to accommodate a variety of uses and interior spatial changes.

CF-7.3: Charges for space in County buildings should recover full costs, including capital expenses, amortization,

CHAPTER 9...

depreciation, and maintenance and operation cost.

CF-7.4: The County should consider adaptive reuse of historic buildings.

Goal CF-8: Mechanisms and procedures should be established and maintained to ensure that new school facilities are coordinated with growth and their impacts on roads and neighboring uses are considered.

Policies

CF-8.1: Where the size of a single proposed development warrants, the developer should identify at the first stage of project review proposed school sites meeting school district standards such as topography, acreage requirements, location, and soil quality. Such sites should be dedicated for school use.

CF-8.2: Where practical, schools should be located along non-arterial roads, or should include frontage and off-site improvements needed to mitigate the impacts of pedestrian and vehicular traffic. Availability of sewer and water facilities should also be considered in siting schools, as well as location in areas not subject to safety hazards.

Goal CF-9: Operate and maintain facilities in a manner that will ensure their longevity, provide for user access and safety, and foster user respect and care for recreation resources and facilities.

Policies

CF-9.1: Major rehabilitation work conducted on the Grant County Courthouse and other significant historic buildings owned by the County shall be conducted in reasonable conformance with the Secretary of the Interior's Standards for Rehabilitation.

CHAPTER 10

UTILITIES ELEMENT

INTRODUCTION

County residents rely on a number of basic services that help define their quality of life and maintain their health and well being. Water supply and sewage waste disposal involving more than one user and the delivery of gas, electricity, and telecommunications services are considered utilities. These services are usually taken for granted. Yet without coordination and conscientious planning for future growth, service may be interrupted, inadequate or prohibitively expensive.

The purpose of this section is to facilitate coordination between the utility providers and Grant County. Such coordination will ensure that new facilities provided are compatible with planned growth and that utility planning is done in conjunction with land use. While planning for utilities is the primary responsibility of the utility providers, this section identifies issues and policies related to the provision of utilities that are of importance to Grant County.



Utilities included in this element are water, sewer, natural gas, power, telecommunications, and cable television. In addition, this element discusses the services provided by special districts such as Port and Irrigation Districts.

Virtually all land uses require one or more of the utilities discussed in this element. Local land use decisions drive the need for new or expanded utility facilities. In other words, private utilities follow growth. Expansion of the utility systems is a function of the demand for reliable service that people, their land uses, and activities place on the systems.

RELATIONSHIP TO OTHER PLANS

Growth Management

The 1990 Washington State Growth Management Act requires that local comprehensive plans include a utilities element. According to the Act the utilities element shall, at a minimum, consist of “the general location, proposed location, and capacity of all existing and proposed utilities, including but not limited to, electrical lines, telecommunication lines and natural gas lines.”

In addition, the State guidelines for implementing the GMA (Chapter 365-195 WAC) state that policies should be adopted which call for:

1. Joint use of transportation rights-of-way and utility corridors, where possible;
2. Timely and effective notification of interested utilities of road construction, and of maintenance and upgrades of existing roads to facilitate coordination of public and private utility trenching activities; and
3. Consideration of utility permits simultaneously with the proposals requesting service and, when possible, approval of utility permits when the project to be served is approved.

County-Wide Planning and Policies

The adopted Grant County County-Wide Planning Policy calls for all county jurisdictions to coordinate planning efforts, including provision of current and future utilities, to address future growth in a coherent manner that leads to more efficient delivery of services.

CHAPTER 10...

Grant County Coordinated Water System Plan – Quincy Groundwater Subarea

In 1982, Grant County completed a Coordinated Water System Plan (CWSP) for that area of the County defined as the Quincy Groundwater Subarea. The CWSP consists of a compilation of individual water system plans and a Regional Supplement. The Regional Supplement contains supplementary provisions and policies that address management, service areas utility review procedures, regional issues, and water rights reservation throughout the service area.

The CWSP incorporates the major policies, procedures, and recommendations jointly developed by and for the area's water utilities through a Water Utility Coordinating Committee. Included in the document are recommended review procedures, minimum design standards, designated service areas, and other provisions required by WAC 173-590 for a CWSP. The water system plans for each individual utility within the Subarea were also appended.

The CWSP also addressed the regional resource issues related to the existing and future needs of public water systems within the Quincy Groundwater Subarea. Both qualitative and quantitative water resource issues were identified and evaluated. The CWSP recognized the complexity of legal, political, and regulatory relationships resulting from the "commingling" of state public and federal artificially stored groundwater supplies.

Anticipated growth and water use projections were made for public water systems throughout the Subarea based on a review of historical water consumption, anticipated growth rates within specific areas, and a review of existing water rights authorized by the Department of Ecology for specific public water systems. From this information, projections were made for the annual and instantaneous water withdrawal rates required for the Subarea. The CWSP identified inadequacies in water rights for several of the cities in the Subarea, including Quincy, Ephrata, and Moses Lake.

Many water rights issues remain valid today. Grant County and its utilities recently initiated an update of the 1982 CWSP. The results of that study are expected late in 1999. Once complete, the results should be incorporated into the first update of this Comprehensive Plan.

Columbia Basin Ground Water Management Area

Adams, Franklin and Grant counties petitioned the Washington State Department of Ecology in 1997 to form the Columbia Basin Ground Water Management Area (GWMA). Ecology signed the order creating the Columbia Basin GWMA on February 4, 1998.

Funded by local, state and federal sources, the GWMA program will consist of water monitoring and characterization, public information and education, and implementation and research. A series of ground water advisory committees have been formed to oversee the work program and make program recommendations to an executive committee. The executive committee will review the recommendations of the various committees and present a final set of recommendations to the local conservation districts and the Boards of County Commissioners of each county, who report to Ecology.

Six agencies have also agreed to participate in the program and in the development and implementation of locally driven solutions to address ground water quality issues in areas of documented nitrate concern. Local agricultural industry representatives are also supportive of the GWMA program. A final report is expected in 2000.

Technical Appendices

More detailed discussions of the topics found in this chapter can be found in the following documents included in Part IV-Technical Appendices of this Plan:

- *Waste Disposal Options: Expansion of Ephrata Landfill Vs. Long-Haul* (Parametrix, Inc., August 1998.)

Grant County Comprehensive Solid Waste Management Plan Update

In 1995, Grant County completed an update of their Comprehensive Solid Waste Management Plan (SWMP) to comply with the requirements of the 1989 *Waste Not Washington Act*. Through the Grant County Solid Waste Advisory Committee (SWAC), the SWMP established the following goals:

- Encourage waste reduction and recycling in Grant County;
- Provide cost-effective and environmentally sound collection and disposal of solid waste; and
- Educate and involve Grant County citizens in waste reduction and recycling efforts and in responsible waste management.

The SWMP included recommendations regarding:

- waste reduction and recycling;
- collection, transfer and disposal of waste;
- waste import and export;
- biosolids and septage management;
- special waste handling;
- illegal dumping; and
- system administration.

The SWMP is a guide for managing solid waste for Grant County and its fifteen cities and towns. The SWMP planning period was 1994 through 2013. The SWMP and its recommendations form the basis of the solid waste section of this Element.

MAJOR ISSUES

Service Provision

As growth occurs, utilities will need to be extended or developed. As requests for services are received, several important questions must be answered.

- What type of water and wastewater facilities are desirable in which locations: Who (i.e., what institution, municipality, public or private entity or other service provider) should provide them? Who should own them and be responsible for their operation?
- What level of service is appropriate for each type of utility in urban and rural areas?
- In what ways does development of land within an irrigation district affect the supply of potable ground water, the availability of surface water for commercial agriculture (as opposed to pasture or lawns), and efficient irrigation system management?

To answer these questions, and to ensure that growth is promoted in the desired manner, the County must coordinate with all service providers. Within the unincorporated portions of Urban Growth Areas, the city, town, special purpose district/association or regional comprehensive plan should be consulted first to determine service providers and the planned timing of service.

In addition, the County's role in providing these utility services may need to be defined. This could be accomplished through the development of consolidated water systems plans and a sewerage general plan. The responsibility for the implementation of these plans would be defined through interlocal agreements between the County and the service providers.

Coordination Among Service Providers

Grant County needs to coordinate with private utility companies and other regional jurisdictions so that utilities may provide high-quality and

CHAPTER 10...

reliable services to their customers and to plan for future development and expansion of utility facilities. The siting of utility facilities requires coordination with Grant County's land use plan so that they will be sited in a manner reasonably compatible with adjacent land uses. In order to site utility facilities in a reasonably compatible manner, the County may investigate development standards that require some utilities to be located underground, in accordance with any rates and tariffs, as well as with the public service obligations applicable to the servicing utility.

Grant County also must coordinate with service providers of water and sewer in order to provide efficient service, solve utility problems, and accommodate growth. The County's role in providing these services should be redefined through the development of consolidated water system plans and a general sewerage plan. Where urban utility services cannot be provided by the municipality or special district economically or equitably, the County may need to become a service provider.

Concurrency and Implications for Growth

As development occurs, system and facility improvements must keep pace with the higher demand. The improvements must take place within predetermined time frames to maintain appropriate levels of service. To ensure concurrency, the County must address the following questions.

- At what density or level of development is it feasible to provide each type of utility (water, sewer, telephone, natural gas, electricity, cellular phone access)?
- Is there a public cost, as well as a private cost, when these services are provided (e.g., aesthetic damage, obstruction of views, environmental damage, odor)?
- What is the County's role in assuring that the level of service provision is appropriate to the type and density of development that is occurring? Should the County require that certain services be available before

development can occur in certain areas, or at certain densities?

Environmental Sensitivity

Important environmental issues associated with planned utility improvements must be addressed. They include the following utilities.

- Sewer: What are the impacts associated with pipeline construction? How can the specialized wastewater requirements of different industrial and commercial operations be accommodated?
- Water: What are the water withdrawal impacts of well development?
- Aesthetics: How can views be protected from excessive numbers of unsightly towers and lines? When (or in which areas) and what types of utilities should the County require to be buried?

REGULATORY SETTING

Washington Utilities and Transportation Commission

The Washington Utilities and Transportation Commission (WUTC) is responsible for regulating privately owned utility and transportation businesses in the state. The WUTC is a three-member board appointed by the governor and confirmed by the state senate. It is the WUTC's responsibility to see that companies provide safe and reliable service to their customers at reasonable rates. The WUTC regulates private utilities only (including but not limited to, electric, gas, irrigation, telecommunication, and water companies).

Publicly owned utilities (such as municipal utilities and public utility districts) are regulated by their respective legislative bodies.

WUTC mandates that utility facilities and service must be provided on a uniform or nondiscriminatory basis to all customers and that cost of service must be equitable. State law

regulates the rates and charges, services, facilities, and practices of utilities. Any change in customer charges or service provision policy requires WUTC approval.

In accordance with state law, private utilities have an obligation to provide service upon demand. In other words, the utility companies must provide service to customers within their service territory as it is requested. This is known as a utility's duty to serve. Consistent with this duty, the utility providers follow growth and will provide service to development both within and outside of urban growth areas (in accordance with service territories). Private utilities are therefore not a distinguishing factor in delineating "urban" from "rural" areas.

There are other federal and state agencies that impose requirements on utilities. The Washington State Department of Health (WDOH) has jurisdiction over water purveyors, the Federal Energy Regulatory Commission and Department of Energy have jurisdiction over electric power service, and the Federal Communications Commission (FCC) has jurisdiction over the telecommunications industry.

Federal Energy Regulatory Commission

The Federal Energy Regulatory Commission (FERC) is an independent five-member commission with the U.S. Department of Energy. FERC establishes rates and charges for the interstate transport and sale of natural gas, for the transmission and sale of electrical power, and for the licensing of hydroelectric power projects. In addition, the commission establishes rates and charges for the interstate transport of oil via pipeline.

PUBLIC UTILITIES

Electricity

Grant County Public Utility District

The Grant County Public Utility District (District), located in Central Washington, is a municipal corporation of the State of

Washington. The District was organized in 1938 pursuant to a general election in accordance with the Enabling Act and commenced operations in 1942. The District's Electric System serves virtually all of Grant County. The District's administrative offices are located in Ephrata.

Pursuant to Washington statutes, the District is administered by a Board of Commissioners made up of five elected members. The legal responsibilities and powers of the District, including the establishment of rates and charges for services rendered, are exercised through the Commission. The Commission establishes policy, approves plans, budgets and expenditures and reviews the District's operations.

Separate Utility Systems of the District

The electric utility properties and operations of the District are accounted for and financed as three separate systems. The three systems are the Electric System, the Columbia River-Priest Rapids Hydroelectric Production System ("Priest Rapids Development"), and the Wanapum Development.

The Electric System. The Electric System consists of substations, transmission and distribution lines, and the associated general plant, together with a 40-year contract interest in the Potholes East Canal ("P.E.C.") Headworks Powerplant Project and a 40-year contract interest in the Quincy Chute Project. These projects provide part of the Electric System's long-term power supply. Commercial operation of the Quincy Chute Project began in September 1985, and the P.E.C. Headworks Project began commercial operation in September 1990.

During 1997, the Electric System operated 3,729 miles of power lines, 41 substations, and served an average of 38,538 retail customers.

Approximately 75 percent of these were residential customers. As of December 31, 1997, the District's gross investment in its Electric



CHAPTER 10...

System was \$298.3 million and its net investment was \$211.5 million.

Figure 10-1 shows the boundaries of the Electric System including the location of transmission lines, substations and switching stations, and existing and proposed future facilities.

The Priest Rapids Development. The Priest Rapids Development consists of a dam and hydroelectric generating plant located on the Columbia River in Grant and Yakima Counties. It has a nameplate rating of 955,600 kW and net peaking capacity of 910,000 kW. The Priest Rapids Development includes associated switching and transmission facilities necessary to deliver electric output to the transmission networks of the District, Bonneville, and certain other electric utilities. The Priest Rapids Development has been in full commercial



operation since September 1961. During the 12 months ended December

31, 1997, an unusually high water year, the Priest Rapids Development provided net energy to purchasers of 5,439,378 MWh at an average cost of 0.448 cents per kWh.

Year to date, 1998 represents a more average water year. The District expects the Priest Rapids Development in 1998 will provide net energy to purchasers of approximately 3,736,000 MWh and at an estimated average cost of 0.67 cents per kWh. As of December 31, 1997, the District's gross investment in the Priest Rapids Development was \$233.6 million and its net investment was \$147.7 million.

The Wanapum Development. The Wanapum Development consists of a dam and hydroelectric generating plant located on the Columbia River in Grant and Kittitas Counties approximately 18 miles upstream from the Priest Rapids dam. It has a nameplate rating of 1,038,000 kW and net peaking capacity of 985,000 kW. The Wanapum

Development includes associated switching and transmission facilities necessary to deliver electric output to the transmission networks of the District, Bonneville and certain other utilities.

The Wanapum Development has been in full commercial operation

since 1965. During the 12 months ended December 31, 1997, an unusually high water



year, the Wanapum Development provided net energy to purchasers of 5,806,743 MWh at an average cost of 0.412 cents per kWh. Year to date, 1998 represents a more average water year. The District expects the Wanapum Development in 1998 will provide net energy to purchasers of approximately 4,158,000 MWh and at an estimated average cost of 0.74 cents per kWh. As of December 31, 1997, the District's gross investment in the Wanapum Development was \$241.5 million and its net investment was \$161.6 million.

Retail Energy Sales and Customers

The Electric System's 1997 gross operating revenue totaled \$86.7 million. Of this total, \$63.1 million (73 percent) was derived from retail energy sales to an average of 38,538 customers. Sales to other utilities provided \$18.9 million of revenues (22 percent of the total). Non-energy retail sales provided \$0.8 million (one percent of total).

The District's electric rates are among the lowest in the nation. As such, the District is in an especially favorable competitive position with respect to other regional electric utilities. The District has sold 63.5 percent of the power and energy output of the Priest Rapids and Wanapum Developments to twelve purchasers pursuant to separate, but uniform, power sales contracts, executed in 1956 and 1959, respectively, and terminating in October 2005 and October 2009, respectively. The District has reserved the remaining 36.5 percent share for its use.

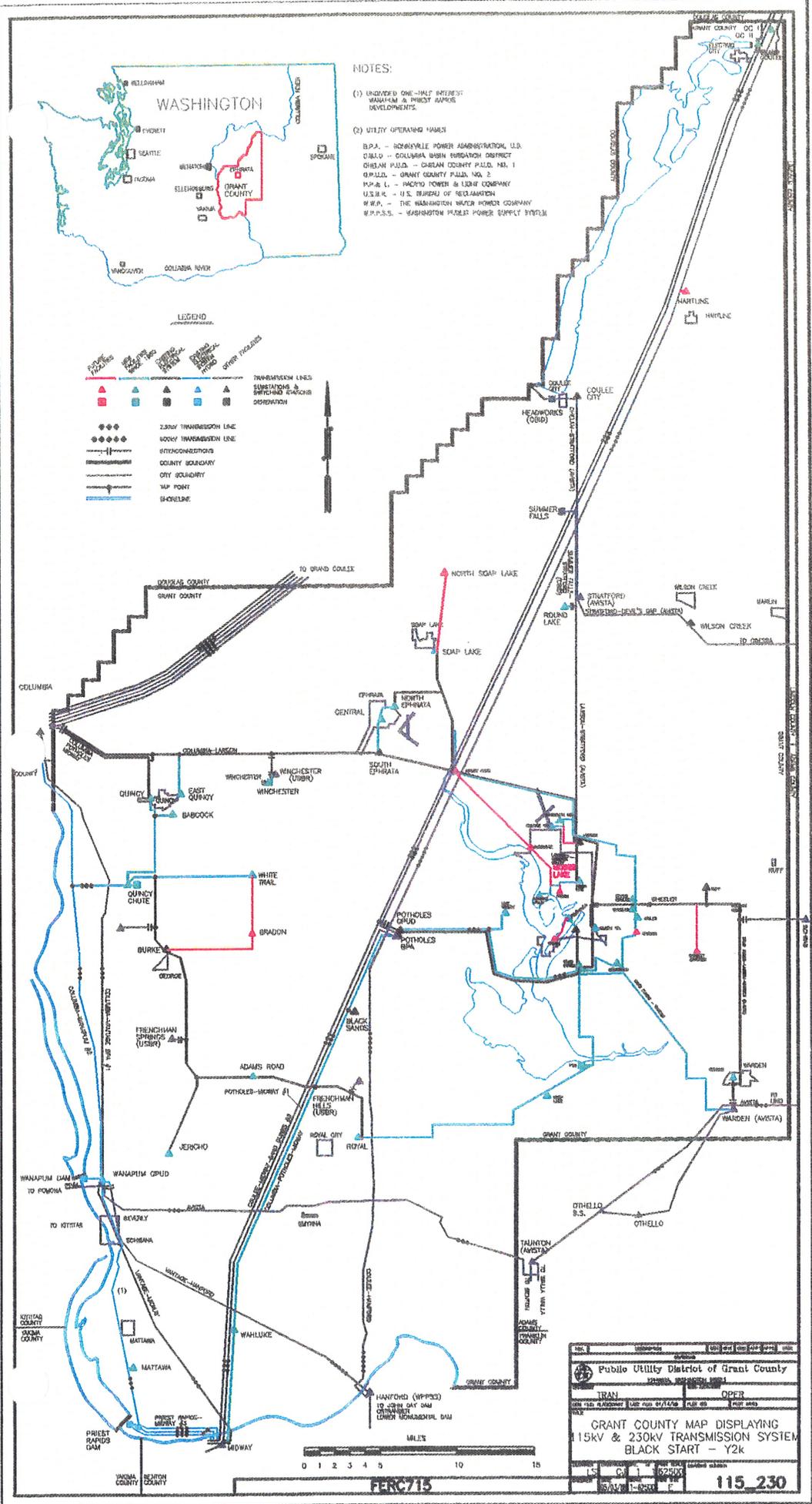
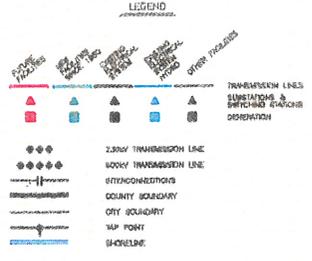


NOTES:

(1) INDICATED ONE-HALF INTEREST WASHINGTON & PUGET SOUND DEVELOPMENTS.

(2) UTILITY OPERATING AGENCIES

B.P.A. - BOKEMYLE POWER ADMINISTRATION, U.S.A.
 C.W.L.D. - COLUMBIA BASIN RECREATION DISTRICT
 GRANT FALLS - GRANT COUNTY P.L.D., PAR. 1
 GRILLER - GRANT COUNTY P.L.D., NO. 2
 H.P.A.L. - PACIFIC POWER & LIGHT COMPANY
 U.S.B.R. - U.S. BUREAU OF RECLAMATION
 W.P.A. - THE WASHINGTON WATER POWER COMPANY
 W.P.P.S.S. - WASHINGTON PUBLIC POWER SUPPLY SYSTEM



Public Utility District of Grant County
 POWER, RECREATION, OPER

TRAN	OPER
115KV	230KV

GRANT COUNTY MAP DISPLAYING
 115KV & 230KV TRANSMISSION SYSTEM
 BLACK START - Y2K

115_230

CHAPTER 10...

Within the Grant County area, total retail energy sales between 1993 and 1997 have increased from 2,666,988 MWh to 2,744,579 MWh, representing a 2.9 percent increase. Of this increase, commercial energy sales and residential energy sales account for 41,638 MWh and 27,400 MWh, respectively. Industrial sales have remained near 1993 levels.

The District has seen a steady growth in residential accounts. In 1997, rural residential accounts exceeded urban accounts. There has been a steady growth in rural housing tracts throughout the County and in particular the area surrounding the city of Moses Lake. Rural residential accounts average 24,000 kWh per year and urban accounts 20,500 kWh per year. It is estimated that over 90 percent of all homes are electrically heated.

In 1997 commercial accounts accounted for 15.8 percent of the District's retail revenues, 13.2 percent of retail energy sold and 13 percent of retail accounts served. The number of commercial accounts has grown from 4,521 in 1993 to 5,013 in 1997 or 10.9 percent. Commercial energy sales have increased 12.9 percent during the same period of time. Although new commercial buildings are far more energy efficient than older ones, new buildings tend to be much larger and built to meet specific needs and therefore consume more energy. Restaurants, controlled atmosphere warehouses, and office buildings are examples of new commercial accounts served by the District in the past three years.

Growth in irrigation accounts can be attributed to improvements in the farm economy and lower interest rates, which have facilitated capital investment in electrical irrigation facilities. No new irrigation blocks have been developed since 1984. New accounts for the most part reflect changes in existing fields from gravity flow to electric-powered sprinkler irrigation systems and the addition of a few electric-powered irrigation wells or farms outside of the Columbia Basin Irrigation Project boundaries. Additionally, orchard development has been increasing in the County. There is currently 37,000 acres planted

in tree fruit in the County. Variations in energy sales from one year to the next for the most part reflect changes in weather patterns.

Growth in the industrial accounts during the last five years can be attributed to the opening of US KDK, a high technology firm specializing in embossed foils used in computers, and the re-opening of Pacific NW Sugar Company, which brings back the sugar beet industry to the County after a 20-year absence. Other factors include expansions of Advanced Silicon Materials, Inc. (ASiMi), National Frozen Foods, and Inflation Systems, some of the District's largest customers. Much of the growth in industrial consumption has been offset by the District's fuel switching program, which resulted in the conversion of certain large industrial boilers to gas from electricity.

The increased growth in Grant County places increasing pressure on power supply costs. Over the period 1993 through 1998, the District's average retail revenue requirement increased from 1.73 cents/kWh to 2.47 cents/kWh, an eight-percent compound annual increase. The growth in Grant County is occurring at the same time that external environmental issues are reducing the amount of generation available from the Priest Rapids and Wanapum Developments. The District must replace lost generation with higher cost power and also purchase growth-related power supply that costs more than the power from the Developments.

Water Supply Systems

Washington State Department of Health (WDOH) defines public water systems as all systems serving more than one single-family residence. Further, WDOH classifies the systems as Group A or B. Group A systems serve 15 or more connections, or 25 or more people per day for 60 or more days per year. Group B water systems are all the smaller systems that serve more than one single family residence but are not large enough to fit into the Groups A category. The Spokane office of the WDOH maintains a comprehensive list of all community water systems for the counties in eastern Washington.

According to WDOH there are currently 325 water supply systems located in Grant County providing domestic water. The WDOH list of water systems in Grant County is summarized in Table 10-1.

- Quincy
- Royal City
- Soap Lake
- Warden
- Wilson Creek

Group A, Community, Residential, Municipal

Within Grant County there are 13 Group A, Community, Residential, Municipal systems operated by municipalities. These include the following incorporated towns and cities:

- Coulee City
- Electric City
- Ephrata
- George
- Grand Coulee
- Hartline
- Mattawa
- Moses Lake

These municipal systems serve residential as well as commercial and other types of connections. The WDOH classifies a water system as “Community” if there are 15 or more residential units or 25 or more people served, regardless of the number of other connection types. The majority of these users, while not required are located within the incorporated city limits. Information for each city’s water system, the population served, and the average amount of water used can be found in each entities comprehensive plan.

***Table 10-1
Grant County Water Systems***

<i>System Type</i>	<i>Number of Systems</i>
Group A, Community, Residential, Municipal	13
Group A, Community, Residential	49
Group A, Transient Non-Community	49
Group A, Non-Transient Non-Community	8
Group B	206
<i>Total Number of Listings</i>	<i>325</i>

Group A, Community, Residential

The 49 Group A, Community, Residential water systems within Grant County are similar to the municipal systems discussed above, but are not operated by an incorporated city or town. The system users may be located within a municipality's incorporated limits or within the unincorporated County.

other operations serving non-residents more than six months out of the year.

County-Owned Water Systems

Grant County owns and operates two water systems: the public systems at the Grant County Fairgrounds and in the unincorporated community of Marine View Heights.

Group A, Transient & Non-Transient

Group A, Transient and Non-Transient Non-Community systems serve hotels and other businesses that cater to people who do not live permanently at the site. Transient systems serve operations that experience intermittent use such as campgrounds and other seasonal businesses. Non-Transient systems include businesses and

Grant County Fairground Water System: The Grant County Fairground Water System is managed by a Fair Board under contract with the County. The system is supplied by two on-site wells. At present there are some concerns about capacity and fire fighting capabilities during the Annual Fair. The Board of County Commissioners recently allotted funds for the Fairgrounds to conduct a study of their current

CHAPTER 10...

and future water needs. A goal of the study will be to explore the possibility of establishing a connection with the City of Moses Lake Water System or the Cascade Valley Water System.

Marine View Water System: The Marine View Water System is a privately owned domestic water system serving the Marine View Heights area above O'Sullivan Reservoir. It serves approximately 125 users. The system did not meet the standards and regulations of the WDOH for many years and was placed in receivership by the Superior Court. Grant County was appointed the receiver and has been operating the system since April 1997. Grant County will continue to operate the system until the Superior Court takes the system out of receivership. In 1998, the County budgeted \$98,280 for maintenance of the system.

Water Districts

There are three water districts in Grant County (See Figure 10-2): Water District #1, the Royal Water District, and the Beverly Water District.

Sewer Systems

Most rural residents rely on on-site septic tanks and drainfields for their wastewater treatment needs. All systems designed to handle up to 3,500 gallons per day are permitted and regulated by the County Health Department. When adequately designed and installed, on-site septic systems can be appropriate for rural level development. Maintenance of such systems varies from excellent to none at all. Poorly maintained septic systems are a potential source of ground and surface water pollution and have been identified both at the state and local level as significant contributors to high nitrate levels in soil and to coliform bacteria in surface water.

All on-site septic systems designed to handle between 3,500 and 14,500 gallons per day are permitted and regulated by the Washington State Department of Health, Large On-Site Program. The Spokane office of the WDOH currently monitors the 15 on-site systems in Grant County as presented in Table 10-2.

Table 10-2
Grant County Large, On-Site Sewer Systems

System Name
Champs de Brionne: Gorge Summer Theater Meadow Gorge Amphitheater System Crescent Bar Condominiums Elm Grove Mobile Home Park Moses Lake School District: Longview Elementary School Pelican Point Addition No. 3 Perch Point Mobile Home Park Quincy Valley Rest Area Sunbanks RV Park Swanson Mobile Home Park Wahluke School District No. 73: Mattawa Elementary School Morris Schott MS/Wahluke HS Saddle Mountain Intermediate Wahluke High School Warden Lake Resort

Source: Washington State Department of Health

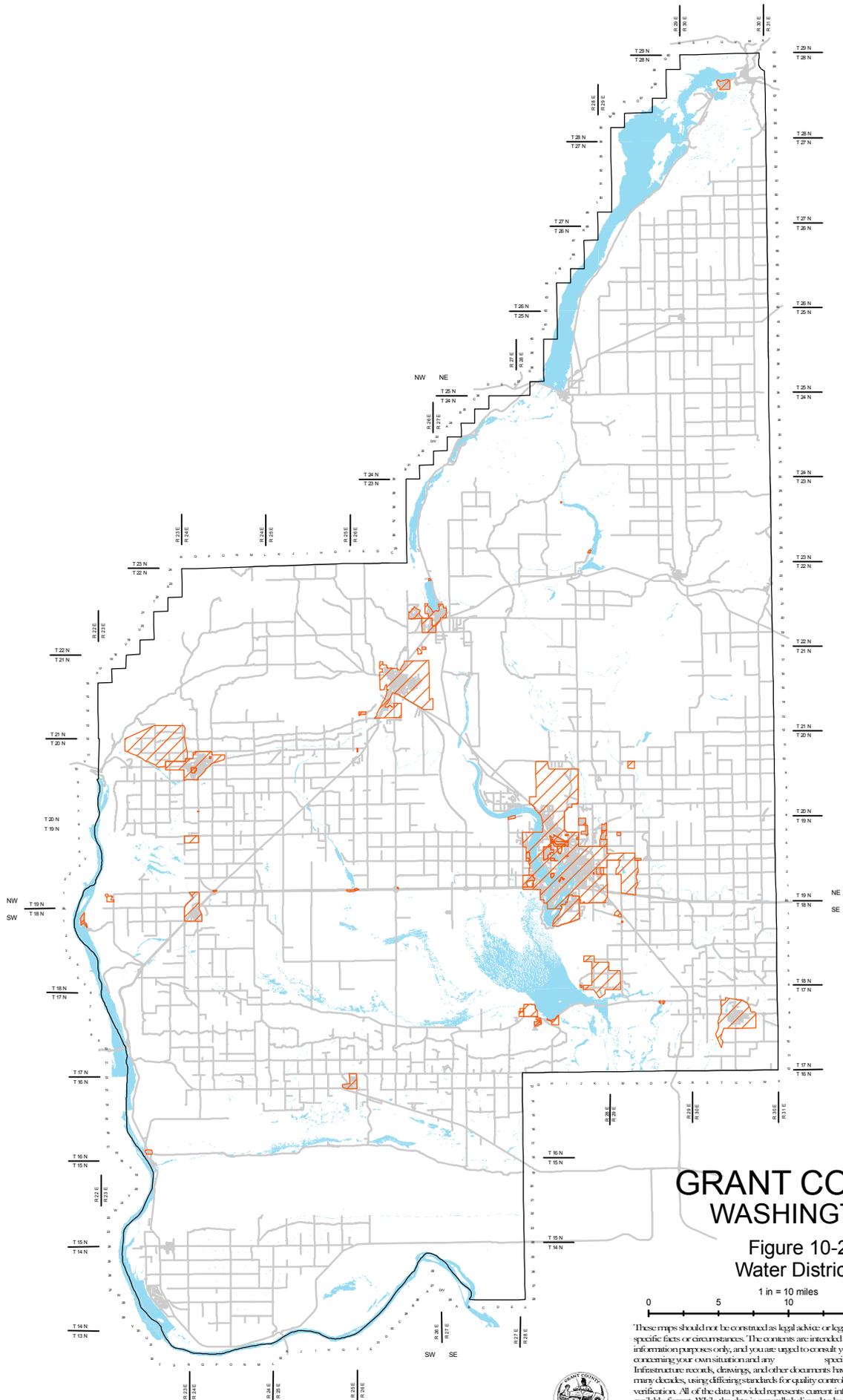
All on-site septic systems designed to handle over 14,500 gallons per day are permitted and regulated by the Washington State Department of Ecology. The Spokane office of the Ecology currently monitors these systems. There are fifteen municipal systems in Grant County as presented in Table 10-3. Twelve of the County's fifteen UGAs are served by a permitted wastewater treatment facility. Hartline, Wilson Creek, and Krupp have no facilities; all development is served by on-site septic systems. Electric City, Grand Coulee and Coulee Dam are served by the Grand Coulee Sewage Treatment Plant.

County-Owned Sewer Systems

Grant County owns no sewer systems.

Sewer Districts

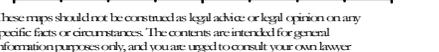
There is one sewer district in Grant County: Crescent Bar Sewer District.



GRANT COUNTY WASHINGTON

Figure 10-2
Water Districts

1 in = 10 miles



These maps should not be construed as legal advice or legal opinion on any specific facts or circumstances. The contents are intended for general information purposes only, and you are urged to consult your own lawyer concerning your own situation and any specific questions you may have. Infrastructure records, drawings, and other documents have been gathered over many decades, using differing standards for quality control, documentation and verification. All of the data provided represents current information in a readily available format. While the data is generally believed to be accurate, occasionally it proves to be incorrect; thus its accuracy is not warranted. Prior to making any property purchases or investments based in full or in part upon the material provided it is specifically advised that you independently field verify the information contained in county records.



Table 10-3
Grant County Wastewater Treatment
Facilities

Facility Name
Grand Coulee Sewage Treatment Plant
Coulee City Sewage Treatment Plant
Crescent Bar Sewage Treatment Plant
Ephrata Sewage Treatment Plant
George Wastewater Treatment Plant
Lakeview Terrace Mobile Home STP
Laurent's Sun Village Resort STP
Mattawa Sewage Treatment Plant
Moses Lake Larson Sewage Treatment Plant
Moses Lake Sand Dunes Sewage Treatment Plant
Quincy Wastewater Treatment Plant
Rim Rock Cove Homeowners' Association WWTP
Royal City Sewage Treatment Plant
Soap Lake Sewage Treatment Plant
Warden Sewage Treatment Plant

Source: Washington State Department of Ecology Waste Discharge Permit Report

PRIVATE UTILITIES

Natural Gas

The Pacific Northwest, including Grant County, receives its natural gas from the southwest United States and Canada. Natural gas is supplied to the entire region via two interstate pipeline systems, Williams Gas Pipeline–West and PG&E Gas Transmission–NW. Williams Gas Pipeline–West owns and operates (through its subsidiary Pacific Northwest Pipeline Company) the network that supplies natural gas to Grant County.

Within Grant County, only Moses Lake, Wheeler, Quincy, and Warden have natural gas service available. Service is provided by either of two gas utility companies, Cascade Natural Gas (CNG) and Washington Water and Power Company (WWP).

Cascade Natural Gas

The Cascade Natural Gas Corporation provides all natural gas service within Grant County with the exception of the Warden area. CNG is an investor-owned utility serving customers in 16 counties in the State of Washington. The

company builds, operates, and maintains all of its natural gas facilities.

System components include gate stations, high-pressure lines, pressure reduction stations, distribution mains, and service lines. The gate station is the delivery point of natural gas from the upstream interstate pipeline to CNG/s system. Gate stations normally include metering stations, odorizing stations and pressure reduction stations. High-pressure lines transport gas to district regulators throughout CNG's service area. High-pressure line mains may vary in size from 2- to 8-inches in diameter and in pressure from 150-to 500-pounds per square inch. Pressure reduction stations are installed at the point of delivery of natural gas from the high pressure lines to the lower pressure distribution systems. Distribution system mains vary in size from 2- to 8-inches.

CNG's service area includes Moses Lake, Wheeler, Othello, and Quincy. Service connections to CNG are initiated by customer demand and individual requests. CNG has more than 2,148 active residential, commercial, and industrial customers as of September 1998. According to CNG, the current peak demand is approximately 450,000 therms per day.

AVISTA Utilities

AVISTA Utilities (formerly Washington Water and Power Company) was brought into being in 1889. Since that time, AVISTA has grown into a company with utility operations in five western states and a service area that covers 30,000 square miles. AVISTA, whose name changed to Avista Utilities effective January 1, 1999, currently serves 300,000 electric customers in eastern Washington and northern Idaho, and provides natural gas service to nearly 230,000 customers in four states – Washington, Idaho, Oregon, and California. In Grant County, AVISTA's natural gas service area is the city of Warden.

Natural gas is delivered to Warden via a connection to the Pacific Northwest Pipeline. This 4-inch diameter high-pressure steel line is approximately 3.8 miles in length and includes

odorizing and pressure reduction stations. This high-pressure distribution line is regulated to serve a distribution system that provides gas service to 49 residential, 4 commercial and 2 industrial accounts in the city of Warden. Also included in AVISTA's Warden distribution are service lines and individual meter sets.

Telecommunications

Telecommunications is the transmission of data or information by wire, radio, optical cable, electromagnetic, or other similar means. In Grant County, telecommunication utilities include telephone, cellular telephone, and cable television. In 1996, The Federal government passed the Telecommunications Act, which, among other things, deregulated the provision of data and information. The Telecommunications Act was intended to promote competition in this vastly changing and expanding industry.

Considerable expansion of the telecommunications industry is expected, as a result of expanded licensing by the FCC and technological innovation, such as digital TV signals which can be linked to personal computers and the Internet.

Currently there are five internet service providers (ISPs) operating in Grant County:

- Quicksilver Online Services, Inc.;
- GEMNET;
- At.Net;
- Northwest Internet; and
- Corkrum.

Telephone

Telephone service for Grant County is provided by US West Communications and GTE under separate franchise authority. Telephone service is initiated by customer demand and requests. Telephone service providers are required to provide adequate telecommunications service on demand (RCW 80.36.090). Accordingly, telephone service providers will provide facilities to accommodate whatever growth patterns occur. Since telephone service providers do not

generally conduct detailed, long-range planning activities, no specific projects have been identified by US West Communications at this time. General improvements to expand service to meet the projected future demand include constructing additional fiber optic cable, copper cable, and switching stations.

Cellular Telephone

Cellular telecommunication allows people to have mobile telephone communication via radios which send and receive signals form a network of receivers placed at several cellular communication ("cell") sites.

Cell sites are placed on tall poles, lattice-type towers or on existing buildings. Each cell site has a coverage area of several miles, depending on topography and number of customers. As the cellular telephone user moves from one cell to the next, the call is passed to an open channel at an adjacent cell site. Transmission quality and dialing of cellular telephones are comparable to that of conventional wireline telephones. The primary difference between cellular and conventional telephone systems is that cellular phones don't need wire.

Grant County is currently served by six cellular telephone companies:

- AT&T Wireless;
- Consumer Cellular;
- Inland Cellular;
- Mirage Cellular;
- Nextel; and
- US Cellular Wireless Communications.

They are licensed to operate in the County and throughout the region within guidelines set by the Federal Communications Commission (FCC). Siting and design of towers is regulated by the Federal Aviation Administration (FAA) and local zoning authority. Grant County recently adopted an ordinance governing cellular tower siting and design standards. Considerable expansion of the wireless telecommunications industry is expected.

CHAPTER 10...

The cellular system will expand in response to several factors: customer growth within a designated area, shift in distribution patterns, and/or a decrease in service quality or reliability (measured by the record of dropped calls or complaints of poor sound quality). In general, cellular system growth follows trends in population density along the higher volume transportation corridors.

Cable Television

The two primary providers of cable television service in Grant County are Northland Cable Television and Sun Country Cable. Northland Cable provides services to approximately 9,000 residential customers in Moses Lake, Ephrata, Soap Lake, and Lake View. Sun Country Cable services Royal City, Mattawa, George, and Quincy with approximately 2,500 residential accounts. At present, neither provider is planning new programming or major extension of cables. Any future expansion that does occur will be completed as technology, market demand, and return on investment allows.

SPECIAL DISTRICTS

Port Districts

Grant County has ten port districts (See Figure 10-3):

- Port of Coulee City
- Port of Ephrata
- Port of Grand Coulee
- Port of Hartline
- Port of Mattawa
- Port of Moses Lake
- Port of Quincy
- Port of Royal Slope
- Port of Warden
- Port of Wilson Creek

Ports can develop property for industrial use and can lease and sell land, buildings, and facilities to private industry in accordance with state laws. State laws specify that ports may acquire, construct, maintain, operate, develop and regulate within the district: harbor

improvements; rail or motor vehicles transfer and terminal facilities; water transfer and terminal facilities; air transfer and terminal facilities; and other commercial transportation; transfer; handling storage and terminal facilities and industrial improvements.

Port districts are funded by revenue from the operation of terminals, the sale or lease of properties, and tax levies. A port district may incur debt including issuing general obligation bonds up to 0.25 percent of the assessed value of taxable property in the district without vote of the people. An additional 0.05 percent debt may be incurred if 60 percent of the electorate approves. They also have the power to issue revenue bonds for the acquisition, construction, reconstruction or extension of various improvements.

Port of Moses Lake

Officially Grant County Port District No. 10, the Port of Moses Lake is the most significant of the County's port districts in terms of development of economic opportunities. Together with the Grant County Economic Development Council, the Port is a leader in promoting economic development in Moses Lake.

Their largest operation is the Grant County



International Airport. Formed in 1966 after Larson Air Force Base was decommissioned, the airport is now a world-class heavy jet testing and training facility used by the Boeing Company, Japan Airlines, the U.S. Military and over 300 carriers from around the world. The 4,700-acre facility boasts one of the longest runways in the United States at 13,500 feet. A new passenger terminal was completed in 1998. The airport is currently being considered as a landing and recovery site for NASA's X-33, a prototype spacecraft project designed to replace the Space Shuttle.

At the airport site, the Port operates an industrial park with over 1,000,000 square feet of existing building space with a 600,000 square feet manufacturing and distribution complex. In 1994, the Port received authority to establish a Foreign Trade Zone at the airport.

Currently, there are 10 major tenants or owner-occupants occupying 404 acres and employing 748

workers.

The Boeing Company owns a building and



has maintained a long-term presence. JAL is there as is US KDK Corporation, which is Japanese-owned, and Moses Lake Industries. ASPI, a Tukwila-based land development and management company that works closely with the port district and Washington Department of Community, Trade and Economic Development, owns property in the south and southwestern portions of the land area around the airport and, also has Japanese connections. It is seeking to sell property or lease property principally to international clients with aviation dependent interests. Other tenants include Inflation Systems, Inc., Primex (Olin Industries), Inland Mechanical, National Standard Company, Engler Food Laboratories, Inc., Current Electronics, and Agron Corporation.

Of recent note is the decision of Genie Industries to locate new facilities in Moses Lake. The Redmond, Washington based firm manufactures booms, lifts and platforms used to hoist persons and equipment. Genie intends to use some existing buildings at the airport as well as develop new facilities at a 480-acre location south of Moses Lake. The facility may provide as many as 1,300 job opportunities in the Moses Lake area.

The lack of wastewater treatment capacity and absence of natural gas service may have contributed to relatively slow growth in industrial use at the airport. In 1998, the Port was awarded a \$1.5 million grant from the Federal Economic Development Administration and a \$1 million

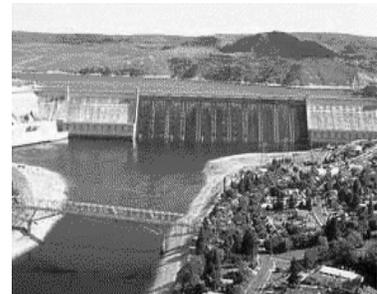
loan from the Community Economic Revitalization Board for construction of a \$4 million industrial wastewater treatment facility at the airport. The first phase of the wastewater treatment system that is anticipated to provide 250,000-gpd capacity with a similar amount provided in the second phase. Also, this plant will be equipped to remove dissolved solids from industrial wastewater, a major problem at present.

Generally, there is likely to be considerable expansion of industrial facilities at the airport site over the next 5 - 10 years. These would include agricultural manufacturing and service companies as well as a mix of manufacturing and producer services concerns of various types. The latter is likely to include aviation dependent firms.

Columbia Basin Project and Irrigation Districts

From the time settlers began to arrive in Grant County irrigation of the vast area has been a focus of both the people and the government. The Columbia Basin Project (Project), managed by the Bureau of Reclamation of the U.S. Department of Interior, has been an ongoing large-scale irrigation project to meet these needs. The Project is located in central Washington and currently serves a total area of approximately 556,800 acres in platted farm units, which includes portions of Grant, Lincoln, Adams, and Franklin Counties, with some northern facilities located in

Douglas County (See Figure 5RE-2). The Project is a multipurpose development that includes power



production, flood control, and recreation, as well as irrigation. Continued development of the system to provide irrigation water to additional project lands not yet served is being considered.

CHAPTER 10...

The Project consists of several major facilities and features including 333 miles of main canals, 1,993 miles of laterals, and over 3,500 miles of drains and wasteways. The Grand Coulee Dam is the project's key structure and is located on the main stem of the Columbia River. The Grand Coulee Pump-Generating Plant lifts irrigation water about 280 feet from Franklin D. Roosevelt Lake to Banks Lake, which serves as an equalizing reservoir for the irrigation system. The Main Canal transports flow southward from Banks Lake at Dry Falls Dam to the northern end of the irrigable area. This canal feeds into the East Low and West Canals, which carry water over a large portion of the project area. In the central part of the Project O'Sullivan Dam created the Potholes Reservoir, which receives return flows from the northern part of the Project. The Potholes Canal begins at O'Sullivan Dam and runs south to serve the southern part of the project area.

Responsibility for operating and maintaining the Project is divided among three irrigation districts and the U.S. Bureau of Reclamation. Basic irrigation facilities (canals, laterals, wasteways, and pumping plants) are the responsibility of the irrigation districts. The districts are the Quincy-Columbia Basin Irrigation District (Quincy District), headquartered in town of Quincy, the East Columbia Basin Irrigation District (East District), headquartered in Othello, and the South Columbia Basin Irrigation District, headquartered in Pasco (South District). Irrigation facilities operated by Reclamation are called

"reserved works" and include Grand Coulee Dam, the Grand Coulee Power Plant and Pumping Plant, Banks Lake, Dry Falls Dam, Main Canal, Potholes Reservoir, and Potholes Canal headworks.



The Irrigation Districts, governed by a Board of Directors, hold the responsibility of managing water delivery within their boundaries. Irrigation and drainage systems are constructed to provide water for the development of commercial agriculture. The costs associated with operation and maintenance, as well as replacement costs



and the repayment of construction obligations is ongoing at significant expense to Columbia Basin farmers. Costs

are in part based on the amount of irrigable land assessment base. As such, all development activities within the unincorporated County must be coordinated with the irrigation districts to prevent the loss of irrigable land.

Two additional Irrigation Districts operate within Grant County. These are the Moses Lake and Black Sands Irrigation Districts.

LEVELS OF SERVICE

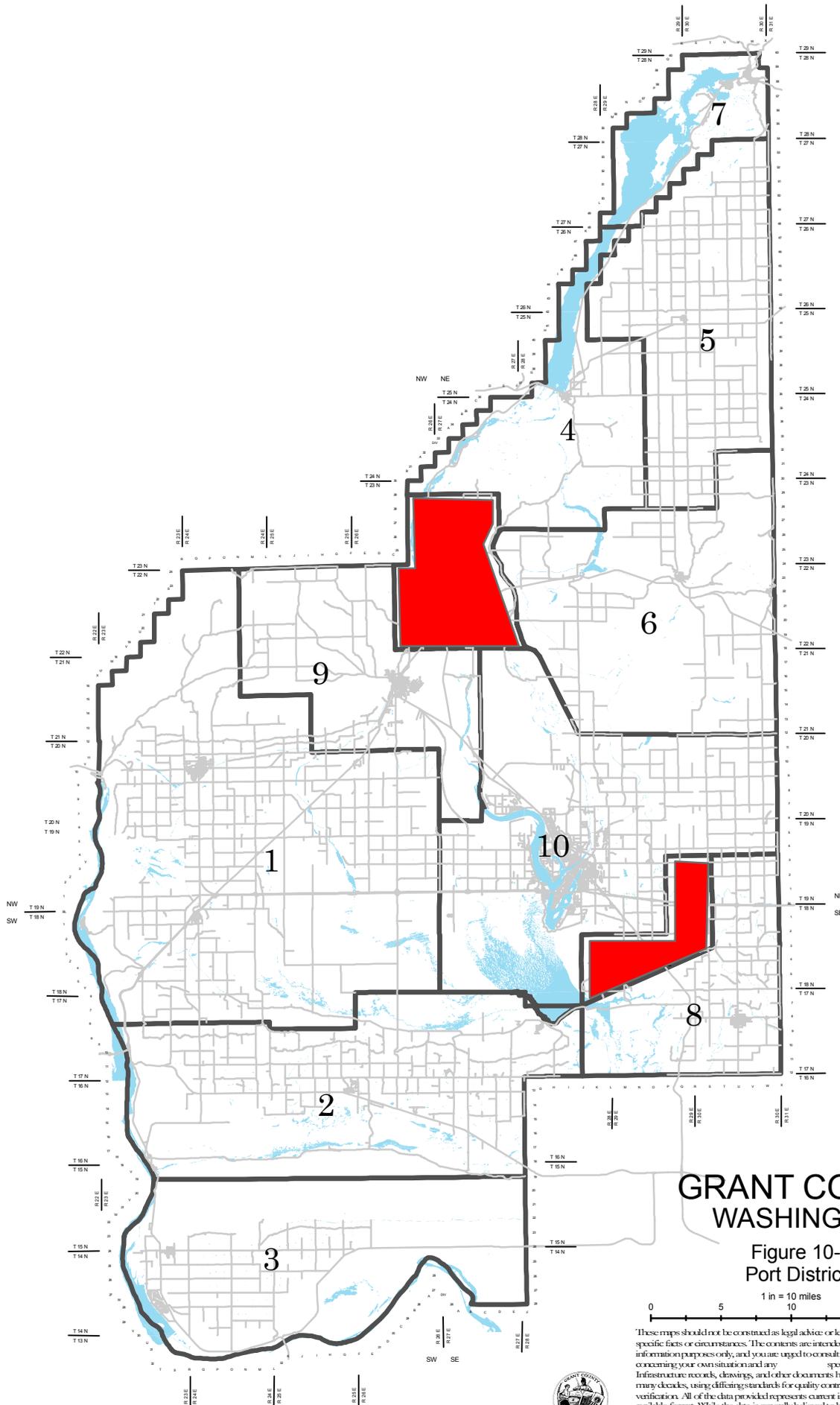
The purpose of Level of Service (LOS) standards is to adequately serve both current and future residents of Grant County without compromising the service they receive. LOS standards have been established in Chapter 9 – Capital Facilities Element. Since Grant County operates no utilities, except for the interim operation of the Marine View Heights water system, no LOS standards are established for utilities, except for the solid waste management system.

NEEDS ASSESSMENT

Solid Waste Management Facilities

System Description

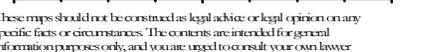
The solid waste system in Grant County is a county-wide, consolidated program. The County and each of the incorporated cities work together through a series of interlocal agreements.



GRANT COUNTY WASHINGTON

Figure 10-3
Port Districts

1 in = 10 miles



These maps should not be construed as legal advice or legal opinion on any specific facts or circumstances. The contents are intended for general information purposes only, and you are urged to consult your own lawyer concerning your own situation and any specific questions you may have. Infrastructure records, drawings, and other documents have been gathered over many decades, using differing standards for quality control, documentation and verification. All of the data provided represents current information in a readily available format. While the data is generally believed to be accurate, occasionally it proves to be incorrect; thus its accuracy is not warranted. Prior to making any property purchases or investments based in full or in part upon the material provided it is specifically advised that you independently field verify the information contained in county records.



CHAPTER 10...

The first Grant County SWMP was adopted in 1973, and was updated in 1987 and adopted in 1989. In 1995, Grant County completed an update of their Comprehensive Solid Waste Management Plan (SWMP) to comply with the requirements of the 1989 *Waste Not Washington Act*. The SWMP is a guide for managing solid waste for Grant County and its fifteen cities and towns. The SWMP planning period was 1994 through 2013.

The solid waste management system in Grant County consists of collection, transfer, waste reduction and recycling, and disposal systems. Other special wastes, including biosolids and septage, are also managed.

System administration is very much a public and private partnership. The Department of Ecology works with local governments to develop solid waste management plans that requires solid waste storage and disposal facilities to be located, maintained, and operated in a manner that will protect the public health, prevent air and water pollution, and avoid the creation of nuisances. Ecology also regulates solid waste handling through a permit system.

The WUTC regulates private companies that collect solid waste in unincorporated areas and in cities that do not provide their own service or contract with a private collection firm.

Grant County is responsible for the preparation of the SWMP and for operating the disposal systems. The Grant County Board of County Commissioners (BOCC) has assigned that responsibility to the Department of Public Works (DPW). The Solid Waste Advisory Committee (SWAC) provides guidance and input about solid waste programs to the BOCC and DPW.

The Grant County Health District (District) is responsible for reviewing all permit applications and issuing permits for solid waste handling facilities. The District is also responsible for controlling illegal dumping and enforcing solid waste regulations. The District is governed by the Board of Health, and collects annual permit fees for solid waste disposal facilities.

The mayors of the Cities of Grand Coulee, Coulee Dam, Electric City, and Elmer City comprise the Regional Board of Mayors (RBOM), who operate the Delano Landfill between Grand Coulee and Electric City.

State law allows cities to provide or contract for collection, processing, recycling and disposal of all solid waste generated within the city limits and for the sale of products reclaimed from the waste stream. Three cities operate their own refuse collection systems; four cities contract with a private company to collect garbage; the other cities allow residents and businesses to contract privately with WUTC-franchised collection companies.

As you see, solid waste management is one of the more complex, yet coordinated systems operating in the County.

Collection

Collection services for the incorporated areas of Grant County are presented in Table 10-4. Collection in the unincorporated areas is regulated by the WUTC, and is provided by four private collection companies. Sunrise Disposal, Inc. serves the northern portion of the County, including the incorporated areas of Grand Coulee and Electric City. Waste Management of Ellensburg has a franchise for a small area east and north of George and the southwest portion of the County, excluding the incorporated portions of Mattawa. Waste Management of Greater Wenatchee has a franchise for the Crescent Bar area. Consolidated Disposal Service, Inc. serves the balance of the unincorporated area of the County.

Transfer

Grant County operates dropbox-type transfer stations at fifteen sites throughout the County. The dropbox sites are fenced, paved sites with space for four 40-cubic yard containers using a conventional bi-level retaining wall arrangement. All sites accept all municipal solid waste (MSW), except for large animal carcasses, industrial sludge, asbestos and other special wastes. Table 10-5 lists the sites, each of which is staffed during operating hours, which vary

from site to site. Waste collected in the dropboxes is transferred by DPW to the Ephrata Landfill for disposal. Site attendants salvage easily-removed recyclables from the disposed materials, screen unacceptable wastes from the disposal stream, and maintain the site.

The system of transfer sites provides convenient access for self-haul customers to dispose of solid waste. Having such a system is a significant deterrent to illegal dumping in rural areas.

Table 10-4
Solid Waste Collection Services

<i>Incorporated Area</i>	<i>Collection Service</i>	<i>Type of Arrangement</i>	<i>Disposal Site</i>
Coulee City	Consolidated Disposal Service, Inc.	Individual	Ephrata Landfill
Coulee Dam	Sunrise Disposal, Inc.	Individual	Delano Landfill
Electric City	Sunrise Disposal, Inc.	Individual	Delano Landfill
Ephrata	City of Ephrata	City	Ephrata Landfill
George	Waste Management of Ellensburg	Individual	Ephrata Landfill
Grand Coulee	Sunrise Disposal, Inc.	Individual	Delano Landfill
Hartline	Consolidated Disposal Service, Inc.	Individual	Ephrata Landfill
Krupp	Consolidated Disposal Service, Inc.	Individual	Ephrata Landfill
Mattawa	Consolidated Disposal Service, Inc.	Contract	Ephrata Landfill
Moses Lake	Lakeside Disposal & Recycling, Inc.	Contract	Ephrata Landfill
Quincy	City of Quincy	City	Ephrata Landfill
Royal City	Consolidated Disposal Service, Inc.	Contract	Ephrata Landfill
Soap Lake	City of Soap Lake	City	Ephrata Landfill
Warden	Consolidated Disposal Service, Inc.	Contract	Ephrata Landfill
Wilson Creek	Consolidated Disposal Service, Inc.	Individual	Ephrata Landfill

Disposal

MSW is disposed at two in-county landfills. Grant County operates the Ephrata Landfill, which receives the majority (about 90%) of the waste generated in the County. The RBOM operates the Delano Landfill.

Under WAC 173-351, both landfills can continue to operate provided that they do not expand the limits of the waste disposal areas that existed immediately prior to the adoption of WAC 173-351. Both Grant County and the RBOM are working closely with the District and Ecology to establish necessary permits.

In 1993, the State adopted WAC 173-351 – Criteria for Municipal Solid Waste Landfills, which revised the Minimum Functional Standards for landfills under Chapter 173-304 WAC. The revision essentially incorporated the Federal landfill regulations under the Resource conservation and Recovery Act (RCRA) Subtitle D.

The *Ephrata Landfill* property is 120 acres of which 80 acres were permitted under WAC 173-304. Only 60 acres are currently being landfilled. The remaining 60 acres cannot be used for landfilling until a new permit is obtained. According to 1997 disposal records, about 76,400 tons of waste were disposed at the Ephrata Landfill.

Both the Ephrata Landfill and the Delano Landfill are at least partially in compliance with WAC 173-351. Neither landfill has obtained full permitting under WAC 173-351. Neither has yet obtained a Transitional Permit, as required by Ecology, in recognition that the landfills are continuing to operate out of compliance with 173-351, but in compliance with 173-304.

Groundwater monitoring at the landfill has indicated the presence of volatile organic compounds in three of the monitoring wells near the oldest part of the landfill.

The *Delano Landfill* property is about 45 acres, of which only a portion has been used for landfilling. The Delano Landfill receives about

CHAPTER 10...

9,600 tons of MWS annually. While adequate space exists at the site for expansion, like the Ephrata Landfill, the Delano Landfill cannot expand until a new permit is obtained. Also similar to the Ephrata Landfill, groundwater contamination has been detected at the site.

Table 10-5
Waste Transfer Sites

<i>System Name</i>
Hartline
Coulee City
Adco
Highway 28 @ S NE
Alkali
Moses Lake
Warden
Ruff
Royal City
O'Sullivan
Gloyd
Quincy
George
Beverly
Mattawa

Source: 1995 Solid Waste Management Plan Update

Disposal Options

In 1998, Grant County commissioned a study of waste disposal alternatives to continued landfilling at the Ephrata Landfill. The study looked at essentially two options: (1) expand the Ephrata Landfill and (2) export waste to a private out-of-county landfill.

Planning level costs were developed for each option on a per ton basis. Depending upon the type of liner system used to expand the Ephrata Landfill, costs were estimated to range from \$30.60 per ton to \$63.30 per ton over the 45-year life of the landfill. The cost estimated for waste export to a private disposal facility and construction and operation of a single transfer facility ranged from \$43.10 per ton to \$152.60 per ton over the life of the landfill.

The study concluded that, based on the significant cost difference between waste export and landfill expansion, that Grant County should proceed with expansion into the un-permitted area of the Ephrata Landfill.

Waste Reduction and Recycling

Grant County uses an informal waste reduction program, relying predominantly on public information and education programs such as posters and pamphlets. In recent years, the County has expanded their public awareness program through broad-based education campaigns.

Residential recycling is provided primarily through a network of private dropoff or buy-back sites. Eighteen private and non-profit centers operate in Grant County, with twelve of them located in Moses Lake and Ephrata.

Biosolids and Septage

Biosolids and septage generated from both municipal and industrial wastewater treatment plants are predominantly land applied in Grant County. Land application is regulated by the District.

Level of Service

Levels of service for solid waste management system components are established through capacity analysis, which estimates the number of years before an improvement or alternative is required. This approach is well suited for solid waste systems since they must already meet stringent federal, state and local standards for service, capacity and development.

The LOS for solid waste facilities examines the availability of the system components, including the number of disposal sites, recycling facilities, and dropbox collection facilities. This Plan adopts an A through C level of service standard for the quality of service provided by the solid waste management system, as presented in Table 10-6.

Grant County adopts LOS B as the minimum standard for solid waste management system components.

Existing Deficiencies & Mitigation

Collection: Collection system meets or exceeds LOS B and provides adequate service. No deficiencies are identified.

Transfer: Transfer system meets or exceeds LOS B and provides convenient access and service. No deficiencies are identified.

Waste Reduction & Recycling: Grant County has not yet implemented all of the waste reduction and recycling programs recommended in the 1995 SWMP Update. A waste reduction and recycling program should be implemented to satisfy the recommendations of the SWMP.

Disposal: Both the Delano Landfill and the Ephrata Landfill are currently in compliance with the requirements of WAC 173-304; neither are in compliance with the requirements of WAC 173-351. Both are permitted to operate within the waste disposal area that existed prior to WAC 173-351. That existing area has been identified for both areas.

Neither landfill has yet obtained a Transitional Permit as required by Ecology and the District. Grant County is currently proceeding with preparation of permit application documentation to secure a Transitional Permit. The RBOM is also proceeding with plans to evaluate disposal options and, if selected as most cost-effective, to proceed with preparation of permit application documentation to secure a Transitional Permit.

Based on waste projections and capacity estimates included in the SWMP, the Ephrata Landfill has in excess of five years capacity remaining. However, the Delano Landfill is currently projected to have a remaining capacity of less than two years, according to the RBOM.

Therefore, only the Ephrata Landfill meets both requirements for Disposal Facilities. Since one Disposal Facility exists, the standard for LOS B is met.

Future Deficiencies

Unless the Ephrata Landfill or Delano Landfill is expanded or alternate disposal alternatives are developed, it is anticipated that the standard for disposal facilities will drop below LOS B prior to 2004. Both Grant County and the RBOM intend to pursue expansion or alternative disposal methods as soon as possible to remain at or

above LOS B. No other system deficiencies are identified at this time.

Proposed Improvements

Both Grant County and the RBOM intend to secure the most cost-effective method of disposal. Both currently believe that to be expansion of the existing Ephrata and Delano Landfills. As such, capital improvements for the landfills planned prior to 2004 are presented in Table 10-7.

**Table 10-6
Solid Waste Management System
LOS Standards**

System Component	Criteria	LOS Rating		
		A	B	C
Disposal Facilities ¹	Number of Facilities	2	1	0
Rural Dropbox Sites ^{1,2}	Number of Facilities	15	10	5
Recycling Facilities ³	Number of Facilities	10	5	1
Collection ⁴	Days per Month	4	2	1

¹ Permitted facility meeting all federal, state and local requirements for disposal and environmental protection and having a minimum of 5 years remaining waste disposal capacity.

² Equal to facility described in SWMP and operating at least one day per week.

³ Publicly- or privately-owned and/or operated dropoff or buy-back facilities.

⁴ City, private contract, or WUTC-franchised individual collection services.

Public Utilities

Grant County Public Utility District

The Grant County Public Utility District (District) plans to continue to improve and extend the facilities of the Electric System as necessary to serve the growing loads in its service area. The District is continually researching means to expand supply and upgrade equipment. System planners design and build their systems to follow population and employment growth projections based on county and city plans. The electricity load is determined from these plans and projections. An electric system plan is then developed to serve those

CHAPTER 10...

loads at prescribed reliability levels, taking into account environmental, economic, financial, and operational factors. Utility construction is coordinated with the appropriate jurisdictions and agencies and is typically phased in as actual growth occurs.

Future electrical service plans are not only designed to provide for future growth and accommodate new and increased load. They also include changes to the existing systems to improve reliability, power quality, and looping of the system for redundancy backup service.

Approximately \$52 million in 1998 and \$33 million in 1999 is planned for capital improvements to the transmission, distribution, generation, and general plant of the Electric System. The District plans to fund the majority of these improvements from bonds, with the remainder from operating revenues.

The District takes a proactive approach to system capacity, developing its system in anticipation of eventual growth. In general, the Electric System is well planned, operated, and maintained to provide reliable service to the District's customers.

Water Supply Systems

More people moving to newly developed areas means more demand on the ground water supply. As new residents install individual or community wells or connect to existing systems that rely on ground water, concerns about available ground water grow.

The Washington State Wellhead Protection Program, adopted in 1994, requires all Group A public water systems (those serving at least 15 connections or 25 people) to develop a wellhead protection program to prevent contamination of groundwater used for drinking. The systems must delineate wellhead protection areas, inventory potential contaminant sources, and manage wellhead protection areas to prevent pollution. The Washington State Department of Health is responsible for enforcement.

While Grant County currently oversees two public water supply systems, it is likely the administrative responsibility for the Marine View Heights system will be passed to an appropriate entity. The other system includes only two connections for the Grant County Fairgrounds. Therefore, no system needs are defined at this time for County systems.

However, as an important tool for long term growth planning, it may be beneficial to conduct a County-wide ground water availability analysis. Such an analysis could offer insight as to the water rights and development potential of unincorporated urban areas and would allow for the development and monitoring of a ground water budget. The program could include stream flow data, monitoring of ground water elevations, and evaluation of the hydraulic connections and rates of flow between aquifer systems.

Table 10-7
Planned Solid Waste Disposal Improvement Projects

<i>Project Date</i>	<i>Project</i>	<i>Cost¹</i>	<i>Source of Funds²</i>
2000	Ephrata Landfill Expansion, Phase 1	\$8,700,000	RB
2000	Delano Landfill Expansion, Phase 1	TBD	RB
<i>Total</i>		<i>\$8,700,000</i>	

¹ Estimated cost in 2000, including cost of development, closure, annual operations and maintenance, and debt service, . (Source: Waste Disposal Options: Expansion of Ephrata Landfill vs. Long-Haul, Parametrix, Inc., August 1998.)

² Development funded by revenue bonds. Debt service satisfied from revenue stream..

Sewer Systems

Current and future deficiencies for sewer facilities within Urban Growth Areas should be provided within each respective city or town's comprehensive plan. Even though the County is not currently responsible for any public treatment facilities, it may be beneficial to prepare a Comprehensive Sewer Plan for the urban areas. This would allow the County to better assess growth in unincorporated urban growth areas and to identify areas where cities or special purpose districts either cannot or will not address sewer service deficiencies. Should sewer service deficiencies arise, it may be necessary for another service provider to step in.

Private Utilities

Natural Gas

Cascade Natural Gas (CNG) does not plan in advance for individual connections, rather connections are initiated by customer requests for new construction or conversion from electricity to oil. CNG expects to continue developing distribution systems and services in accordance with the Integrated Resource Plan Guidelines set forth by the State. CNG will identify necessary reinforcement and continue to meet growth at lowest possible cost by maximizing capacity of the existing distribution system.

The location, capacity and timing of system improvements depend greatly on opportunities for expansion, and on how quickly the county grows. The possible routes to connect different parts of the system will depend on right-of-way permitting, environmental impact, and opportunities to install gas mains along with new development, or other utilities.

At this time, CNG does not have any planned improvement projects in Grant County. However, CNG has an active policy of expanding its supply system to serve additional natural gas customers. CNG's engineering department continually performs load studies to determine CNG's capacity to serve its customers. If they receive a feasible project outside the Grant County service area, the boundary can be easily increased.

Like CNG, Washington Water Power (WWP) service connections are initiated by customer demand and individual requests. At present, WWP is not at capacity in Warden, from the standpoint of residential accounts. However, WWP is in the midst of discussions with a potential industrial customer wanting to come on-line in Warden. If the proposal moves forward, WWP will have to modify and upgrade the existing distribution system in Warden to accommodate this new industrial user. Negotiations are already underway with Williams Gas Pipeline–West to increase capacity in the event that the proposal is finalized.

Telecommunication Utilities

The rapidly changing telecommunications industry has transformed the way service is delivered. Cellular and fiber optics are blurring the distinctions that separate data, video and voice technologies. As a result, assessing the future configuration of telecommunications service is very difficult.

Telephone service providers are required to provide adequate telecommunications service on demand (RCW 80.36.090). Accordingly, telephone service providers will provide facilities to accommodate whatever growth patterns occur. According to U.S. West, however, the delivery of telecommunication services sometimes does not coincide with the exact location of customers. Many of the telecommunication facilities, including aerial and underground, are co-located with those of the electrical power provider.

In general, telecommunication utility providers continually look for ways to expand, upgrade and maintain competitive systems. Where not required by law, future expansions will occur as technology, market demand, and return on investment allows.

Special Districts

Irrigation Districts

The demand for irrigation water continues to grow. The need for irrigation water is likely to continue even when some land converts to nonagricultural uses. Gardens and lawns will

CHAPTER 10...

also require water. Irrigation districts must be notified of proposed subdivisions and the subdivision plat must be recorded and filed with the district, showing how the water is to be delivered to the irrigable acres in the subdivision. The district must approve extensions of service to subdivided units, and can require the extension of service to subdivided lots at the landowner's expense. The irrigation district's responsibility for delivering water ends at the established point of delivery.

GOALS AND POLICIES

Goals and policies follow the shared vision for the future of Grant County for sustaining and improving our quality of life. Goals and policies are also consistent with the Planning Goals of the Growth Management Act. Goals are broad statements of a community's aspirations. Policies express a commitment to a course of action. Policies provide overall direction for implementation of a strategy. Policies provide clear guidance for decision-making subject to this Plan, and form the basis for development regulations. Goals and policies do not apply to incorporated cities, but rather, only to unincorporated areas of the County, including the unincorporated portions of UGAs.

Following are the goals and policies of the Comprehensive Plan related to Utilities.

Goal U-1: Necessary energy and communication facilities and services should be available to support current and future development.

Policies

- U-1.1: To facilitate the coordination of utility services, the County should discuss and exchange population forecasts, development plans, and technical data with the agencies and utilities identified in this plan.
- U-1.2: The County should provide timely and effective notification to interested

utilities of road construction, and of maintenance and upgrades of existing roads to facilitate coordination of public and private utility trenching activities.

- U-1.3: The County should encourage the location of necessary utility facilities within existing and planned transportation and utility corridors.
- U-1.4: The County's land use planning should be coordinated with the planning activities of electrical, telephone, and cable providers, to ensure that providers of public services and private utilities use the land use element of this plan when planning for future facilities.
- U-1.5: New city-provided utility service area boundaries shall not be extended beyond their associated UGA unless to correct a public health safety concern. Neither the city nor County shall provide utility service to areas within the UGA without a commitment from landowners in these areas that the area to be served will be annexed to the city.
- U-1.6: City utilities should not extend beyond their associated UGA, except to correct existing sewage or water supply problems in already developed areas, to address significant public health and safety problems outside the UGA, or because of purposes mutually agreed upon by the city and County.
- U-1.7: The County should encourage energy conservation by informing citizens of available BPA conservation programs.
- U-1.8: The County should encourage improvement and extension of telecommunication services, including the entrance of new qualified providers, throughout the County.

Goal U-2: Negative impacts associated with the siting, development, and operation of utility services and facilities on adjacent properties, significant cultural resources, and the natural environment should be minimized.

Policies

- U-2.1: Electric power substations should be reasonably sited, designed, and buffered.
- U-2.2: The County should encourage or require implementation of resource conservation practices and best management practices during the construction, operation, and maintenance of utility systems.
- U-2.3: The County should work cooperatively with surrounding municipalities in the planning and development of multi-jurisdictional utility facility additions and improvements.
- U-2.4: Where practical, utilities should be encouraged to place facilities underground and encourage the reasonable screening of utility meter cabinets, terminal boxes, pedestals, and transformers in a manner reasonably compatible with the surrounding environment.
- U-2.5: Where possible, the joint use of transportation rights-of-way and utility corridors should be encouraged, provided that such joint use is consistent with limitations as may be prescribed by applicable law and prudent utility practice.
- U-2.6: The County should revise existing County ordinances regulating use of rights-of-way by utilities to be in compliance with the Federal Telecommunications Act of 1996.

- U-2.7: Mechanisms should be developed to notify interested utilities of road maintenance, upgrades, and new construction to facilitate coordination of public and private utility trenching activities.

Goal U-3: Maintain consistency, compatibility, and concurrency between utility providers.

Policies

- U-3.1: The extension and sizing of distribution system components shall be consistent with the Comprehensive Plan.
- U-3.2: An ordinance should be developed that addresses coordination between plat approvals, building permit approvals, and availability of utilities.

Goal U-4: Coordinate and encourage timely, safe, cost-effective and reliable installations of utility systems through improved permit procedures, joint use of utility corridors, and interlocal agreements.

Policies

- U-4.1: Agreements should be developed with private utility providers and public agencies as required to facilitate:
- Joint use of utility corridors and public rights-of-way;
 - Coordination between this Comprehensive Plan and utility capital facility plans;
 - Timely notices of new road construction and maintenance of existing roads with utility construction activities;
 - Coordinated permit applications and meetings to include all

CHAPTER 10...

necessary utilities affected by related projects;

- Coordination of land acquisition, land use, and enhancement of utility corridors where appropriate, for pedestrian and equestrian trails and wildlife corridors.

U-4.2: New facility designs shall include joint usage where possible.

U-4.3: Processing of utility permits shall be done in a timely and cost-effective manner.

Goal U-5: Site utility facilities in conformance with the Land Use Element.

Policies

U-5.1: Utility providers should avoid placement of facilities in areas designated as environmentally sensitive or critical areas unless no feasible alternative exists and only after a site assessment and mitigation plan has been approved under the provisions of Grant County's Resource Lands and Critical Areas Ordinance.

U-5.2: Utility facilities should be permitted in all land use designations as necessary when and where utility franchises exist and if they are in compliance with this Comprehensive Plan.

U-5.3: Use of wireless technologies shall be recognized as a growing service. This technology has unique visual and noise impacts. Siting requirements shall attempt to minimize the visual and noise impacts and shall be consistent with this Comprehensive Plan. Siting requirements shall include utilizing existing sites and structures where possible, adequate setbacks, and appropriate buffering and landscaping.

Goal U-6: Public sewer systems should be provided in rural areas only to correct public health problems.

Policies

U-6.1: Grant County should allow sewer systems in designated urban growth areas. They should be allowed in rural areas only to correct identified health hazards or water quality problems in areas of existing development.

U-6.2: Where sewer systems are being provided to unincorporated rural areas Grant County should be the primary sewer system provider.

U-6.3: In unincorporated areas inside the urban growth areas around cities, the cities should be the primary sewer provider. As exceptions, the County could provide sewers in this area on an interim basis if the cities are unable to provide the service or to protect water quality.

Goal U-7: Public drinking water systems should be provided in rural areas only to correct public health problems.

Policies

U-7.1: In unincorporated areas inside the urban growth areas around cities, the cities should be the primary water provider. As exceptions, and if feasible, the County could provide water in this area on an interim basis if the cities are unable to provide the service or to protect public health.

U-7.2: In order to resolve documented health hazards, safety, or pollution problems in areas of existing rural development, the County may serve as the water utility owner, or develop a proactive assistance program focused on keeping small distribution systems in private ownership.

Goal U-8: Manage the solid waste system in a manner that cost-effectively preserves the environment and protects the public health.

Policies

- U-8.1: Practice integrated and efficient management of solid waste in accordance with the Washington State waste management priorities, with adequate resources to manage solid wastes safely, efficiently, and equitably, while recognizing local conditions.
- U-8.2: The County should provide for solid waste disposal services at a publicly or privately owned and operated, legally permitted disposal facility, either located within Grant County or at a location remote from the County, in the most cost-effective manner possible. Environmental and economic impacts should be considered and balanced when determining disposal practices.
- U-8.3: Provide a recycling program with goals of reducing or recycling the County's waste stream as defined in the 1994 Grant County Solid Waste Management Plan Update, and subsequent amendments. Reducing per capita waste consumption should be supported through educational and legislative efforts that are directed towards changing consumer and industrial practices.



CHAPTER 11

ESSENTIAL PUBLIC FACILITIES ELEMENT

INTRODUCTION

Essential public facilities are capital facilities “typically difficult to site, such as airports, state education facilities, state or regional transportation facilities, state and local correctional facilities, solid waste facilities, an in-patient facilities including substance abuse facilities, mental health facilities, and group homes” (RCW 36.70A.200). The County and cities may also identify additional public facilities that are essential to providing services without which development cannot occur.

This chapter outlines a process for determining where essential public facilities could be located and what development standards are appropriate. This process is intended to avoid duplication in approval processes, consider the long-term as well as short-term costs of alternative siting criteria, provide for effective public review, major facility location, and emphasize reasonable compatibility with neighboring land uses.

RELATIONSHIP TO OTHER PLANS

Growth Management Act Requirements

The Growth Management Act (GMA) requires the comprehensive plan for each county and city planning under the Act to address both lands for public purposes and siting essential public facilities. The GMA states that the county:

- Shall identify lands useful for public purposes;
- Will work with the state and cities within its borders to identify areas of shared need for public facilities;
- Shall prepare with other jurisdictions a prioritized list of lands necessary for the identified public uses;

- Shall include a process for identifying and siting essential public facilities; and
- May not preclude siting essential public facilities in their jurisdiction.

Confusion often arises as to the distinction between lands for public purposes and essential public facilities. Essential public facilities can be thought of as a subset of public purpose lands. Table 8-1 illustrates the distinctions.

GMA Goals

Development of this chapter was guided in particular by the following GMA Planning Goal:

“Ensure that those public facilities and services necessary to support development shall be adequate to serve the development at the time the development is available for occupancy and use without decreasing current service levels below locally established minimum standards.”

County-wide Planning Policies

In addition to meeting requirements of the GMA, siting of essential public facilities should be consistent with Grant County's adopted County-wide Planning Policies. The policies address siting essential facilities as follows:

Policy 3 – Policies For Siting Public Facilities Of A County-Wide Or State-Wide Nature.

- I. Identifying and Siting Essential Public Facilities:
 - A. The Comprehensive Plan of each city, town and county that is planning under the Growth Management Act shall include a process for identifying and siting essential public facilities.(RCW 36.70A.200(1))

CHAPTER 11...

- B. Essential public facilities including those facilities that are typically difficult to site, such as airports, state education facilities, and state or regional transportation facilities, state and local correctional facilities, solid waste handling facilities, and in-patient facilities including substance abuse facilities, mental health facilities, and group homes. (RCW 36.70A.200(1))
 - C. No city, town or county comprehensive plan or development regulation may preclude the siting of essential public utilities. (RCW 36.70A.200(2))
- II. Development of Essential Public Facilities: When essential public facilities are proposed the potentially effected city(s) and/or town(s) and the county shall:
- A. Establish an Advisory Project Analysis and Site Evaluation Committee composed of citizen members and government representatives selected to represent a board range of interest groups. The Committee shall develop specific siting criteria for the proposed project and to identify, analyze, and rank potential project sites. In addition the Committee shall establish a reasonable time frame for completion of the task.
 - B. Insure public involvement through the use of timely press releases, newspaper notices, public information meetings, and public hearings.
 - C. Notify adjacent cities and towns and other governmental entities of the proposed project and solicit review and comment on the recommendations made by the Advisory Project Analysis and Site Evaluation Committee.
- III. Siting Considerations: In siting of essential public facilities the Advisory Project Analysis and Site Evaluation Committee shall consider at least the following:
- A. Essential public facilities shall be developed in a timely, orderly, and efficient arrangement and be so located so as to not adversely affect the safety, health or welfare of the citizens residing around or near the facility.
 - B. Essential public facilities sited near public water and sewer services shall be required to utilize such services.
 - C. Essential public facilities sited where public water and sewer services are not immediately available shall be required to be constructed so as to be able to be serviced by public water and sewer services when they are available and, further, the essential public services shall be required to connect to such water and sewer services when they are available.
 - D. Land adjacent to existing and proposed essential public facilities which may be developed in the future shall be compatible with such uses.
 - E. Proposed essential public facilities shall be compatible with existing land uses.
 - F. Adequate fire protection water supplies shall be required in all developing areas where essential public facilities may be sited.
 - G. Undesignated landfills, dredging, waste discharges, and other activities with potential deleterious environmental impacts shall be controlled with appropriate rules and regulations adopted and enforced by the jurisdiction with authority.
 - H. Essential public facilities shall not locate in resource lands or critical areas if incompatible.
 - I. Essential public facilities shall not be located outside of UGA's unless they are self-contained and do not require the extension of urban governmental services.

*Table 11-1
Distinguishing Public Purpose Lands From Essential Public Facilities*

<i>Public Purpose Lands</i>	<i>Essential Public Facilities</i>
<p>FOCUS: Lands needed to accommodate public facilities.</p> <p>Lands needed to provide the public with government services, including services substantially funded by government, contracted for by government, or provided by private entities subject to public service obligations.</p> <p>Examples include:</p> <ul style="list-style-type: none"> • Utility Corridors • Transportation Corridors • Sewage Treatment Facilities • Stormwater Management Facilities • Recreation • Schools • Other Public Uses 	<p>FOCUS: Facilities needed to provide public services and functions that are typically difficult to site.</p> <p>Those public facilities that are usually unwanted by neighborhoods, have unusual site requirements, or other features that complicate the siting process.</p> <p>Examples include:</p> <ul style="list-style-type: none"> • Large Scale Transportation Facilities • State Educational Facilities • State and Local Correctional Facilities • Solid Waste Handling Facilities • Airports • Inpatient Facilities, such as, Substance Abuse Facilities, Mental Health Facilities, and Group Homes

DESIGNATION OF ESSENTIAL PUBLIC FACILITIES

Definition

Essential public facilities are public facilities and privately owned or operated facilities serving a public purpose and that are typically or historically difficult facilities to site. They include, but are not limited to:

1. Airports; state education facilities; state or regional transportation facilities, including designated highways of statewide significance; prisons, jails and other correctional facilities; solid waste handling facilities; and inpatient facilities such as group homes, mental health facilities and substance abuse facilities; sewage treatment facilities; and communication towers and antennas;
2. Facilities identified by the state Office of Financial Management as essential public

facilities, consistent with RCW 36.70A.200; and

3. Facilities identified as essential public facilities in the county's development regulations.

Locational Considerations

The following considerations have been made in developing policy and siting requirements for essential public facilities:

- Equitable distribution of public facilities should occur so that no one jurisdiction assumes cross-jurisdictional burdens for facilities that no other jurisdiction wants.
- Siting issues among cities, the County, the State, and between County, state and federal agencies, need to be coordinated to eliminate untimely review delays.
- Siting of some essential facilities is limited by the nature of the facilities' operational

CHAPTER 11...

requirements and the siting requirements of state and federal agencies that need to be taken into account prior to and during the public review process. Specific siting needs for each type of facility and a need to identify design requirements and standard mitigation techniques should be stated as part of any siting decision.

- Future expansion of a facility is often determined by the initial siting and design decisions, which need to be acknowledged in the public review process.

Designated Facilities

The following facilities are designated as essential public facilities in consistence with the GMA, CWPPs and other goals and policies included in this Comprehensive Plan:

1. Grant County International Airport: Type I
2. Ephrata Landfill: Type II
3. Big Bend Community College: Type I
4. Grand Coulee Hydroelectric Project: Type I
5. Columbia Basin Irrigation Project: Type I
6. Priest Rapids Development: Type I
7. Wanapum Development: Type I
8. Quincy Chute Project: Type I
9. Potholes East Canal Headworks: Type I
10. Sunrise Group Home, Ephrata: Type III

SITING ESSENTIAL PUBLIC FACILITIES

Essential public facilities may be allowed as permitted or conditional (special) uses in the zoning ordinance. Essential public facilities identified as conditional (special) uses in the applicable zoning district shall be subject, at a minimum, to the following requirements:

Classification of Facilities

Classify essential public facilities as follows:

1. *Type One:* These are major, multi-county facilities serving or potentially affecting more than one county. These facilities include, but are not limited to, regional transportation facilities, such as regional airports; state correction facilities; regional hydroelectric and irrigation facilities; and state educational facilities.
2. *Type Two:* These are local or inter-local facilities serving or potentially affecting residents or property in more than one jurisdiction. They could include, but are not limited to, county jails, county landfills, community colleges, sewage treatment facilities, communication towers, and inpatient facilities (e.g., substance abuse facilities, mental health facilities, and group homes). Such facilities that would not have impacts beyond the jurisdiction in which they are proposed to be located would be classified as Type Three facilities.
3. *Type Three:* These are facilities serving or potentially affecting only the jurisdiction in which they are proposed to be located.

In order to enable the county to determine the project's classification, the applicant shall identify the approximate area within which the proposed project could potentially have adverse impacts, such as increased traffic, public safety risks, noise, glare, emissions, or other environmental impacts.

Notification of Public

Provide early notification and involvement of affected citizens and jurisdictions as follows:

1. *Type One and Two Facilities:* At least ninety days before submitting an application for a Type One or Type Two essential public facility, the prospective applicant shall notify the public and jurisdictions of the general type and nature of the proposal, identify sites

under consideration for accommodating the proposed facility, and identify opportunities to comment on the proposal. Applications for specific projects shall not be considered complete in the absence of proof of a published notice regarding the proposed project in a newspaper of general circulation in the affected area. This notice shall include the information described above and shall be published at least ninety days prior to the submission of the application.

The Grant County Department of Community Development may provide the project sponsor and affected jurisdiction(s) with their comments or recommendations regarding alternative project locations during this ninety day period (the purpose of this provision is to enable potentially affected jurisdictions and the public to collectively review and comment on alternative sites for major facilities before the project sponsor has made their siting decision).

2. *Type Three Facilities:* Type Three essential public facilities are subject to the county's standard notification requirements.

Impact on Critical Areas or Resource Lands

Essential public facilities shall not have any probable significant adverse impact on critical areas or resource lands, except for "linear" facilities, such as highways, unless those impacts can be mitigated according the current ordinance requirements.

Alternative Site Analysis

Applicants for Type One essential public facilities shall provide an analysis of the alternative sites considered for the proposed facility. This analysis shall include the following:

1. An evaluation of the sites' capability to meet basic siting criteria for the proposed facility, such as size, physical characteristics, access, and availability of necessary utilities and support services;

2. An explanation of the need for the proposed facility in the proposed location;
3. The sites' relationship to the service area and the distribution of other similar public facilities within the service area or jurisdiction, whichever is larger;
4. A general description of the relative environmental, traffic, and social impacts associated with locating the proposed facility at the alternative sites which meet the applicant's basic siting criteria. The applicant shall also identify proposed mitigation measures to alleviate or minimize significant potential impacts; and
5. The applicant shall also briefly describe the process used to identify and evaluate the alternative sites.

Compliance with Plans, Ordinances and Regulations

The proposed project shall comply with all applicable provisions of the comprehensive plan, zoning ordinance, and other county regulations.

GOALS AND POLICIES

Goals and policies follow the shared vision for the future of Grant County for sustaining and improving our quality of life. Goals and policies are also consistent with the Planning Goals of the Growth Management Act. Goals are broad statements of a community's aspirations. Policies express a commitment to a course of action. Policies provide overall direction for implementation of a strategy. Policies provide clear guidance for decision-making subject to this Plan, and form the basis for development regulations. Goals and policies do not apply to incorporated cities, but rather, only to unincorporated areas of the County, including the unincorporated portions of UGAs.

Following are the goals and policies of the Comprehensive Plan related to Essential Public Facilities.

CHAPTER 11...

Goal EPF-1: Establish a process and siting criteria for Essential Public Facilities that complies with this Comprehensive Plan.

Policies

EPF-1.1: The County should implement requirements for siting essential public facilities through its development regulations. The ordinance should provide guidance for designating and siting essential public facilities throughout the county.

EPF-1.2: The County should not prohibit or exclude the siting of essential public facilities, provided that any essential public facility shall be required to:

- Meet existing federal, state, and County land use regulations, development standards, and mitigation measures;
- Conform to this Plan; and
- Address all SEPA provisions and environmental issues, including concurrency of supporting facilities.

EPF-1.3: All activity associated with the review, location, land use, and intensity of a proposed facility, including siting, acceptance, modification or rejection shall be done in a public forum and with public participation.

Goal EPF-2: Identify and provide adequate, well located public lands and facilities in advance of development, appropriately-sited lands needed for public purposes, including essential public facilities.

Policies

EPF-2.1: The County should obtain or secure (e.g., by obtaining a right of first

refusal for desired property) sites needed for county public facilities as early as possible in the development of an area, to ensure that the facilities are well-located to serve the area and to minimize acquisition costs.

EPF-2.2: The County should support regional coordinating efforts in identifying shared needs for lands for public purposes to maximize the efficient use of public capital resources.

§

CHAPTER 12

INTERGOVERNMENTAL COORDINATION

INTRODUCTION

Coordination and cooperation among various jurisdictions, service providers, cities and towns, and other agencies were required during the development of this Plan, and will be essential for its successful implementation and subsequent amendment. In addition to Grant County, these agencies include each of the 15 cities and towns, various service providers, and various state and federal agencies.

GROWTH MANAGEMENT ACT REQUIREMENTS

The Growth Management Act (GMA) states:

“The legislature finds that uncoordinated and unplanned growth together with a lack of common goals expressing the public’s interest in the conservation and the wise use of our lands, pose a threat to the environment, and the health, safety, and high quality of life enjoyed by residents of this state. It is in the public interest that citizens, communities, local governments, and the private sector cooperate and coordinate with one another in comprehensive land use planning...”

This chapter intends to further that goal through the definition of intergovernmental coordination policies.

USE OF INTERLOCAL AGREEMENTS

Grant County and each of its cities and towns considered the use of interlocal agreements to promote coordination and consistency. Following are examples of how interlocal agreements might be used.

Development Regulations/Construction Standards

Application of common and consistent development and construction standards for a given urban growth area is essential. The County-wide planning policies state that all development within a UGA shall conform to city construction standards, performance standards, land use, and circulation patterns. Such construction standards could include streets, sidewalks, water and sewer utilities, storm drains, street lighting, and other infrastructure components.

Interlocal agreements can specify a process for affected governments to review and comment on zone changes and development applications processed by another jurisdiction within urban growth areas.

Annexations

Annexations can have economic impacts on both the County and the cities. For example, the County may have recently invested in road improvements, only to lose the tax base that supports those improvements. Cities sometimes annex areas that were developed to lesser standards than that typically required by a city, and lack basic infrastructure. Often special districts, such as fire or hospital districts, can be impacted by annexations. It is vital that all affected jurisdictions coordinate annexation arrangements so that required service can be maintained and that the financial burdens that result from the transition of land and services from County to city jurisdiction are manageable. One way of dealing with these impacts is to negotiate interlocal agreements between jurisdictions. Such agreements would address:

- Arrangements for transition of service provision to the annexed area;

CHAPTER 12...

- Equitable allocation of tax and other revenues;
- Equitable sharing of cost of service; and
- Other relevant issues.

Often times these agreements are termed “rampdown” agreements because they include provisions for transitioning or prorating of services, revenues, and costs so as to ease the fiscal impacts.

NEIGHBORING JURISDICTIONS

Cities and Counties

Governments adjacent to or within Grant County include:

Counties: Douglas, Okanogan, Lincoln, Adams, Franklin, Benton, Yakima, and Kittitas.

Cities and Towns: Coulee City, Coulee Dam, Electric City, Ephrata, George, Grand Coulee, Hartline, Krupp, Mattawa, Moses Lake, Quincy, Royal City, Soap Lake, Warden, and Wilson Creek.

Special Districts

Special districts in Grant County include water, sewer, irrigation, school, fire protection, public utility, hospital, and port districts. Each are governed by the state laws pertinent to the district. Each of these districts and their relationship to the County under the GMA is described in Chapter 9 – Capital Facilities Element or Chapter 10 – Utilities Element.

State Government

The GMA states that “the drafting of plans and development regulations under the Act should involve a consideration of numerous state and regional regulatory and planning provisions affecting land use, resource management, environmental protection, utilities, or public facilities.” The following state agencies have

been involved in the growth management planning process. Each department has its specific role in the review of this Plan. Coordination with each of these agencies will be necessary to implement this Plan successfully. Affected state agencies include the Departments of:

- Ecology;
- Health;
- Corrections;
- Transportation;
- Natural Resources;
- Fish and Wildlife;
- Parks and Recreation Commission;
- Social and Human Services;
- Superintendent of Public Instruction; and
- Community, Trade & Economic Development.

RCW 36.70A.103 states that “State agencies must comply with the local comprehensive plans and development regulations and amendments that are adopted under the Act.”

Federal Government

The GMA states that “the drafting of plans and development regulations under the Act should involve a consideration of the effects of federal authority over land or resource use within the planning areas including:

- a) Treaties with Native Americans;
- b) Jurisdiction on land owned or held in trust by the federal government;
- c) Federal statutes or regulations imposing national standards; and
- d) Federal permit programs and plans.”

The following federal agencies have been involved in the growth management planning process:

- U.S. Department of Energy;
- U.S. Bureau of Reclamation; and
- U.S. Bureau of Land Management.

Coordinating Agencies

A number of agencies are already involved in promoting interjurisdictional coordination on a variety of issues. These coordinating agencies include, but are not limited to:

- Regional Transportation Planning Organization (RTPO);
- Grant County Transit Authority; and
- Columbia Basin Groundwater Management Association (GWMA).

ROLES AND RESPONSIBILITIES

Grant County and its cities and towns are each involved in planning activities related to their statutory authority and responsibility.

Grant County is the regional government within the county boundaries providing various services within unincorporated and incorporated areas. Grant County will, among other things:

- Be responsible for the development, adoption and implementation of comprehensive plans and development regulations and the processing of land use permits within the unincorporated portions of the County;
- Enter into interlocal agreements with each city and town to address joint issues within UGAs and other matters agreed to be of mutual interest;
- Define and implement procedures that assure opportunities for public participation throughout planning efforts; and
- Coordinate with other agencies as appropriate in multi-jurisdictional planning activities.

Cities within Grant County provide a variety of services primarily to residents within their respective municipal boundaries. Cities will:

- Provide urban governmental services as identified in the GMA and adopted interlocal agreements;
- Be responsible for the development, adoption and implementation of comprehensive plans and development regulations and the processing of land use permits within the incorporated city and within unincorporated portions of UGAs, as may be agreed upon through interlocal agreements with the County;
- Enter into interlocal agreements with Grant County to address joint issues within UGAs and other matters agreed to be of mutual interest;
- Define and implement procedures that assure opportunities for public participation throughout planning efforts; and
- Coordinate with other agencies as appropriate in multi-jurisdictional planning activities.

COORDINATING GMA PRODUCTS

County-Wide Planning Policies

Growth management planning is a cooperative process that must occur between the County and cities. To assure the development of common goals to achieve coordinated, planned growth, the GMA required cities and counties to begin the planning process with a set of shared understandings: the County-wide Planning Policies.

In 1993, the Grant County Planned Growth Committee, which included a representative from Grant County and each of its cities and towns, developed a series of county-wide planning policies intending to incorporate the requirements of the GMA. The county-wide planning policies support, promote, and enforce the GMA's mandated planning goals. These county-wide planning policies were adopted by

CHAPTER 12...

the Grant County Board of Commissioners on May 6, 1993, and revised March 27, 2002. The adopted policies are included as Appendix E of Part IV – Technical Appendices and discussed further in Chapter 2 – Plan Development.

Urban Growth Areas

The County-wide planning policies included methods for establishing and designating urban growth areas in Grant County. Each city recommended an interim urban growth area (IUGA) to Grant County. After public hearings, Grant County adopted the IUGAs.

The planning effort undertaken to develop this Plan included an analysis of those IUGAs and any changes proposed by each city or the County. The analysis is included as Appendix B in Part IV – Technical Appendices. In performing this analysis, Grant County reviewed the comprehensive plans for each city and town.

To the extent possible, final UGAs will be adopted by Grant County through the adoption of this Plan. In those cases where agreement on UGA designations between the County and a city, a final UGA will be adopted during the first plan amendment.

Additional work will be required by cities and towns to reconcile the detailed comprehensive plans of each city to reflect changes in UGAs and the policies adopted in this Plan.

Essential Public Facilities

The importance of intergovernmental coordination is clear in the siting of essential public facilities. The County-wide planning policies recognized this importance and addressed related issues. Included in Chapter 11 – Essential Public Facilities Element are more detailed provisions and policies for designating such facilities.

GOVERNMENTAL COORDINATION

A significant degree of cooperation and coordination between the County, cities and towns, state and federal agencies, and special districts is required to manage land use in the urban and rural areas of Grant County. Policies covering interagency cooperation, land use planning and development review, urban service provisions and boundary amendments are needed to set the county-wide framework for interjurisdictional agreements.

Grant County and its cities, special districts, state and federal agencies should consider establishing interagency planning teams to develop ongoing coordination programs within the urban and rural areas. These teams could develop specific procedures for affected agencies, jurisdictions and special districts to:

- Participate, review and comment on the proposed plans and implementation measures of the others to assure consistency with this Comprehensive Plan;
- Periodically review, at a minimum every five years, the capital improvement plans, to enhance, improve and focus concurrency and consistency with this Plan; and
- Improve joint efforts or the combining of operations to achieve greater efficiency and effectiveness in service provision.

ANNEXATION AND INCORPORATION

The GMA intends that urban development occur within cities or the unincorporated portions of designated UGAs. The transition of these unincorporated areas within UGAs to cities is a process that requires cooperation of the county, cities and towns, and special districts. Only those areas within a UGA may be annexed under the GMA.

...INTERGOVERNMENTAL COORDINATION

Boundary Review Board

In 1967, the State of Washington recognized and addressed the issue of coordinating jurisdictional changes in unincorporated areas by creating Boundary Review Boards (BRBs). BRBs were formed to "...provide a method of guiding and controlling the creation and growth of municipalities in metropolitan areas so that...residents and businesses in those areas may rely on logical growth of local government affecting them." Grant County currently has an established local BRB.

In reaching a decision on an annexation request, the BRB must consider the following factors:

- Population and territory;
- Population density;
- Land uses
- Comprehensive planning and zoning;
- Assessed value;
- Topography, natural boundaries and drainage basins;
- Proximity to populated areas and likelihood of significant growth; and
- Other factors which may be unique to that proposal such as location and desirable future location of community facilities.

BRBs must also consider the effect of the proposed annexation on adjacent areas, mutual economic and social interests and the local government structures. However, BRB decisions must be based on legislatively defined objectives that must be weighed and balanced. For annexations, BRB decisions must find that one or more of the following objectives has been achieved:

- Preservation of natural neighborhoods and communities;

- Use of physical boundaries such as bodies of water, topography, or major roads;
- Prevention of abnormally irregular boundaries;
- Adjustment of impractical boundaries;
- Annexation to cities or towns of unincorporated areas which are urban in character;
- Protection of agricultural and rural lands which are designated for long-term productive agricultural and resource use by the comprehensive plan;
- Provision of adequate services at an urban level of service; and
- Creation and preservation of a logical service area.

Decisions of the BRB must be consistent with the GMA, specifically with the provisions of concurrency, comprehensive plans and urban growth areas for annexation.

Under the provisions of the GMA, counties may disband BRBs when they and other affected jurisdictions have adopted ordinances or resolutions necessary to implement the adopted comprehensive plans. However, a review board of some type is needed, and required, under city annexation standards in RCW 35.13.171, to address issues that may arise when a city proposes annexation of land under the jurisdiction of the County.

Upon completion of the UGA plans and subsequent development regulations, and adoption of this Plan, the County and its cities and towns will need to examine the role of the Grant County BRB in future annexations.

Annexation Process

Under Washington state law, annexation is accomplished by two methods: (1) by petition, or (2) by election.

CHAPTER 12...

The petition method (RCW 35.13.130) provides, generally, that a petition be signed by the owners of land having not less than 75% of total assessed value of the area petitioned for annexation, according to the assessed valuation for general taxation of the property for which annexation is petitioned.

The election method (RCW 35.13.020) provides, generally, that a petition for election be signed by a minimum of 20% of the voters who voted in the last general election, certified by the Prosecuting Attorney of the county. A date is then established for an election. A simple majority of the voters determines the outcome of an annexation election.

The annexation of contiguous, unincorporated territory may also be initiated by resolution of the legislative body of the city desiring to annex. The election process is similar to annexation by the petition method.



CHAPTER 13

NATURAL SETTING ELEMENT

INTRODUCTION

Growth management, natural resource land conservation, and critical areas protection share problems related to governmental costs and efficiency. Sprawl and the unwise development of areas susceptible to natural hazards may lead to inefficient use of limited public resources, jeopardize environmental resource functions and values, subject persons and property to unsafe conditions, and affect the perceived quality of life. It is more costly to remedy the loss of critical areas than to conserve and protect them from loss or degradation. The inherent economic, social, and cultural values of critical areas should be considered in the development of strategies designed to conserve and protect lands.

In recognition of these common concerns, classification and designation of critical areas is intended to preclude land uses and development that are incompatible with critical areas. There are qualitative differences between critical areas: some are critical because of the hazard they represent to public health and safety; others because of the values they represent to the public welfare. In some cases, the risk posed to the public by use or development of a critical area can be mitigated or reduced through design; in other cases that risk cannot be effectively reduced except by avoidance of the critical area. Therefore, classification and designation of critical areas is intended to recognize the differences among these areas, and to develop appropriate regulatory and non-regulatory actions to respond to the differences.

Implementing development regulations that preclude uses and development that are incompatible with critical areas does not mean a prohibition of all uses or development. Rather, it means governing changes in land uses, new activities, or development that could adversely affect critical areas. Thus for each critical area,

classification schemes should be defined and development regulations prepared that govern changes in land uses and new activities by prohibiting clearly inappropriate actions and restricting, allowing, or conditioning other activities as appropriate.

Critical area designations “overlay” other land use designations. That is, if two or more land use designations apply to a given parcel or portion of a parcel, both or all designations shall be made.

PURPOSE OF ELEMENT

The Natural Setting Element emphasizes the conservation and protection of our natural environment while preserving people’s lifestyles and property. Grant County and the communities within it can and will continue to grow, but this growth must occur in a way that balances nature’s needs with our own. By embracing a philosophy of sustainable land use management, the County can help prevent many environmental problems and avoid the unforeseen costs associated with correcting them.

The Natural Setting Element serves two purposes. The first is to clarify the relationship between the natural environment and our built environment. The second is to carry forward the intent of the Grant County Resource Lands and Critical Areas Development Ordinance No. 93-49-CC. The ordinance provides guidelines for the designation and classification of natural resource and critical area lands and establishes regulations for their protection. This element further discusses classification and identification of such areas. By providing substantive policies and criteria that can be considered during the review of a development proposal, this element assures there is a tool not only to meet the requirements of the GMA, but also to maintain these valuable resources that help define the

CHAPTER 13...

quality of life in Grant County. It is not the intent, however, to require existing uses to be subjected to these policies unless a change in land use is proposed in the form of a development application.

Environmental degradation or depletion of our natural resources negates some of the many reasons people wish to live here. Sensitive areas such as wetlands, open spaces, and fish and wildlife habitat contain much of the natural wealth valued by County residents. Other sensitive areas, such as land located outside fire districts or those prone to flooding are important because of the risk to lives and property posed by developing in them.

REQUIREMENTS OF OTHER PLANS

GMA Goals

The Washington State Growth Management Act (GMA) does not require a Natural Setting Element, but it does require that it address the following related goals:

- (8) **Natural Resource Industries** – Maintain and enhance natural resource-based industries, including productive timber, agricultural, and fisheries industries. Encourage the conservation of productive forest lands and productive agricultural lands and discourage incompatible uses.
- (9) **Open Space and Recreation** – Encourage the retention of open space and development of recreational opportunities, conserve fish and wildlife habitat, increase access to natural resource lands, and discourage incompatible uses.
- (10) **Environment** – Protect the environment and enhance the state’s high quality of life, including air and water quality, and the availability of water.

- (13) **Historic Preservation** – Identify and encourage the preservation of lands, sites, and structures that have historical or archeological significance.

Critical Areas

The GMA also requires that local jurisdictions designate five critical areas and adopt development regulations that protect them. These critical areas are:

- Wetlands;
- Aquifer recharge areas;
- Fish and wildlife habitat;
- Frequently flooded areas; and
- Geologically hazardous areas.

WAC Chapter 365-190 identifies “Minimum Guidelines to Classify Agriculture, Forest, Mineral Lands and Critical Areas” (hereafter referred to as *Minimum Guidelines*). Grant County is required to consider the definitions found in the Minimum Guidelines when designating environmentally sensitive areas. Definitions of each critical area according to the Minimum Guidelines, including discussion of their functions and importance, are included in this Chapter.

Grant County Resource Lands and Critical Areas Development Ordinance

Grant County adopted Grant County Resource Lands and Critical Areas Development Ordinance No. 93-49-CC on May 25, 1993, in compliance with the GMA.

The Ordinance furthered the County’s objectives to promote the public health, safety and general welfare by adopting provisions designed to:

1. Protect human life and health;
2. Further the public’s interest in the conservation and wise use of our lands;
3. Assure the long term conservation of resource lands;

4. Preclude land uses and developments which are incompatible with critical areas;
5. Classify and designate critical areas and resource lands; and
6. To develop appropriate regulatory and non-regulatory actions in response.

The Ordinance applies to all real property within the corporate limits of Grant County. Activities on lands under federal, state, or tribal ownership may be exempt from the requirements of the Ordinance.

MAJOR ISSUES

Critical Area Protection

The administration and enforcement of critical area protection regulations will be a recurrent issue in Grant County for some time to come. Often just talking about the protection of things like habitat and water quality protection will anger people who already believe that government regulation is too restrictive. Now that state law and local ordinance require critical area protection, education efforts on the importance of critical area protection may be the best way to address public resentment.

Water Supply

As with much of the West, water in Grant County serves competing, and often conflicting, uses. Securing certainty in our water supply will be a major issue over the 20-year planning period. Reliable access to water is necessary for direct human uses like household, agricultural, commercial, and industrial operations, and for indirect human needs such as recreation. Today, irrigated agriculture is the biggest user of water. But recently the needs of other surface water uses, particularly those dealing with the protection and restoration of anadromous fish runs, have been fiercely pursued at all levels of government.

Anadromous fish are those species, like salmon and steelhead, which are born in fresh water and

eventually migrate out to sea where they spend a large part of their life. Ultimately, they attempt to return to the fresh water stream in which they were hatched in order to reproduce.

The Bureau of Reclamation Columbia Basin Project (the "Project") currently serves more than 550,000 acres of desert that have been transformed into some of the most productive agricultural land in the country. The Columbia Basin Project has fueled extensive growth in Grant County's agriculture industry, which has led to growth in complementary industries such as food processing, agricultural services, warehousing and trucking. In terms of farm-gate production value, Grant County is the second largest (behind Yakima) in the state. The overall plan for the Project calls for a total of about 1,095,000 acres of irrigated land. Due primarily to competing interest for available water to support poor salmon runs, the promise of the second phase of the Project is in jeopardy.

In February 1991, the U.S. Fish and Wildlife Service, the Washington Department of Fish & Wildlife, the three irrigation districts that make up the Project, and the U.S. Bureau of Reclamation developed a Fish and Wildlife Plan to address the potential impacts of the proposed expansion of the Project.

In November, 1991, the National Marine Fisheries Service listed the Snake



River spring/summer chinook and the Snake River fall chinook as threatened. The formal listing triggered the initiation of a recovery plan and federal agency consultation on the effects of actions on the listed salmon. This listing required the Bureau of Reclamation and other cooperating agencies in the operation of the Columbia River Power System to ensure their actions are not likely to jeopardize the continued existence of the listed species.

CHAPTER 13...

In 1998, the Snake River steelhead, Snake River sockeye and Upper Columbia River steelhead were listed. Over the next few years, more than a dozen additional species are anticipated to be listed under the Endangered Species Act. In September 1998, a report was issued that supported removing four dams on the lower Snake River to restore spring chinook salmon runs. The accuracy and reliability of that report has not been authenticated, and is disputed by many Grant County residents and agencies alike.

The Northwest Power Planning Council (NWPPC) is required by law to protect, mitigate, and enhance fish and wildlife affected by dams in the Columbia River Basin while also assuring the region an adequate, efficient, economical, environmentally benign, and reliable power supply. In response to the proposal to remove dams, the NWPPC has not yet taken a position on dam-breaching as of October 1998. The NWPPC implemented the largest fish and wildlife protection plan in the nation in late 1998, and intends to work closely with state and federal fish and wildlife agencies and Native American tribes to develop a decision-making framework to assist in the difficult decisions that lie ahead (J. Etchart, Chairman, Northwest Power Planning Council, October 1, 1998).

With the listing of several species as endangered and the possibility of several other listings, the competition for water uses is likely to escalate. Along with the water needs of anadromous fish habitat, the demand for water to serve our growing urban areas will increase based on expected growth and agricultural needs. The proposal to remove dams on the Snake River, while not directly affecting water supply to the Columbia Basin Project, is certainly worrisome to many.

Based on 73 years of record (1913-1986), the average annual flow of the Columbia River at Grand Coulee Dam is 79.6 million acre-feet. The net diversion from the Columbia River at Grand Coulee Dam to serve the Columbia Basin Project is about 1,500,000 acre-feet. Thus the total diversion is less than 2.0 percent of average annual flow. Some of the diverted irrigation water that is in excess of the consumptive needs

of crop production eventually returns to the Columbia River between Rock Island and McNary Dams. Portions of the irrigation return flows are captured in the Potholes Reservoir system, where they are used to irrigate lands served by the Potholes system or reduce the need to supplement the Potholes Reservoir by feeding water directly from the Columbia River. Total return flows are approximately 550,000 acre-feet. (*Draft Environmental Impact Statement, Continued Development of the Columbia Basin Project*, Bureau of Reclamation, Pacific Northwest Region, September 1989.)

If we are to sustain growth, every resident and jurisdiction within Grant County must meet the ongoing challenge of protecting and managing our water resources, and resisting proposals for elimination of the public investment we have made in reclamation and flood control projects and in economic, environmentally benign electrical power production.

Water Quality

The water quality of our streams, lakes, and ground water influences the domestic, economic, recreational, natural and manmade environments of Grant County. We all need clean water for daily use in our homes. Residents and tourists alike use our lakes and streams extensively for recreational activities such as boating, fishing, and swimming. Many industries require clean water for manufacturing processes.

In many areas of Washington State, clean water has been taken for granted. As growth and development have increased, so have the problems associated with maintaining water quality. From industry to the individual, and commercial business to agriculture, each of us contributes in some way to reduced water quality. From this perspective, each of us must work towards its protection.

In Grant County, the impact to water quality is predominantly influenced by the Columbia Basin Project. Those impacts have been largely beneficial ones. Prior to implementation of the Project, many water bodies in the County were

seasonally fed, becoming stagnant pools during dry summer months. Development of the Project enhanced such water bodies, created significant amounts of fish and wildlife habitat, and enhanced water quality.

Air Quality

We all contribute to air quality problems. Our daily lives are filled with single person car trips, smoke from woodstoves, and the burning of brush and yard wastes. More traffic on unpaved roads increases dust for residents and agricultural operations. Commercial and industrial operations also contribute to air quality problems, but the primary source of air pollution in Grant County is motor vehicles. Although state and federal laws regulate some emissions, air pollution will increase as the population grows. Our challenge is to maintain or improve air quality as growth continues, particularly in urban areas.

EXISTING CONDITIONS

Climate

The Big Bend Area of the Columbia Plateau is a semi-arid region with four distinct seasons. This temperate climate has the potential for supporting a large variety of crops. Until the Columbia Basin Irrigation Project was conceived and constructed, very little could be grown in the parched land that receives only 8 inches to 11 inches of precipitation annually in the western and southern part, with only 1.0 inches to 1.5 inches of this precipitation coming in the months of June through August.

In general, the climate in Grant County is mild and dry. In winter, the maritime influence is strong because of the prevailing westerlies off the Pacific Ocean. The Rocky Mountains shield the area from most of the arctic air masses that move down from Canada into the Great Plains and eastern United States. During the summer, the temperate westerlies are blocked by thermals, so that summer days are typically hot and dry. Extreme temperatures commonly exceeding 100° F in summer and reaching below

0° F in winter are experienced. The difference between daily high and low temperatures varies from as little as 15° F in January to as much as 40° in July. According to U.S. National Oceanic and Atmospheric Administration records, the dry air results in a rapid temperature fall in the evening, particularly noticeable in the early fall and late spring. The frost-free season is 140 to 160 days in length from late April to late September.

Topography

The topography in Grant County is variable, ranging from low rolling hills in the north to smooth, south-sloping plains in the south. The plains and hills are dissected by channeled scablands and coulees. Ground surface elevation ranges from 380 feet Mean Sea Level (MSL) at the south end of the County along the Columbia River to about 2,880 feet MSL at Monument Hill.

The Grand Coulee, which contains Banks Lake, Park Lake, Blue Lake, Lake Lenore and Soap Lake, dissects the hills along the northwestern County line. The Columbia River flows along the southwestern and south boundaries of the County.

The Beezley Hills, which are west of Ephrata and north of Quincy, trend generally east-west along the transition between the rolling hills and plains. The Frenchman Hills separate the plains south of Quincy and Royal Slope. Crab Creek lies between Royal Slope and the Saddle Mountains to the south. Wahluke Slope is bounded by the Saddle Mountains and the Columbia River. Evergreen Ridge, Babcock Bench and Babcock Ridge trend generally north-south along the east side of the Columbia River.

Soils

The U.S. Soil Conservation Service has generally characterized the surficial soils in Grant County as very shallow to very deep and well-drained to excessively drained. These soils are formed in glacial outwash, loess, lake deposits, and alluvial and colluvial deposits from

CHAPTER 13...

ivers, streams, and surface water runoff. Soils on the outwash range from sandy loams to silty loams and generally are gravelly in profile. The glacial outwash and the alluvium along existing streams such as Crab Creek yield large quantities of water. Soils on lake beds are compacted, stratified silts. The loess and other windblown deposits range from sandy to silty. These soils erode easily.

Hydrology

Surface Water

Grant County is within the Columbia River Basin. The Washington State Department of Natural Resources (DNR) reports that this watershed area is classified as agricultural and is not subdivided into drainage basins.

Surface water systems in the County are dominated by the primary feature of the Columbia River, which is the primary source of water. Banks Lake, Billy Clapp Lake, and Potholes Reservoir all are regulated reservoirs containing waters primarily drawn from irrigation diversions from the Columbia River. Moses Lake also receives most of its water from the Columbia River in the form of irrigation return flows, canal water, and groundwater seepage. It also receives some water from Crab Creek, a small tributary with its headwaters west of Spokane, and Rocky Ford Creek, a spring-fed creek that originates south of Soap Lake. Flows in Rocky Ford Creek increased after irrigation began in the Columbia Basin (Bureau of Reclamation).

In addition to these primary surface water systems, the County contains many canals, ditches, and wasteways that carry irrigation water, as well as creeks and streams that have resulted from irrigation-related groundwater recharge and surface water runoff. There are also seep lakes, small ponds, and detention basins resulting from irrigation. Major canals, ditches, wasteways and other surface waters are shown in Figure 5RE-2.

Portions of Grant County are part of the Columbia Basin Project managed by the Bureau of Reclamation of the U.S. Department of

Interior. The Columbia Basin Project area is divided into five irrigation districts: Quincy Columbia Basin, Moses Lake, South Columbia Basin, Black Sands and East Columbia.

Water Quality: Water quality within the Columbia Basin Project has been influenced significantly by the introduction of irrigation waters to the area. Streams that had been intermittent prior to the Columbia Basin Project have become and are becoming flowing streams on a year-round basis. Irrigation return waters, subsurface and surface agricultural drainage comprise the flows of waterways within the project area and have created year-round reservoirs and lakes, such as the Potholes Reservoir and Banks Lake, which provide habitat for fish and wildlife. The flows created by the Columbia Basin Project also enhance the shallow regional aquifers, thereby supporting sustainable resource development.

The Columbia River is dammed at several locations to create flood storage and/or for power generation. These reservoirs are used to augment summer flows for irrigation, control flows for instream habitat, and reduce flooding during winter storms and spring snowmelt. However, the development of power production and their accompanying impoundments on the Columbia River have resulted in quality changes in the river waters.

Water quality standards for Washington State are established in WAC 173-201. The objectives of the WAC are the protection of beneficial uses of these waters, including drinking water supplies, irrigation, stock watering, fish and wildlife habitat, food processing, and recreation. All surface waters in the state are classified according to water quality monitoring results into the following categories:

- Class AA (extraordinary),
- Class A (excellent),
- Class B (good),
- Class C (fair), or
- Lake Class

Grant County water systems are classified as follows:

- Columbia River – Class A;
- Crab Creek – Class B;
- Banks Lake – Lake;
- Moses Lake – Lake;
- Billy Clapp – Lake; and
- Potholes Reservoir – Lake.

Crab Creek: Crab Creek is classified as B on the basis of elevated temperature and pH measurements. Class B streams should not be used as a source of domestic water supply nor for primary contact recreation, such as swimming or water skiing. Crab Creek is on the Washington Department of Ecology’s proposed list of water quality limited streams.

Moses Lake: Moses Lake is a large, shallow lake. Crab Creek drains about 85 percent of the Moses Lake drainage area. Moses Lake serves as a supply route for feed water passing from the East Low Canal south to Potholes Reservoir, which supplies irrigation water to the lower Columbia Basin Project lands. Water Quality in Moses Lake is of concern to local residents as well as downstream users of Potholes Reservoir waters. The lake has been classified as “hyper-eutrophic”, which indicates that it is receiving excessive nutrient loading. The primary water quality problem is overproduction of algae, particularly blue-green algae, which form unsightly, floating mats during the summer recreation season.

Nitrogen and phosphorous are reported to be the major nutrients causing overproduction of algae, the principal sources being irrigation return water via Crab Creek, and groundwater seeps, septic tank leachate, and recycling from bottom sediments (Bureau of Reclamation).

Dilution water from the East Low Canal has provided some relief from nuisance algae blooms by lowering water temperature and by flushing them out of the lake. Improvements in irrigation techniques and a detention pond constructed on Rocky Ford Creek have reduced nutrient loading in recent years.

Potholes Reservoir: Potholes Reservoir lies immediately downstream of Moses Lake in the Crab Creek basin. Potholes Reservoir was built as part of the Columbia Basin Project to capture irrigation return flows, migrating groundwater, and natural flows in the Crab Creek basin for distribution through Potholes Canal to the southern part of the Columbia Basin Project. Water flows into Potholes Reservoir from Moses Lake through the Crab Creek channel on the north side, from Lind Coulee wasteway on the east side, and from Winchester and Frenchman wasteways on the west side (see Figure 5RE-2). The upper portion of Potholes Reservoir inundates an extensive area covered by sand dunes, creating a complex shoreline and hundreds of islands. Comparison of water quality at the head of Potholes canal with that of inflows indicates considerable removal of nutrients, bacteria, and suspended solids by Potholes Reservoir (Bureau of Reclamation).

Soap Lake: Soap Lake is recognized worldwide for its unique mineral content and therapeutic value. Soap Lake represents an economic, cultural, recreational, geologic, and environmental benefit to the region. Of concern is potential dilution and pollution of the waters of the lake as well as recreational use that may be incompatible with its therapeutic use. This Plan recognizes the unique functions and values that Soap Lake provides, and intends for the goals and policies of this Natural Setting Element of pertaining to water resources and shoreline management to protect of this important aquatic resource.

Ground Water

Groundwater is water located within the subsurface of the earth that supplies, or is capable of supplying, water to wells and springs. Groundwater is typically located in porous material such as fractured rock or the weathering products of rock, such as sand. Groundwater is used for drinking water (treated and untreated), irrigation, livestock watering, and manufacturing processes. Ground water is the major source of drinking water in Grant County.

CHAPTER 13...

Since 1952, water resources of the County have been a complex mixture of naturally occurring State groundwater and artificially stored irrigation water introduced by the Bureau of Reclamation's Columbia Basin Project. The Project pumps water from Lake Roosevelt behind Grand Coulee Dam to Banks Lake and then distributes it through a series of canals to semi-arid land within Grant, Adams, and Franklin Counties. A detailed presentation of the hydrologic interaction between State and Columbia Basin Project surface and groundwater is included in *Quincy Groundwater Subarea Plan Coordinated Water System Plan* (Economic and Engineering Services, Inc., August 1982).

The comingled status of artificially stored Columbia Basin Project irrigation water with naturally occurring State groundwater has precipitated the development of several intergovernmental agreements and the establishment of regulations administering the groundwaters of much of the County. Management regulations were adopted in 1975 to control artificially stored groundwater. Management of groundwater, including withdrawals and permitting systems, is currently regulated by the Department of Ecology.

Historical records indicate that introducing surface irrigation water to the Columbia Basin's arid lands has significantly affected the groundwater environment beneath the Columbia Basin Project area. In irrigated areas, near surface water levels have increased, whereas water levels have declined in adjacent areas. Industrial development and population growth resulting from the irrigation development have produced wastewater flows of increased magnitudes. The increased production of feed has increased the livestock population significantly and the attendant wastewater problem.

Regional (Confined) Flow: Regional groundwater flow in the County is generally southwest toward the Snake and Columbia Rivers. The major aquifer systems underlying Grant County are the Overburden, Saddle Mountain, Wanapum and Grand Ronde

hydrologic units. The Overburden unit is in recent unconsolidated deposits. The Saddle Mountain, Wanapum, and Grand Ronde units are in the Columbia River Basalts. Ground water quality in these systems is good and considered suitable for most uses.

Local (Unconfined) Flow: Large areas of shallow, unconfined groundwater are common in Grant County. Prior to development of the Columbia Basin Project, the water table was deep, and unconsolidated sediments that overlaid the basalts were generally unsaturated except in localized areas near water bodies. Irrigation caused a dramatic water table rise, saturating the unconsolidated sediments in many areas west of the East Low Canal. Water level increases of over 200 feet were reported in parts of the Quincy Basin (Bureau of Reclamation).

There are four principal groundwater regions in Grant County:

- Quincy Basin;
- Pasco Basin;
- Crab Creek Basin; and
- East High/East Low Area.

The basins are indicated on Figure 5RE-2 in the Resource Lands Sub-element of this Comprehensive Plan.

Quincy Basin: The Quincy Basin subarea is characterized by thick sequences of unconsolidated sediments and relatively high water tables in the unconfined aquifer. Because infiltration rates are generally high, surface water runoff is minimized, which allows significant volumes of water to percolate to the groundwater system. Prior to the introduction of irrigation to the subarea, depth to groundwater was generally greater than 100 feet. After Project water was supplied to the area, water levels rose nearly 30 feet per year in some areas. Water levels continued to rise for about 10 years after the onset of irrigation. In the early 1960s, water levels stabilized when the water table intersected surface drainage channels (Bureau of Reclamation).

Pasco Basin: The Pasco Basin is similar to the Quincy Basin in terms of soil types, geology and groundwater characteristics. Because irrigation service to this basin was limited, the Pasco Basin did not undergo drastic water level changes, and rising tables are largely controlled by drainage to the Columbia River and its side canyons.

Crab Creek Basin: This basin includes the Royal Slope irrigation blocks and lower Crab Creek. Soil types are highly variable, with mainly fine-grained silts in the Royal Slope area.

East High/East Low Area: This area covers the eastern portion of the County. Topography is broad rolling hills dissected by east-west trending coulees eroded into the basalt. Hydrogeology is characterized by a deep water table and lack of extensive shallow, unconfined aquifers. Loess deposits blanket the basalt bedrock and generally are above the water table, except those adjacent to the East Low Canal and Crab Creek. These loess soils are typically a very low-yield aquifer, and are particularly suited for dryland farming because of their high moisture-holding capacity. Their low permeability makes them susceptible to erosion from surface water runoff.

Groundwater Quality: A 1986 USGS study on Columbia Basin water quality gives a good overview of groundwater quality within Grant County and the Columbia Basin Project. Groundwater from 188 wells was analyzed for pH, specific conductance, fecal coliform bacteria, dissolved solids, iron, manganese, and nitrates. Results are presented in *Draft Environmental Impact Statement, Continued Development of the Columbia Basin Project* (Bureau of Reclamation).

Elevated levels of dissolved oxygen, calcium, magnesium, sulfate, chloride, sodium bicarbonate and/or nitrogen have been measured in shallow areas of the Saddle Mountains and Wanapum units beneath irrigated areas. High nitrate concentrations have been observed in the Columbia Basin Project area, suggesting that water quality may be degraded by agricultural fertilizers and practices. Nitrate concentrations

varied greatly over the project area. Generally, deep aquifer wells exhibited nitrate concentrations less than 1.0 mg/l, while samples collected in the Quincy Basin, Crab Creek, and the Pasco Basin areas had nitrate concentrations above 5 mg/l. The higher nitrate levels in these areas suggest that infiltration rates are high enough to allow water from cultivated fields to reach groundwater before sufficient biological denitrification (transformation of nitrate to nitrogen gas) has occurred (Bureau of Reclamation).

Groundwater Supply: The comingled status of public groundwaters and artificially stored groundwater from the Columbia Basin Project impacts the availability of water resources required for the future growth of public water systems within the County. The complex legal, political, and regulatory relationships which control the availability and administration of groundwater precludes the likelihood of public water systems to individually address these regional resource issues in a successful manner. Ensuring availability of water for future growth will require evaluation of capacity of groundwater available and obtaining water rights for their use. Anticipated growth and water use projections were made for public water systems in the Quincy Basin in 1982 (Economic and Engineering Services, Inc.), based on an evaluation of historical water consumption, anticipated growth, and a review of existing water rights authorized by Ecology. The analysis generally indicated that water rights in many areas would be exceeded on an annual and instantaneous basis near 1990. The CWSP identified inadequacies in water rights for several of the cities in the Subarea, including Quincy, Ephrata, Warden, and Moses Lake. That prediction has been confirmed in recent years

Many water rights issues remain valid today. Grant County and its utilities recently initiated an update of the 1982 Coordinated Water System Plan for the Quincy Groundwater Subarea. The results of that study are expected late in 1999. Once complete, the results should be incorporated into the first update of this Comprehensive Plan.

CHAPTER 13...

Columbia Basin Ground Water Management Area: Adams, Franklin and Grant counties petitioned the Washington State Department of Ecology in 1997 to form the Columbia Basin Ground Water Management Area (GWMA). Ecology signed the order creating the Columbia Basin GWMA on February 4, 1998.

Funded by local, state and federal sources, the GWMA program will consist of water monitoring and characterization, public information and education, and implementation and research. A series of ground water advisory committees have been formed to oversee the work program and make program recommendations to an executive committee. The executive committee will review the recommendations of the various committees and present a final set of recommendations to the local conservation districts and the Boards of County Commissioners of each county, who report to Ecology.

Six agencies have also agreed to participate in the program and in the development and implementation of locally driven solutions to address ground water quality issues in areas of documented nitrate concern. Local agricultural industry representatives are also supportive of the GWMA program. A final report is expected in 2000. Once complete, the results should be incorporated into the next update of this Comprehensive Plan.

Water Resource Inventory Area: Grant County is currently working with other local jurisdictions and a consultant to prepare limiting factors analysis and other studies for three Water Resource Inventory Areas (WRIAs) covering portions of Grant County.

Air

One of mankind's most basic needs is the air we breathe. Polluted air contributes to a variety of health problems and consumes millions of dollars in medical costs each year. Polluted air also obscures visibility, creates unpleasant odors, and adversely affects animal and plant life. The attractiveness and livability of Grant County is directly related to the quality of our

air. Air quality in the County is generally good, because of the lack of industrial development and the low population density.

The Washington State Department of Ecology and the U.S. Environmental Protection Agency (EPA), who monitor air quality, have designated Grant County as an area currently in attainment for all standards. However, Grant County does not have permanent or mobile monitoring stations.

The one pollutant of concern in the County is Total Suspended Particulates. Particulate sources include industrial point sources, such as manufacturing plants, and area sources, such as dirt roads and plowed fields. Because of the general lack of industrial sources, area sources are of greater importance due to the prevalence of wind erosion. Wind erosion is greatest during the spring and fall, when high winds and dry soil conditions create dust storms of varying severity. The severity of dust storms is exacerbated by dryland agricultural practices, which expose the soil during spring cultivation and fall harvesting periods.

Another source of particulate matter is from the agricultural practice of burning field residue following harvest, particularly for commercial grasses. These open burning procedures produce large amounts of smoke that contains high levels of particulate matter and gases that are harmful to human health. The burning season is about a month in duration in late August and September. Although considerable smoke management technique is used to direct smoke from population centers, emissions are not reduced.

In response to Legislative action, Ecology adopted a rule in March 1996 to reduce grass seed field burning. The intent of the rule is to replace burning with mechanical residue management.

Vegetation

The majority of Grant County is native rangeland characterized by steppe vegetation comprised mainly of grasses, forbs, and shrubs. The *Artemisia/Agropyron* (sagebrush/wheat

grass) association forms the climax species for this zone. The vegetation can be divided into four layers: 1) a shrub layer dominated by sage brush, 2) a perennial grass layer with blue-bunch wheatgrass and needle and thread grass typically occurring in dense tufts, 3) a mixed herbaceous layer of prostrate plants such as cheat grass and 4) a surface crust of lichens and mosses.

The *Artemisia/Agropyron* association is the most extensive association of the steppe vegetation of the eastern Columbia Basin. Very similar communities are also found in British Columbia, Central Oregon, Southern Idaho, and Montana. Low precipitation levels serve to maintain this association and generally prevent growth of trees except along water courses and in low, wet depressions.

In addition, along the main stem of the Columbia River and its adjacent stream corridors are vegetative belts that contain various shrubs, trees and grasses. Water-loving trees like black cottonwood, aspen and alder are found along many stream banks. These well vegetated stream-side riparian zones provide substantial food and shelter for wildlife. Many aquatic organisms feed on leaf litter and woody debris that collect in these streams. Insects and other invertebrates falling from these plants provide an important source of food for many fish species. Birds and land animals depend on stream-side vegetated areas for food, thermal protection, visual cover and as a migratory corridor to other parts of their habitat. It is the sum of these parts, from microorganism to migrating fish that make habitat vibrant and healthy.

CRITICAL AREAS & RESOURCE LANDS

Protection Standards, Land Use & Notification

Under statutory authorization of RCW 36.70A.060, Grant County adopted Grant County Resource Lands and Critical Areas Development Ordinance No. 93-49-CC on May 25, 1993, in compliance with the GMA. The Ordinance addresses agricultural, mineral and forest resources; cultural resources; and critical areas of the County. The Ordinance may:

- identify specific protection standards, including buffers, setbacks, and mitigation, for critical areas;
- identify specific land use restrictions or requirements, including requirements for primary use, accessory use, and incidental use for critical areas; and/or
- require that notification be placed on property title and/or land division documents or for regulated activities for properties within an area identified as critical areas.

Identification and Classification

Critical areas shall be identified and classified in accordance with the requirements of Grant County Resource Lands and Critical Areas Development Ordinance using best available science.

Maps and References

The Grant County Current Planning Department maintains a series of data maps containing the best available graphic depiction of critical areas in Grant County for the purpose of administering its Resource Lands and Critical Areas Development Ordinance. These maps are for information and illustrative purposes only and are not regulatory in nature.

CHAPTER 13...

The maps are intended to alert the development community, appraisers, and current or prospective owners of a potential encounter with a use or development limiting factor based on the natural systems present. The indication of the presence of a critical area on the maps is sufficient cause for the County to request a site-specific analysis for the critical areas identified prior to acceptance of a development application as being complete and ready for processing.

The maps are to be used as a general guide to the location and extent of critical areas. Critical areas indicated on the maps are presumed to exist in the locations shown. The exact location and extent of critical areas shall be determined by the applicant as a result of field investigations performed by qualified professionals using the definitions found in the Resource Lands and Critical Areas Development Ordinance.

Resource Lands

Agricultural, Mineral and Forest Resources are defined and designated as specified in the Resource Lands Sub-element contained in Chapter 5 – Land Use Element.

Cultural Resources

Cultural resources are those items, both tangible and intangible, that provide us with ties to the past, a better understanding of the present, and our hope for what the future might hold. Native Americans, like the Columbia and Wanapum people, have traveled over the landscape that is now Grant County harvesting the roots and plants for food and medicine, taking shelter where the land suited them. Ensuring that a record of their presence is preserved is of concern not only to Native Americans, but to all residents. Preservation of our cultural resources, including archaeological sites and objects, traditional cultural lands, food gathering areas, and burial grounds, is important to Grant County's health and prosperity. The goals and policies of this Element serve to preserve and protect significant cultural resources of the County.

Wetlands

Wetlands are fragile ecosystems that serve a number of important beneficial functions.



wetlands assist in the reduction of erosion, siltation, flooding, ground and surface water pollution, and provide wildlife, plant, and fisheries habitat. Wetland destruction or impairment may result in increased public and private costs or property loss.

In Grant County, the wetland environment is predominantly a function of irrigation. The Columbia Basin Project currently irrigates about 660,000 acres. Reservoirs, canals, laterals, and wasteways constructed to serve these irrigated lands have contributed to rising water tables, seep lakes, ponds, and perennial wetlands in nearly all areas of the Project. The Project has provided beneficial wetlands to more than 110,000 acres of naturally drainage-impaired lands. Vegetative growth in such drainage-impaired lands has improved food, cover, and nesting habitats for many wildlife species. These wildlife populations have provided recreational opportunities in the project area for sportsmen.

In Grant County, “wetland” or “wetlands” means area that are inundated or saturated by naturally occurring 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 areas. Wetlands do not include those artificial wetlands intentionally created from non-wetland sites, including, but not limited to, irrigation and drainage ditches, grass-lined swales, canals, detention facilities, wastewater treatment facilities, farm ponds, and landscape amenities, or those wetlands created after July 1, 1990, that were unintentionally

created as a result of the construction of a road, street, or highway. Wetlands may include those artificial wetlands intentionally created from non-wetland areas created to mitigate conversion of wetlands. In accordance with the above and the requirements of the Resource Lands and Critical Areas Development Ordinance, the following activities are exempt:

- Operation, maintenance, and construction of Columbia Basin Project-related facilities by the U.S. Bureau of Reclamation as they pertain to the unintentional creation of wetland sites, namely those unintentional wetlands created after 1952 as a result of the Columbia Basin Irrigation Project;
- Ongoing and existing farming and ranching activities such as, but not limited to, (1) grazing, plowing, seeding, cultivating, harvesting for the production of food, (2) construction of facilities in support of farming operations, or (3) upland soil and water conservation practices;
- Maintenance of farm or stock ponds, irrigation ditches, drainage ditches, and farm roads in accordance with best management practices to assure that wetlands and/or their buffers are not adversely impacted;
- Maintenance, repair, operation or minor improvement of existing public streets, highways, or roads within the right-of-way; and
- Maintenance, repair, or operation of existing public utilities and noxious weed control.

In their natural state, wetlands are transitional areas between upland and aquatic environments where water is present long enough to form distinct soils and where specialized "water loving" plants can grow. Wetlands include natural marshy areas along shorelines, inland swamps, and seasonal water courses. Wetlands are typified by a natural water table that usually is at or near the surface, and there may be standing water all or part of the year. Soils that are present in wetlands are known as "hydric

soils". Certain plant species, including trees, shrubs, grasses, and grasslike plants have adapted to the low oxygen content of wetland soils. These plants are known as "hydrophytes".

Another distinguishing characteristic of wetlands, in addition to soil type and types of plants present, is the wetness of the soil, or "hydrology" (i.e., how often is the soil saturated or flooded with water and how long does it last?) Indicators of wetland hydrology may include drainage patterns, sediment deposition, watermarks, stream gauge data, flood predictions, historic data, visual observation of saturated soils, or flooded soils.

In their natural state, wetlands perform functions that are impossible or difficult and costly to replace. Wetlands provide erosion and sediment control; the extensive root systems of wetland vegetation stabilize streambanks, floodplains, and shorelines. Wetlands improve water quality by decreasing the velocity of water flow, resulting in the physical interception and filtering of waterborne sediments, excess nutrients, heavy metals, and other pollutants. Wetlands also provide food and shelter, essential breeding, spawning, nesting and wintering habitats for fish and wildlife, including migratory birds, anadromous fish, and other species.

The following references may provide an indication of wetland locations in Grant County. However, these and similar resources were not prepared at a level of detail sufficient to accurately portray the exact location and extent of wetlands in Grant County, and cannot be used in place of an on-site field determination of wetlands. Mapping resources include:

- National Wetland Inventory; and
- Natural Resources Conservation Service soils maps for Grant County, hydric soils designations.
- The Washington State Department of Ecology's Wetland Delineation Manual (most current version) is a required

reference for determining the existence of wetlands.

Aquifer Recharge Areas

Potable water is an essential life-sustaining element. Most of Grant County's potable water comes from groundwater and surface water supplies. Once a potable water source is contaminated, it is difficult, costly, and sometimes impossible to clean up. Preventing contamination is necessary to avoid public costs, hardships, and potential physical harm to people.

As precipitation reaches the earth it can do several things: become part of a snow pack, enter into lakes, streams, rivers, oceans, or wetlands, seep into the soil to be taken up by plant roots, or filter into the ground and become groundwater. The land surface where this filtering process takes place is called an aquifer recharge zone. Aquifer recharge zones warrant special protection from surface pollution to protect the quality of the groundwater in the area. As groundwater moves through the ground it may discharge to surface water features, such as lakes, streams, or rivers, which will in turn recharge the groundwater. The water that remains in the ground makes up the aquifer. Groundwater sometimes flows underground to other locations. Where this is the case, pollution emanating from one area may contaminate the groundwater in another area.

Some areas in Grant County are underlain by soils which are highly permeable and allow surface waters to infiltrate into the ground water. Below the surface, the percolating water enters the geologic layer saturating the aquifer and supplying water in sufficient quantities and quality to be used as a resource. These conditions create aquifer recharge areas. Some of these aquifer recharge areas are highly vulnerable to ground water contamination. Soils, depth to ground water and hydraulic conductivity must all be analyzed to determine their vulnerability.

Ground water is the primary source of drinking water for most rural County residents. All jurisdictions currently depend upon the County's

aquifers as their primary source of water. Once ground water is contaminated it is difficult, costly, and often impossible to clean up. Some contaminants like microbial organisms can cause sickness and discomfort while others like organic chemicals, inorganic metals, and radio nuclides can cause neurological disorders, cancer, mutations and even death. The quality of ground water resources used for drinking water in Grant County are generally very good.

Since 1952, groundwater resources of the County have been a complex mixture of naturally occurring State groundwater and artificially stored irrigation water introduced by the Bureau of Reclamation's Columbia Basin Project. Historical records indicate that introducing surface irrigation water to the Columbia Basin's arid lands has significantly affected the groundwater environment beneath the Columbia Basin Project area.

Critical aquifer recharge areas has been defined in Grant County as those areas identified as having a critical recharging effect on aquifer use for potable water in community water systems. Mapping of critical aquifer recharge areas has not been completed by the County.

Frequently Flooded Areas

Frequently flooded areas are defined in Grant County as floodplains or other areas designated as being within a one hundred year floodplain by the Federal Emergency Management Agency's Federal Insurance Rate Maps. The Federal Emergency Management Agency (FEMA) has defined the extent of the 100-year floodplain in order to establish actuarial flood insurance rates and to assist communities in efforts to promote sound floodplain management. Flood plains and other areas subject to flooding (wetlands) perform important hydrologic functions including storing and slowly releasing floodwaters, reducing floodwater velocities, and settling and filtering sediment. Frequently flooded areas provide natural areas and rich agricultural lands. Development in frequently flooded areas diminishes these values and can present a risk to persons and property on the development site and/or downstream from the

development. Building in flood hazard areas also results in additional costs for installing flood protection measures to protect life and property. Additional costs are incurred when flooded property must be repaired.

Flooding is the most commonly occurring natural disaster in Grant County, posing threats to properties, resources, and sometimes even lives. Floods occur when a stream, river, creek or other waterway receives more water than its channel can accommodate. Floods can originate from natural causes such as heavy rainfall or snowmelt. However, human activities such as building may increase the frequency, magnitude and displacement of the flood, hence causing flooding in other areas of a stream.

Within a floodplain, there are flood hazard areas subject to periodic inundation severe enough to result in the loss of life, loss of property, health and safety hazards, disruption of commerce and governmental services, extraordinary public expenditures for flood protection and relief, or impairment of the tax base, all of which adversely affect the public health, safety, and general welfare. Man often adds to his own losses by building obstructions such as fills, dikes, and levees in a floodplain, thereby causing increased flood heights and velocities. Losses can also be attributed to locating uses in flood-prone areas that are either hazardous to other uses or are themselves vulnerable and not adequately elevated or otherwise protected from flooding.

To limit damage to individuals, property, and natural systems, Grant County requires compliance with the provisions of their Flood Damage Prevention Ordinance, Zoning Ordinance, Shoreline Master Program, Platting and Subdivision Ordinances, and the Short Plat and Short Subdivision Ordinance. The intent of these policies is to promote the efficient use of land and water resources by allocating frequently flooded areas to the uses for which they are best suited. It is also important and necessary to discourage obstructions to floodways, as well as prohibiting uses that pollute or deteriorate natural waters and

watercourses. The ordinances are administered through the permitting process for building and development.

The following references may provide an indication of floodplains in Grant County. However, these and similar resources were not prepared at a level of detail sufficient to accurately portray the exact location and extent of floodplains in Grant County, and cannot be used in place of an on-site field determination of floodplains. Mapping resources include:

- FEMA Flood Insurance Rate Maps, September 30, 1988.

Unfortunately, 100-year base flood elevations are not mapped by FEMA for a significant portion of the County (about 95%).

Geologic Hazards

Geologically hazardous areas are defined as "areas that, because of their susceptibility to erosion, sliding, earthquake or other geologic events, are not suited to the siting of commercial, residential or industrial development consistent with public health or safety concerns". When development is sited within these areas, there is a potential threat to the health and safety of citizens. In some cases the risk to development from geological hazards can be reduced or mitigated to acceptable levels by engineering design or modified construction practices. However, when the risks can not be sufficiently mitigated, development needs to be prohibited.

To better understand the particular aspects of the different types of geologic hazards, the following summary descriptions are provided.

Erosion Hazard Areas

Erosion is a common occurrence in Grant County due to hydrologic and geologic characteristics, vegetative conditions, wind and human land use. The County is mantled by soils that were transported by wind or water. These soils are susceptible to additional transport by wind or water, particularly if protective

CHAPTER 13...

vegetation is removed or if the soil moisture content is lowered. Generally, area soils have only moderate or low potential for wind or water erosion under adverse conditions of exposure. However, under adverse conditions of exposure, land consisting of soil with high potential for erosion could lose 30 to 40 tons per acre per year to a combination of wind and water erosion. The land could not withstand sustained losses of this magnitude and remain usable for agriculture. Changes in exposure or farming practice or both would be necessary to maintain agricultural production (Bureau of Reclamation).

By minimizing the negative impacts of human land use on these areas, the damage to the natural environment as well as to human-built systems is reduced.

Landslide Hazard Areas (Steep Slopes)

Landslide hazard areas are those areas within Grant County that are subject to potential slope failure. The characteristics of landslide hazard areas include slopes of 15 percent or greater that are underlain by weak, fine grained unconsolidated sediments, jointed or bedded bedrock, or landslide deposits, including the top and toe of such areas. It is necessary to protect the public from damage due to development on, or adjacent to, landslides; preserve the scenic quality and natural character of Grant County's hillsides; and to protect water quality.

Seismic Hazard Areas

Seismic hazard areas are generally associated with active fault areas and earthquakes. While earthquakes cannot be eliminated, there have been no areas of Grant County which have been identified to pose significant, predictable hazards to life and property resulting from the associated ground shaking, differential settlement, and or soil liquefaction. The Department of Agriculture Natural Resource Conservation Service provides soil information indicating areas of risk for liquefaction.

Mine Hazard Areas

Mine hazard areas are defined as "areas directly underlain by, adjacent to, or affected by mine workings such as adits, tunnels, drifts, or air shafts." Mine hazards may also include steep

and unstable slopes created by open mines. Because of the geology of Grant County there has been little or no historical subsurface mining that could have left areas honeycombed with abandoned mine tunnels. Similarly, any open mining is required to have both an approved erosion control plan and an approved reclamation plan that will address steep and unstable slopes.

According to the Washington Department of Natural Resources, Division of Geology and Earth Resources, there is a low incidence of landslides or earthquakes in Grant County. The *Washington State Earthquake Hazards* (Information Circular 85) shows that the majority of Grant County is within Seismic Risk Zone 2. The 1991 Edition of the *NEHRP Recommended Provisions for the Development of Seismic Regulations for New Buildings* suggests that Grant County is in an area that has a 10 percent or greater probability of experiencing a maximum horizontal acceleration of 0.1g or greater at a recurrence interval of 250 years.

The U.S. Geological Survey Water-Resources Investigation Report 87-4238 shows thrust-faults along the Saddle Mountains and at the east end of Frenchman Hills. However, Information Circular 85 shows these faults as not being active within the last 10,000 years.

The following references may provide an indication of geologic hazards in Grant County. However, these and similar resources were not prepared at a level of detail sufficient to accurately portray the exact location and extent of geologic hazards in Grant County, and cannot be used in place of an on-site field determination of geologic hazards. Mapping resources include:

- Erosion Hazard Areas: The approximate location and extent of erosion hazard areas can be inferred from tables and mapping included in the Soil Survey of Grant County Washington, 1984, Soil Conservation Service, USDA; and
- Seismic Hazard Areas: The Uniform Building Code Seismic Risk Zone Map of the United States.

Based on the above references, Grant County utilizes a numerical matrix evaluation system to assess the potential for the presence of a geologic hazard.

Fish and Wildlife Habitat

Fish and wildlife habitat areas are important for maintaining species diversity in flora and fauna; providing opportunities for food, cover, nesting, breeding, and movement for fish and wildlife; helping to maintain air and water quality; controlling erosion; and providing separation and visual diversity between urban and rural areas.

Grant County is fortunate to have natural resources encompassing a large variety of environments and supporting a high wildlife species diversity and population. Native plants, fish and wildlife represent important historic, cultural, recreational, and economic resources. Many species serve as indicators of the condition of the environment and the quality of life that Grant County residents have invested in, enjoy and respect.

Many residents and visitors to the area participate in recreational activities that involve wildlife, including hunting, fishing, photography of wildlife, bird watching, and others. Grant County has begun to capitalize on these numerous natural resources through promotion of the area as a recreational paradise, and many of the smaller, more remote communities would like to use recreationally-oriented tourist activities to promote economic development.

Fish and wildlife habitat conservation means land management to maintain species in suitable habitats within their natural geographic distribution so that isolated sub-populations are not created. This does not mean maintaining all individuals of all species at all times, but it does mean cooperative and coordinated land use planning is critically important among counties and cities in a region. To that extent, as well as for the inherent importance of wildlife and the natural environment to the quality of life in Grant County, it is the intent of these policies to

recognize the importance of protecting fish and wildlife habitat areas.

Columbia River: All sections of the Columbia River support resident populations of nongame, coldwater, and warmwater game fish. Anadromous salmonids are present only downstream of Chief Joseph Dam on the mid-Columbia River.

In the mid-Columbia River, the majority of juvenile steelhead, sockeye, coho, and spring chinook salmon outmigrate from April through June, whereas juvenile summer and fall chinook salmon undergo a protracted downstream rearing migration from June through August. To enhance and facilitate the downstream migration of juvenile salmonids, a specific volume of water, called the “water budget” is allocated for use during the 60-day period from April 15 to June 15 (Bureau of Reclamation). This streamflow allocation for fisheries protection and enhancement does not vary with the forecast runoff volume; it is shaped to provide the most favorable flow conditions during peak passage times. Grant County PUD, the Northwest Power Planning Council, the Bureau of Reclamation, and other agencies are involved in fish habitat enhancement programs for the Columbia River.

Banks Lake: Banks Lake receives water directly from Roosevelt Lake via pumping and is the irrigation equalizing reservoir for the Columbia Basin Project. Banks Lake supports nongame, warmwater, and coldwater game fish and a valuable, year-round sport fishery, primarily kokanee.

Kokanee spawn in the lake during October and November, with peak spawning around November 1. Banks Lake as operated is favorable to the kokanee life cycle and supports a population sufficient to maintain an active and substantial recreational fishery (Bureau of Reclamation). The Washington Department of Fish and Wildlife supplements the kokanee population with hatchery fry plants.

Potholes Reservoir: Potholes Reservoir was formed in the early 1950s with the completion of

CHAPTER 13...

O'Sullivan Dam, and is considered to have the most diverse, well-used fishery in the Columbia Basin. At least ten game fish are known to exist in the reservoir, with yellow perch, black crappie, largemouth bass, bluegill sunfish, walleye, and rainbow trout being the most popular. Rainbow trout are stocked annually in the reservoir, and the other species are self-sustaining (Bureau of Reclamation).

Other Water Bodies: The Bureau of Reclamation and the Washington Department of Fish and Wildlife have investigated the fisheries resources of nearly 200 lakes and 40 streams or stream segments comprising 425 miles of flowing water in the Columbia Basin. Over 40 species are represented. Lakes directly connected to the irrigation system are dominated by yellow perch, whereas rainbow trout dominate the seep lakes indirectly affected by irrigation. Other abundant game fish species in both lake groups include black crappie, largemouth bass, and pumpkinseed sunfish. The most abundant nongame fish are Tui chub, common carp, and sucker, all of which occur only in lakes directly connected to the irrigation system (Bureau of Reclamation).

Fish and wildlife habitat conservation areas in Grant County are defined in Resource Lands and Critical Areas Development Ordinance No. 93-49-CC as:

1. Areas with which State and Federal endangered and threatened plant and animal and fish species exist, or where State sensitive, candidate and monitor plant and animal and fish species have a primary association;
2. Habitats and species of local and regional importance which include a seasonal range or habitat element with which a given species has a primary association and which, if altered, may reduce the likelihood that the species will maintain and reproduce over the long term. These might include areas of high relative density or species richness, breeding and rearing habitat, winter range and movement and/or migration corridors. These might also include habitats that are of

limited availability or high vulnerability to alteration such as cliffs, talus, in stream gravel deposits (salmon spawning beds), and wetlands riparian areas. Species of local and regional concern, including those fish and game species of local and regional concern, are those species that are of local and regional concern due to their population status or their sensitivity to habitat manipulation; and

3. Naturally occurring ponds under twenty acres and their submerged aquatic beds that provide fish or wildlife habitat. These do not include ponds deliberately designed and created from dry sites such as canals, detention facilities, wastewater treatment facilities, farm ponds, temporary construction ponds (of less than three years duration) and landscape amenities. However, naturally occurring ponds may include artificial ponds intentionally created from dry areas in order to mitigate conversion of ponds, if permitted by a regulatory authority; and
4. Lakes, ponds, streams and rivers planted with game fish, including fish planted under the auspices of federal, state, local or tribal programs or which supports priority fish species as identified by the Department of Fish and Wildlife.

The following references may provide an indication of fish and wildlife habitat conservation areas in Grant County. However, these and similar resources were not prepared at a level of detail sufficient to accurately portray the exact location and extent of habitat areas in Grant County, and cannot be used in place of an on-site field determination of such areas. Mapping resources include:

- Fisheries: Department of Natural Resources base maps for stream types and topography provide an indication of the location of fisheries resources; and
- Wildlife: Department of Fish and Wildlife maps of priority species habitat.

FIRE HAZARDS

Whether wildfire occurs in urban areas, shrub steppe, wheatfields or grasslands, the potential loss to life and property is a concern to both those who fight the fires and whose property may be in harm's way. Much of Grant County receives little natural precipitation and is highly susceptible to fire hazard during much of the year. Meanwhile, more people are moving to previously uninhabited rural areas. As this number increases, the need to provide adequate and efficient fire services to these areas also increases. The goals and policies of this Element address this need by establishing standards that will ensure better fire protection in rural and resource lands of the County.

SHORELINE MASTER PROGRAM

Overview

The shorelines of the state are among the most valuable and fragile of our natural resources and there is great concern throughout the state relating to their utilization, protection, restoration, and preservation. In addition, ever increasing pressures of additional uses are being placed on the shorelines necessitating increased coordination in their management and development. Furthermore, much of the shorelines and uplands adjacent thereto are in private ownership. Unrestricted construction on the privately- or publicly-owned shorelines is not in the best public interest; and, therefore, coordinated planning is necessary in order to protect the public interest associated with the shorelines while, at the same time, recognizing and protecting private property rights consistent with the public interest. There is, therefore, a clear and urgent demand for a planned, rational and concerted effort, jointly performed by local, state, and federal governments, to prevent the inherent harm in uncoordinated and piecemeal development of our shorelines.

By ratifying Initiative 43B in the 1972 General Election, the people of the state approved the

Shoreline Management Act of 1971 (RCW 90.58). This law vests counties and cities with the primary responsibility for comprehensively planning and reasonably regulating shoreline development and use. The goals, shoreline area designations, policies, regulations, and procedures set forth in the shoreline management master program are essential to the protection of the public health, safety and general welfare of the people of Grant County.

Purpose

The purposes of the Master Program are:

- To promote the public health, safety and general welfare by providing long range, comprehensive policies and effective, reasonable regulations for development and use of Grant County shorelines.
- To implement this program in a positive, effective, and equitable manner.
- To further assume and carry out the responsibilities established by the act for Grant County, and to foster by adoption the policy contained in RCW 90.58.020 for shorelines of the state: It is the policy of the state to provide for the management of the shorelines of the state by planning for and fostering all reasonable and appropriate uses. This policy is designed to insure the development of these shorelines in a manner which, while allowing for limited reduction of rights of the public in the navigable waters, will promote and enhance the public interest. This policy contemplates protecting against adverse effects to the public health, the land and its vegetation and wildlife, and the waters of the state and their aquatic life, while protecting generally public rights of navigation and corollary rights incidental thereto. The legislature declares that the interest of the people shall be paramount in the management of shorelines of statewide significance. The Department of Ecology, while adopting guidelines for shorelines of statewide significance, shall give preference to uses, in the following order which:

CHAPTER 13...

- 1) recognize and protect the statewide interest over local interest;
- 2) preserve the natural character of the shoreline;
- 3) result in long-term over short term benefit;
- 4) protect the resources and ecology of the shoreline;
- 5) increase public access to publicly owned areas of the shorelines;
- 6) increase recreational opportunities for the public in the shoreline;
- 7) provide for any other element as defined in RCW 90.58.100 deemed appropriate or necessary.

In the implementation of this policy the public's opportunity to enjoy the physical and aesthetic qualities of natural shorelines of the state shall be preserved to the greatest extent feasible consistent with the overall best interest of the state and the people generally. To this end, uses shall be preferred which are consistent with control of pollution and prevention of damage to the natural environment or are unique to or dependent upon use of the state's shoreline. Alterations of the natural condition of the shorelines of the state, in those limited instances when authorized, shall be given priority for single family residences, ports, and shoreline recreational uses. These recreational uses include, but are not limited to parks, marinas, piers, and other improvements facilitating public access to shorelines of the state, industrial and commercial developments which are particularly dependent on their location on or their use of the shorelines of the state, and other developments that will provide an opportunity for substantial numbers of people to enjoy shorelines of the state. Permitted uses in the shorelines of the state shall be designed and constructed in a manner to minimize, insofar as practical, any resultant damage to the ecology and

environment of the shoreline area and any interference with the public's use of the water. Any damage that occurs as a result of permitted uses should be mitigated.

Grant County Shoreline Master Program

The Growth Management Act requires counties with an adopted shoreline master program to include the goals and policies of such program in the county's comprehensive plan. The shoreline master program goals and policies are to be considered an element of the comprehensive plan and the regulations are to be considered a part of the county's development regulations (RCW 36.70A.480). The Grant County Shoreline Master Program was adopted in 1975, and needs revision. Grant County intends to update the Shoreline Master Program after this Plan is adopted. Therefore, rather than include the goals and policies of the 1975 Shoreline Master Program in this Comprehensive Plan, the County adopts the following goals and policies to guide the update of the Shoreline Master Program.

Program Goals

In addition to the purpose stated above, the development of the Shoreline Master Program will be guided by the following nine goal statements pursuant to the program elements specified in RCW 90.58.100(2). These goals provide an overall, comprehensive foundation and sense of direction upon which the policies, regulations, shoreline area designations, and administrative procedures will be based. These following goals will provide overall guidance for the management of the shorelines of Grant County:

- **Shoreline Use** – To allow for compatible uses of the shorelines in relationship to the limitations of their physical and environmental characteristics. Such uses should enhance rather than detract from, or adversely impact, the existing shoreline environment.
- **Conservation** – To preserve, protect, and restore the natural resources of Grant

County's shorelines in the public interest and for future generations. These natural resources include but are not necessarily limited to fish, wildlife, vegetation, and natural features found in shoreline regions. Only renewable resources should be extracted and in a manner that will not adversely affect the shoreline environment.

- **Public Access** – To provide safe, convenient, properly administered and diversified public access to publicly owned shorelines of Grant County without infringing upon the personal or property rights of adjacent residents. Such access should not have an adverse impact upon the environment.
- **Circulation** – To permit safe, adequate, and diversified transportation systems that are compatible with the shorelines, resulting in minimum disruptions to the shoreline environment.
- **Economic Development** – To promote and encourage the optimum use of existing industrial and economic areas for users who are shoreline dependent and shoreline related and can harmoniously coexist with the natural and human environments; and, subsequently, to create similar areas as need arises with minimum disruption of the shorelines.
- **Recreation** – To encourage the provision and improvement of private and public recreation along the shorelines of Grant County only to the extent that the environment is not impaired or degraded.
- **Historical/Cultural/Educational** – To identify, protect, and restore those shoreline areas and facilities that are of historical, cultural or educational value. Public or private organizations should be encouraged to provide public access and protection of such areas and facilities.
- **Restoration and Enhancement** – To restore and enhance those shoreline areas

and facilities that are presently unsuitable for public or private access and use.

- **Implementation Process** – Provide an efficient system for administering shoreline permit applications which would eliminate unnecessary duplication of effort or jurisdictional conflicts, yet assure complete coordination and review. Provide a process to periodically update the inventory, goals, policies, and regulations to achieve responsiveness to changing attitudes and conditions.

Shorelines of Statewide Significance

The Washington State legislature designated certain shorelines as shorelines of statewide significance from which all of the people of the state derive benefit and that these shorelines should, therefore, be managed with the interest of all of those people in mind. The Act requires that the Mater Program give preference to uses and developments that are consistent with the principle of statewide over local interest. The legislature determined that in order to fulfill the goal of statewide public interest in shorelines of statewide significance, local Master Programs shall give preference to uses that are consistent with the policies applied in the following order, pursuant to RCW 90.58.020:

1. The statewide interest should be recognized and protected over the local interest.
2. The natural character of shorelines of statewide significance should be preserved.
3. Uses of shorelines of statewide significance should result in long term benefits to the people of the state.
4. The natural resources and ecological systems of shorelines of statewide significance should be protected.
5. Public access to publicly owned areas in shorelines of statewide significance should be increased.

CHAPTER 13...

6. Recreational opportunities for the public should be increased on shorelines of statewide significance.

GOALS AND POLICIES

Goals and policies follow the shared vision for the future of Grant County for sustaining and improving our quality of life. Goals and policies are also consistent with the Planning Goals of the Growth Management Act. Goals are broad statements of a community's aspirations. Policies express a commitment to a course of action. Policies provide overall direction for implementation of a strategy. Policies provide clear guidance for decision-making subject to this Plan, and form the basis for development regulations. Goals and policies do not apply to incorporated cities, but rather, only to unincorporated areas of the County, including the unincorporated portions of UGAs.

Following are the goals and policies of the Comprehensive Plan related to the Natural Setting of Grant County.

Resource Lands

Goals and policies related to resource lands are presented in the Resource Lands Sub-element.

Cultural Resources

Goal NS-1: Identify, preserve and protect historic, cultural and archaeological resources found to be significant by recognized local, state or federal processes.

Policies

NS-1.1: Identify known, recorded archaeological, cultural and historic resources.

Action: Obtain a listing of sites in Grant County from the Washington State Office of Archaeology and Historic Preservation, Department of

Community, Trade and Economic Development.

Action: The County should develop an "Cultural Resource Lands Map and Database" to gather relevant information on cultural, historic and archaeological resource lands into one location and format. The map should show the locations of all Cultural Resource Lands and relate to an OAHF database and the Grant County Assessor database.

Action: The County should establish a Cultural Resource Task Force comprised of citizens, Wanapum Band, OAHF, DNR, other state agency, Grant County PUD, city and County representatives to develop inventories of significant and potentially significant sites.

NS-1.2: Develop a local process for evaluating the significance of historic, cultural, and archaeological resources.

NS-1.3: Preserve areas that contain valuable historical or archaeological sites of Federal, State, tribal, or local significance. Maintain and enforce provisions to the Resource Lands and Critical Areas Ordinance requiring conditioning of project approval on findings made by a professional archaeologist for development activities on sites of known cultural, historical or archaeological significance.

NS-1.4: Prior to demolition, moving, or alteration to any designated historic, cultural, and archaeological landmark, ensure that due consideration is given to its preservation or, at a minimum, documentation of its historic, cultural or archaeological value.

Critical Areas

Goal NS-2: Wetlands should be protected because they provide important functions that add to the quality of life.

Policies

- NS-2.1: Wetland areas should be identified by the development applicant and reviewed by the County prior to development. If a wetland is determined to exist on a parcel subject to a non-exempt development activity, a written delineation should be required of the applicant.
- NS-2.2: The County should consider accepting written determinations, delineations and mitigation plans only from the U.S. Army Corps of Engineers, the Department of Ecology, the Natural Resources Conservation Service, or a qualified critical areas professional. The County should consider requiring that mitigation plans for unavoidable wetland impacts to be based on a wetland functional assessment.
- NS-2.3: Based on their quality demonstrated by the classification system defined in the Resource Lands and Critical Areas Ordinance, wetlands should be protected from alterations due to land use changes that may create adverse impacts to the wetland.
- NS-2.4: The County should consider incorporation of the Washington State Wetlands Rating system for Eastern Washington (Ecology Publication #91-58) into the classifications system adopted in the Resource Lands and Critical Areas Ordinance.
- NS-2.5: The County should consider incorporation of the Washington State Department of Ecology Manual titled "Washington State Wetlands Identification and Delineation

Manual, March 1997" into the classifications system adopted in the Resource Lands and Critical Areas Ordinance.

- NS-2.6: Whenever feasible, innovative techniques that enhance a wetland and promote it as a useful, functioning part of the development will be encouraged.
- NS-2.7: Wetland preservation strategies and efforts, including wetland banking, should be coordinated with appropriate local, state and federal agencies and private conservation organizations to take advantage of both technical and financial assistance and to avoid duplication of efforts.

Goal NS-3: Areas demonstrated to be critical aquifers and/or which play a crucial role in recharging our groundwater supplies should be carefully monitored and policies and regulations developed to protect potable water sources.

Policies

- NS-3.1: Critical groundwater supply areas, aquifer recharge areas, and areas with a high groundwater table and/or unconfined aquifers that are used for potable water should be identified.
- NS-3.2: The establishment of land use intensity limitations based on the availability of sanitary sewers should be encouraged. Cluster developments are encouraged because of the potential for shared community sewage disposal systems instead of dispersed individual septic systems.
- NS-3.3: Agricultural activities, including commercial and hobby type, are encouraged to incorporate best management practices concerning waste disposal, fertilizer use, pesticide use, and stream corridor management.

CHAPTER 13...

NS-3.4: Fertilizer and pesticide management practices of schools, parks, golf courses and other recreational or institutional facilities that maintain large landscaped areas should be evaluated at the time of development in relation to best management practices (BMPs) as recommended by the Cooperative Extension Service. Existing facilities are strongly encouraged to also incorporate these BMPs.

NS-3.5: It is the responsibility of the developer to prove that their proposal would not adversely affect the recharge of an aquifer.

NS-3.6: Within aquifer recharge areas, short and long subdivisions and other divisions of land will be evaluated for their impact on groundwater quality.

NS-3.7: Development that could substantially and negatively impact the quality of an aquifer should not be allowed unless it can be demonstrated that these negative impacts can be overcome.

NS-3.8: The installation of underground fuel or storage tanks within a known critical recharge area should be prohibited. Installation in any other areas will be subject to applicable federal, state and local regulations.

Goal NS-4: Frequently flooded areas that are known to be critical parts of the natural drainage system should be protected by adopting policies and regulations to prevent potential alterations and obstructions to those areas.

Policies

NS-4.1: Frequently flooded areas should be identified as such and mapped.

NS-4.2: The natural flood storage function and

fish and wildlife habitat functions and values of floodplains should be preserved where practicable.

NS-4.3: One hundred year floodplains should be protected by locating roads and structures above the one hundred year level. Where filling is allowed, development shall be required to mitigate for existing flood storage capacity and fish and wildlife habitat lost to filling.

NS-4.4: Growth and development patterns compatible with natural drainage features should be encouraged, and alteration of natural drainage features should be discouraged.

NS-4.5: Control of erosion at its source as a means of controlling water pollution, flooding, and habitat damage downstream should be encouraged.

NS-4.6: Development in frequently flooded areas that pose a threat to human health and property by reason of flooding, unsanitary conditions, or other hazards, should be limited and/or mitigated.

NS-4.7: The County may consider adoption of a drainage ordinance that directs land development activities to make provisions for control of surface water discharge impacts to human health and safety and habitat.

Goal NS-5: Appropriate measures should be provided to either avoid or mitigate significant risks to public and private property and to public health and safety that are posed by geologic hazard areas.

Policies

NS-5.1: When probable significant adverse impacts from geologically hazardous areas are identified during the review

of a development application, documentation which fully addresses these potential impacts and identifies alternative mitigation measures to eliminate or minimize the impacts should be required.

- NS-5.2: Grading and clearing for both private developments and public facilities or services should be limited to the minimum necessary to accomplish engineering design, with reclamation of disturbed areas being a top priority.
- NS-5.3: To minimize blowing soil during development, appropriate water and mulch material should be required on any areas without a vegetative cover, as indicated in an approved erosion control plan.
- NS-5.4: To maintain the natural integrity of landslide hazard areas and to protect the environment, and the public health and safety, an adequate buffer of existing vegetation should be maintained around all sides of the landslide hazard areas.
- NS-5.5: Development on steep slopes should be designed to prevent property damage and environmental degradation.
- NS-5.6: In areas subject to erosion, native ground cover should be retained or replaced after construction, special construction practices should be used, and allowable site coverage may need to be reduced to prevent erosion and sedimentation. Limitations on the time when site work can be done may also be appropriate.

Goal NS-6: Fish and wildlife habitat areas should be protected as an important natural resource, particularly in regard to their functions and economic, aesthetic and quality of life values.

Policies

- NS-6.1: Critical fish and wildlife habitat conservation areas within the County should be identified as such.
- NS-6.2: The impacts of new development on the quality of land, wildlife and vegetative resources should be considered as part of the environmental review process. Any appropriate mitigating measures should be required. Such mitigation may involve the retention and/or enhancement of habitats.
- NS-6.3: The preservation of blocks of habitat and the connections between them, as well as the restoration of lost and damaged fish habitat, should be encouraged.
- NS-6.4: Proper riparian management that maintains existing riparian habitat and is consistent with best agricultural management practices should be encouraged.
- NS-6.5: Land uses adjacent to naturally occurring water bodies and other fish and wildlife habitat areas should not negatively impact the habitat areas. If a change in land use occurs, adequate buffers should be provided to the habitat areas.
- NS-6.6: Activities allowed in fish and wildlife habitat conservation areas and open space should be consistent with the species located there, and in accordance with all applicable state and federal regulations and/or best management practices for the activity regarding that species.

Water Resources

Goal NS-7: Privately-held certificates of water right should be recognized as an

CHAPTER 13...

important natural resource and protected, to the extent practicable, through County planning decisions which encourage continued use for rural activities.

Goal NS-8: Development should be conducted so as to protect surface and ground water quality and habitat, prevent chronic flooding from stormwater runoff, maintain natural stream hydrology, and protect aquatic resources.

Policies

- NS-8.1: The County should attempt to limit potential damage, dangers, or public costs associated with inappropriate land development by reasonable regulation of and application of uniform surface water and erosion control standards.
- NS-8.2: New development activities, including site designs and construction practices, should make provisions for surface water and erosion and sedimentation control during and after construction.
- NS-8.3: Consistent and appropriate implementation of physical aspects of land alteration should be encouraged.
- NS-8.4: Land uses compatible with the preservation of natural vegetation should be encouraged.
- NS-8.5: Public improvements and private developments should not alter natural drainage systems without acceptable mitigating measures which limit the risk of flooding or negative impacts to water quality.
- NS-8.6: Natural surface water storage sites that help regulate streamflows and/or recharge groundwater should be

preserved and their water quality protected.

- NS-8.7: Surface water runoff from development adjacent to steep slopes, ravines, or bluffs should be routed so it does not cause erosion or landslides. Runoff should be sufficiently diffused so that flows do not create erosion.
- NS-8.8: Natural stream channels should be preserved, protected, and enhanced for their hydraulic, ecological, and aesthetic functions through development regulations, land dedications, easements, acquisition and other means.

Shoreline Management

Protecting Grant County's shoreline environment is of importance to preserving the economic, environmental and cultural resources of our community. The shoreline policies that follow have been crafted to recognize these unique and valuable shoreline resources and to protect them for the benefit of future generations. These policies are intended to be consistent with the Shoreline Management Act, Chapter 90.58 RCW.

Goal NS-9: The County should recognize and protect the functions and values of the shoreline environments of statewide and local significance. For shorelines of state-wide significance (SSWS), protection and management priorities are to:

- a. Recognize and protect the state-wide interest over local interest;***
- b. Preserve the natural character of the shoreline;***
- c. Provide long-term over short-term benefit;***
- d. Protect the resources and ecology of shorelines;***
- e. Increase public access to publicly owned areas of shorelines; and***

f. Increase recreational opportunities for the public in shoreline areas.

Policies

NS-9.1: General Shoreline Use:

1. Maintain areas within the shoreline jurisdiction with unique attributes for specific long-term uses, including agricultural, commercial, industrial, residential, recreational and open space uses.
2. Ensure that proposed shoreline uses are distributed, located and developed in a manner that will maintain or improve the health, safety and welfare of the public when such uses occupy shoreline areas.
3. Ensure that activities and facilities are located on the shorelines in such a manner as to retain or improve the quality of the environment.
4. Ensure that proposed shoreline uses do not infringe upon the rights of others, upon the rights of private ownership, upon the rights of the public under the Public Trust Doctrine or federal navigational servitude, and treaty rights of Indian tribes.
5. Minimize the adverse impacts of shoreline uses and activities on the environment during all phases of development (e.g. design, construction, management and use).

NS-9.2: Economic Development:

1. Ensure healthy, orderly economic growth by allowing those economic activities which will be an asset to the local economy, and

for which the adverse effects on the quality of the shoreline and surrounding environment can be mitigated.

2. Protect current economic activity (e.g. shipping, marinas, agriculture, etc.) that is consistent with the policies of the SMP.
3. Develop, as an economic asset, the recreation industry along shorelines in a manner that will enhance public enjoyment.
4. Ensure that any economic activity taking place along the shorelines operates without causing irreparable harm to the quantity of the site's environment or adjacent shorelands.
5. Protect current agricultural land uses of long-term commercial significance and provide for development of new agricultural uses for which adverse environmental effects can be mitigated.

NS-9.3: Circulation:

1. Provide safe, reasonable, and adequate circulation systems to shorelines where routes will minimize adverse effects on unique or fragile shoreline features and existing ecological systems, while contributing to the functional and visual enhancement of the shoreline.
2. Within the shoreline jurisdiction, locate land circulation systems that are not shoreline dependent as far from the land-water interface as practicable to reduce interference with either natural shoreline resources or other appropriate shoreline uses.

CHAPTER 13...

NS-9.4: Conservation:

1. Develop and implement management practices that will ensure a sustained yield of renewable resources of the shorelines while preserving, protecting, enhancing and restoring unique and nonrenewable shoreline resources, environments, or features.
2. Reclaim and restore areas that are biologically and aesthetically degraded to the greatest extent feasible.
3. Preserve scenic vistas, aesthetics, and vital estuarine areas for fisheries and wildlife protection.

NS-9.5: Public Access:

1. Ensure that developments, uses, and activities on or near the shoreline do not impair or detract from the public's access to the water. Where practicable, public access to the shoreline should be enhanced.
2. Design public access projects such that they provide for public safety and minimize potential impacts to private property and individual privacy.

NS-9.6: Recreation:

1. Optimize recreational opportunities now and in the future in shoreline areas.
2. Encourage federal, state and local governments to acquire additional shoreline properties in Grant County for public recreational uses.

NS-9.7: Historic/Cultural/Scientific:

1. Identify, protect, preserve, and restore important archeological, historical, and cultural sites located in shorelands.
2. Encourage educational projects and programs that foster a greater appreciation of the importance of shoreline management, maritime activities, environmental conservation, and maritime history.
3. Prevent public or private uses and activities from destroying or damaging any site having historic, cultural, scientific or educational value without appropriate analysis and mitigation.

NS-9.8: Wetlands:

1. Preserve and protect natural (non-exempt) wetlands to prevent their loss and degradation.
2. Identify natural (non-exempt) wetlands areas and boundaries according to established identification and delineation procedures.
3. Provide adequate mitigation for disturbance of natural (non-exempt) wetlands and buffers in the shoreline environment.
4. Maintain a wetland buffer zone of adequate width between a natural (non-exempt) wetland and adjacent development to protect the functions and values of the wetland.
5. Base the width of the established buffer zone upon the functions and values of the natural (non-exempt) wetlands.

6. Natural (non-exempt) wetlands that are impacted by activities of a temporary nature should be restored upon project completion.
7. Give preference to in-kind and on-site replacement of wetland functions and values. Where in-kind and/or on-site replacement is not feasible or practical due to the characteristics of the existing wetland or property, mitigation of equal or greater ecological value should be provided off site.
8. Require an applicant to monitor mitigation plans, and to take corrective action if necessary, in order to ensure long-term success of mitigation projects.
9. Develop standards and procedures for wetland banking allowing for approval of wetland mitigation banks on a case by case basis until such standards and procedures are adopted.

NS-9.9: Utilities:

1. Require utilities to utilize existing transportation and utility sites, rights-of-way and corridors whenever practicable, rather than creating new corridors in the shoreline environment. Joint use of rights-of-way and corridors in shoreline areas should be encouraged.
2. Locate utility facilities and corridors so as to protect scenic views. Whenever practicable, such facilities should be placed underground or alongside or under bridges.
3. Design utility facilities and rights-of-way to preserve the natural landscape and to minimize

conflicts with present and planned land uses.

4. Prohibit solid waste disposal activities and facilities in certain sensitive shoreline areas.
5. Ensure that utilities that are necessary to serve shoreline uses are properly installed so as to protect the shoreline environment and water from contamination.
6. Locate and design utility facilities in a manner that preserves the natural landscape and shoreline ecology, and minimizes conflicts with present and planned land uses.
7. Locate utility features for adequate setback at river crossings so as to allow for natural river meander.

NS-9.10: Vegetation Management:

1. Stress prevention of aquatic weed problems. Where active removal or destruction is necessary, it should be the minimum necessary to allow water-dependent activities to continue. Control activities should minimize negative impacts to native plant communities, and include appropriate disposal of weed materials.
2. Invasive, noxious weeds causing irreparable damage to the shoreline environment should be removed with all due diligence.

NS-9.11: Water Quality:

1. Require developers to locate, design, construct, and maintain shoreline uses and activities to minimize adverse impacts to water quality and fish and wildlife resources.

CHAPTER 13...

2. Minimize or mitigate for impacts from agricultural activities such as animal feeding operations, feed lot wastes, retention and storage ponds, manure storage, use of fertilizers and pesticides and other like activities by implementing best management practices.

NS-9.12: Urban Environment:

1. Prioritize the preservation or expansion of existing high-intensity commercial or industrial waterfront centers over the creation of new high intensity industrial or commercial sites.
2. Site industrial or urban development in areas without severe biophysical limitations.
3. Prioritize “water-dependent”, “water-related” and “water-enjoyment” uses over other waterfront uses.
4. Ensure that developments within the Urban environment are compatible with uses and activities in adjacent (including aquatic) environments.

NS-9.13: Rural Environment:

1. Protect areas with a high capacity of supporting agricultural or forestry uses from incompatible development.
2. Encourage public and private recreational facilities that are compatible with agriculture and forestry industry.
3. Discourage urban density development.
4. Promote low-density residential development.

5. Allow mineral extraction with sufficient buffers.
6. Require development within the Rural environment to be compatible with uses and activities in adjacent (including aquatic) environments.

NS-9.14: Conservancy Environment:

1. Prohibit or restrict activities and uses that would substantially degrade or permanently deplete the physical or biological resources of the area.
2. Restrict new development to that which is compatible with the natural or biological limitations of the land and water.
3. Prohibit activities or uses that would strip the shoreline of vegetative cover, cause substantial erosion or sedimentation, or adversely affect wildlife or aquatic life.
4. Encourage agricultural and recreational activities that will not be detrimental to the natural shoreline character.
5. Allow single family residential development as a principal use in the conservancy environment.
6. Ensure that developments within the conservancy environment are compatible with uses and activities in adjacent (including aquatic) environments.

NS-9.15: Natural Environment:

1. Restrict or prohibit uses or developments that would significantly degrade the natural value or alter the natural character of the shoreline area.

...NATURAL SETTING ELEMENT

2. Permit access for scientific, historical, educational and low-intensity recreational purposes, provided that no significant adverse impact on the area will result.
3. Ensure that uses and activities permitted in locations adjacent to shorelines designated natural are compatible and will not compromise the integrity of the natural environment.
4. Ensure that developments within the natural environment are compatible with uses and activities in adjacent (including aquatic) environments.
5. Prohibit commercial and industrial uses other than low-intensity agricultural practices, low-intensity mineral extraction, and commercial forestry.
6. Prioritize preservation of resources over public access, recreation and development whenever a conflict exists.

NS-9.16: Aquatic Environment:

1. Prohibit structures that are not water-dependent and uses that will substantially degrade the existing character of the area.
2. Ensure that developments within the aquatic environment are compatible with the adjoining upland environment.
3. Encourage diverse public access opportunities to water bodies that are compatible with the existing shoreline environment.

NS-9.17: Agriculture:

1. Protect agricultural land of long-term commercial significance from incompatible and preemptive patterns of development.
2. Protect the productivity of the land base by using best management practices to control soil erosion.
3. Maintain a vegetative buffer between agricultural lands and water bodies or wetlands.

NS-9.18: Boating:

1. Locate and design boating facilities so that their structures and operations will be compatible with the area affected.
2. Discourage the use of floating homes and houseboats. They should be allowed only in limited circumstances where their negative environmental impacts can be substantially avoided.

NS-9.19: Commercial Development:

1. Encourage new commercial development on shorelines to locate in those areas with existing, consistent commercial and/or industrial uses and in a manner that will minimize sprawl and the inefficient use of shoreline areas.
2. Encourage commercial development to utilize existing transportation corridors and to minimize the number of ingress/egress points. Ingress/egress should be designed to minimize potential conflicts with, and impact on, regular corridor traffic.

CHAPTER 13...

NS-9.20: Flood Hazard:

1. Restrict or prohibit development uses in flood plains that will be dangerous to health, safety or property during flood events.
2. Require enhanced construction standards in areas that are vulnerable to flooding.

NS-9.21: Industrial:

1. Restrict new industrial lands from being sited on sensitive and ecologically valuable shorelines.
2. Encourage new industrial development to provide physical and/or visual access to shorelines.
3. Encourage Industrial and Commercial Development within incorporated Urban Growth Areas, Rural Areas of More Intense Development, Major Industrial Developments, lands designated as Commercial and Industrial, and on existing Port-owned and/or operated parcels.

NS-9.22: Mining:

1. Protect water bodies from sources of pollution, including but not limited to, sedimentation and siltation, chemical and petrochemical use, and spillage and storage/disposal of mining wastes and spoils.
2. Minimize the disruption caused by mining activities so that the natural shoreline systems can function.
3. Minimize adverse visual and noise impacts of mining on surrounding shoreline areas.

4. Return closed mining sites to as near a natural state as feasible upon closure.

NS-9.23: Recreational Development:

1. Locate and design shoreline recreational developments to reflect population characteristics, density and special activity demands.
2. Design recreational developments to minimize adverse impacts on the environment.
3. Encourage a variety of compatible recreational experiences and activities to satisfy diverse recreational needs.
4. Encourage the linkage of shoreline parks, recreation areas, and public access points with linear systems, such as hiking paths, bicycle paths, easements and/or scenic drives.
5. Locate and design recreational developments to preserve, enhance, or create scenic views and vistas.
6. Locate, design and maintain trails and pathways to protect bank stability.

NS-9.24: Residential Development:

1. Permit residential development where there are adequate provisions for utilities, circulation and access.
2. Design and locate residential development to preserve existing shoreline vegetation, to control erosion, and to protect water quality.
3. Encourage new residential development along the shoreline to cluster dwelling units in order to

preserve natural features and minimize physical impacts.

4. Locate residential development so as not to cause significant adverse impacts to forestry, agricultural, or recreational uses.
5. Allow protection of single family residences and appurtenant structures against damage or loss due to shoreline erosion.

NS-9.25: Transportation Facilities:

1. Locate roads to fit the topographical characteristics of the shoreline such that minimum alteration of natural conditions results. New transportation facilities should be located and designed to minimize the need for shoreline protection measures and to minimize the need to modify the natural drainage systems. The number of waterway crossings should be limited as much as possible.
2. Encourage trail and bicycle paths along shorelines where they are compatible with the natural character and ecology of the shoreline.
3. Encourage joint use of transportation corridors within shoreline jurisdiction for utilities and other forms of transportation.

NS-9.26: Shoreline Modification:

1. Allow location, design, and construction of riprap and other bank stabilization measures primarily to prevent damage to existing development or to protect the health, safety and welfare of Grant County residents.

2. New development requiring extensive shoreline stabilization should be discouraged.

3. Locate and design new development to prevent or minimize the need for shoreline stabilization measures and flood protection works.
4. Encourage development of an integrated erosion control strategy that balances structural and non-structural solutions to reduce shoreline damage in an environmentally sensitive manner.

NS-9.27: Dike and Levy:

1. Allow location, design, construction, and maintenance or removal of dikes and levies so that they will not cause significant damage to adjacent properties or valuable resources.

NS-9.28: Dredging:

1. Site and regulate dredging and dredge material disposal in a manner that minimizes adverse effects on natural resources.
2. Ensure that dredging operations are planned and conducted in a manner that will minimize interference with navigation and that will lessen adverse impacts to other shoreline uses.

NS-9.29: Landfill:

1. Allow landfills waterward of OHWM only when necessary to facilitate water-dependent and/or public access uses that are consistent with the master program.

CHAPTER 13...

2. Prohibit landfills waterward of OHWM on state-owned shorelands except when in the public interest.
3. Design and locate shoreline fills to minimize damage to existing ecological systems.
4. Design the perimeter of landfills to avoid or minimize erosion and sedimentation impacts. Encourage natural appearing and self-sustaining control methods over structural methods.

NS-9.30: Pier, Dock, Float, and Buoy:

1. Design piers, docks, floats and mooring buoys to cause minimum interference with navigable waters and the public's use of the shoreline.
2. Site and design piers, floats, and docks to minimize possible adverse environmental impacts.

NS-9.31: Salmon Habitat:

1. Lessen impacts of uses, activities, structures, and landfills in salmon habitat, to the maximum extent possible. Significant unavoidable impacts should be mitigated by creating in-kind replacement habitat or other equal benefit where feasible.
2. Minimize the discharge of silt into waterways during in-water and/or upland construction.

NS-9.32: Parking:

1. Locate and design parking facilities to minimize adverse impacts including those related to stormwater runoff and water quality.

NS-9.33: Signage:

1. Design signs such that they do not block or otherwise interfere with visual access to the water of the shorelands.
2. Require that signs in the shoreline environment be linked to the operation of existing uses and attached to said uses.

NS-9.34: Utilities:

1. Require utilities to utilize existing transportation and utility sites, rights-of-way and corridors whenever possible, rather than creating new corridors in the shoreline environment. Joint use of rights-of-way and corridors in shoreline areas should be encouraged.

NS-9.35: Clearing and Grading:

1. Regulate clearing and grading activities in shoreline areas.
2. Avoid negative environmental and shoreline impacts of clearing and grading whenever possible through site planning, construction timing, bank stabilization, and the use of erosion and damage control methods.
3. Design clearing and grading activities with the objective of maintaining natural diversity in vegetation species, age, and cover density.

NS-9.36: Geological Hazard Area:

1. Minimize or mitigate development on unstable or moderately unstable slopes.
2. Avoid clearing vegetation on and within edges of bluffs. Retention of

a natural buffer should be encouraged.

3. Design and construct structures in a manner that provides structural integrity and safety for their useful life.
4. Allow sufficient lot depth within new subdivisions such that bulkheading or other structural stabilization is not necessary.

Fire Hazards

Goal NS-10: Protect life and property in rural and resource areas of the County from fire hazards.

Policies

NS-10.1: The County should prepare an implementation plan for fire safety and prevention for rural and resource lands and presenting development standards.

Action: The County should establish a Fire Hazards Task Force comprised of citizens, fire district, city and county building officials, corporations, agricultural, DNR, other state agency, city and County representatives to develop a fire safety and prevention plan similar to that prepared for Kittitas County.

⌘

GRANT COUNTY COMPREHENSIVE PLAN



PART III – ENVIRONMENTAL REVIEW

DEPARTMENT OF COMMUNITY DEVELOPMENT LONG RANGE PLANNING

CHAPTER 14

ENVIRONMENTAL ANALYSIS

INTRODUCTION

SEPA Requirements

Grant County has proposed adoption of this Comprehensive Plan/ Draft Environmental Impact Statement (EIS) to address the County's future growth. Washington State's Environmental Policy Act or SEPA (RCW 43.21C) requires government officials to consider the environmental consequences of actions they are about to take, and seek better or less damaging ways to accomplish those proposed actions. Officials must consider whether the proposed action will have a significant, adverse environmental impact of the following elements of the natural and built environment:

- Earth;
- Air;
- Water;
- Plants and animals;
- Energy and natural resources;
- Environmental health;
- Land and shoreline use;
- Transportation; and
- Public services and utilities.

Washington's State Environmental Policy Act (SEPA) classifies the adoption of a comprehensive plan as a "non-project action"; that is, it involves policies, plans or programs rather than a site-specific project. For non-project actions, SEPA requires an environmental impact statement (EIS) that evaluates possible impacts of the proposed action as well as impacts of alternatives to the action. The EIS for a non-project action does not require site specific analyses; instead, the EIS discusses impacts and alternatives appropriate to the scope of the non-project proposal and to the level of planning for the proposal.

This chapter describes the findings of a review conducted to meet SEPA requirements. It is a draft environmental impact statement (DEIS) and meets SEPA requirements for such documents.

What Is An Environmental Impact Statement?

Given the ambitious purposes and long-range intended use of the Comprehensive Plan, it should be no surprise that adopting the plan will have profound effects on virtually every aspect of County life. Washington State law requires that any proposal with such significant potential impacts—whether it is the adoption of a comprehensive plan or the construction of a major public or private project—be subjected to detailed scrutiny of those potential impacts. Such scrutiny is provided by preparing an environmental impact statement, or EIS.

The rules for the preparation and review of an EIS are extensive, but the key points are as follows:

- The document must provide a clear and concise description of what is being proposed.
- A "scoping" process must be undertaken, which determines the scope of the document, or the areas that it will address. Government agencies and the public all have say in how broad the scope of the document will be.
- Alternatives to the proposed action must be developed, and their potential impacts analyzed at the same level of detail as the proposed action.
- The EIS must describe all aspects of the environment that the proposal could affect.
- All significant adverse impacts on the environment that could result from carrying out the proposal or the alternatives must be

CHAPTER 14...

identified. For each, options must be described for “mitigation,” steps that can be taken to avoid or reduce the impact.

- All interested parties—from affected government agencies to Native American Tribes to businesses to environmental groups to private citizens—must be given an opportunity to review the proposal and make comments or raise concerns about it. The final environmental impact statement must respond to all comments received.

SEPA/GMA Integration

In 1994, the State Legislature passed a provision allowing jurisdictions to combine GMA planning with SEPA requirements and produce a single document for a comprehensive plan and EIS. The Department of Ecology adopted rules for this procedure in 1995. This is the procedure that Grant County has elected to follow for this Comprehensive Plan.

With separate development of a comprehensive plan and its EIS, the plan would be developed first with the environmental review to follow. This approach can diminish consideration of environmental impacts as the proposed plan is developed. By combining the two processes, environmental consideration is brought to the forefront of the planning process. The plan proposed in this document has been developed with the findings of the draft EIS in mind. Several alternatives have received thorough environmental review, providing confidence that the Proposed Plan minimizes adverse impacts.

The combined approach also offers a streamlined process. The rules governing the development of comprehensive plans and environmental impact statements clearly specify periods of government agency review and public input. By developing the two documents together, many of these required steps are combined, making for a speedier plan review process.

Preparation of the Comprehensive Plan requires compliance with both SEPA and GMA requirements. Since they are similar in many

ways, integration of SEPA with GMA eliminates duplication of effort and assures consistency between them. The procedural and substantive requirements of SEPA and GMA have been integrated at several points in the County’s planning process:

- **Public Participation.** Both SEPA and GMA recognize public participation and agency coordination as fundamental to the planning process.
- **Visioning and Scoping** Visioning (for the Plan) and scoping (for the EIS) are the fundamental beginning points of each process. Visioning and scoping have been combined over an extended period of time in the Grant County process.
- **Existing Conditions** Both SEPA and GMA require collection and analysis of information regarding existing conditions. The draft plan document contains a description of existing conditions for the various planning issues/resources.
- **Goals and Policies** Goals and policies play an important role in the development of the GMA comprehensive plan, and the SEPA evaluation of plan alternatives. Goals and policies are included in each of the elements of the Plan.
- **Impact Analysis** GMA requires collection and analysis of data for natural resource lands, critical areas, the mandatory plan elements (i.e., land use, rural, housing, transportation, utilities, capital facilities), urban growth areas, and the siting of essential public facilities. SEPA requires the analysis of the Plan’s significant adverse impacts on elements of the natural and built environments. The county draft plan contains the data inventories and descriptions of resources to which the required SEPA analysis is applied in this chapter.
- **Mitigation** GMA requires plan and ordinance provisions to reduce the impacts of growth on the natural and built environment (e.g., designate and protect by regulation critical areas, the land use plan

must protect water quality). Accordingly, the Plan, including text, mapping, goals and policies, along with its implementation mechanisms naturally incorporate SEPA required mitigation.

- **Documents** Both SEPA and GMA require preparation of documents for the public participation and decision-making processes, but each has specific guidelines on the information and analysis that must or should be included. This chapter contains the requirements of SEPA as an integrated portion of the draft Plan document, which has been prepared to satisfy GMA requirements. After certification of the EIS and adoption of the Plan, this chapter (Chapter 14) could be separated from the plan to become a stand alone document.

DESCRIPTION OF PROPOSED PLAN AND ALTERNATIVES

Proposed Action

The proposed action is that the Grant County Board of County Commissioners adopt a Comprehensive Plan to meet the requirements of the Growth Management Act. As required by the GMA, the Proposed Plan addresses the following elements: Land Use, including urban growth, rural areas, critical areas, and resource lands; Housing; Transportation; Capital Facilities; and Utilities. In addition to the required elements, the Proposed Plan also includes policies for the siting of essential public facilities, a plan amendment process, and intergovernmental cooperation. The Plan also features an Economic Development element.

Description of Planning Area

A thorough discussion of the existing conditions in Grant County, including its land and people, is presented in Chapter 3 – Grant County Profile. Population, economic development, housing, settlement history, and the physical setting of the County can all be found in Chapter 3. Therefore, only a brief summary as it relates to environmental review is presented here.

Grant County is located in the central part of Washington. The fourth largest county in the State, Grant County is approximately 2,675 square miles in area and is bordered on the west by Douglas and Kittitas Counties, on the south by Yakima and Benton counties, on the north by Okanogan County, and on the east by Adams County.

The Columbia River flows in a deep valley along the west and southwestern boundary of the County. The terrain varies from steep and rocky to rolling hills and tabletop plateaus. The northern part of the County is characterized by loess mantled hills that have been dissected by the Channeled Scablands. The southern part in general is smooth, southward sloping plain that is deeply dissected and interrupted by the Saddle Mountains and Frenchman Hills, which create a distinct valley called Royal Slope and one reverse slope area called the Wahluke Slope. Babcock Ridge and Beezley Hills border the northern part of the plain.

With a large land base of 2,675 square miles and a 1998 population of 69,400 people, Grant County is very much a rural county. With its wide expanses of open lands—diverse farmlands and arid foothills—Grant County’s rural environment is one of its most attractive features.

Grant County’s fifteen incorporated cities and their surrounding urbanized areas constitute the urban growth areas. Outside the UGAs is a significant amount of land comprising the natural resource base of the County’s economy. Scattered outside the UGAs and among the resource lands are areas of land neither well suited for agriculture nor suitable for urban level development. These non-resource, non-urban areas comprise the rural land base of Grant County.

Of all the lands under County jurisdiction, agriculture as a use constitutes the highest percentage (63%). Nearly 1,100,000 acres are devoted to some form of agricultural production, as reported by the Washington Agricultural County Data 1994 as compiled by Washington Agricultural Statistics Service.

CHAPTER 14...

Agricultural areas are concentrated throughout Grant County. In general, the location of agriculture has been strongly influenced by the construction of irrigation facilities. Authorized in 1943, the Columbia Basin Project provided reclamation water to much of the area in 1952. Development increased rapidly during the 1960s and early 1970s. Significant areas of dryland agriculture also exist throughout the County.

Grant County is a state and national leader in the production of wheat, corn, hay, potatoes and several tree fruits. The County is a major livestock production center. The market value of all agricultural products sold was nearly \$482 million in 1992. Nearly 5,100 people were employed in the agricultural industry paying out over \$60 million annually in wages. The connection between agriculture and the economic welfare of Grant County cannot be overstated.

Grant County's Vision For The Future

People choose to live and work in Grant County for many reasons. The County provides a diversity of environments and lifestyle choices such as urban, rural, and small town. The wholesome quality of life offered by Grant County includes a clean environment, job opportunities, easy access to work and recreation, quality health facilities, education and cultural activities, a variety of human services and a peaceful, uncrowded atmosphere.

Grant County seeks to maintain and enhance its quality of life while achieving benefits of growth and minimizing any negative impacts. Our vision defines our future and how we will respond to growth and change.

Grant County's vision for the future is comprised of the following basic values:

- Promote a healthy, diversified, and sustainable local and regional economy by supporting existing local businesses, making prudent infrastructure investments, and encouraging new business that is compatible with and complementary to the community.

- Protect and preserve the natural beauty, rural character, and variety of lifestyles that define our community.
- Protect and conserve our agricultural resources, and prevent inappropriate conversion of prime agricultural lands.
- Manage growth effectively to prevent inappropriate or premature conversion of undeveloped land and to minimize incompatible land uses and the cost of public and private services.
- Encourage infill development within urban growth areas and enhance the sense of "community" around traditional population centers.
- Provide a variety of residential living opportunities, ranging from urban to rural, small town, rural settlement, shoreline, and agricultural.
- Promote healthy, safe, and productive communities with a variety of housing for all economic levels.
- Encourage opportunities for quality community education and technology to meet the educational and training needs of all residents.
- Promote open, responsive and accountable local government that works to create a true sense of community and to create democratic processes on all levels.

Scope of Environmental Review

This Chapter, together with the balance of the Plan, serves as the Draft Environmental Impact Statement (DEIS) for the Comprehensive Plan. In essence, the proposed action can be described as achieving compliance with the Growth Management Act. The DEIS provides a broad overview of the environmental impacts of future development under three alternative scenarios.

The scope of the DEIS was established through a process that included public notification of affected agencies and requests for comments identifying which issues should be addressed.

The scope was also influenced by the input of the Planning Commission and public. Following is a listing of the major issues identified through the scoping process and the plan preparation process:

Land Use

Urban and Rural Character, Density & Services
Transition of Land Uses
Maintaining Livability
Incompatible Development

Economic Development

Adequate Infrastructure/Land Supply
Future Economic Base
Removal of Dams/Expansion of Columbia Basin Project

Housing

Affordable Housing
Farmworker Housing
Housing Type and Mix

Transportation

Safety
Mobility
Alternative Modes
Funding

Capital Facilities/Utilities

Funding
Concurrency
Environmental Sensitivity

Natural Setting

Wetlands
Aquifer Recharge Areas
Frequently Flooded Areas
Geologically Hazardous Areas
Fish and Wildlife Habitat
Shorelines
Water Supply and Quality
Air Quality

Summary of Alternatives

Three alternative growth scenarios were developed during the plan development process to meet the requirements of SEPA, which requires the inclusion of a “no action” alternative as well as other reasonable alternatives. The three alternatives are:

- Alternative No. 1 – Proposed Comprehensive Plan (Preferred Alternative);
- Alternative No. 2 – the Low Rural Density Alternative; and
- Alternative No. 3 – No Action Alternative.

Under the Alternatives No. 1 and No. 2, future land use and development will continue to be influenced to a significant extent by long-term development and maintenance of natural resource industries — primarily agricultural industries.

Based on Office of Financial Management high series population forecast, total population growth within unincorporated Grant County is projected to increase from 69,400 in 1998 to 104,391 in 2018, which yields an annual rate of growth of 2.1 percent, or 50.4 percent for the entire 20-year planning horizon. In addition, the relocation of plant facilities by Genie Industries is expected to create in-migration of 1,970 persons, equaling a total 2018 population of 106,362. This population projection is used for all three growth alternatives.

Alternative No. 1 (Preferred Alternative) – Proposed Plan encourages development in urban areas where adequate public facilities and services exist or can be provided in an efficient manner. Urban levels of growth will take place within the Unincorporated Urban Growth Area (UGA), Rural Village, Rural Communities, Recreational Developments, and Agricultural Service Centers as designated in the Plan. These areas acknowledge the small, historic community areas throughout the county that provide citizens with infrastructure, public services, and facilities. While these areas have no formal governing mechanisms, the density of housing and mixed land use within them resembles that of an incorporated municipality. The Plan also identifies and provides for other existing patterns of land use throughout the rural area. These include industrial, commercial, shoreline development, urban reserve, rural residential, and rural remote.

CHAPTER 14...

Under this alternative, 90 percent of the projected population growth will occur in urban growth areas (UGAs) and the designated rural areas of more intensive development (RAIDs). The rural lands and agricultural resource lands will only need to accommodate a projected population growth of less than 3,200 over the planning period.

This alternative recognizes four separate rural land use designations: Urban Reserve, Rural Residential 1, Rural Residential 2, and Rural Remote. Future densities vary between the rural land use designations in the Plan. Future densities in the Rural Residential 1 and Urban Reserve designations are 1 dwelling unit per 5 acres, 1 dwelling unit per 20 acres in the Rural Remote designation, and 1 dwelling unit per 2 1/2 acres in Rural Residential 2 designation. The Rural lands designated under this Alternative are able to accommodate about 6,804 residential housing units at the future densities proposed. Only 371 new housing units are required to accommodate the projected population growth of less than 3,200 people.

While the Preferred Alternative provides significantly more rural residential lands than are required to accommodate population growth, it maximizes citizens' choice of rural area in which to reside. Further, it must be recognized that availability of potable water is anticipated to significantly diminish the amount of designated residential land that can be developed. It is not possible to quantify the effect of water availability on rural residential development at this time. Once water availability is better quantified and groundwater withdrawal regulations are clarified, a better understanding of the impact can be gained.

It is the intention of this Plan to promote a variety of rural residential densities and broad choice of location for rural residential development, while ensuring: (1) that our rural areas do not become further characterized by urban sprawl, (2) that natural resource lands are preserved and protected, and (3) that development in rural areas is consistent with rural character. The protection of natural

resource lands of long-term commercial significance is a very high priority for Grant County. Limiting the supply of rural residential lots may actually increase the conversion of resource lands to residential use. Providing an excess of land for rural residential development would help protect resource lands.

The rural land use goals and policies of this Plan will protect the existing rural character of the land in Grant County. Urban sprawl will be minimized. Retention of resource lands and natural resource based economic activities will be encouraged. Outdoor recreation and other activities requiring open space will be promoted. Fish and wildlife and other sensitive habitats will not be adversely impacted by the rural development contemplated by these designations.

Further, the designation of more lands for rural residential development than required to accommodate expected rural population growth appropriately balances the goals of the GMA, including protection of private property rights, availability of affordable housing, environmental protection, and prevention of urban sprawl.

Alternative No. 2 – Low Rural Density is similar to the Preferred Alternative, except for its treatment of rural lands. Like the Preferred alternative, urban growth will be directed to the UGAs and the RAIDs. Population growth scenarios are the same as for the Preferred Alternative. However, this alternative would not recognize four separate rural land use designations. A single rural residential land use designation would be used and would have a lower residential density than that of the Preferred Alternative. Lands designated as Rural Residential would have a future density of 1 dwelling per 20 acres.

The County would fund capital transportation and other capital improvement projects, as designated in the Capital Improvement Plan and Six-Year Transportation Improvement Plan for the Preferred Alternative.

Alternative No. 3 –No Action is the SEPA-required “no action” alternative in which there

would be no change from the County's current planning strategies. Under this alternative, development would occur in accordance with existing zoning designations and regulations and comprehensive plans. No formal distinction would be made between urban growth areas, rural areas, and resource lands. These areas would be treated as they are under current regulations and the 1977 comprehensive plan.

This alternative would assume the same "high series" population projection of the Preferred Alternative, but the distribution of growth will reflect the existing population distribution.

Future land use designations and densities would largely be governed by the County's Interim Zoning Ordinance No. 96-108-CC which established rural densities of 1 household per 2½ acres.

The County would continue to fund capital transportation and other capital improvement projects, as designated in the Capital Improvement Plan and Six-Year Transportation Improvement Plan.

The No Action Alternative would result in a more sprawling development pattern that would consume more vacant urban, rural, and agricultural resource lands than the Preferred Alternative.

Major Differences and Similarities Between Alternatives

Population

All alternatives assume the same population projection based on the Office of Financial Management "high series" population forecast. OFM projects total population growth within unincorporated Grant County to increase from 69,400 in 1998 to 104,391 in 2018, which yields an annual rate of growth of 2.1 percent, or 50.4 percent for the entire 20-year planning horizon. In addition, the relocation of plant facilities by Genie Industries is expected to create immigration of 1,970 persons, equaling a total 2018 population of 106,362. Under the Proposed Plan, 89 percent of the projected population growth

will occur in urban growth areas (UGAs) and the designated rural areas of more intensive development (RAIDs). The rural lands and agricultural resource lands will only need to accommodate a projected population growth of less than 3,500 over the planning period.

Land Use

The primary differences between the alternatives are represented in land use, particularly rural land use. A general comparison of residential densities for each of the alternatives is presented in Table 14-1. Alternative No. 3 (No Action) has rural densities approaching suburban over much of the unincorporated county. The rural density of Alternative No. 3 is about eight times that of Alternative No. 2 and twice that of the Preferred Alternative.

Alternative No. 1

This alternative closely represents the requirements of the GMA while allowing for customizing of land use designations and densities to reflect the historical development patterns of the unincorporated areas. This alternative promotes a variety of residential living opportunities and densities in the rural areas of the County. While meeting the requirements of the GMA, it offers flexibility in siting new residential development outside of incorporated areas.

Residential development in rural areas would occur in a "tiered" approach using three distinct rural land use designations. Development in the predominant rural land use designation (Rural Residential 1) would be at a relatively low density of one dwelling unit per 5 acres to retain existing rural character, protect groundwater, and prevent sprawl. In more remote areas having little or no access to County roads and other services, residential development would be limited to 1 dwelling unit per 20 acres due to the inaccessibility of public services. In a limited number of areas, residential development would be allowed at 1 dwelling unit per 2 1/2 acres. In all three designations, there would be potential for flexibility of parcel sizing provided that the density standard is maintained.

CHAPTER 14...

This alternative would recognize “rural areas of more intensive development”, and thereby reflect the local conditions and existing urban growth in the unincorporated areas of the County. Rural Villages, Rural Communities, Shoreline Development, Recreational Development, Agricultural Service Centers, Commercial and Industrial development that exists would be recognized and provisions made for continuing those historical development patterns. Infill development would be encouraged at varying densities stipulated in the Plan.

It also recognizes areas that are trending toward urbanization and should be designated as “Urban Reserve” with appropriate densities such that further urbanization does not interfere with efficient provision of services should the area be incorporated at some later date. These areas would be recognized as transitional in nature.

Agricultural resource lands would be protected from incompatible adjacent land uses through a relatively low density requirement of 1 dwelling unit per 40 acres. Small lot segregation would be allowed provided that the density standard is maintained. Incompatibility issues are also addressed through a variety of policies establishing buffering, setbacks, disclosure covenants and other protection measures.

Alternative No. 2

This alternative is similar to the Preferred Alternative, except for its treatment of residential development in rural lands. Like the Preferred alternative, urban growth will be directed to the UGAs and the RAIDs. However, this alternative would not recognize three separate rural land use designations. A single rural residential land use designation (Rural Residential) would have a lower residential density than that of the Preferred Alternative: 1 dwelling per 20 acres. The lower density would provide greater protection of groundwater resources and further reduce sprawl. However, it would increase the large lot cost and maintenance burden on homeowners.

Treatment of “Urban Reserve” areas, “RAIDs,” and agricultural resource lands would be identical to that of the Preferred Alternative.

Alternative No. 3

Growth under this alternative would continue to follow recent past trends experienced since the County’s adoption of the Interim Zoning Ordinance. The Interim Zoning Ordinance provides for a minimum lot size of 2½ acres in rural zones outside of Interim Urban Growth Areas. Changes in zoning would continue to occur on a case-by-case basis. Public facility capacity would be allocated on a first come, first served basis as opposed to a more planned allocation of resources.

Continued development under the no action alternative would result in a patchwork development pattern and alter the rural character and density of rural lands. Continued development of agricultural resource lands would diminish available productive farm land, alter the pastoral character of the lands, and result in conflicts between incompatible uses. Capital facility improvements would be required to react to development rather than anticipated growth.

This alternative would not recognize “rural areas of more intensive development”, and thereby would not reflect the local conditions and existing urban growth in the unincorporated areas of the County. The future density of 1 unit per 2½ acres under this alternative would not allow promote infill and would disrupt the historical development patterns of these areas.

Capital Facilities, Transportation and Utilities

Land use development patterns have a substantial impact on the capital facility and public service needs in the County. In simplistic terms, growth spread over a larger development area will have a greater impact than growth spread over a smaller area. The land use alternatives do not specifically prescribe where new growth and development will occur, or the specific timetable for that growth. Therefore, it is difficult to predict specific impacts on capital facility, transportation, utility and public service systems.

Table 14-1
General Comparison of Rural Residential Densities
Between Land Use Alternatives

<i>Land Use Designation</i>	<i>Residential Density (Dwelling Units/Acre)</i>		
	<i>Alternative No. 1</i>	<i>Alternative No. 2</i>	<i>Alternative No. 3</i>
Rural Lands:			
Urban Reserve	1/5	N/A	1/2.5
Rural Residential 1	1/5	1/20	1/2.5
Rural Residential 2	1/2.5	N/A	1/2.5
Rural Remote	1/20	N/A	1/2.5
Resource Lands	1/40	1/40	1/40

N/A = Not Applicable

The transportation system is perhaps most impacted by development trends. Many transportation impacts related to development tend to be “localized,” that is they have a more specific effect on the local system proximate to the development and a lesser, more general effect on the transportation system as a whole. Therefore, the transportation system analysis, while evaluating growth patterns for each alternative to determine the sufficiency of the existing roadway system, assumes that new roadways will be constructed as development occurs according to the needs determined in detailed studies for each development proposal.

Levels of service for capital facilities, transportation and utilities are the same under each alternative. The Comprehensive Plan includes comparisons of existing infrastructure capacity and its ability to meet current and future demands. Levels of service standards established in the Plan are not exceeded for any of the land use alternatives.

Residential Capacity

The land use analysis included in Chapter 5 and the housing analysis included in Chapter 7 evaluate the supply of vacant, buildable land and the need for housing and the ability to accommodate the projected population growth. Each alternative has more than adequate capacity to accommodate the projected population growth. Under the Preferred Alternative, about three times more residential land capacity is available than required over the planning period. Under Alternative No. 2, about twice as much

residential land capacity is available than required over the planning period. The Preferred Alternative has more “market choice” in residential living than the other two alternatives. Residential capacity of rural lands for each of the alternatives is presented in Table 14-2.

Natural Setting

The natural setting of the County is described in detail in Chapter 13, and includes analyses of critical areas. The Natural Setting Element clarifies the relationship between the natural environment and land use. The Grant County Resource Lands and Critical Areas Development Ordinance No. 93-49-CC provides guidelines for the designation and classification of natural resource and critical area lands and establishes regulations for their protection. By providing substantive policies and criteria that can be considered during the review of a development proposal, this element assures there is a tool not only to meet the requirements of the GMA, but also to maintain these valuable resources that help define the quality of life in Grant County.

In relative terms, growth spread over a larger development area will have a greater impact on the environment than growth spread over a smaller area. Generally, the more intense the land use designation and the higher the residential densities allowed, the more adverse the impacts to all systems, both natural and built.

Although the land use alternatives specify density standards, they do not specifically prescribe where new growth and development

CHAPTER 14...

will occur, or the specific timetable for that growth. Therefore, it is difficult to predict specific impacts on the environment. However, based on relative density requirements, the No Action Alternative will have a greater impact than the other alternatives.

The Grant County Resource Lands and Critical Areas Development Ordinance is an “overlay” ordinance applicable to all land use designation in the Plan. Therefore, the Ordinance ensures that environmental quality is protected under each of the land use alternatives.

Vision, Goals, and Policies

Each of the alternatives achieves, to varying degrees, the vision, goals and policies of the Proposed Comprehensive Plan. With the exception of those related to land use, the goals and policies of the Plan apply to each of the land use alternatives.

SUMMARY OF ENVIRONMENTAL ANALYSIS

Approach

A fundamental objective of the State Legislature is to make the process of project review more efficient and timely by integrating comprehensive planning and environmental review so that review and approval of individual development projects becomes, to the extent practicable, simply a logical extension in the implementation of the Comprehensive Plan. In effect, future projects would become “plan actions.”

Recent expressions of this legislative intent is ESHB 1724 (RCW 36.70C) enacted in 1995 and ESB 6094, enacted as amended by the Governor in 1997. This legislation is intended to help implement the Governor’s Task Force on Regulatory Reform through the integration of growth management and environmental review. A principal motivation for the legislative actions is to streamline land use regulatory processes in order to reduce long delay times (years in some cases) for project review and approval,

particularly in western Washington counties and cities. Such delays are costly and impede effective management and accommodation of growth pressure.

Project delays are not a current problem in Grant County where project review and action is relatively expedient. However, this is due in large part to low overall densities, lack of full utilization of the land capacity, and relatively low development pressure. Incompatible uses between adjoining properties, although a concern addressed by this Plan, are also relatively low. These current “comfortable” conditions will gradually erode as development pressure increases and the land base is consumed. As this occurs, competing economic considerations and quality of life impacts associated with intensification of land uses will lead to more difficult, litigation prone review and permitting, thereby leading to delays seen in more urban environments.

Ideally, the adoption process for a Comprehensive Plan would include environmental review of land use and other provisions in sufficient detail and rigor that questions relating to the specific adequacy of, and impacts to the natural and built environment, are resolved upon plan adoption. When done well, only site specific issues need to be addressed for individual project proposals. The principal benefit of such a refined process is to make any specific development proposal that is consistent with the adopted Plan, and within the “bounds” of the Plan’s environmental analysis, merely an action to implement the Plan.

The degree to which an EIS prepared for a Comprehensive Plan can accomplish this objective is, of course, a function of the breadth and rigor of its analysis, which by and large is a function of time and resources committed to the effort. While the State Legislature promotes such a rigorous environmental review to promote expedient project review under the adopted Plan, funding to accomplish that ideal has not been forthcoming. For Grant County, at this point in time, the desire to achieve the ideal is constrained by lack of funding.

Therefore, the level of environmental analysis herein is programmatic in nature, focusing on potential impacts resulting from plan implementation. It accomplishes only the conventional objectives of a non-project EIS in making a comparative analysis of land use alternatives in order to address issues raised during scoping and identify the least environmentally damaging alternative. Detailed impact analyses of future development will be conducted on a project-by-project basis as development applications are made to the County.

Affected Environment

Generally, the affected environment is described in detail in the “Existing Conditions” section of each of the Elements of the Comprehensive Plan. Therefore, the affected environment is not summarized or repeated in this Element. Where necessary to provide necessary context to the discussion of relative impacts, mitigation measures and unavoidable adverse impacts, a summary of the affected environment is provided.

Relative Impacts

Relative impacts of each alternative are presented in the following sections of this Element for each major issue. A table in matrix format (Table 14-3) has been used to summarize the relative impacts of the three alternatives. The tables are organized consistent with the elements of the Comprehensive Plan and incorporate major issues identified during the EIS scoping process and the ongoing public participation process.

In some cases, no significant adverse environmental impacts were identified for an identified major issue, but are listed nevertheless in the tables to communicate that the issues were considered in the SEPA environmental review process.

Potential Mitigation Measures

Although they are not required to correct the possible impact of the alternatives, mitigation

measures can be used to implement policies and regulations designed to protect the natural and built environment. Potential mitigation measures for the impacts of the alternatives are identified for each of the major issues in the following sections of this Element and are summarized in Table 14-4.

Unavoidable Adverse Impacts

Under all alternatives, the population of unincorporated Grant County will increase substantially over the 20-year planning period. Land development associated with such growth will produce certain unavoidable impacts. The environmental impact analysis identified the following unavoidable adverse impacts:

- ***Critical Areas***—Over time, changes in land use and development patterns could result in increased risk of: (1) impact on wetland habitat, (2) flood damage, (3) landslide and seismic damage, (4) impact on habitat conservation areas, (5) impact on aquifer recharge areas. No unavoidable adverse impacts to critical areas are expected if development is managed through the proper administration of the County’s Resource Lands and Critical Areas Ordinance, Flood Damage Prevention Ordinance, and Shoreline Management Master Program.
- ***Water Resources***—An increase in pollutant loadings within the receiving waters of the County is an unavoidable consequence of future development. New development could result in reduced recharge of the aquifers as well as increased pollutant loading from on-site septic systems.
- ***Lot Size and Density Impact in Rural and Urban Areas***—With increased growth there will be increased density and smaller lot sizes in areas designated as UGAs.
- ***Housing***—Need for more housing units of various types will increase with population growth.

CHAPTER 14...

- **Light and Glare**—Potential sources of light and glare will increase as development occurs.
- **Aesthetics**—Increased development will affect the visual character of both urban and rural parts of the County.
- **Transportation**—Projected population and employment growth will result in increased vehicle and total person trips.
- **Utilities/Public Services**—Future population growth and development will increase the need for public services, including fire and police protection, library, schools, park and recreation services, emergency medical services, health care, and social and human services, in Grant County under any of the alternatives. Resources will have to be expanded to meet these needs.
- **Solid Waste**—Future growth and development will result in increased demand on solid waste services and facilities and increased cost for disposal.
- **Water**—Through proper management of the County's water systems, no unavoidable adverse impact is expected.
- **Sewer**—Through proper administration of on-site sewer ordinances and management of the County's sewer systems, no unavoidable adverse impact is expected.
- **Stormwater**—Future growth and development will result in increased surface water runoff causing increased erosion, surface water pollution and groundwater impacts. Given the low rainfall intensity in the County, no unavoidable adverse impacts are anticipated. If impacts are greater than expected, the County may need to evaluate the benefits of a stormwater control ordinance on future development.
- **Air Emissions**—Growth and development will result in increased air emissions.

- **Noise**—Growth and development will result in increased noise levels.

NATURAL ENVIRONMENT

General

The following section on the natural environment of Grant County evaluates critical and sensitive areas that have requirements for collection of data, analysis of consistency and impact, and mitigation in both GMA and SEPA. The goals and policies of the Plan are evaluated in terms of how implementation can reduce the potential for impact on the natural environment based on the land use and development patterns of the alternatives.

Regulatory Requirements

In 1990, the Washington State Legislature adopted ESHB 2929, which required all counties in the State to classify and protect critical areas and resource lands. Subsequently, the Legislature modified the requirements pertaining to critical areas and resource lands.

Grant County adopted Grant County Resource Lands and Critical Areas Development Ordinance No. 93-49-CC on May 25, 1993. The Ordinance furthered the County's objectives to promote the public health, safety and general welfare by adopting provisions designed to:

1. Protect human life and health;
2. Further the public's interest in the conservation and wise use of our lands;
3. Assure the long term conservation of resource lands;
4. Preclude land uses and developments which are incompatible with critical areas;
5. Classify and designate critical areas and resource lands; and
6. To develop appropriate regulatory and non-regulatory actions in response.

Identification and Classification

Critical areas are identified and classified in accordance with the requirements of Grant County Resource Lands and Critical Areas Development Ordinance No. 93-49-CC.

Maps and References

The Grant County Current Planning Department maintains a series of data maps containing the best available graphic depiction of critical areas in Grant County for the purpose of administering its Resource Lands and Critical Areas Development Ordinance. These maps are for information and illustrative purposes only and are not regulatory in nature.

The maps are intended to alert the development community, appraisers, and current or prospective owners of a potential encounter with a use or development limiting factor based on the natural systems present. The indication of the presence of a critical area on the maps is sufficient cause for the County to request a site-specific analysis for the critical areas identified prior to acceptance of a development application as being complete and ready for processing.

The maps are to be used as a general guide to the location and extent of critical areas. Critical areas indicated on the maps are presumed to exist in the locations shown. The exact location and extent of critical areas shall be determined by the applicant as a result of field investigations performed by qualified professionals using the definitions found in the Resource Lands and Critical Areas Development Ordinance.

Wetlands

Affected Environment

Wetlands in Grant County are described in Chapter 13 – Natural Setting Element of this Plan, which serves as the affected environment description for this environmental analysis.

Impact of the Alternatives

The alteration or destruction of wetlands can reduce or eliminate the biological and hydrological functions they perform. Direct impact can result from site preparation activities, including clearing, grading, and filling, which can increase the volume of sediment-laden runoff entering wetlands; this reduces the wetland's natural capacity to remove nutrients, process chemical and organic wastes, and temporarily store flood waters. Indirect impact from new development can include alteration of surface water flows or an interruption in the infiltration of groundwater.

Development under any of the alternatives is not expected to significantly affect wetland areas. The amount of growth projected for the 20-year planning period in the unincorporated areas is quite low, and the land use densities of each alternative are low enough to allow flexibility in developing property so as to avoid wetland areas. The extent to which future development could affect wetlands depends in large part on the design of individual development projects and the effectiveness of implementation and enforcement of the Grant County Resource Lands and Critical Areas (RLCA) Ordinance.

Alternative No. 1 – Proposed Plan

Future development under this alternative concentrates much of the growth into UGAs and RAIDs, and has a relatively low density of residential development in other rural lands and resource lands. Therefore, this alternative reduces the potential for natural wetland areas to be converted to residential and urban uses.

Alternative No. 2 – Low Rural Density

Future development under this alternative also concentrates much of the growth into UGAs and RAIDs, and has a lower density of residential development than Alternative No. 1. Therefore, this alternative further reduces the potential for natural wetland areas to be converted to residential and urban uses.

Table 14-2
Land Use Alternatives – Residential Capacity of Rural Lands

Land Use Designation	2018 Population		Housing Units Required		Gross Residential Land Area (Acres)	Alternative No. 1 (Proposed Plan)		Alternative No. 2 (Low Rural Density)		Alternative No. 3 (No Action)	
	Alt. 1 & 2	Alt. 3	Alt. 1 & 2	Alt. 3		Density (DUs/Acre)	Potential Housing Units	Density (DUs/Acre)	Potential Housing Units	Density (DUs/Acre)	Potential Housing Units
Rural:											
Urban Reserve	0		0		2,230	1/5	178	1/5	178	1/2.5	356
Rural Residential 1	14,887		69		60,921	1/5	2,365	1/20	591	1/2.5	4,730
Rural Residential 2	1,751		301		8,717	1/2.5	1,163	1/20	145	1/2.5	1,163
Rural Remote	876		1		162,336	1/20	3,098	1/20	3,098	1/2.5	24,784
Subtotal Rural	17,514	42,060	371	6,368	234,204	-	6,804	-	4,012	-	31,033
RAIDs:											
Rural Village	1,004		62		1,371	4	1,982	4	1,982	4	1,982
Rural Community	1,265		44		1,056	1	226	1	226	1	226
Agricultural Service Center	120		5		296	1	100	1	100	1	100
Recreational Development	311		19		241	1	25	1	25	1	25
Shoreline Development	1,654		58		1,921	Varies	427	Varies	427	Varies	427
Subtotal RAIDs	4,354	4,354	188		4,885	-	2,760	-	2,760	-	2,760
Resource Land	4,178	4,178	-	-	1,264,281	1/40	-	1/40	-	1/40	-
UGAs	77,144	55,734	11,255	5,515	14,253	4	17,118	4	17,118	4	17,118
Total	106,362	106,362	11,883	11,883	1,517,622	-	26,682	-	23,890	-	50,911

Alternative No. 3 – No Action

Under this alternative, future growth would be more dispersed and at a higher density than either of the other alternatives. Thus, this alternative has greater potential to impact wetlands.

Mitigation Measures

Grant County has adopted their RLCA Ordinance as required by law. Further, the RLCA Ordinance is incorporated into this Comprehensive Plan. The Ordinance is applied on a project-by-project basis to provide protection to the County's wetlands. The Ordinance includes standards, guidelines, criteria, and requirements to identify, analyze, and mitigate the probable impact of development on critical areas and resource lands and to enhance and restore the areas when possible. The goal of the Ordinance is to avoid environmental impact where feasible and reasonable. In appropriate circumstances, the impact on critical areas resulting from regulated land uses and activities may be minimized, rectified, reduced, or compensated for, consistent with the requirements of the Ordinance.

While the County maintains reference mapping for critical areas, exact locations of critical areas in reference to a development proposal must be made by the applicant based on field investigations performed by qualified professionals.

If the County has reason to believe that a wetland may exist on a parcel that is the subject of a development application, the applicant is notified of such existence and is required to conduct site-specific investigations and analysis to delineate the wetlands.

Protection standards contained in the RLCA Ordinance include buffers and mitigation. Mitigation requires the preparation of a mitigation plan for review by the County.

Proper implementation and administration of the RLCA Ordinance provides sufficient mitigation measures for each of the alternatives.

Unavoidable Adverse Impacts

Changes in land use and development patterns in Grant County will continue, with or without adoption of the Comprehensive Plan. Over time, changes in land use and development patterns could result in increased risk of impact on wetland habitat in some developed areas. No unavoidable adverse impact to wetland areas is expected if development is managed through proper administration of the County's RLCA Ordinance.

Frequently Flooded Areas

Affected Environment

Frequently flooded areas in Grant County are described in Chapter 13 – Natural Setting Element of this Plan, which serves as the affected environment description for this environmental analysis.

Impact of the Alternatives

The County will need to control frequently flooded areas regardless of which land use alternative is chosen. Development within frequently flooded areas would result in potential flood impact on residents and businesses as well as potential loss of wetland or fisheries habitat. Damage from floods can be extensive. Loss of property, destruction of plants and landscape features, and loss of life can result from severe flooding. Increased contamination of river and stream systems that flood waters drain into is also a possibility. Potential impact would be the result of increased impervious surface area and stormwater runoff into wetlands.

Although the land use alternatives specify density standards, they do not specifically prescribe where new growth and development will occur. Therefore, it is difficult to predict specific impacts of the alternatives on floodplains. The impact of an alternative is dependent upon location of development and the presence of receiving water bodies sensitive or subject to flooding.

Nevertheless, the impacts of the alternatives are not expected to be significant providing new

CHAPTER 14...

development occurs in conformance with County regulations.

Mitigation Measures

Flood control should be undertaken in the context of a variety of uses, including public access, while reflecting the natural constraints of floodplains, meander zones, and riparian habitat. Flood control should be developed in the context of basin management and preservation. Low intensity land uses should be encouraged in floodplains and other uses discouraged. There should be no net loss to fish and wildlife habitat from flood control practices.

To limit damages to individuals, property, and natural systems, Grant County requires compliance with the provisions of their Flood Damage Prevention Ordinance and Shoreline Master Program. The intent of these policies is to promote efficient use of land and water resources by allocating frequently flooded areas to the uses for which they are best suited, generally low-intensity uses. It is also important to discourage obstructions to floodways and prohibit uses that pollute or deteriorate natural waters. Both ordinances are administered the County's permitting process for building and development.

Grant County has adopted their RLCA Ordinance as required by law. Further, the RLCA Ordinance is incorporated into this Comprehensive Plan. The Ordinance is applied on a project-by-project basis to provide protection to the County's floodplains. Adoption of this ordinance ensures that floodplains are protected under any of the land use alternatives.

Proper implementation and administration of the RLCA Ordinance provides sufficient mitigation measures for each of the alternatives.

Unavoidable Adverse Impacts

Changes in land use and development patterns in Grant County will continue, with or without adoption of the Comprehensive Plan. Over time, changes in land use will result in increased risk of flood damage in some developed areas.

No unavoidable adverse impact on frequently flooded areas is expected if development is managed through proper administration of the County's Resource Lands and Critical Areas Development Ordinance, Flood Damage Prevention Ordinance, and Shoreline Master Program.

Fish and Wildlife Habitat

Affected Environment

Fish and wildlife areas in Grant County are described in Chapter 13 – Natural Setting Element of this Plan, which serves as the affected environment description for this environmental analysis.

Impact of the Alternatives

The impact of development on habitat includes the replacement of agricultural lands and other undeveloped areas with buildings, roads, parking lots, landscaping, and structures. Depending on the location, density, and intensity of land use, this can result in the removal and displacement of habitat, and can cause some wildlife species to relocate.

Loss of wetlands, riparian areas, and adjacent open space can affect the overall number and variety of wildlife and waterfowl. Loss of riparian vegetation could also affect migrating or nesting areas. Plant and animal species can also be affected by erosion and sedimentation of streams, rivers, and wetlands.

Although the land use alternatives specify density standards, they do not specifically prescribe where new growth and development will occur. Therefore, it is difficult to predict specific impacts of the alternatives on habitat. The impact of an alternative is dependent upon location of development and the presence of conservation habitat. Relative impacts can be estimated as follows:

Alternative No. 1 – Proposed Plan

Future development under this alternative concentrates much of the growth into UGAs and RAIDs, and has a relatively low density of

residential development in other rural lands and resource lands. Therefore, this alternative reduces the potential for habitat conservation areas to be converted to residential and urban uses. Habitat areas in UGAs and RAIDs will be most impacted. Development in rural lands will have a minor impact on habitats.

Alternative No. 2 – Low Rural Density

Future development under this alternative also concentrates much of the growth into UGAs and RAIDs, and has a lower density of residential development than Alternative No. 1. Therefore, this alternative further reduces the potential for habitat conservation areas to be converted to residential and urban uses. Habitat areas in UGAs and RAIDs will be most impacted. Development in rural lands will have a minor impact on habitats.

Alternative No. 3 – No Action

Under this alternative, future growth would be more dispersed and at a higher density than either of the other alternatives. Thus, this alternative has greater potential to impact habitat conservation areas and disrupt migration corridors.

The impacts of the alternatives are not expected to be significant providing new development occurs in conformance with County regulations.

Mitigation Measures

Grant County has adopted their RLCA Ordinance as required by law. Further, the RLCA Ordinance is incorporated into this Comprehensive Plan. The Ordinance is applied on a project-by-project basis to provide protection to the County's habitat conservation areas. The Ordinance includes standards, guidelines, criteria, and requirements to identify, analyze, and mitigate the probable impact of development on habitat conservation areas and to enhance and restore the areas when possible.

If the County has reason to believe that a habitat conservation area may exist on a parcel that is the subject of a development application, the

applicant is notified of such existence and is required to conduct site-specific investigations and analysis. Site analysis is required to identify endangered, threatened, candidate, monitor and sensitive and priority species, species and habitats of local and regional importance and the nature and extent of their primary association with the habitat conservation area. The investigation and development proposal must address the relative tolerance by species of human activities. The development proposal is evaluated in terms of its influence on wildlife factors.

Development approval is denied by the County unless mitigation of adverse effects can be provided that will ensure continuation of baseline populations for all endangered, threatened, candidate, monitor, sensitive and priority species. Development may be allowed when only species and habitats of local importance will suffer population declines or interruption of migration routes provided that adequate regional populations are maintained.

Proper implementation and administration of the County's RLCA Ordinance provides sufficient mitigation measures for each of the alternatives.

Unavoidable Adverse Impacts

Changes in land use and development patterns in Grant County will continue, with or without adoption of the Comprehensive Plan. Over time, changes in land use will result in increased risk of impact on habitat conservation areas.

No unavoidable adverse impact to habitat conservation areas is expected if development is managed through proper administration of the County's RLCA Ordinance.

Geologically Hazardous Areas

Affected Environment

Geologically hazardous areas in Grant County are described in Chapter 13 – Natural Setting Element of this Plan, which serves as the affected environment description for this environmental analysis.

CHAPTER 14...

Impact of the Alternatives

The extent of landslides, erosion, or seismic hazards depends on a number of factors. Factors affecting the potential for landslide occurrence include soil vulnerability, slope, and the degree of water saturation, combined with land clearing and alteration for development.

The erosion process can be accelerated by development and agricultural activity that exposes and disturbs soil, making it more vulnerable to erosive forces. Increased impervious surface areas reduce the infiltration of rainfall, increase stormwater runoff, and result in greater erosion potential. The results of the erosion process can in turn adversely affect the physical and biological characteristics of streams and other water resources.

Seismic hazards refer to the effects of intense ground shaking or liquefaction on buildings or other facilities. Seismically induced landslides can also cause structural damage to buildings, particularly on steep slopes.

Development under any of the land use alternatives could affect geologically hazardous areas. Although the land use alternatives specify density standards, they do not specifically prescribe where new growth and development will occur. Therefore, it is difficult to predict specific impacts of the alternatives on geologically hazardous areas. The impact of an alternative is dependent upon location of development and the presence of geologically hazardous areas. Because geologically hazardous areas have not been mapped for the County, site-specific impact cannot be determined at this time. However, the impacts of the alternatives are not expected to be significant providing new development occurs in conformance with County regulations.

Mitigation Measures

Grant County has adopted their RLCA Ordinance as required by law. Further, the RLCA Ordinance is incorporated into this Comprehensive Plan. The Ordinance is applied on a project-by-project basis to reduce impact on the County's geologically hazardous areas. The

Ordinance includes standards, guidelines, criteria, and requirements to identify, analyze, and mitigate the probable impact of development on geologically hazardous areas.

If the County has reason to believe that a geologically hazardous area may exist on a parcel that is the subject of a development application, the applicant is notified of such existence and is required to conduct site-specific investigations and analysis. Site analysis depends upon the type of geologic hazard present, but generally requires determination of the exact location and extent of the hazard. The type and effectiveness of mitigating measures available to safeguard the public health and safety must also be addressed. Design and operational parameters must be evaluated to reduce the impact of development on the hazard.

Development of buildings, roads and utility systems in geologic hazard areas must be avoided where mitigation is not feasible. Development activities and associated infrastructure are not allowed that would worsen the hazard. If development is deemed to be appropriate, post construction slope stabilization and appropriately upgraded road construction standards are employed to eliminate so far as practicable, any exposure to the hazard.

Due to the lack of seismic hazards in the County, no site analysis or development standards are specified in the County's RLCA Ordinance.

Proper implementation and administration of the County's RLCA Ordinance provides sufficient mitigation measures for each of the alternatives.

Unavoidable Adverse Impacts

Changes in land use and development patterns in Grant County will continue, with or without adoption of the Comprehensive Plan. Over time, changes in land use will result in increased risk of landslide and erosion damage in some developed areas.

No unavoidable adverse impact on geologically hazardous areas is expected if development is managed through proper administration of the County's RLCA Ordinance.

WATER/AIR RESOURCES

General

There are several types of water resources in Grant County, both natural and managed. This section evaluates both surface and groundwater resources, including aquifer recharge areas regulated under the County's Resource Lands and Critical Areas Development Ordinance. This section also addressed air quality considerations.

Surface Water

Affected Environment

Surface water resources in Grant County are described in Chapter 13 – Natural Setting Element of this Plan, which serves as the affected environment description for this environmental analysis.

Impact of the Alternatives

Increased growth and development associated with the proposed alternatives could affect the quality of water resources in Grant County. Potential sources of contaminants to surface water bodies include animal sources, agricultural sources, and malfunctioning on-site sewage systems. Increased development could potentially increase pollution stemming from these sources. Of all the water quality parameters that could affect beneficial use of surface waters, the most pronounced effects would probably be from nutrients and suspended solids. While residential development is a potential source of both pollutants, agricultural practices are a much larger contributor.

Methods of reducing potential impact caused by on-site sewage contaminants include constructing community sewer systems instead of individual drainfields for each building site, or using a higher standard of individual on-site treatment. Both methods are more expensive than traditional, individual on-site treatment systems. As the density of development increases, community systems become more cost-effective.

Reduction of potential impact from agricultural

practices includes implementing best management practices related to irrigation, fertilization and pesticide application. On-farm detention systems and wasteway impoundments would also aid in nutrient and sediment removal.

Alternative No. 1 – Proposed Plan

Future development under this alternative concentrates much of the growth into UGAs and RAIDs, and has a relatively low density of residential development in other rural lands and resource lands. Therefore, this alternative results in a denser development and could result in increased opportunities for the development of community sewer systems and fewer individual on-site sewer systems. Because the minimum density in the Rural Residential 1 land use designation is half that of the No Action alternative, the level of impact of this alternative would be less than that of the Alternative No. 3.

Alternative No. 2 – Low Rural Density

Future development under this alternative also concentrates much of the growth into UGAs and RAIDs, and has a lower density of residential development than Alternative No. 1. Therefore, this alternative further reduces the potential for impact to surface water resources.

Alternative No. 3 – No Action

Under this alternative, future growth would be more dispersed and at a higher density in the rural areas than either of the other alternatives. This development pattern makes community systems less cost-effective and would result in a larger number of new, individual on-site sewer systems. Therefore, this alternative has greater potential to impact surface waters.

The impacts of the alternatives are not expected to be significant providing new development occurs in conformance with County regulations.

Mitigation Measures

The goals and policies included in Chapter 13— Natural Setting include provisions for protection of water resources, as follows:

CHAPTER 14...

Goal NS-6: Development should be conducted so as to protect surface and ground water quality and habitat, prevent chronic flooding from stormwater runoff, maintain natural stream hydrology, and protect aquatic resources.

This goal and its policies included in Chapter 13 should be considered as mitigation for avoiding future impacts of development on water resources.

Unavoidable Adverse Impacts

An increase in pollutant loadings within the receiving waters of the County is an unavoidable consequence of future development.

Groundwater

Affected Environment

Groundwater resources in Grant County are described in Chapter 13 – Natural Setting Element of this Plan, which serves as the affected environment description for this environmental analysis.

Impact of the Alternatives

Increased growth and development associated with the proposed alternatives could affect the quality of groundwater resources in Grant County in two primary areas. First, development could lead to increased impervious surface coverage, resulting in decreased groundwater recharge. Second, development would lead to increased demand for domestic water and increased groundwater withdrawals. Where both shallow groundwater and porous soils exist, pollutants in stormwater runoff could enter and degrade the quality of groundwater. The location and nature of potential groundwater impact cannot be identified without additional detailed hydrogeologic studies.

While residential development presents a potential impact to both groundwater supply and quality, agricultural practices represent a much larger potential impact. Reduction of potential impact from agricultural practices includes implementing best management practices related to irrigation, fertilization and pesticide

application.

Alternative No. 1 – Proposed Plan

Future development under this alternative concentrates much of the growth into UGAs and RAIDs, and has a relatively low density of residential development in other rural lands and resource lands. Therefore, this alternative results in a denser development and could result in increased use of community water and sewer systems. Therefore, the impact of this alternative on groundwater quality may be less than that of the No Action alternative.

The demand on water supply under this alternative will be greatest in the UGAs and RAIDs where development will be served mostly by community water systems. The impact on rural lands under this alternative will be minimal.

Alternative No. 2 – Low Rural Density

Future development under this alternative also concentrates much of the growth into UGAs and RAIDs, and has a lower density of residential development than Alternative No. 1. Therefore, this alternative may further reduce the potential for impact to quality of groundwater resources.

Alternative No. 3 – No Action

Under this alternative, future growth would be more dispersed and at a higher density in the rural areas than either of the other alternatives. Therefore, this alternative has greater potential to impact groundwater quality. The current pattern of development will put the most pressure on water resources as more wells are drilled throughout the rural lands. Further, this dispersed rural residential development would rely on individual wells for potable water supply, resulting in a greater number of conduits for potential contamination of groundwater via direct surface water intrusion.

The additional population throughout the County will cause a greater demand on the existing water supply. Since the projected population growth is the same for all alternatives, the impact on water

supply would be generally the same. However, additional irrigation of larger residential areas under the No Action alternative will further decrease the water supply.

Although the land use alternatives specify density standards, they do not specifically prescribe where new growth and development will occur. Therefore, it is difficult to predict specific impacts of the alternatives on groundwater resources. Nevertheless, the impacts of the alternatives are not expected to be significant providing new development occurs in conformance with County regulations.

Mitigation Measures

The goals and policies included in Chapter 13—Natural Setting include provisions for protection of groundwater resources, as follows:

Goal NS-2: Areas demonstrated to be critical aquifers and/or which play a crucial role in recharging our groundwater supplies should be carefully monitored and policies and regulations developed to protect potable water sources.

Goal NS-6: Development should be conducted so as to protect surface and ground water quality and habitat, prevent chronic flooding from stormwater runoff, maintain natural stream hydrology, and protect aquatic resources.

These goals and their respective policies included in Chapter 13 should be considered as mitigation for avoiding future impacts of development on water resources.

Critical aquifer recharge areas are also protected through the implementation of Grant County's RLCA Ordinance as required by law. Further, the RLCA Ordinance is incorporated into this Comprehensive Plan. The Ordinance is applied on a project-by-project basis to reduce impact on the County's critical aquifer recharge areas. The Ordinance includes standards, guidelines, criteria, and requirements to identify, analyze, and mitigate the probable impact of development on critical aquifer recharge areas.

If the County has reason to believe that a critical aquifer recharge hazardous area may exist beneath a parcel that is the subject of a development application, the applicant is notified of such existence and is required to conduct site-specific investigations and analysis. Site analysis to delineate the recharge areas requires the following items:

- Hydrogeological susceptibility to contamination and contaminant loading potential;
- Depth to groundwater;
- Hydraulic conductivity and gradient;
- Soil permeability and contamination attenuation;
- A vadose zone analysis including permeability and attenuation properties;
- An analysis of the recharge area's tolerance for impervious surfaces in terms of both aquifer recharge and the effect on water quality degradation;
- A summary of the proposed development's effect on the recharge area; and
- Existing water quality analysis.

The pre-development site analysis is intended to create a water quality baseline to serve as a minimum standard that shall not be degraded by proposed development. The amount of impervious surface in the development is limited to that defined in the site analysis that will ensure adequate aquifer recharge and water quality protection.

Development approvals must ensure that all best management practices are employed to avoid introducing pollutants into the aquifer, including collection of stormwater from all impervious surfaces and disposal outside of the aquifer recharge area.

The RLCA Ordinance also requires compliance with:

CHAPTER 14...

- Grant County Potable Water Ordinance No. 92-44-CC;
- Applicable Ground Water Management Agency (GWMA) regulations designated under the WAC;
- State requirements regarding protection of upper aquifer zones and groundwater quality (Chapter 173-154 WAC and chapter 173-200 WAC);
- Applicable regulations set forth by any Irrigation District regulated by the U.S. Department of the Interior, Bureau of Reclamation; and
- Regulations set forth by the Washington State Department of Health, the Grant County Health District, and the Washington State Department of Ecology.

Proper implementation and administration of the County's RLCA Ordinance and compliance with ordinances and regulations cited above provides sufficient mitigation measures for each of the alternatives.

As additional mitigation, the County should:

- continue to support and participate in Ground Water Management Agencies active in the region;
- encourage agricultural best management practices; and
- encourage water conservation practices

Unavoidable Adverse Impacts

New development could result in reduced recharge of the aquifers as well as increased pollutant loading from on-site septic systems.

Air Quality

Affected Environment

Air quality in Grant County is described in Chapter 13 – Natural Setting Element of this Plan, which serves as the affected environment description for this environmental analysis.

Impact of the Alternatives

The largest sources of potential air pollutants in rural lands is vehicle exhaust emissions, wood stoves, gravel road dust, and agricultural practices. Since the proposed transportation improvement plan and the agricultural land use designation areas are the same for all alternatives, the impact from those activities are expected to be the same for each alternative.

No change in agricultural cultivation activity is proposed under the alternatives. Instead, agricultural land use designation is intended to provide greater protection to long-term commercial agriculture. Therefore, no increase in air pollutants from agricultural sources is anticipated as a result of the alternatives. Slightly increased vehicle exhaust emissions can be expected from the projected population growth.

Alternative No. 1 – Proposed Plan

Future development under this alternative concentrates much of the growth into UGAs and RAIDs, and has a relatively low density of residential development in other rural lands and resource lands. Concentrated development in UGAs and RAIDs could result in increased auto emissions in these areas.

Alternative No. 2 – Low Rural Density

Impacts will be generally the same as for Alternative No. 1.

Alternative No. 3 – No Action

Under this alternative, future growth would be more dispersed and at a higher density in the rural areas than the other of the other alternatives. This development pattern could lead to increases in wood stove and gravel road particulate pollutants.

Mitigation Measures

Mitigation will include:

- Support of air quality control efforts by the Department of Ecology, including modifications to agricultural burning practices; and

- Implementing dust suppression techniques on gravel roads and during construction of all roads.

Unavoidable Adverse Impacts

New development could result in increased vehicle emissions potentially resulting in an increased air pollutant loading.

LAND AND SHORELINE USE

Affected Environment

A thorough discussion of the existing conditions in Grant County, including its land and people, is presented in Chapter 3 – Grant County Profile. Population, economic development, housing, settlement history, and the physical setting of the County can all be found in Chapter 3. Chapter 5 –Land Use Element and its sub-elements, Urban Lands, Rural Lands and Resource Lands define the future land use for the County under this Plan.

Chapter 5 and the sub-elements present land use designations for:

- Urban Growth Areas (UGAs);
- Rural Lands, including Urban Reserve, Rural Residential 1, Rural Residential 2, and Rural Remote;
- Rural Areas of more Intensive Development (RAIDSs), including Rural Villages, Rural Communities, Agricultural Service Centers, Recreational Development, and Shoreline Development; and
- Resource Lands, including agricultural and mining lands of long-term commercial significance.

A description of major differences and similarities between the three alternatives in terms of land use is presented above.

The programs, goals and policies that define the affected environment related to land use include:

- The Growth Management Act;
- County-wide Planning Policies;

- Grant County Interim Zoning Ordinance;
- Grant County Shoreline Master Program;
- City comprehensive Plans;
- 1977 Grant County Comprehensive Plan and
- Draft Goals and Policies of this 1998 Comprehensive Plan.

These documents serve to define the affected environment related to land use.

Population: All alternatives assume the same population projection based on the Office of Financial Management “high series” population forecast. OFM projects total population growth within unincorporated Grant County to increase from 69,400 in 1998 to 106,362 in 2018, which yields an annual rate of growth of 2.1 percent, or 50.4 percent for the entire 20-year planning horizon. In 1998, there was an equal split of population living in incorporated cities and unincorporated County.

Land Capacity

Impact of the Alternatives

Alternative No. 1 – Proposed Plan

Over the past two decades, the growth rate in unincorporated Grant County has outpaced that of the incorporated cities. The Proposed Plan seeks to reverse that trend and direct the majority of future growth to the UGAs. Under this alternative, 90 percent of the projected population growth will occur in UGAs and the designated RAIDS. The rural lands and agricultural resource lands will only need to accommodate a projected population growth of less than 3,200 over the planning period. Under this alternative, 75,174 people are expected to reside in UGAs in 2018, and 29,217 in Rural Lands, including RAIDS and all rural land designations, combined.

As shown in Chapter 5—Land Use Element and its Sub-elements and summarized in Table 14-2, the projected population for rural and urban areas can readily be accommodated under the Proposed Plan land use designations. For rural areas, the land capacity analysis prepared for the Proposed Plan shows that only 371 new

CHAPTER 14...

residential housing units are required and capacity is available for 16,127 new units.

For RAIDs and UGAs, the land capacity is contained through establishment of logical outer boundaries. For RAIDs, 188 new residential housing units are required and capacity is available for 2,721 new units. For UGAs, 10,493 new residential housing units are required and capacity is available for 14,746 new units.

There is adequate capacity under this alternative for projected growth in both rural and urban lands. Since the Proposed Plan provides significantly more land as needed to accommodate projected population growth in rural areas, it may not be possible to ensure that the majority of the new population is distributed to the urban areas of the County as intended under this alternative. Left to market forces, significantly more population could reside in rural lands than anticipated.

Alternative No. 2 – Low Rural Density

Population growth and distribution under this alternative is identical to the Preferred Alternative. The rural land capacity, however, is reduced based on the lower rural residential density of 1 dwelling unit per 20 acres. Under this alternative, rural land capacity provides for 5,260 new residential housing units to meet the projected need of 371 new units. There is adequate capacity under this alternative for projected growth in both rural and urban lands.

Similar to the Preferred Alternative, this alternative provides significantly more land as needed to accommodate projected population growth in rural areas, it may not be possible to ensure that the majority of the new population is distributed to the urban areas of the County as intended under this alternative. Left to market forces, significantly more population could reside in rural lands than anticipated.

Alternative No. 3 – No Action

Although the total population growth under this alternative would be the same as for the

Preferred Alternative, the distribution would be quite different. Under this alternative, future growth would be more dispersed and at a higher density in the rural areas than the other alternatives. It is expected that the historic distribution of population would continue under this alternative. Therefore, in 2018 it is expected that about half of the 106,362 would be residing in cities.

Based on the land capacity analysis prepared for the Preferred Alternative, it is estimated that a total of 6,368 new residential housing units would be required in rural lands and 4,684 new units in urban lands under the No Action alternative. Under this alternative, available residential land and densities under current regulations provide capacity for 44,898 new residential units in rural lands and 14,746 in urban lands.

There is adequate capacity under this alternative for projected growth in both rural and urban lands.

Mitigation Measures

The Proposed Plan includes the following goal and policy designed to result in updating the Plan to ensure that the desired future population distribution to urban and rural lands is attained.

Goal LU-4: The County should support a Comprehensive Plan that is adaptable to changing conditions, yet promotes certainty, and maintain the plan through county programs and regulations.

Policy LU-4.1: The Grant County Comprehensive Plan should be reviewed, evaluated and revised periodically and as changing circumstances require.

Chapter 2—Plan Development includes a process for Plan amendment and a method for evaluating effectiveness of the goals and policies of the Proposed Plan. The County will implement this monitoring effort to determine distribution of population and housing during the planning period. If necessary, future plan amendments will make adjustments to ensure

that the desired distribution of population is effectuated.

Unavoidable Adverse Impacts

The population of Grant County will continue to increase.

Urban and Rural Character, Density and Services

Affected Environment

Urban Character: The location of each of the fifteen cities and their respective UGAs of Grant County is shown in Figure 5-2 Future Land Use Map. These areas take in most of the County's population, as well as the major commercial, industrial and employment centers. While each city and UGA share common features, each has a separate and distinct set of characteristics. They range in size from tiny Krupp, or Marlin, with a population of 51, to Moses Lake with a population of more than 22,000 within its city limits. Each offers a unique set of needs and opportunities.

Rural Character: With its wide expanses of open lands—diverse farmlands and arid foothills—Grant County's rural environment is one of its most attractive features. Rural characteristics include access to open space and recreation; views of water, the Columbia River Gorge, and surrounding territory; and a quiet, relaxed atmosphere. The elements of rural character also include the abundance of natural resources that are vulnerable to human and natural change.

While the rural character of Grant County can be described in terms of landscape, environment, and land use, it is also defined as a philosophy of living and a quality of life. It is this multi-faceted character and lifestyle that residents of the County hope to maintain and enhance while accommodating the growth anticipated through this Comprehensive Plan.

Density: While the region's rural qualities are responsible for drawing people out into the County, their increasing numbers have affected the lifestyle they so eagerly sought. More rural

residents are voicing objections to housing development occurring around them. The complaints vary, but a common theme is the creation of more lots and homes detracts from rural character to the point that it no longer seems rural.

In response to growing concern about the over-development of many rural areas, Grant County has maintained an ongoing effort to strengthen development regulations. On August 6, 1996, Grant County adopted Ordinance 96-108-CC, which outlined a plan to prevent or restrict urban sprawl, including interim zoning with a minimum 2½-acre lot size for suburban, residential, and open space recreation zones.

Although density is one factor in defining the difference between urban and rural, there are other factors to be considered as well. Carrying capacity of the land needs to be taken into account. The increased housing densities that have occurred in some rural areas of the County, have potential to impact the environment. Impacts can include groundwater contamination, aquifer depletion, surface runoff problems, and even traffic congestion.

Services: Another important consideration of rural development is the level of service necessary to protect the public health and safety. In the past, subdivision of rural lands has usually occurred by means of short platting, which permits no more than four parcels to be created at one time. This has resulted in hundreds of small scale, piecemeal developments that fail to have their accumulative impacts assessed. The need for more services becomes acute as short platted parcels are themselves short platted resulting in more lots, higher densities and still little or no provisions for services.

The absence of adequate services poses many public health and safety problems. For instance, it increases the danger for depletion of shallow aquifers, septic system failures, well contamination and congestion of roads.

Impact of the Alternatives

CHAPTER 14...

Alternative No. 1 – Proposed Plan

Under this alternative, the proposed Comprehensive Plan would be adopted in compliance with the requirements of the GMA. The Proposed Plan includes all required elements of the GMA and covers the entire county.

Under this alternative, 90 percent of the projected population growth will occur in UGAs and the designated RAIDs. The rural lands and agricultural resource lands will only need to accommodate a projected population growth of less than 3,200 over the planning period.

This alternative would allow higher densities in the unincorporated portion of the UGAs than the No Action alternative. Incorporated UGA densities under the Proposed Plan would vary, while achieving an average or effective density of 4 dwelling units per acre. Incorporated UGA densities under the No Action alternative would be limited by a minimum lot size of 2½-acres. This limitation under the No Action alternative would lead to costly provision of urban services upon incorporation of those areas.

This alternative recognizes four separate rural land use designations: Urban Reserve, Rural Residential 1, Rural Residential 2, and Rural Remote. This meets the requirement of the GMA to provide a variety of rural residential densities. The densities for these designations under the Proposed Plan are:

- Urban Reserve—1 dwelling units per 5 acres.
- Rural Residential 1—1 dwelling unit per 5 acres.
- Rural Residential 2—1 dwelling unit per 2 1/2 acres.
- Rural Remote—1 dwelling units per 20 acres.

The Rural Remote designation comprises the lion's share of all rural lands.

The designated RAIDs recognize the historical development patterns and preserve the existing rural character. Development outside of these

areas is contained through establishment of logical outer boundaries.

The Preferred alternative includes measures to protect critical areas and resource lands through the County's Resource Lands and Critical Areas Development Ordinance. Additionally, the Proposed Plan contains a Natural Setting Element and a Resource Lands sub-element that further discusses classification and identification of critical areas and resource lands. The Proposed Plan also provides substantive policies and criteria that can be considered during the review of a development proposal.

The Proposed Plan also includes a Shoreline Master Program section in Chapter 13—Natural Setting that states that the Grant County Shoreline Master Program, adopted in 1975, needs revision. Grant County intends to update the Shoreline Master Program after this Plan is adopted. Therefore, rather than include the goals and policies of the 1975 Shoreline Master Program in this Comprehensive Plan, a series of goals and policies were developed to guide the update of the Shoreline Master Program.

Alternative No. 2 – Low Rural Density

This alternative is identical to the Proposed Plan or Preferred Alternative except for its treatment of rural lands. Like the Preferred alternative, urban growth will be directed to the UGAs and the RAIDs. However, this alternative would not recognize three separate rural land use designations. A single rural residential land use designation would be used and would have a lower residential density than that of the Preferred Alternative. Lands designated as Rural Residential would have a future density of 1 dwelling per 20 acres.

Alternative No. 3 – No Action

Under this alternative, a new Comprehensive Plan would not be adopted. The existing 1977 Comprehensive Plan, together with the County's Shoreline Master Program adopted in 1975 would serve as the major land use policy guides. Land use and development would continue to be

regulated by the County's existing Interim Zoning Ordinance and Resource Lands and Critical Areas Development Ordinance.

Under the No Action alternative, the County would most assuredly not be in compliance with various requirements of the GMA and the County-wide Planning Policies. Under this alternative, there would be no distinction between rural and urban growth. Instead growth would be permitted to disperse to rural areas of the County provided that requirements of minimum parcel size of 2½-acres are met. This alternative would establish no measures that apply to rural development that protect the rural character of the area. It would not contain or control rural development; ensure visual compatibility with surrounding rural areas, or reduce inappropriate conversion of rural land into low-density development.

Instead, the No Action alternative would:

- continue the trend of scattered mixed land uses throughout the County;
- cause potential conflicts between incompatible uses;
- result in less predictability in land development;
- lead to difficulties in providing urban services in dispersed locations; and
- damage the diverse rural characteristics of the County.

The GMA also allows limited areas of more intensive rural development in the rural areas of the County, consisting of the infill, development, or redevelopment of existing commercial, industrial, residential, or mixed-use areas, and the intensification of development or new development of isolated cottage industries and small-scale recreational tourist uses, and small-scale businesses. The No Action alternative would not recognize these existing, historical development trends, and future development in such areas would be restrained by the minimum parcel size requirement.

The No Action alternative, however, does include measures to protect critical areas and resource lands through the County's Resource Lands and Critical Areas Development Ordinance.

Mitigation Measures

The Preferred Alternative would adopt the Proposed Comprehensive Plan which sets forth goals and policies to guide the designation and regulation of all lands within the County, including urban lands, rural lands, and critical areas and resource lands. Policies included in Chapter 5—Land Use Element and its sub-elements, Urban Lands, Rural Lands and Resource Lands guide the designation and regulation of land use under this Plan. These goals and policies form the mitigation that the Preferred Alternative would implement.

Further mitigation will include review of the County's Shoreline Master Program for consistency with the goals and policies of the Proposed Comprehensive Plan.

Unavoidable Adverse Impacts

With increased growth there will be increased density in both urban and rural environments and smaller lot sizes in areas designated as UGAs.

Transition of Urban Land Uses

Affected Environment

The inclusion of land within a UGA indicates that land will be developed with urban uses and densities over the next twenty years. This means much of the existing agricultural and vacant land within the UGAs will be eventually convert to a use that serves an urban population. The sparsely populated rural land within UGAs will also become more urban in character. As these lands transition, more conflicts with the remaining traditional uses are likely to occur.

Impact of the Alternatives

Alternative No. 1 – Proposed Plan

As development and growth is focused in the UGAs and RAIDs, these areas will experience

CHAPTER 14...

the greatest amount of transition to urban land uses. Little transition is expected in rural lands. Unincorporated areas of UGAs will develop to urban-like densities and public services are extended. Ultimately, these areas could include commercial and other uses in addition to the historic residential use.

This alternative also includes a rural land use designation of Urban Reserve. Policies are included in the Proposed Plan designed to limit densities in this designation in advance of full urban services.

Alternative No. 2 – Low Rural Density

This alternative is identical to the Preferred Alternative in its policies designed to accommodate transition of urban land uses.

Alternative No. 3 – No Action

Under this alternative, a new Comprehensive Plan would not be adopted. The existing 1977 Comprehensive Plan, together with the County's Shoreline Master Program adopted in 1975 would serve as the major land use policy guides. Land use and development would continue to be regulated by the County's existing Interim Zoning Ordinance and Resource Lands and Critical Areas Development Ordinance.

Under this alternative, there would be no distinction between rural and urban growth, and transition would essentially be unregulated. Instead growth would be permitted to disperse to rural areas of the County provided that requirements of minimum parcel size of 2½-acres are met. This alternative would establish no measures that apply to rural development that protect the rural character of the area. It would not contain or control rural development; ensure visual compatibility with surrounding rural areas, or reduce inappropriate conversion of rural land into low-density development. The density allowed in rural lands under the interim zoning ordinance would be more difficult to support with adequate public services that those of the other alternatives.

Instead, the No Action alternative would:

- continue the trend of scattered mixed land uses throughout the County;
- cause potential conflicts between incompatible uses;
- result in less predictability in land development;
- lead to difficulties in providing urban services in dispersed locations; and
- damage the diverse rural characteristics of the County.

Mitigation Measures

The Goals and Policies included in Chapter 4—Policy Plan of the Proposed Plan, especially those related to Land Use, provide adequate mitigation. These policies essentially limit densities in advance of full urban services and provide protective measures to agricultural resource lands.

Unavoidable Adverse Impacts

With increased growth there will be increased transition of lands from rural to urban.

Livability

Affected Environment

If development is to be concentrated in UGAs, a major challenge will be maintaining a livable urban environment. To maintain and enhance livability, development will need to be sensitive to the surrounding uses as well as to natural features.

Impact of the Alternatives

Alternative No. 1 – Proposed Plan

As development and growth is focused in the UGAs, the vacant, developable land supply will diminish as buildout occurs. Under this alternative, options are provided for urban-like growth in the RAIDs designated in the Proposed Plan. These options may ease the demand on the land supply in UGAs, thereby enhancing and maintaining livability in the urban areas.

Alternative No. 2 – Low Rural Density

This alternative is identical to the Preferred Alternative in its policies designed to maintain livability in urban areas.

Alternative No. 3 – No Action

Under this alternative, a new Comprehensive Plan would not be adopted, and there would be no distinction between rural and urban growth. Instead growth would be permitted to disperse to rural areas of the County provided that requirements of minimum parcel size of 2½-acres are met. This alternative would result in fewer people residing in urban areas, which would tend to maintain existing conditions and enhance livability compared to the other alternatives.

Mitigation Measures

The Goals and Policies included in Chapter 4—Policy Plan of the Proposed Plan, especially those related to Land Use, provide adequate mitigation.

The Proposed Plan includes goals and policies designed to result in updating the Plan, including UGA designations, to ensure that livability is maintained. At a minimum, the boundaries of UGAs will be reviewed every five years to determine if additional urban land is needed to maintain livability.

Chapter 2—Plan Development includes a process for Plan amendment and a method for evaluating effectiveness of the goals and policies of the Proposed Plan. The County will implement this monitoring effort to ensure that livability is maintained in the urban areas. If necessary, future plan amendments will make adjustments to ensure that the desired distribution of population is effectuated.

Unavoidable Adverse Impacts

With increased growth there will be increased density in urban areas, which could lead to erosion of desired living conditions.

Preservation of Agricultural Lands and Incompatible Development

Affected Environment

The Columbia Basin Project’s irrigation and drainage system was constructed to provide irrigation water for the development of commercial agriculture. The vitality and sustainability of the County’s agriculturally-based economy are inextricably tied to the continuing availability of irrigable lands and irrigation water. This public irrigation and drainage system, which developed an agricultural economy, was constructed at substantial public cost. Operation, maintenance, and replacement costs of the irrigation and drainage system as well as the repayment of construction obligations is ongoing at significant expense to Columbia Basin and Grant County farmers. Continued repayment of this debt service is dependent upon an adequate irrigable land assessment base.

Perhaps the greatest threat to Grant County’s status as a national agricultural producer is subdivision and conversion of agricultural lands to residential development uses. While invaluable to the economy, agricultural operations can be noisy, odorous, and even dangerous places. Serious conflicts are inevitable when other kinds of development, especially residential housing, are allowed within or adjacent to an active agricultural land use. New residential neighbors not accustomed to agricultural practices may dislike the noise, dust, spraying, glare, and perceived diminishment of property value caused by the agricultural operations. The result is increased pressure on farmers from residential neighbors who did not like the impacts associated with normal farming operations.

Subdivision of agricultural lands often creates parcel sizes that are too small for commercially viable agricultural production. Subdivision of irrigable lands can reduce the availability of such lands for commercial agriculture and can increase commercial agriculture’s share of system costs and construction cost obligations.

CHAPTER 14...

Impact of the Alternatives

Alternative No. 1 – Proposed Plan

Preservation of Agricultural Land: The Proposed Plan designates and preserves agricultural land of long-term commercial significance, as required by the GMA. Under the Proposed Plan, a total of 1,264,281 acres are designated as agricultural resource land in three classifications: dryland, irrigated, and rangeland. Criteria for classification and designation are presented in the Resource Lands Sub-element.

Incompatible Development: As development and growth is focused in the UGAs and RAIDs, there is little development expected in rural lands. Residential development is allowed in resource lands, but at very low densities of 1 dwelling unit per 40 acres. This will reduce the number of land use conflicts.

This alternative includes policies designed to provide protection to designated mineral and agricultural lands of long-term commercial significance. These policies intend to minimize incompatible land uses adjacent to designated resource lands, and require that the non-resource land use mitigate any potential conflicts. Setbacks, buffers, declarative covenants, title notification, and other measures that alert purchasers to the potential problems associated with the adjoining non-residential use are provided for.

Alternative No. 2 – Low Rural Density

This alternative is identical to the Preferred Alternative in its designation of resource lands, the low-density requirements for residential development on resource lands, and policies designed to minimize incompatible development.

Alternative No. 3 – No Action

Under this alternative, a new Comprehensive Plan would not be adopted. Land use and development within resource lands would continue to be regulated by the County's existing Interim Zoning Ordinance and Resource Lands

and Critical Areas (RLCA) Development Ordinance.

Preservation of Agricultural Land: The RLCA Ordinance designates agricultural resource lands based on a series of criteria established by the USDA Soils Conservation Service. Development standards and protective measures established in the RLCA are limited to setbacks. The protective measures required under the Preferred Alternative are much more stringent.

Incompatible Development: Under this alternative, residential development is allowed in agriculturally zoned land provided that a minimum lot size of 40 acres is maintained. Provisions are also made to subdivide agricultural land in accordance with County Short Plan Ordinance.

Therefore, the potential for incompatible land use is similar to that of the other alternatives. However, the No Action alternative does not include the protective policies included in the Proposed Plan of the other alternatives.

Mitigation Measures

The Goals and Policies included in Chapter 4—Policy Plan of the Proposed Plan, especially those related to Resource Lands, provide adequate mitigation. These policies designate agricultural resource lands, restrict the residential density in resource lands, and provide protective measures to agricultural resource lands and limit potential incompatible land use conflicts.

Unavoidable Adverse Impacts

With increased growth there will be residential development in both rural and resource lands, which may increase the conversion of agricultural lands and the potential for incompatible land use conflicts.

Light and Glare

Affected Environment

The primary sources of light emission in Grant County are private residential, commercial, and industrial uses, and street lighting. Lighting from public facilities and motor vehicles also

contributes to overall lighting levels. The primary sources of glare are glass windows and reflective metal surfaces. Light and glare can impede a person's ability to see and can be annoyances if they interfere with daily activities or views.

The majority of light and glare sources in Grant County is concentrated in urban areas and includes residential developments and commercial and industrial uses. In addition, the traffic associated with these areas and street and parking lot lights can increase the quantity of light and glare emitted.

Light and glare sources are generally less troublesome in rural areas. However, exterior lights on structures in rural areas can result in a glow in the sky visible to adjacent communities, regardless of what visual screens are used.

Impact of the Alternatives

Sources of light and glare will gradually increase with new growth in Grant County.

Alternative No. 1 – Proposed Plan

Future development under this alternative concentrates much of the growth into UGAs and RAIDs, and has a relatively low density of residential development in other rural lands and resource lands. Concentrated residential, commercial and industrial development in UGAs and RAIDs could result in increased light and glare in these areas. Consequently, the light and glare impact associated with new growth would most likely be less in the rural areas of the County under this alternative than under the No Action alternative.

Alternative No. 2 – Low Rural Density

Impacts will be generally the same as for Alternative No. 1.

Alternative No. 3 – No Action

Under this alternative, future growth would be more dispersed and at a higher density in the rural areas than the other alternatives.

Additionally, future commercial and industrial land uses would not be encouraged to locate in any specific areas of the County. Consequently, new development and the associated sources of light and glare could be more widely dispersed throughout the County's rural areas. Because of existing low light levels in the rural portions of the County, rural development under the No Action could have a significant light and glare impact on adjacent land uses.

Mitigation Measures

The Preferred Alternative proposes to direct about 90 percent of the projected population growth to UGAs and RAIDs. This will maintain a relatively low level of light and glare throughout the rural areas of the County.

Additional mitigation that the County may wish to consider include future development regulations that establish standards that restrict the levels of light and glare that new development may emit.

Unavoidable Adverse Impacts

Potential sources of light and glare increase as more development occurs.

Aesthetics

Affected Environment

A major element in the County's vision for its future is to protect and preserve the natural beauty, rural character, and variety of lifestyles that define our community. Grant County's dramatic natural environment dominates its aesthetic character. A predominantly rural area, Grant County boasts a wide variety of natural resources, including agricultural lands, wildlife refuges, the Columbia River, the Grand Coulee, and several lakes.

The topography in Grant County is variable, ranging from low rolling hills in the north to smooth, south-sloping plains in the south. The plains and hills are dissected by channeled scablands and coulees. The Grand Coulee, which contains Banks Lake, Park Lake, Blue Lake, Lake Lenore and Soap Lake, dissects the hills along the northwestern County line. The

CHAPTER 14...

Columbia River flows along the southwestern and south boundaries of the County.

The Beezley Hills, which are west of Ephrata and north of Quincy, trend generally east-west along the transition between the rolling hills and plains. The Frenchman Hills separate the plains south of Quincy and Royal Slope. Crab Creek lies between Royal Slope and the Saddle Mountains to the south. Wahluke Slope is bounded by the Saddle Mountains and the Columbia River. Evergreen Ridge, Babcock Bench and Babcock Ridge trend generally north-south along the east side of the Columbia River.

The cities and towns of the County are dispersed, and contain historic sites, open spaces, and recreational opportunities focused on the natural environment. These areas contribute to the County's visual interest.

A thorough discussion of the existing conditions in Grant County, including its land and people, is presented in Chapter 3 – Grant County Profile. Population, economic development, housing, settlement history, and the physical setting of the County can all be found in Chapter 3.

Impact of the Alternatives

Alternative No. 1 – Proposed Plan

Future development under this alternative concentrates much of the growth into UGAs and RAIDs, and has a relatively low density of residential development in other rural lands and resource lands. Since little development is proposed for rural lands, the impact to the rural character and natural beauty would be less under this alternative than under the No Action alternative.

Alternative No. 2 – Low Rural Density

Impacts will be generally the same as for Alternative No. 1.

Alternative No. 3 – No Action

Under this alternative, future growth would be

more dispersed and at a higher density in the rural areas than the other alternatives. Additionally, future commercial and industrial land uses would not be encouraged to locate in any specific areas of the County. Consequently, a larger portion of new development would be more widely dispersed throughout the County's rural areas under this alternative. Therefore, the impact of this alternative to the rural character and natural beauty would be greater under this alternative.

Mitigation Measures

The Preferred Alternative would adopt the Policy Plan of the Proposed Plan, which would guide the designation of rural lands in the County. These policies designate low-density residential development in rural designations, and focus residential, commercial, and industrial growth in the UGAs and RAIDs. This will mitigate the impact to the County's rural character and visual beauty.

Plan policies also limit the areal extent of both UGAs and RAIDs through the designation of logical outer boundaries. Further, policies suggest that development controls be implemented to encourage efficient concentration of development within the rural centers and to provide buffering methods at the boundaries.

Unavoidable Adverse Impacts

Increased development will affect the visual character of both urban and rural parts of the County.

ECONOMIC DEVELOPMENT

Introduction

Strategic economic development planning is a process of evaluation and decision-making that helps an organization establish and meet its objectives by aiding the development of a strategy for achieving and marshalling its resources for implementation. Strategic planning incorporates a long-term perspective of organizations, objectives and goals, and resources; along with a system for making and

evaluating a long-run perspective and using such a view to make good decisions.

At the core of strategic economic development planning approach is an analysis of strengths, weaknesses, opportunities, and threats (commonly known as SWOT). The distinction among these elements is often blurred. For instance, a weakness may be linked to an external threat; however, it may also present an opportunity for positive change. Essentially, opportunities and threats (or constraints) are factors external to the county and over which the county has little influence (e.g., interest rates, natural population growth); whereas, strengths and weaknesses are factors internal to the county and help or hinder its abilities to resolve identified problems and issues.

As part of preparing an economic profile of Grant County, an economic assessment (or SWOT analysis) was conducted. The SWOT analysis summarizes Grant County's strategic economic position, addresses major issues faced by the County, and provides a springboard for an implementation framework for economic development. This SWOT analysis is described in detail in Chapter 6—Economic Development Element, and is summarized below. Existing conditions described in Chapter 6 and Appendix A—Grant County Economic Profile included in Part IV—Technical Appendices comprises the affected environment.

Strengths: Grant County has a number of assets for continued economic expansion and development. Among these assets are the following:

- A substantial resource endowment;
- A growing agricultural-related complex;
- A first-rate transportation network;
- Significant cost advantages in doing business;
- Quality of life factors and relative low cost-of-living;

- Distressed area designation;
- Grant County's rich cultural history;
- Reasonably well-positioned for expansion within emerging industries; and
- A growing reputation for local cooperation in economic development.

Weaknesses: Grant County also has some liabilities compared with other counties, against which it must inevitably compete for scarce public and private investment dollars. These include:

- A lack of overall diversification in the local economy;
- Tension between the County and some cities;
- Unresolved inter-governmental relationships with foreboding regulatory implications;
- Limited legal mandate to influence some areas of economic development policy;
- Worrisome high level of persons living in poverty and the relatively low levels of educational attainment; and
- A stagnant retailing sector for many communities.

Opportunities: In addition to inherent economic assets and liabilities, Grant County faces a number of general opportunities, including:

- Internationalization of the local economy;
- Value-added agricultural products;
- Broad state government commitment to rural economic development;
- Increased congestion in Puget Sound;
- Increased orientation toward leisure and recreation;
- Growth in Retirees;
- Expansion of Columbia Basin; and

CHAPTER 14...

- Increased technology-oriented development.

Threats: Grant County also faces some external threats that could impinge upon their future economic prospects.

- Removal of Dams on Columbia-Snake River System;
- Regulatory Changes;
- Relicensing of PUD dams;
- Lack of understanding for rural economies; and
- Export limitations.

With this overview of the strengths and weaknesses, opportunities and threats of Grant County's economy, the following major issues and their environmental impacts are developed.

Land Supply & Infrastructure

Affected Environment

Public investment in roads, water lines, wastewater treatment facilities, electrical power service, and other infrastructure necessary for economic development, often direct and facilitate where private investments are made. To compete with other counties for private investment, Grant County must have commercial and industrial sites that are favorable. They must be the right size, in the right location, appropriately zoned, and have adequate infrastructure.

Transportation Infrastructure: The efficient movement of both goods and people is critical for continued economic development. The County is bisected by the state's major east-west interstate (I-90) and by Burlington Northern/Santa Fe Railroad's main east-west rail line. In addition, the county's major international airport has one of the longest runways east of the Mississippi River. Access to a multitude of transportation modes help regional shippers remain competitive in the delivery of their products to respective markets.

Electrical Power: Grant County enjoys one of

the cheapest electric power rates in the United States. With long-term power contracts set to expire in 2005 and 2009, Grant County PUD has the opportunity to retain more of its generated power for the County's growing industrial base.

Commercial and Industrial Land Base: Grant County has substantial amounts of land zoned for industrial purposes. The bulk of the available land is located in three places: the Wheeler Corridor east of Moses Lake, the Grant County International Airport operated by the Port of Moses Lake, and the Port of Ephrata. Land costs (for assembly and purchase, and development) are relatively inexpensive within Grant County.

Housing: Housing within the county is highly affordable compared with similar areas.

Impact of the Alternatives

Alternative No. 1 – Proposed Plan

Land Supply: Future development under this alternative provides for considerable lands designated as industrial and commercial. All land currently zoned as industrial or commercial will retain that land use designation under the Proposed Plan. Under the Proposed Plan, the UGAs were each evaluated for the adequacy of lands designated as commercial and industrial. A significant area of land in industrial use in the Wheeler Corridor, the Port of Moses Lake and the Port of Ephrata are included within their respective UGA boundaries, where they are best served with city infrastructure and services.

In addition, the Proposed Plan designates RAIDs allowing mixed-use commercial and light industrial land uses within their boundaries. Policies related to these designations encourage convenience-oriented retail within Rural Villages, UGAs, and Rural Communities that are convenient to residential neighborhoods and major employment centers.

The Proposed Plan also includes provisions for designation of Major Industrial Developments as authorized for Grant County by the State Legislature in 1997. The Legislature found that

businesses often must make decisions on where to locate new facilities in an expeditious manner, and that counties would be disadvantaged in attracting such businesses if potential industrial sites are not available. Therefore, the Legislature found that a process for identifying locations for major industrial activity in advance of specific proposals by a business is desirable. The GMA was amended to allow Grant County to designate not more than two master planned locations for major industrial developments outside a UGA. The authority to engage in this process expires on December 31, 1999.

The intent of the Proposed Plan is to work with the cities, port districts, and other interested jurisdictions to develop a process for designation of major industrial developments outside of Urban Growth Areas prior to the expiration of the authority.

The Proposed Plan also includes a Policy Plan that compiles land use and other goals and policies designed to promote resource-related industrial development within designated resource lands. The Policy Plan also includes goals and policies promoting Economic Development throughout Grant County. One of the goals related to adequate land supply is stated as follows:

Goal ED-3: Ensure an adequate supply of commercial and industrial sites to provide opportunity for new and expanding businesses to locate or remain in Grant County.

Policies that support an adequate land base include:

ED-3.3: In cooperation with local jurisdictions, identify an inventory of suitable commercial sites adequate to meet anticipated demand during the planning period.

ED-3.4: Plan for a diversity of ready-to-build sites with sufficient support infrastructure and services needed to meet the demand for industrial land for the duration of the planning period.

ED-3.5: Encourage the re-use and redevelopment of existing industrial sites that are no longer viable for their original or previous use.

Concurrency requirements of the Proposed Plan will also help ensure the adequacy of public facilities and services at the time that commercial and industrial development occurs.

Alternative No. 2 – Low Rural Density

Impacts will be generally the same as for Alternative No. 1.

Alternative No. 3 – No Action

Under this alternative, future growth would be more dispersed and at a higher density in the rural areas than the other alternatives. Additionally, future commercial and industrial land uses would not be encouraged to locate in any specific areas of the County. The amount of buildable commercial and industrial land would depend entirely upon existing zoning. Without concurrency requirements, no assurance of the availability of infrastructure can be made. Environmental protection measures are also limited under this alternative to those defined in the current zoning ordinance and the Resource Lands and Critical Areas Development Ordinance.

Therefore, the impact of this alternative may be greater than other alternatives.

Mitigation Measures

Policies included in the Proposed Plan will ensure the adequacy of public facilities and services upon development of income-producing sites. The goals and policies of Chapter 6—Economic Development Element help assure that an adequate land base for industrial and commercial businesses is available. The land use designations for UGAs, RAIDs, and commercial and industrials lands in the rural areas of Grant County will also ensure that adequate land base for industrial and commercial businesses is available.

CHAPTER 14...

Policies included in Chapter 6—Economic Development Element require that development standards be established for heavy industrial lands to safeguard against environmental degradation. The County's RLCA Development Ordinance also includes protection standards for critical areas and resource lands.

Unavoidable Adverse Impacts

No unavoidable adverse impacts are envisioned.

Future Economic Base

Affected Environment

Grant County is situated within the Columbia Basin, one of the nation's most productive agricultural growing regions. The County's growers have capitalized on the long-growing season and availability of irrigated water to produce a rich cornucopia of crops, from traditional grains and cattle to a wide array of high-value specialty crops.

Agricultural production is the leading industry in Grant County. In addition to growers, agricultural service and supply firms provide productive inputs to agricultural producers. Grant County has also attracted food processors—especially in the preserved fruits and vegetables sector, adding further value to farm products produced within the County.

Further, value-added processing of agricultural commodities has become a key tenet of economic development organizations in agricultural-dependent regions. The additional processing of these commodities not only creates high-wage jobs, opportunities are increased for the local economy. Economic stability, diversity of markets, and the skill base of the local labor force are enhanced.

The County is also reasonably well positioned for expansion within emerging industries. The emerging industries of health services, tourism, and producer services will not only expand the local economy but also provide economic diversity.

Nevertheless, a lack of overall diversification in

the local economy remains a concern for future economic vitality. Although Grant County currently enjoys the fruits of agricultural prosperity, the area remains highly dependent (and vulnerable) on its agricultural complex. Nearly two-fifths of its overall economy is agricultural-related. Granted, its agricultural economy is highly diverse; however, prices of major commodities—wheat, apples, and potatoes—are depressed. Steps should be undertaken to broaden Grant County's set of targeted economic opportunities.

Although agricultural and non-agricultural economic development can be pursued simultaneously, there may be tradeoffs. The land and infrastructure needs of non-agricultural industry and commerce may compete with preservation of agricultural and other resource lands. Public support of economic development is crucial to its success. Although consensus may not always be possible, there must be sufficient agreement that the County is growing in a manner that is acceptable to most of its residents. Such agreement is beneficial, if not crucial, to the recruitment of new business.

Local governments and port districts in Grant County have had a contentious relationship in recent years, but the Grant County Economic Development Council (under new leadership) has heightened local awareness of the importance of cooperation and has effectively communicated an aggressive pro-growth stance. Press accounts (*Washington CEO*, December 1998) describe the response of executives from firms recently locating or expanding in Grant County who have been impressed with the willingness of government leaders to work with business to assist in development.

Impact of the Alternatives

Alternative No. 1 – Proposed Plan

Policies included in the Proposed Plan promote diversification of the economic base in Grant County. Land Use policies include provisions for establishing Master Planned Resorts to enhance the tourism and recreational sector of the

economy. No significant adverse impact is envisioned.

Alternative No. 2 – Low Rural Density

Policies included in the Proposed Plan promote diversification of the economic base in Grant County. Land Use policies include provisions for establishing Master Planned Resorts to enhance the tourism and recreational sector of the economy. No significant adverse impact is envisioned.

Alternative No. 3 – No Action

Under this alternative, future residential growth would be more dispersed and at a higher density in rural areas than the other alternatives. The potential impact of incompatible land uses with the agricultural industry could hamper the agricultural industry. Similar residential impacts on mineral resource extraction could increase the costs of resource development.

Mitigation Measures

Policies included in the Proposed Plan promote economic development and provide protection and preservation of agricultural resource lands, thus maintaining the basis of the County's economy.

Unavoidable Adverse Impacts

No unavoidable adverse impacts are envisioned.

Removal of Dams/Expansion of Columbia Basin Project

Affected Environment

Columbia Basin Project: Irrigated water for agriculture received from the Columbia Basin Project (see Chapter 3—Grant County Profile and Figure 5RE-2) has transformed the economy of Grant County. The U.S. Bureau of Reclamation has evaluated the environmental impacts of increasing the irrigated acreage, but to date the Federal Government has not ear-marked any funds. An expansion of the Columbia Basin Irrigation District would trigger a significant economic boom within the County.

Removal of Dams: State and federal policymakers are now seriously considering the one-time unthinkable—dismantling the dams on the Columbia-Snake River system. Current discussion does not include consideration of removal of the Grant County PUD-operated dams at Priest Rapids and Wanapum. Although Grant County would not be directly impacted, the indirect negative impacts would be felt far and wide within eastern Washington. Regional industries of agriculture and food processing currently enjoy comparative advantages via a balanced multi-modal transportation system; removal of dams would result in the erosion of many cost advantages.

Relicensing of PUD Dams: Relicensing of PUD dams is also of concern. One of Grant County's major assets of low-cost energy will hang in the balance with the FERC relicensing process of 2004-2009. Salmon-enhancement programs have increased power rates in recent years, eroding this comparative advantage. And, now open to market competition, the electric utility industry is in the midst of re-structuring. If renewed, the PUD will have additional blocks of low-cost power available for in-county use, thereby attracting other large energy users.

Alternative No. 1 – Proposed Plan

Policies included in the Proposed Plan strongly promote preservation of agricultural resource lands and the enhancement of the agricultural industry as the economic base, indeed the survival of Grant County. Removal of dams from the Columbia/Snake River system and the resulting loss of irrigation water would have unfathomable negative consequences for the economy of the entire region.

Policies in the Proposed Plan also provide for designation of Agricultural Resource Lands of Long Term Commercial Significance as required by the GMA. The classification and designation criteria developed and incorporated into the Proposed Plan rely on irrigation water provided by the Columbia Basin Project. A significant portion of the lands classified as Irrigated Agricultural Lands are designated as Resource

CHAPTER 14...

Lands due to the potential availability of irrigation water from the proposed expansion of the Columbia Basin Project.

Policies in the Proposed Plan also promote regional and local efforts to promote, enhance, and maintain habitat for anadromous salmon species.

The impact to the economy of removal of dams or the failure to relicense dams would be tremendous, and beyond the scope of this programmatic EIS for the Draft Comprehensive Plan.

The failure to expand the Columbia Basin Project would significantly diminish the need to preserve and protect much of the land designated under the Proposed Plan as Irrigated Agricultural Land. Farms located generally east of the current (First Half) Columbia Basin Project would likely be reduced from full-supply irrigation to supplemental supply due to increasing energy costs, a declining water table, and/or water quality problems associated with high sodium levels. In addition, 50% of the farms receiving supplemental irrigation would revert to dryland production. One-half of the crop production from farms currently receiving supplemental water would be lost, as well as almost all intensive crop production from farms currently receiving full-supply water. (Bureau of Reclamation).

Alternative No. 2 – Low Rural Density

Impacts will be generally the same as for Alternative No. 1.

Alternative No. 3 – No Action

Under this alternative, a new Comprehensive Plan would not be adopted. No policies promoting economic development would be implemented.

Mitigation Measures

Policies included in the Proposed Plan promote economic development and provide protection and preservation of agricultural resource lands, thus maintaining the basis of the County's

economy. Such policies are clearly unfavorable toward removal of dams, and clearly promote the expansion of the Columbia Basin Project.

Unavoidable Adverse Impacts

No unavoidable adverse impacts are envisioned.

HOUSING

Affected Environment

A thorough discussion of existing housing conditions in Grant County is presented in Chapter 7–Housing Element, and comprises the affected environment for this environmental analysis. Chapter 7 presents an inventory of housing units in Grant County in 1998, including housing type and mix.

Affordability: Housing is becoming less affordable to more Grant County residents. The housing affordability problem is particularly severe among the low-income population, the farmworker population, the special needs population, and the Hispanic population, which includes many farmworkers and their families.

Grant County is able to provide adequate land to meet housing needs through the year 2018. Land, however, is not the only consideration. In 1998, in order to purchase a home at the median purchase price of \$98,500 with a 20 percent down payment, the mortgage payment including tax and insurance would be about \$681 per month. This assumes 7½ percent interest and a 30 year fixed rate. According to the Department of Housing and Urban Development (HUD), a person should not contribute more than 30 percent of his or her monthly income toward the purchase of a home.

Given this payment schedule and assuming the down payment money was available, one would have needed to earn \$27,240 per year to remain below the threshold of 30 percent. In 1998, the County's median household income was \$30,377. Therefore, only 27% of the median income is required to purchase a house of median value. Therefore, housing in Grant County is considered “affordable” in 1998.

An affordability index was constructed for the Grant County area (Figure 7-10). The index--which compares an area's median family income against the income needed to qualify for a mortgage on a median price existing home in the region, after a 20 percent down payment--is similar in its methodology to that of the national affordability index. If the index is above 100, then the median income is more than sufficient to qualify for a mortgage on that house. If the index is below 100, then the median income is not sufficient to qualify. With some exceptions, Grant County's housing is well within the affordability range for buyers.

However, land and construction costs for new housing have escalated over the past five years. If the trend continues there will be even less affordable new housing built in the County. It will become more difficult for new housing to meet the affordability needs of the middle class as well as lower income households. A number of housing designs that are sensitive to cost should be considered when building Grant County's future housing stock.

Regulatory Requirements: The Growth Management Act requires that housing goals and policies emphasize housing affordability. Grant County must encourage affordable housing through its zoning and development regulations; establish an orderly process for distributing fair share housing funds; work in tandem with nonprofit housing organizations; and support programs that rehabilitate and preserve existing housing. By working to encourage the availability of affordable housing for all economic segments of the population, the community can address a fundamental human and community need.

Type and Mix: The continued growth of low-income households has placed a great demand on the housing industry to provide low to moderate income housing throughout the County. Likewise, Grant County is faced with meeting the housing needs of its special populations such as the developmentally and physically challenged.

The demands call for County housing policies that support choice and flexibility in housing types, density, and location. This in turn will allow the real estate and development communities to be responsive to the changing needs of the housing continuum. The County's special needs policies should encourage financial and regulatory flexibility that allow creative housing options (e.g. accessory unit construction, single room occupancy, clustering, manufactured housing) and siting of institutions. Furthermore, County policies must support codes, ordinances, and site plans that encourage development of special needs housing, and public/private investment in these projects.

Farmworker Housing: Grant County has a shortage of housing for its farmworker population. This housing shortage is not a new condition, but it has grown to crisis proportions in recent years. The shortage has led to overcrowding, which leads to premature deterioration of existing housing and neighborhoods. This deterioration effectively reduces the number of housing units available for low-income families, including large numbers of farmworkers. Overcrowding and blighting also erodes neighborhood vitality. In rural areas with inadequate water and sewer systems, overcrowding results in health problems and environmental pollution. In the past, squatter developments and poorly regulated camps have resulted in outbreaks of disease. Other known consequences of overcrowding can become evident in social problems such as poor school performance, alcoholism, deviant behavior patterns, and family break ups.

The lack of affordable housing may also hurt the local agricultural industry by pushing farmworkers to neighboring agricultural counties that offer better affordable housing options.

County housing policies must actively address the farmworker housing shortage. An appropriate role for the County would be to facilitate opportunities for affordable housing, both seasonal and permanent. Building partnerships with nonprofit groups, private financial lenders, and securing funds and technical assistance from

CHAPTER 14...

DCTED's Housing Resource Team are positive steps toward providing affordable housing. Working with the State at the legislative level will also be crucial to relieving the farmworker-housing crisis.

Population: All alternatives assume the same population projection based on the Office of Financial Management "high series" population forecast. OFM projects total population growth within unincorporated Grant County to increase from 69,400 in 1998 to 106,362 in 2018, which yields an annual rate of growth of 2.1 percent, or 50.4 percent for the entire 20-year planning horizon. In 1998, there was an equal split of population living in incorporated cities and unincorporated County.

Although the total population growth under all alternatives would be the same, the distribution would be quite different. Under the No Action alternative, future growth would be more dispersed and at a higher density in the rural areas than the other alternatives. It is expected that the historic distribution of population would continue under this alternative. Therefore, in 2018 it is expected that about half of the 106,362 would be residing in cities under the No Action alternative.

The Proposed Plan and Alternative No. 2 direct the majority of future growth to the UGAs and the designated RAIDs. The rural lands and agricultural resource lands will only need to accommodate a projected population growth of less than 3,200 over the planning period under these alternatives.

Impact of the Alternatives

Alternative No. 1 – Proposed Plan

As shown in Chapter 5—Land Use Element and its Sub-elements and summarized in Table 14-2, the projected population for rural and urban areas can readily be accommodated under the Proposed Plan land use designations. For rural areas, the land capacity analysis prepared for the Proposed Plan shows that only 371 new residential housing units are required and

capacity is available for 6,804 new units. For RAIDs and UGAs, the land capacity is contained through establishment of logical outer boundaries. For RAIDs, 188 new residential housing units are required and capacity is available for 2,760 new units. For UGAs, 11,255 new residential housing units are required and capacity is available for 17,118 new units.

Compared to the No Action alternative, this alternative could result in less housing development in rural areas of the county than in urban areas. Future housing development would be concentrated in the UGAs and RAIDs, leading to more predictability regarding where housing development will occur and improve provision of public services.

By focusing new housing development in urban areas, where overall densities of 4 dwelling units per acre are encouraged, the Proposed Plan could positively affect housing affordability. Smaller, denser lots may help to decrease overall housing development cost. However, if adequate infrastructure does not exist, housing developers may be required to contribute to the cost of infrastructure improvements. Such costs are likely to be passed on to the purchaser. Additionally, establishment of a UGA has the potential to limit land supply, and, at least in the short term, could increase land and housing costs in the UGAs.

In the rural areas of the County, the Proposed Plan requires maximum density requirements ranging from 1 dwelling unit per 5 acres to 1 dwelling unit per 20 acres. Because the density requirement under the Proposed Plan is greater than that required under the No Action alternative, housing costs in rural lands could be higher under this alternative.

The Proposed Plan includes goals and policies designed to promote affordable housing and to provide for the special housing needs of the County, including farmworker housing. Zoning restrictions under the Proposed Plan will not be allowed to prohibit government-assisted housing, housing for low-income families, farmworker

housing, single family housing, manufactured housing, and residential care facilities.

The Proposed Plan also includes provisions to allow limited residential development in designated agricultural resource lands, provided that a density requirement of 1 dwelling unit per 40 acres is sustained. In comparison, the No Action alternative requires a minimum lot size of 40 acres. Focusing regulation on a minimum density as opposed to a minimum lot size may allow farmers to develop farmworker housing on smaller parcels, provided that the average density requirement is maintained. This may decrease the cost of providing farmworker housing and result in less impact to agricultural resource lands.

Alternative No. 2 – Low Rural Density

Population growth and distribution under this alternative is identical to the Preferred Alternative. The rural land capacity, however, is reduced based on the lower rural residential density of 1 dwelling unit per 20 acres. Therefore, the cost impact to rural housing under this alternative may be greater than for the Preferred Alternative.

As for the Preferred Alternative, goals and policies designed to promote affordable housing and to provide for the special housing needs of the County are provided under this alternative.

Alternative No. 3 – No Action

Based on the land capacity analysis prepared for the Preferred Alternative, it is estimated that a total of 6,368 new residential housing units would be required in rural lands and 5,515 new units in urban lands under the No Action alternative. Under this alternative, available residential land and densities under current regulations provide capacity for 31,033 new residential units in rural lands and 17,118 in urban lands.

Compared to the Preferred Alternative, this alternative could result in more housing development in rural areas of the county than in urban areas. Future housing development would

be more scattered throughout the County under this alternative, leading to less predictability regarding where housing development will occur and cause difficulty in provision of public services.

Under this alternative, a new Comprehensive Plan would not be adopted. No policies promoting affordable housing would be implemented, as for the Preferred Alternative.

Mitigation Measures

The goals and policies of the Proposed Plan are intended to:

- Provide enough housing to meet the needs of the existing and projected population, including rental and purchase opportunities for all income levels;
- Provide housing in a wide range of costs, with emphasis on housing units for low- and moderate-income households;
- Provide housing for the special needs populations in the county; and
- Preserve the structural integrity of the existing housing stock.

The policies included in the Proposed Plan are sufficient to mitigate impacts. The County could provide additional mitigation, including implementation of specific programs intended to ensure that adequate farmworker housing is available. The County should work closely with the cities, agricultural industry, and the State Legislature to implement policies to enhance farmworker housing.

Unavoidable Adverse Impacts

The need for more housing units of various types, including rentals and for purchase, and of varying cost will increase with population growth.

TRANSPORTATION

Introduction

The GMA sets a specific goal for transportation to “encourage efficient multi-modal transportation systems that are based on regional priorities and coordinated with county and city comprehensive plans.” These plans must discuss facilities, functions, and financing for the existing and future transportation needs of the community.

To meet the GMA requirements, the Transportation Element must identify existing transportation system characteristics, establish standards for levels of service, and identify existing and future deficiencies based on traffic growth projections. In addition, the Transportation Element must contain a multi-year funding plan of the transportation improvements it proposes to meet needs. The purpose of the funding analysis is to ensure that a jurisdiction has developed a plan for transportation that is affordable and achievable, and to ensure that a funding source is in place concurrent with proposed land development.

A thorough discussion of the existing transportation system and conditions in Grant County is presented in Chapter 8—Transportation Element, which comprises the affected environment for this environmental analysis. Chapter 8 presents an inventory of the existing transportation system, analyzes the system’s capacity and existing Level of Service (LOS) standard, identifies the future transportation needs, and develops a plan for implementing required improvements.

Affected Environment

General System Description: The County provides a system of roadways within unincorporated Grant County. State highways, airports, city streets, park-and-ride lots, and a transit system are owned and operated by other governmental agencies. Rail services, taxi services, and other bus services are privately owned and operated. The Transportation

Element focuses on facilities owned and operated by Grant County. Other transportation facilities owned and operated by other service providers are only briefly discussed.

Level of Service Standards: The Proposed Plan adopts an A through F level of service standard as a minimum criteria for the quality of service provided at peak hours and average daily conditions for roadway segments on all arterials and collectors. The standard is based on the ratio of volume (V) to capacity (C) as follows:

LOS A:	$V/C < 0.60$
LOS B:	$0.60 < V/C < 0.70$
LOS C:	$0.70 < V/C < 0.80$
LOS D:	$0.80 < V/C < 0.90$
LOS E:	$0.90 < V/C < 1.0$
LOS F:	$V/C > 1.0$

In determining potential capacity deficiencies within Grant County, the following LOS standards were adopted for the Proposed Plan:

LOS B Roads in rural areas.

LOS C Rural State Highways.

LOS D Roads within urban areas/Urban Non-Interstate State Highways.

Levels of service are the same under each alternative. The Proposed Plan includes comparisons of existing infrastructure capacity and its ability to meet current and future demands. Levels of service standards established in the Proposed Plan are not exceeded for any of the land use alternatives.

Roadway Capacity: In the Proposed Plan, roadway capacity was estimated based on functional classification, rural or urban location, and number of travel lanes. Transportation concerns are related more to accommodating truck traffic and the condition of roadways than to roadway congestion problems. As such, particular attention was given to representing truck trip movements from field to storage, from storage to processing, and from processing to destinations outside the region.

Based on the analysis presented in Chapter 8, the present roadway system operates reasonably

well. Congestion and delay measured at primary roadway and intersections indicate levels of service are acceptable throughout the regional system.

Forecast of Traffic: Changes in traffic volume are primarily dependent on changes in population and employment, which in turn are dependent upon growth in the housing market and in regional industries. As described above, Grant County is expected to grow rapidly, to approximately 106,362 in the planning year 2018. Most of this growth is expected to occur within the incorporated areas of the county. There will also be an increase in travel on the state facilities by vehicles passing through Grant County.

Even with the expected growth, the existing roadway network of county and state facilities is expected to accommodate future traffic levels with few improvements required. Table 8-6 in the Transportation Element shows the projected levels of service for several locations on state and county roadways within the county. LOS A is predicted for all segments in 2018.

Transportation Needs: The Proposed Plan includes a Six-year Transportation Improvement Plan. The TIP identifies transportation revenue sources that are available for undertaking the maintenance, administration, operation and improvement of the County's transportation system. Included in the TIP are a listing of transportation improvement projects, a schedule of program expenditures, and a summary of revenue sources (local, state and federal) available to fund the identified costs. The TIP is summarized in Table 8-7 of the Transportation Element.

Capacity Improvements—No improvements are needed in order to continue providing the adopted level of service. No capacity needs exist on County facilities. Even so, the county remains committed to providing its citizens the best transportation system possible within funding capabilities.

Preservation and Maintenance Improvements—

While no capacity projects are proposed, safety and preservation projects are necessary. Preservation and improvement projects are upgrades to the existing roadway system to address maintenance or preservation needs. Such improvements maintain or correct existing roadways and bridges, or upgrade the facility to meet County- or State-adopted roadway standards. Proper maintenance and preservation of roadways is important to protect the public investment and to avoid costly rehabilitation. The Proposed Plan does not specifically identify which improvements are maintenance and preservation improvements.

Safety Improvements—Safety improvements include increasing sight distance, improving rail crossings, and improving curve radii. Safety needs are identified by County Engineers as a result of perceived high accident potential, in response to citizen complaints, or where safety hazards are known to exist. The Proposed Plan does not specifically identify which improvements are safety improvements.

Mobility Improvements—Any project that facilitates linkage between adjacent jurisdictions or that increases capacity or the ability to move goods and people.

Alternative Transportation Systems: Alternative transportation systems in Grant County include transit, rail, bicycle, pedestrian, air, and water transportation. For each of these systems, the affected environment and any existing need is identified.

Public Transportation—Bus service between most cities and towns in Grant County is provided by Grant Transit Authority. Long distance service to Seattle and Spokane and points beyond is provided from Moses Lake by Greyhound and Northwest Trailways and from Quincy and Ephrata by Northwest Trailways.

No LOS standards are established in the Proposed Plan for public transportation within Grant County. The Proposed Plan does not identify any inadequacies to meet existing public transportation needs.

CHAPTER 14...

Rail—Burlington Northern/ Santa Fe serves Quincy, Winchester, Ephrata and points north. Columbia Basin Railroad BNSF serves the Moses Lake area and connects to Burlington Northern main line at Connell. Amtrak provides passenger service from Ephrata to Seattle and Spokane and points beyond.

No LOS standards are established in the Proposed Plan for rail transportation within Grant County. The Proposed Plan does not identify any inadequacies to meet existing rail transportation needs.

Pedestrian/Bicycle Facilities—Pedestrian and bicycle facilities are provided only at limited points within city limits and in the immediate vicinity of larger urban areas. Moses Lake has designated bicycle routes and is planning further development of the system. SR-2 crosses the northern portion of the county, and provides arterial service to cross-country cyclists.

No LOS standards are established in the Proposed Plan for pedestrian/bicycle facilities within Grant County. The Proposed Plan identifies the following improvements:

- SR 17 Pedestrian/Bike Path: Patton Blvd to Randolph Road; and
- Patton Blvd Bike Path: SR 17 to Airway Drive.

Air Transportation—There are six local airports in Grant County: the Ephrata Municipal Airport, the Desert Aire Municipal Airport, the Quincy Municipal Airport, the Moses Lake Municipal Airport, the Grand Coulee Dam airport, and the Warden Municipal Airport. All facilities provide limited general aviation services and are capable of accommodating small aircraft only. The Grant County International Airport provides commercial service, has a Foreign Trade Zone and full-time Customs Agents. Passenger service is provided by Horizon Airlines. The Grant County International Airport also serves as a training center for Japan Airlines and test site for Boeing Company. The nearest major airports are in Spokane (98 miles) and Seattle (176 miles).

No LOS standards are established in the Proposed Plan for air transportation within Grant County. The Proposed Plan does not identify any inadequacies to meet existing air transportation needs.

Funding: The GMA requires comprehensive plans to incorporate a finance plan to fund transportation improvements. Grant County currently prepares an annual budget that identifies capital and transportation improvement projects.

The Proposed Plan presents a summary of revenue sources and anticipated expenditures for Grant County's transportation system from 1999-2004. The revenue and expenditures are based on the Six-Year TIP. Financing of grant-funded transportation projects comes from two primary sources: (1) state, local and federal funding programs; and (2) levies and taxes.

County Road Fund Working Reserve—The Transportation Improvement Plan, particularly in the later years, reflects more projects than are anticipated to be grant funded. To compensate for not receiving grants, or a lower percentage of grant participation than anticipated, and for emergencies or unanticipated safety upgrades not specifically listed by name in the plan, a "working reserve" fund balance is desired to be maintained in the County Road Fund.

Funding Shortfall Provisions—If the County is faced with transportation funding shortfalls, the Proposed Plan includes a strategy to balance revenues and public facility needs. The strategy includes the following measures:

- Increase revenues through use of bonds, new or increased user fees or rates, new or increased taxes, regional cost sharing, or voluntary developer funds;
- Decrease level of service standards if consistent with Growth Management Act Goals;
- Reprioritize projects to focus on those related to concurrency;

- Decrease the cost of the facility by changing project scope, or finding less expensive alternatives;
- Decrease the demand for the public service. This could involve instituting measures to slow or direct population growth or development, for example, developing only in areas served by facilities with available capacity until funding is available for other areas, or by changing project timing and phasing; or
- Revise the comprehensive plan's land use and rural areas element to change types or intensities of land use as needed to match the amount of transportation facilities that can be provided.

Impact of the Alternatives

Impact on the transportation system would result from roadways exceeding the LOS standard adopted by the Proposed Plan. The analysis presented in the Transportation Element indicates that all roadways would meet the LOS standard in 2018.

The Proposed Plan forecasts traffic growth for 2018 based on future population forecasts and the transportation model used in the preparation of the Quad County Transportation Plan. The model is based on population and employment estimates prepared for that effort. The model was then adjusted to reflect the updated growth projections contained in the Proposed Plan.

While the land development patterns under the No Action Alternative and the Preferred Alternative would differ slightly, the population projections are the same. Therefore, overall number of trips would be the same. Therefore, the model results for the Preferred Alternative are considered as accurately representing those of the No Action Alternative.

Alternative No. 1 – Proposed Plan

No significant impact is expected under this alternative.

The Transportation Improvement Plan prioritizes projects and predicts fiscal trends based on revenues and expenditures anticipated. This funding plan enables the County to maintain and improve the transportation system to meet established LOS standards. Financing sources are defined, applied, and listed for every improvement project in the TIP. None of the projects listed are required to correct for existing or future LOS deficiencies.

To ensure that the resources are available to provide the needed facilities, the Proposed Plan will be reviewed annually. This periodic review will allow the County to identify funding shortfalls as well as implement strategies to balance funding with needs, as described above.

The year in which a project is carried out, or the exact amounts of annual expenditures for improvements, may vary from that stated in the TIP for the following reasons:

- Unanticipated revenues or revenues that become available to the County with limits on their availability; or
- New development that occurs in an earlier or later year than had been anticipated.

The goals and policies regarding transportation contained in the Proposed Plan adequately ensure that the alternative can be implemented without impact.

Alternative No. 2 – Low Rural Density

No significant impact is expected under this alternative. The TIP and funding plan for the Proposed Plan is also applicable to this alternative. As for the Preferred Alternative, the goals and policies regarding transportation contained in the Proposed Plan adequately ensure that this alternative can be implemented without impact.

Alternative No. 3 – No Action

No significant impact is expected under this alternative. The TIP and funding plan for the

CHAPTER 14...

Proposed Plan is also applicable to this alternative.

Mitigation Measures

Grant County will need to mitigate any deficiencies in transportation systems that result from development of the Proposed Plan. While the transportation analysis predicts that all roadway segments would meet LOS standards in 2018, the pattern of future development may result in localized impact on the system that would require mitigation. Therefore, the following mitigation is suggested:

- The Proposed Plan states under Policy T-7.1 that new developments will be prohibited unless transportation improvements to accommodate the impacts of development or funding strategies for such improvements are made concurrent with the development or will be financially planned to be in place within six years.
- The Proposed Plan also includes policies to mitigate transportation impact if funding shortfalls exist; and
- Compliance with the goals and policies of the Proposed Plan.

Unavoidable Adverse Impacts

Population and employment growth in Grant County will result in increased vehicle and total person trips. Should significant funding shortfalls occur, it may not be possible to achieve compliance with financing requirements of the GMA.

CAPITAL FACILITIES

Introduction

The GMA requires counties to adopt Comprehensive Plans that include an inventory of capital facilities, establish standards for levels of service, identify existing and future deficiencies based, and establish the proposed

location and the capacities of expanded or new facilities. In addition, the Capital Facilities Element must contain a six-year funding plan of the capital improvements it proposes to meet needs. The purpose of the funding analysis is to ensure that a jurisdiction has developed a plan for transportation that is affordable and achievable, and to ensure that a funding source is in place concurrent with proposed land development. The Element must also include a requirement to reassess land use assumptions if there are funding shortfalls.

The Proposed Plan includes a thorough discussion of the capital facility system and conditions in Grant County in Chapter 9—Capital Facilities Element, which comprises the affected environment for this environmental analysis. Chapter 9 presents the capital facilities plan for:

1. County-Owned Capital Facilities, including:
 - County Administrative Offices
 - Law Enforcement
 - Corrections Facility
 - Juvenile Detention Facility
 - County Parks
 - Stormwater Management
2. Other Regional Capital Facilities, including:
 - Schools
 - Vocational Training/Higher Learning Facilities
 - Library System
 - Fire Protection
 - Hospital System

The Capital Facilities Element also identifies the applicable goals and policies of the Proposed Plan as they apply to capital facilities and public services.

County-Owned Facilities

Affected Environment

County Administrative Offices: Grant County provides varied services at various locations throughout the County; however, the majority of County services are provided at the County Courthouse in Ephrata.

Existing Facilities—The inventory of County Administrative Offices totals 109,683 square feet, and includes 18 County-owned and leased or rented facilities at various locations throughout the County, as presented in Table 9-5 of the Capital Facilities Element.

Level of Service—The Proposed Plan adopts the following Level of Service standard: 1,250 square feet per 1,000 population.

Existing Deficiencies—No deficiencies have been identified in County Administrative Offices.

Future Deficiencies—No future deficiencies are identified.

Proposed Improvements—No improvements are proposed at this time.

Law Enforcement: The Sheriff's Office is responsible for law enforcement County-wide. The office also provides confinement of prisoners, serving of civil and legal processes, emergency response services, traffic control on County roads, search and rescue, and watercraft patrol.

In 1998, the Sheriff's Office staff consisted of a total of 102 paid employees, including an elected Sheriff, an undersheriff, five chief deputies/sergeants, 29 deputies, four detectives, one corrections captain, 6 corrections lieutenants/sergeants, 29 corrections officers, one animal control officer, 19 search and rescue, five clerks, and one administrative assistant. The department also uses a volunteer force of 24 reserve deputies and 20 posse deputies. Including paid, reserve and posse deputies, there are a total of 73 deputies available to serve the County.

Existing Facilities—The inventory presented in Table 9-5 of the Capital Facilities Element shows that a total of 41,544 square feet are available for law enforcement activities. Equipment includes 29 marked vehicles, 13 unmarked vehicles, two patrol boats, three vans, one hauling trailer, one ORV trailer, four ORV quads, two ORV motorcycles, two corrections transport vans, one corrections vehicle, and one corrections trailer.

Level of Service—The Proposed Plan adopts the following Level of Service standard: 0.55 deputies per 1,000 population.

Existing Deficiencies—Based on the adopted LOS, there exists an existing deficiency of 9 deputies. However, there is also a current deficiency in jail capacity, as discussed below. Until that deficiency is corrected in mid-1999, it may be prudent to operate at a lesser LOS in law enforcement.

According to the Multi-year Plan Overview prepared by the Sheriff's Office, existing capital facility deficiencies include primary dispatch system needs improvements, and the Moses Lake Patrol Division station needs to be expanded.

Future Deficiencies—Based on adopted LOS standards and projected population growth, a total of 42 Deputies will be required in 2004. This results in a deficiency of 13 deputies from the 1998 staffing level.

Proposed Improvements—Several capital improvements are proposed as summarized in Table 9-7 of the Capital Facilities Element. The proposed improvements include an upgrade to the primary dispatch service and an expansion of the Moses Lake Patrol Division facility. The proposed improvements to the Moses Lake facility are intended to provide functional office space and reduce congestion working conditions. This improvement is expected to enhance the Office's neighborhood oriented policing potential and enhance the public's accessibility to law enforcement services.

Corrections Facility: The Grant County Sheriff's Department provides correctional facilities and jail services. In 1998, the Sheriff's Office Corrections staff consisted of a total of one captain, 6 lieutenants/sergeants, 29 officers, four cooks, and two clerks, for a total of 42 employees.

Existing Facilities—The inventory presented in Table 9-5 shows that a total of 64,536 square feet are available for corrections activities. The current maximum-security facility located at the

CHAPTER 14...

Courthouse was designed for 85 beds. In 1996 the facility was retrofitted to 150 beds, but the facility is not in compliance with American Correction Association Standards. Construction started in 1997 on a minimum-medium security jail that will house up to 100 prisoners. The new facility is located at the Port of Ephrata, and is expected to be complete and ready for occupancy in mid-1999. Completion of the new facility will provide a total capacity of 250 beds.

Level of Service—The Proposed Plan adopts the following Level of Service standard:

- 0.40 officers per 1,000 population; and
- 3.00 beds per 1,000 population.

Existing Deficiencies—Based on the adopted LOS, there is currently no deficit in the number of Corrections Officers. Based on the adopted LOS, a total of 208 beds are required, but only 150 are currently available. However, in mid-1999 the new facility will be available for occupancy and will result in a total of 250 available beds. Therefore, prior to adoption of this Plan, there will be no deficiency in jail beds.

Future Deficiencies—Based on adopted LOS standards and projected population growth, a total of 31 Officers will be required in 2004. This results in a deficiency of 2 Officers from the 1998 staffing level. Based on adopted LOS standards and projected population growth, a total of 229 beds are required in 2004. A total of 250 beds will be available; therefore no deficiency exists.

Proposed Improvements—Aside from the completion of the new minimum-security jail facility, no improvements are planned.

Juvenile Detention Facility: The Juvenile Department is part of the Superior Court of the State of Washington. The Juvenile Court is responsible for the best interest and welfare of dependent children and for the due process in handling and supervising juvenile offenders. The Department is responsible for the operation of the Juvenile Detention Facility, including proper care, education and programs within the facility

as required by law. The Juvenile Department of Grant County currently employs 46 personnel.

Existing Facilities—The inventory presented in Table 9-5 of the Capital Facilities Element shows that the Juvenile Detention Center contains 15,075 square feet. The facility was constructed in 1962 and provided 14 beds. A phased plan for expanding and improving the facility was initiated in 1996. Phase 1 included addition of counselor office space and 4 additional detention beds. Phase 3 was completed in 1997 and included security improvements, a courtroom, an attorney/client meeting room, and an assessment wing. Phase 3 also included an electrical upgrade to the entire facility, including wiring necessary to accommodate Phase 2. Phase 2 would add 14 beds.

Level of Service—The Proposed Plan adopts the following Level of Service standard: 0.33 beds per 1,000 population.

Existing Deficiencies—Based on adopted LOS standards and projected population growth, a current deficiency of 4 beds exists. Though a deficiency exists, it is the intent of the Juvenile Administrator to enhance non-structural programs to lessen the need for juvenile services as opposed to immediate construction of additional beds.

Future Deficiencies—Based on adopted LOS standards and projected population growth, a total of 25 beds are required in 2004, which results in a deficiency of six beds.

Proposed Improvements—Proposed improvements are shown in Table 9-9 of the Capital Facilities Element, and include Phase 2 expansion of the Juvenile Detention Facility.

County Parks: Grant County currently owns no park facilities, although they manage two state-funded and owned all terrain vehicle (ATV) parks; one near Moses Lake and one at Beverly.

Level of Service—The Proposed Plan adopts the following Level of Service standard: 0.00 parks per 1,000 population.

Existing Deficiencies—Owning no parks, Grant County clearly runs a deficiency based on regional and national standards. However, Grant County is blessed with vast areas of open space and an abundance of natural outdoor recreation opportunities. In addition to the two ATV parks, there are numerous state parks in the County, including Potholes State Park, Moses Lake State Park, Sun Lakes State Park, Summer Falls State Park, and Steamboat Rock State Park. There are also a large number of privately-owned resorts and recreational destinations associated with the water bodies and other outdoor opportunities of the County.

Many of the County's fourteen cities also operate park systems. Moses Lake especially has a very attractive parks program, and maintains a level of service of 10.5 acres per 1,000 population. Given that nearly 75% of the population of the County is projected to reside in its cities and their respective urban growth areas by 2018, the vast majority of County residents will seek park usage from the cities rather than the County.

Future Deficiencies—No future deficiencies are identified.

Proposed Improvements—No improvements are proposed at this time.

Stormwater Management: Grant County currently owns no stormwater management systems.

Funding: The GMA requires comprehensive plans to incorporate a finance plan to fund capital facility improvements. Grant County currently prepares an annual budget that identifies capital facility improvement projects. The County employs three general criteria for the funding of capital improvements:

- Meeting applicable laws and regulations, particularly as they apply to public health and safety;
- Meeting capital facility needs in the most cost-effective manner possible; and
- Ensuring fiscal responsibility.

While the County anticipates that the capital improvements included in the Proposed Plan will contribute to greater economic vitality, fiscal prudence dictates that the County plan for relatively flat revenues over the next few years.

Capital outlays in Grant County tend to vary greatly from year to year, depending on need and the County's ability to secure grant funding. The County has not typically allocated general fund revenues for large capital projects, but instead, these projects are funded through bond issues, grants, and revenues from enterprise funds such as solid waste fee revenues. The County also solicits resources of the private sector to help pay for capital construction, through developer contributions that are either imposed or negotiated.

The Proposed Plan presents a summary of revenue sources and anticipated expenditures for capital facility improvements from 1999-2004. The Capital Improvement Plan prioritizes projects and predicts fiscal trends based on revenues and expenditures of the County. This enables the County to maintain and improve public facilities and infrastructure to meet established standards. A master list of capital improvement projects is presented in Table 9-11 of the Capital Facilities Element.

To ensure that the resources are available to provide the needed facilities, the plan will be reviewed on an annual basis by the County. If the County is faced with funding shortfalls various strategies to meet funding needs may be used. These include, but are not limited to, prioritizing projects focusing on concurrency, increasing revenues through use of bonds or user fees, decreasing facility costs by changing the project scope, or revising the comprehensive plan's land use element or adopted levels of service. In addition, the year in which a project is carried out, or the exact amounts of expenditures by year for individual facilities may vary from that stated in the capital improvement plan due to:

- unanticipated revenues or revenues that become available to the County with conditions about when they may be used; or

CHAPTER 14...

- new development that occurs in an earlier or later year than had been anticipated.

Specific debt financing proposals may vary from that shown in the comprehensive plan due to changes in interest rates, other terms of financing, or other conditions which make the proposals in the plan not advantageous financially.

Funding Shortfall Provisions—If the County is faced with transportation funding shortfalls, the Proposed Plan includes a strategy to balance revenues and public facility needs. The strategy includes the following measures:

- Increase revenues through use of bonds, new or increased user fees or rates, new or increased taxes, regional cost sharing, or voluntary developer funds.
- Decrease level of service standards if consistent with Growth Management Act Goals.
- Reprioritize projects to focus on those related to concurrency.
- Decrease the cost of the facility by changing project scope, or finding less expensive alternatives.
- Decrease the demand for the public service or facility. This could involve instituting measures to slow or direct population growth or development, for example, developing only in areas served by facilities with available capacity until funding is available for other areas, or by changing project timing and phasing.
- Revise the comprehensive plan's land use and rural areas element to change types or intensities of land use as needed to match the amount of capital facilities that can be provided.

Impact of the Alternatives

As population continues to grow, the number of County-owned capital facilities will need to

increase. While the land development patterns under the No Action Alternative and the Preferred Alternative would differ slightly, the population projections are the same. Since the same population projections are used for all alternatives, each will require new facilities, support staff, and equipment as described above to meet future demand. Since County facilities are generally centrally-located, the population distribution differences between the alternatives are of little significance.

Although LOS standards contained in the Proposed Plan are based on total County population as opposed to that of the unincorporated portions of the County, the population distribution differences between urban and rural of the alternatives are of only minor significance. In general, staffing and equipment needs may be slightly greater under the No Action alternative than under the other alternatives.

Because of the strong similarities between the alternatives as they relate to the need for capital facility improvements, the Capital Facilities Plan included in the Proposed Plan will be used for all alternatives. Therefore, the impacts of the alternatives are generally the same.

No significant impact is expected under any of the alternatives. Impacts for each type of capital facility are summarized above as reflected by the respective future deficiencies and proposed improvements.

Funding of the improvements would also be generally the same for each of the alternatives. Under the No Action alternative, growth and development would be more dispersed throughout the County, possibly making it more costly for the County to serve its projected population. Under the No Action alternative, the County currently has no means to ensure that appropriate funding is in place to pay for improvements to meet the needs of existing and future residents. Under this alternative, the County would continue to fund improvements on a project-by-project basis, without a clear method of prioritizing projects, identifying funding

adequacy, or addressing funding shortfalls. Under the Preferred Alternative and Alternative No. 2, development would be more concentrated in the UGAs and RAIDs, making it more cost-effective to provide capital facilities and services.

Mitigation Measures

While no significant impacts are expected under any of the alternatives for any of the capital facility types, Grant County will need to mitigate any deficiencies that result from population growth and related development of the Proposed Plan. Therefore, the following mitigation is suggested for all alternatives:

- Develop a Level of Service standard that ensures adequate resources are available to meet demands for service;
- The Proposed Plan also includes policies to mitigate capital facility impacts if funding shortfalls exist;
- Promotion of non-capital, non-structural programs, such as community crime prevention and anti-drug programs, to lessen the need for facilities;
- Compliance with the goals and policies of the Proposed Plan.

The County intends to mitigate its substandard level of service for parks by encouraging residents to enjoy:

- the abundant natural outdoor recreational opportunities of the County;
- the well-maintained state park system;
- the private resorts; and
- the park systems of the cities.

Unavoidable Adverse Impacts

Future population growth and development will increase the need for capital facilities, including administrative facilities; law enforcement, corrections, and juvenile detention facilities and services; and park and recreation services, in

Grant County under any of the alternatives. Should significant funding shortfalls occur, it may not be possible to achieve compliance with financing requirements of the GMA.

Other Regional Capital Facilities

Affected Environment

Schools: The County is divided into ten public school districts. A summary of the school districts (See Figure 9-1), including a brief description of their facilities, is provided in Chapter 9. The GMA requires school districts to plan for future needs and to prepare a six-year capital facilities plan. This planning effort is intended to assist school districts in determining when new schools will be needed and what funds are available for these facilities. None of the school districts have prepared such plans as of yet. Several are in the planning process.

Existing Facilities—A summary of existing facilities is provided in the Capital Facilities Element.

Level of Service—The Proposed Plan does not adopt a Level of Service standard. The school districts will establish LOS standards as part of their capital facility planning.

Existing Deficiencies—Due to the rapid growth in many areas of the County, several of the school districts contacted indicated potential capacity issues during the next several years. Many indicated the need for capital improvement projects to meet demands. School services will have to be expanded to meet future population growth. Increased facility, staffing and equipment levels may be necessary.

Future Deficiencies— Based on the projected population growth of 34,991 new residents during the 20-year planning period, the Proposed Plan estimates that a total of 32 new schools could potentially be required in 2018. The actual number of schools that would need to be constructed will depend on the existing excess capacity of the system and the distribution of future population into each of the school districts.

CHAPTER 14...

Proposed Improvements—Each district is charged with developing long-range strategic plans that outline facility conditions, establish maintenance and utilization plans for existing facilities, plan for additions to existing facilities, and plan for new or replacement facilities. It is expected that level of service standards, future school needs, and funding mechanisms will be identified during the planning processes.

Vocational Training/Higher Learning Facilities: Big Bend Community College (BBCC) offers a variety of occupational/technical programs. BBCC also offers an Associate of Arts (AA) degree that can apply to a 4-year college and university. Big Bend Community College had 5,427 students during the 1996-97 academic year, well below that of the state community college average enrollment of 16,200 students. Enrollment levels are relatively lower given that Big Bend Community College serves the rural and sparsely populated counties of Adams, Grant, and Lincoln.

In addition, Central Washington University, located 69 miles from Moses Lake, offers both Bachelor's and Master's degree programs.

Level of Service—The Proposed Plan does not adopt a Level of Service standard.

Existing Deficiencies—No deficiencies have been identified.

Future Deficiencies—No future deficiencies are identified. Enrollment at Big Bend Community College is currently below statewide averages, and could provide excess capacity. However, services may have to be expanded to meet future response needs. Increased staffing and equipment levels may be necessary.

Proposed Improvements— Higher education facilities in Washington are required to prepare plans for future needs including six-year capital facilities plans. Each educational unit is charged with developing long-range strategic plans that outline facility conditions, establish maintenance and utilization plans for existing facilities, plan

for additions to existing facilities, and plan for new or replacement facilities. It is expected that level of service standards, future school needs, and funding mechanisms will be identified during their planning processes.

Library System: The North Central Regional Library encompasses five counties, from the foothills of the Cascades east into the Columbia Basin and from the Canadian border south to the mid-point of the state. This rural library system was originally designed to serve unincorporated areas. In Grant County, cities can annex to the system or contract for service if there is no branch in or near the area. If a city wishes to annex to the system, the city is responsible for providing the building and the North Central Regional Library will provide service, materials, and staffing. Moses Lake, Ephrata, Quincy, Soap Lake, Warden, Royal City and Grand Coulee (which also serves Elmer City and Electric City) have Branch Libraries with collections ranging from 5,000 to 55,316 volumes.

Level of Service—The Proposed Plan does not adopt a Level of Service standard.

Existing Deficiencies—No deficiencies have been identified.

Future Deficiencies—Library services may have to be expanded to meet future response needs. Increased staffing and equipment levels may be necessary.

Proposed Improvements—No improvements are identified.

Fire Protection: Fire protection services in Grant County are provided by twelve fire districts. A summary of the fire districts (See Figure 9-2), including a brief description of their facilities, is provided in Chapter 9. The bulk of fire suppression resources are provided by volunteers who report to the emergency scene or to assigned stations to bring fire equipment to the fire scene. There are four fire districts with paid staff.

Level of Service—The Proposed Plan does not adopt a Level of Service standard. The Proposed Plan states that response times for the individual fire districts vary. Districts with on-duty personnel generally respond within 3 to 8 minutes. Response time for unmanned stations can run from 3 to as long as 20 minutes or more. Response times generally suffer the most during the day when volunteers are at work.

ISO ratings are a measure of the level of fire service protection available within a fire district. The ratings are based on a number of factors, including training, equipment, water availability, and response capability. Ratings fall within a scale of 1 to 10, with the lower number being better. An “A” next to a rating stands for tanker credit, which means that the district can provide a certain amount of water in a continuous flow for a specified time.

Grant County’s fire district ISO ratings range from 5 to 10. In order to qualify for a rating of 7 or better, at least 50 percent of the district must have fire hydrants; consequently these ratings only apply in the urbanized areas of a district. Among the requirements for a Class 8 rating are a minimum of six firefighters able to respond to a call, a minimum of four hours of training per month, sufficient pumpers so that the responding distance shall not exceed 10 miles, and a constantly attended fire reporting line with a notification system. The minimum requirements for a Class 9 rating include a minimum of four firefighters able to respond to a call, sufficient initial training in the use of equipment, sufficient motorized fire units so that the responding distance shall not exceed 10 miles, and an established means of reporting fires and notifying firefighters.

Existing Deficiencies—As a result of its predominant rural character, much of Grant County is without fire-flow (i.e., available water through hydrants, stand-pipes, or dry-line service). The lack of on-site water systems (hydrants) in many areas forces the fire districts to use tankers to bring large amounts of water to fire scenes. A few areas do have adequate fire flow, including Moses Lake and Quincy.

Future Deficiencies—Fire protection services will have to be expanded to meet future response needs. Increased staffing and equipment levels may be necessary. Long-range fire protection needs may require increases in equipment, training, and manpower to maintain an effective level of protection. With increased urbanization of the County, increased full-time employment due to increased level of service required by residents as opposed to volunteer service can be expected to occur in some of the County’s fire protection organizations.

An additional factor is the integration of fire protection needs with long-range water needs. The source, storage capacity, and distribution systems of water systems, as well as fire hydrant placement in urban density developments, must be adequate to provide sufficient volume and pressure for fire fighting needs.

Proposed Improvements—No improvements are identified.

Hospital System: Health services in Grant County are provided by six Public Hospital Districts (PHD). A summary of the hospital districts (See Figure 9-3), including a brief description of their facilities, is provided in Chapter 9.

Level of Service—The Proposed Plan does not adopt a Level of Service standard.

Existing Deficiencies—No deficiencies have been identified.

Future Deficiencies—Hospital services will have to be expanded to meet future response needs. Increased staffing and equipment levels may be necessary.

Proposed Improvements—No improvements are identified.

Funding: The GMA requires comprehensive plans to incorporate a finance plan to fund capital facility improvements. Grant County currently prepares an annual budget that includes general fund appropriations for certain special

CHAPTER 14...

service providers, such as fire districts. In addition, revenues derived from property tax assessments include levy allotments for each of the service providers.

The Capital Improvement Plan included in the Proposed Plan does not include improvements to facilities not owned or operated by the County. Improvements to such facilities will be included in the respective plans of each service provider.

Impact of the Alternatives

As population continues to grow, regional capital facilities and services will need to increase throughout the County, more or less based on the existing distribution of services. While the land development patterns under the No Action Alternative and the Preferred Alternative would differ slightly, the population projections are the same. Since the same population projections are used for all alternatives, each alternative will require the same new facilities, support staff, and equipment as described above to meet future demand.

No significant impact is expected under any of the alternatives. Impacts for each type of facility are summarized above as reflected by the respective future deficiencies and proposed improvements.

Mitigation Measures

While no significant impacts are expected under any of the alternatives for any of the regional capital facility types, an accurate determination cannot be made based on information included in the Proposed Plan. Once plans are prepared by the various service providers, a more complete analysis can be conducted and included in future amendments to the Proposed Plan.

The respective service providers will need to mitigate any deficiencies that result from population growth and related development of the Proposed Plan. Therefore, the following mitigation is suggested for all alternatives:

- Develop a Level of Service standard that ensures adequate resources and responses are available to meet demands for service;

- Collect information (when available) from capital facility plans prepared by the various service providers, and incorporate findings into the Comprehensive Plan through the plan amendment process.
- The Proposed Plan also includes policies to mitigate capital facility impacts if funding shortfalls exist;
- Promotion of non-capital, non-structural programs, such as community crime prevention and anti-drug programs, to lessen the need for facilities;
- Compliance with the goals and policies of the Proposed Plan.

Grant County cannot control the planning of these service providers, but encourages them to complete long-term plans consistent with this Comprehensive Plan, and to coordinate with the County to incorporate land use, population, and other assumptions generated in this Comprehensive Plan into their respective plans.

The County has no authority or responsibility to provide school services. The ten school districts in Grant County are required to prepare plans for future needs including six-year capital facilities plans. Each district is charged with developing long-range strategic plans that outline facility conditions, establish maintenance and utilization plans for existing facilities, plan for additions to existing facilities, and plan for new or replacement facilities. The plans should be based on population projections included in the Proposed Plan. It is expected that level of service standards, future school needs, and funding mechanisms will be identified during the planning processes. It is further expected that the school districts will develop and update their capital facilities plans annually to accommodate future growth, consistent with the GMA.

The County does provide mitigation for school facilities as stated in the following goal of the Proposed Plan:

Goal CF-8: Mechanisms and procedures should be established and maintained to ensure

that new school facilities are coordinated with growth and their impacts on roads and neighboring uses are considered.

It is recommended that the school districts develop specific goal and policy statements for school facilities to ensure that upgrades, expansions, and construction of school facilities are provided for and funded concurrently with new development.

Tax revenue generated by future development and development fees may be used to finance additional facilities, staff and equipment requirements. Existing funding sources would need to be used to provide vehicle and equipment replacement not required due to new development.

Unavoidable Adverse Impacts

Future population growth and development will increase the need for public services, including fire and police protection, library, schools, emergency medical services, health care, and social and human services, in Grant County under any of the alternatives. Should significant funding shortfalls occur, it may not be possible to achieve compliance with financing requirements of the GMA.

UTILITIES

Introduction

The GMA requires counties to adopt Comprehensive Plans that includes a utilities element, which consists of “the general location, proposed location, and capacity of all existing and proposed utilities, including but not limited to, electrical lines, telecommunication lines and natural gas lines.”

The Proposed Plan includes a thorough discussion of utilities in Grant County in Chapter 10—Utilities Element, which comprises the affected environment for this environmental analysis. Utilities located within cities are excluded from the County’s Proposed Plan, but are included in each city’s plan. Chapter 10

includes the following utilities and special services:

1. Public Utilities:
 - Electricity;
 - Water supply;
 - Sewer; and
 - Solid Waste.
2. Private Utilities:
 - Natural Gas;
 - Telecommunications;
 - Telephone;
 - Cellular Telephone; and
 - Cable Television.
3. Special Districts:
 - Port Districts; and
 - Irrigation Districts.

The Utilities Element also identifies the applicable goals and policies of the Proposed Plan as they apply to public and private utilities and special districts. Of all the utilities included in Chapter 10, only the solid waste system is owned and operated by Grant County. This analysis will focus on the public utilities; only a cursory review is provided for private utilities and special districts.

The Policy Plan contained in the Proposed Plan includes goals and policies related to utilities.

Public Utilities

Affected Environment

Electricity: The Grant County Public Utility District (District), located in Central Washington, is a municipal corporation of the State of Washington. The District was organized in 1938 pursuant to a general election in accordance with the Enabling Act and commenced operations in 1942. The District’s Electric System serves virtually all of Grant County. The District’s administrative offices are located in Ephrata.

Existing Facilities—The electric utility properties and operations of the District are accounted for and financed as three separate systems. The three systems are the Electric

CHAPTER 14...

System, the Columbia River-Priest Rapids Hydroelectric Production System (“Priest Rapids Development”), and the Wanapum Development. Detailed summaries are included in Chapter 10.

Level of Service—The Proposed Plan does not adopt a Level of Service standard.

Existing Deficiencies—No deficiencies have been identified.

Future Deficiencies—The increased growth in Grant County places increasing pressure on power supply costs. Over the period 1993 through 1998, the District’s average retail revenue requirement increased from 1.73 cents/kWh to 2.47 cents/kWh, an eight-percent compound annual increase. The growth in Grant County is occurring at the same time that external environmental issues are reducing the amount of generation available from the Priest Rapids and Wanapum Developments. The District must replace lost generation with higher cost power and also purchase growth-related power supply that costs more than the power from the Developments.

It is difficult to estimate the effect that any of the alternatives would have on the distribution systems or system operations because the current capacity and condition of the systems are unknown, as is the distribution of future population growth. Additional population could require the need for extension to the electrical distribution system, an increase in generation capacity, or an increase in operational requirements of a system. These impacts are not anticipated to be significant.

As stated above under Economic Development, relicensing of PUD dams is of concern. One of Grant County’s major assets of low-cost energy will hang in the balance with the FERC relicensing process of 2004-2009. Salmon-enhancement programs have increased power rates in recent years, eroding this comparative advantage. And, now open to market competition, the electric utility industry is in the midst of re-structuring. If renewed, the PUD will

have additional blocks of low-cost power available for in-county use, thereby attracting other large energy users.

Proposed Improvements—The Grant County Public Utility District (District) plans to continue to improve and extend the facilities of the Electric System as necessary to serve the growing loads in its service area. The District is continually researching means to expand supply and upgrade equipment. System planners design and build their systems to follow population and employment growth projections based on county and city plans. The electricity load is determined from these plans and projections. An electric system plan is then developed to serve those loads at prescribed reliability levels, taking into account environmental, economic, financial, and operational factors. Utility construction is coordinated with the appropriate jurisdictions and agencies and is typically phased in as actual growth occurs.

Future electrical service plans are not only designed to provide for future growth and accommodate new and increased load. They also include changes to the existing systems to improve reliability, power quality, and looping of the system for redundancy backup service.

Approximately \$52 million in 1998 and \$33 million in 1999 is planned for capital improvements to the transmission, distribution, generation, and general plant of the Electric System. The District plans to fund the majority of these improvements from bonds, with the remainder from operating revenues.

The District takes a proactive approach to system capacity, developing its system in anticipation of eventual growth. In general, the Electric System is well planned, operated, and maintained to provide reliable service to the District’s customers.

Water Supply: According to the Washington State Department of Health (WDOH), there are currently 325 water supply systems located in Grant County providing domestic water. The WDOH list of water systems in Grant County is

summarized in Table 10-1 of the Utilities Element.

Many County residents obtain their water from private wells. Others use community wells operated by water systems, both public and private. Grant County does not provide water service to its residents. However, the County owns and operates two water systems: the public systems at the Grant County Fairgrounds and in the unincorporated community of Marine View Heights.

There are also 13 municipal systems that serve residential as well as commercial and other types of connections. Information for each city's water system, the population served, and the average amount of water used can be found in each entities comprehensive plan.

There are also three water districts in Grant County (See Figure 10-2): Water District #1, the Royal Water District, and the Beverly Water District.

Level of Service—Water systems are measured by several standards to determine their adequacy to meet users' needs, operational requirements, and regulations. These standards evaluate water supply, water distribution systems, storage capacity, and system operations. State regulations enforced by the WDOH consider system operation as well as water quality. The Proposed Plan does not adopt a Level of Service standard.

Existing Deficiencies—The Proposed Plan does not include an evaluation of private water systems. Information on water system parameters, such as system capacity, system condition, and water quality analysis, is not included. Because the County does not provide public water service, the inventory and forecast of future needs is more appropriately the responsibility of the service providers.

The Grant County Fairground Water System is supplied by two on-site wells. At present there are some concerns about capacity and fire fighting capabilities during the Annual Fair. The County recently allotted funds to conduct a study

of the current and future water needs at the Fairgrounds. A goal of the study will be to explore the possibility of establishing a connection with the City of Moses Lake Water System or the Cascade Water Valley System.

The Marine View Water System is a privately owned domestic water system serving the Marine View Heights area above O'Sullivan Reservoir. It serves approximately 125 users. The system did not meet the standards and regulations of the WDOH for many years and was placed in receivership by the Superior Court. Grant County was appointed the receiver and has been operating the system since April 1997. Grant County will continue to operate the system until the Superior Court takes the system out of receivership.

Future Deficiencies—Water supply may have to be expanded to meet the needs of future population growth. Regardless of which alternative is selected, all new residents will need to have adequate drinking water available for their use.

Population projections for rural areas of the County are presented in Table 14-2 for each alternative. Under Alternatives Nos. 1 and 2, a total of 3,171 new residents are anticipated to reside in rural lands in 2018. Under Alternative No. 3, a total of 24,546 new residents are anticipated to reside in rural lands in 2018. Assuming that future demand for water is 100 gallons per person per day, projected population growth will result in future water supply demand for an additional 2,455,000 gallons per day under the No Action alternative, and only an additional 317,000 gallons per day under the other alternatives.

It is difficult to estimate the effect that any of the alternatives would have on the distribution systems, storage, or system operations because the current capacity and condition of the systems are unknown, as is the distribution of future population growth.

It is not likely that future demand would impact the water supply system's water quality,

regardless of alternative. Depending upon the distribution of future population, impacts to individual water systems could result. Additional population could also require reclassification of a system, the need for extension to a system's distribution network, an increase in system storage, or an increase in operational requirements of a system. These impacts would not be significant.

Proposed Improvements—No improvements are identified. In 1998, the County budgeted \$98,280 for maintenance of the Marine View Water System.

Sewer: Most rural residents rely on on-site septic tanks and drainfields for their wastewater treatment needs. These systems generally serve individual dwelling units and provide treatment using soil as a drainfield for sewage effluent.

The Spokane office of the WDOH currently monitors the 15 large, on-site systems in Grant County as presented in Table 10-2 of the Utilities Element. There are fifteen municipal systems in Grant County as presented in Table 10-3. Twelve of the County's fifteen UGAs are served by a permitted wastewater treatment facility. Hartline, Wilson Creek, and Krupp have no facilities; all development is served by on-site septic systems. Electric City, Grand Coulee and Coulee Dam are served by the Grand Coulee Sewage Treatment Plant.

Grant County owns no sewer systems. There is one sewer district in Grant County: Crescent Bar Sewer District

Level of Service—On-site sewage treatment and disposal is extensively regulated by both the State and the County Department of Health. Washington State regulations are enforced through local county jurisdictions. Standards for design, construction, and operation of on-site sewage systems are incorporated in County ordinance. The Proposed Plan does not adopt a Level of Service standard.

Existing Deficiencies— Because the majority of County sewer systems are on-site, it is not

necessary to measure the demand for sewer services to be provided or evaluate the sewer systems. No deficiencies have been identified.

Future Deficiencies—Sewage treatment in the rural lands of the County is provided by on-site sewage systems in accordance with State and County regulations. Therefore, there is no demand for the County to provide sewer services. Each site is required to be evaluated separately for suitability of on-site treatment. Beginning in the year 2000, the Grant County Department of Health will be required to periodically inspect all on-site systems for performance measured against County standards. These regulations ensure that there will be no significant impact associated with any of the alternatives.

Proposed Improvements—No improvements are identified.

Solid Waste: The solid waste system in Grant County is a county-wide, consolidated program. The County and each of the incorporated cities work together through a series of interlocal agreements.

Existing Facilities—The solid waste management system in Grant County consists of collection, transfer, waste reduction and recycling, and disposal systems. Collection services for the incorporated areas of Grant County are presented in Table 10-4. Grant County operates dropbox-type transfer stations at fifteen sites throughout the County. Table 10-5 lists the sites, each of which is staffed during operating hours, which vary from site to site. Solid waste is disposed at two in-county landfills. Grant County operates the Ephrata Landfill, which receives the majority (about 90%) of the waste generated in the County. The Regional Board of Mayors (RBOM) operates the Delano Landfill, which is located between the cities of Grand Coulee and Electric City.

The *Ephrata Landfill* property is 120 acres of which 80 acres were permitted under WAC 173-304. Only 60 acres are currently being landfilled. The remaining 60 acres cannot be used for

landfilling until a new permit is obtained. According to 1997 disposal records, about 76,400 tons of waste were disposed at the Ephrata Landfill. Groundwater monitoring at the landfill has indicated the presence of volatile organic compounds in three of the monitoring wells near the oldest part of the landfill.

The *Delano Landfill* property is about 45 acres, of which only a portion has been used for landfilling. The Delano Landfill receives about 9,600 tons of MWS annually. While adequate space exists at the site for expansion, like the Ephrata Landfill, the Delano Landfill cannot expand until a new permit is obtained. Also similar to the Ephrata Landfill, groundwater contamination has been detected at the site.

Level of Service—The Proposed Plan adopts an A through C level of service standard for the quality of service provided by the solid waste management system, as presented in Table 10-6 of the Utilities Element. Grant County adopts LOS B as the minimum standard for solid waste management system components.

Existing Deficiencies—The collection system meets or exceeds LOS B and provides adequate service. No deficiencies are identified. The transfer system meets or exceeds LOS B and provides convenient access and service. No deficiencies are identified.

Grant County has not yet implemented all of the waste reduction and recycling programs recommended in the 1995 SWMP Update. A waste reduction and recycling program should be implemented to satisfy the recommendations of the SWMP.

Both the Delano Landfill and the Ephrata Landfill are currently in compliance with the requirements of WAC 173-304; however, neither are in compliance with the requirements of WAC 173-351. Both are permitted to operate within the waste disposal area that existed prior to WAC 173-351. That existing area has been identified for both areas.

Neither landfill has yet obtained a Transitional

Permit as required by Ecology and the District. Grant County is currently proceeding with preparation of permit application documentation to secure a Transitional Permit. The RBOM is also proceeding with plans to evaluate disposal options and, if selected as most cost-effective, to proceed with preparation of permit application documentation to secure a Transitional Permit.

Based on waste projections and capacity estimates included in the SWMP, the Ephrata Landfill has in excess of five years capacity remaining. However, the Delano Landfill is currently projected to have a remaining capacity of less than two years, according to the RBOM.

Therefore, only the Ephrata Landfill meets both requirements for Disposal Facilities. Since one Disposal Facility exists, the standard for LOS B is met.

Future Deficiencies—In 1998, Grant County commissioned a study of waste disposal alternatives to continued landfilling at the Ephrata Landfill. The study looked at essentially two options: (1) expand the Ephrata Landfill and (2) export waste to a private out-of-county landfill.

Planning level costs were developed for each option on a per ton basis. Depending upon the type of liner system used to expand the Ephrata Landfill, costs were estimated to range from \$30.60 per ton to \$63.30 per ton over the 45-year life of the landfill. The cost estimated for waste export to a private disposal facility and construction and operation of a single transfer facility ranged from \$43.10 per ton to \$152.60 per ton over the life of the landfill.

The study concluded that, based on the significant cost difference between waste export and landfill expansion, that Grant County should proceed with expansion into the un-permitted area of the Ephrata Landfill.

Unless the Ephrata Landfill or Delano Landfill is expanded or alternate disposal alternatives are developed, it is anticipated that the standard for disposal facilities will drop below LOS B prior to

CHAPTER 14...

2004. Both Grant County and the RBOM intend to pursue expansion or alternative disposal methods as soon as possible to remain at or above LOS B. No other system deficiencies are identified at this time.

Proposed Improvements—Both Grant County and the RBOM intend to secure the most cost-effective method of disposal. Both currently believe that to be expansion of the existing Ephrata and Delano Landfills. As such, capital improvements for the landfills planned prior to 2004 are presented in Table 10-7 of the Utilities Element.

Impact of the Alternatives

As population continues to grow, utilities will need to be expanded to meet demand. While the land development patterns under the No Action Alternative and the Preferred Alternative would differ slightly, the population projections are the same. In general, staffing and equipment needs may be slightly greater under the No Action alternative than under the other alternatives. Since the same population projections are used for all alternatives, each will require new facilities, support staff, and equipment as described above to meet future demand.

Since solid waste disposal is centralized at two sites, which receive waste from both rural and urban sources, the proposed solid waste improvements will be the same for all alternatives.

Impacts for each type of capital facility are summarized above as reflected by the respective future deficiencies and proposed improvements.

Through proper implementation and administration of the goals and policies of the Proposed Plan, no significant impact is expected under any of the alternatives.

Mitigation Measures

While no significant impacts are expected under any of the alternatives for any of the utilities, Grant County will need to mitigate any deficiencies that result from population growth and related development of the Proposed Plan.

Therefore, the following mitigation is suggested for all alternatives:

- Develop a Level of Service standard that ensures adequate resources are available to meet demands for service;
- Compliance with the goals and policies of the Proposed Plan.

Unavoidable Adverse Impacts

Future population growth and development will increase the need for utilities, including electrical power, water supply, sewer, and solid waste, in Grant County under any of the alternatives.

Private Utilities & Special Districts

Affected Environment

Private utilities in Grant County include natural gas, telecommunications, telephone, cellular telephone, and cable television. Special Districts include Port Districts and Irrigation Districts. A brief summary of each of these is included in Chapter 10—Utilities.

Level of Service—The Proposed Plan does not adopt a Level of Service standard for private utilities and special districts.

Existing Deficiencies—No deficiencies have been identified.

Proposed Improvements—No improvements are identified.

Impact of the Alternatives

As population continues to grow, private utility and special district services may have to be expanded throughout the County, more or less based on the existing distribution of services. Increased facilities, staffing and equipment levels may be necessary.

While the land development patterns under the No Action Alternative and the Preferred Alternative would differ slightly, the population projections are the same. Since the same population projections are used for all alternatives, each alternative will require the

same new facilities, support staff, and equipment to meet future demand.

No significant impact is expected under any of the alternatives.

Mitigation Measures

While no significant impacts are expected under any of the alternatives for any of the private utility and special district services, an accurate determination cannot be made based on information included in the Proposed Plan. Once plans are prepared by the various service providers, a more complete analysis can be conducted and included in future amendments to the Proposed Plan.

The private utility and special district service providers will need to mitigate any deficiencies that result from population growth and related development of the Proposed Plan. Therefore, the following mitigation is suggested for all alternatives:

- Develop a Level of Service standard that ensures adequate resources are available to meet demands for service;
- Collect information (when available) from capital facility plans prepared by the various service providers, and incorporate findings into the Comprehensive Plan through the plan amendment process.
- Compliance with the goals and policies of the Proposed Plan.

The County has no authority or responsibility to provide any of the services currently provide by private utility and special districts . Grant County cannot control the planning of these private utility and special district service providers, but encourages them to complete long-term plans consistent with this Comprehensive Plan, and to coordinate with the County to incorporate land use, population, and other assumptions generated in this Comprehensive Plan into their respective plans.

The County does provide mitigation for private utility and special district facilities as stated in the goals and policies of the Proposed Plan.

It is recommended that the private utility and special districts develop specific goal and policy statements for school facilities to ensure that upgrades, expansions, and construction of facilities are provided for and funded concurrently with new development.

Unavoidable Adverse Impacts

Future population growth and development will increase the need for private utility and special district services.

8

**Table 14-3
Environmental Impact Analysis – Summary Matrix**

<i>Major Issues</i>	<i>Significant Impacts</i>		
	<i>Alternative No. 1 Proposed Plan</i>	<i>Alternative No. 2 Low Rural Density</i>	<i>Alternative No. 3 No Action</i>
<i>Natural Setting</i>			
<i>Wetlands</i>	Growth concentrated in UGAs and RAIDs may result in impacts to wetlands in those areas. Low rural density will minimize impacts in rural lands.		Development will be more dispersed throughout rural areas and have greater potential to impact wetlands.
<i>Aquifer Recharge Areas</i>			
<i>Frequently Flooded Areas</i>	Growth concentrated in UGAs and RAIDs may result in impacts to frequently flooded areas in those areas. Low rural density will minimize impacts in rural lands.		The continuation of existing development patterns in rural areas will have greater potential to impact frequently flooded areas.
<i>Geologically Hazardous Areas</i>	Development activity under each alternative may create unstable earth conditions and changes in topography.		
	Growth concentrated in UGAs and RAIDs may result in impacts in those areas. Low rural density will minimize impacts in rural lands.		The continuation of existing development patterns in rural areas will have greater potential to impact geologically hazardous areas.
<i>Fish and Wildlife Habitat</i>	Habitat will be destroyed by human activity associated with development and clearing. Development may also lead to fragmentation of riparian corridors.		
	Growth concentrated in UGAs and RAIDs may result in impacts in those areas. Low rural density will minimize impacts in rural lands.		The continuation of existing development patterns in rural areas will have greater potential for habitat conversion.
<i>Surface Water</i>	Growth concentrated in UGAs and RAIDs will increase impermeable surfaces in those areas, which will affect both quantity and quality of surface water.		Increased densities and impermeable surfaces in rural lands will increase stormwater runoff.
<i>Groundwater/Water Supply</i>	Population growth throughout the County will create a greater demand on the existing water supply.		
	Growth concentrated in UGAs and RAIDs may result in increased demand on water supply in those areas, where development will be served mostly by community water systems. Low rural density will minimize impacts in rural lands.		The continuation of existing development patterns in rural areas will put the most pressure on water resources as more wells are drilled throughout rural lands. Additional irrigation of residential areas will also decrease water supply.

**Table 14-3
Environmental Impact Analysis – Summary Matrix**

<i>Major Issues</i>	<i>Significant Impacts</i>		
	<i>Alternative No. 1 Proposed Plan</i>	<i>Alternative No. 2 Low Rural Density</i>	<i>Alternative No. 3 No Action</i>
<i>Natural Setting</i>			
<i>Groundwater Quality</i>	Growth concentrated in UGAs and RAIDs will increase opportunities for community sewer systems, and thereby minimize potential groundwater contamination. Low rural density will minimize impacts in rural lands.		Increased densities and impermeable surfaces in rural lands will affect water quality and increase stormwater runoff. Higher density of on-site sewer systems may cause groundwater contamination.
<i>Air Quality</i>	Concentrated development in UGAs and RAIDs could result in increased auto emissions in these areas.		Wood stove and gravel road particulate emissions could be significant as development occurs in a dispersed pattern throughout rural areas.
<i>Land and Shoreline Use</i>			
<i>Land Capacity</i>	There is adequate land capacity for projected growth in both rural and urban areas.		
<i>Urban and Rural Character, Density and Services</i>	Urban areas (UGAs and RAIDs) would experience a moderate density increase and potential change in urban and neighborhood character. The amount of change would be insignificant. Urban level services would be provided in these areas. Designation of RAIDs would preserve historical densities and character in rural areas. Rural densities will be maintained a low level, thereby maintaining rural character.		Low urban density in urban areas would lead to costly provision of urban services. Relatively high density in rural areas would diminish rural character as suburbanization occurs.
<i>Transition of Land Uses</i>	As growth occurs, existing land uses will change. Agricultural land within the UGAs and RAIDs will transition to more urban uses. UGAs and RAIDs will experience the greatest amount of transition as urban development is focused in those areas. Transition to urban densities will occur as public services and facilities are extended. Little transition is expected in rural areas due to relatively low density.		Relatively high density in rural areas would increase potential for conversion of agricultural lands to residential use.
<i>Livability</i>	Designation of RAIDs will provide opportunity for urban lifestyle outside of UGAs, potentially easing land supply and maintaining livability in UGAs.		With no distinction between rural and urban growth, development would be more dispersed throughout the rural lands, thereby maintaining livability in urban areas.

**Table 14-3
Environmental Impact Analysis – Summary Matrix**

<i>Major Issues</i>	<i>Significant Impacts</i>		
	<i>Alternative No. 1 Proposed Plan</i>	<i>Alternative No. 2 Low Rural Density</i>	<i>Alternative No. 3 No Action</i>
<i>Land and Shoreline Use</i>			
<i>Preservation of Agricultural Lands/Incompatible Development</i>	Designation of agricultural resource lands ensures preservation. Low densities in rural areas and resource lands will reduce the potential for land use conflicts. Land uses adjacent to resource lands will be subject to development standards, such as buffers, setbacks, and declarative covenants, designed to minimize incompatible development.		No specific preservation measures. Higher densities in rural lands will increase potential for land use conflicts. No development standards will provide protective measures to resource lands.
<i>Light and Glare</i>	Concentrated development in UGAs and RAIDs may result in increased light and glare in these areas.		More dispersed development would disperse light and glare throughout County. Increase development in rural areas could have a significant impact.
<i>Aesthetics</i>	Low density development in rural areas would minimize impacts to rural character and natural beauty.		Larger amount of rural development would increase potential for impact to rural character and natural beauty.
<i>Economic Development</i>			
<i>Adequate Infrastructure/Land Supply</i>	Calculation of existing and future land use needs as part of the comprehensive planning process ensures adequate commercial and industrial land is designated to meet future needs. Inclusion of adequate areas of commercial and industrial lands within UGAs ensures availability of infrastructure. Designation of RAIDs and Major Industrial Developments provides allowance for commercial and industrial lands outside of UGAs. Concurrency requirement ensures availability of infrastructure in rural areas to serve industrial needs.		Dispersed pattern of development and lack of concurrency requirement will not ensure adequate infrastructure for commercial and industrial lands. Amount of buildable land will depend entirely on existing zoning.
<i>Future Economic Base</i>	Policies protecting agricultural resource lands will maintain agricultural economy. Economic development policies included in Proposed Plan focus efforts in enhancing and diversifying economy. Process for designation of Master Planned Resorts and policies aimed at promoting tourism will diversify economy. Policies allowing agricultural-related business to locate in resource lands will enhance economy.		As future residential growth occurs in rural and resource lands, potential incompatible land uses may erode long term viability of agricultural economy.

**Table 14-3
Environmental Impact Analysis – Summary Matrix**

<i>Major Issues</i>	<i>Significant Impacts</i>		
	<i>Alternative No. 1 Proposed Plan</i>	<i>Alternative No. 2 Low Rural Density</i>	<i>Alternative No. 3 No Action</i>
<i>Economic Development</i>			
<i>Removal of Dams/Expansion of Columbia Basin Project</i>	<p>Policies included in Proposed Plan strongly promote and preserve agricultural resource lands and enhancement of agricultural industry as the economic base. Removal of dams would significantly impact the goals of the Proposed Plan.</p> <p>A significant portion of the designated agricultural resource lands is based on provision of irrigation water from the expansion of the Columbia Basin Project.</p>		No policies promoting agricultural economy or preservation of agricultural resource lands would be implemented.
<i>Housing</i>			
<i>Affordable Housing</i>	<p>New housing would be concentrated in UGAs and RAIDS at higher densities and where public services are available, potentially decreasing development cost.</p> <p>Higher density in rural areas could lead to increased housing cost in those areas.</p> <p>Opportunities for low-income housing would be available in UGAs and RAIDS where public services are available.</p>		<p>Relatively high density in rural areas will initially provide for lower cost of housing. The cost of providing urban-level infrastructure and services at a later date will add to long-term costs.</p> <p>The dispersed pattern of rural development may restrict opportunities for development of low-income housing.</p> <p>No policies promoting affordable housing would be provided.</p>
<i>Farmworker Housing</i>	<p>Policies allow for limited residential development in resource lands and development of farmworker housing in rural and resource lands. Regulation of maximum density instead of minimum lot size may decrease cost of providing farmworker housing.</p>		No policies promoting farmworker housing would be provided.
<i>Housing Type and Mix</i>	<p>Range of densities in both rural and urban lands increase opportunity for housing types.</p>		No differentiation between rural and urban and relatively high density in rural lands tends to promote single family residential development only.

**Table 14-3
Environmental Impact Analysis – Summary Matrix**

<i>Major Issues</i>	<i>Significant Impacts</i>		
	<i>Alternative No. 1 Proposed Plan</i>	<i>Alternative No. 2 Low Rural Density</i>	<i>Alternative No. 3 No Action</i>
Transportation			
<i>Safety</i>	No significant adverse impact is expected.		No significant adverse impact is expected. Maintaining safety may be more costly as the extent of the system increased throughout rural areas.
<i>Mobility</i>	No significant adverse impact is expected. Concentrated development in UGAs and RAIDs will promote more efficient and cost-effective maintenance of the transportation system.		No significant adverse impact is expected. Maintaining the transportation system may be more costly as the extent of the system increased throughout rural areas.
<i>Alternative Modes</i>	No significant adverse impact is expected. Improvements to develop alternative modes of transportation are included in the Transportation Improvement Plan. Concentrated development in UGAs and RAIDs will promote more cost-effective development of alternative modes.		The dispersed nature of development in rural areas will make the use of alternative modes of transportation more difficult and costly.
<i>Funding</i>	No significant adverse impact is expected. Concentrated development in UGAs and RAIDs will promote more efficient and cost-effective maintenance of the transportation system. The Proposed Plan includes policies for maintaining a fund working reserve and for managing funding shortfalls.		The dispersed nature of development in rural areas will create a demand for transportation improvements on a more widespread basis, which may be more costly.
Capital Facilities			
<i>County-Owned Facilities</i>	No significant adverse impact is expected. Additional facilities and services, especially in law enforcement, corrections, and juvenile detention, will be required to serve projected population growth.		
<i>Other Regional Capital Facilities</i>	No significant adverse impact is expected. Additional facilities and services will be required to serve projected population growth.		
<i>Funding</i>	No significant adverse impact is expected. Concentrated development in UGAs and RAIDs will promote more efficient and cost-effective maintenance of the transportation system. The Proposed Plan includes policies for managing funding shortfalls.		The dispersed nature of development in rural areas will create a demand for facilities and services on a more widespread basis, which may be more costly.

Table 14-3
Environmental Impact Analysis – Summary Matrix

<i>Major Issues</i>	<i>Significant Impacts</i>		
	<i>Alternative No. 1 Proposed Plan</i>	<i>Alternative No. 2 Low Rural Density</i>	<i>Alternative No. 3 No Action</i>
<i>Utilities</i>			
<i>Public Utilities</i>	No significant adverse impact is expected. Additional facilities and services, especially in solid waste management, will be required to serve projected population growth.		
<i>Private Utilities and Special Districts</i>	No significant adverse impact is expected. Additional facilities and services will be required to serve projected population growth.		
<i>Funding</i>	No significant adverse impact is expected. Concentrated development in UGAs and RAIDs will promote more efficient and cost-effective maintenance of the transportation system.	The dispersed nature of development in rural areas will create a demand for utilities on a more widespread basis, which may be more costly.	

CHAPTER 14...

**Table 14-4
Mitigation Measures**

<i>Major Issues</i>	<i>Mitigation</i>
<i>Natural Setting</i>	
<i>Wetlands</i>	Implementation and administration of the Grant County Resource Lands and Critical Area Development Ordinance No. 93-49-CC.
<i>Frequently Flooded Areas</i>	Implementation and administration of the Grant County Resource Lands and Critical Area Development Ordinance No. 93-49-CC.
<i>Geologically Hazardous Areas</i>	Implementation and administration of the Grant County Resource Lands and Critical Area Development Ordinance No. 93-49-CC.
<i>Fish and Wildlife Habitat</i>	Implementation and administration of the Grant County Resource Lands and Critical Area Development Ordinance No. 93-49-CC.
<i>Surface Water</i>	Goals and policies of Proposed Plan.
<i>Groundwater/Water Supply</i>	Implementation and administration of the Grant County Resource Lands and Critical Area Development Ordinance No. 93-49-CC. Goals and policies of Proposed Plan. Encourage water conservation efforts.
<i>Groundwater Quality</i>	Implementation and administration of the Grant County Resource Lands and Critical Area Development Ordinance No. 93-49-CC. Goals and policies of Proposed Plan.
<i>Air Quality</i>	Support of air quality efforts by the Department of Ecology, including modifications to agricultural burning practices. Implementing dust suppression techniques on gravel roads and during construction of all roads.
<i>Land Use</i>	
<i>Land Capacity</i>	Goals and policies designed to periodically update plan to ensure adequate land supply.
<i>Urban and Rural Character, Density and Services</i>	Goals and policies of Proposed Plan. Review of Shoreline Master Program for consistency with goals and policies of Proposed Plan.
<i>Transition of Land Uses</i>	Goals and policies of Proposed Plan limiting densities in advance of full urban services and providing protective measures to agricultural resource lands.
<i>Livability</i>	Goals and policies of Proposed Plan.
<i>Preservation of Agricultural Lands/Incompatible Development</i>	Goals and policies of Proposed Plan limiting densities in advance of full urban services and providing protective measures to agricultural resource lands.
<i>Light and Glare</i>	Goals and policies of Proposed Plan designed to concentrate population growth to the urban areas. Prepare development regulations that restrict the levels of light and glare that new development may emit.
<i>Aesthetics</i>	Goals and policies of Proposed Plan designed to limit rural residential development through density requirements and designation of logical outer boundaries for urban development.

**Table 14-4
Mitigation Measures**

<i>Major Issues</i>	<i>Mitigation</i>
<i>Economic Development</i>	
<i>Adequate Infrastructure/Land Supply</i>	Goals and policies of Proposed Plan related to economic development will ensure that an adequate land base is available and that development standards for heavy industrial land uses that safeguard against environmental degradation.
<i>Future Economic Base</i>	Goals and policies of Proposed Plan related to economic development and preservation of agricultural resource lands.
<i>Removal of Dams/Expansion of Columbia Basin Project</i>	Goals and policies of Proposed Plan related to economic development and preservation of agricultural resource lands are clearly unfavorable toward removal of dams and clearly promote expansion of the Columbia Basin Project.
<i>Housing</i>	
<i>Affordable Housing</i>	Goals and policies of Proposed Plan related to housing.
<i>Farmworker Housing</i>	Goals and policies of Proposed Plan related to housing. The County should work closely with cities, agricultural industry, and the State to develop and implement policies and programs to enhance farmworker housing.
<i>Housing Type and Mix</i>	Goals and policies of Proposed Plan related to housing.
<i>Transportation</i>	
<i>Safety</i>	None.
<i>Mobility</i>	Inclusion of a Transportation Improvement Plan containing maintenance improvements.
<i>Alternative Modes</i>	Goals and policies of Proposed Plan promoting alternative transportation modes.
<i>Funding</i>	Goals and policies of Proposed Plan requiring concurrency and incorporating strategies to mitigate impacts if funding shortfalls exist.
<i>Capital Facilities</i>	
<i>County-Owned Facilities</i>	Development of LOS standards that ensure adequate resources to meet service demands. Promotion of non-capital, non-structural programs to lessen need for capital facilities.
<i>Other Regional Capital Facilities</i>	Service providers will prepare comprehensive plans and mitigate impacts.
<i>Funding</i>	Goals and policies of Proposed Plan requiring concurrency and incorporating strategies to mitigate impacts if funding shortfalls exist.
<i>Utilities</i>	
<i>Public Utilities</i>	Development of LOS standards that ensure adequate resources to meet service demands. Goals and policies of Proposed Plan.
<i>Private Utilities and Special Districts</i>	Service providers will prepare comprehensive plans and mitigate impacts.
<i>Funding</i>	None.

GLOSSARY

Accessory: as applied to use, building or structure, means customarily subordinate or incidental to, and located on the same lot with a principal use, building, or structure.

Act: the Growth Management Act as enacted in chapter 17, Laws of 1990, 1st Ex. Session, and chapter 32, Laws of 1991, 1st Special Session, State of Washington.

Adequate Public Facilities: facilities that have the capacity to serve development without decreasing levels of service below locally established minimums.

Affordable Housing: decent, quality housing that costs no more than 30% of a household's gross monthly income for rent/mortgage and utility payments. In the case of ownership housing, the purchase costs of a housing unit is equal to or less than three times a household's annual gross income.

Agriculture: the use of land for commercial production of horticultural, viticultural, floricultural, dairy, apiary, vegetable, or animal products or of berries, grain, hay, straw, turf, seed, Christmas trees (not subject to excise tax imposed by RCW 84.33.100 through 84.33.140), or livestock.

Agricultural Land: land primarily devoted to the commercial production of horticultural, viticultural, floricultural, dairy, apiary, vegetable, or animal products or of berries, grain, hay, straw, turf, seed, Christmas trees (not subject to excise tax imposed by RCW 84.33.100 through 84.33.140), or livestock and that has long-term commercial significance for agricultural production.

Agricultural Support Services: any non-agricultural use which is directly related to agriculture and directly dependent upon agriculture for its existence.

Annual Program: this is similar to the six year

program, except it covers only the projects that will be constructed within the next year (see Six Year Transportation Program).

Aquifer: a water-bearing layer of permeable rock, sand, or gravel.

Aquifers: areas with a critical recharging effect on aquifers used for potable water are areas where an aquifer is a source of drinking water and is vulnerable to contamination that would affect the potability of water.

Arterial Roadways: a class of roadway serving major movements of traffic not served by freeways. Arterial roadways are functionally classed depending on the degree to which they serve through traffic movements versus access to land.

Available Public Facilities: facilities or services that are in place or that a financial commitment is in place to provide the facilities or services within a specified time. In the case of transportation, the specified time is six years from the time of development.

Average Daily Traffic (ADT): this is the average amount of traffic (average number of vehicles) crossing one location of a roadway within a 24 hour period. Generally the ADT is a yearly average. ADT and other traffic level measurements differ from the VMT in that they measure traffic crossing at one point while VMT measures the total miles driven along a certain stretch of roadway within a given period of time. The confusion between these two terms stems from the fact that a specific ADT (a point location measure) is often assigned to a whole stretch of a roadway.

Best Management Practices (BMP): practices or structures designed to reduce the quantities of pollutants – such as sediment, nitrogen, phosphorus, and animal wastes – that are washed by rain and snow melt from farms into nearby surface waters, such as lakes, creeks, streams,

GLOSSARY...

ivers, and estuaries. Agricultural BMPs can include fairly simple changes in practices such as fencing cows out of streams (to keep animal waste out of streams), planting grass in gullies where water flows off of a planted field (to reduce the amount of sediment that runoff water picks up as it flows to rivers and lakes), reducing the amount of plowing in fields where row crops are planted (in order to reduce soil erosion and loss of nitrogen and phosphorus from fertilizers applied to the crop land). BMPs can also involve building structure, such as large animal waste storage tanks that allow farmers to choose when to spread manure on their fields as opposed to having to spread it based on the volume accumulated.

Buffer: an area contiguous with a critical area, natural resource land, or urban growth area that is required for the integrity, maintenance, function, and stability of the area or land.

Buffer or Buffer Zone: a neutral area between two areas of concern of sufficient width and quality to ensure that activities on one property does not negatively impact the other. The buffer might consist of open space, landscaped areas, undisturbed areas of natural vegetation, fences, walls, berms, or any combination thereof.

Capacity: the maximum number of vehicles that can pass over a given section of a lane or roadway in one direction (or in both directions for a two- or three-lane facility) during a given time period under prevailing roadway and traffic conditions. It is the maximum rate of flow that has a reasonable expectation of occurring.

Capital Cost: costs of transportation systems such as purchase of land, construction of roadways, and acquisition of vehicles. Distinguished from operating costs.

Capital Facilities: as a general definition, public structures, improvements, pieces of equipment or other major assets, including land, that have a useful life of at least 10 years. Capital facilities are provided by and for public purposes and services. For the purposes of the capital facilities element, capital facilities are surface water

management, solid waste disposal, land and justice, general government, parks and recreation, airport transportation, education, fire protection, sanitary sewer and public water supply systems.

Capital Improvement: a project to create, expand, or modify a capital facility.

Capital Improvement Plan (CIP): a plan that matches the costs of capital improvements to anticipated revenue and a time line. CIPs are usually prepared for six or more years, updated annually, and coordinated with the comprehensive planning process.

City: any city or town including a code city.

Collector System: in Rural Areas: Principal Arterials, Minor Arterial Roads, Collector Roads, Local Roads. In Urbanized Areas: Principal Arterials, Minor Arterial Streets, Collector Streets, and Local Streets. In Small Urban Areas: Principal Arterials, Minor Arterial Streets, Collector Streets, and Local Streets.

Commercial Use: a land use activity which is associated with the sale and purchase of goods and services. Includes businesses involved in: 1) the sale, lease, or rent of new or used products to the consumer public; 2) the provision of personal services to the consumer public; 3) the provisions of leisure services in the form of food or drink and passive or active entertainment; or 4) the provision of product repair or servicing of consumer goods.

Community On-Site Sewage Systems: a sewage system used to serve multi-family residential complexes or groups of individual residences.

Compatible: capable of existing together without discord or in a state of mutual tolerance.

Comprehensive Land Use Plan, Comprehensive Plan, or Plan: the policies and proposals approved and recommended by the planning agency or initiated by the Board of County Commissioners (the Board) and

approved by motion of the Board (a) as a beginning step in planning for the physical development of the county; (b) as the means for coordinating county programs and services; (c) as a source of reference to aid in developing, correlating and coordinating official regulations and controls, and; (d) as a means for promoting the general welfare. Such plan shall consist of the required elements set forth in R.C.W. 36.70A.080 which shall serve as a policy guide for the subsequent public and private development and official controls so as to present all proposed developments in a balanced and orderly relationship to existing physical features and general governmental functions.

Comprehensive Plan Amendment: an amendment or change to the text or maps of the Comprehensive Plan.

Concurrency: exists when adequate capital facilities are available when the impact of development occurs. This definition includes the two concepts of “adequate public facilities” and of “available public facilities” as defined above.

Concurrency Management System: a financial and accounting system that keeps track of cumulative impacts of developments, impact fees, level of service on impacted roads, and timing for road improvements in order to ensure that the concurrency requirements of GMA are met.

Conditional Uses: those land uses deemed appropriate within a specified area if specified conditions are satisfied.

Consistency: a term which means that no feature of a plan or regulation is incompatible with any other feature of a plan or regulation. Consistency is indicative of a capacity for orderly integration or operation with other elements in a system. (WAC 365-195-210)

Contiguous Development: development of areas immediately adjacent to one another.

Coordination: consultation and cooperation among jurisdictions.

Cottage Industry: a home occupation that does not require retail sales or courier delivery services (as used in this plan).

County-Wide Planning Policies: written policy statements used solely for establishing a countywide framework from which county and city comprehensive plans are developed and adopted. (RCW 36.70.210)

Covenants: private restrictions placed on land regulating land use activities.

Critical Areas: areas of environmental sensitivity, which include the following areas and ecosystems: (a) wetlands; (b) areas with a critical recharging effect on aquifers used for potable water; (c) fish and wildlife habitat conservation areas; (d) frequently flooded areas; and (e) geologically hazardous areas.

Critical Facilities: schools, hospitals, police, fire, emergency response installations, nursing homes, and installations which produce, use or store hazardous materials or hazardous waste.

Cultural Heritage: a community identity based on a unique historic background.

Demand Management Strategies or Transportation Demand Management Strategies (TDM): strategies aimed at changing travel behavior rather than at expanding the transportation network to meet travel demand. Such strategies can include the promotion of work hour changes, ride-sharing options, parking policies, telecommuting.

Density: a measure of the intensity of development, generally expressed in terms of dwelling units per acre.

Developer: a person who makes housing, highways, commercial and industrial structures, etc., more available or extensive.

Design Guidelines: a set of guidelines defining parameters to be followed in site and/or building design and development.

GLOSSARY...

Design Standards: a set of standards defining the parameters to be followed in site and/or building design and development.

Development: any manmade change to improved or unimproved real estate, including but not limited to buildings or other structures, mining, dredging, filling, grading, paving, excavation, or drilling operations. Any action requiring a land use permit or approval regulated by Titles 14 and 15, SCC, including, but not limited to subdivisions, binding site plans, site specific rezones, unclassified special use permits, variances, building permits, shoreline permits, or flood area development permits.

Development Regulation: any controls placed on development or land use activities by a county or city, including, but not limited to, zoning ordinances, subdivision ordinances, and binding site plan ordinances.

Dwelling Unit: an enclosure containing sleeping, kitchen, and bathroom facilities designed for use as a residence.

Easement: a covenant which grants or restricts a specific right of use.

Ecology (WDOE): the Washington State Department of Ecology. Use of "Ecology" or "WDOE" is preferred over "DOE" to avoid confusion with the federal Department of Energy.

Eco-Tourism: low impact, nature oriented tourist activities that involve an interaction of small groups of people with the environment and natural resources in an area.

Enhancement: alteration of an existing resource to improve or increase its characteristics and processes without degrading other existing functions. Enhancements are to be distinguished from resource creation or restoration projects.

Environmental Impact Statement (EIS): a document detailing the expected environmental impacts of a proposed action.

Erosion Hazard Area: those areas that because of natural characteristics, including vegetative cover, soil texture, slope gradient, and rainfall patterns, or human-induced changes to such characteristics are vulnerable to erosion.

Erosion: the wearing away of the earth's surface as a result of the movement of wind, water, or ice.

Essential Public Facilities: facilities that are typically difficult to site, such as airports, state education facilities, and state or regional transportation facilities, state and local correctional facilities, solid waste handling facilities, and in-patient facilities including substance abuse facilities, mental health facilities including substance abuse facilities, mental health facilities and group homes. (RCW 36.70A.200)

Facilities: the physical structure or structures in which a service is provided.

Farm-Worker Housing: permanent temporary housing for seasonal and year round farm workers and their families.

Fauna: animal life.

Federal Highway Administration (FHWA): the federal agency responsible for implementing regulations and administering federal moneys for highways.

Fire Flow: the amount of water volume needed to provide fire suppression. Adequate fire flows are based on industry standards, typically measured in gallons per minute (gpm). Continuous fire flow volumes and pressures are necessary to ensure public safety. The fire flow volume shall be in addition to the requirements of the water system for domestic demand.

Fish and Wildlife Habitat Conservation Areas: Fish and Wildlife Habitat Conservation Areas and their networks shall be classified as follows:

- a) areas with which endangered, threatened, and sensitive species have a

primary association;

- b) habitats and species of local importance that have been designated by the County at the time of application;
- c) all public and private tidelands suitable for shellfish harvest;
- d) kelp and eelgrass beds, herring and smelt spawning areas;
- e) naturally occurring ponds under twenty acres and their submerged aquatic beds that provide fish or wildlife habitat;
- f) waters of the state as defined by WAC 222-16;
- g) lakes, ponds, streams, and rivers planted with game fish by a governmental or tribal entity;
- h) areas with which anadromous fish species have a primary association;
- i) State Natural Area Preserves and Natural Resource Conservation Areas; and
- j) Other aquatic resource areas.

Floodplain: that area of land adjoining a body of water that has been or may be covered by floodwater.

Flora: plant life.

Foster Care: to give parental care without being related by blood or legal ties.

Freight and Goods Transportation System (FGTS): a system of streets, roads, and highways formally designated by the State as current truck routes.

Frequently Flooded Areas: lands in the floodplain subject to a one-percent or greater chance of flooding in any given year. These areas include, but are not limited to, streams,

rivers, lakes, coastal areas, wetlands, and the like.

Functional Classification: is the grouping of highways, roads, and streets that serve similar functions into distinct systems or classes. Functional Classification defines the primary role a road or street serves within the total existing or future highway network (see Collector System above).

Geologically Hazardous Areas: areas that, because of their susceptibility to erosion, sliding, earthquake, or other geological events, are not suited to the siting of commercial, residential, or industrial development consistent with public health or safety concerns.

Goal: a goal is a direction setter. It is an ideal future end, condition, or state related to the public health, safety, or general welfare toward which planning and implementation measures are directed. A goal is a general expression of community values, and, therefore, is abstract in nature. Consequently, a goal is generally not quantifiable, time-dependent, or suggestive of specific actions for its achievement.

Grading: the physical manipulation of the earth's surface and/or drainage pattern in preparation for an intended use or activity.

Gross Density: gross density means the total number of dwelling units divided by the total land area of the site or area, excluding nothing.

Groundwater: water that fills all the unblocked pores of material lying beneath the water table.

Group Homes: unrelated individuals living together and being cared for in a residential facility.

Growth Management Act: see definition of Act.

Habitat: the place or type of site where a plant or animal naturally or normally lives and grows.

Home Occupations: any activity carried out for

GLOSSARY...

gain by a resident, conducted as an accessory use with conditions to the residential use.

Household: all persons who occupy a housing unit which is intended as separate living quarters and having direct access from the outside of the building or through a common hall. The occupants may be a single family, one person living alone, two or more families living together, or any other group of related or unrelated persons who share living arrangements. (U.S. Department of Commerce, Bureau of the Census)

Impact Fees: standard fees for development impacts on governmental facilities. Impact fees are often levied per housing unit and usually include transportation impacts.

Impact Mitigation: moderation of negative impacts caused by development. The term refers to voluntary and mandatory actions to compensate for the costs of reducing impacts; including traffic impacts. The process of avoiding, reducing, or compensating for the environmental impact(s) of a proposal. See WAC 197-11-768.

Implementation Measure: regulatory and non-regulatory measures used to carry out the plan.

Industrial Use: activities predominantly associated with manufacturing, assembly, processing, or storage of products.

Infill: the development of housing or other buildings in vacant sites in already developed areas.

Infrastructure: facilities and services needed to sustain the functioning of an urban area. Infrastructure may include, but not be limited to, water and sewer lines, streets, and communication lines.

Intensity: a measure of land use activity based on density, use, mass, size and impact.

Landslide Hazard Areas: areas potentially subject to risk of mass movement due to a

combination of geological, topographic, and hydrologic factors.

Level of Service (LOS): defines the quality and quantity of service provided by a community's infrastructure and services. It can be defined for a wide range of facilities and services, including transportation, potable water, sewer, fire, parks and schools.

Local Improvement District (LID): a quasi-governmental organization formed by landowners to finance and construct a variety of physical infrastructure improvements beneficial to its members. A Road Improvement District is a specific type of LID that is formed to finance road improvements.

Local Road: a class of roadway with the primary function of providing access to abutting properties. Traffic control is usually limited with slow speeds and numerous driveways. This roadway class typically carries low traffic loads and is usually 1 to 2 lanes. They can be paved or gravel and don't often extend over much distance.

Long-Term Commercial Significance: includes the growing capacity, productivity, and soil composition of the land for long-term commercial production, in consideration with the land's proximity to population areas, and the possibility of more intense uses of the land.

Lot: a designated parcel, tract, or area of land established by plat, subdivision, or as otherwise permitted by law, to be used, developed or built upon as a unit.

Low-Income: households whose income is between 51 percent and 80 percent of the median income for the area, as determined by the Department of Housing and Urban Development (HUD).

Major Arterial: roads that convey traffic along corridors to areas of high density residential or high intensity commercial or industrial activity. Major arterials emphasize mobility and de-emphasize access.

Manufactured Housing: a manufactured building or major portion of a building designed for long-term residential use. It is designed and constructed for transportation to a site for installation and occupancy when connected to required utilities.

Mass Transit: the general term used to identify bus, rail, or other types of transportation that move large numbers of people at one time.

Median Income: the income level which divides the income distribution of a given area into two equal parts, one having incomes above the median income and the other having incomes below the median income. For households and families, the median income is based on the distribution of the total number of units including those with no income. (U.S. Department of Commerce, Bureau of Census)

Mine Hazard Areas: those areas directly underlain by, adjacent to, or affected by mine workings such as adits, tunnels, drifts, or air shafts.

Minerals: include gravel, sand, and valuable metallic substances.

Mineral Resource Lands: lands primarily devoted to the extraction of minerals or that have known or potential long-term commercial significance for the extraction of minerals.

Minor Arterial or Secondary Arterial: roads which link activity centers and convey traffic onto major arterials. Minor arterials provide both mobility and access.

Mitigation: the process of avoiding, reducing, or compensating for the environmental impact(s) of a proposal. See WAC 197-11-768.

Mixed-Use: mixed-use buildings, typically with residential units above or beside a story of two of commercial spaces. The mixed-use district allows for a mixture of residential housing types and densities; commercial, office, and institutional uses, parks and recreation uses; and public uses.

Mobile Home: a dwelling unit that is composed of one or more components, each of which is substantially assembled in a manufacturing plant and designed to be transported to the home site on its own chassis.

Modular Home: a dwelling unit composed of components assembled in a manufacturing plant and transported to the building site for final assembly on a permanent foundation. A modular home may consist of two sections transported to the site in a manner similar to a mobile home, or a series of panels or room sections transported on a truck and erected or joined together on the site.

Multi-Family Housing: housing designed to accommodate more than one household or family. A structure containing two or more joined dwelling units.

Multi-Modal: two or more modes or methods of transportation. Examples of transportation modes include: bicycling, driving an automobile, walking, bus transit or rail.

Natural Resource Lands: lands designated on the official Grant County Comprehensive Plan Map as Agricultural, Industrial Forest, Secondary Forest, Mineral Overlay, and Rural Resource which have long-term commercial significance.

Net Density: the total number of dwelling units divided by the net area of the lot or site. The net area excludes roads, public open spaces, community facilities, and critical area (environmentally sensitive areas).

Non-Conforming Use: the use of land which does not conform to the regulations of the district in which the use exists, but was lawful prior to the date of such regulations.

Non-Motorized Transportation: bicycle, pedestrian and equestrian transportation modes.

Office: a structure that generally houses a business, government, professional, medical or financial institution for the non-daily needs of individuals, groups or organizations.

GLOSSARY...

Official Controls: legislatively defined and enacted policies, standards, precise detailed maps and other criteria, all of which control the physical development of a county or any part thereof or any detail thereof, and are the means of translating into regulations and ordinances all or any part of the general objectives of the Comprehensive Plan. Such official controls may include, but are not limited to, ordinances establishing zoning, subdivision control, platting, and adoption of detailed maps.

One Hundred Year Floodplain: land within a community subject to a one (1) percent or greater chance of flooding in any given year. Designation on maps always includes the letters A or V.

Open Space: any land area, the preservation of which in its present use would conserve and enhance natural or scenic resources; or, protect streams or water supplies; or, promote conservation of soils, wetlands, beaches or tidal marshes; or, enhance the value to the public of abutting or neighboring parks, forests, wildlife preserves, nature reservations; or, sanctuaries or other open space; or, enhance recreation opportunities; or, preserve historic sites. Public Open Space are public owned lands that have been or will be set aside for open space and recreational use. Private Open Space are privately owned lands that have been or will be set aside by operation of the Critical Areas Ordinance, by voluntary conservation, or by land reserve easements. Current Use Open Space Taxation Program includes properties utilized for agriculture, timber, and open space uses as provided RCW 84.34.

Operating Costs: those recurring costs in a transportation system, such as salaries and wages, maintenance, energy, taxes, insurance, and supplies. Distinguished from capital cost.

Per Capita Income: Per Capital Income is the mean income for all men, women and children in a particular group. It is computed by dividing the total income of a particular group by the total population in that group.

Performance Standards: these provide criteria for testing the degree of hazard, environmental damage, or nuisance from land use activities creating smoke, dust, noise, glare, odor, erosion and sediment, runoff, liquid, solid, or airborne wastes, fumes or traffic.

Planned Unit Development (PUD): a residential development that includes a mix of housing types such as single family, townhouses, and other multifamily, and groups of uses to provide common open space or to include recreation such as golfing as part of the development.

Planning Period: the 20-year period following the adoption of a comprehensive plan or such longer period as may have been selected as the initial planning horizon by the planning jurisdiction. (WAC 365-195-210).

Policy: a policy is a specific statement that guides decision-making. It indicates a clear commitment of the local legislative body. A policy is based on a comprehensive plan's goals and objectives as well as the analysis of data. A policy is effectuated by implementation measures (such as: zoning, land division, and environmental ordinances).

Public Facilities: include streets, roads, highways, sidewalks, street and road lighting systems, traffic signals, domestic water systems, storm and sanitary sewer systems, parks and recreational facilities, government buildings, hospitals, and schools.

Public Open Space: public owned lands that have been or will be set aside for open space and recreational use.

Public Services: include fire protection and suppression, law enforcement, public health, education, recreation, environmental protection, and other governmental services.

Public Transportation: a variety of passenger transportation services available to the public including buses, ferries, rideshare, or rail transit.

Public Utilities: include systems for the delivery of natural gas, electricity, and telecommunications services.

Public Water: any system providing water intended for, or used for, human consumption or other domestic uses. It includes, but is not limited to, facilities where water is furnished to any community, or number of individuals, or is made available to the public for human consumption or domestic use, but excluding water systems serving one single family residence (RCW 70.116.030).

Recreation: activities associated with any form of play, amusement, or relaxation, such as games, sports, or hobbies.

Regional Transportation Planning Organization (RTPO): an organization of cities and one or more Counties (with representation from ports, tribes, and the state) whose goal is to coordinate transportation decisions among those jurisdictions.

Remote Use: a use of land that does not require urban services and that is best suited to remote locations, away from urban areas and other places of human habitation, because of its noise, vibration, or other impacts. Remote uses include but are not limited to the use of explosives in manufacturing.

Residential Use: as used in this plan for all types of dwelling units such as single and multi-family housing including mobile/modular homes.

Resource Based Industry: one that is dependent on agriculture, forestry, fisheries or mining.

Resource Lands: those lands which are suitable for agriculture, forest mineral extraction and protected by resource lands regulations.

Right-of Way: land owned by a government or an easement for a purpose over the land of another, used for a road, ditch, electrical transmission line, pipeline, or public facilities such as utility or transportation corridors.

Riparian Areas or Zones: lands situated along the banks of streams, rivers and lakes.

Road Adequacy Standards: standards by which government agencies can assess whether adequate road facilities are being provided and regulated.

Roadway: an open, generally public way for the passage of vehicles, persons, and animals. Limits include the outside edge of sidewalks, curbs and gutters, or side ditches.

Runoff: water from rain, snowmelt, or irrigation that flows over the ground surface and returns to streams.

Rural Areas of More Intensive Development: those rural areas generally having a permitted density of four (4) or more dwelling units per acre including, but not limited to, Rural Activity Center, Rural Village, Unincorporated Urban Growth Area, Commercial Crossroad, and Shoreline Development.

Rural Villages: predominantly residential unincorporated rural communities or centers supported by limited commercial and compatible industrial, and community services which typically include a post office, church, elementary school, fire hall, grocery store, service station, tavern, restaurant, or other small retail business catering to local rural needs. Compact development within designated boundaries distinguishes a village from surrounding undeveloped land.

Sanitary Sewer Systems: all facilities, including approved on-site disposal facilities, used in the collection, transmission, storage, treatment of discharge of any waterborne waste, whether domestic in origin or a combination of domestic, commercial, or industrial waste.

Sediment: the fine grained material deposited by water or wind.

Seismic Hazard Areas: areas subject to severe risk of damage as a result of earthquake induced

GLOSSARY...

ground shaking, slope failure, settlement, or soil liquefaction.

Sensitive Areas: areas which include the following areas and ecosystems: (a) wetlands; (b) areas with a critical recharging effect on aquifers used for potable water; (c) fish and wildlife habitat conservation areas; (d) frequently flooded areas; and (e) geologically hazardous areas (RCW 36.70A.030).

Sensitive Species: a species native to the State of Washington, that is vulnerable or declining and is likely to become endangered or threatened in a significant portion of its range within the State without cooperative management or the removal of threats as designated by WAC 232—12-011.

SEPA (State Environmental Policy Act): SEPA requires state agencies, local governments and other lead agencies to consider environmental factors when making most types of permit decisions, especially for development proposals of a significant scale. As part of the SEPA process, EISs may be required to be prepared and public comments solicited (RCW 43.21C).

Sewer: the closed pipe which carries raw sewage from a home or business to a treatment facility.

Shoreline Master Program(SMP): a program adopted in 1976 to promote the public health, safety and general welfare by providing long range, comprehensive policies and effective, reasonable regulations for development and use of Grant County shorelines.

Shorelines: all of the water areas of the state, including reservoirs and their associated uplands, together with the lands underlying them, except those areas excluded under RCW 90.58.030(2)(d).

Shall: a directive or requirement.

Should: an expectation.

Single Family (detached): a detached building containing one dwelling unit.

Six-Year Transportation Improvement Program: a plan that shows road and other transportation projects planned for the next six years. Both cities and counties are required to update the six-year program each year.

Sole Source Aquifer: Sole Source Aquifer is an EPA definition. It defines those areas where more than 50 percent of the drinking water is obtained from the groundwater.

Solid Waste: all putresible and nonputresible solid and semisolid wastes, including, but not limited to, garbage, rubbish, ashes, industrial wastes, swill, demolition and construction wastes, abandoned vehicles or parts thereof, and recyclable materials. (RCW 70.95.030)

Special Needs Housing: all housing that is designed for an individual or family who requires supportive social services in order to live independently or semi-independently. These households require all types of housing including emergency, transitional and permanent housing. Special needs groups include, but are not limited to the homeless; elderly; persons with AIDS; single parents; runaway and homeless youth; severely physically handicapped; mentally and emotionally disabled; farmworkers (migrant worker households) and persons with substance abuse problems. (Washington State Department of Community, Trade and Economic Development, *Assessing your Community's Needs, A Practical Guide to Preparing Housing Assessments under the GMA and CHAS Requirements*, June 1992.)

Structure: anything constructed or erected.

Subdivision: the division of a lot, tract, or parcel of land into two or more lots, building sites, or other divisions for the purpose of sale or building development (whether immediate or future) and including all divisions of land involving the dedication of a new street or a change in existing streets.

Suburban: blending or characterized by the blending of the urban and the rural. A land use

development pattern that is dispersed as opposed to decentralized.

Sub-Area Planning: sub-area plans are detailed land use plans for smaller geographic areas within which water drains into a particular river, stream or body of water in the County. They are an integrated, collaborative management planning approach to sustaining economic development opportunities and protecting the natural environment by addressing issues within the watershed basins.

Surface Waters: streams, rivers, ponds, lakes, or other waters designated as “waters of the state” by the Washington Department of Natural Resources. (WAC 222-16-030)

Sustainable Development: development of long-term economic significance, that promotes environmental, and community health.

Through Traffic: traffic raveling through a specific area to a destination beyond that area.

Traffic Analysis Zone (TAZ): an area or planning unit for which traffic data and trip generation rates are used to forecast and analyze impacts on the transportation system.

Transfer of Development Rights (TDR): the transfer of the right to develop or build, expressed in dwelling units per acre, either on land within one zoning district under contiguous ownership, or from land in one zoning district to land in another district where such density/development is permitted.

Transit: a general term applied to passenger rail and bus service available for the use by the public and generally operated on fixed routes with fixed schedules.

Transportation Demand Management (TDM): methods or strategies aimed at changing travel behavior by reducing the demand for single occupancy vehicle travel rather than by expanding transportation facilities to meet travel demand. The strategies can include such things as expanding transit of ride-sharing options,

changing parking policies, promoting work hour changes, and providing for telecommuting.

Transportation Improvement Program (TIP): a plan or schedule showing specific expenditures for transportation capital projects over a specific time period, often for six years.

Transportation Facilities: includes capital facilities related to air, water or land transportation.

Transportation Level of Service Standards: a measure that describes the operational condition of the travel stream and acceptable adequacy requirements. Such standards may be expressed in terms such as speed and travel time, freedom to maneuver, traffic interruptions, comfort, convenience, geographic accessibility, and safety.

Transportation System Management (TSM): the use of low capital expenditures to increase the capacity of the transportation system. TSM strategies include but are not limited to signalization, channelization, and bus turn-outs. (WAC 365-195-210)

Trip: a one-direction movement, which begins at the origin at the start time, ends at the destination at the arrival time, and is conducted for a specific purpose.

Trip Generation: a method for forecasting the number of vehicle trips made to and from each type of land use per day. Trip generation provides the link between land use and vehicle travel, and is used to forecast future transportation system needs to support growth and development.

Urban Density: density equal to or higher than four dwelling units per one acre.

Urban Governmental Services: include those governmental services historically and typically delivered by cities, and include storm and sanitary sewer systems, domestic water systems, street cleaning services, fire and police protection services, public transit services, and other public

GLOSSARY...

utilities associated with urban areas and normally not associated with non-urban areas.

Urban Growth: refers to growth (commercial, industrial, and residential) that makes intensive use of land for the location of buildings, structures, and impermeable surfaces to such a degree as to be incompatible with the primary use of such land for the production of food, other agricultural products, or fiber, or the extraction of mineral resources. When allowed to spread over wide areas, urban growth typically requires urban governmental services. “Characterized by urban growth” refers to land having urban growth located on it, or to land located in relationship to an area with urban growth on it as to be appropriate for urban.

Urban Growth Area: an area within which urban growth shall be encouraged and outside of which growth can occur only if it is not urban in nature. Regulatory control of land within the Urban Growth Areas remains with the County until annexed into a city. The land and development controls within Urban Growth Areas, however, may be subject to joint county/city interlocal planning agreements and concurrency.

Urban Growth Boundary: boundary designating areas of existing and future urban growth, which is growth that makes intensive use of land for residential, commercial, and industrial development.

Urban Sprawl: urban sprawl manifests itself in one or more of the following patterns: (a) leapfrog development which bypasses vacant parcels located closer to the urban area that are suitable for development and instead locates away from existing urban areas; (b) strip development which allows commercial, retail, and multi-family residential developments to locate in a linear pattern along both sides of a major arterial; and (c) large expanses of low density, single-family dwelling development.

Use: the specific purpose for which land or a building is designated, arranged, intended, or for which it is or may be occupied or maintained.

Utilities or Public Utilities: enterprisers or facilities serving the public by means of an integrated system of collection, transmission, distribution, and processing facilities through more or less permanent physical connections between the plant of the serving entity and the premises of the customer. Included are systems for the delivery of natural gas, electricity, and telecommunications services.

Visioning: a process of citizen involvement to determine values and ideals for the future of a community and to transform those values and ideals into manageable and feasible community goals. (WAC 365-195-210)

WAC: Washington Administrative Code.

Watershed: the region drained by or contributing water to a stream, lake or other body of water.

Wetland or Wetlands: 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 areas. Wetlands do not include those artificial wetlands intentionally created from non-wetland sites after 1952 as a result of the Columbia Basin Project.

WSDOT: Washington State Department of Transportation.

Zoning: the process by which a county or municipality legally controls the use of property and physical configuration of development upon tracts of land within its jurisdiction.

APPENDIX A
LIST OF ACRONYMS

LIST OF ACRONYMS

ADT:	average daily traffic	MID:	major industrial development
BMP:	best management practice	MPR:	master planned resort
CFP:	Capital Facilities Plan	OFM:	Office of Financial Management
CIP:	Capital Improvement Plan	GCPUD:	Grant County Public Utility District
CWPP:	Countywide Planning Policies	PUD:	planned unit development
CWSP:	Coordinated Water System Plan	RAID:	rural area of more intensive development
DCTED:	Department of Community, Trade and Economic Development	RCW:	Revised Code of Washington
DEIS:	Draft Environmental Impact Statement	RTPO:	Regional Transportation Planning Organization
DNR:	Department of Natural Resources	GCC:	Grant County Code
DOE:	Department of Ecology	SEPA:	State Environmental Protection Act
DOH:	Department of Health	TDM:	transportation demand management
GCEDC:	Grant County Economic Development Council	TIP:	transportation improvement program
EIS:	Environmental Impact Statement	UGA:	Urban Growth Area
FEIS:	Final Environmental Impact Statement	USDA:	United States Department of Agriculture
FEMA:	Federal Emergency Management Agency	WAC:	Washington Administrative Code
FERC:	Federal Energy Regulatory Commission	WSDOT:	Washington State Department of Transportation
GMA:	Growth Management Act	WUTC:	Washington Utilities and Transportation Commission
LOS:	level of service		

APPENDIX B
COMPREHENSIVE PLAN
CHRONOLOGY

Comprehensive Plan Chronology

Plan Development and Public Participation

Grant County's first comprehensive plan was adopted in December 1970. Grant County's planning process began in 1991 with a survey of Grant County residents, which provided an indication of citizen opinions and preferences regarding growth management issues. That visioning process was revisited in 1998, when the County conducted two public workshops to inform the citizens of the growth management planning process, update them on progress to date, and validate or revise previously developed goals and values.

During the last several years, Grant County has held informal discussions with concerned citizens throughout the County to solicit their input regarding the Growth Management process. These discussions have been in addition to the formal hearing process that has been conducted by the Planning Commission.

In 1993, the Grant County Planned Growth Committee, which included a representative from Grant County and each of its cities and towns, developed County-wide planning policies intending to incorporate the requirements of the GMA. These policies were adopted by the Grant County Board of Commissioners on May 6, 1993, and revised March 27, 2002. These policies provide general guidance for the general land use pattern of future development in the County.

On May 25, 1993, the Grant County Commissioners adopted Ordinance No. 93-49-CC, Resource Lands and Critical Areas meeting the requirements of the GMA.

The Board of Grant County Commissioners conducted public hearings on October 24, 1995, and November 6, 1995 to consider the designation and adoption of interim urban growth areas proposed by the cities and receive public comment, and subsequently adopted interim urban growth areas (IUGAs) for each city and town.

On June 10, 1996, the cities of Ephrata, Moses Lake, Royal City and Warden filed a Petition for Review with the Eastern Washington Growth Management Hearings Board (EWGMHB). On June 25, 1996, the EWGMHB conducted a prehearing conference in the Ephrata City Council chambers, and identified a number of legal issues regarding compliance with the GMA. The EWGMHB entered an order on April 10, 1998, ordering Grant County to proceed with the proposed timelines for compliance in preparation and adoption of their Comprehensive Plan. Among other things, the order established that this Comprehensive Plan be adopted no later than May 19, 1999.

The order also required changes to Grant County's existing zoning code, long and short plat ordinances, and other land use regulatory controls that contribute to urban sprawl in rural areas of the County. In compliance, Grant County adopted Ordinance 96-108-CC on August 6, 1996, which outlined a plan to prevent or restrict urban sprawl, including interim zoning having a minimum 2½-acre lot size for suburban, residential, and open space recreation zones of the County. After completing SEPA review of the proposed interim zoning plan, Grant County adopted Ordinance No. 97-39-CC on March 25, 1997 that established the interim zoning pending completion of the County's Comprehensive Plan. On September 23, 1997, with Resolution 97-150-CC, and on March 23, 1998, with Resolution No. 98-29-CC, Grant County adopted successive six-month extensions of the interim zoning established by Ordinance No. 97-39-CC.

On May 6, 1998, the Cities of Moses Lake and Ephrata filed another petition for review with the EWGMHB. The petition claimed that, among other things, the County failed to comply with the GMA

Consistency and Coordination Analysis

and SEPA in adopting the interim zoning ordinance, and had no factual basis in establishing a 2½-acre density. On October 7, 1998, the EWGMHB issued a final order stating that Grant County Ordinance No. 98-39-CC, the interim zoning ordinance, is in compliance with applicable statutes.

Beginning in July 1998, the County began a process that encouraged the involvement of citizens in the planning process and provided a mechanism to foster coordination between the County and the incorporated cities within the County. The Grant County Planning Commission conducted numerous study sessions to review background information, data, reports, citizen and staff recommendations, and exhibits during the development and drafting of the Comprehensive Plan. A series of 11 public meetings and workshops were held over a six month period providing the public extensive citizen participation opportunities in their attempts to define and develop a community vision and plan for growth. At each meeting and workshop the public was afforded an opportunity to testify or submit written correspondence regarding growth management.

Efforts were made to collect and disseminate information to the public explaining the Growth Management Act (GMA) and Grant County's comprehensive planning program. Community "town meetings" and appearances before community organizations were held to explain the GMA and the plan development process. The public was notified of meetings, hearings, and study sessions by means of newspaper display ads, news releases, letters, newsletters, and by notice to those requesting information on comprehensive planning efforts. The *Grant County Skyline*, a periodic newsletter presenting various growth management topics, was produced by the County and broadly distributed. A total of six editions of the *Grant County Skyline* were produced; two editions were directly distributed to all residents and post office box holders of the County. During this broad-scale public information process, a list was compiled of more than 1,500 citizens interested in the planning process. This "mailing" list was used to distribute subsequent information.

Board of County Commissioners and Planning Commission meetings, hearings, and study sessions requiring "legal notice" were advertised in the local paper of record pursuant to the requirements of RCW 36.70 and the Grant County Code. Copies of the Draft Comprehensive Plan/DEIS were broadly disseminated for public and agency review at no charge. All meetings and hearings to which the public was invited were conducted in an open forum. At hearings all persons desiring to speak were given an opportunity to do so. Public testimony and written correspondence was given full consideration as part of the development of the Comprehensive Plan.

Grant County produced a final draft Comprehensive Plan/Draft EIS for public review dated March 1999. On March 29, the Draft Comprehensive Plan/Draft EIS was released for a thirty-day public review with the written comment period expiring on May 3, 1999. Grant County distributed approximately 300 Draft Comprehensive Plans/DEISs to the public during the review process. The Draft Comprehensive Plans/DEIS was placed on Grant County's Internet web site, and a copy was provided to each city and town of Grant County.

Interested persons were provided an ample opportunity to comment on the proposed Draft Comprehensive Plan and on the Draft and Final Environmental Impact Statement during the public review process. The County has met, or exceeded, the requirements for enhanced public participation as delineated in Board of County Commissioners Resolution *Grant County Growth Management Act (GMA) Public Participation Program* and WAC 365-195-600.

GMA and SEPA Procedural Compliance/Environmental Protection

Environmental review has been conducted on the Grant County Draft Comprehensive Plan in compliance with procedural and substantive requirements of Grant County SEPA Ordinance No. 95-60-CC, RCW

Consistency and Coordination Analysis

43.21.C, and Chapter 197-11 WAC. Notice of SEPA scoping, preliminary threshold determination, public comment periods, public informational meetings and public hearings, were distributed, posted, and published in accordance with the requirements of Grant County Ordinance No. 95-60-CC, WAC 197-11, and the *Grant County Growth Management Act (GMA) Public Participation Program*. The Grant County Planning Commission GMA Comprehensive Plan and SEPA record (attached) details public notification actions.

Grant County issued a Determination of Significance and non-project environmental impact statement (EIS) scoping notice on September 17, 1998. The Grant County Planning Commission held a public scoping meeting on October 21, 1998, and issued a final Determination of Significance and final list of issues to be addressed in the non-project EIS on October 23, 1998.

A Draft non-project EIS (DEIS) analyzing impacts associated with the Preferred Alternative (adoption of the Comprehensive Plan), a Low Rural Density Alternative, and a No Action Alternative, was developed by Proulx Cearns Engineering, Inc. in March, 1999. The DEIS addresses each of the issues identified during the expanded scoping process. The public, state and local agencies, and interested parties were provided a 30-day public comment period on the DEIS.

The Planning Commission received 81 comment letters, and a great deal of oral testimony during the Draft Comprehensive Plan and DEIS review process. The Planning Commission and Grant County staff carefully reviewed and considered all of the public testimony presented before preparing these Findings of Fact and Final EIS (FEIS). The FEIS includes a summary of responses to the written and oral testimony provided.

The DEIS and FEIS conclude that for all of the environmental issues identified during scoping, the Preferred Alternative is of equal or greater benefit to the environment than both the Low Rural Density Alternative and the No Action Alternative. Adoption of the Preferred Alternative will result in few unavoidable adverse impacts.

Planning Commission hearing and workshop notices were mailed to a list of more than 200 individuals and agencies, faxed to area radio stations and newspapers, published in the Columbia Basin Herald, Grant County Journal, Royal Review, Coulee City News-Standard, Grand Coulee Star, Tri-City Herald, Quincy Post Register, and Wenatchee World newspapers, and were posted in all public libraries and post offices in the County. The details of these public notice efforts are included within the attached record.

Grant County issued a Notice of Legislative Action indicating its intent to adopt the Draft Comprehensive Plan/DEIS, providing ample time for the public and state and local agencies to comment on the draft Plan and SEPA documents.

The Planning Commission conducted the following meetings, hearings, and workshops during its review of the Draft Comprehensive Plan/DEIS:

<i>Date</i>	<i>Meeting Type</i>	<i>Meeting Purpose</i>
10/07/98	Regular Meeting	Discussed schedule for SEPA and Comp Plan review
10/21/98	SEPA Scoping Hearing/ Public Workshop	Received public comment on scope of EIS Discussed land use element and UGAs
10/28/98	Public Workshop	Discussed land use element and rural lands
10/29/98	Public Workshop	Discussed land use and resource lands

Consistency and Coordination Analysis

11/05/98	Public Workshop	Discussed land use element
11/30/98	Public Meeting	Reviewed preliminary draft Comp Plan and heard public comment
12/01/98	Public Meeting	Reviewed preliminary draft Comp Plan and heard public comment
12/03/98	Public Meeting	Reviewed preliminary draft Comp Plan and heard public comment
12/09/98	Public Meeting	Reviewed preliminary draft Comp Plan and heard public comment
3/12/99	Workshop	Reviewed draft Comp Plan with staff
4/07/99	Regular Meeting/Public Hearing	Received public testimony on Ephrata UGA, deliberated on UGA, and passed motion to adopt revised UGA
4/14/99	Public Hearing	Received public testimony on Draft Comp Plan/DEIS
4/21/99	Continued Public Hearing	Received public testimony on Draft Comp Plan/DEIS
4/28/99	Continued Public Hearing	Received public testimony on Draft Comp Plan/DEIS
5/12/99	Continued Public Hearing	Deliberated on Draft Comp Plan/DEIS, Reviewed public testimony
5/19/99	Continued Public Hearing	Deliberated on Draft Comp Plan/DEIS, Reviewed public testimony
5/26/99	Continued Public Hearing/ Workshop with State Agencies	Reviewed water supply issues with state agencies, Deliberated on Draft Comp Plan/DEIS, Reviewed public testimony
6/16/99	Continued Public Hearing	Deliberated on Draft Comp Plan/DEIS, Reviewed public testimony and draft Findings of Fact
6/23/99	Continued Public Hearing	Deliberated on Draft Comp Plan/DEIS, Reviewed public testimony and draft Findings of Fact
7/07/99	Regular Meeting/Continued Public Hearing	Deliberated on Draft Comp Plan/DEIS, Reviewed public testimony, Findings of Fact and FEIS.

The Grant County Planning Commission compiled the following public record during its review of the Draft Comprehensive Plan/DEIS:

- 1) Draft Comprehensive Plan/Draft Environmental Impact Statement, March 1999.
- 2) Notice of Legislative Action and Public Hearing Notice for Planning Commission hearings scheduled for April 14, 21 and 28, 1999 and May 12, 1999.
- 3) Affidavit of Posting Public Hearing Notice in Grant County libraries, Post Offices, and County offices.
- 4) Affidavit of mailing Notice of Legislative Action and Public Hearing Notice to agencies and interested parties.
- 5) Affidavit of faxing Public Hearing Notice to radio stations.
- 6) Affidavit of publication of the Public Hearing Notice in the Columbia Basin Herald, Grant County Journal, Royal Review, Coulee City News-Standard, Grand Coulee Star, Tri-City Herald, Quincy Post Register, and Wenatchee World newspapers.

Consistency and Coordination Analysis

- 7) Affidavit of publication of the Continued Public Hearing Notice in the Columbia Basin Herald, Grant County Journal, Royal Review, Coulee City News-Standard, Grand Coulee Star, Tri-City Herald, Quincy Post Register, and Wenatchee World newspapers.
- 8) Sign in sheet, minutes and transcript of public testimony of public hearing on April 14, 1999 to receive public testimony on the Draft Comprehensive Plan/DEIS.
- 9) Maps 4 through 17 showing Urban Growth Areas for Coulee City, Electric City, Ephrata, George, Grand Coulee, Hartline, Krupp, Mattawa, Moses Lake, Quincy, Royal City, Soap Lake/Unincorporated Lakeview Park, Warden, and Wilson Creek, presented at the public hearing on April 14, 1999.
- 10) Revised Map 3, Future Land Use Map, presented at the public hearing on April 14, 1999.
- 11) Sign in sheet, minutes and transcript of public testimony of continued public hearing on April 21, 1999 to receive public testimony on the Draft Comprehensive Plan/DEIS.
- 12) Sign in sheet, minutes and transcript of public testimony of continued public hearing on April 28, 1999 to receive public testimony on the Draft Comprehensive Plan/DEIS.
- 13) Sign in sheet and minutes of continued public hearing on May 12, 1999 to deliberate on the Draft Comprehensive Plan/DEIS.
- 14) Sign in sheet and minutes of continued public hearing on May 12, 1999 to deliberate on the Draft Comprehensive Plan/DEIS.
- 15) Sign in sheet and minutes of continued public hearing on May 19, 1999 to deliberate on the Draft Comprehensive Plan/DEIS.
- 16) Sign in sheet and minutes of continued public hearing on May 26, 1999 to deliberate on the Draft Comprehensive Plan/DEIS.
- 17) Sign in sheet and minutes of continued public hearing on June 16, 1999 to deliberate on the Draft Comprehensive Plan/DEIS.
- 18) Sign in sheet and minutes of continued public hearing on June 23, 1999 to deliberate on the Draft Comprehensive Plan/DEIS.
- 19) The Planning Commission Draft Comprehensive Plan/DEIS record Items No. 1 through 81, listed in Attachment A.

The Board of Grant County Commissioners conducted an open record public hearing on July 27, 28 and 29, 1999, upon notice, to consider the recommendations and findings of fact of the Grant County Planning Commission along with other public comment pertaining to the Comprehensive Plan.

The Board of Grant County Commissioners conducted closed record public workshops on August 9, 10, 16, 17, and 20, and September 13, 15, and 20, 1999, upon notice, in the Commissioners Public Hearings Room where they reviewed and considered both the July 8, 1999 final recommendations and the complete record provided by the Grant County Planning Commission as well as the public testimony and written comment provided on the Comprehensive Plan during their July 27, 28 and 29, 1999 open record hearings.

On September 30, 1999, the Board of Grant County Commissioners adopted: (1) the Grant County Comprehensive Plan (including all maps and technical appendices referenced and included therein), dated September 1999, (2) Urban Growth Areas for the cities and towns of Grant County as designated on maps included in the Comprehensive Plan, (3) the Draft Environmental Impact Statement, and (4) the Final Environmental Impact Statement.

APPENDIX C
CONSISTENCY AND
COORDINATION ANALYSIS

Consistency and Coordination Analysis

The Comprehensive Plan is, to the greatest extent practicable without compromising the requirements of the GMA, consistent with the county-wide planning policies prepared by the Grant County Planned Growth Committee. The Plan meets the mandatory requirements of the GMA and furthers all of the goals of the GMA. Following is an analysis of consistency between the Comprehensive Plan and the CWPPs.

POLICY 1—POLICY REGARDING URBAN GROWTH AREAS AND THE DESIGNATION OF URBAN GROWTH BOUNDARIES

Policy 1 states that “growth can occur outside a UGA only if it is not urban in nature.” This statement conflicts with RCW 36.70A.070(5)(d), which provides for limited areas of more intensive rural development outside of UGAs. RCW 36.70A.030(17) states that a pattern of more intensive rural development, as provided in RCW 36.70A.070(5)(d), is not urban growth. By providing for rural areas of more intensive development, the Comprehensive Plan is not consistent with the CWPPs. However, it is consistent with development patterns authorized under the GMA.

Policy 1 further states that “commercial and industrial development must be confined within a UGA if urban governmental services are required or cannot be supplied by said development.” However, RCW 36.70A.070(5)(d) does allow for limited commercial and industrial development as infill, development, or redevelopment in areas exhibiting a pattern of more intensive rural development. Further, RCW 36.70A.367 authorizes Grant County to establish two master planned locations for major industrial development outside of a UGA. The Comprehensive Plan provides for both rural areas of more intensive development and major industrial development. In doing so, the Plan is not consistent with the CWPPs. However, it is consistent with development patterns authorized under the GMA.

POLICY 1A—PROCEDURE FOR SETTling URBAN GROWTH BOUNDARY DISPUTES

The Comprehensive Plan is consistent with the provisions of this policy.

POLICY 1B—PROCEDURES FOR AMENDING URBAN GROWTH AREAS/BOUNDARIES

The Comprehensive Plan provides for a process of amending all elements of the Plan, including UGA boundaries. The Plan amendment process is consistent with the requirements of the GMA and carries out the provisions of this policy in greater detail.

POLICY 2 & 2A—POLICIES TO PROMOTE CONTIGUOUS ORDERLY DEVELOPMENT AND THE PROVISION OF URBAN GOVERNMENTAL SERVICES TO SUCH DEVELOPMENT

Policy 2A stipulates that, in designating UGAs, the cities and county shall use both a short term and long term boundary. The short term urban growth boundary shall be established within the UGA within which urban growth will occur over the next ten years. The long term urban growth boundary shall be established within the UGA within which urban growth will occur over the next eleven (11) to twenty (20) years as urban growth expands beyond the short term urban growth boundary.

None of the UGAs proposed by the cities and adopted by the County include both short and long term boundaries. Nothing in the GMA requires that UGAs be designated in a phased approach. The designation of UGAs in the Comprehensive Plan complies with the requirements of RCW 36.70A.110.

Consistency and Coordination Analysis

Policy 2A states that “a rural area shall exist outside of the UGA within which very low intensive land uses will prevail over the next twenty (20) years. County policies and actions will emphasize rural residential densities and the protection of agricultural lands and natural resources. Urban growth will be prohibited.”

The Comprehensive Plan designates resource lands in accordance with the requirements of the GMA and establishes policies for their preservation and protection. The Plan further designates rural lands and provides for a variety of rural densities as required by the GMA and establishes policies that protect and preserve the rural character of Grant County. The Plan does provide for a pattern of more intensive rural development, as authorized in RCW 36.70A.070(5)(d). Such development is not urban growth as defined in RCW 36.70A.030(17).

POLICY 2B—URBAN DENSITIES - DEFINITION OF LOT SIZES

Policy 2B states that “urban densities are prohibited outside of established urban growth areas except for the establishment of master planned resorts (RCW 36.70A.350) and new fully contained communities consistent with the requirements for reserving a portion of the twenty (20) year county population projection (RCW 36.70A.360).” The Comprehensive Plan also provides for urban densities in areas of more intensive rural development, as provided in RCW 36.70A.070(5)(d).

POLICY 3—POLICIES FOR SITING PUBLIC FACILITIES OF A COUNTY-WIDE OR STATE-WIDE NATURE

The Comprehensive Plan provides for a process for siting essential public facilities. The Plan process is consistent with the requirements of the GMA and carries out the provisions of this policy in greater detail.

POLICY 4—POLICIES FOR COUNTY-WIDE TRANSPORTATION FACILITIES AND STRATEGIES

The Comprehensive Plan includes a transportation element that meets the requirements of the GMA and is consistent with the Quad County Regional Transportation Plan. The transportation element is consistent with the land use element. It includes a finance plan designed to maintain levels of service that meet or exceed adopted standards. The element includes policies that require that improvements be within the County’s funding capacity, and be equitably distributed between users and the County in general. The element also includes a strategy for dealing with funding shortfalls. The element also includes a requirement for concurrency of transportation improvement with development.

To the greatest extent practicable, the transportation element is consistent with the provisions of this policy. The transportation element, however, does not address certain items of this policy. For example, no analysis of energy-efficiency in transportation systems is included in the transportation element, as specified in the policy. Neither is a control strategy adopted to minimize noise impacts from transportation systems and facilities as specified. Such omissions are not substantive and are not requirements of the GMA.

POLICY 5—POLICIES THAT CONSIDER THE NEED FOR AFFORDABLE HOUSING, SUCH AS HOUSING FOR ALL ECONOMIC SEGMENTS OF THE POPULATION

The Comprehensive Plan includes a housing element as required by the GMA. The housing element provides a range of housing alternatives which takes into account price, tenure type, and density which meet the County’s housing needs. The housing element is consistent with the requirements of the GMA and carries out the provisions of this policy.

Consistency and Coordination Analysis

POLICY 6—POLICIES FOR JOINT COUNTY AND CITY PLANNING WITHIN URBAN GROWTH AREAS

The Comprehensive Plan provides for a process for joint planning between the County and cities. The Plan process is consistent with the requirements of the GMA and carries out the provisions of this policy.

POLICY 7—POLICY FOR COUNTY-WIDE ECONOMIC DEVELOPMENT AND EMPLOYMENT

The Comprehensive Plan includes an economic development element, which is optional under the GMA. This element provides a series of strategies and policies to encourage, strengthen, sustain, and diversify the County's economic base. The economic policies enhance the agricultural economy of Grant County and promote industrial, tourism and other businesses. The economic development strategies were developed based on participation of an advisory committee and have been reviewed and approved by the Grant County Economic Development Council. The economic development element is consistent with the requirements of the GMA and carries out the provisions of this policy.

POLICY 8—AN ANALYSIS OF THE FISCAL IMPACT

The Comprehensive Plan includes a capital facilities element as required by the GMA. The capital facilities element includes provisions for focused public investment in facilities and infrastructure. The element contains a capital improvement plan, including measures for funding such improvements, designed to maintain levels of service that meet or exceed adopted standards. The element includes policies that require that improvements be within the County's funding capacity, and be equitably distributed between users and the County in general. The element also includes a strategy for dealing with capital facility funding shortfalls. The capital facility element is consistent with the requirements of the GMA and carries out the provisions of this policy.

Portions of the capital facilities supporting rural development outside of UGAs is provided by special service districts. The County expects and anticipates that future special district activities will be consistent with and enhance implementation of the goals and policies of the Comprehensive Plan.

POLICY 9—PROVISIONS FOR THE REVIEW OF NEW FULLY CONTAINED COMMUNITIES, MASTER PLANNED RESORTS AND RECREATIONAL TYPE DEVELOPMENT IMPACTS

The land use element of the Comprehensive Plan includes provisions for the designation of fully contained communities, master planned resorts, and small-scale recreational developments. The provisions of the land use element are consistent with the requirements of the GMA and carry out the provisions of this policy.

POLICY 10—ANNEXATION PLANS, INCORPORATION PLANS, AND THE ROLE OF THE BOUNDARY REVIEW BOARD

The Plan is consistent with state statute regarding annexation and incorporation and carries out the provisions of this policy.

POLICY 11—MONITORING, REVIEW AND AMENDMENT OF COUNTY-WIDE PLANNING POLICIES

The Plan is consistent with and carries out the provisions of this policy.

Consistency and Coordination Analysis

POLICY 12—POLICIES REGARDING DIVISION, ALLOCATION AND DISTRIBUTION OF GROWTH MANAGEMENT FUNDS/COUNTY - CITIES MEMORANDUM OF AGREEMENT ADOPTING METHOD FOR DISTRIBUTION OF STATE GROWTH MANAGEMENT FUNDS ALLOCATED TO GRANT COUNTY BY THE WASHINGTON STATE DEPARTMENT OF COMMUNITY DEVELOPMENT

The Plan is consistent with the provisions of this policy.

POLICY 13—NOT USED

POLICY 14 –POLICIES TO PERMIT FLEXIBILITY WITHIN LOCAL POLICY PROCEDURE

The Comprehensive Plan is, to the greatest extent practicable without compromising the requirements of the GMA, consistent with the county-wide planning policies prepared by the Grant County Planned Growth Committee. RCW 36.70A.210 defines a ‘county-wide planning policy’ as a “written policy statement or statements used solely for establishing a county-wide framework from which county and city comprehensive plans are developed and adopted pursuant to this chapter.” This policy states that “these policies are meant as general framework guidelines for the county and each municipality, however flexibility must be maintained in order to adapt to different needs and conditions.”

During preparation of the Comprehensive Plan, the CWPPs have been interpreted as general, non-mandatory standards. The CWPPs, taken together with the thirteen goals of the GMA, have been used to guide the Comprehensive Plan. Where the CWPPs clearly conflict with the most current goals or requirements of the GMA, the Comprehensive Plan favors the GMA. Included herein as Attachment A is a detailed analysis and demonstration of consistency between the Comprehensive Plan, the CWPPs and the GMA.

POLICY 15—POPULATION FORECAST DISTRIBUTION

This policy includes a population forecast based on 1992 data and a growth and distribution model that assumed that the cities and the unincorporated areas of the county would continue to grow at the same rates. This growth model does not adequately project an increase in growth in urban areas and a decrease in rural areas, as intended by the GMA. The Comprehensive Plan uses more recent (1998) population data and growth projections published by the Washington State Office of Financial Management. The population allocation methodology included in the Comprehensive Plan is based on historic growth patterns, employment forecast, expectations regarding future growth, and GMA goals, as specified in “Grant County Draft Comprehensive Plan, Part IV-Technical Appendices, Grant County Urban Growth Area Analysis: Population, Employment and UGA Land Allocations.” The population distribution resulting from this methodology results in significantly more population allocated to urban growth areas than the distribution included in the CWPPs.

Therefore, although inconsistent with the CWPPs, the population allocation included in the Comprehensive Plan is equitable, based on historic future growth patterns and employment forecasts, and consistent with methodologies used in other jurisdictions.

APPENDIX D
INTERLOCAL AGREEMENTS

**INTERLOCAL AGREEMENT
IMPLEMENTING CITY CONSTRUCTION STANDARDS
FOR NEW PUBLIC FACILITIES LOCATED
WITHIN THE UNINCORPORATED AREAS OF THE
DESIGNATED INTERIM URBAN GROWTH AREA**

THIS AGREEMENT made by and between GRANT COUNTY, a third-class county, duly organized and operating under and by virtue of the Constitution and the laws of the State of Washington, hereinafter referred to as the "COUNTY" and the CITY OF COULEE CITY, a municipal corporation of the State of Washington, hereinafter referred to as the "CITY",

RECITALS:

WHEREAS, the CITY has requested that the COUNTY adopt its construction standards for the construction of all new public facilities, including without limitation, streets, roads, highways, sidewalks, street and road lighting systems, traffic signals, domestic water systems, storm and sanitary sewer systems, within the unincorporated area of its Interim Urban Growth Area (IUGA); and

WHEREAS, the COUNTY will adopt construction standards of the CITY for all new public facilities within the unincorporated IUGA, provided the CITY is willing to assume certain review, approval, inspection, connection and, in the case of street lighting, operation and maintenance cost responsibilities, as set forth herein; and

WHEREAS, it is in the best interests of the public to have consistent improvement standards in the CITY's entire IUGA, and to mitigate the loss of revenues for providing road improvement and maintenance services.

NOW THEREFORE, for and in consideration of the mutual covenants, agreements, and stipulations contained herein, the CITY and the COUNTY hereby agree to the following terms and conditions for the construction of new public facilities in the CITY's unincorporated IUGA area.

**AGREEMENT IMPLEMENTING CITY CONSTRUCTION STANDARDS
FOR NEW PUBLIC FACILITIES WITHIN DESIGNATED IUGA - 1**

CIVIL8\GMA\CON-STAN.K04 - 03/09/99

1. COUNTY. The COUNTY, as a condition of approval of all new developments within the unincorporated IUGA area, agrees to the following:

- A. Within the time restraints of chapter 36.70B RCW, the COUNTY will allow the CITY an opportunity to review all proposals for new developments in the unincorporated IUGA and to include the CITY's public facility ordinance requirements as a condition of approval, as set forth in Exhibit A attached hereto and incorporated as if fully set forth herein.
- B. Shall require the construction of all new public facilities to connect to the nearest existing public facilities and meet or exceed the requirements of the CITY for similar developments for water and sewer, as set forth in Exhibit A.
- C. Shall require all developers of projects requiring new public facilities to coordinate their public facilities improvement work with the CITY within the time restraints of chapter 36.70B RCW. *See* Exhibit C.
- D. Shall require all developers to construct, or provide a bond to cover the costs to construct, all required new public facilities prior to final acceptance of the development.
- E. Shall impose development review, inspection, and hook-up fees determined by and payable to the CITY prior to final acceptance of the development, pursuant to the fee schedule attached hereto as Exhibit B and incorporated as if fully set forth herein.
- F. Shall continue with funded COUNTY road improvement projects designated in the adopted 1999-2004 Six Year Transportation Improvement Program and normal maintenance on the roads within the unincorporated IUGA area, pursuant to the fee schedule in Exhibit B.

2. CITY. The CITY, as a condition of the COUNTY adopting CITY construction standards for new public facilities located in the CITY's unincorporated IUGA, agrees to the following:

- A. Shall provide a rate schedule of standards and fees consistent with the

standards and fees imposed by the CITY for similar developments inside the CITY within two (2) weeks of signing this Agreement.

- B. Shall administer any latecomer or developer extension agreements between the developer and the CITY as set forth in Exhibit D.
- C. Recognizing the COUNTY has no dedicated revenue source to pay for the installation or maintenance of street lighting, if street lighting is a CITY imposed development standard, the CITY shall make provisions with the developer for the payment of all associated costs.
- D. Recognizing that the continued improvement and maintenance of the COUNTY road system is critical to resource based industries located in the COUNTY and to all residents in Grant County as a whole, and that the immediate loss of revenue from the COUNTY Road Levy resulting from annexations of areas with a large assessed value within the unincorporated IUGA will have a dramatic impact upon the COUNTY's ability to provide road improvement and maintenance services, the CITY shall:
 - 1.) allow the Grant County Treasurer to delay the collection of taxes for CITY purposes in all annexed areas until the following calendar year; and
 - 2.) for one or more annexations within a calendar year with a total assessed value of Twenty Million And No/100 Dollars (\$20,000,000.00), or more, at the time of annexation:
 - a. reimburse the COUNTY Road Fund for a decreasing pro-rata share of the road tax levy revenue lost due to annexation beginning at a rate of eighty percent (80%) for the first full calendar year following annexation and decreasing by twenty percent (20%) each year thereafter, until reaching zero; and

b. partially reimburse the COUNTY for road property tax revenue lost due to the annexation of resource based industries at an ongoing rate of 1.125 mills of the assessed value, said amount being deducted from any monies due the COUNTY from Section E.2(a), above, for a period of ten (10) years, commencing annexation of affected lands.

F. These terms and conditions are applicable to new public facilities only and do not supersede any COUNTY standards for extended public facilities over or along existing COUNTY roads, or improvement standards for existing COUNTY roads.

3. ENTIRE AGREEMENT. This Agreement constitutes the entire agreement of the parties, and supersedes all prior agreements, contracts and understandings, written or oral. The parties agree that there are no other understandings, oral or otherwise, regarding the subject matter of this Agreement. Any and all previous agreements, understandings, etc., oral or otherwise, are hereby revoked.

4. RELATIONSHIP OF THE PARTIES. The parties intend that an independent contractor/county relationship will be created by this Agreement. No agent, official, employee, servant or representative of the CITY shall be deemed to be an officer, employee, agent, servant or representative of the COUNTY for any purpose. The CITY will be solely and entirely responsible for its acts and for the acts of its agents, employees, servants or representatives.

5. MODIFICATION. No change or additions to this Agreement shall be valid or binding upon either party unless such change or addition be in writing, executed by both parties.

6. TERM. This Agreement shall be effective after signature by the CITY and final execution by the Board of Grant County Commissioners, and shall continue in effect until the CITY's UGA is designated by the COUNTY.

7. INDEMNIFICATION. The CITY shall protect, defend, save harmless and indemnify the COUNTY and its officers, employees and/or agents from and against any and all claims, suits and/or actions of any kind brought against the COUNTY or its officers, employees or agents, arising from

acts or omissions of the COUNTY or its officers, employees or agents, in performance of this Agreement, including without limitation, related to the design, approval, inspection, and/or failure of the new public facilities constructed to the standards which are covered by this agreement, as set forth herein.

The CITY shall indemnify and hold the COUNTY harmless from and against all expenses, liabilities, and claims of every kind, including without limitation, loss, injury or damages to persons or property, including reasonable counsel fees, by or on behalf of any person or entity, including those of the CITY and its employees, officials and/or agents, including without limitation: (1) the failure by the CITY to perform any of the terms or conditions of this Agreement; (2) any injury or damage to CITY employees or third parties; or (3) the failure of the CITY to comply with any law of any governmental authority.

The COUNTY and the CITY agree that the above defined indemnification shall not apply to intentional tortious behavior.

The COUNTY and the CITY hereby acknowledge this indemnity provision was mutually negotiated and agreed to by both parties.

8. NOTICE: Any notice required to be given by either party to the other shall be deposited in the United States mail, postage prepaid, addressed to GRANT at: Grant COUNTY Commissioners' Office, P.O. Box 37, Ephrata, Washington, 98823-0037, or to The CITY of COULEE CITY, at P O Box 398, City Hall, Coulee City, Washington, 99115, or at such other address as either party may designate to the other in writing from time to time. All notices to be given with respect to this Agreement shall be in writing. Every notice shall be deemed to have been given at the time it shall be deposited in the United State mails in the manner prescribed herein. Nothing contained herein shall be construed to preclude personal service of any notice in the manner prescribed for personal service of a summons or other legal process.

9. DISPUTE RESOLUTION. Except as otherwise provided in this Agreement, when a *bona fide* dispute arises between the parties and it cannot be resolved through discussion and negotiation, either party may request a dispute hearing. The parties shall select a dispute resolution team to resolve the dispute. The team shall consist of a representative appointed by the COUNTY, a representative appointed by the CITY, and a third party mutually agreed upon by both parties. The resolution team shall attempt, by majority vote, to resolve the dispute. The parties agree that this dispute process shall function in a timely manner and shall precede any action in a judicial or quasi-judicial tribunal with jurisdiction.

10. WAIVER. No waiver of any breach or default hereunder shall be valid unless in writing and signed by the party giving such waiver and no such waiver shall be deemed a waiver of any subsequent breach or default of the same or similar nature. No waiver of any breach of this agreement shall be held to be a waiver of any other or subsequent breach. All remedies afforded in this agreement or at law shall be taken and construed to be in addition to every other remedy provided herein or by law. Failure of the parties to enforce at any time any of the provisions of this agreement shall in no way be construed to be a waiver of such provisions, nor in any way affect the validity of this agreement or any part thereof, or the right of the parties to hereafter enforce each and every such provision.

11. TIME IS OF THE ESSENCE. Time is of the essence of each and every provision of this Agreement.

12. CAPTIONS. The captions in this Agreement are for convenience and for reference only and shall not be construed to limit or define any term hereof.

13. GOVERNING LAW. This Agreement shall be governed by and construed in accordance with the laws of the State of Washington. Venue shall be in a Grant COUNTY court with jurisdiction.

14. AUTHORIZATION. Each party hereby represents and warrants to the other that it is duly authorized to enter into and carry out the terms of this Agreement.

15. SEVERABILITY. If any provision of this Agreement or any provision of any law or rule shall be held invalid by a court with jurisdiction, such invalidity shall not affect the other provisions of this Agreement which legally be given effect without the invalid provision. To this end, the provisions of this Agreement are declared to be severable.

16. ASSIGNMENT. Neither party to this Agreement shall be permitted to assign its rights or obligations herein without the advance and express written consent of the other party.

17. APPLICABLE LAW: This Agreement shall be governed by and construed in accordance with the laws of the State of Washington.

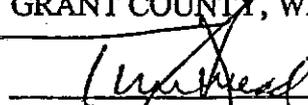
18. INVALIDITY: Any provision of this Agreement which shall prove to be invalid, void or illegal shall in no way affect, impair or invalidate any of the other provisions hereof and such other provisions shall remain in full force and effect despite such invalidity or illegality.

IN WITNESS WHEREOF THE PARTICIPATING JURISDICTIONS HAVE caused this agreement to be executed by their duly authorized officials on the day and year set forth.

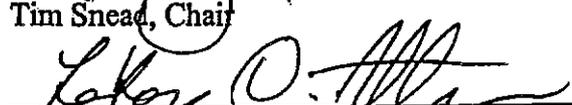
Signed Hereupon:

EXECUTED this 21st day of ^{June}~~March~~, 1999, for GRANT COUNTY:

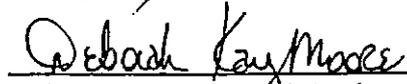
BOARD OF COUNTY COMMISSIONERS
GRANT COUNTY, WASHINGTON



Tim Snead, Chair

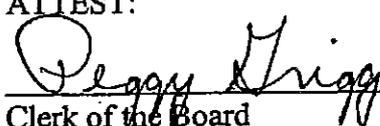


LeRoy C. Allison, Member



Deborah Kay Moore, Member

ATTEST:



Clerk of the Board

EXECUTED this 17th day of ^{June}~~March~~, 1999, for the CITY OF COULEE CITY:

The undersigned represents that he/she is the [Mayor][City Manager] of the CITY OF COULEE CITY and has the authority of same to sign this Agreement, and that the undersigned's signature is binding upon the CITY OF COULEE CITY.



MAYOR/CITY MANAGER

RECEIVED

SEP 22 1999

GRANT CO. PLANNING

REVENUE SHARING AGREEMENT BETWEEN GRANT COUNTY AND THE CITY OF MOSES LAKE

Mediator Nan Henriksen has asked the County to prepare a draft comprehensive revenue sharing agreement based on the discussions that took place in Moses Lake on Monday, August 23rd. This document is based on the agreement reached at the meeting.

This agreement is between Grant County and the City of Moses Lake. The provisions of this agreement apply to the Moses Lake UGA, as adopted in the Grant County Comprehensive Plan. The purpose of this agreement is to provide for timely annexations by the City of Moses Lake while protecting the financial viability of the Grant County Road Fund. Both of these being essential to the successful implementation of the Growth Management Act. (GMA)

The specific provisions are as follows:

1. All Annexations

The county will continue to receive the full property tax levied for county road purposes for the calendar year of the annexation, plus all outstanding prior years' taxes.

The assessed value used to calculate reimbursement is the annual assessed value of a parcel (land and improvements) established by the Assessor for property tax purposes.

2. For Annexation of Properties throughout the UGA Excluding Resource Based Industries

Up to \$20,000,000 of annually accumulated assessed value, excluding Resource Based Industries will be exempt from the provisions of this agreement.

When property values exceed \$20,000,000 the City will reimburse the County to mitigate the impact on the county road fund budget. The reimbursement will start in the year following annexation and be at a rate of \$1.50 per \$1000 of assessed valuation in the first year and decrease by \$0.25 per \$1,000 each year thereafter until it reaches zero. This six-year ramp-down period would correspond with the time frame of the county's capital improvement program and substantially assist the county in adjusting to reduced road fund revenues while maintaining planned levels of service.

Post-It™ brand fax transmittal memo 7671		# of pages	4
To	<i>Denny</i>	From	<i>Scott</i>
Co.		Co.	

3. For Annexation of Existing Resource Based Industries

For each annexed resource based industry, the city will reimburse the county on a ramp-down schedule. The reimbursement will start at the \$2.23 (the current rate) and decrease \$0.25 each year until \$1.125 is reached. For the remaining duration of the agreement, the city will continue to reimburse at a rate of \$1.125.

4. For New Resource Based Industry

New resource based industry developed after annexation will be reimbursed at the rate of \$1.125 per \$1,000 of assessed value for a period of ten years following development. For the purposes of this agreement, development will begin in the first year that the assessed valuation reflects any improvements, excluding platting and/or platting related improvements on a parcel.

5. Duration of the Agreement

The agreement will be for twenty years. The provisions of this agreement will be jointly reviewed by the city and the county after ten years. By mutual consent, the agreement may be revised, modified or terminated after completion of the ten-year review.

6. Elimination of the Boundary Review Board

The county will initiate the process of disbanding the BRB within one year of completion and adoption of the Grant County Comprehensive Plan and its implementing regulations. The time will start at the conclusion of any challenges to the comprehensive plan or implementing regulations.

In the interim, the county will support before the BRB any reasonable city annexation proposal within the UGA which is consistent with both the County and City's GMA Comprehensive Plans.

A proposal is reasonable if, unless otherwise agreed to by the city and county, it:

- A. Includes all adjacent roadways.
- B. Is contiguous to the existing city limits.
- C. Does not unduly confuse the jurisdiction of emergency service providers.
- D. Conforms with current regulations.
- E. Does not deliberately exclude less desirable properties.

If the county feels an annexation proposal is not reasonable because the above criteria has not been met, the county shall contact the city and

discuss its concerns. The county shall not request the Boundary Review Board to take jurisdiction prior to attempting to resolve its concerns with the proposed annexation.

7. Maintenance of Wheeler Road

For the annexed portion of Wheeler Road, and "N" Road NE the city and county will share annual maintenance costs for a period of ten (10) years following annexation. The County's share, expressed as a percentage, will be determined by dividing the total county road property tax revenue the County receives from the Wheeler Corridor Area by the county road property tax revenue the County would have received if some or all of the properties in the Area were not annexed. Due to proximity, the county will perform the work and bill the city at the end of each year for the city's share. It is understood the performance of maintenance by either party does not convey any liability to the performing agency.

The Wheeler Corridor Area is specifically identified on the attached map entitled "Exhibit No. 1" and incorporated in this agreement by this reference. Maintenance to be limited to snow and ice control, weed control, placement of pavement markings, application of sealcoat during normal frequency on "N" NE, and minor patching.

8. Definition of "Resource Based" Industry

A resource based industry is one that is dependent on agriculture, forestry, fisheries or mining.

If the city and the county cannot reach agreement on how to classify a specific industry, the dispute will be subject to mediation. Any outside mediation costs will be divided equally between the city and the county.

9. Reimbursement for County Capital Investments within the UGA

The City will reimburse the county for the locally funded portion of any capital investments made within the unincorporated portion of the UGA at the time it is annexed by the city. The amount of reimbursement will be based upon a 20 year straight line amortization.

10. Process for calculation of reimbursement

For monies owed in Provisions 2, 3 and 4, the county shall calculate based on the taxable assessed value of each year the amounts owed to the county from the city. Annual payments owed to the county shall be deducted from the monthly distribution payments of May 10th and November 10th from the county for each portion of the total amounts owed in provisions 2,3 and 4. The County shall send

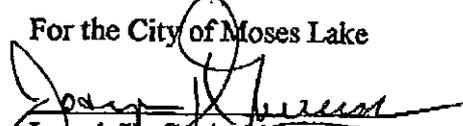
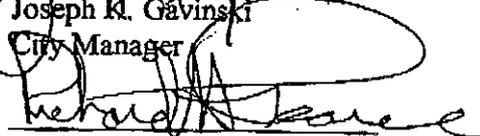
notice to the city by April 1st of each year of the amounts that will be deducted from the May 10th and November 10th distributions.

For Provision 7, the County shall calculate and send a bill for payment that will be due within 2 months of bill date.

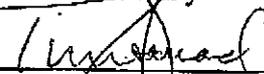
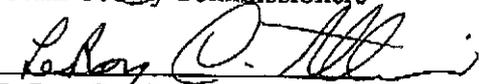
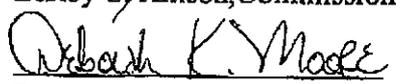
For provision 9, the County will determine the amount due and bill the city within 30 days of final annexation approval.

Dated this 20th day of SEPT. ,1999

For the City of Moses Lake


Joseph K. Gavinski
City Manager

Richard A. Lane
City of Moses Lake Mayor

For Grant County


Tim Snead, Chairman
Grant County Commissioners

LeRoy C. Allison, Commissioner

Deborah K. Moore, Commissioner

APPENDIX E
ENABLING ORDINANCE

BOARD OF COUNTY COMMISSIONERS
GRANT COUNTY, WASHINGTON

ORDINANCE NO. 99-158-CC

An Ordinance Relating to Comprehensive Planning for Grant County in Accordance with the Washington State Growth Management Act (Chapter 36.70A RCW) and the State Environmental Policy Act (SEPA, Chapter 43.21.C RCW); Adopting Urban Growth Areas; Addressing Orders and Directives of the Eastern Washington Growth Management Hearings Board; Adopting a Comprehensive Plan and Final Environmental Impact Statement; and Rescinding Conflicting Ordinances, Resolutions, Plans and Documents.

WHEREAS, in 1990 the Washington State Legislature passed and the Governor signed into law the Growth Management Act (GMA) as contained in SHB No. 2929 (Washington Laws, 1990 1st Ex. Sess., Ch.17), which was subsequently codified as, among other chapters, Chapter 36.70A RCW; and

WHEREAS, the legislature found that uncoordinated and unplanned growth, together with a lack of common goals expressing the public's interest in the conservation and the wise use of our lands, pose a threat to the environment, sustainable economic development, and the health, safety, and high quality of life enjoyed by residents of the state; and

WHEREAS, the Washington State Growth Management Act requires all counties and cities in the state to do some planning and the fastest growing counties, and the cities within them, to plan extensively in keeping with state goals on: sprawl reduction, affordable housing, economic development, open space and recreation, shoreline management, environmentally sensitive and natural resource areas, regional transportation, environmental protection, property rights, natural resource industries, historic lands and buildings, permit processing, public facilities and services, and early and continuous public participation; and

WHEREAS, the Washington State Growth Management Act requires all counties and cities within the state to classify, designate, and conserve natural resource lands (forest, agricultural, and mineral) and protect critical areas (wetlands, geologically hazardous areas, fish and wildlife habitat conservation areas, aquifer recharge areas, and frequently flooded areas); and

WHEREAS, Chapter 36.70A RCW requires Grant County to adopt a Comprehensive Plan that meets specified GMA goals and addresses the mandated GMA elements; and

WHEREAS, the Grant County Planning Commission and the Grant County Department of Community Development have produced a Comprehensive Plan/Draft Environmental Impact Statement that meets the specified GMA goals and addresses the mandated GMA elements; and

WHEREAS, the Grant County Planning Commission completed an extensive public review process that meets or exceeds the requirements of Grant County Resolution establishing *Grant County Growth Management Act (GMA) Public Participation Program* pursuant to RCW 36.70A.020(11) and RCW 36.70A.140; and

WHEREAS, the Grant County Planning Commission compiled an extensive public record, including studies, documents, and correspondence that was carefully considered during review of the Comprehensive Plan/Draft Environmental Impact Statement; and

WHEREAS, the Grant County Planning Commission relied upon best available data and science in specifying Comprehensive Plan/Draft Environmental Impact Statement content, goals, and policies; and

WHEREAS, the Comprehensive Plan/Draft Environmental Impact Statement has been reviewed by affected State, federal and local agencies and Tribes, and found, generally, to be in compliance with the requirements of the GMA; and

WHEREAS, the comments and correspondence provided by affected State, federal and local agencies and Tribes, has been considered during review of the Comprehensive Plan/Draft Environmental Impact Statement and in the preparation of attached Additional Findings of Fact; and

WHEREAS, the DEIS was an integrated GMA document as specified by the SEPA rules (WAC 197-11-235); and

WHEREAS, Grant County, acting through its Responsible SEPA Official, conducted a thorough SEPA public review process, made a threshold determination, issued a Draft Environmental Impact Statement (DEIS) on March 29, 1998, and prepared a Final Environmental Impact Statement (FEIS), all of which were reviewed and considered by the Grant County Planning Commission; and

WHEREAS, upon public notice, the Board of Grant County Commissioners conducted an open record public hearing on July 27, 28 and 29, 1999, upon notice, to consider the recommendations and findings of fact of the Grant County Planning Commission along with other public comment pertaining to the Comprehensive Plan; and

WHEREAS, upon public notice, the Board of Grant County Commissioners conducted closed record public workshops on August 9, 10, 16, 17, and 20, and September 13, 15, and 20, 1999, upon notice, in the Commissioners Public Hearings Room where they reviewed and considered both the July 8, 1999 final recommendations and the complete record provided by the Grant County Planning Commission as well as the public testimony and written comment provided on the Comprehensive Plan during their July 27, 28 and 29, 1999 open record hearings; and

WHEREAS, the Board of Grant County Commissioners considered the entire hearing record including the Planning Commission's recommendation, and written and oral testimony submitted during the Commissioner's hearings; and

WHEREAS, a number of pre-existing land use policies and plans that conflict with the goals and policies in the GMA and the Comprehensive Plan should be rescinded or modified to avoid conflict or confusion;

WHEREAS, the Comprehensive Plan as adopted will provide policy direction to ongoing and future planning efforts and future development regulations which, when adopted, will implement the Comprehensive Plan; now therefore,

IT IS HEREBY ORDAINED that the Board of Grant County Commissioners adopts the recommendations and findings of fact of the Grant County Planning Commission Recorded Motion dated July 8, 1999, attached as Exhibit A, except as modified or supplemented in the annexed Additional Findings of Fact; and

BE IT FURTHER ORDAINED that the Board of Grant County Commissioners adopts the Grant County Comprehensive Plan (including all maps and technical appendices referenced and included therein), dated September 1999, adopts Urban Growth Areas for the cities and towns of Grant County as

designated on maps included in the Comprehensive Plan, adopts the Draft Environmental Impact Statement, adopts the Final Environmental Impact Statement, adopts the attached Additional Findings of Fact and Conclusions of Law, and accepts the attached record compiled by the Grant County Planning Commission;

BE IT FURTHER ORDAINED that the Board of Grant County Commissioners rescinds and repeals in their entirety the following conflicting resolutions, plans and/or studies:

1. Grant County Planning Enabling Act (1977) Comprehensive Plan; Resolution No. 1977-100-CC
2. Coulee City Interim Urban Growth Area; Resolution and Ordinance No. 95-187-CC
3. Electric City Interim Urban Growth Area; Resolution and Ordinance No. 95-107-CC
4. Ephrata Interim Urban Growth Area; Resolution and Ordinance No. 95-134-CC and No. 99-4-CC
5. George Interim Urban Growth Area; Resolution and Ordinance No. 95-188-CC
6. Grand Coulee Interim Urban Growth Area; Resolution and Ordinance No. 96-129-CC
7. Hartline Interim Urban Growth Area; Resolution and Ordinance No. 96-155-CC
8. Krupp Interim Urban Growth Area; Resolution and Ordinance No. 96-155-CC
9. Mattawa Interim Urban Growth Area; Resolution and Ordinance No. 96-131-CC
10. Moses Lake Interim Urban Growth Area; the January 20, 1998 Findings, Conclusions and Final Decision of the Board of County Commissioners
11. Quincy Interim Urban Growth Area; Resolution and Ordinance No. 95-66-CC
12. Royal City Interim Urban Growth Area; Resolution and Ordinance No. 95-98-CC
13. Soap Lake Interim Urban Growth Area; Resolution and Ordinance No. 96-130-CC
14. Warden Interim Urban Growth Area; Resolution and Ordinance No. 95-108-CC;
15. Wilson Creek Interim Urban Growth Area; Resolution and Ordinance No. 96-155-CC;

BE IT FURTHER ORDAINED that if any provision or provisions of this ordinance or its application to any person or circumstance is held to be invalid, the remainder of this ordinance or the application of the provision to other persons or circumstances shall not be effected.

BE IT FURTHER ORDAINED, that all prior policies, ordinances, resolutions and/or regulations rescinded and/or repealed by the adoption of this ordinance, including without limitation, Grant County's Planning Enabling Act (1977) Comprehensive Plan and fifteen (15) Interim Urban Growth Areas set forth herein, are hereby expressly revived in the event that Grant County's Growth Management Act Comprehensive Plan is at any time hereafter declared in its entirety to be invalid or of no effect by a reviewing body with jurisdiction, pursuant to RCW 36.70A.302(4).

BE IT FURTHER ORDAINED that the Board of Grant County Commissioners adopts all recitals herein as findings of fact in support of this action.

BE IT FURTHER ORDAINED that the effective date of the Grant County Comprehensive Plan is October 1, 1999.

BE IT FURTHER ORDAINED that this Ordinance is applicable to development applications determined by the County to be complete on or after the effective date of this Ordinance.

BE IT FURTHER ORDAINED that the Board of Grant County Commissioners directs: (1) the Director of the Grant County Department of Community Development to incorporate into a Final Comprehensive Plan the changes delineated in the annexed Additional findings of Fact and the findings of fact of the Grant County Planning Commission Recorded Motion dated July 8, 1999, attached as Exhibit A, except as modified or supplemented in the annexed Additional Findings of Fact; (2) and to provide copies to the

Department of Community Development, Trade and Economic Development (DCTED) and to other agencies as may be required by law no later than October 10, 1999; (3) publish a Notice of Action Taken in newspapers of record and the SEPA Register; and (4) issue the Final Environmental Impact Statement as required under SEPA.

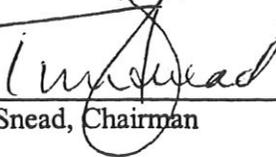
BE IT FURTHER ORDAINED that the Board of Grant County Commissioners directs the Director of the Grant County Department of Community Development to: (1) request in writing an extension from DCTED of 180 days for adoption of development regulations implementing this Comprehensive Plan; and (2) begin preparation of said development regulations and official zoning map in order conforming to the 1999 Comprehensive Plan.

BE IT FURTHER ORDAINED that the Board of Grant County Commissioners adopts all recitals herein as findings of fact in support of this action.

PASSED by the Board of Grant County Commissioners in regular session at Ephrata, Washington, by the following vote, then signed by its membership and attested by its Clerk in authorization of such passage this 30 day of September, 1999.

2 YEA; _____ NAY; _____ ABSTAIN; and 1 ABSENT.

**BOARD OF GRANT COUNTY COMMISSIONERS
GRANT COUNTY, WASHINGTON**



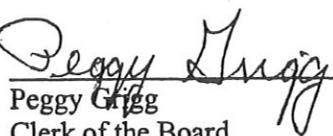
Tim Snead, Chairman



Deborah Moore, Commissioner

LeRoy Allison, Commissioner

ATTEST:



Peggy Grigg
Clerk of the Board

**GRANT COUNTY COMPREHENSIVE PLAN
BOARD OF COUNTY COMMISSIONERS
ADDITIONAL FINDINGS OF FACT**

Section 1 – General Findings

- 1.1 On June 10, 1996, the cities of Ephrata, Moses Lake, Royal City and Warden filed a Petition for Review with the Eastern Washington Growth Management Hearings Board (EWGMHB) regarding a number of legal issues regarding the County's compliance with the GMA. The EWGMHB entered an Order on Petitioner's Dispositive Motion, GMHB Case No. 96-1-0008, dated August 15, 1996, ordering Grant County to implement actions to implement GMA policies prohibiting urban sprawl pending adoption of its comprehensive plan.

The following ordinances or resolutions were enacted to comply with the directives of the EWGMHB in Case No. 96-1-0008 to prohibit urban sprawl:

1. Ordinance dated November 4, 1996 rescinding Exemption No. 4 and portions of Exemption No. 7 under section 2 of the Grant County short plat ordinance (Farmsteads);
2. Ordinance dated November 5, 1996 adopting new section of Grant County short plat ordinance (section 42);
3. Ordinance dated November 4, 1996 rescinding portions of Section V(B)(8) of the Grant County Zoning Ordinance (segregations);
4. Ordinance No. 97-39-CC dated March 25, 1997 (interim residential zoning density regulations);
5. Ordinance No. 97-150-CC dated September 23, 1997 re-adopting interim residential zoning density regulations;
6. Ordinance No. 98-29-CC dated March 24, 1998 re-adopting interim residential zoning density regulations;
7. Ordinance No. 98-144-CC dated September 25, 1998 re-adopting interim residential zoning density regulations;
8. Ordinance No. 99-39-CC dated March 23, 1999 re-adopting interim residential zoning density regulations;
9. Ordinance No. 97-190-CC dated November 24, 1997 amending short plat ordinance;
10. Ordinance No. 97-191-CC dated November 24, 1997 amending long plat ordinance;
11. Ordinance No. 97-192-CC dated November 24, 1997 adopting Local Project Review requirements;
12. Ordinances adopting changes to the Zoning Code, SEPA ordinance, and Shoreline Master Program to conform to changes to the several laws of the state;
13. Ordinance No. 98-18-CC dated February 10, 1998 (public interest determination);

14. Ordinance No. 98-36-CC dated April 7, 1998 adopting legal non-conforming use ordinance;
15. Ordinance No. 98-32-CC dated March 24, 1998 prohibiting commercial, industrial and residential zones within the Agricultural District;
16. Ordinance No. 98-37-CC dated April 7, 1998 adopting Interim Official Controls in Agricultural District protecting agricultural lands from urban development;
17. Ordinance No. 98-145-CC dated September 23, 1998 re-adopting Interim Official Controls in Agricultural District protecting agricultural lands from urban development;
18. Ordinance No. 99-40-CC dated March 23, 1999 re-adopting Interim Official Controls in Agricultural District protecting agricultural lands from urban development;
19. Ordinance No. 98-38-CC dated April 7, 1998 adopting reasonable use exception requirements;
20. Ordinance No. 99-154-CC dated September 27, 1999 re-adopting interim residential zoning density regulations; and
21. Ordinance No. 99-155-CC dated September 27, 1999 re-adopting prohibitions commercial, industrial and residential zones within the Agricultural District.

The ordinances or resolutions listed above, as may be amended from time to time, shall remain in effect until such time as development regulations implementing this Comprehensive Plan are adopted.

- 1.2 The GMA requires that the comprehensive plan of each county or city shall be coordinated with, and consistent with, one another. To guide such consistency, the GMA requires that each county planning under RCW 36.70A.040 adopt a county-wide planning policy in cooperation with cities. The Planned Growth Committee, which included representatives of each city and the county, prepared county-wide planning policies (CWPPs) in 1993, which were subsequently adopted by the Board of County Commissioners.

RCW 36.70A.210 defines a 'county-wide planning policy' as a "written policy statement or statements used solely for establishing a county-wide framework from which county and city comprehensive plans are developed and adopted pursuant to this chapter." Indeed, the CWPPs themselves recognize that flexibility in applying the policies is essential. Policy 14 states that "these policies are meant as general framework guidelines for the county and each municipality, however flexibility must be maintained in order to adapt to different needs and conditions."

Since adoption of the CWPPs in 1993, the Washington State Legislature has revised the Growth Management Act during every legislative session. Significant revisions to the GMA since the CWPPs were developed include provisions for (1) limited areas of more intensive rural development (ESB 6094) and (2) two master planned locations for major industrial development outside of UGAs. These and other legislative changes governing rural development were not anticipated during the preparation of the CWPPs. Furthermore, CWPPs include a population forecast and distribution based on 1992 data, which was updated for 1998 data for the Comprehensive Plan. The population allocation methodology included in the CWPPs was considered in the final allocation incorporated in the Plan.

The CWPPs, taken together with the thirteen goals of the GMA, have been used to guide the Comprehensive Plan. Where the CWPPs clearly conflict with the most current goals or requirements of the GMA, the Comprehensive Plan follows the GMA. Exhibit B, a detailed analysis and demonstration of consistency between the Comprehensive Plan, the CWPPs and the GMA, is by reference incorporated into and made part of these Additional Findings of Fact as if fully set out herein.

During the preparation of the Comprehensive Plan, Grant County staff have coordinated with the municipalities such that each was informed and allowed opportunity to comment on inconsistencies between the Plan and the CWPPs regarding population projections and allocation as well as more intensive rural development. The Planned Growth Committee is currently proceeding with a process of reviewing proposed amendments to the CWPPs to promote their consistency with current provisions of the GMA. However, completion of this process and adoption of revised CWPPs will not be completed prior to adoption of the Comprehensive Plan.

The Board of County Commissioners finds that the Comprehensive Plan is consistent with and has been coordinated with the planning documents of regional planning bodies and local jurisdictions within Grant County. The Comprehensive Plan: (1) conforms with the Quad County Regional Transportation Plan, (2) is internally consistent and (3) is, to the greatest extent practicable without compromising the requirements of the GMA, consistent with the county-wide planning policies prepared by the Grant County Planned Growth Committee. The Plan meets the mandatory requirements of the GMA and furthers all of the goals of the GMA. The County is currently proceeding with a process for reconciliation of the CWPPs and the GMA.

- 1.3 The Grant County Board of Commissioners is committed to implementing the goals and policies of the Plan as expeditiously as possible, subject to staff resources and funding availability. As required by WAC 365-195-810, Grant County intends to request in writing an extension from DCTED of up to 180 days for adoption of development regulations implementing the Comprehensive Plan.

The Grant County Board of Commissioners believes that additional information regarding plan implementation is helpful, and directs that the text of Exhibit D-Plan Implementation be included in the Comprehensive Plan. Exhibit D is by reference incorporated into and made part of these Additional Findings of Fact as if fully set out herein.

- 1.4 The GMA (Chapter 36.70A.480(1)) requires that the goals and policies of the County's Shoreline Master Program be considered an element of the Comprehensive Plan, and that shoreline use regulations included in the County's Shoreline Master Program be considered as part of the County's development regulations. The Grant County Shoreline Master Program was adopted in 1975, and has not been significantly altered since adoption. Grant County intends to update its Shoreline Master Program after this Plan is adopted. Therefore, rather than include the goals and policies of the 1975 Shoreline Master Program, the Comprehensive Plan includes a series of goals and policies relating to shoreline management. These new policies will serve as the foundation for modifying the substantive provisions of the Shoreline Master Program.

Section 2 – Land Use

- 2.1 Boundaries and identification of land use boundaries established under this Comprehensive Plan are shown on the Future Land Use Map. Land use designations are generally shown using colored shading superimposed on lighter lines designating platted lot lines, streets, and other physically identifiable ground features. In some cases, specific distances or other references to a boundary line

are specified. When the exact location of a land use designation boundary line is not clear, it shall be determined by the Director of Community Development, with due consideration given to the location as indicated on the Future Land Use Map, Urban Growth Area (UGA) mapping, parcel mapping and other data contained in the County's Geographic Information System (GIS).

- 2.2 To the greatest extent possible, boundaries of land use designations were drawn so as not to bisect parcels. Except for parcels divided by UGA or Resource Land designation boundaries, where a land use designation boundary shown on the Future Land Use Map divides a lot of record at the time of adoption of this Comprehensive Plan, the property owner shall have the option of choosing either of the two designations to apply to the entire parcel area, or may subdivide the lot to retain both designations as mapped, provided that all of the standards and requirements, including relevant density and dimensional requirements, and performance standards can be met.

Where a UGA boundary divides a lot of record at the time of adoption of this Comprehensive Plan, the entire parcel area shall be deemed to lie within the UGA boundary. During future annual updates of the Comprehensive Plans of the County and the affected city or town, the property owner may petition for removal of the entire parcel from the UGA in accordance with the plan amendment process specified in Chapter 2 of the Comprehensive Plan. Alternately, the property owner may subdivide the lot to retain both designations as mapped, provided that all of the standards and requirements, including relevant density and dimensional requirements, and performance standards can be met.

Where a Resource Land boundary divides a lot of record at the time of adoption of this Comprehensive Plan, the entire parcel area shall be deemed to lie within the Resource Land designation. During future annual updates of the County Comprehensive Plan, the Director of Community Development shall review the parcel designation by applying the resource land classification criteria contained in the Resource Lands Sub-element of the Comprehensive Plan. The entire parcel shall be appropriately designated by the Director based on application of the classification criteria. Alternately, the property owner may subdivide the lot to retain both designations as mapped, provided that all of the standards and requirements, including relevant density and dimensional requirements, and performance standards can be met.

- 2.3 The findings of fact of the Grant County Planning Commission Recorded Motion dated July 8, 1999, and the Comprehensive Plan recognize an Open Space land use designation intended to identify and protect unique and outstanding examples of publicly-owned areas pertaining to recreation, fish and wildlife habitat conservation, or unique geologic features. This land use designation also acknowledges the ongoing responsibility of the county, state and federal government to protect critical areas and other valued resources on lands within this designation. These lands are owned by a federal, state or local governmental entity and are maintained as closely as possible to their natural state.

Figure 5-5 Future Land Use Map and Map 3 included in Part V—Map Portfolio of this Comprehensive Plan shows those areas designated in this Plan as Open Space. The Open Space designation is an “overlay” designation that includes both publicly-owned and privately-owned lots of record. The Comprehensive Plan does not specifically provide for residential development of privately-owned parcels overlaid by the Open Space designation. The Grant County Board of Commissioners finds that reasonable, limited use of privately-owned parcels overlaid by the Open Space designation should be allowed, provided that such development is reasonably compatible with open space recreation and fish and wildlife habitat conservation. The Board finds that limited

residential development having a maximum density of one dwelling unit per forty (40) acres is reasonable for privately-owned parcels overlaid by the Open Space designation.

- 2.4 Land use and other provisions of the Comprehensive Plan accommodate “resource based industries.” For the purpose of the Comprehensive Plan, a resource based industry shall be defined as “one that is dependent on agriculture, forestry, fisheries or mining.”

Section 3 – Urban Growth Areas

- 3.1 The public record compiled by the Grant County Board of Commissioners includes a request from a property owner (Hanson) to include parcels of commercially-zoned land within the Moses Lake UGA. The area is located south of I-90 and abuts the west boundary of the proposed UGA. The Grant County Board of Commissioners finds such inclusion to be appropriate due to: (1) the adjacency of the parcels to the corporate limits of Moses Lake; (2) the existing commercial zoning of the parcels; the availability of City water and sewer utilities; and the availability of frontage access road. The Moses Lake UGA should be modified to include said parcels.
- 3.2 The public record compiled by the Grant County Board of Commissioners includes public testimony requesting clarification regarding the process by which rural lands will be considered for inclusion in urban growth areas in the future. In accordance with the requirements of the GMA, future urban growth area expansions should be located first in areas already characterized by urban growth that have adequate existing public facility and service capacities to serve such development. Second, in areas already characterized by urban growth that will be served adequately by a combination of both existing public facilities and services and any additional needed public facilities and services that are provided by either public or private sources. Third, in the remaining portions of the urban growth areas. When considering inclusion of rural areas within urban growth boundaries, attention should be given to recognizing the high priority Grant County places on conserving and protecting both agricultural lands of long term commercial significance and those lands characterized by rural development. Both the GMA and the Draft Comprehensive Plan recognize preservation of rural character as being desirable. Rural character and lifestyle is clearly desired by the residents of the County to be maintained and even enhanced, while accommodating reasonable growth. Whenever reasonably possible, those remaining portions developed agriculturally or rurally and having the potential for inclusion within an UGA but not meeting criteria 1 or 2 above, should be considered as a lower priority for re-designation and conversion to urban uses. In future updates of the Comprehensive Plan, the County will perform an analysis as defined in Chapter 2 of the Plan to change Urban Growth Area boundaries.
- 3.3 The public record compiled by the Grant County Board of Commissioners includes public testimony regarding the proposed process for amending UGA boundaries in compliance with the provisions of RCW 36.70A.110. The Grant County Board of Commissioners directs the following revisions be made to the Draft Comprehensive Plan:

Page 2-8, UGA Boundary & Plan Map Amendments; delete subparagraph i. in its entirety and replace with the following:

- "i. Urban Growth Area boundary changes shall be supported by and dependent on criteria set forth in the GMA such as population forecasts and allocated urban population distributions, existing urban densities and infill opportunities, adequate public facility and service capacities to serve such development in an economical manner. The UGA boundary amendment shall demonstrate that:

- the full range of urban public services and facilities, including water, sewer, storm drainage, transportation, fire protection, and schools, can be adequately provided in an efficient, timely and economically feasible manner.
- it is compatible with contiguous development within the UGA and adjacent rural and resource lands; and
- development in the amended area will occur at urban densities."

Page 4-8 and Page 5UR-18, Policy UR-2.2; add the following bulleted item:

- Provision of urban services must be economically feasible in a UGA.

Page 4-9 and Page 5UR-18, Policy UR-3.3; delete the text of Policy UR-3.3 in its entirety and replace with the following:

"UR-3.3: In designating Urban Reserve areas, consideration should be given to the efficiency and economic feasibility with which the Urban Reserve area can be provided with urban services in the future, and the efficiency and economic feasibility with which the area can be urbanized."

Page 4-9 and Page 5UR-19, Goal UR-3; add the following policy:

"UR-3.4: In designating Urban Reserve areas, consideration should be given to the expressed desires of property owners."

Page 4-10 and Page 5UR-20, Policy UR-6.1; delete the text of Policy UR-6.1 in its entirety and replace with the following:

"UR-6.1: Cities and the County shall support reasonable annexations of areas within UGAs. A proposal is considered reasonable if, unless otherwise agreed to by the city and County, it:

- a. Includes all adjacent roadways;
- b. Is contiguous to the existing city limits;
- c. Provides for efficient provision of emergency services without conflict between providers;
- d. Conforms with current regulations; and
- e. Does not deliberately exclude less desirable properties."

Page 4-11 and Page 5UR-21, Policy UR-9.2; delete the text of Policy UR-9.2 in its entirety and replace with the following:

"UR-9.2: Prior to expansion of UGAs containing an incorporated city, it should be documented by the city that the expansion area can and will be served in an economically feasible manner by municipal sewer and water within a time frame accepted by the County, and in a manner that does not degrade surface or ground waters."

Page 4-48 and Page 13-23, Water Resources; add the following goal:

Goal NS-7: Privately-held certificates of water right should be recognized as an important natural resource and protected, to the extent practicable, through County planning decisions which encourage continued use for rural activities.

Subsequent goals and policies should be renumbered consecutively.

- 3.4 Due to an oversight, the Soap Lake UGA map incorrectly indicated the division between the Soap Lake and Lakeview Park UGAs. Specifically, the map showed an area north of Road 20 NE designated as Residential, High Density as being within the UGA boundary of Lakeview Park. This area does not lie within the boundaries of the Lakeview Park water district service area. The City of Soap Lake's wastewater treatment facilities are located within this area. The Grant County Board of Commissioners directs that this area be removed from the Lakeview Park UGA and included in the Soap Lake UGA. The northern boundary of Lakeview Park UGA should be Road 20 NE. UGA maps for both Soap Lake and Lakeview Park shall be revised to reflect the above.
- 3.5 In addition to the public review conducted as part of the Comprehensive Plan review, the Urban Growth Area for the City of Ephrata has undergone public review during separate hearings conducted by the Grant County Planning Commission and the Grant County Board of Commissioners. The Ephrata Interim Urban Growth Area was initially adopted under Grant County Resolution and Ordinance No. 95-134-CC. The IUGA was revised and adopted under Grant County Resolution and Ordinance No. 99-4-CC. The final UGA will be adopted under separate ordinance concurrently with this Ordinance.

Section 4 – Rural Lands

- 4.1 The lack of availability of water continues to be a significant factor in constraining growth in the rural, unincorporated areas of Grant County. This development limitation is intensified as a result of a 1998 decision by the Washington Supreme Court (*Ecology v. Theodoratus*) in which the court upheld a lower court's determination that a certificate of water right could be quantified only on the basis of the amount of water the developer actually puts to a beneficial use, not on the capacity of the developer's water delivery system. In addition, on October 10, 1997, the Office of Attorney General issued Opinion No. 5, interpreting certain exemptions to the State Water Code relating to "six pack" wells. "Six pack" wells take their name from the statute (RCW 90.44.050) which allows a property owner to withdraw up to 5,000 gallons per day (enough to serve roughly six homes), without obtaining a water permit. In the past, particularly in Eastern Washington, builders have installed a number of six pack wells to serve a development using the exemption from the requirement to obtain a water permit. For example, a 30-unit development might have been served by five separate "six pack" wells. In its advisory opinion to the Department of Ecology, the Office of Attorney General interpreted relevant statute to mean that only a grand total of 5,000 gallons per day could be withdrawn without securing a water withdrawal permit, meaning that a maximum of one "six pack" well could serve a development.

Since the issuance of the Attorney General Opinion, the Department of Ecology has been changing its view of water rights allocation. The results of the 1998 Supreme Court decision and the 1997 Attorney General Opinion and its enforcement by the Department of Ecology has led to limitation of speculative land development. As the Department of Ecology formulates their guidance and regulatory efforts in the coming years regarding water withdrawals, it is anticipated that a significant

amount of land designated and otherwise available for development will not be developed due to lack of available water or the right to withdraw it.

Furthermore, Grant County is participating in studies related to availability and management of its ground water resources. Efforts include:

1. Water Resource Inventory Area (WRIA): an effort to form a tri-WRIA program working to develop a strategy to identify and inventory ground and surface waters;
2. Ground Water Management Area (GWMA): a tri-county effort to assess ground water quality and establish best management practices;
3. Establishment of Water Conservancy Board (WCB): once created, the WCB will have authority to manage water permit issues locally; and
4. Update of the 1982 Coordinated Water System Plan for the Quincy Groundwater Subarea, anticipated to be adopted in 1999.

The requirements of the GMA and Chapter 19.27.097 RCW prohibit issuance of development approval without demonstration of water availability. As the regulatory environment regarding water withdrawal solidifies and the above programs are further implemented, Grant County may amend its Comprehensive Plan and development regulations to reflect current regulation, policy and management practices.

- 4.2 Historic plats are those that were platted prior to enactment of a new State platting code in 1969 (Laws of 1969, Ex. Sess., Chapter 271, Codified as Chapter 58.17 RCW). Historic plats are often referred to as "paper plats," because many have never been developed. Many of these historic plats are comprised of very small lots, often too small to construct a house to meet current land use laws, such as zoning requirements, on-site septic, and other land development requirements. In Grant County, there exist a number of historical plats, many of which are undeveloped and others that are partially developed.

Pursuant to the provisions of the Attorney General Opinion 1996 No. 5, the Grant County Board of Commissioners finds that development of lots located within undeveloped historic plats where more than five years has passed since approval, filing and recording of the final plat map shall be subject to development regulations, including zoning requirements and densities, lot size, access requirements, requirements regarding on-site septic system design and approval, and other design and performance standards in effect at the time a building permit application is determined to be complete. To meet current land use and public health requirements may require consolidation of two or more platted lots.

An historical lot and lot consolidation ordinance has been drafted. It is the intention of the Grant County Board of Commissioners to adopt these ordinances as part of the process of establishing development regulations to implement the Comprehensive Plan.

Development of lots located within undeveloped historic plats where less than five years has passed since approval, filing and recording of the final plat map shall be subject to development regulations in existence at the time of approval or recording of the final plat map, unless the Grant County Board of Commissioners or other legislative body having jurisdiction finds that a change in conditions creates a serious threat to public health or safety.

In order to appropriately reflect the GMA goal of protection of private property rights, the Grant County Board of Commissioners finds that development of lots located within developed historic plats shall be subject to development regulations in existence at the time of approval or recording of the final plat map, unless the Grant County Board of Commissioners or other legislative body having jurisdiction finds that a change in conditions creates a serious threat to public health or safety. The Grant County Board of Commissioners finds that an historic plat shall be considered as developed if one-half or more of the platted lots contain an existing structure suitable for occupancy.

The Grant County Board of Commissioners finds that such application of current development regulations to undeveloped historic plats taken together with other limiting factors on development, including limited water availability, sufficiently limits the ultimate development of historic lots in the interest of the GMA goal of reducing urban sprawl.

- 4.3 Based on the lack of availability of irrigation water, relatively poor soil conditions, presence of existing small parcels and residential development, the Grant County Planning Commission recommended redesignation of approximately 13,430 acres of the south slope of Beezely Hills designated as Dryland Agriculture in the Draft Comprehensive Plan to Rural Residential 2. The area recommended by the Planning Commission has a residential development potential of approximately 1,927 housing units.

The public record compiled by the Grant County Board of Commissioners includes testimony related to the inappropriateness of such redesignation. Concerns include:

1. lack of availability of groundwater supply to serve residential development;
2. access limitations;
3. road maintenance and emergency access difficulties during winter weather conditions; and
4. presence of steep slopes.

Based on the entire public record, the Grant County Board of Commissioners finds that the area recommended by the Planning Commission for designation as Rural Residential 2 be reduced to include only that portion currently served by maintained access roads. The Grant County Board of Commissioners finds that the portion of the following land that lies north of Irrigation Block 73 of the Columbia Basin Project should be designated as "Rural Residential 2" (see Exhibit C, Figures 1 and 2):

- Sections 35 and 36, Township 21 North, Range 23 East;
- Sections 31, 32, 33, 34, and 35, Township 21 North, Range 24 East; and
- The south half of Section 29 and the northwest quarter of Section 30, Township 21 North, Range 26 East.

The Grant County Board of Commissioners further finds that the portion of the following land that lies north of Irrigation Block 73 of the Columbia Basin Project should be designated as "Rural Residential 1" (see Exhibit C, Figure 1):

- Sections 25 and 26, Township 21 North, Range 23 East; and
- Sections 26, 27, 28, 29, and 30, Township 21 North, Range 24 East.

These areas of Rural Residential 1 and 2 are currently served by adequate infrastructure, including roadways and public power. Adequate water for domestic use is anticipated to be available, and the areas provide for scenic vistas desirable for residential development.

The Grant County Board of Commissioners further finds that all other portions of the south slope of Beezely Hills recommended by the Planning Commission for designation as Rural Residential 2 be designated as Irrigated Agriculture.

- 4.4 The Draft Comprehensive Plan projected a total of 371 new dwelling units will be required during the 20-year planning period to accommodate projected rural population growth, and designated land for residential development with capacity to provide 16,127 dwelling units; land provided exceeded that required by a factor of more than 40 times. Changes to the Draft Plan recommended by the Planning Commission reduced to the amount of rural land designated for residential development by more than half, yielding a capacity to provide 7,472 dwelling units.

It must be recognized that availability of potable water is anticipated to significantly diminish the amount of designated residential land that can be developed. It is not possible to quantify the effect of water availability on rural residential development at this time. Once water availability is better quantified and groundwater withdrawal regulations are clarified, a better understanding of the impact can be gained.

The Court of Appeals, Div. 2, recently decided a case interpreting the provisions of the GMA related to the use of population projections for sizing UGAs and rural residential designations. The Court found that nothing in the GMA provides that a county must use population projections as a cap or ceiling when planning for rural growth.

In Grant County's case, to balance projected growth with land designated for rural development, one of two things must happen: (1) either rural residential densities would have to be drastically increased (to approximately 1 dwelling unit per 850 acres), or (2) the amount of land designated for rural residential development drastically decreased. Either approach would create serious hardship on the private property rights of citizens.

The public record compiled by the Grant County Board of Commissioners includes testimony that additional areas throughout the County are, for a variety of reasons, suitable for rural residential development. It is the intention of the Grant County Board of Commissioners to promote a variety of rural residential densities and broad choice of location for rural residential development, while ensuring: (1) that our rural areas do not become further characterized by urban sprawl, (2) that natural resource lands are preserved and protected, and (3) that development in rural areas is consistent with rural character.

The protection of natural resource lands of long-term commercial significance is a very high priority for Grant County. Limiting the supply of rural residential lots may increase the conversion of resource lands to residential use. The Board of Commissioners finds that providing an excess of land for rural residential development would help protect resource lands.

The Grant County Board of Commissioners finds that the following areas should be designated as Rural Residential 1 (1 dwelling unit per 5 acres):

1. Caliche Lake Area southwest of George along I-90 (see Exhibit C, Figure 3);
2. Area east of Royal City (see Exhibit C, Figure 4); and
3. Area west of Mattawa (see Exhibit C, Figure 5).

The Grant County Board of Commissioners finds that the following areas should be designated as Rural Residential 2 (1 dwelling unit per 2.5 acres):

1. Fordair (see Exhibit C, Figure 6);
2. Area south of Electric City (see Exhibit C, Figure 7): This area was designated as Rural Residential 1 in the Draft Comprehensive Plan;
3. Area north of Moses Lake UGA along Stratford Road (see Exhibit C, Figure 8); and
4. Warden Lake Area west of SR 17 and Warden along O'Sullivan Road (see Exhibit C, Figure 9).

The lands designated as Rural Residential 2 total 5,390 acres with a capacity for a potential of about 631 new dwelling units. The Grant County Board of Commissioners finds that provision of limited amounts of rural land designated for residential development at a density of 1 dwelling unit per 2.5 acres reflects the rural character found in Grant County at the locations designated. Such designation provides for a variety of rural densities desired by County residents and required under the GMA. Development in these areas is expected to occur at a slow, manageable rate based on: (1) limited availability of potable water as cited above; and (2) past growth rates in these areas as documented by the Grant County Current Planning Department (see declaration of Peter J. Comenzo and Respondent Grant County's Memorandum of Authorities in Support of Validity of Interim Zoning Ordinance, EWGMHB Case No. 98-1, dated August 25, 1998).

The Grant County Board of Commissioners directs the above revisions to the Future Land Use Map and land use designations. The above findings (4.3 and 4.4) revise the 13,430 gross acres of Rural Residential 2 recommended by the Planning Commission to 9,231 gross acres of Rural Residential 1 and 5,390 gross acres of Rural Residential 2 with a combined residential development potential of approximately 1,308 housing units, yielding a reduction of 619 potential housing units from the number recommended by the Planning Commission.

In making this finding, the Grant County Board of Commissioners has considered the availability of water, adjacent land use, availability of public roads and power, and ability to fund public services to these areas. The rural land use goals and policies of the Comprehensive Plan will protect the existing rural character of the land in Grant County. Urban sprawl will be minimized. Retention of resource lands and natural resource based economic activities will be encouraged. Outdoor recreation and other activities requiring open space will be promoted. Fish and wildlife and other sensitive habitats will not be adversely impacted by the rural development contemplated by these designations.

Further, the Board of Commissioners finds that designation of the above lands for rural residential development appropriately balances the goals of the GMA, including protection of private property rights, availability of affordable housing, environmental protection, and prevention of urban sprawl.

- 4.5 The Draft Comprehensive Plan designated Rural Areas of More Intense Development (RAIDs), including Rural Communities, Rural Village, Shoreline Development, Recreational Development, and Agricultural Service Centers to reflect and promote the variety of historical development patterns found in the County.

The area known as McDonald Siding is designated as an Agricultural Service Center having a boundary as shown on the Future Land Use Map and in Technical Appendix D. Based on the public record regarding existing and anticipated development in the area, the Grant County Board of

Commissioners finds that the southern boundary should be extended westward along County Road 2 to the east right-of-way of Road M SE.

The area known as "The Gorge" is designated as a Recreational Development having a boundary as shown on the Future Land Use Map and in Technical Appendix D. The boundary inadvertently excluded a portion of the existing campground area from the Recreational Development designation. Based on the public record regarding existing and anticipated development in the area, the Grant County Board of Commissioners finds that the boundary should be adjusted to include the entirety of the campground area as shown in Exhibit E.

4.6 Based on the public record, the Grant County Board of Commissioners finds that an area east of the Ephrata UGA is erroneously classified as Rangeland. This area consists of Sections 17, 19, 20 and 29 Township 21 North, Range 27 East. Upon review, the parcels were found to meet the classification criteria for Rangeland; however extraordinary circumstances exist that limit the viability of the parcels for rangeland use. The parcels combined provide only about 2,500 acres, which is insufficient to economically graze cattle commercially. The parcels are isolated from additional rangeland by land designated as Rural Remote and Rural Residential 1. The Grant County Board of Commissioners finds that the parcels should be redesignated as follows:

1. Rural Remote: Sections 19 and 20; and
2. Rural Residential 1: Sections 17 and 29.

4.7 The Grant County Planning Commission Recorded Motion included findings of fact regarding the potential for clustering in both agricultural resource and rural lands. The Grant County Board of commissioners finds that the record does not contain sufficient information to justify clustering or other innovative techniques at this time. The County may wish to consider a such programs in the future following appropriate study. The following paragraph should be added to Policy RU-2.4 and Policy RE-5.2:

"In considering innovative techniques such as clustering, the County may:

- establish a Task Force to help develop a clustering program;
- develop techniques to monitor the impact of a clustering program (i.e., record and track the numbers and locations of clustered housing);
- limit areas where clustering would be allowed; and/or
- limit or cap the total number of clustered lots allowed."

Section 5 – Resource Lands

5.1 The findings of fact of the Grant County Planning Commission Recorded Motion dated July 8, 1999, attached as Exhibit A, recognize that it may be possible that an individual's property receives a Comprehensive Plan land use designation based on a technical mapping error or by inadvertent application of designation criteria to the subject property. Further, the findings of fact provide for a process for correcting such errors.

Subject to the findings of the Planning Commission, the Board of County Commissioners find that parcels of land determined to be mapped in error as agricultural resource lands shall be redesignated as the next least intensive land use designated for parcels contiguous to the subject parcel.

5.2 The public record compiled by the Grant County Planning Commission included a request from Rick Jenkin to reevaluate the proposed designation of "Rangeland" for Parcel No. 17142000 that he owns. Upon review by staff, it has been determined that the subject parcel does not meet the classification criteria for rangeland included in Chapter 5 of the Comprehensive Plan. The parcel is not enrolled in Agricultural Current Use tax classification, nor is it currently used for rangeland according to the Grant County Assessor records. Water and sewer utilities owned and operated by the Town of Coulee City abut the northern and western boundaries of the parcel. The Grant County Board of County Commissioners finds that the subject parcel should be designated as Rural Residential 1 based on the availability of public infrastructure.

5.3 The public record compiled by the Grant County Planning Commission included requests from Joe Maughn and Michael J. Alberg to consider designation of certain parcels in which they hold interest as Mineral Lands of Long Term Commercial Significance. Ownership interest in the parcels vary; they hold both property and mineral rights to some parcels, and only mineral rights to other parcels.

The Grant County Board of Commissioners directs that those parcels which meet criteria for designation as mineral lands of long term commercial significance and to which the parties hold both property and mineral rights shall be designated as mineral lands of long term commercial significance.

5.4 Add the following policy:

"RE-7.4: Designated Mineral Lands shall be protected and preserved as a nonrenewable resource and conserved for mineral extraction and processing to benefit present and future generations."

Section 6 – Economic Development

6.1 The Comprehensive Plan contains an economic development element that provides a collective vision of the County's economic future. The goals, policies and actions in the economic development element are consistent with and support the goals of the GMA and the mission statement of the Grant County Economic Development Council.

6.2 An economic assessment of the County's economic strengths, weaknesses, opportunities and threats was conducted and included participation of a Citizens Advisory Group on Economic Development.

6.3 The economic development element strives to ensure an adequate supply of commercial and industrial sites to provide opportunity for new and expanding businesses to locate or remain in Grant County.

6.4 The implementation of this Comprehensive Plan will foster economic development by:

- maintaining viable agricultural and other industries;
- attracting new employers;
- cultivating home-grown businesses;
- diversification of existing economic base;
- promoting tourism;
- managing growth;
- providing predictability of land use and development requirements;
- fostering intergovernmental cooperation, including the orderly provision of public services; and
- striving to keep shopping dollars in the County.

Section 7 – Natural Setting

7.1 The public record compiled by the Grant County Board of Commissioners included testimony from the Friends of Soap Lake regarding the need for recognition of the economic, cultural, recreational, geologic, and environmental value of Soap Lake. Soap Lake is recognized worldwide for its unique mineral content and therapeutic value. Of concern to the Friends of Soap Lake is potential dilution and pollution of the waters of the lake as well as recreational use that may be incompatible with its therapeutic use. The Grant County Board of Commissioners recognizes the unique functions and values that Soap Lake provides, and intends for the goals and policies of the Natural Setting Element of the Comprehensive Plan pertaining to water resources and shoreline management as adequate protection of this important aquatic resource.

BOARD OF COUNTY COMMISSIONERS AMENDMENTS TO PLANNING COMMISSION FINDINGS OF FACT

The Board of Grant County Commissioners accepts the recommendations and findings of fact of the Grant County Planning Commission Recorded Motion dated July 8, 1999, attached as Exhibit A, with the following amendments:

GCPC Finding 2.3: in the first sentence delete "a representative" and replace with "three representatives."

GCPC Finding 2.10: note that two editions of the *Grant County Skyline* were distributed to approximately 31,000 residents.

GCPC Finding 3.1: in the fourth paragraph, delete "81" and replace with "83".

GCPC Finding 3.6: in the third sentence, delete "as not been" and replace with "has not been."

GCPC Finding 3.7: delete this finding in its entirety and replace with the following:

"3.7 Grant County is in substantial compliance with the mandates of RCW 36. 70A.060 through the ongoing implementation of Grant County Ordinance No. 93-49-CC, Resource Lands and Critical Areas. However, Ordinance No. 93-49-CC may need to be revised to comply with the Comprehensive Plan and changes in state law, including Chapter 286, Section 5, Washington Laws, 1998. Among other things, the new provisions mandate specific notification requirements when development activity occurs within five hundred feet of resource lands (rather than three hundred feet)."

GCPC Finding 6.9: in the third sentence, delete "Soap Lake/Unincorporated Lakeview Park" and replace with "Soap Lake, Unincorporated Lakeview Park."

GCPC Finding 6.13: delete this finding in its entirety. The urban growth area analysis (included in Part IV-Technical Appendices of the Comprehensive Plan) conducted for the City of Moses Lake identified an area along the Wheeler Corridor as a "provisional" area of the Moses Lake UGA in recognition of its current rural, resource-based industrial use as well as its potential suitability for future inclusion in the Moses Lake UGA. The analysis includes an assessment of industrial land needs in the vicinity of Moses Lake, and found that: (1) the prospects for continued high rates of industrial growth along the Wheeler Corridor are excellent; (2) that insufficient lands suitable for industrial development are available within the Moses Lake UGA; (3) that city services are or will be made available in the area; and (4) that

inclusion of the Wheeler Corridor area within the UGA is reasonable and would provide economic benefit to all residents of Grant County. However, the potential annexation of these lands into the City of Moses Lake and resulting loss of tax revenue poses a significant financial hardship to the County. In particular, the County Road Fund is heavily reliant on tax revenues from this area. Loss of that revenue stream will result in unmet needs for road improvements and/or deterioration of level of service throughout Grant County. Consideration of the fiscal impacts of annexation of this area must include both the cost of maintenance of County roads tributary to the area and heavily used by the natural resource-based industries located there as well as the investment in infrastructure made by the City of Moses Lake to provide water and sewer service to those industries.

The Grant County Planning Commission found that the "provisional" area of the Wheeler Corridor should be reserved for industrial development and designated as an Industrial Reserve, outside of the UGA. Subsequently, the Grant County Board of Commissioners and the City Council of Moses Lake have completed a mediated, negotiated process and have agreed to include the provisional area within the Moses Lake UGA. The parties entered into an interlocal agreement to that effect on September 22, 1999.

The Grant County Board of Commissioners directs that the Moses Lake UGA map and Future Land Use Map be revised to reflect inclusion of said area in the Moses Lake UGA based on the justification cited in Part IV-Technical Appendices of the Comprehensive Plan and the terms of the negotiated agreement.

GCPC Finding 6.17: The urban growth area analysis (included in Part IV-Technical Appendices of the Comprehensive Plan) conducted for Royal City identified an area of industrial lands to the south and east of the city as an Industrial Reserve, outside of the UGA. The analysis includes an assessment of industrial land needs in the vicinity of Royal City, and found that: (1) the industrial development is anticipated to continue to the south and east of the city; (2) that insufficient lands suitable for industrial development are available within other portions of UGA; (3) that the city and Port of Royal Slope are planning for improvements to their water supply and wastewater treatment capabilities; and (4) that inclusion of the Industrial Reserve area within the UGA is reasonable and would provide economic benefit to all residents of Grant County.

The Grant County Board of Commissioners and the City Council of Royal City have completed a negotiated process and have agreed to include the industrial reserve area within the Royal City UGA. The parties entered into an interlocal agreement to that effect on September 15, 1999.

The Grant County Board of Commissioners directs that the Royal City UGA map and Future Land Use Map be revised to reflect inclusion of said area in the Royal City UGA based on the justification cited in Part IV-Technical Appendices of the Comprehensive Plan and the terms of the negotiated agreement.

The City's proposed UGA Land Use Plan includes the industrial land to the south and east of the City in the Royal City UGA. The inclusion of these industrial lands within the proposed UGA appears reasonable. Inclusion of those lands within the Royal City UGA will benefit all citizens of Grant County through enhanced economic opportunity through industrial development.

GCPC Finding 7.2: in the third paragraph, third sentence, delete "non-urban" and replace with "non-urban." In the fifth sentence, delete "land." In numbered item 2, delete "Lake Moses" and replace with "the shoreline of Moses Lake." In numbered item 7, delete "R-1, R-2, S-2 and S-2" and replace with "R-1, R-2, S-1 and S-2."

GCPC Finding 7.5: in the third paragraph, delete "to be designated" and replace with "to be designated." In the last paragraph, delete "next Plan amendment" and replace with "future Plan amendments."

GCPC Finding 7.6: add the following: "On-farm businesses and agricultural home-based businesses allow farmers to supplement the farm income, improve the efficiency of farming, and provide employment for farm family members. Allowing such full-time, agricultural home-based businesses, via a conditional use process, will not adversely impact the character of agricultural resource lands or surrounding rural lands. Agricultural-related, home-based businesses conducted seasonally or for short duration shall be allowed in rural and resource lands of the County without a conditional use permit."

GCPC Finding 7.10: in the third paragraph, delete "two areas" and replace with "at least two areas."

GCPC Finding 8.2: in the last sentence of the first paragraph, add "Moses Lake Irrigation District" following "Black Sands Irrigation District."

GCPC Finding 8.3: in the third paragraph of Policy RE-7.3, delete "de designated" and replace with "be designated." In the second paragraph of Policy RE-7.3,

GCPC Finding 8.7: delete this finding in its entirety.

GCPC Finding 11.9: delete "including the value of" and replace with including, but not limited to, the value of."

GCPC Finding 13.2: delete "deficiencies" and replace with "deficiencies within the 20-year planning period."

GCPC Finding 15.1: delete this finding in its entirety. The Grant County Board of Commissioners finds that the term "should" implies the intent of the County to take the actions included in the Natural Setting Element of the Comprehensive Plan, subject to sufficient resources, and that it is unnecessary to replace "should" with "shall" or "will."

GCPC Finding 15.4: delete the second bullet of the second paragraph in its entirety and replace with the following:

- Ongoing and existing farming and ranching activities such as, but not limited to: (1) grazing, plowing, seeding, cultivating, harvesting for the production of food, (2) construction of facilities in support of farming operations, and (3) upland soil and water conservation practices;

CONCLUSIONS OF LAW

1. The Grant County Board of Commissioners has a legal obligation to enact a Comprehensive Plan that meets the requirements of Chapter 36.70A RCW.
2. The Grant County Board of Commissioners has a legal obligation to satisfy the requirements of the Eastern Washington Growth Management Hearing Board Order on Petitioner's Dispositive Motion, GMHB Case No. 96-1.
3. The Grant County Board of Commissioners has met these obligations by enacting Ordinance No. 99-158-CC. The 1999 Grant County Comprehensive Plan as amended and the associated environmental review comply with the goals and requirements of Chapter 36.70A RCW, Chapter 365-195 WAC, Chapter 43.21C RCW, Chapter 197-11 WAC. And Grant County Ordinance 95-60-CC (SEPA).

Exhibit A
Grant County Planning Commission
Recorded Motion
July 8, 1999

GRANT COUNTY PLANNING COMMISSION
GRANT COUNTY, WASHINGTON

A Recorded Motion Relating to Comprehensive Planning for Grant County in Accordance with the Washington State Growth Management Act (RCW 36.70A); and Repealing the 1977 Comprehensive Plan.

WHEREAS, in 1990 the Washington State Legislature passed and the Governor signed into law the Growth Management Act (GMA) as contained in SHB No. 2929 (Washington Laws, 1990 1st Ex. Sess., Ch.17), which was subsequently codified as, among other chapters, Chapter 36.70A RCW; and

WHEREAS, the legislature found that uncoordinated and unplanned growth, together with a lack of common goals expressing the public's interest in the conservation and the wise use of our lands, pose a threat to the environment, sustainable economic development, and the health, safety, and high quality of life enjoyed by residents of the state; and

WHEREAS, the Washington State Growth Management Act requires all counties and cities in the state to do some planning and the fastest growing counties, and the cities within them, to plan extensively in keeping with state goals on: sprawl reduction, affordable housing, economic development, open space and recreation, regional transportation, environmental protection, property rights, natural resource industries, historic lands and buildings, permit processing, public facilities and services, and early and continuous public participation; and

WHEREAS, the Washington State Growth Management Act requires all counties and cities within the state to classify, designate, and conserve natural resource lands (forest, agricultural, and mineral) and protect critical areas (wetlands, geologically hazardous areas, fish and wildlife habitat conservation areas, aquifer recharge areas, and frequently flooded areas); and

WHEREAS, Chapter 36.70A RCW requires Grant County to adopt a Comprehensive Plan that meets specified GMA goals and addresses the mandated GMA elements; and

WHEREAS, the Grant County Planning Commission and the Grant County Department of Community Development have produced a Comprehensive Plan/Draft Environmental Impact Statement that meets the specified GMA goals and addresses the mandated GMA elements; and

WHEREAS, the Grant County Planning Commission completed an extensive public review process that meets or exceeds the requirements of Grant County Resolution establishing *Grant County Growth Management Act (GMA) Public Participation Program* pursuant to RCW 36.70A.020(11) and RCW 36.70A.140; and

WHEREAS, the Grant County Planning Commission compiled an extensive public record, including studies, documents, and correspondence that was carefully considered during review of the Comprehensive Plan/Draft Environmental Impact Statement; and

WHEREAS, the Grant County Planning Commission relied upon best available data and science in specifying Comprehensive Plan/Draft Environmental Impact Statement content, goals, and policies; and

WHEREAS, the Comprehensive Plan/Draft Environmental Impact Statement has been reviewed by affected State and local agencies and found, generally, to be in compliance with the requirements of the GMA; and

WHEREAS, the comments and correspondence provided by affected State and local agencies has been considered during review of the Comprehensive Plan/Draft Environmental Impact Statement and in the preparation of attached Findings of Fact; and

WHEREAS, the Grant County Planning Commission completed a thorough SEPA public review process, conducted a threshold determination and scoping process, and issued a Draft Environmental Impact Statement (EIS) on March 29, 1998; and

WHEREAS, the Grant County Planning Commission issued a Final Environmental Impact Statement (EIS) on July 2, 1999; and

WHEREAS, the Board of Grant County Commissioners intends to conduct an open record hearing to consider the recommendations and findings of fact of the Grant County Planning Commission along with other public comment pertaining to the Comprehensive Plan; now therefore,

IT IS HEREBY RESOLVED that the Grant County Planning Commission adopts the attached findings of fact and the attached record pertaining to the Comprehensive Plan/Draft Environmental Impact Statement; and

IT IS FURTHER RESOLVED that the Grant County Planning Commission recommends that the Board of County Commissioners adopt the Draft Grant County Comprehensive Plan with changes noted in the findings of fact.

IT IS FURTHER RESOLVED that the Grant County Planning Commission recommends that the Board of County Commissioners accept the Draft Environmental Impact Statement and adopt Land Use Alternative No. 1 (Proposed Plan) with changes noted in the findings of fact.

IT IS FURTHER RESOLVED that the Grant County Planning Commission recommends that the Board of County Commissioners adopt the Final Environmental Impact Statement attached hereto.

PASSED by the Grant County Planning Commission at Ephrata, Washington, by the following vote, then signed by its membership this 8th day of JULY, 1999.

8 YEA; 0 NAY; 0 ABSTAIN; and 1 ABSENT.

**GRANT COUNTY PLANNING COMMISSIONERS
GRANT COUNTY, WASHINGTON**



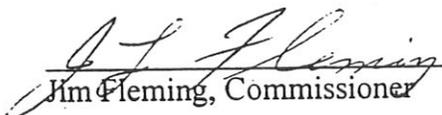
Jerry Dorfmaier, Chairman



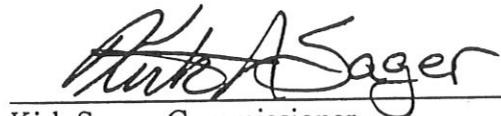
Gary Piercy, Vice Chairman



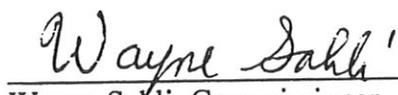
Al Brewer, Commissioner



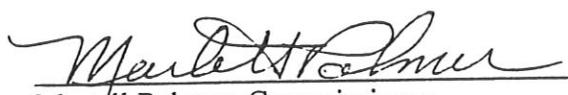
Jim Fleming, Commissioner



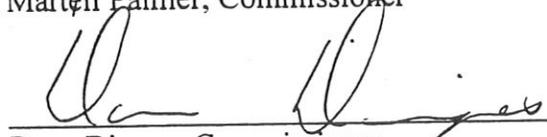
Kirk Sager, Commissioner



Wayne Sahli, Commissioner



Martell Palmer, Commissioner



Dave Dinges, Commissioner

Duane Ehr, Commissioner

GRANT COUNTY COMPREHENSIVE PLAN FINDINGS OF FACT

Section 1 – General Findings

- 1.1 Grant County has experienced and will continue to experience population growth and accompanying development, resulting in competing demands for public facilities, services and land uses, and is required to prepare and adopt a comprehensive plan and land use regulations pursuant to the Growth Management Act.
- 1.2 Growth management requires that land be managed properly and wisely. Otherwise, meeting the demands of a rapidly growing county population is likely to cause urban and suburban sprawl, commercial strip development, development at inappropriate locations and densities, damage to environmentally sensitive areas, and the loss of natural resource lands, rural character, open space, and critical areas. Also, this pattern of development is likely to create demands for urban services and utilities that are insufficient to support their extension in a cost-effective manner.
- 1.3 The Grant County Draft Comprehensive Plan responds to the environmental concerns raised during the Draft Comprehensive Plan and SEPA public hearing process, while protecting property owners from unconstitutional takings and substantive due process violations.
- 1.4 RCW 36.70A.020 sets forth a list of 13 goals “to guide the development and adoption of comprehensive plans and development regulations.” In formulating the Draft Comprehensive Plan and these findings of fact, Grant County has considered the 13 Growth Management Goals, weighed them as they apply to the subject matter of these findings, and has attempted to achieve a reasoned balance among them.
- 1.5 The Draft Comprehensive Plan is consistent with the Washington State Growth Management Act (RCW 36.70A) and the Procedural Criteria for Adopting Comprehensive Plans (WAC 365-195). The Draft Comprehensive Plan was developed in accordance with the statutory goals pursuant to RCW 36.70A.020., includes the mandatory elements pursuant to RCW 36.70A.070 and WAC 365-195-300; outlines comprehensive plan provisions governing its amendments pursuant to RCW 36.70A.130 and WAC 365-195-630, provided(s) for early and continuous public participation in the development and amendment of the comprehensive plan pursuant to RCW 36.70A.140 and WAC 365-195-600; identifies land useful for public purposes pursuant to RCW 36.70A.150 and WAC 365-195-430; identifies open space corridors pursuant to RCW 36.70A.160 and WAC 365-195-420; designates natural resource lands pursuant to RCW 36.70A.170(a-c) and WAC 365-195-400; includes a process for siting of essential public facilities pursuant to RCW 36.70A.200; provides for the coordination and regulation of public and private development; and bears a substantial relationship to, and is necessary for, the public health, safety, and general welfare of Grant County residents.
- 1.6 The Draft Comprehensive Plan governs principally the unincorporated areas of Grant County and replaces the existing 1970 comprehensive plan. The Comprehensive Plan shall be the principal planning document for the orderly physical development of the County, and shall be used to guide provision of public facilities and services, review of proposed incorporations and annexations, implementing regulations and land development decisions. In order to effectuate this Draft Comprehensive Plan, a number of Grant County's land use regulations will have to be substantially rewritten. The Plan implementation strategy that is discussed in Chapter 2 of the Draft Comprehensive Plan recognizes this need. However, additional detail should be provided to meet the

requirements delineated in WAC 365-195-805.

- 1.7 Grant County has moved as expeditiously as possible to gather relevant scientific data to improve the County's long-range planning process. The County has relied upon best available science in developing this Draft Comprehensive Plan. In order to protect the general welfare of the County and to avoid protracted litigation, the County needs to adopt and implement this Draft Comprehensive Plan.
- 1.8 The implementation of this Draft Comprehensive Plan will not unfairly burden the property rights of landowners. Although the health, safety, and welfare of the public demand that reasonable restrictions must be placed on the use of property, individuals will retain a full range of constitutional protections including due process rights.
- 1.9 The Comprehensive Plan carries out in greater detail the intent of the CWPPs. The Draft Comprehensive Plan is not in every case consistent with the County-wide Planning Policies adopted by Grant County on May 6, 1993. Inconsistencies include, among other things, population growth projections and allocation. The County-wide Planning Policies are, in some cases, inconsistent with the requirements of the GMA, including provision for rural areas of more intensive development in areas of historic growth patterns as provided under ESB 6094. Chapter 1 of the Draft Comprehensive Plan includes measures for interpreting conflicts and discrepancies between the Plan and other plans, including the County-wide Planning Policies. Specifically, the Draft Comprehensive Plan is specified to prevail over the County-wide Planning Policies in the case of conflicts by virtue of the greater detail of the Comprehensive Plan. Several members of the public commented that this preference of Comprehensive Plan over the County-wide Planning Policies is not appropriate. To avoid potential conflicts, the CWPPs should be revised to be consistent with the Comprehensive Plan and RCW 36.70A.

The Planned Growth Committee is proceeding with a process of reviewing proposed amendments to the CWPPs. However, completion of this process and adoption of revised CWPPs is not expected to be completed prior to adoption of the Comprehensive Plan. Therefore, the Comprehensive Plan will be amended to identify inconsistencies between the Plan and the CWPPs, and to encourage amendment of the CWPPs.

The GCPC recommends that the text of the Comprehensive Plan regarding conflicts with the CWPPs be deleted, and that one or both documents be amended at the next possible time to resolve the conflict.

- 1.10 The text on page 1-4 of the Comprehensive Plan regarding "Comprehensive Plans of Incorporated Cities and Towns" is unclear and should be replaced with the following:

"This Comprehensive Plan serves as the plan for the unincorporated areas within the urban growth boundaries of cities and towns. The individual city comprehensive plans serve as the plans for the incorporated areas within the urban growth boundaries of incorporated cities. The city comprehensive plans are integral parts of this Plan, although they appear in separate documents. The cities and towns of Grant County with the cooperation of the County have developed comprehensive plans. The goal of such cooperation is to achieve compatibility along jurisdictional boundaries and also to give more stability to planning and zoning as County lands are annexed into the cities. During preparation of Development Regulations to implement this Plan, the County should consult with the cities and towns to consider incorporation of city land use policies and standards where appropriate."

- 1.11 The text on page 1-8 of the Comprehensive Plan "Interpreting Conflicts and Discrepancies Between Plan Components and Other Plans" regarding conflicts between the Future Land Use Map and the text of the Plan conflicts text in the Resource Land Sub-element regarding the relationship of the classification criteria and the Future Land Use Map. The text on page 1-8 should be revised to read:

"The Future Land Use Map, and future proposals to amend the Future Land Use Map, should reflect and be based upon the goals, policies and land use designation assessment criteria included in the Comprehensive Plan. When conflicts arise between the Future Land Use Map and the Comprehensive Plan text, the Comprehensive Plan text shall prevail."

Section 2 – Plan Development and Public Participation

- 2.1 Grant County's first comprehensive plan was adopted in December 1970. Grant County's planning process began in 1991 with a survey of Grant County residents, which provided an indication of citizen opinions and preferences regarding growth management issues. That visioning process was revisited in 1998, when the County conducted two public workshops to inform the citizens of the growth management planning process, update them on progress to date, and validate or revise previously developed goals and values.
- 2.2 During the last several years, Grant County has held informal discussions with concerned citizens throughout the County to solicit their input regarding the Growth Management process. These discussions have been in addition to the formal hearing process that has been conducted by the Planning Commission.
- 2.3 In 1993, the Grant County Planned Growth Committee, which included a representative from Grant County and each of its cities and towns, developed County-wide planning policies intending to incorporate the requirements of the GMA. These policies were adopted by the Grant County Board of Commissioners on May 6, 1993. These policies provide general guidance for the general land use pattern of future development in the County.
- 2.4 On May 25, 1993, the Grant County Commissioners adopted Ordinance No. 93-49-CC, Resource Lands and Critical Areas meeting the requirements of the GMA.
- 2.5 The Board of Grant County Commissioners conducted public hearings on October 24, 1995, and November 6, 1995 to consider the designation and adoption of interim urban growth areas proposed by the cities and receive public comment, and subsequently adopted interim urban growth areas (IUGAs) for each city and town.
- 2.6 On June 10, 1996, the cities of Ephrata, Moses Lake, Royal City and Warden filed a Petition for Review with the Eastern Washington Growth Management Hearings Board (EWGMHB). On June 25, 1996, the EWGMHB conducted a prehearing conference in the Ephrata City Council chambers, and identified a number of legal issues regarding compliance with the GMA. The EWGMHB entered an order on April 10, 1998, ordering Grant County to proceed with the proposed timelines for compliance in preparation and adoption of their Comprehensive Plan. Among other things, the order established that this Comprehensive Plan be adopted no later than May 19, 1999.
- 2.7 The order also required changes to Grant County's existing zoning code, long and short plat ordinances, and other land use regulatory controls that contribute to urban sprawl in rural areas of the County. In compliance, Grant County adopted Ordinance 96-108-CC on August 6, 1996, wh...

outlined a plan to prevent or restrict urban sprawl, including interim zoning having a minimum 2½-acre lot size for suburban, residential, and open space recreation zones of the County. After completing SEPA review of the proposed interim zoning plan, Grant County adopted Ordinance No. 97-39-CC on March 25, 1997 that established the interim zoning pending completion of the County's Comprehensive Plan. On September 23, 1997, with Resolution 97-150-CC, and on March 23, 1998, with Resolution No. 98-29-CC, Grant County adopted successive six-month extensions of the interim zoning established by Ordinance No. 97-39-CC.

- 2.8 On May 6, 1998, the Cities of Moses Lake and Ephrata filed another petition for review with the EWGMHB. The petition claimed that, among other things, the County failed to comply with the GMA and SEPA in adopting the interim zoning ordinance, and had no factual basis in establishing a 2½-acre density. On October 7, 1998, the EWGMHB issued a final order stating that Grant County Ordinance No. 98-39-CC, the interim zoning ordinance, is in compliance with applicable statutes.
- 2.9 Beginning in July 1998, the County began a process that encouraged the involvement of citizens in the planning process and provided a mechanism to foster coordination between the County and the incorporated cities within the County. The Grant County Planning Commission conducted numerous study sessions to review background information, data, reports, citizen and staff recommendations, and exhibits during the development and drafting of the Comprehensive Plan. A series of 11 public meetings and workshops were held over a six month period providing the public extensive citizen participation opportunities in their attempts to define and develop a community vision and plan for growth. At each meeting and workshop the public was afforded an opportunity to testify or submit written correspondence regarding growth management.
- 2.10 Efforts were made to collect and disseminate information to the public explaining the Growth Management Act (GMA) and Grant County's comprehensive planning program. Community "town meetings" and appearances before community organizations were held to explain the GMA and the plan development process. The public was notified of meetings, hearings, and study sessions by means of newspaper display ads, news releases, letters, newsletters, and by notice to those requesting information on comprehensive planning efforts. The *Grant County Skyline*, a periodic newsletter presenting various growth management topics, was produced by the County and broadly distributed. A total of six editions of the *Grant County Skyline* were produced; two editions were directly distributed to all residents and post office box holders of the County. During this broad-scale public information process, a list was compiled of more than 1,500 citizens interested in the planning process. This "mailing" list was used to distribute subsequent information.
- 2.11 Board of County Commissioners and Planning Commission meetings, hearings, and study sessions requiring "legal notice" were advertised in the local paper of record pursuant to the requirements of RCW 36.70 and the Grant County Code. Copies of the Draft Comprehensive Plan/DEIS were broadly disseminated for public and agency review at no charge. All meetings and hearings to which the public was invited were conducted in an open forum. At hearings all persons desiring to speak were given an opportunity to do so. Public testimony and written correspondence was given full consideration as part of the development of the Comprehensive Plan.
- 2.12 Grant County, with the assistance of its citizens, business and community representatives, special interest organizations, the incorporated cities and towns, public agencies, and service providers, has studied and considered draft comprehensive plan goals, objectives, policies, programs, strategies, and land use alternatives for managing and serving growth across the county through 2018.

- 2.13 Grant County produced a final draft Comprehensive Plan/Draft EIS for public review dated March 1999. On March 29, the Draft Comprehensive Plan/Draft EIS was released for a thirty-day public review with the written comment period expiring on May 3, 1999. Grant County distributed approximately 300 Draft Comprehensive Plans/DEISs to the public during the review process. The Draft Comprehensive Plans/DEIS was placed on Grant County's Internet web site, and a copy was provided to each city and town of Grant County.
- 2.14 Interested persons were provided an ample opportunity to comment on the proposed Draft Comprehensive Plan and on the Draft and Final Environmental Impact Statement during the public review process. The County has met, or exceeded, the requirements for enhanced public participation as delineated in Board of County Commissioners Resolution *Grant County Growth Management Act (GMA) Public Participation Program* and WAC 365-195-600.
- 2.15 The existing enhanced public participation policies within Grant County will ensure that the public will have an opportunity to provide meaningful comments on proposed development regulations.
- 2.16 The appeal mechanisms contained within Grant County ordinances provide sufficient due process to allow interested parties an opportunity to respond at a meaningful time and in a meaningful manner.

Section 3 – GMA and SEPA Procedural Compliance/Environmental Protection

- 3.1 Environmental review has been conducted on the Grant County Draft Comprehensive Plan in compliance with procedural and substantive requirements of Grant County SEPA Ordinance No. 95-60-CC, RCW 43.21.C, and Chapter 197-11 WAC. Notice of SEPA scoping, preliminary threshold determination, public comment periods, public informational meetings and public hearings, were distributed, posted, and published in accordance with the requirements of Grant County Ordinance No. 95-60-CC, WAC 197-11, and the *Grant County Growth Management Act (GMA) Public Participation Program*. The Grant County Planning Commission GMA Comprehensive Plan and SEPA record (attached) details public notification actions.

Grant County issued a Determination of Significance and non-project environmental impact statement (EIS) scoping notice on September 17, 1998. The Grant County Planning Commission held a public scoping meeting on October 21, 1998, and issued a final Determination of Significance and final list of issues to be addressed in the non-project EIS on October 23, 1998.

A Draft non-project EIS (DEIS) analyzing impacts associated with the Preferred Alternative (adoption of the Comprehensive Plan), a Low Rural Density Alternative, and a No Action Alternative, was developed by Proulx Cearns Engineering, Inc. in March, 1999. The DEIS addresses each of the issues identified during the expanded scoping process. The public, state and local agencies, and interested parties were provided a 30-day public comment period on the DEIS.

The Planning Commission received 81 comment letters, and a great deal of oral testimony during the Draft Comprehensive Plan and DEIS review process. The Planning Commission and Grant County staff carefully reviewed and considered all of the public testimony presented before preparing these Findings of Fact and Final EIS (FEIS). The FEIS includes a summary of responses to the written and oral testimony provided.

The DEIS and FEIS conclude that for all of the environmental issues identified during scoping, the Preferred Alternative is of equal or greater benefit to the environment than both the Low Rural

Density Alternative and the No Action Alternative. Adoption of the Preferred Alternative will result in few unavoidable adverse impacts.

- 3.2 Planning Commission hearing and workshop notices were mailed to a list of more than 200 individuals and agencies, faxed to area radio stations and newspapers, published in the Columbia Basin Herald, Grant County Journal, Royal Review, Coulee City News-Standard, Grand Coulee Star, Tri-City Herald, Quincy Post Register, and Wenatchee World newspapers, and were posted in all public libraries and post offices in the County. The details of these public notice efforts are included within the attached record.
- 3.3 Grant County issued a Notice of Legislative Action indicating its intent to adopt the Draft Comprehensive Plan/DEIS, providing ample time for the public and state and local agencies to comment on the draft Plan and SEPA documents.
- 3.4 The Planning Commission conducted the following meetings, hearings, and workshops during its review of the Draft Comprehensive Plan/DEIS:

<i>Date</i>	<i>Meeting Type</i>	<i>Meeting Purpose</i>
10/07/98	Regular Meeting	Discussed schedule for SEPA and Comp Plan review
10/21/98	SEPA Scoping Hearing/ Public Workshop	Received public comment on scope of EIS Discussed land use element and UGAs
10/28/98	Public Workshop	Discussed land use element and rural lands
10/29/98	Public Workshop	Discussed land use and resource lands
11/05/98	Public Workshop	Discussed land use element
11/30/98	Public Meeting	Reviewed preliminary draft Comp Plan and heard public comment
12/01/98	Public Meeting	Reviewed preliminary draft Comp Plan and heard public comment
12/03/98	Public Meeting	Reviewed preliminary draft Comp Plan and heard public comment
12/09/98	Public Meeting	Reviewed preliminary draft Comp Plan and heard public comment
3/12/99	Workshop	Reviewed draft Comp Plan with staff
4/07/99	Regular Meeting/Public Hearing	Received public testimony on Ephrata UGA, deliberated on UGA, and passed motion to adopt revised UGA
4/14/99	Public Hearing	Received public testimony on Draft Comp Plan/DEIS
4/21/99	Continued Public Hearing	Received public testimony on Draft Comp Plan/DEIS
4/28/99	Continued Public Hearing	Received public testimony on Draft Comp Plan/DEIS
5/12/99	Continued Public Hearing	Deliberated on Draft Comp Plan/DEIS, Reviewed public testimony
5/19/99	Continued Public Hearing	Deliberated on Draft Comp Plan/DEIS, Reviewed public testimony
5/26/99	Continued Public Hearing/ Workshop with State Agencies	Reviewed water supply issues with state agencies, Deliberated on Draft Comp

6/16/99	Continued Public Hearing	Plan/DEIS, Reviewed public testimony Deliberated on Draft Comp Plan/DEIS, Reviewed public testimony and draft Findings of Fact
6/23/99	Continued Public Hearing	Deliberated on Draft Comp Plan/DEIS, Reviewed public testimony and draft Findings of Fact
7/07/99	Regular Meeting/Continued Public Hearing	Deliberated on Draft Comp Plan/DEIS, Reviewed public testimony, Findings of Fact and FEIS.

3.5 The Grant County Planning Commission compiled the following public record during its review of the Draft Comprehensive Plan/DEIS:

- 1) Draft Comprehensive Plan/Draft Environmental Impact Statement, March 1999.
- 2) Notice of Legislative Action and Public Hearing Notice for Planning Commission hearings scheduled for April 14, 21 and 28, 1999 and May 12, 1999.
- 3) Affidavit of Posting Public Hearing Notice in Grant County libraries, Post Offices, and County offices.
- 4) Affidavit of mailing Notice of Legislative Action and Public Hearing Notice to agencies and interested parties.
- 5) Copy of faxing Public Hearing Notice to radio stations.
- 6) Affidavit of publication of the Public Hearing Notice in the Columbia Basin Herald, Grant County Journal, Royal Review, Coulee City News-Standard, Grand Coulee Star, Tri-City Herald, Quincy Post Register, and Wenatchee World newspapers.
- 7) Affidavit of publication of the Continued Public Hearing Notice in the Columbia Basin Herald, Grant County Journal, Royal Review, Coulee City News-Standard, Grand Coulee Star, Tri-City Herald, Quincy Post Register, and Wenatchee World newspapers.
- 8) Sign in sheet, minutes and transcript of public testimony of public hearing on April 14, 1999 to receive public testimony on the Draft Comprehensive Plan/DEIS.
- 9) Maps 4 through 17 showing Urban Growth Areas for Coulee City, Electric City, Ephrata, George, Grand Coulee, Hartline, Knapp, Mattawa, Moses Lake, Quincy, Royal City, Soap Lake/Unincorporated Lakeview Park, Warden, and Wilson Creek, presented at the public hearing on April 14, 1999.
- 10) Revised Map 3, Future Land Use Map, presented at the public hearing on April 14, 1999.
- 11) Sign in sheet, minutes and transcript of public testimony of continued public hearing on April 21, 1999 to receive public testimony on the Draft Comprehensive Plan/DEIS.
- 12) Sign in sheet, minutes and transcript of public testimony of continued public hearing on April 28, 1999 to receive public testimony on the Draft Comprehensive Plan/DEIS.
- 13) Sign in sheet and minutes of continued public hearing on May 12, 1999 to deliberate on the Draft Comprehensive Plan/DEIS.
- 14) Sign in sheet and minutes of continued public hearing on May 12, 1999 to deliberate on the Draft Comprehensive Plan/DEIS.
- 15) Sign in sheet and minutes of continued public hearing on May 19, 1999 to deliberate on the Draft Comprehensive Plan/DEIS.
- 16) Sign in sheet and minutes of continued public hearing on May 26, 1999 to deliberate on the Draft Comprehensive Plan/DEIS.
- 17) Sign in sheet and minutes of continued public hearing on June 16, 1999 to deliberate on the Draft Comprehensive Plan/DEIS.

- 18) Sign in sheet and minutes of continued public hearing on June 23, 1999 to deliberate on the Draft Comprehensive Plan/DEIS.
 - 19) The Planning Commission Draft Comprehensive Plan/DEIS record Items No. 1 through 81, listed in Attachment A.
- 3.6 In 1995 the Washington State Legislature passed and the Governor signed into law an amendment to the Growth Management Act (RCW 36.70A.480) requiring that Shoreline Master Program (SMP) goals and policies be integrated into a local government's comprehensive plan. Under current law, any changes to the county's SMP must comply with the procedures of RCW 90.58. Because Grant County's current Shoreline Master Program has not been significantly altered since 1977, its goals, policies and shoreline designations are not consistent with RCW 90.58 or this Comprehensive Plan. Therefore, the Draft Comprehensive Plan contains a variety of new policies intended to be included in the next update of the Grant County Shoreline Master Program. When the County begins the process of rewriting the Shoreline Master Program, these new policies will serve as the foundation for modifying the substantive provisions of the Shoreline Master Program. Any inconsistencies resulting from revising the SMP will be addressed in future amendments to this Comprehensive Plan pursuant to the requirements of RCW 36.70A.
- 3.7 Grant County is in substantial compliance with the mandates of RCW 36.70A.060 through the ongoing implementation of Grant County Ordinance No. 93-49-CC, Resource Lands and Critical Areas. However, Ordinance No. 93-49-CC needs to be rewritten to comply with Chapter 286, Section 5, Washington Laws, 1998. Among other things, the new provisions mandate specific notification requirements when development activity occurs within five hundred feet of resource lands (rather than three hundred feet).
- 3.8 The environment protections that are referred to in this Draft Comprehensive Plan and the regulatory framework that has been put in place by Grant County Ordinance No. 93-49-CC, Resource Lands and Critical Areas, will produce ecological benefits.
- 3.9 Although this Draft Comprehensive Plan assumes that more development will occur in the future, the rate of growth should not have a significant effect on groundwater quality or quantity, since the vast majority of growth is in the UGAs and RAIDs.
- 3.10 Grant County Ordinance No. 93-49-CC, Resource Lands and Critical Areas, provides a framework for protecting wetlands which is based on recommendations from the Department of Ecology.
- 3.11 Grant County does not have the financial resources to delineate all of its wetlands in the foreseeable future.
- 3.12 The Grant County Ordinance No. 93-49-CC, Resource Lands and Critical Areas and existing hydraulic project approval (HPA) requirements ensure sufficient protection of the fisheries riparian habitat.

Section 4 – Population Projection and Allocation

- 4.1 According to the Washington State Office of Financial Management, Grant County's 1990 population was 54,798. Between 1980-1990 the county population increased by about 13%. Since 1990, population has grown to 69,400, a growth of nearly 27%. This decade of population growth placed Grant County among the fastest growing counties in the State of Washington.

- 4.2 The Office of Financial Management forecasted 20-year medium-series (most likely to occur) and high-series population projections for Grant County are 91,624 and 104,391, respectively. Based on the County's recent high growth rate, potential population undercount of migrant and seasonal workers, recent settling of migrant farm workers, increase in food processing activity, and increased focus of economic development in rural areas, the high series better reflects anticipated population growth. Use of the high-series OFM projection would add nearly 35,000 persons to the county by the year 2018, an increase of 50% over the 1998 population of 69,400. Grant County is projected to grow at a 2.1 percent average annual rate over the twenty-year planning period. This rate reflects best available science as documented by the Office of Financial Management (OFM) forecasting division and reflects the high growth projection for Grant County.

Section 5 – Land Use

- 5.1 The Draft Comprehensive Plan designates the majority of the land (approximately 67%) within Grant County as resource land. The urban areas of the County constitute about 2.5 percent of the land area of Grant County. The vast majority of the balance of land within Grant County is classified as rural.
- 5.2 There is sufficient developable land within Grant County to accommodate the growth that is expected within the twenty-year planning period.
- 5.3 The implementation of this Draft Comprehensive Plan will encourage development in urban areas by limiting small lot subdivisions in rural areas.
- 5.4 By restricting the expansion of sewer and public water utilities to urban growth areas, unnecessary sprawl will be reduced.
- 5.5 The implementation of this Draft Comprehensive Plan will reduce the inappropriate conversion of undeveloped land into sprawling low-density development by setting aside a large proportion of the County for agricultural activities and by limiting small lot subdivisions in rural areas.
- 5.6 The Draft Comprehensive Plan inadequately recognizes the importance of preserving historical and cultural resources in Grant County. In fact, GMA Goal 13 regarding historic preservation was inadvertently omitted from the Plan. A section should be added to Chapter 5, including goals and policies, articulating the County's vision for how cultural and historical resources should be preserved, protected and enjoyed.
- 5.7 Land use regulations need to be implemented to effectuate this Draft Comprehensive Plan. Such regulations should ensure (1) that the land base for the long-term cultivation of natural resource industries is not significantly degraded, and (2) that land use conflicts are minimized by balancing environmental and developmental priorities.
- 5.8 Given the differences that exist among various communities in Grant County, the development regulations that effectuate this Draft Comprehensive Plan need to be tailored to the specific needs of particular localities.
- 5.9 Development regulations that pertain to rural lands that likely could cause significant adverse effects on the surrounding area should be reviewed through a conditional use process and SEPA analysis.

- 5.10 As a general proposition, nonconforming uses that pose a threat to health, safety, and welfare should be phased out or amortized over time.
- 5.11 It may be possible that an individual's property receives a Comprehensive Plan land use designation based on a technical mapping error or by inadvertent application of designation criteria to the subject property. To address inadvertent mapping errors in the first year of comprehensive plan review, a property owner may present the County with information indicating that its property did not meet the land use designation criteria and was therefore designated in error. The County shall review this information as part of its first annual review of the comprehensive plan. The property owner shall not be required to pay fees otherwise required for a Comprehensive Plan amendment, if the sole reason for the request is to correct an error in applying the designation criteria. This Comprehensive Plan land use designation review process is not intended to change any of the land use designation criteria adopted as part of the Comprehensive Plan, including, but not limited to those criteria that allow inclusion of some parcels that may not individually meet a land use designation criteria if they are contained within a larger area of parcels that do meet the designation criteria. The procedures and timelines for processing the amendments will follow those as prescribed in the Comprehensive Plan, except as stated above.
- 5.12 The public record compiled by the Planning Commission indicates that an "open space program" designed to protect critical areas, wildlife corridors, resource lands, and recreational areas should be incorporated into the Comprehensive Plan. The Planning Commission concurs, and recommends adding the text of Attachment C to page 5-16 of the Comprehensive Plan.

Section 6 – Urban Growth Areas

- 6.1 The Urban Growth Areas (UGAs) designated in the Draft Comprehensive Plan were established based on a joint planning process that included consultation between representatives of each city and town and Grant County. City/town UGA proposals were submitted to the County for review, analysis, and public comment. Revisions were made to the proposed UGA boundaries after further consultation with the cities and towns. Some UGA boundaries were revised to remove designated natural resource lands that were characterized as having long-term commercial significance for the production of food or other agricultural products. Some UGA boundaries were revised to add or subtract vacant residential land so as to provide adequate amounts to accommodate the projected population growth allocated to each city or town. Some UGA boundaries were revised to remove areas not characterized by urban growth and not needed to accommodate projected growth. Some UGA boundaries were revised to include areas characterized by urban growth patterns.
- 6.2 In some cases, comprehensive plans governing both incorporated cities and the unincorporated urban growth area around the city have been prepared, reviewed and adopted by the cities. The joint planning process reasonably conformed to the County-wide Planning Policies and the GMA.
- 6.3 The Urban Growth Areas designated in the Draft Comprehensive Plan that are in the unincorporated portion of the County are contiguous to a city, and are sized appropriately to recognize the cities' population projections and planned infrastructure improvements. All land included within the unincorporated portion of a UGA is either characterized by urban growth or adjacent to lands characterized by urban growth in compliance with RCW 36.70A.110. Together, the UGAs of Grant County are sufficient to permit the 20-year urban growth projected by OFM pursuant to RCW 36.70A.110. Adequate public facilities and services either exist in the unincorporated portion of the UGA or are planned to be provided as growth occurs.

- 6.4 The UGAs were sized based on population allocation and a methodology that was provided in written form to each of the cities for review and comment. A meeting was held upon notification in writing of each of the cities. Only representatives of Moses Lake and Ephrata attended. Written comments were received only from the City of Ephrata. The methodology was applied consistently to each UGA, reflected historical and anticipated population growth, and used a conventional land capacity analysis model to size UGAs. Gross vacant land use inventory data provided by each city was used in the analysis. However, not all vacant, buildable land planned for residential use in a UGA will be available for development during the 20-year planning period. Appropriate factors were included to account for reduction in gross area of land due to unsuitable land, roads and rights-of-way, critical or physically limited land, and land needed for public facilities. A reasonable market safety factor of 25% was used to ensure against overly restricting land supply.
- 6.5 The UGAs: are reasonably consistent with the allocation of growth projected; provide adequate lands for commercial and industrial purposes; provide adequate lands for open space and recreational needs; recognize the need to ensure that an adequate mix of affordable housing remain available; recognize existing patterns of land uses and lot sizes; and recognize areas that have adequate existing public facilities and service capabilities to serve such development.
- 6.6 The UGAs promote infilling within corporate limits and the unincorporated portions. In doing so, UGAs promote appropriately higher densities for the more efficient provision of urban-level services and utilities.
- 6.7 The UGAs strike a reasonable balance between:
- protecting the environment,
 - preserving rural areas,
 - accommodating projected growth,
 - recognizing existing patterns of development,
 - promoting efficient service areas for public utilities and services,
 - recognizing natural boundaries,
 - accommodating the desires and policies of the cities and towns, and
 - accommodating the desires of the residents of the affected areas.
- 6.8 The urban residential land use designations specified for the unincorporated areas of the Urban Growth Areas result in an average density of four dwelling units per acre, in accordance with the policies of the Draft Comprehensive Plan.
- 6.9 In some cases, the UGAs shown on the Future Land Use Map included in the Draft Comprehensive Plan were modified to better reflect data provided by the cities following issuance of the Draft Plan for public review. To aid review of the UGAs, larger scale, full size maps of each UGA was prepared reflecting desired modifications and indicating land use designations within the UGA. Maps 4 through 17 showing revised Urban Growth Areas for Coulee City, Electric City, Ephrata, George, Grand Coulee, Hartline, Krupp, Mattawa, Moses Lake, Quincy, Royal City, Soap Lake/Unincorporated Lakeview Park, Warden, and Wilson Creek, were presented at the public hearing on April 14, 1999. Map 3, Future Land Use Map, was also revised to reflect the changed UGAs and presented at the public hearing on April 14, 1999. The revised UGA and Future Land Use Maps (attached hereto as Attachment B) should be incorporated into the Comprehensive Plan.
- 6.10 The public record compiled by the Planning Commission indicates that the vast majority of resident who live within the Lakeview Park area do not want Lakeview Park to be annexed by or included in

the UGA of the City of Soap Lake. The Lakeview Park area is an established, historic community that has public facilities and services capable of serving new development, including public water supply from the Lakeview Water Association and Fire District No. 7. Hence, it would be premature to incorporate the urban portion of Lakeview Park as part of the Soap Lake UGA.

A UGA for the unincorporated area of Lakeview Park should be designated. The boundaries of the unincorporated Urban Growth Area of Lakeview Park should recognize the existing pattern of intense development in the Lakeview Park area and provide for future population growth. Attached as Attachment D is a UGA analysis substantiating the Lakeview Park UGA and revising Soap Lake UGA. Included in Attachment B is a UGA map indicating the boundary and land use designations for the Lakeview Park UGA. The Draft Comprehensive Plan should include provisions for preparation of a comprehensive plan for Lakeview Park as resources allow. The County's plan amendment process should address the issue of whether Lakeview Park should maintain its separate status as an unincorporated UGA, or be incorporated into the Soap Lake UGA.

- 6.11 The public record compiled by the Planning Commission indicates that many residents who live within the Cascade Valley area do not want to be annexed by or included in the UGA of the City of Moses Lake. The Cascade Valley area is characterized by a mix of urban and rural land uses, and has experienced significant land subdivision and residential development at urban and suburban densities in recent years. Past development patterns have resulted in a significant number of urban-level residential developments in the unincorporated area known as Cascade Valley. The urban land use analysis prepared by the City of Moses Lake and confirmed by County staff (included in the Technical Appendices of the Draft Comprehensive Plan) clearly indicate that the available land within Cascade Valley for residential development is needed to accommodate population and employment growth projected for Moses Lake. Public water and sewer services are generally not available in the area, and future service will likely be provided by the City of Moses Lake. In order to ensure that this area will eventually be served cost-effectively by urban-level public services and facilities, the Cascade Valley should be included in the Moses Lake UGA.
- 6.12 The land use designations shown for the unincorporated portion of the Moses Lake UGA are based on review of existing zoning and actual land use, and represent best available data. The public record compiled by the Planning Commission indicates that the City of Moses Lake does not support the land use designations shown. The City submitted proposed revisions to the land use designations, to which written responses have been made in the FEIS. The land use designations shown on the amended UGA map, included as Attachment B, reasonably reflect current zoning and existing land use, and should be adopted.
- 6.13 The most important functions of commercial and industrial lands in Grant County are to provide local employment opportunities and to provide goods and services, especially those that are agricultural resource-based, to Grant County and points beyond. Premature land parcelization, and development of uses which are potentially incompatible with or preclude later industrial development, are detrimental to long-term economic growth. Designation of Industrial Reserve areas adjacent to designated Urban Growth Areas would beneficially limit incompatible land uses in order to preserve opportunities for the future siting of larger industrial uses or concentration of uses. In designating Industrial Reserves, consideration should be given to the following:
- The efficiency with which the proposed Industrial Reserve and be provided with urban services, especially water and sewer service, in the future;

- The impact on the regional transportation system;
- The protection of designated agricultural resource lands;
- The potential of the land to support higher wage employment opportunities in an environmentally sensitive manner;

The intended emphasis of the Industrial Reserve designation is for resource-based, light industrial and related uses, although environmentally-sensitive heavy industrial uses may be considered in select circumstances. All incompatible uses, especially rural residential, should be precluded.

Expansions of Urban Growth Areas to include designated Industrial Reserves may be initiated by cities or Grant County. Grant County should review such proposals for amendment of a UGA in accordance with the requirements of Chapter 2 – Plan Development of the Comprehensive Plan. Grant County should support expansions of UGAs designated to include Industrial Reserve lands if the following circumstances exist to ensure that industrial development as intended can occur:

1. Infrastructure including, but not limited to, roads, public water, and public sewer are available to serve the Industrial Reserve proposed for inclusion in the UGA, or will be made available concurrent to development of the area;
2. The Industrial Reserve designation is replaced with a more specific industrial land use designation and zoning containing requirements and standards;
3. Interlocal agreement(s) are adopted by Grant County and affected jurisdiction(s) that, at a minimum provide guidance to:
 - a. administration of the industrial zoning applied to the area proposed for inclusion in the UGA;
 - b. levels of service expected to be provided by each affected jurisdiction;
 - c. review of development proposals;
 - d. determination of water and sewer extension policies; and
 - e. equitable mitigation of fiscal impacts resulting from the transition of land from county to city jurisdiction.

Grant County should cooperate with cities and the Grant County Economic Development Council in marketing designated Industrial Reserve areas to prospective users.

All land division within an Industrial Reserve prior to inclusion in a UGA shall be subject to a land division review process adopted as unified development regulations implemented following adoption of the Comprehensive Plan. Land divisions shall be subject to a minimum lot size of 40 acres. The Draft Comprehensive Plan recognizes the industrial property east of Road M (east of the City of Moses Lake) as a "Provisional UGA" on the Moses Lake UGA map. As part of its comprehensive planning efforts, Grant County prepared an inventory of industrial lands throughout the County, as provided in Part IV-Technical Appendices of the Draft Comprehensive Plan. The inventory shows

that this area is zoned predominantly light and heavy industrial, and characterized by rural industrial activities, which are predominantly agricultural resource-based.

This inventory was used to prepare the industrial lands analysis for the Moses Lake UGA. The analysis concurred with results of the "Port of Moses Lake, Grant County IUGA Industrial Land Analysis, October 1997," which suggests that a substantial long-term deficit exists in available industrially-zoned land in the vicinity of Moses Lake. There are excellent prospects for continued high rates of industrial growth in the area, especially for food processing and other resource-based industry.

The City of Moses Lake currently provides water and sewer services for these industries. While infrastructure deficiencies pose a potential threat to continued industrial development, the City of Moses Lake is currently planning for improvements to their water supply and wastewater treatment capabilities (Ref. Utility Systems Capacities, Capabilities, Provision of Service and Improvement Financing, Addendum to Moses Lake Urban Growth Area Proposal, City of Moses Lake, December 9, 1998). A proposed industrial wastewater treatment facility at the Port of Moses Lake will also positively impact treatment capacities and enhance industrial development opportunities.

The area was indicated as a "provisional" area of the Moses Lake UGA in recognition of its current rural, resource-based industrial use as well as its potential suitability for future inclusion in the Moses Lake UGA. However, the potential annexation of these lands into the City of Moses Lake and resulting loss of tax revenue poses a significant financial hardship to the County. In particular, the County Road Fund is heavily reliant on tax revenues from this area. Loss of that revenue stream will result in unmet needs for road improvements and/or deterioration of level of service throughout Grant County. Consideration of the fiscal impacts of annexation of this area must include both the cost of maintenance of County roads tributary to the area and heavily used by the natural resource-based industries located there as well as the investment in infrastructure made by the City of Moses Lake to provide water and sewer service to those industries.

That portion of the Wheeler Corridor area indicated as a "Provisional UGA" on the Moses Lake UGA Map should be reserved for resource-based industrial development. All incompatible uses, especially rural residential, should be precluded. The Comprehensive Plan should be revised to incorporate the provisions above for designation of an Industrial Reserve. That portion of the Wheeler Corridor area previously designated as a "Provisional UGA" should be instead designated as an Industrial Reserve. Grant County should support expansion of the Moses Lake UGA to include all or portions of the Industrial Reserve area, provided that the circumstances cited above occur.

- 6.14 Due to an oversight, the Krupp UGA incorrectly indicated the corporate limits. The Krupp UGA map should be modified to correctly delineate corporate limits as shown in the map included in the public record and as recorded by the Grant County Auditor.
- 6.15 The public record compiled by the Planning Commission includes the Grand Coulee UGA as adopted by the City of Grand Coulee. The adopted UGA includes minor changes to the UGA boundary and land use designations from that presented at the public hearing on April 14, 1999. The changes indicated in the UGA adopted by the City are consistent with the land use analysis included in the Draft Comprehensive Plan. The Grand Coulee UGA should be modified to incorporate the boundary and land use designations adopted by the City.

6.16 Due to an oversight, the Mattawa UGA incorrectly indicated the corporate limits. The Mattawa UGA map should be modified to correctly delineate corporate limits as shown in the map included in the public record and as recorded by the Grant County Auditor. The public record compiled by the Planning Commission indicates that the residents of the area around Boulder Lane oppose being included in the Mattawa UGA as shown on the map presented at the public hearing on April 14, 1999. The Town of Mattawa requests that the only property lying west of Highway 243 and North of Road 24 to be included in the UGA is that parcel owned by the Port of Mattawa and the property containing the municipal wastewater treatment facility. The resulting reduction in residential land in the UGA is reasonably consistent with the land use analysis included in the Draft Comprehensive Plan.

6.17 Because no land use inventory data was available for Royal City, no UGA land use analysis was included in the Draft Comprehensive Plan. Following issuance of the Draft Plan for public review, additional meetings were conducted between representatives of Royal City and the County, land use assumptions were agreed upon, and an analysis was prepared. The analysis is summarized as follows:

- a. The amount of residential land included within the UGA should be limited to 200 gross acres.
- b. The average density of residential lands should be 4 dwelling units per acre or greater.
- c. The proposed designation of "Agricultural Residential" should be deleted. Such housing opportunities are more appropriately provided for by the rural land use designations contained in the Comprehensive Plan.
- d. The amount of land proposed to be designated as "Urban Reserve" should be carefully reviewed. The amount proposed appears to be excessive to accommodate the projected growth of the City.
- e. The lands to the east of the corporate limits extending to the Royal City Golf Course should be removed from the UGA.
- f. The City may wish to designate additional lands north of Highway 26 and south of existing corporate limits as "Commercial."
- g. If the industrial lands to the south and east of the City are included within the UGA, the City and County should jointly negotiate an interlocal agreement regarding annexation of those lands. Among other things, the annexation agreement should include provisions for sharing of revenues generated from property taxes of resource-based industries within the area.

The public record compiled by the Planning Commission includes a revised UGA boundary proposed by the City. The proposed UGA boundary adequately reflects the UGA analysis summarized above and attached hereto as Attachment E, except for the industrial lands to the south and east of the City. Said industrial lands should be designated as "Industrial Reserve," as defined in Paragraph 6.13, above, outside of the UGA, as shown on the revised UGA Map. Attachment E and the revised UGA map should be incorporated into the Comprehensive Plan.

Section 7 – Rural Lands

7.1 It is the intent of the Planning Commission to have the rural area of the county reflect the existing

historic character in the County, provide a variety of densities and locales, and enhance the rural lifestyle in the County. Toward that end, the Draft Comprehensive Plan provided a variety of rural land use designations having varying residential densities, including:

- Rural Residential with potential densities as high as 1 dwelling unit (DU) per 5 acres;
- Rural Remote with potential densities as high as 1 DU per 10 acres;
- Rural Transition with potential densities as high as 1 DU per 5 acres; and
- Agricultural Transition with potential densities as high as 1 DU per 20 acres.

Further toward that end, the Draft Comprehensive Plan designated Rural Areas of More Intense Development (RAIDs), including Rural Communities, Rural Village, Shoreline Development, Recreational Development, and Agricultural Service Centers to reflect and promote the variety of historical development patterns found in the County. The residential densities specified in the Comprehensive Plan adequately reflect historical development patterns. The RAIDs that are identified on the Draft Comprehensive Plan Future Land Use Map are based on a logical outer boundary analysis. The relevant boundaries on the Future Land Use Map were drawn to reflect the current extent and type of development within traditional community centers within unincorporated Grant County. The RAIDs that are included within this Draft Comprehensive Plan are limited to the existing unincorporated residential and commercial centers, and therefore should not adversely affect the rural character of the land.

- 7.2 The public record compiled by the Planning Commission includes several comments regarding the amount of land designated for residential development in rural areas in comparison to the projected population growth for rural lands. The Comprehensive Plan projects that a total of 371 new dwelling units will be required during the 20-year planning period, and designates land for residential development with capacity to provide 16,127 dwelling units. A total of 316,796 acres are designated for rural residential development, which represents about 17% of the total area of the County.

The land designated for rural residential development exceeds that projected to be required by a factor of more than 40 times. However, it must be recognized that availability of potable water is anticipated to significantly diminish the amount of designated residential land that can be developed. It is not possible to quantify the effect of water availability on rural residential development at this time. Once water availability is better quantified and groundwater withdrawal regulations are clarified, a better understanding of the impact can be gained.

The Court of Appeals, Div. 2, recently decided a case interpreting the provisions of the GMA related to the use of population projections for sizing UGAs and rural residential designations. In Clark County Natural Resource Council v. Clark County Citizens United, Inc., No. 22164-1-II, overturned a previous Growth Management Hearings Board (GMHB) decision. The GMHB had ruled that population projections and allocations are not solely for use in urban areas, and that the population projections for urban areas plus the population projections for non-urban (rural) areas must total the population projection for the entire county. The Court of Appeals confirmed that the GMA requires counties to use population projections when designating UGAs, citing RCW 36.70A.110. In regards to land rural lands outside of UGAs, however, the Court found that nothing in the GMA provides that a county must use population projections as a cap or ceiling when planning for rural growth. This decision affirmed the Clark County Superior Court's decision that the GMHB does not have the authority to order a county to use population projections as a "fixed cap" on non-urban growth or to justify extremely large rural densities as a way of controlling rural growth.

To balance projected growth with land designated for rural development, one of two things must happen: (1) either rural residential densities would have to be drastically increased (to approximately 1 dwelling unit per 850 acres), or (2) the amount of land designated for rural residential development drastically decreased. Either approach would create serious hardship on the private property rights of citizens.

Instead, it is the intention of the Grant County Planning Commission to promote a variety of rural residential densities and broad choice of location for rural residential development, while ensuring: (1) that our rural areas do not become further characterized by urban growth, (2) that natural resource lands are preserved and protected, and (3) that development in rural areas is consistent with rural character.

The protection of natural resource lands of long-term commercial significance is a very high priority for Grant County. Limiting the supply of rural residential lots may increase the conversion of resource lands to residential use. The Planning Commission finds that providing an excess of land for rural residential development would help protect resource lands.

Notwithstanding the above, the Planning Commission finds that the imbalance between rural residential dwelling units needed during the planning period and those potentially provided by the land use designations specified in the Draft Comprehensive Plan can be decreased through thoughtful revisions to the Future Land Use Map. The Planning Commission recommends the following revisions to the Future Land Use Map and land use designations:

1. Along Columbia River – Rural Residential to Rural Remote:

The public record compiled by the Planning Commission includes comments questioning the appropriateness of the designation of the area along the Columbia River as “Rural Residential” due to their remoteness, lack of existing development, importance as a potential cultural resource, and aesthetic value. The Planning Commission concurs and recommends redesignation of much of this area to “Rural Remote.”

2. West of Moses Lake – Rural Remote to Rural Residential 1:

Based on the proximity to Lake Moses and potential for rural residential development, the following land should be redesignated from “Rural Remote” to “Rural Residential 1”:

- Sections 16, 21, 28, 33 and 34, Township 20 North, Range 27 East; and
- Sections 3, 4, 10 and the east one-half of Section 9, Township 19 North, Range 27 East.

3. North of Highway 17 between Ephrata and Moses Lake – Rural Residential to Rural Remote:

Based on lack of existing development and limited development potential, the following land should be redesignated from “Rural Residential” to “Rural Remote”:

- Sections 10, the south one-half of Section 3, the north one-half of Section 4, and the southeast one-quarter of Section 4, Township 20 North, Range 27 East; and
- Sections 15, 16, 21, 22, 27, 28, 33, and 34, Township 21 North, Range 27 East.

4. South of Highway 17 between Ephrata and Moses Lake – Rural Residential to Rural Remote:

Based on lack of existing development and limited development potential, the following land should be redesignated from "Rural Residential" to "Rural Remote":

- Section 6, Township 20 North, Range 27 East; and
- Sections 1, 2, and the north one-half of Section 11, Township 20 North, Range 26 East.

5. South of Ancient Lakes – Rural Residential to Rural Remote:

Based on lack of existing development, limited development potential, and proximity to cultural and historic area, the land immediately south of the Ancient Lakes Open Space area should be redesignated from "Rural Residential" to "Rural Remote".

6. South Slope of Beezely Hills – Dryland Agriculture to Rural Residential 2:

Based on the lack of availability of irrigation water, relatively poor soil conditions, presence of existing small parcels and residential development, that portion of the following land that lies north of Irrigation Block 73 of the Columbia Basin Project should be redesignated from "Rural Residential" to "Rural Residential 2":

- Sections 25, 26, 35 and 36, Township 21 North, Range 23 East;
- Sections 25, 26, 27, 28, 29, 30, 31, 32, 33, 34, 35 and 36, Township 21 North, Range 24 East; and
- Sections 25, 26, 27, 28, 29, 30, 31, 32, 33, 34, 35 and 36, Township 21 North, Range 25 East.

7. Existing Vacant Parcels Zoned R-1, R-2, S-1 and S-2 and outside of boundaries of UGAs and RAIDs – to Rural Residential 2:

Based on the limited impacts to resource lands of long-term commercial significance and the environment and based on the Planning Commission's desire to adequately consider the property rights and investments of individuals in land currently zoned as R-1, R-2, S-2 and S-2, such lands shall be designated as "Rural Residential 2."

The revisions cited above are reflected on the revised Future Land Use Map, included as Attachment B.

The Planning Commission recommends that the land use designations in the Draft Plan be revised as follows:

1. "Rural Residential" shall be renamed to "Rural Residential 1";
2. Add a designation of "Rural Residential 2" with a similar definition as that of "Rural Residential 1," but having potential densities as high as 1 dwelling unit (DU) per 2½ acres;
3. Due to the high cost of providing County services to remote areas, revise the allowable, maximum residential density in lands designated as "Rural Remote" to 1 dwelling unit per 20 acres;
4. "Rural Transitional" shall be renamed "Urban Reserve";
5. Add a designation of "Industrial Reserve" with no allowance for residential development.

Based on those revisions described above, as indicated on the revised Future Land Use Map, a total of 240,872 acres are designated for rural residential development, which represents about 13% of the total area of the County. The rural land designated for residential development provides capacity of about 7,472 new dwelling units during the 20-year planning period.

The rural land use goals and policies will protect the existing rural character of the land in Grant County. Urban sprawl will be minimized. Retention of resource lands and natural resource based economic activities will be encouraged. Outdoor recreation and other activities requiring open space will be promoted. Fish and wildlife and other sensitive habitats will not be adversely impacted by the additional rural development that is contemplated by this Draft Comprehensive Plan.

- 7.3 Allowing newly-created lots to be "clustered" will provide needed flexibility in rural areas, and will enhance housing affordability. Nevertheless, the average size of newly created lots in rural areas must meet the density limitations that have been set for the particular area in question. The record does not contain sufficient information to justify density credits or bonuses at this time. The County may wish to consider a clustering program for residential development in Designated Agricultural Lands. Policy RU-2.4 should be revised as follows:

"RU-2.4: The County may develop and consider a clustering program for residential development in Rural Lands using density incentives, transfer of development rights, planned unit developments, and long platting procedures. The County may include consideration of the following:

- Appropriate buffer widths from property boundaries, existing and potential resource uses, other residential development, rights-of-way, and other factors;
- Design to preserve environmentally sensitive areas and to harmonize with topography and landscape features;
- Design to preserve in place and protect significant historic, archaeological and traditional cultural resources;
- Design to maintain or enhance predominant rural character, scenic views, and open space corridors;
- Need, feasibility and cost of public service delivery to the cluster development;
- Maximum number of residential units to be accommodated in individual clusters;
- Potential use of density bonuses as an incentive to encourage cluster development; and
- Minimum site size."

- 7.4 The Draft Comprehensive Plan recognizes the current commercial and industrial uses that exist in rural areas of the County. These uses in general do not conflict with the rural character of the land, and are limited in size and scope. In general, existing commercial and industrial zones outside UGAs will retain commercial and industrial zoning under development regulations implementing this Draft Comprehensive Plan.

7.5 The Draft Comprehensive Plan does not adequately recognize the potential for economic development associated with commercial uses associated with Interstate 90. The Planning Commission supports the designation of areas outside of urban growth areas suitable for highway-oriented commercial uses to serve the needs of the travelling public. require large acreage sites that have a high degree of visibility from I-90, and that do not conflict with the rural character of the land and are limited in size and scope so as not to significantly diminish commercial agricultural production.

Such "Freeway Commercial" areas should be limited to those I-90 interchanges outside of UGAs. No specific sites have been designated in the Comprehensive Plan. The Planning Commission recommends that approval criteria be developed by which potential sites could be evaluated during future amendments of the Comprehensive Plan. Approval criteria should include, but should not be limited to:

- The size and scale should be appropriate for the intended use and the surrounding area;
- The intended use should not require the extension of urban governmental services. If particular urban services are necessary, conditions to ensure that urban growth will not occur in adjacent lands.
- Off-site and on-site impacts to roads, other public facilities, and the natural environment shall be mitigated at the time of development; and
- Sites shall be subject to design and development standards relating to landscaping, buffers, setbacks, access and design review. Such standards may govern permitted uses regarding their impacts on resource lands, drainage, critical areas, traffic generation, visual impact, noise and other relevant criteria.

The County should establish a process whereby landowners may request parcels to be designated as "Freeway Commercial." Landowner shall submit data to substantiate the designation of the proposed site, including, but not limited to, the following:

- Traffic impact analysis and mitigation plan;
- Site topographic map;
- Site access plan;
- Site drainage plan; and
- Parcel identification data.

Data submitted together with other data compiled by the County should be evaluated based on the assessment criteria described above. Sites meeting the criteria should be considered for designation as "Freeway Commercial" in the next Plan amendment."

- 7.6 Allowing home-based occupations in rural areas, via a conditional use process, that will produce wholesale goods without a retail operation will not adversely impact the character of the rural areas.
- 7.7 The Draft Comprehensive Plan contains provisions for master planned resorts under RCW 36.70A.360, fully contained communities under RCW 36.70A.350, and major industrial developments under RCW 36.70A.367. Inclusion of these GMA options recognizes that there may be a potential for these types of development in Grant County.
- 7.8 No fully contained communities are designated in the Draft Comprehensive Plan.

7.9 No master planned resorts are designated in the Draft Comprehensive Plan. However, consistent with written comment received from the Washington State Parks and Recreation Commission, Sun Lakes State Park should be designated as a Master Planned Resort consistent with the Master Plan for that facility adopted by the Washington State Parks and Recreation Commission.

7.10 Under RCW 36.70A.367, Grant County is authorized to designate two major industrial developments as master planned locations for manufacturing or industrial businesses that:

- Requires a parcel of land so large that no suitable parcels are available within an urban growth area; or
- Is a natural resource-based industry requiring a location near agricultural land upon which it is dependent; or
- Requires a location with characteristics such as proximity to transportation facilities or related industries such that there is no suitable location in an urban growth area.

Designation of major industrial developments will allow Grant County to enhance attraction of new industrial businesses by providing a land base of suitable industrial sites in advance of specific proposals to locate a business in Grant County. Approval criteria for major industrial developments are included in the Draft Comprehensive Plan.

No major industrial developments have been designated in the Comprehensive Plan. The Planning Commission recommends that an advisory committee be formed, to include representatives of the Ports, interested cities, economic development agencies, the County, the Planning Commission and other interested parties, to identify and evaluate potential locations and recommend two areas to be designated. Selected major industrial developments can then be designated as a Plan amendment prior to December 31, 1999.

Final approval of inclusion of a master planned location for major industrial development is considered an adopted amendment to the Comprehensive Plan. Inclusion or exclusion of master planned locations may be considered at any time prior to December 31, 1999, and is not subject to the requirements of RCW 36.70A.130(2) regarding annual amendments.

7.11 The public record compiled by the Planning Commission indicates that many residents who live within the Greenfield Estates area outside of the Ephrata UGA oppose a land use designation of "Rural Transition" and prefer a designation of "Rural Residential." Both designations carry the same residential development density of 1 dwelling unit per 5 acres. While the Planning Commission believes that this area would benefit from joint planning with the City of Ephrata, given its proximity to the UGA and the present availability of urban services such as sewer and water service, it finds that the area is more typical of rural neighborhoods designated as Rural Residential, than areas designated as Rural Transition. Designating the Greenfield Estates area as Rural Residential recognizes the current land use characteristics and rural infrastructure of the area. The Comprehensive Plan land use designation for this area will be changed to Rural Residential.

7.12 The public record compiled by the Planning Commission indicates that the map of Sunland Estates Shoreline Development should be modified to include an additional area of existing development which was considered in the land capacity analysis, but inadvertently omitted from the map. The following area should be added:

“That portion of the Northwest Quarter of the Southwest Quarter of Section 12, Township 18 North, Range 22 East, W.M., Grant County, Washington.”

- 7.13 The rural character of Grant County should be defined in accordance with the terms of the GMA. The text of page 5RU-3 regarding “Rural Character of Grant County” should be modified by deleting the first sentence in its entirety and replacing with the following:

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

- (a) in which open space, the natural landscape, and vegetation predominate over the built environment;
 - (b) that foster traditional rural lifestyles, rural-based economies, and opportunities to both live and work in rural areas;
 - (c) that provide visual landscapes that are traditionally found in rural areas and communities;
 - (d) that are compatible with the use of the land by wildlife and for fish and wildlife habitat;
 - (e) that reduce the inappropriate conversion of undeveloped land into sprawling, low-density development;
 - (f) that generally do not require the extension of urban governmental services; and
 - (g) that are consistent with the protection of natural surface water flows and ground water and surface water recharge and discharge areas.
- 7.14 The public record compiled by the Planning Commission indicates that the goals and policies of the Rural Lands Sub-element may not provide adequate protection of water quality of water bodies adjacent to areas designated as “Shoreline Development.” The Planning Commission recommends the following policy be added:
- “RU-1.10: Residential development in areas designated as Shoreline Development should be conducted so as to protect water quality of adjacent water bodies. Development standards, including performance requirements and mitigation measures, should be implemented to minimize impacts to water quality from individual, on-site wastewater treatment and disposal.”

Section 8 – Resource Lands

- 8.1 The economic health and stability of Grant County have long been dependent on the products of agricultural resource areas. Protection of natural resource lands of long-term commercial significance is a very high priority for Grant County. Designated resource lands (and in particular Agricultural Land of Long-Term Commercial Significance) constitute an overwhelming percentage (approximately 67%) of the land within Grant County.
- 8.2 The Comprehensive Plan includes criteria for classifying agricultural lands as dryland, rangeland or irrigated agricultural land. Criteria are based on property use, proximity to intensive land use or urban services, size of non-contiguous parcels, and whether it is irrigated or irrigable. Property use is based on property tax classification under Chapter 84.34 RCW, actual land use, soil characteristics, and adjacency to similarly classified land. Proximity to intensive land use or urban services is based on distance from a UGA, Rural Village, or sanitary sewer line. Size is based on a minimum of 640 acres for parcels not contiguous to parcels meeting other criteria. Irrigated or irrigable land is based on lands currently served or having the potential to be served by the Columbia Basin Project, Black Sands Irrigation District, or currently served by private irrigation system or groundwater well.

The public record compiled by the Planning Commission indicates that some citizens believe that the classification criteria based on proximity to intensive land use or urban services results, in some cases, in omission of prime agricultural land from designation as agricultural land of long-term commercial significance. The Planning Commission concurs and finds that said criteria should be deleted. Lands lying within 1 mile of any UGA, Rural Village or a sanitary sewer line shall be redesignated in accordance with the remaining agricultural classification criteria and other criteria of the Draft Plan, as shown on amended Map 3 – Future Land Use, included as Attachment B.

The Planning Commission finds that the:

1. classification criteria included in the Comprehensive Plan are based on the best, relevant scientific data; and
2. Future Land Use Map represents application of those criteria with reasonable accuracy.

The Planning Commission recognizes that the Agricultural designation shown on the Draft Comprehensive Plan Future Land Use Map includes more land than is currently being used for commercial agricultural production. It is intended to preserve and protect those lands that may be used for agricultural purposes in the future should irrigation water become available through greater allocation or through enhancements in water-spreading technology. The Planning Commission recognizes that the potential of increased water allocation in today's environment is uncertain at best. Yet, we are certain that the demand for agricultural products will continue to increase, and the world will continue to value the production from Grant County. Development pressure within and adjacent to these resource lands is not intense. The opportunities for rural residential development provided under the Comprehensive Plan is more than adequate to accommodate projected growth during the 20-year planning period.

Therefore, the Planning Commission recommends that lands meeting the classification criteria as represented on the Future Land Use Map be designated as agricultural resource lands of long-term commercial significance under RCW 36.70A.060 and RCW 36.70A.170.

Notwithstanding the above, the public record compiled by the Planning Commission includes several requests for review of specific properties believed to be incorrectly designated as an Agricultural Land of Long-Term Commercial Significance in the Comprehensive Plan. The Planning Commission recommends that staff evaluate those requests prior to the public hearing conducted by the Grant County Board of Commissioners regarding adoption of the Comprehensive Plan and make appropriate revisions to designations, if any.

- 8.3 Mineral Lands of Long-Term Commercial Significance have been classified as those lands covered under a valid DNR surface mining permit, except those located within a UGA or a RAID. These lands are not depicted on the Future Land Use Map at this time. The Planning Commission finds that the designation is reasonable. However, there may be additional areas that have not yet been identified or permitted by the DNR and which have not been designated as having long-term commercial significance. The Planning Commission recommends that: (1) the County develop a Mineral Lands Map and Database to identify any additional mineral resources of the County, (2) that a Mineral Resource Task Force be convened to identify and evaluate potential mineral sites, (3) that a process be developed whereby landowners may nominate and the County evaluate parcels for designation, and (4) that amendments be made to the Comprehensive Plan as appropriate.

Policies RE-7.2 and RE-7.3 should be modified to reflect the above findings, as follows:

“RE-7.2: This Plan initially recognizes those sites holding valid surface mining permits from the Washington State Department of Natural Resources as Designated Mineral Lands. Additional sites may be designated in future amendments to this Plan based on a county-wide inventory.

Action: The County should develop an “Mineral Lands Map and Database” to gather relevant information on agricultural lands into one location and format. The map should show the locations of all Designated Mineral Lands and relate to a database of DNR permits and the Grant County Assessor database.

RE-7.3: Designate sufficient mineral lands to ensure a fifty year supply of aggregates, sands, gravels and rock based on appropriate criteria, including:

- Quality of the resource;
- Volume of resource;
- Topographic characteristics of the site;
- Compatibility with land use patterns in the area; and
- Proximity to urban and rural development and markets

Action: The County should establish a Mineral Resource Task Force comprised of citizens, mining industry representatives, Wanapum Band, state agency, Grant County PUD, city and County representatives to develop inventories of commercially viable sites. Evaluate mineral resource inventories to determine adequacy for short- and long-term needs.

Action: The County should establish a process whereby landowners may request parcels to be designated as Mineral Lands of Long-term Commercial Significance. Landowner shall submit data to substantiate the commercial significance of the proposed site, including, but not limited to, the following:

- Geological report detailing quantity and quality of resource;
- Site topographic map;
- Parcel identification data.

Data submitted together with other data compiled by the County should be evaluated based on the assessment criteria contained in this Plan. Sites should be further evaluated for compliance with Goal RE-10 of this Plan. Sites meeting the criteria should be considered for designation as Mineral Lands of Long-term Commercial Significance in the next Plan amendment.”

The public record compiled by the Planning Commission includes several requests for consideration of specific properties for designation as a Mineral Land of Long-Term Commercial Significance in the initial adoption of the Comprehensive Plan. The Planning Commission recommends that staff evaluate those requests prior to the public hearing conducted by the Grant County Board of Commissioners regarding adoption of the Comprehensive Plan and make appropriate revisions to designations, if any.

- 8.4 Grant County Ordinance No. 93-49-CC, Resource Lands and Critical Areas, and the corresponding language in this Draft Comprehensive Plan, will foster a regulatory structure that will maintain and enhance natural resource-based industries, including productive agricultural and mining industries.

Continued implementation of Ordinance No. 93-49-CC will encourage the conservation of productive resource lands and discourage incompatible uses. The assessment criteria included in the Comprehensive Plan should be used to evaluate resource lands when required under Ordinance No. 93-49-CC.

- 8.5 The goals and policies of the Resource Lands Element of the Comprehensive Plan provide for reasonable, limited use of agricultural and mineral resource lands for residential development that are compatible with the long-term production of agricultural and mineral products. The density restrictions and protective measures for Designated Agricultural and Mineral Lands of Long-Term Commercial Significance ensure that the integrity of resource lands will not be compromised and that natural resource based economic activities will not be unreasonably burdened.
- 8.6 Allowing newly-created lots to be "clustered" in designated resource lands may minimize the amount of productive agricultural land used for residential purposes. Nevertheless, the average size of newly created lots in resource areas must meet the density limitations that have been set for the particular area in question. The record does not contain sufficient information to justify density credits or bonuses at this time. The County may wish to consider a clustering program for residential development in Designated Agricultural Lands. Policy RE-5.2 should be revised as follows:
- "RE-5.2: The County may develop and consider a clustering program for residential development in Designated Agricultural Lands. The County may include consideration of the following:
- Appropriate buffer widths from property boundaries, existing and potential resource uses, other residential development, rights-of-way, and other factors;
 - Design to preserve environmentally sensitive areas and to harmonize with topography and landscape features;
 - Design to preserve in place and protect significant historic, archaeological and traditional cultural resources;
 - Design to maintain or enhance predominant rural character, scenic views, and open space corridors;
 - Need, feasibility and cost of public service delivery to the cluster development;
 - Maximum number of residential units to be accommodated in individual clusters;
 - Potential use of density bonuses as an incentive to encourage cluster development; and
 - Minimum site size."
- 8.7 Based on the rural land use designation revision on the south slope of Beezely Hills as noted above in paragraph 7.2, revise the classification criteria for Irrigated Agricultural Land as follows:
1. In Criteria 3. b), delete the reference to Block 731.
- 8.8 The public record compiled by the Planning Commission indicates that some citizens and state agencies believe that the broad inclusion of mineral extraction in the land use designation definition

for "Rural Remote" requires further clarification and consideration of the potential impacts to the environment. The Planning Commission recommends that mineral extraction activities comply with the requirements of the County's Resource Lands and Critical Areas Ordinance.

Section 9 – Economic Development

- 9.1 The implementation of this Draft Comprehensive Plan will foster economic development by maintaining viable agricultural and other industries.

Section 10 – Housing

- 10.1 To comply with the GMA goal of encouraging the availability of affordable housing to all economic segments, County staff conducted a detailed study of current and projected housing needs and supply. The study included projections of housing needs for the UGAs as well as rural lands. Staff considered detailed demographic data, including population by age and gender, household size, special needs groups, income and employment levels, occupancy by owners and renters, existing and projected housing types, vacancy rates, housing costs, amount of vacant land, and the relationship of housing to other Plan elements in determining the existing and projected need for housing at all economic levels. The housing analysis shows a projected need of 11,121 houses throughout the County and land available to accommodate more than 33,000 housing units. Land use designations included in the Draft Comprehensive Plan provide adequate quantities of land to meet housing needs beyond the 20-year planning period.
- 10.2 The study also evaluated the affordability of housing based on an affordability index. The index compares an area's median family income against the income needed to qualify for a mortgage on a median priced existing home, after a 20 percent down payment. The analysis indicates that, with some exceptions, Grant County housing is well within the affordability range for buyers.
- 10.3 Special housing needs, including elderly care facilities, low income housing, and farmworker housing, were also evaluated. The lack of suitable, affordable housing for farmworkers was identified as a significant housing need. The Draft Comprehensive Plan includes goals and policies intended to address this need over the 20-year planning period.
- 10.4 The Draft Comprehensive Plan recognizes the importance of maintaining affordable housing and encourages a full range of housing options within the urban areas.
- 10.5 The public record compiled by the Planning Commission indicates that Policy H-3.1 may not comply with the Fair Housing Act and the GMA, which requires that group care facilities housing persons with disabilities be treated similarly to other residential family homes. The Planning Commission recommends that Policy H-3.1 be revised as follows:

"Encourage residential care facilities and other group homes serving special needs populations."

Section 11 – Transportation

- 11.1 The Quad County Regional Transportation Planning Organization (RTPO), which includes Grant County and several of the cities within Grant County as members, is a regional transportation planning organization constituted under RCW 47.80. In June 1994, the Quad County RTPO adopted

the QuadCo Regional Transportation Plan. The transportation element of the Draft Comprehensive Plan is consistent with the QuadCo Regional Transportation Plan.

- 11.2 The traffic forecasts contained in the transportation element of this Draft Comprehensive Plan were developed by adapting the QuadCo traffic analysis zone model to conditions specific to Grant County. The model was evaluated using land use, population, and employment data for Grant County based on projections contained in the Draft Comprehensive Plan.
- 11.3 The traffic modeling indicates that the levels of service, traffic forecasts, land use assumptions, and other data upon which the Draft Comprehensive Plan is based are reasonable and consistent with the GMA.
- 11.4 The state highway and County road system within Grant County will remain the primary means of transportation due to the rural character of the County and the dispersed nature of the population. Even with the population growth anticipated within the next twenty years and reliance on single-occupancy vehicles, the highway system is capable of handling the projected increase in vehicular traffic. All segments of State Routes and major County roads are projected to fall into the Level of Service Category A, i.e., primarily free-flowing traffic operations at average travel speeds.
- 11.5 The transportation element expressly encourages transportation means other than single-occupancy vehicles, such as public transit, bicycles, carpools, vanpools, and walking.
- 11.6 Aviation is of great significance in Grant County. Many of the airports lie within an Urban Growth Area; many lie within corporate limits. Potential land use conflicts between residential development and airport runway approach and departure protection zones should be minimized. The cities and Grant County should incorporate review and approval procedures, development standards, and notification requirements for residential development into their respective land development ordinances.
- 11.7 The transportation improvements included in the transportation element of the Draft Comprehensive Plan are realistic given probable sources of funding. The transportation element includes a finance plan for proposed improvements, and includes a provision to maintain a "working reserve" in the County Road Fund for emergencies or unanticipated safety upgrades.
- 11.8 The transportation element also includes funding shortfall provisions. If the County is faced with transportation funding shortfalls, any combination of the following strategies will be used to balance revenues and public facility needs:
- Increase revenues through use of bonds, new or increased user fees or rates, new or increased taxes, regional cost sharing, or voluntary developer funds.
 - Decrease level of service standards if consistent with Growth Management Act Goals.
 - Reprioritize projects to focus on those related to concurrency.
 - Decrease the cost of the facility by changing project scope, or finding less expensive alternatives.
 - Decrease the demand for the public service. This could involve instituting measures to slow or direct population growth or development, for example, developing only in areas served by facilities with available capacity until funding is available for other areas, or by changing proje

timing and phasing.

- Revise the comprehensive plan's land use and rural areas element to change types or intensities of land use as needed to match the amount of transportation facilities that can be provided.
- 11.9 Policy T-3.4 represents an inequitable sharing of the cost of service to an annexed area. Policy T-3.4 should be modified to read as follows:

“Upon annexation of an unincorporated area within Urban Growth Area boundaries, the County and City should consider the fiscal impacts of providing service, including the value of investments in infrastructure made.”

- 11.10 The fiscal impact of transportation maintenance services can be significant, especially in remote rural areas. The GMA requires that the costs of transportation associated with new developments be within the County’s funding capacity. Residents who choose to reside in remote areas of the County should anticipate that available transportation funding may not allow full road maintenance services at all times. The following policy should be added:

“Policy T-7.6: The County may wish to consider the fiscal impacts of road maintenance services, especially snow removal and sanding, through the adoption of service routes prioritized using land use density as a consideration.”

Section 12 – Capital Facilities

- 12.1 The Draft Comprehensive Plan will provide the necessary public facilities and services to support Grant County's expected level of growth while maintaining reasonable levels of service.
- 12.2 The proposed improvements contained in the capital facilities plan included in the capital facilities element of the Draft Comprehensive Plan are realistic given probable sources of funding.
- 12.3 The capital facilities element also includes funding shortfall provisions. To ensure that resources are available to provide the needed facilities, the capital facilities plan will be reviewed on an annual basis by the County. If the County is faced with funding shortfalls various strategies to meet funding needs may be used. These include, but are not limited to, prioritizing projects focusing on concurrency, increasing revenues through use of bonds or user fees, decreasing facility costs by changing the project scope, or revising the comprehensive plan’s land use element or adopted levels of service.
- 12.4 The year in which a project is carried out, or the exact amounts of expenditures by year for individual capital facility improvements may vary from that stated in the capital improvement plan due to:
- unanticipated revenues or revenues that become available to the County with conditions about when they may be used; or
 - new development that occurs in an earlier or later year than had been anticipated.

Specific debt financing proposals may vary from that shown in the comprehensive plan due to changes in interest rates, other terms of financing, or other conditions which make the proposals in the plan not advantageous financially.

- 12.5 The increased development activity in the incorporated cities and Rural Areas of More Intense Development (RAIDs) should improve response times for emergency responders.
- 12.6 The level of projected development in the County is not large enough to justify the imposition of impact fees at this time. No public entities have indicated that they cannot adequately respond to the anticipated growth.
- 12.7 To the extent permissible by law, special purpose districts providing public services or facilities should conduct at least a basic level of capital facilities planning consistent with the Draft Comprehensive Plan.

Section 13 – Utilities

- 13.1 With the exception of solid waste transfer and disposal, the County does not own or operate any utilities. The Draft Comprehensive Plan will provide the necessary solid waste facilities and services to support Grant County's expected level of growth while maintaining reasonable levels of service.
- 13.2 Both municipal solid waste disposal facilities located in the County face future level of service deficiencies unless the disposal facilities are expanded or alternate disposal management techniques are developed.
- 13.3 If this Draft Comprehensive Plan is implemented, more growth will be directed to the incorporated cities and Rural Areas of More Intense Development (RAIDs); this concentration of development will make the extension of community sewer and water systems throughout the UGAs and RAIDs more feasible economically.

Section 14 – Essential Public Facilities

- 14.1 The public record compiled by the Planning Commission indicates that a juvenile facility located in Ephrata, Washington should be designated as an "essential public facility." The Planning Commission recommends that the Sunrise Group Home be designated as a Type III Essential Facility.
- 14.2 On page 11-1, there is a misstatement of the requirements of the GMA regarding essential public facilities. The Planning Commission recommends that the last "bullet" be revised to read:
 - May not preclude siting essential public facilities in their jurisdiction.

Section 15 – Natural Setting

- 15.1 The public record compiled by the Planning Commission indicates that some citizens and state agencies believe that the policies included in the Natural Setting Element of the Comprehensive Plan do not provide definitive direction or certainty to landowners, developers, and state agencies involved in such issues. The public record indicates that statements using the term "should" should be revised to use the term "shall" or "will". The Planning Commission concurs and recommends that the goals and policies of Chapter 13 – Natural Setting Element be amended to reflect such.
- 15.2 The GMA goal of "historic preservation" was inadvertently omitted from the Draft Comprehensive Plan. The Planning Commission recommends that this GMA goal be added at the appropriate

locations in Chapter 1—Introduction and Chapter 4—Policy Plan. To comply with this goal, the Plan should include additional text, goals and policies, as included in Attachment F. In addition, revisions should be made to goals and policies contained in the Plan to consider cultural, historical and archaeological issues, as defined in the FEIS.

- 15.3 The public record compiled by the Planning Commission indicates that some citizens and state agencies believe that the policies regarding wetlands included in the Natural Setting Element of the Comprehensive Plan are unclear. The Planning Commission recommends revisions to Goal NS-1 and its policies as presented in Attachment G.
- 15.4 The public record compiled by the Planning Commission indicates that some citizens and state agencies believe that the text regarding wetlands included in the Natural Setting Element of the Comprehensive Plan incorrectly identified as “exempt” from Grant County Resource Lands and Critical Areas Ordinance No. 93-49-CC those wetlands created after 1952 as a result of the Columbia Basin Project. Wetlands should be defined as stated in the GMA, and should exclude only those artificial wetlands intentionally created from non-wetland sites. The Planning Commission recommends that the first full paragraph of page 13-12 of the Comprehensive Plan be revised to read:

“In Grant County, the term “wetlands” pertains to both naturally and artificially created wetlands except those 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. In accordance with the above and—the requirements of the Resource Lands and Critical Areas Development Ordinance , the following activities are exempt:

- Operation, maintenance, and construction of Columbia Basin Project-related facilities by the U.S. Bureau of Reclamation as they pertain to the unintentional creation of wetland sites, namely those unintentional wetlands created after 1952 as a result of the Columbia Basin Irrigation Project;
- Ongoing and existing farming and ranching activities such as grazing, plowing, seeding, cultivating, harvesting for the production of food, or upland soil and water conservation practices;
- Maintenance of farm or stock ponds, irrigation ditches, drainage ditches, and farm roads in accordance with best management practices to assure that wetlands and/or their buffers are not adversely impacted;
- Maintenance, repair, operation or minor improvement of existing public streets, highways, or roads within the right-of-way; and
- Maintenance, repair, or operation of existing public utilities and noxious weed control.”

The Planning Commission recommends that the second full paragraph of page 13-12 beginning “Because the vast majority...” be deleted in its entirety.

- 15.5 The public record compiled by the Planning Commission indicates that some citizens and state agencies believe that the goals and policies of the Natural Setting Element do not provide adequate

protection of fish and wildlife habitat. The Planning Commission recommends that the policies of Goal 4 be revised as follows:

“NS-4.3: One hundred year floodplains should be protected by locating roads and structures above the one hundred year level. Where filling is allowed, development shall be required to mitigate for existing flood storage capacity and fish and wildlife habitat lost to filling.

NS-4.7: The County may consider adoption of a drainage ordinance that directs land development activities to make provisions for control of surface water discharge impacts to human health and safety and habitat.”

The Planning Commission also recommends that Goal 5 be revised as follows:

“Goal NS-6: Fish and wildlife habitat areas should be protected as an important natural resource, particularly in regard to their functions and economic, aesthetic and quality of life values.”

15.6 The public record compiled by the Planning Commission indicates that some citizens and state agencies believe that the dangers of wildfire hazards should be addressed in the Comprehensive Plan. The Planning Commission recommends that additional text, goals and policies be included in Chapter 13—Natural Setting Element as stated in Attachment H.

Attachment A
Grant County Draft Comprehensive Plan/Draft EIS
List of Public Record

<i>No.</i>	<i>Item</i>	<i>Subject</i>	<i>Date</i>	<i>Submitted By</i>	<i>Representing</i>
1	Testimony and exhibits	Moses Lake UGA	4/21/99	Joe Gavinski	City of Moses Lake
2	Letter and exhibits	Property inclusion in Moses Lake UGA	4/05/99	James Moilanen	Zaser & Langston, Inc.
3	Letter	Rural Transition designation	4/20/99	Sandra Allen	John and Sandra Allen
4	Letter	Rural Transition designation	4/21/99	Walter Hoch	Walter Hoch, et al
5	Letter	Rural Transition designation	4/21/99	June Strickler	June Strickler, et al
6	Memo	Comprehensive Plan	4/21/99	Hal Hart	DCTED
7	Letter and exhibits	Moses Lake UGA	4/28/99	Joe Gavinski	City of Moses Lake
8	Letter and exhibits	Comprehensive Plan	4/28/99	Gilbert Alvarado	City of Moses Lake
9	Letter and exhibits	Comprehensive Plan/Royal City UGA	4/28/99	Gilbert Alvarado	City of Royal City
10	Letter and exhibits	Comprehensive Plan/George UGA	4/28/99	Gilbert Alvarado	City of George
11	Letter and exhibits	Ephrata UGA	4/26/99	Jim Cherf	City of Ephrata
12	Letter and exhibits	Property designation	4/28/99	W.J. Dobler	Same
13	Letter	Rural and Resource Lands	4/28/99	Joe Maughn	Maughn Ranch
14	Letter and exhibits	Ephrata UGA	4/28/99	Gayle Bargmann	Bert & Gayle Bargmann
15	Letter and exhibits	Lakeview Park/Soap Lake UGA	4/28/99	Harley Faber	H. Faber/Gerald James
16	Memo and exhibits	Comprehensive Plan	4/28/99	Hal Hart	DCTED
17	Letter and exhibits	Inclusion in Sunland Estates RAID	4/08/99	Eddie E. Smith	Same
18	Letter	Comprehensive Plan	4/14/99	Jim Weitzel	Coldwell Banker
19	Letter	Comprehensive Plan	4/15/99	Jim Weitzel	Same
20	Letter and exhibit	Minimum lot sizes	4/21/99	Jim Weitzel	Same
21	Letter	Comprehensive Plan	4/28/99	Jim Weitzel	Coldwell Banker
22	Letter	Comprehensive Plan	5/02/99	Jim Weitzel	Coldwell Banker
23	Letter	Property designation	5/01/99	W.J. & Carol Dobler	Same
24	Letter	Cascade Valley/Moses Lake UGA	5/01/99	W.J. & Carol Dobler	Same
25	Letter	Lakeview Park/Soap Lake UGA	5/01/99	W.J. & Carol Dobler	Same
26	Letter and exhibit	Grand Coulee UGA	4/16/99	Chris Branch	City of Grand Coulee
27	Letter	Moses Lake IUGA DNS	4/19/99	William D. Gray	US Dept. of the Interior
28	Letter	Lakeview Park/Soap Lake UGA	4/19/99	Dolly Aslaxson	Same
29	Letter	Lakeview Park/Soap Lake UGA	4/21/99	Raymond E. Frost	Same
30	Letter	Lakeview Park/Soap Lake UGA	4/30/99	James D. Ellis	Same
31	Letter	Lakeview Park/Soap Lake UGA	4/29/99	Lora Fronsmann	Same
32	Petition	Lakeview Park/Soap Lake UGA	4/19/99	287 Petitioners	Same
33	Letter and exhibit	Transportation Element	4/21/99	Fredrick M. Suter	WSDOT
34	Letter	Comprehensive Plan	5/12/99	Hal Hart	DCTED

Attachment A
List of Public Record

No.	Item	Subject	Date	Submitted By	Representing
35	Letter	Transportation Element	5/03/99	Gilbert Alvarado	City of Moses Lake
36	E-mail	Comprehensive Plan	4/22/99	Phil Anderson	Plaza Enterprises
37	E-mail	Quincy UGA	4/28/99	Phil Anderson	Plaza Enterprises
38	E-mail	Quincy UGA	4/21/99	Phil Anderson	Plaza Enterprises
39	Memo and exhibit	Krupp UGA	4/22/99	Jim Friend, Mayor	Town of Krupp
40	Letter	Cultural and historic preservation	4/23/99	Gregory Griffith	DCTED, OAHF
41	Letter	Property designation	4/27/99	Dale W. Reiger	Same
42	Letter	Comprehensive Plan	5/03/99	Jim Cherf	City of Ephrata
43	Letter	Cascade Valley/Moses Lake UGA	4/30/99	Nick Naccarato	Same
44	Letter	Cascade Valley/Moses Lake UGA	5/03/99	Roberta D. Quick	Same
45	Letter	Cascade Valley/Moses Lake UGA	5/01/99	William Anderson	Same
46	Letter	Cascade Valley/Moses Lake UGA	5/01/99	Karen Anderson	Same
47	Letter	Cascade Valley/Moses Lake UGA	4/30/99	David Hendricks	Same
48	Letter	Cascade Valley/Moses Lake UGA	4/30/99	Donna & Dorma Hendricks	Same
49	Letter	Cascade Valley/Moses Lake UGA	4/30/99	Allie Hendricks	Same
50	Letter	Cascade Valley/Moses Lake UGA	4/29/99	Wennis & Bernicc Hanold	Same
51	Letter	Cascade Valley/Moses Lake UGA	4/29/99	Robert & Sara Kittrell	Same
52	Letter	Cascade Valley/Moses Lake UGA	4/29/99	John & Sheila Bristol	Same
53	Letter	Cascade Valley/Moses Lake UGA	4/30/99	Gregory & Marla Huff	Same
54	Letter	Cascade Valley/Moses Lake UGA	4/29/99	E.H. Carroway	Same
55	Letter	Cascade Valley/Moses Lake UGA	4/29/99	Dorothy Braunwart	Same
56	Letter	Cascade Valley/Moses Lake UGA	5/03/99	Danielle B. Boss	Same
57	Letter	Cascade Valley/Moses Lake UGA	5/03/99	Sharon A. Blazer	Same
58	Letter	Cascade Valley/Moses Lake UGA	5/03/99	Mark I. Blazer	Same
59	Letter	Transportation Element/Parks LOS	5/03/99	Gilbert Alvarado	City of George
60	Letter and exhibits	Master Planned Resort/Parks & Open Space	5/03/99	Mark C. Schulz	State Parks & Recreation
61	Letter	Transportation Element/Parks LOS	5/02/99	Gilbert Alvarado	City of Royal City
62	Letter	Comprehensive Plan	5/03/99	Michael Stark, Mayor	City of Royal City
63	Letter and exhibits	Property designation	5/03/99	Joe Maughan	Maughan Ranch
64	Letter	Housing/Essential Public Facilities	5/03/99	Elizabeth McNagy	DSHS
65	Letter	Shoreline Designation/Rural Density	5/03/99	Katherine Kenison	K. Kenison, et al
66	Letter	Comprehensive Plan	5/03/99	James Whitaker/K. Kenison	Lemargie and Whitaker
67	Letter	Comprehensive Plan	5/03/99	Heidi J. Renz	Department of Ecology
68	Letter	Rural density	5/03/99	Richard Hunt	Same
69	Letter	Inclusion in Soap Lake UGA	5/03/99	W.C. & Gerry W. Ramm	Same
70	Letter and exhibits	Comprehensive Plan	5/03/99	Vicki Johnson	Same
71	Letter	Rural Lands/Natural Setting	4/30/99	Katherine March	Dept. of Fish & Wildlife

Attachment A
List of Public Record

<i>No.</i>	<i>Item</i>	<i>Subject</i>	<i>Date</i>	<i>Submitted By</i>	<i>Representing</i>
72	Letter and exhibits	Property designation	5/03/99	Rick Jenkin	Same
73	Letter	Property designation	5/03/99	Sage & Wade Munro	Same
74	Letter and exhibit	Mattiawa UGA	4/28/99	W. Edward Allan	Town of Mattiawa
75	Letter	Cultural and historic areas	4/22/99	R. Buck & R. Tomanawash	Wanapum Band of Indians
76	Letter and exhibits	Comprehensive Plan	4/29/99	Dick Wedin	Dept. of Natural Resources
77	Letter and exhibits	Groundwater management	4/28/99	Paul Stoker	Columbia Basin GWMA
78	Letter and exhibit	Inclusion in Ephrata UGA	4/30/99	John W. Baird	Law Office of John W. Baird
79	Letter and exhibit	Property designation	4/27/99	R.F. Bean & L.E. Gosvener	Same
80	Letter	Inclusion in Moses Lake UGA	4/27/99	Madelyn V. Turner	Estate of George C. Turner
81	Letter	Comprehensive Plan	5/03/99	Douglas M. Ancona	Grant County PUD #2

Attachment B
Amended UGA and Future Land Use Maps

Attachment C Open Space and Recreation

OPEN SPACE AND RECREATION

Introduction

Since World War II, Americans have become increasingly active and expectant of convenient, outdoor recreational opportunities. This trend grew in the 1960's as the environmental movement signaled a shift in our view of man's relationship to natural systems. And the health and fitness boom of the 1980's saw more Americans than ever recognizing the personal benefits of physical exercise. Today, federal, state, and regional parks, trails, and playgrounds help meet the demand to "get back to nature," stay physically fit and find relief from urban surroundings. As Grant County's population grows, the need for more open space and recreational opportunities will grow proportionately.

Although Grant County owns no parks, the County is blessed with vast areas of open space and an abundance of natural outdoor recreation opportunities. There are numerous state parks in the County, including Potholes State Park, Moses Lake State Park, Sun Lakes State Park, Summer Falls State Park, and Steamboat Rock State Park. There are also a large number of privately-owned resorts and recreational destinations associated with the water bodies and other outdoor opportunities of the County.

The Columbia River, Beezley Hills, Potholes Reservoir, Ancient Lakes area, Crab Creek drainage area, Grand Coulee recreational area, Wahluke Slope, Saddle Mountains, Moses Lake, Priest Rapids and Wanapum reservoirs, Lenore Lake, Banks Lake, Lake Roosevelt, Billy Clapp Lake, trails, farmlands, riparian corridors, lakes, and shorelines contain the natural beauty and character of Grant County's landscape. This setting contributes greatly to the quality of life enjoyed by county residents who value its elements of environmental quality, scenic beauty and recreational opportunities. Open spaces are essential components to the health and well being of individuals and communities.

With its unique range of outdoor recreational opportunities, Grant County has much to offer outdoor recreationists. Our climate, unique geological formations, and large holdings of public land have made this area an increasingly popular place in which to recreate. Here, residents and visitors alike can enjoy many outdoor activities. Fishing and hunting, boating, camping, hiking, biking, and simply walking are some of the more popular types of outings.

Purpose

This Open Space and Recreation section of the Land Use Element serves two related purposes: (1) to identify the County's unique and important natural areas, open spaces and corridors, and scenic and natural resource lands, and (2) to clarify the broader functions and benefits of the County's open spaces. Open space, in this instance, includes resource lands, greenbelts, wetlands, geologically hazardous areas and other areas covered under the Grant County Resource Lands and Critical Areas Ordinance. All these areas contribute to the County's appearance but are not parks in the traditional sense.

This section defines which open space lands should be designated and protected now, and how it should be done. It also establishes a framework for considering other lands for future designation and protection.

GMA Requirements

The Growth Management Act (GMA) requires Grant County to address the following related goals (RCW 36.70A.020):

Goal (1) Urban Growth – Encourage development in urban areas where adequate public facilities and services exist or can be provided in an efficient manner.

Goal (2) Reduce Sprawl – Reduce the inappropriate conversion of undeveloped land into sprawling, low-density development.

Goal (8) Natural Resource Industries – Maintain and enhance natural resource-based industries, including productive timber, agricultural, and fisheries industries. Encourage the conservation of productive forest lands and productive agricultural lands, and discourage incompatible uses.

Goal (9) Open Space and Recreation – Encourage the retention of open space and development of recreational opportunities, conserve fish and wildlife habitat, increase access to natural resource lands, and discourage incompatible uses.

Goal (10) Environment – Protect the environment and enhance the state's high quality of life, including air and water quality, and the availability of water.

Goal (13) Historic Preservation – Identify and encourage the preservation of lands, sites, and structures that have historical or archaeological significance.

Beyond these planning goals, the Growth Management Act (GMA) also requires local jurisdictions to designate five types of environmentally sensitive or "critical" areas and adopt development regulations to protect them (RCW 36.70A.170(1)(d)). The GMA also requires that before approving subdivisions or short plats, written findings must be made which show that appropriate provisions are made for a wide range of public facilities including open spaces, parks and recreation, and playgrounds (RCW 58.17.060 & 58.17.110).

Communities planning under the GMA must also designate greenbelt and open space areas within and between each urban growth area, and identify land useful for recreation, wildlife habitat, trails, and connections of critical areas (RCW 36.70A.110(2) and RCW 36.70A.160). Comprehensive plans are to consider the use of innovative land use management techniques that help retain open space, such as clustering development and the transferring of development rights (RCW 36.70A.090).

To plan for recreation and open space we must examine the potential for open space corridors that follow rivers, trails, ridge tops, unused rights-of-way such as abandoned railbeds, and other linear features. These places provide a visual and mental break from the asphalt and buildings of our urban landscape. They link communities in ways that don't require cars and highways. Open space around urban areas also brings order by creating a distinct beginning and end to cities. As a result, open space indirectly limits urban sprawl and creates a "sense of place." Open space policies also allow us to protect undeveloped lands of exceptional value and protect wildlife and their habitat. Open space, through the Resource Lands and Critical Areas Ordinance, protects our wetlands, shorelines, steep slopes and other geologically hazardous areas.

Relation of Open Space to Resource Lands and Critical Areas

The Growth Management Act requires the designation and protection of environmentally sensitive lands (critical areas) and commercially significant resource lands (forest, agricultural and mineral lands). Besides meeting other GMA planning goals, the protection and retention of these lands help fulfill our open space requirements. Enforcement of the County's Resource Lands and Critical Areas Ordinance produces open spaces through the establishment of vegetative buffers along our streams and wetlands. Vegetative buffers support the functional properties of these natural features including flood water storage, streambank and shoreline stabilization, erosion control and wildlife habitat.

If we are unable to sustain resource lands and critical areas, we lose their open space values as well. Critical areas, such as flood plains and steep slopes, need to be regulated to protect public health and safety. Inappropriate use can destroy wildlife habitat, threaten the quality of surface or ground water, increase flood damage, or destabilize steep slopes, leading to property damage. It also removes their chance to provide high-quality recreational opportunities that link people within and between communities.

Resource lands also contribute to our sense of open space. Agricultural lands still make up the predominate share of the County's open space. To help maintain their economic importance, the goals and policies of the Resource Lands Sub-element of this Comprehensive Plan provide for designation and protection of resource lands, while allowing for limited, reasonable residential development. By preserving resource lands for their commercial significance, their open space functions and values are preserved and enhanced as well.

The Cost of Open Space

Open space is not free. Except for resource lands and critical areas, open space cannot be simply regulated into existence. Tax incentives, such as Grant County's Open Space Tax Program, encourage landowners to keep their land in open space through tax reductions based on the current use of the land, rather than its potential value. Other tools, such as the purchase of development rights, require a substantial commitment of public funds. Even when open space is donated to the County, it has a public cost. Removing the property from the tax rolls means the County loses that tax revenue source while gaining the responsibility of supervising and maintaining the land.

Under the provisions of the Open Space Taxation Act (RCW 84.34), Grant County will designate as "Open Space" farms, forests, and beneficial open lands upon request by individual land owners when such lands meet adopted criteria and policies. Properties which qualify under the county's Open Space program are granted partial relief from property taxes in exchange for maintaining their land in open space use as defined by state law and county policies. Some open space categories require that a landowner provide public access provisions to the property while other categories do not have this requirement. In Grant County, the predominate use of this tax relief mechanism is for Open Space (Current Use) Agriculture.

Needs and Opportunities

This section describes the types of recreation and open space that Grant County could participate in and the development criteria that should be considered in the development process. In addition to the open space functions and values created through the Resource Lands and Critical Areas Ordinance, Grant County should consider participation in development of recreational open space and recreational trails. Participation can take on a wide array of possibilities, ranging from providing a statement of support of

other agencies to County acquisition and management. Each opportunity for participation in development of recreational open space should be reviewed on a case-by-case basis to find out if it should be part of the County's overall system.

Recreational Open Space

Recreational Open Space means undeveloped land primarily left in its natural condition and used for passive recreational purposes, to create separate and secluded areas, or as buffers between urban uses. It is usually owned or managed by a governmental agency and may have limited public access. This type of land is different from other open space categories whose primary objective is to preserve wildlife habitat or agricultural farmland. Typical recreation open space includes wetlands, steep hillsides, river corridors, view points or linear areas primarily designed to accommodate trail systems.

Development in open space areas is typically limited to access points and trails. These access points may have parking, restrooms, picnic units, and similar facilities. Depending upon management objectives for this type of area, public access may be limited to certain sections or points of the site.

Development Criteria: Public access and use should be encouraged in these areas, but the level will depend upon the resource values and ability to withstand public use. Improvements should be kept to a minimum with emphasis placed on the natural environment. These areas should be designed and managed to maintain a sense of solitude and separation from nearby communities. Before acquiring an open space site, a thorough site analysis should be prepared to decide whether the County is the appropriate manager.

Considerations should include:

- Topographic and/or ecological diversity;
- Ability to connect to other protected areas;
- Potential for solitude and scenic views;
- Large enough to provide recreational and conservation value;
- Consist of relatively natural condition;
- Unique natural features;
- Reasonably accessible;
- Currently or potentially threatened by development; and
- Wildlife corridors.

Emphasis on acquisition should be on those areas meeting the above criteria. Lower priority should be given to sites that, because of development restrictions, such as presence of critical areas, are not likely to be developed anyway. Those sites that cannot handle a reasonable amount of public use should be considered for land trust or foundation protection, or protection by another agency.

Recreational Trail System

Recreation trails and pathways are designed to provide off-street routes for walking, bicycle riding, horseback riding and other non-motorized recreation activities. While these trails are designed primarily to serve recreational purposes, they may also serve valuable non-motorized transportation purposes as well. While the primary emphasis is to separate these types of trails and pathways from automobile traffic, occasionally they may need to be developed within street rights-of-way in order to complete a section or route.

Development Criteria: The primary purpose of recreation trails is to provide a recreation experience. Transportation to another community or other parts of the County should be a secondary objective. Whenever possible, recreation pathways and trails should be kept separate from streets and highways.

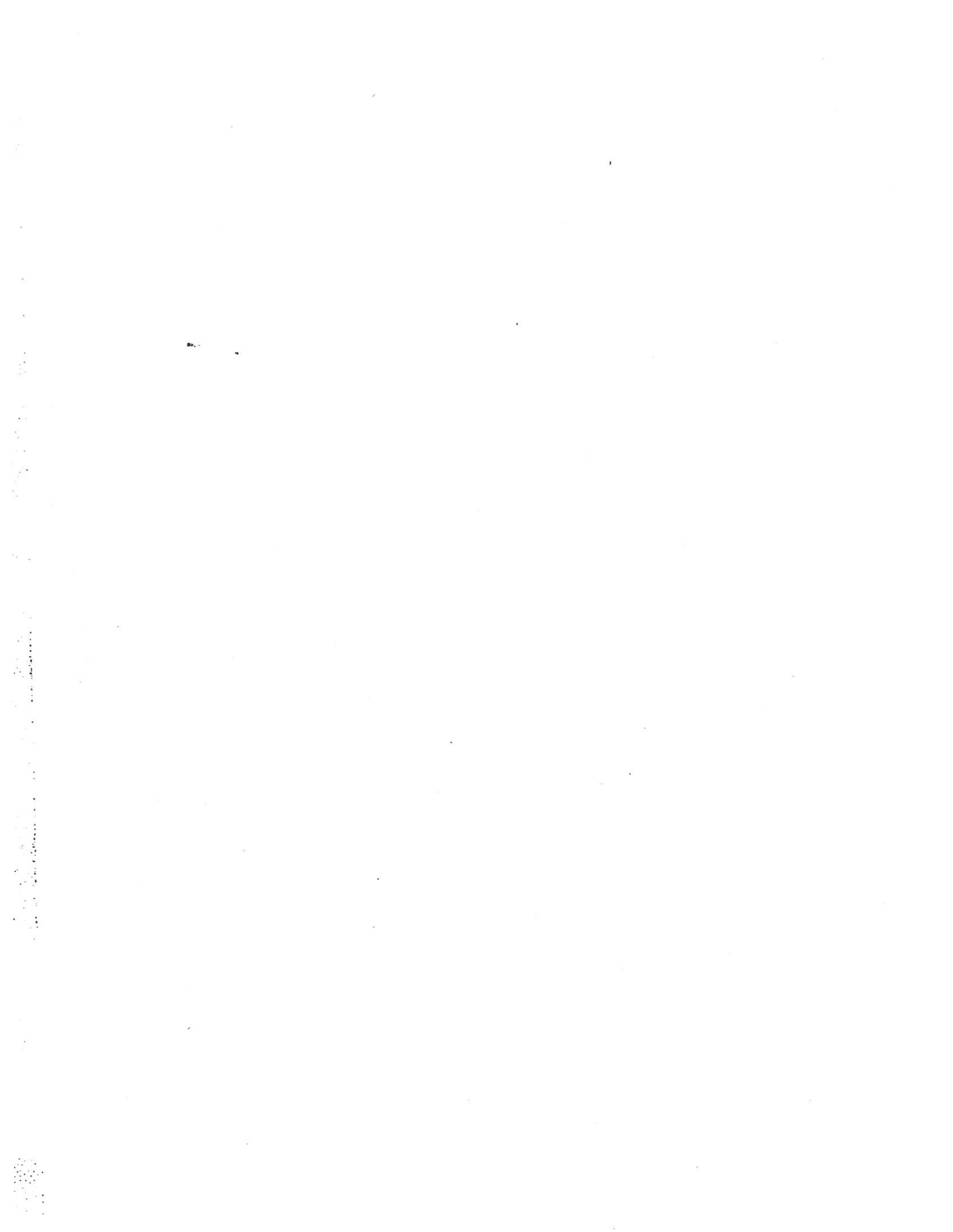
Considerations should include:

- Trails should be interesting and attractive to the user. Trails that follow natural water courses, traverse interesting scenery or cross areas of outstanding beauty provide interesting and enjoyable experiences for the trail user.
- Trail alignments should take into account soil conditions, steep slopes, surface drainage, and other physical limitations that could increase construction and/or maintenance costs.
- Trails should be planned, sized, and designed for multiple uses except for dedicated nature trails.
- Trail design standards should be coordinated with all public agencies in the County so that trails have common widths, signage is similar, and surfacing materials are compatible.
- Centralized and effective staging areas should be provided for trail access. They should include parking, trail orientation and information, and provide necessary unloading features. Primary trailheads should have restrooms and trash receptacles. Secondary trailheads may need only a small unpaved parking area and signage.
- Trails should be looped and interconnected to provide a variety of trail lengths and destinations. They should link various parts of the County, schools, parks, and other destination points.

Open Space Designation

The purpose of the Open Space land use designation is to identify and protect unique and outstanding examples of publicly-owned areas pertaining to recreation, fish and wildlife habitat conservation, or unique geologic features. This land use designation also acknowledges the ongoing responsibility of the county, state and federal government to protect critical areas and other valued resources on lands within this designation. These lands are owned by a federal, state or local governmental entity and are maintained as closely as possible to their natural state.

Figure 5-5 Future Land Use Map and Map 3 included in Part V—Map Portfolio of this Comprehensive Plan shows those areas designated in this Plan as Open Space. Areas designated as Open Space include those areas designated as “Conservancy Environment” in Grant County’s Shoreline Master Program. Also designated as Open Space are those lands owned and/or managed by the Washington State Parks and Recreation Commission.



Attachment D
Lakeview Park UGA Analysis
Soap Lake UGA Analysis

Lakeview Park UGA Analysis

Summary of Existing Land Use

Although the Soap Lake UGA as proposed by the City included the Lakeview Park area, significant public opposition to its inclusion in the UGA was voiced during the public hearings conducted for the County Comprehensive Plan. Based on public comment, the Grant County Planning Commission recommended removal of the Lakeview Park area from the UGA and designation of the area as an "Unincorporated UGA."

Residential Land Capacity Analysis

Population Projection

The 1990 U.S. Census was used to obtain population data for the Lakeview Park UGA. Because portions of the area were constructed after 1990, building start information and field inventories were also used to supplement the Census data. Population data for both the corporate limits and the proposed UGA are presented in the following table.

UGA	Average Annual Growth Rate	Population			
		Incorporated City Limits		Unincorporated UGA	
		Actual 1998	Projected 2018	Actual 1998 ¹	Projected 2018
Lakeview Park	2.0%	0	0	979	1,455

¹ From Mr. Gerald G. James, Manager, Lakeview Park Water Association, based on 334 residential water service connections as of 3/31/98 multiplied by 2.93 persons per household, the average for unincorporated Grant County.

Land Use

The proposed UGA is shown in the attached map, and includes the lands shown in the following table.

Land Use Category	Unincorporated UGA	
	Total Gross Area ¹ (Acres)	Vacant Land (Acres)
Residential:		
Residential Density (4hh/ac)	327	327
Suburban Density (1hh/2 ac) ²	112	56
Subtotal Residential	439	383
Commercial	86.4	23.2
Industrial	0	0
Public/Open Space ³	207	0
TOTAL	732.4	409.8

¹ Source: Calculated from City of Lakeview Park Proposed Urban Growth Boundary map.

² Assumes 50% vacant.

³ Assumes golf course open spaces occupy approximately 65% (207 acres) of the 319-acre Suburban designation.

Land Demand

Land demand is tabulated in the following table in accordance with the following formula:

$$\text{Land Demand} = \text{Projected Population Growth} \div (\text{Number of Persons per Household} \times \text{Housing Density})$$

Lakeview Park UGA Analysis...

Land Demand Factors:

Number of Persons per Household = 1.95 persons/hh
 Average Housing Density = 3.5 hh/ac (weighted average of vacant residential and suburban land)

Population Growth Within Unincorporated UGA:

2018 Population Allocation = 1,455
 1998 Actual Population = 979
 Projected Population Growth = 476
 Population Deficit from Incorporated City Limits = 307
 Total Population Growth to be Accommodated = 783 people

Therefore, Land Demand = 783 people ÷ (1.95 persons/hh × 3.5 hh/ac) = 114.7 acres

Land Supply

Land supply is summarized in the following table:

	Reduction Factor (%)	Land Area (Acres)
Total Gross Vacant Residential Land Area		383
Undevelopable Land:		
Unavailable Land	15	57.5
Unsuitable Land	5	19.2
Roads/ROW	18	68.9
Critical Areas	10	38.3
Public Facilities	12	46.0
Total Undevelopable Land	60	229.9
Land Available For Development		153.1

Supply/Demand Analysis - Unincorporated UGA

Land Supply should be equal to Land Demand multiplied by a Market Safety Factor of 25%. Therefore:

Land Demand in UGA = 114.7 acres × 1.25
 = 143.4 acres
 Land Supply within UGA = 153.1 acres

Land supply exceeds total demand, therefore adequate area of residential land is provided in the unincorporated portion of the UGA to accommodate the projected population growth. Land supply, however, does not significantly exceed supply, so there is no reason to reduce the available land proposed for inclusion in the UGA.

Commercial Land Needs

There are 86.4 acres of Commercial land within the existing corporate limits, of which approximately 23.2 acres are vacant. Based on the figures of 63.2 acres of operating commercial land and a current population of 979 people, a ratio of 64.6 acres per 1,000 of population is obtained. This ratio significantly exceeds the guideline ratio of 12.4 acres of commercially developed land per 1,000 population (David van Horn, *Urban Land*, February 1989. The majority of the commercial lands serve the needs of the travelling public along the highway. The proposed UGA includes 23.2 acres of commercial

Lakeview Park UGA Analysis...

land, which provides additional area for expansion. No additional commercial lands appear to be required within the UGA at this time.

Industrial Land Needs

There are no industrial lands within the proposed UGA of Lakeview Park. No industrial lands are proposed to be designated within the UGA.

Public Lands

No public land use is provided within the UGA, and none are proposed.

Summary

The UGA boundary for Lakeview Park generally appears reasonable. The land use designations shown on the Lakeview Park UGA Map appear reasonable. For those areas designated "Residential", an average density of 4 households per acre may be appropriate. For those areas designated "Suburban", an average density of 1 household per 2 acres may be appropriate.

UGA Map

The Lakeview Park UGA Map is attached.

Soap Lake UGA Analysis

Summary of Existing Land Use

The Soap Lake Comprehensive Plan dated November 1995 (Planning Period 1996-2016) provides a land use inventory. Land areas were taken from the Comprehensive Plan as well as calculated from the City of Soap Lake Proposed Urban Growth Boundary Map, Alternative 7, dated January 13, 1994.

The Comprehensive Plan shows that Soap Lake has 568 acres of residentially designated land, of which 192 acres are vacant. A recent annexation, known as the Jansen Annexation, added another 32 acres of residential land, all of which is assumed to be vacant. The Plan identified 53 acres of commercially designated land. Another 8 acres was added through the Jansen Annexation. This is categorized by First Commercial District (downtown core) and Second Commercial District (adds service stations/garages as permitted uses). Vacant land within the Commercial land designations totals 13.4 acres. In addition, the Plan shows 6 acres of industrial land of which 3.6 acres are vacant.

The land areas and vacant areas used in this analysis are tabulated as follows:

Land Use Category	Incorporated City Limits	
	Total Gross Area ¹ (Acres)	Vacant Land ¹ (Acres)
Residential:		
Residential 1 (3.23DU/Ac)	217	107
Residential 2 (5.56 DU/Ac)	137	37
Residential 3 (4.03 DU/Ac)	182	61
Residential 4 (9 DU/Ac)	64	19
Subtotal Residential	600	224
Commercial 1	30	6
Commercial 2	31	7.4
Subtotal Commercial	61	13.4
Industrial	6	3.6
Public/Open Space ²	82.8	0
TOTAL³	749.8	241

¹ Source: City of Soap Lake Comprehensive Plan, except for total and public/open space areas, plus additional land area due to Jansen Annex (40 acres). All residential portions of Jansen Annex assumed vacant.

² Assumes all public/open space is in use with no vacant available land (data not provided in Plan).

³ Land use data for residential, commercial, and industrial lands only as presented in the Soap Lake Comprehensive Plan totals 627 acres. Based on corporate limits as recorded by the Grant County Assessor, total area is 709.8 acres. Recent Jansen Annexation of 40 acres brings total to 749.8 acres: To reconcile the two data sources, a total of 82.8 acres were assumed as public/open space area.

According to the Comprehensive Plan, 90 acres of the vacant R1 land, located in the northwest corner of the City, is not highly developable. It has been platted for many years, but has not developed for two major reasons: first, the lots are undersized and in many different ownerships; second, much of the land area is exposed bedrock, making development very expensive. To reflect this condition, the reduction factor used in our analysis for unsuitable land in the existing corporate limits has been increased from the typical 5% to 15% for that 90 acres.

Soap Lake UGA Analysis...

Residential Land Capacity Analysis

Population Projection

The 1998 population in Soap Lake, as reported by the Washington State Office of Financial Management, is 1,370. We project an average annual growth rate for Soap Lake of 2.0 percent, which yields a projected population of 2,036 in 2018.

Although the Soap Lake UGA as proposed by the City included the Lakeview Park area, significant public opposition to its inclusion in the UGA was voiced during the public hearings conducted for the County Comprehensive Plan. Based on public comment, the Grant County Planning Commission recommended removal of the Lakeview Park area from the UGA. Population data for the proposed UGA are presented in the following table.

City	Average Annual Growth Rate	Population			
		Incorporated City Limits		Unincorporated UGA	
		Actual 1998	Projected 2018	Actual 1998	Projected 2018
Soap Lake	2.0%	1,370	2,036	0	0

Land Demand – Incorporated City Limits

Land demand is tabulated in the following table in accordance with the following formula:

$$\text{Land Demand} = \text{Projected Population Growth} \div (\text{Number of Persons per Household} \times \text{Housing Density})$$

Land Demand Factors:

Number of Persons per Household = 1.95 persons/hh

Average Housing Density = 4 hh/ac (weighted average of vacant residential land)

Population Growth Within Corporate Limits:

2018 Population Allocation = 2,036

1998 Actual Population = 1,370

Projected Population Growth = 666 people

Therefore, Land Demand = 666 people \div (1.95 persons/hh \times 4 hh/ac) = 85.4 acres

Land Supply - Incorporated City Limits

Land supply is summarized in the following table:

	Reduction Factor (%)	Land Area (Acres)
Total Gross Vacant Land Area		192
Undevelopable Land:		
Unavailable Land	15	28.8
Unsuitable Land		
90 acre area	15	13.5
102 acre balance	5	5.1
Roads/ROW	18	34.6
Critical Areas	10	19.2
Public Facilities	12	23.0
Total Undevelopable Land		124.2
Land Available For Development		67.8

Soap Lake UGA Analysis...

Supply/Demand Analysis - Incorporated City Limits

Land Supply should be equal to Land Demand multiplied by a Market Safety Factor of 25%. Therefore:

$$\begin{array}{rcl} \text{Land Demand} & = 85.4 \text{ acres} \times 1.25 & = 106.8 \text{ acres} \\ \text{Land Supply within Incorporated Limits} & & = \underline{67.8 \text{ acres}} \\ \text{Deficit} & & = 39.0 \text{ acres} \end{array}$$

Land demand exceeds supply by 39 acres; therefore, there is insufficient available land within the incorporated City limits to accommodate the projected population growth. Additional residential lands should be provided within the unincorporated portion of the UGA to accommodate the projected population growth. This conclusion is consistent with the findings of the Soap Lake Comprehensive Plan in which it was stated that additional residentially zoned land is needed to serve the anticipated population growth.

Proposed UGA

The proposed UGA is shown in the attached map, and includes 30.3 gross acres of residential land. Using a reduction factor of 60% to account for undevelopable land, yields a net area of 12.1 acres. Therefore, the land supply deficit is reduced by 12.1 acres to equal 26.9 acres.

Although insufficient land for residential development is provided, the Soap Lake UGA will initially be designated by the County as shown in the attached map. The City should identify additional suitable residential lands outside of the corporate limits to include in the UGA. Review of the City's proposed UGA will be considered by the County during the next Plan amendment process.

Commercial Land Needs

The Soap Lake Comprehensive Plan shows that there are 53 acres of Commercial land within the existing corporate limits, of which approximately 13.4 acres are vacant. With the Jansen Annexation, an additional 8 acres of non-vacant commercial land was added, for a total area of 61 acres of commercial land. Based on the figures of 47.6 acres of operating commercial land and a current population of 1,370 people, a ratio of 34.7 acres per 1,000 of population is obtained. This ratio significantly exceeds the guideline ratio of 12.4 acres of commercially developed land per 1,000 population (David van Horn, *Urban Land*, February 1989. The higher value of 34.7 acres per 1,000 of population will be used for this analysis.

Extrapolating the existing operating commercial land acreage of 47.6 acres by the ratio of projected population to current population (2,036/1,370) yields a total of 70.7 acres of commercial land required to meet the needs for commercial land over the 20-year planning period. Therefore, an additional area of 9.7 acres (70.7 acres less existing 61 acres) of commercial land could be considered required over the 20-year planning period.

$$\begin{array}{rcl} \text{Total 2018 Commercial Land Needs} & = (47.6 \text{ acres}) \times (2,036 \text{ people}/1,370 \text{ people}) & = 70.7 \text{ acres} \\ \text{Additional Commercial Land Needed} & = \text{Total 2018 Commercial Land} - \text{1998 Commercial Land} & \\ & = 70.7 \text{ acres} - 61 \text{ acres} & \\ & = 9.7 \text{ acres} & \end{array}$$

This analysis show an additional land area of approximately 9.7 acres are needed to meet the commercial land needs in the year 2018. Using the same 60% reduction factor for commercial lands as used for residential land, a gross area of 24.3 acres would be required. Although insufficient commercial land is provided, the Soap Lake UGA will initially be designated by the County to match existing corporate limits. The City should identify additional suitable commercial lands outside of the corporate limits to

Soap Lake UGA Analysis...

include in the UGA. Review of the City's proposed UGA will be considered by the County during the next Plan amendment process.

Industrial Land Needs

There are 6 acres of industrial land within the existing corporate limits of Soap Lake. About 3.6 acres or 60% of the total industrial lands are vacant. No additional industrial lands are proposed within the UGA.

Public Lands

Public land use within the incorporated city limits is not clear as no information is provided on public facilities in the Comprehensive Plan. No additional public lands are proposed within the UGA.

Summary

Although insufficient residential and commercial lands are provided, the Soap Lake UGA will initially be designated by the County to match existing corporate limits. The City should identify additional suitable residential and commercial lands outside of the corporate limits to include in the UGA. Review of the City's proposed UGA will be considered by the County during the next Plan amendment process.

UGA Map

The Soap Lake UGA Map is attached.

Attachment E
Royal City UGA Analysis

Royal City UGA Analysis

Summary of Existing Land Use

The Royal City Comprehensive Plan (Planning Period 1996-2016) provides no land use inventory. The Comprehensive Plan shows that Royal City has some vacant, residentially designated land, nearly all of it is owned by a small number of residents. Apparently, these owners have clearly expressed their intention of not developing their property as residential. Therefore, our analysis assumes that there is no vacant, developable residential land within the corporate limits, and that all land required to accommodate projected growth within the planning period will need to be provided within the unincorporated UGA.

Residential Land Capacity Analysis

Population Projection

The 1998 population in Royal City, as reported by the Washington State Office of Financial Management, is 1,580. We project an average annual growth rate for Royal City of 3.0 percent, which yields a projected population of 2,854 in 2018.

The proposed UGA for Royal City includes predominantly lands with existing use of agriculture, industrial, and public use with little, if any, residential population. Therefore, this analysis assumed no existing population residing in the unincorporated portion of the UGA. Population data for both the corporate limits and the proposed UGA are presented in the following table.

City	Average Annual Growth Rate	Population			
		Incorporated City Limits		Unincorporated UGA	
		Actual 1998	Projected 2018	Actual 1998	Projected 2018
Royal City	3.0%	1,580	2,854	0	0

Land Demand

Land demand is tabulated in accordance with the following formula:

$$\text{Land Demand} = \text{Projected Population Growth} \div (\text{Number of Persons per Household} \times \text{Housing Density})$$

Land Demand Factors:

Number of Persons per Household = 3.50 persons/hh

Average Housing Density = 4 hh/ac

Population Growth Within Corporate Limits:

2018 Population Allocation = 2,854

1998 Actual Population = 1,580

Projected Population Growth = 1,274 people

Therefore, Land Demand = 1,274 people \div (3.50 persons/hh \times 4 hh/acre) = 91.0 acres

Land Supply Required

Land supply required to accommodate the projected growth is summarized in the following table:

Royal City UGA Analysis...

	Reduction Factor (%)	Land Area (Acres)
Total Net Vacant Land Area Required		91.0
Undevelopable Land:		
Unavailable Land	15	13.7
Unsuitable Land	5	4.6
Roads/ROW	18	16.4
Critical Areas	10	9.2
Public Facilities	12	10.9
Total Undevelopable Land	60	54.8
Land Available For Development		145.8

Supply/Demand Analysis— Incorporated City Limits

Land Supply should be equal to Land Demand multiplied by a Market Safety Factor of 25%. Therefore:

$$\begin{aligned}\text{Land Demand} &= 145.8 \text{ acres} \times 1.25 \\ &= 182.3 \text{ acres}\end{aligned}$$

Therefore, a total of 182.3 acres should be provided outside of the corporate limits and within the UGA to accommodate projected residential growth.

Commercial Land Needs

The Royal City Comprehensive Plan does not quantify the number of acres of land zoned as Commercial within the existing corporate limits. The Plan states that, as acreage of high-value agricultural crops increase in the vicinity, new storage and processing facilities will also be needed. These businesses will require large sites with good transportation access and other public services. The Plan anticipates that the City and the Port of Royal Slope will share in the responsibility to develop infrastructure required to serve this commercial and industrial development.

The proposed UGA Land Use Map included in the Plan designates very little commercial land outside the UGA. There is a considerable amount of vacant commercial land within the corporate limits. The City may wish to designate additional lands north of Highway 26 and south of existing corporate limits as commercial.

Industrial Land Needs

The population of Royal City grew about 43 percent through 1998 to 1,580 persons from a base of 1,104 persons in 1990. Peak water use in the city of about 800,000 gpd is about 70 percent of capacity, or 1.4 million gpd. The sewage treatment system was upgraded in 1998 and now has capacity about triple current peak demand, about 500,000 gpd. Grant County PUD provides electric power; there is no natural gas service. Royal Slope Railway, a 26-mile short line, operated by Yakima Valley Railroad, is located between Royal City and Othello. At Othello it interconnects with Columbia Basin Railroad, with connections to the Burlington Northern main line at Connell, Washington.

Royal City has 13 parcels zoned industrial within the city limits with 12 acres improved and 15 acres unimproved. (Refer to Chart No. 6 and 6a in Technical Appendix A of the Draft Grant County Comprehensive Plan.) There has been virtually no new industrial development inside the city in recent years.

Royal City UGA Analysis...

Most recent new industrial development has occurred to the south and east of Royal City, outside the city boundaries. The Port of Royal Slope owns vacant land in this area, which is being prepared for industrial development. Brown Boy Onions, a processor, opened a plant in this area in 1996, the only new plant in the vicinity of Royal City in the past 5 years. The area's largest manufacturing employer is Sunfresh (food processing), followed by Callahan Manufacturing (agricultural equipment), Wofkill Fertilizer, and Northwest Stone and Brick. . The area east of Royal City has only on-site water and sewer services. Food processors generally have issues with wastewater disposal. The difficulty of obtaining water and sewage services is an obvious constraint to industrial growth. But with recent upgrades to the City's wastewater treatment capacity, these constraints may be eased.

There are four adjacent properties zoned industrial located on the south side of SR-26 east of Royal City. The parcels are located in Township 16 Range 26 Sections 7 and 8. The area to the west and nearest the city is zoned I-L. It consists of 6 parcels with a zoned area of 169 acres, of which 160 acres are unimproved. (Refer to Chart Nos. 7 and 7a in Technical Appendix A of the Draft Grant County Comprehensive Plan.) As noted above, the Port of Royal Slope is developing an adjacent area consisting of approximately 255 acres for a total owned by the port district of at that location amounting to 328 acres. There is also an area immediately south zoned I-H consisting of 5 parcels and 156 acres, again, all unimproved. (See Chart No. 7b in Technical Appendix A of the Draft Grant County Comprehensive Plan.) Moving to the east, there is a relatively large area along SR-26 zoned I-H consisting of 19 parcels and a total of 113 acres of which 62 acres are improved and 51 acres are unimproved. (See also Chart Nos. 7c and 7d in Technical Appendix A of the Draft Grant County Comprehensive Plan.) Finally, at the eastern end of the industrial area there are 2 parcels zoned I-L with a total of 35 acres, all improved. (See also Chart No. 7e in Technical Appendix A of the Draft Grant County Comprehensive Plan.)

Following recent patterns, it is anticipated that industrial development will continue in haphazard stages, but with an overall slow rate in the Royal City area. Adequate land appears to be available to the south and east. While infrastructure deficiencies pose a potential threat to continued industrial development, the City and Port are committed to planning for improvements to their water supply and wastewater treatment capabilities.

The Growth Management Act allows for inclusion of industrial lands within a UGA, or for including them in the rural land base of the County. The GMA and the goals and policies of the Grant County Draft Comprehensive Plan particularly provide for inclusion of resource-based industry within the rural lands of the County.

The City's proposed UGA Land Use Plan includes the industrial land to the south and east of the City in the Royal City UGA. The inclusion of these industrial lands within the proposed UGA appears reasonable. Inclusion of those lands within the Royal City UGA will benefit all citizens of Grant County through enhanced economic opportunity through industrial development.

However, the potential annexation of those lands into the City and resulting loss of tax revenue to Grant County poses a significant financial hardship to the County. In particular, the County Road Fund is heavily reliant on tax revenues from such high-value industrial lands. In particular, resource-based industries often take a heavy toll on the farm-to-processing roads of the County. Loss of Road Fund revenue will result in unmet needs for road improvements throughout Grant County. The resultant inability to maintain these farm-to-market roads will significantly hamper the agricultural economy. Therefore, it is in the best interests of both the City and the County to equitably share the tax revenues from such resource-based industries should such lands be annexed.

Grant County and Royal City should consider development of an interlocal agreement regarding annexation. Among other things, such an agreement should include arrangements for sharing of revenue.

Royal City UGA Analysis...

generated from property taxes received from resource-based industries proposed to be included in the Royal City UGA to ease the financial burdens of both parties while recognizing the costs of infrastructure development for the area. Similar phased revenue sharing approaches have been successfully utilized by other jurisdictions.

Summary

The UGA as proposed by Royal City appears to be excessively large. We offer the following comments for your consideration:

1. The amount of residential land included within the UGA should be limited to 200 gross acres or less.
2. The average density of residential lands should be 4 dwelling units per acre or greater.
3. The proposed designation of "Agricultural Residential" should be deleted. Such housing opportunities are more appropriately provided for by the rural land use designations contained in the Comprehensive Plan.
4. The amount of land proposed to be designated as "Urban Reserve" should be carefully reviewed. The amount proposed appears to be excessive to accommodate the projected growth of the City.
5. The lands to the east of the corporate limits extending to the Royal City Golf Course should be removed from the UGA.
6. The City may wish to designate additional lands north of Highway 26 and south of existing corporate limits as "Commercial."
7. If the industrial lands to the south and east of the City are included within the UGA, the City and County should jointly negotiate an interlocal agreement regarding annexation of those lands. Among other things, the annexation agreement should include provisions for sharing of revenues generated from property taxes of resource-based industries within the area...

UGA Map

The Royal City UGA Map is attached.

Attachment F Cultural Resources

Add the following to page 13-11:

CULTURAL RESOURCES

Cultural resources are those items, both tangible and intangible, that provide us with ties to the past, a better understanding of the present, and our hope for what the future might hold. Native Americans, like the Columbia, Colville and Wanapum people, have traveled over the landscape that is now Grant County harvesting the roots and plants for food and medicine, taking shelter where the land suited them. Ensuring that a record of their presence is preserved is of concern not only to Native Americans, but to all residents. Preservation of our cultural resources, including archaeological sites and objects, traditional cultural lands, food gathering areas, and burial grounds, is important to Grant County's health and prosperity. The goals and policies of this Element serve to preserve and protect significant cultural resources of the County."

On page 13-21, add the following:

Goal NS-1: Identify, preserve and protect historic, cultural and archaeological resources found to be significant by recognized local, state or federal processes.

Policies

NS-1.1: Identify known, recorded archaeological, cultural and historic resources.

Action: Obtain a listing of sites in Grant County from the Washington State Office of Archaeology and Historic Preservation, DCTED.

Action: The County should develop an "Cultural Resource Lands Map and Database" to gather relevant information on cultural, historic and archaeological resource lands into one location and format. The map should show the locations of all Cultural Resource Lands and relate to the Grant County Assessor database.

Action: The County should establish a Cultural Resource Task Force comprised of citizens, Wanapum Band, OAHP, DNR, other state agency, Grant County PUD, city and County representatives to develop inventories of significant and potentially significant sites.

NS-1.2: Develop a local process for evaluating the significance of historic, cultural, and archaeological resources.

NS-1.3: Preserve areas that contain valuable historical or archaeological sites of Federal, State, tribal, or local significance. Maintain and enforce provisions to the Resource Lands and Critical Areas Ordinance requiring conditioning of project approval on findings made by a professional archaeologist for development activities on sites of known cultural, historical or archaeological significance.

NS-1.4: Prior to demolition, moving, or alteration to any designated historic, cultural, and archaeological landmark, ensure that due consideration is given to its preservation or, at a minimum, documentation of its historic, cultural or archaeological value.

Attachment G Wetland Goals and Policies

Goal NS-2: Wetlands should be protected because they provide important functions that add to the quality of life.

Policies

NS-2.1: Wetland areas should be identified by the development applicant and reviewed by the County prior to development. If a wetland is determined to exist on a parcel subject to a non-exempt development activity, a written delineation should be required of the applicant.

NS-2.2: The County should consider accepting written determinations, delineations and mitigation plans only from the U.S. Army Corps of Engineers, the Department of Ecology, the Natural Resources Conservation Service, or a qualified critical areas professional. The County should consider requiring that mitigation plans for unavoidable wetland impacts to be based on a wetland functional assessment.

NS-2.3: Based on their quality demonstrated by the classification system defined in the Resource Lands and Critical Areas Ordinance, wetlands should be protected from alterations due to land use changes that may create adverse impacts to the wetland.

NS-2.4: The County should consider incorporation of the Washington State Wetlands Rating system for Eastern Washington (Ecology Publication #91-58) into the classifications system adopted in the Resource Lands and Critical Areas Ordinance.

NS-2.5: The County should consider incorporation of the Washington State Department of Ecology Manual titled "Washington State Wetlands Identification and Delineation Manual, March 1997" into the classifications system adopted in the Resource Lands and Critical Areas Ordinance.

NS-2.6: Whenever feasible, innovative techniques that enhance a wetland and promote it as a useful, functioning part of the development will be encouraged.

NS-2.7: Wetland preservation strategies and efforts, including wetland banking, should be coordinated with appropriate local, state and federal agencies and private conservation organizations to take advantage of both technical and financial assistance and to avoid duplication of efforts.

Attachment H Fire Hazards

Add the following text to page 13-18 of the Natural Setting Element:

FIRE HAZARDS

Whether wildfire occurs in urban areas, shrub steppe, wheatfields or grasslands, the potential loss to life and property is a concern to both those who fight the fires and whose property may be in harm's way. Much of Grant County receives little natural precipitation and is highly susceptible to fire hazard during much of the year. Meanwhile, more people are moving to previously uninhabited rural areas. As this number increases, the need to provide adequate and efficient fire services to these areas also increases. The goals and policies of this Element address this need by establishing standards that will ensure better fire protection in rural and resource lands of the County.

Add the following goals and policies at page 13-33:

Goal NS-9: *Protect life and property in rural and resource areas of the County from fire hazards.*

Policies

NS-9.1: The County should prepare an implementation plan for fire safety and prevention for rural and resource lands and presenting development standards.

Action: The County should establish a Fire Hazards Task Force comprised of citizens, fire district, city and county building officials, corporations, agricultural, DNR, other state agency, city and County representatives to develop a fire safety and prevention plan similar to that for Kittitas County.

Exhibit B
Consistency and Coordination Analysis

The Comprehensive Plan is, to the greatest extent practicable without compromising the requirements of the GMA, consistent with the county-wide planning policies prepared by the Grant County Planned Growth Committee. The Plan meets the mandatory requirements of the GMA and furthers all of the goals of the GMA. Following is an analysis of consistency between the Comprehensive Plan and the CWPPs.

POLICY 1—POLICY REGARDING URBAN GROWTH AREAS AND THE DESIGNATION OF URBAN GROWTH BOUNDARIES

Policy 1 states that “growth can occur outside a UGA only if it is not urban in nature.” This statement conflicts with RCW 36.70A.070(5)(d), which provides for limited areas of more intensive rural development outside of UGAs. RCW 36.70A.030(17) states that a pattern of more intensive rural development, as provided in RCW 36.70A.070(5)(d), is not urban growth. By providing for rural areas of more intensive development, the Comprehensive Plan is not consistent with the CWPPs. However, it is consistent with development patterns authorized under the GMA.

Policy 1 further states that “commercial and industrial development must be confined within a UGA if urban governmental services are required or cannot be supplied by said development.” However, RCW 36.70A.070(5)(d) does allow for limited commercial and industrial development as infill, development, or redevelopment in areas exhibiting a pattern of more intensive rural development. Further, RCW 36.70A.367 authorizes Grant County to establish two master planned locations for major industrial development outside of a UGA. The Comprehensive Plan provides for both rural areas of more intensive development and major industrial development. In doing so, the Plan is not consistent with the CWPPs. However, it is consistent with development patterns authorized under the GMA.

POLICY 1A—PROCEDURE FOR SETTLING URBAN GROWTH BOUNDARY DISPUTES

The Comprehensive Plan is consistent with the provisions of this policy.

POLICY 1B—PROCEDURES FOR AMENDING URBAN GROWTH AREAS/BOUNDARIES

The Comprehensive Plan provides for a process of amending all elements of the Plan, including UGA boundaries. The Plan amendment process is consistent with the requirements of the GMA and carries out the provisions of this policy in greater detail.

POLICY 2 & 2A—POLICIES TO PROMOTE CONTIGUOUS ORDERLY DEVELOPMENT AND THE PROVISION OF URBAN GOVERNMENTAL SERVICES TO SUCH DEVELOPMENT

Policy 2A stipulates that, in designating UGAs, the cities and county shall use both a short term and long term boundary. The short term urban growth boundary shall be established within the UGA within which urban growth will occur over the next ten years. The long term urban growth boundary shall be established within the UGA within which urban growth will occur over the next eleven (11) to twenty (20) years as urban growth expands beyond the short term urban growth boundary.

None of the UGAs proposed by the cities and adopted by the County include both short and long term boundaries. Nothing in the GMA requires that UGAs be designated in a phased approach. The designation of UGAs in the Comprehensive Plan complies with the requirements of RCW 36.70A.110.

Policy 2A states that “a rural area shall exist outside of the UGA within which very low intensive land uses will prevail over the next twenty (20) years. County policies and actions will emphasize rural residential densities and the protection of agricultural lands and natural resources. Urban growth will be prohibited.”

The Comprehensive Plan designates resource lands in accordance with the requirements of the GMA and establishes policies for their preservation and protection. The Plan further designates rural lands and provides for a variety of rural densities as required by the GMA and establishes policies that protect and preserve the rural character of Grant County. The Plan does provide for a pattern of more intensive rural development, as authorized in RCW 36.70A.070(5)(d). Such development is not urban growth as defined in RCW 36.70A.030(17).

POLICY 2B—URBAN DENSITIES - DEFINITION OF LOT SIZES

Policy 2B states that “urban densities are prohibited outside of established urban growth areas except for the establishment of master planned resorts (RCW 36.70A.350) and new fully contained communities consistent with the requirements for reserving a portion of the twenty (20) year county population projection (RCW 36.70A.360).” The Comprehensive Plan also provides for urban densities in areas of more intensive rural development, as provided in RCW 36.70A.070(5)(d).

POLICY 3—POLICIES FOR SITING PUBLIC FACILITIES OF A COUNTY-WIDE OR STATE-WIDE NATURE

The Comprehensive Plan provides for a process for siting essential public facilities. The Plan process is consistent with the requirements of the GMA and carries out the provisions of this policy in greater detail.

POLICY 4—POLICIES FOR COUNTY-WIDE TRANSPORTATION FACILITIES AND STRATEGIES

The Comprehensive Plan includes a transportation element that meets the requirements of the GMA and is consistent with the Quad County Regional Transportation Plan. The transportation element is consistent with the land use element. It includes a finance plan designed to maintain levels of service that meet or exceed adopted standards. The element includes policies that require that improvements be within the County’s funding capacity, and be equitably distributed between users and the County in general. The element also includes a strategy for dealing with funding shortfalls. The element also includes a requirement for concurrency of transportation improvement with development.

To the greatest extent practicable, the transportation element is consistent with the provisions of this policy. The transportation element, however, does not address certain items of this policy. For example, no analysis of energy-efficiency in transportation systems is included in the transportation element, as specified in the policy. Neither is a control strategy adopted to minimize noise impacts from transportation systems and facilities as specified. Such omissions are not substantive and are not requirements of the GMA.

POLICY 5—POLICIES THAT CONSIDER THE NEED FOR AFFORDABLE HOUSING, SUCH AS HOUSING FOR ALL ECONOMIC SEGMENTS OF THE POPULATION

The Comprehensive Plan includes a housing element as required by the GMA. The housing element provides a range of housing alternatives which takes into account price, tenure type, and density which meet the County’s housing needs. The housing element is consistent with the requirements of the GMA and carries out the provisions of this policy.

POLICY 6—POLICIES FOR JOINT COUNTY AND CITY PLANNING WITHIN URBAN GROWTH AREAS

The Comprehensive Plan provides for a process for joint planning between the County and cities. The Plan process is consistent with the requirements of the GMA and carries out the provisions of this policy.

POLICY 7—POLICY FOR COUNTY-WIDE ECONOMIC DEVELOPMENT AND EMPLOYMENT

The Comprehensive Plan includes an economic development element, which is optional under the GMA. This element provides a series of strategies and policies to encourage, strengthen, sustain, and diversify the County's economic base. The economic policies enhance the agricultural economy of Grant County and promote industrial, tourism and other businesses. The economic development strategies were developed based on participation of an advisory committee and have been reviewed and approved by the Grant County Economic Development Council. The economic development element is consistent with the requirements of the GMA and carries out the provisions of this policy.

POLICY 8—AN ANALYSIS OF THE FISCAL IMPACT

The Comprehensive Plan includes a capital facilities element as required by the GMA. The capital facilities element includes provisions for focused public investment in facilities and infrastructure. The element contains a capital improvement plan, including measures for funding such improvements, designed to maintain levels of service that meet or exceed adopted standards. The element includes policies that require that improvements be within the County's funding capacity, and be equitably distributed between users and the County in general. The element also includes a strategy for dealing with capital facility funding shortfalls. The capital facility element is consistent with the requirements of the GMA and carries out the provisions of this policy.

Portions of the capital facilities supporting rural development outside of UGAs is provided by special service districts. The County expects and anticipates that future special district activities will be consistent with and enhance implementation of the goals and policies of the Comprehensive Plan.

POLICY 9—PROVISIONS FOR THE REVIEW OF NEW FULLY CONTAINED COMMUNITIES, MASTER PLANNED RESORTS AND RECREATIONAL TYPE DEVELOPMENT IMPACTS

The land use element of the Comprehensive Plan includes provisions for the designation of fully contained communities, master planned resorts, and small-scale recreational developments. The provisions of the land use element are consistent with the requirements of the GMA and carry out the provisions of this policy.

POLICY 10—ANNEXATION PLANS, INCORPORATION PLANS, AND THE ROLE OF THE BOUNDARY REVIEW BOARD

The Plan is consistent with state statute regarding annexation and incorporation and carries out the provisions of this policy.

POLICY 11—MONITORING, REVIEW AND AMENDMENT OF COUNTY-WIDE PLANNING POLICIES

The Plan is consistent with and carries out the provisions of this policy.

POLICY 12—POLICIES REGARDING DIVISION, ALLOCATION AND DISTRIBUTION OF GROWTH MANAGEMENT FUNDS/COUNTY - CITIES MEMORANDUM OF AGREEMENT ADOPTING METHOD FOR DISTRIBUTION OF STATE GROWTH MANAGEMENT FUNDS ALLOCATED TO GRANT COUNTY BY THE WASHINGTON STATE DEPARTMENT OF COMMUNITY DEVELOPMENT

The Plan is consistent with the provisions of this policy.

POLICY 14 –POLICIES TO PERMIT FLEXIBILITY WITHIN LOCAL POLICY PROCEDURE

The Comprehensive Plan is, to the greatest extent practicable without compromising the requirements of the GMA, consistent with the county-wide planning policies prepared by the Grant County Planned Growth Committee. RCW 36.70A.210 defines a 'county-wide planning policy' as a "written policy statement or statements used solely for establishing a county-wide framework from which county and city comprehensive plans are developed and adopted pursuant to this chapter." This policy states that "these policies are meant as general framework guidelines for the county and each municipality, however flexibility must be maintained in order to adapt to different needs and conditions."

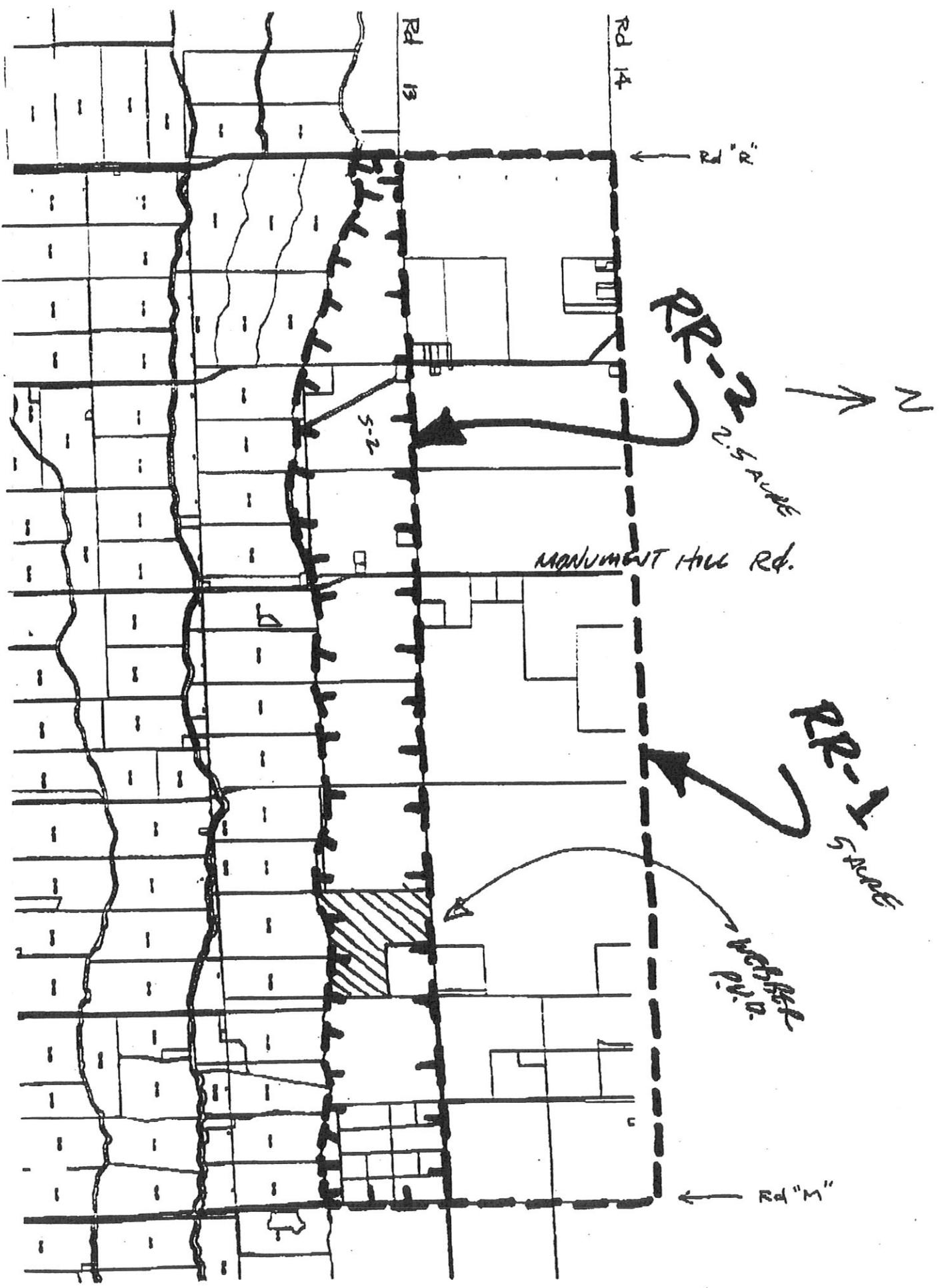
During preparation of the Comprehensive Plan, the CWPPs have been interpreted as general, non-mandatory standards. The CWPPs, taken together with the thirteen goals of the GMA, have been used to guide the Comprehensive Plan. Where the CWPPs clearly conflict with the most current goals or requirements of the GMA, the Comprehensive Plan favors the GMA. Included herein as Attachment A is a detailed analysis and demonstration of consistency between the Comprehensive Plan, the CWPPs and the GMA.

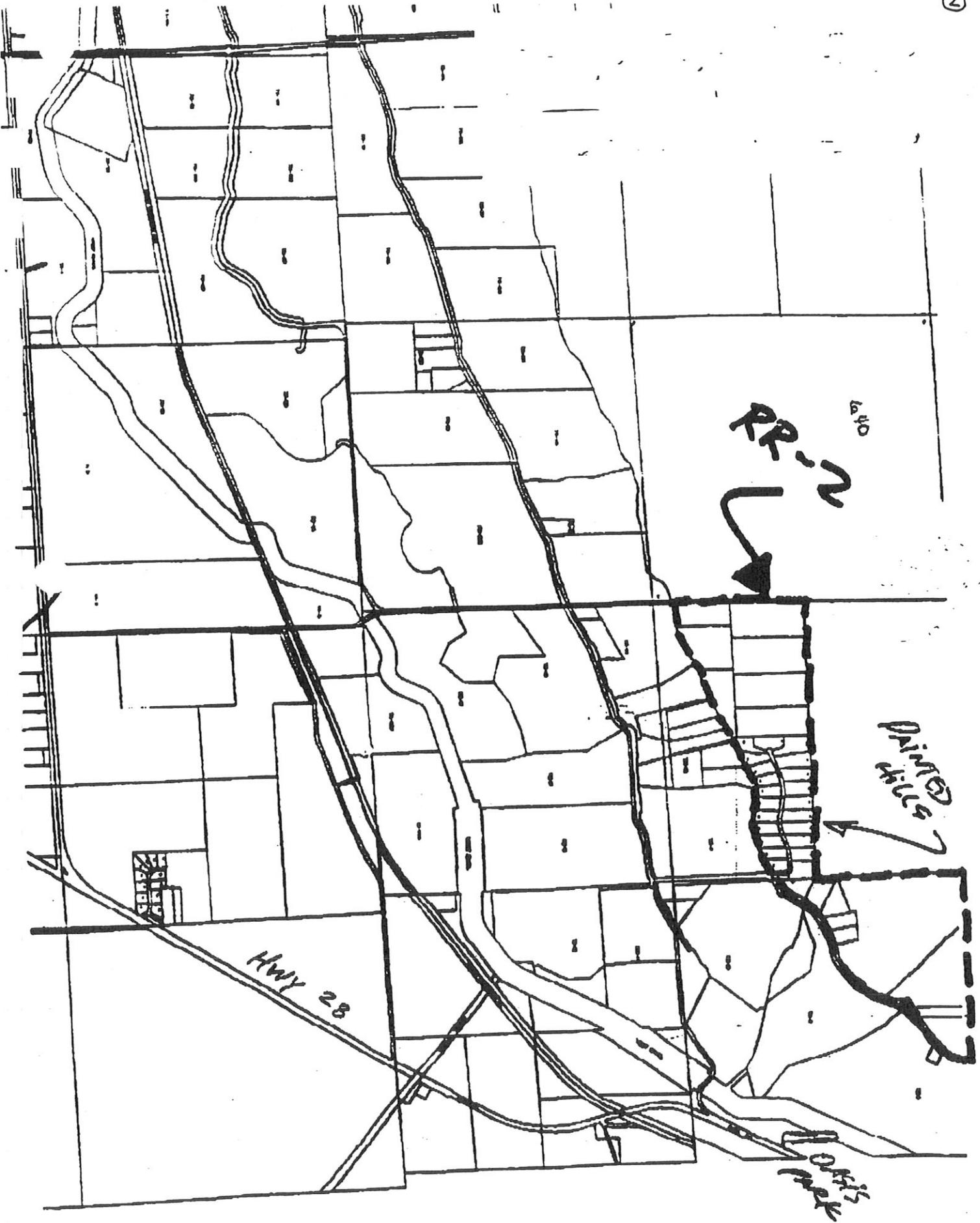
POLICY 15—POPULATION FORECAST DISTRIBUTION

This policy includes a population forecast based on 1992 data and a growth and distribution model that assumed that the cities and the unincorporated areas of the county would continue to grow at the same rates. This growth model does not adequately project an increase in growth in urban areas and a decrease in rural areas, as intended by the GMA. The Comprehensive Plan uses more recent (1998) population data and growth projections published by the Washington State Office of Financial Management. The population allocation methodology included in the Comprehensive Plan is based on historic growth patterns, employment forecast, expectations regarding future growth, and GMA goals, as specified in "Grant County Draft Comprehensive Plan, Part IV-Technical Appendices, Grant County Urban Growth Area Analysis: Population, Employment and UGA Land Allocations." The population distribution resulting from this methodology results in significantly more population allocated to urban growth areas than the distribution included in the CWPPs.

Therefore, although inconsistent with the CWPPs, the population allocation included in the Comprehensive Plan is equitable, based on historic future growth patterns and employment forecasts, and consistent with methodologies used in other jurisdictions.

Exhibit C
Rural Residential Designation Maps
Figures 1 through 9





COMPTON
LABOR

Hwy 28

PRIN

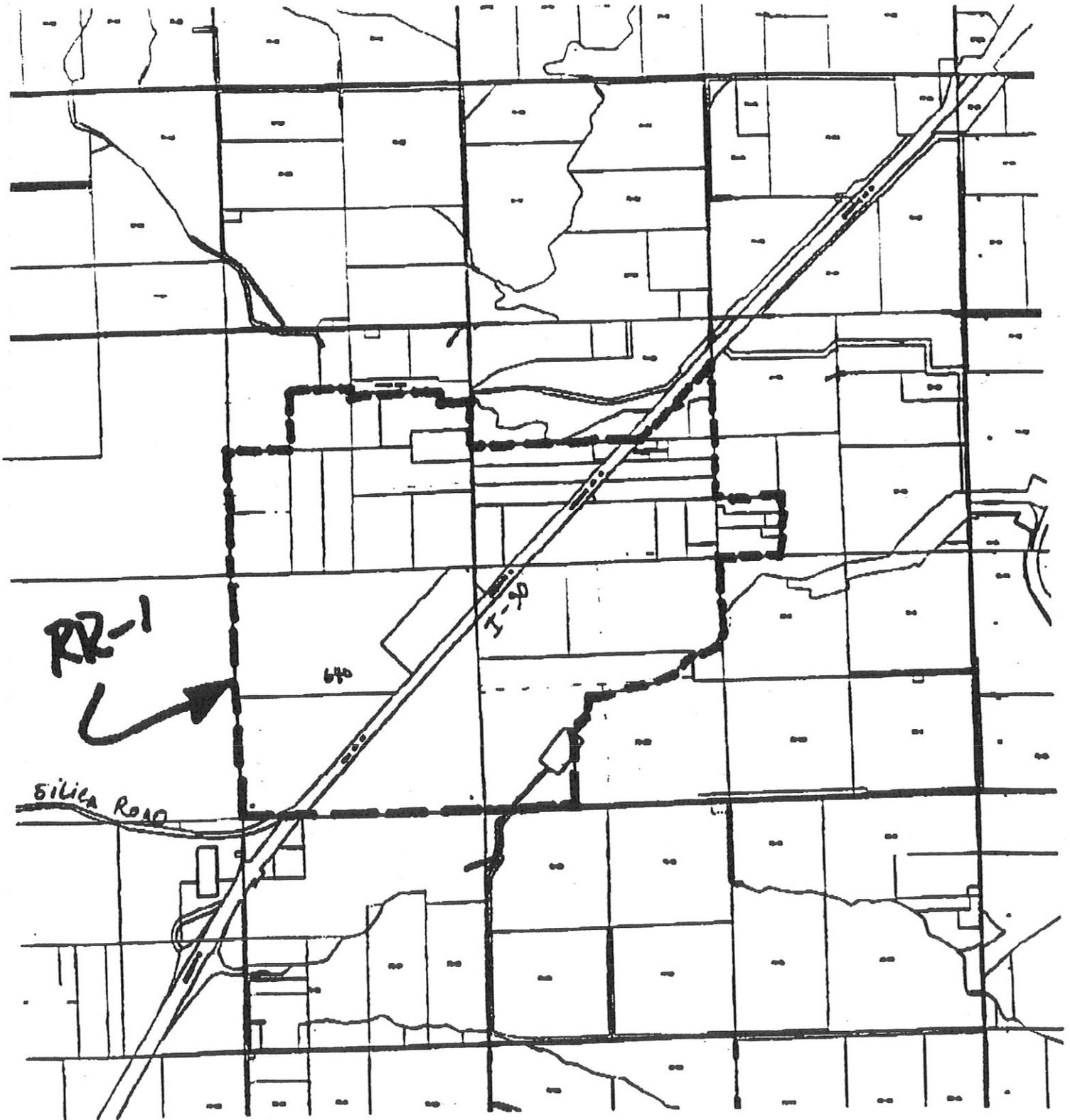
1210

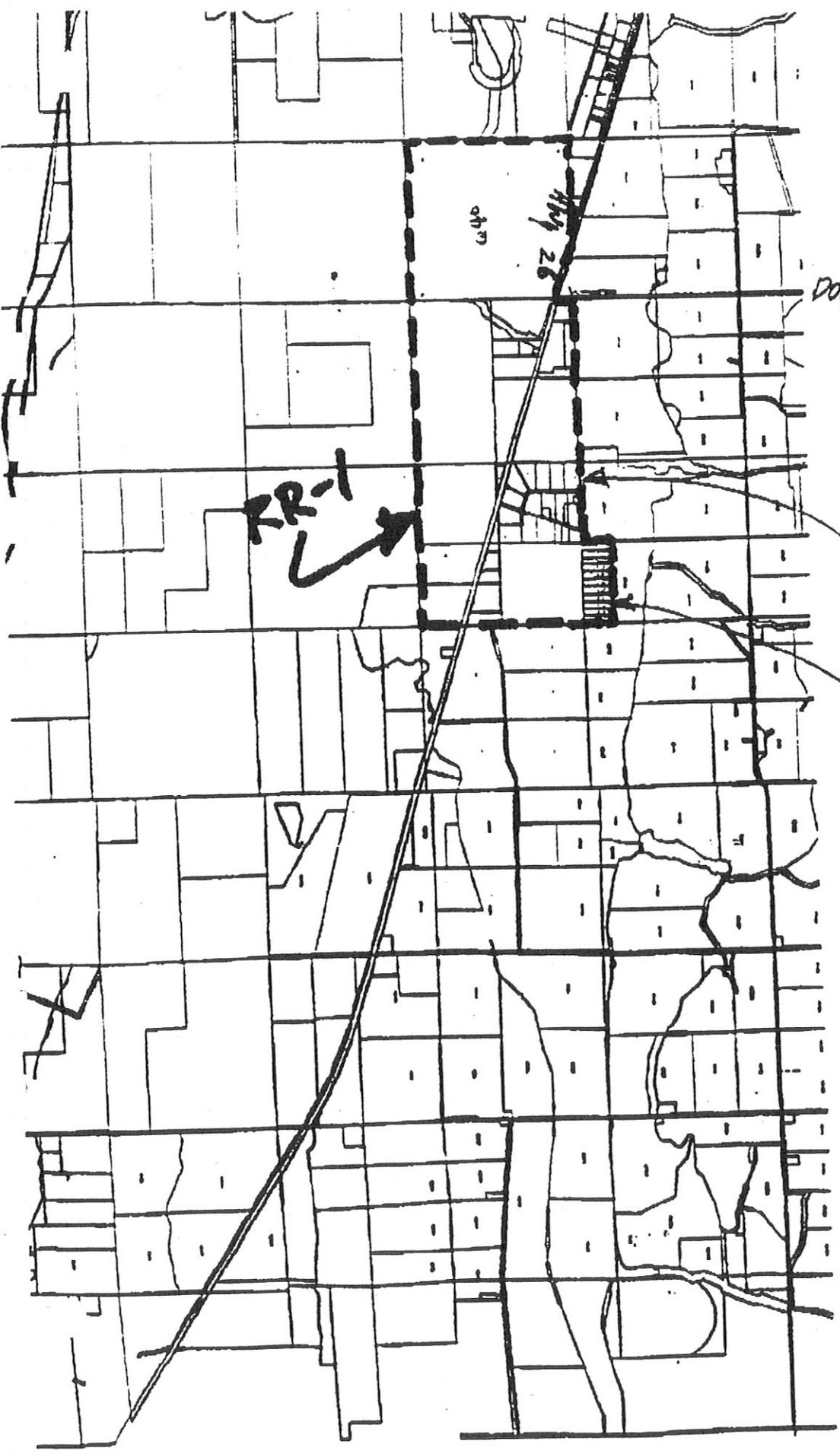
DRAINAGE

Office



Town of
Georgetown





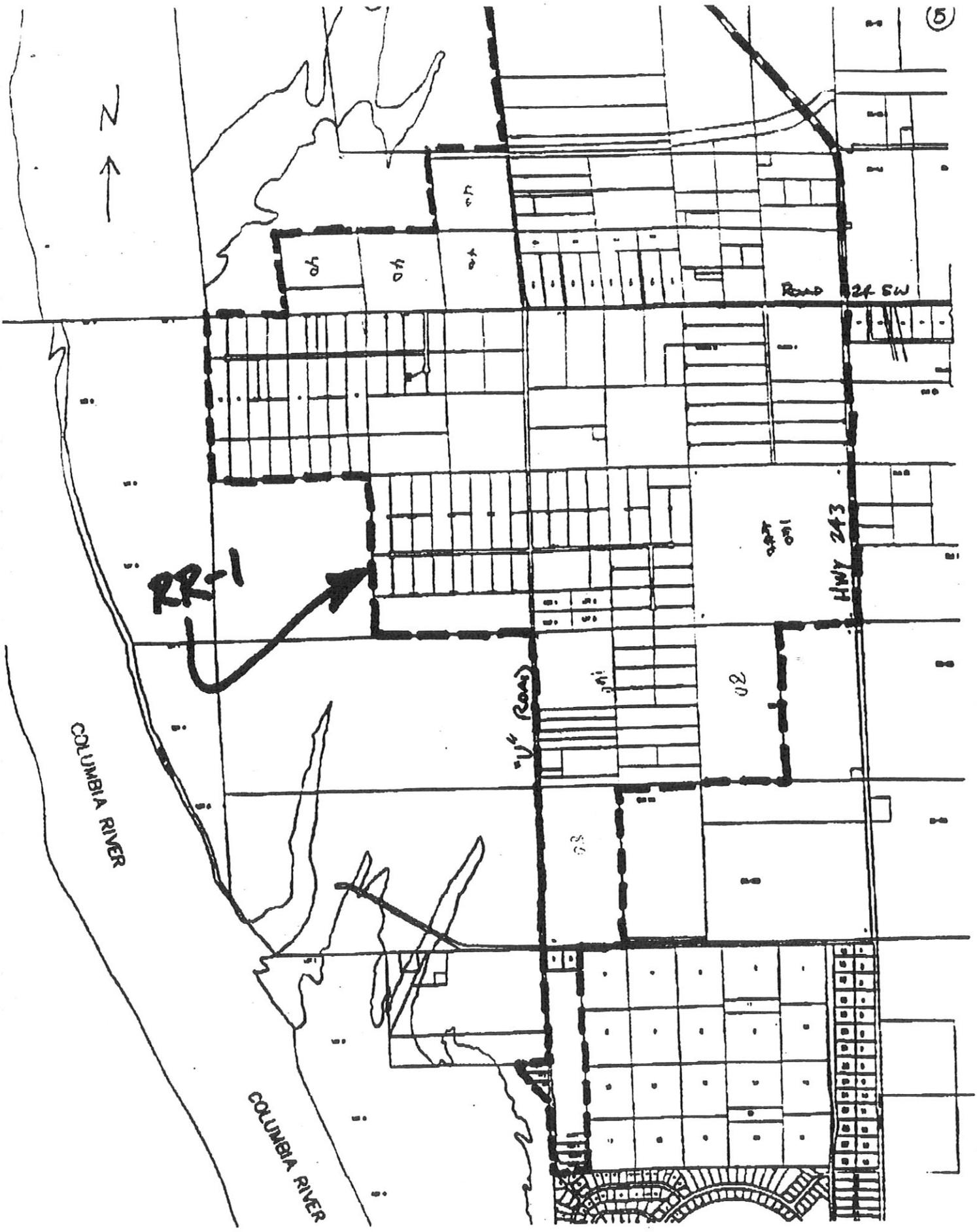
DODSON ROAD

Hwy 26

RR-1

parking
garage

OLD
SOUTH
AVENUE



5



COLUMBIA RIVER

COLUMBIA RIVER

RR-1

U' Road

Road 24 SW

HWY 243

04

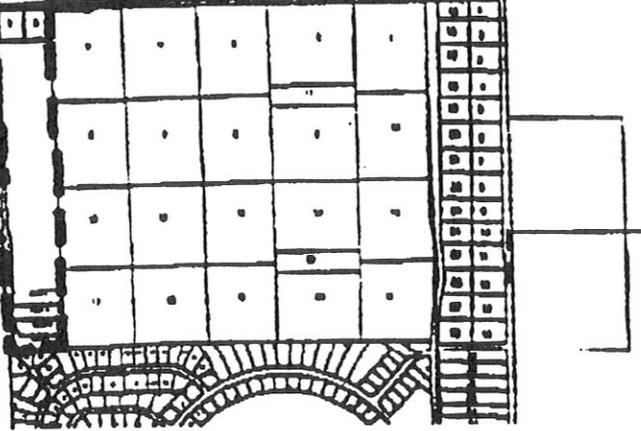
04

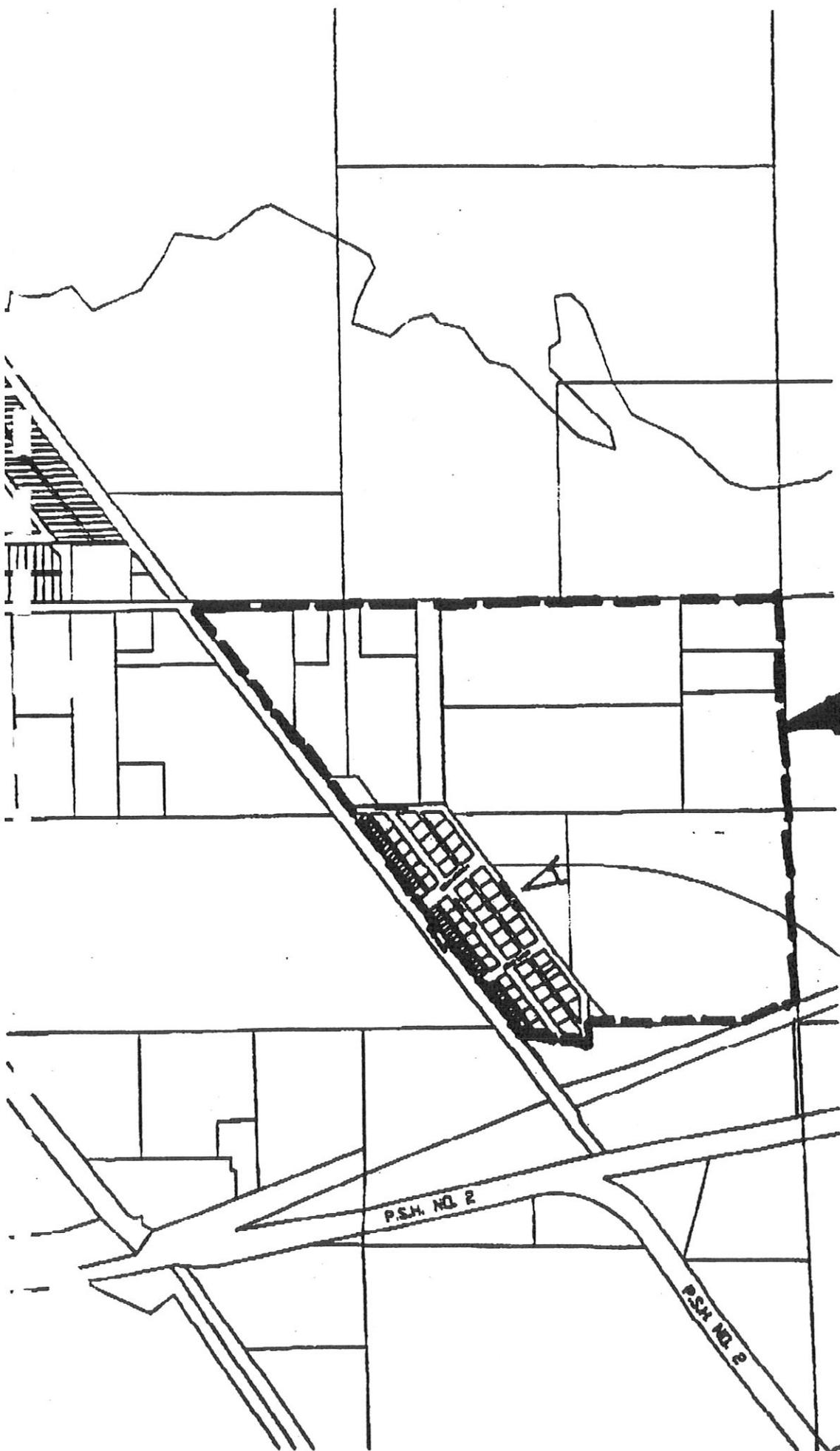
05

01

02

03





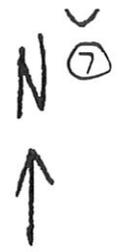
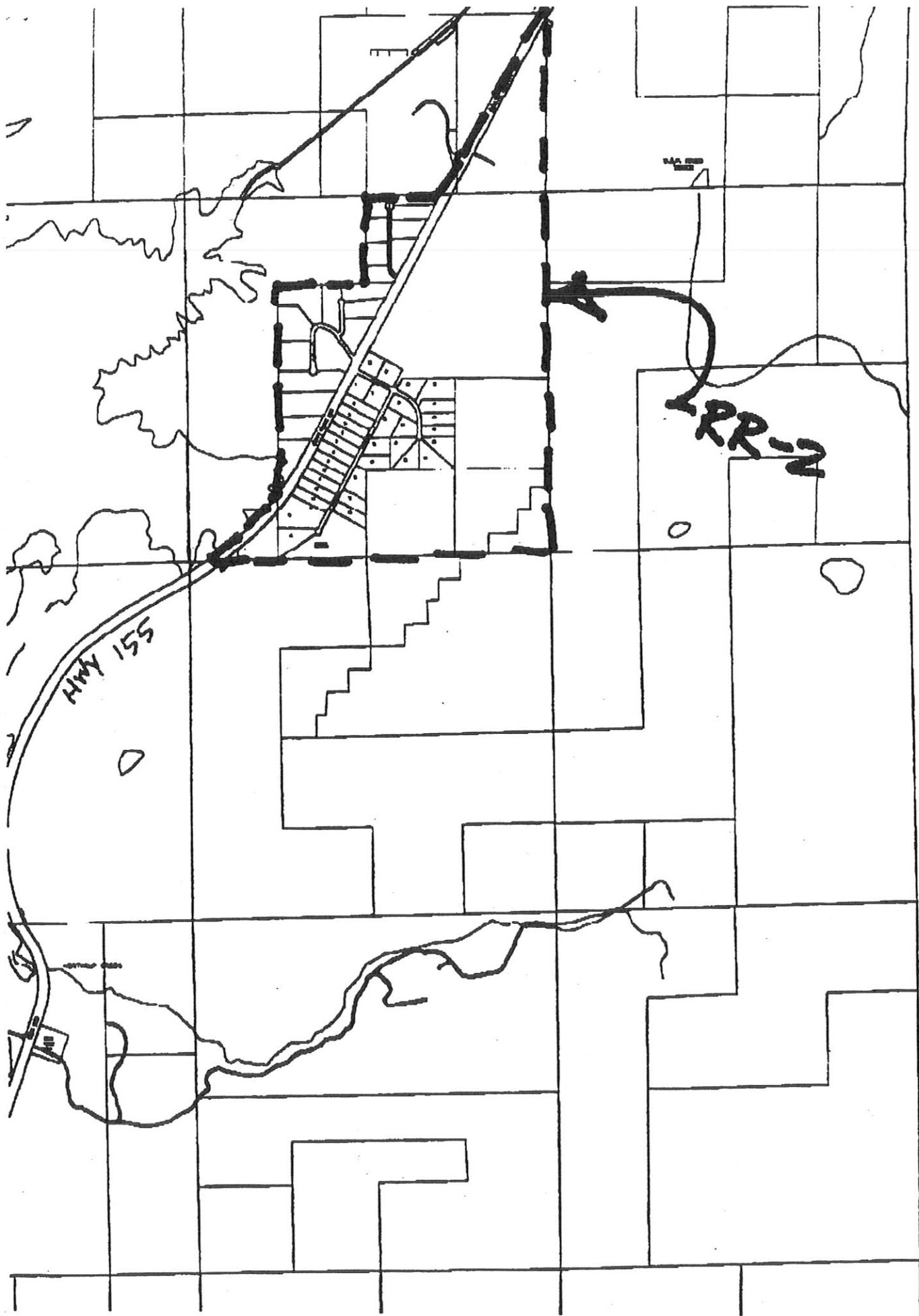
↓ N

PR-2

Field

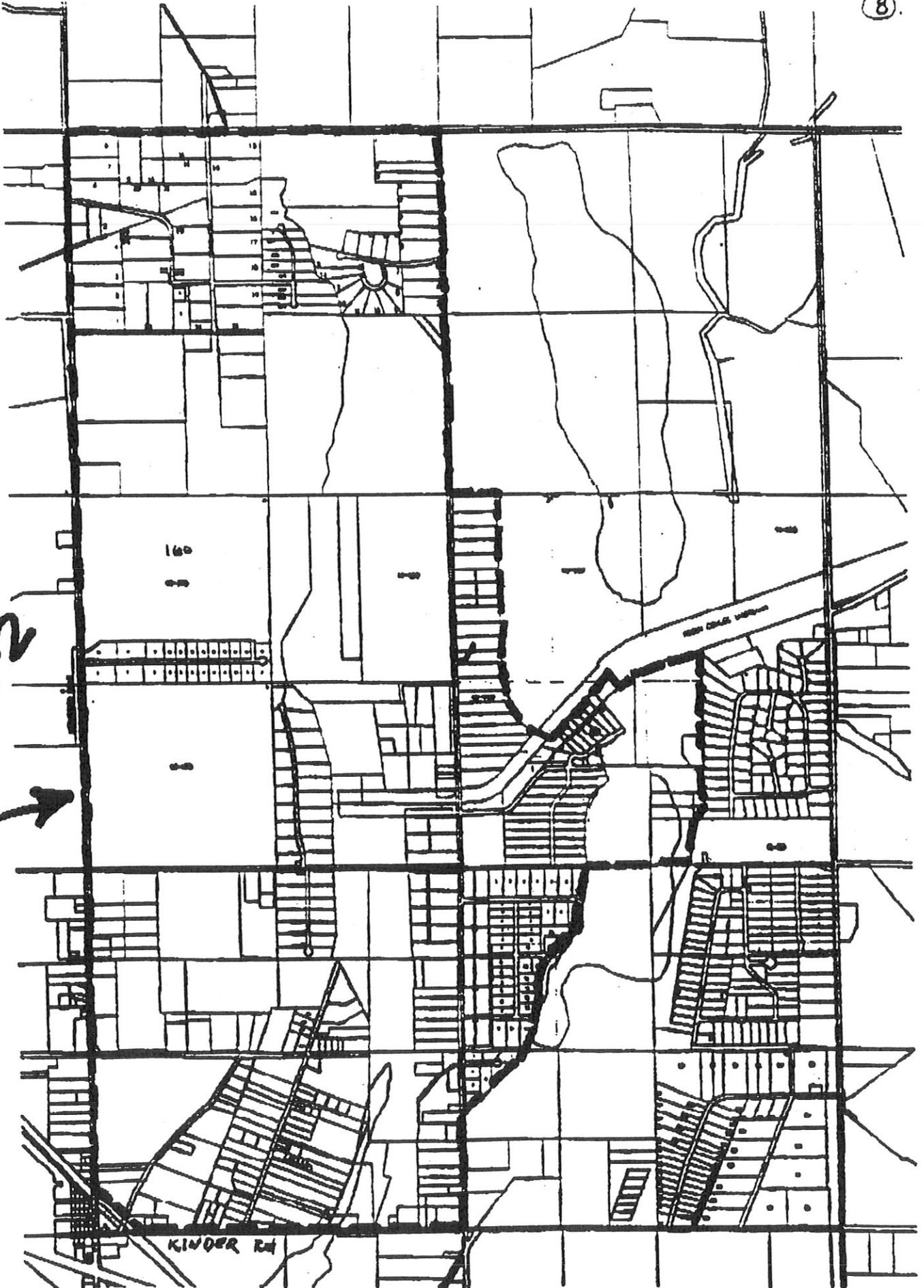
P.S.H. NO. 2

P.S.H. NO. 2



N
↑

RR-2
↙ ↘



KINDER RD

HIGH CHASE VILLAGE

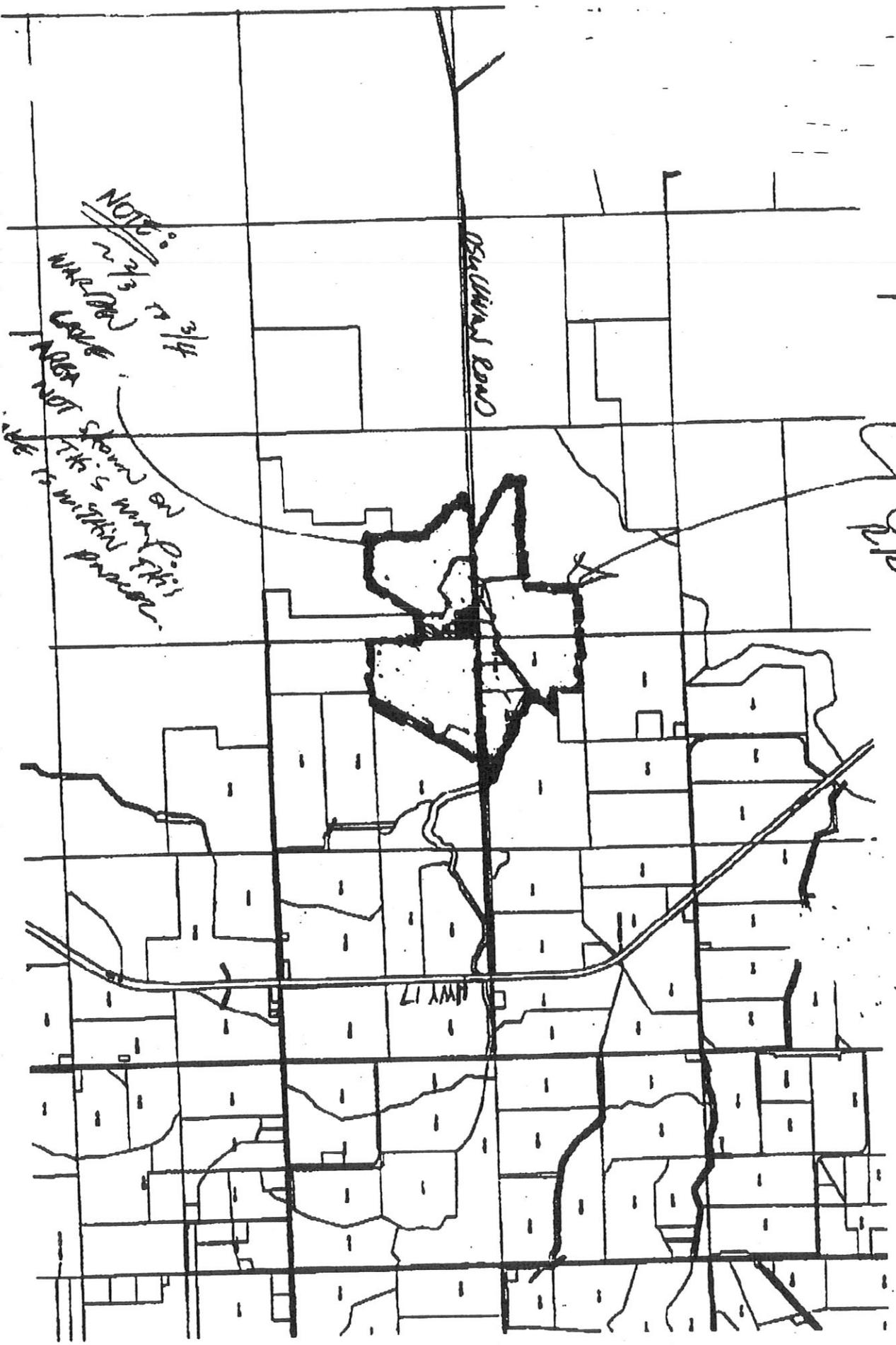
N
↑



WARREN WAKE AREA.

OSWALD ROAD

HWY 17



NOTE:

2 2/3 1 3/4
 WARREN WAKE
 AREA NOT TO BE
 SKIPPED ON THIS
 MAP'S WAKE AREA
 THIS IS WITHIN
 BOUNDARY

**Exhibit D
Plan Implementation**

General

Each county or city planning under the GMA should develop a detailed strategy for implementing its Comprehensive Plan, as stated in WAC 365-195-805. Through the preparation of this Plan, several policies were developed and additional planning needs were identified where further action is warranted. These include, but are not limited to, such action items as preparation and adoption of new development ordinances, review and revision of current zoning requirements, joint planning with the City of Moses Lake for the Urban Reserve area adjacent to the Moses Lake UGA, and further evaluation of the unincorporated Lakeview Park urban growth area. In compliance with the requirements of WAC 365-195-805, Grant County will use the following strategy to implement the Comprehensive Plan.

Ordinance Inventory

County ordinances regulating land development activities are listed in Table 2-1. In addition, the County administers the Grant County Shoreline Master Program, which is part of the Washington Administrative Code, and road and public right-of-way issues through the Grant County Road Standards.

Both Grant County and the Grant County Health District also have separate civil infraction ordinances that impose enforcement processes and actions against violations of most of the land development and health regulations.

***Table 2-1
Land Development Ordinances***

<i>County Ordinance No.</i>	<i>Regulated Activity</i>
97-192-CC	Local Project Permit Review
-	Zoning
96-159-CC	Building
97-39-CC	Interim Zoning
93-49-CC	Resource Lands & Critical Areas
97-191-CC	Platting and Subdivision
97-190-CC	Short Plats and Subdivisions
95-60-CC	SEPA
92-110-CC	Residential RV Parks
92-98-CC	Extended Use RV Parks
91-127-CC	Short Term RV Parks
88-2-CC	Binding Site Plans
88-106-CC	Flood Damage Prevention
90-92-CC	Right To Farm
98-174-CC	Communication Tower Siting

The Grant County and the Grant County Health District also have enacted ordinances listed in Table 2-2 relating to land development, including water supply and on-site sewage disposal requirements.

*Table 2-2
Public Health Ordinances*

<i>County Ordinance No.</i>	<i>Regulated Activity</i>
96-2	On-Site Sewage Disposal
#604495	Solid Waste/Litter
96-105-CC	Adequate Water Supply

Funding Issues

The regular County budgetary processes will be used to appropriate funds to carry out the goals and policies of this Plan and to monitor the effectiveness of the County's actions. The County will actively solicit grant funding from DCTED and other sources to augment County funds. The pace and schedule of implementation will, by necessity, depend entirely on the adequacy of budgetary appropriations, including any grant or nonrecurring funds that may be secured.

Proposed Modifications

To a greater or lesser extent, each of the regulations listed above in Tables 2-1 and 2-2 will need modification. It is not anticipated that the Public Health Ordinances will require extensive revisions. Of most immediate concern is to adopt an amendment to the Interim Zoning Ordinance and a new land division ordinance that codifies regulations pertaining to both short and long subdivision platting and boundary line adjustments. Failure to adopt new interim zoning and land division rules quickly may create a "window of opportunity" for land developers to circumvent the explicit policy language in this Plan pertaining to maximum residential density, since any project that "vests" prior to new interim zoning and land division ordinances must be processed under the County's current rules. In short, any delay in adopting these new ordinances will provide land developers an expanded opportunity to vest projects that are inconsistent with this Plan.

After new interim zoning and land division ordinances are adopted, the County will focus on completion and adoption of a new land use ordinance to replace the zoning and interim zoning ordinances. Significant work has already been completed on preparation of a draft land use ordinance; a preliminary draft was recently prepared for internal County staff review. It is expected that a number of issues will need to be addressed during the public review and hearing process for adoption of a land use ordinance; an extended period of time is expected to achieve adoption.

During the review of the new land use (zoning) ordinance, the County will prepare revisions to other, less critical ordinances listed above. Of most importance will be revisions to the Resource Lands and Critical Areas Ordinance and the SEPA Ordinance. The SEPA Ordinance will be made fully consistent with Chapter 36.70B RCW and Chapter 197-11 WAC.

Once a new land use ordinance is adopted, the County will then revise the Shoreline Master Program. Again, significant work has already been completed on preparation of a draft land use ordinance. As revisions to the Shoreline Master Program are being prepared, the "lesser" ordinances will be processed and undergo public review leading to adoption.

Grant County's Local Project Permit Review and Resource Lands and Critical Areas Ordinances will also require minor revisions. Full implementation of the Resource Lands and Critical Areas Ordinance is expected to be a significant endeavor. Currently, critical areas and resource lands are identified and field delineated on a case-by-case basis as land development applications are submitted. While the County desires to create Geographical Information System (GIS) mapping and relational database that identifies all parcels that contain critical areas and/or resource lands, this task is currently beyond the County's foreseeable ability to fund. Resource lands of long-term commercial significance, as designated in this Plan, have been mapped as part of this Plan development.

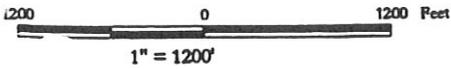
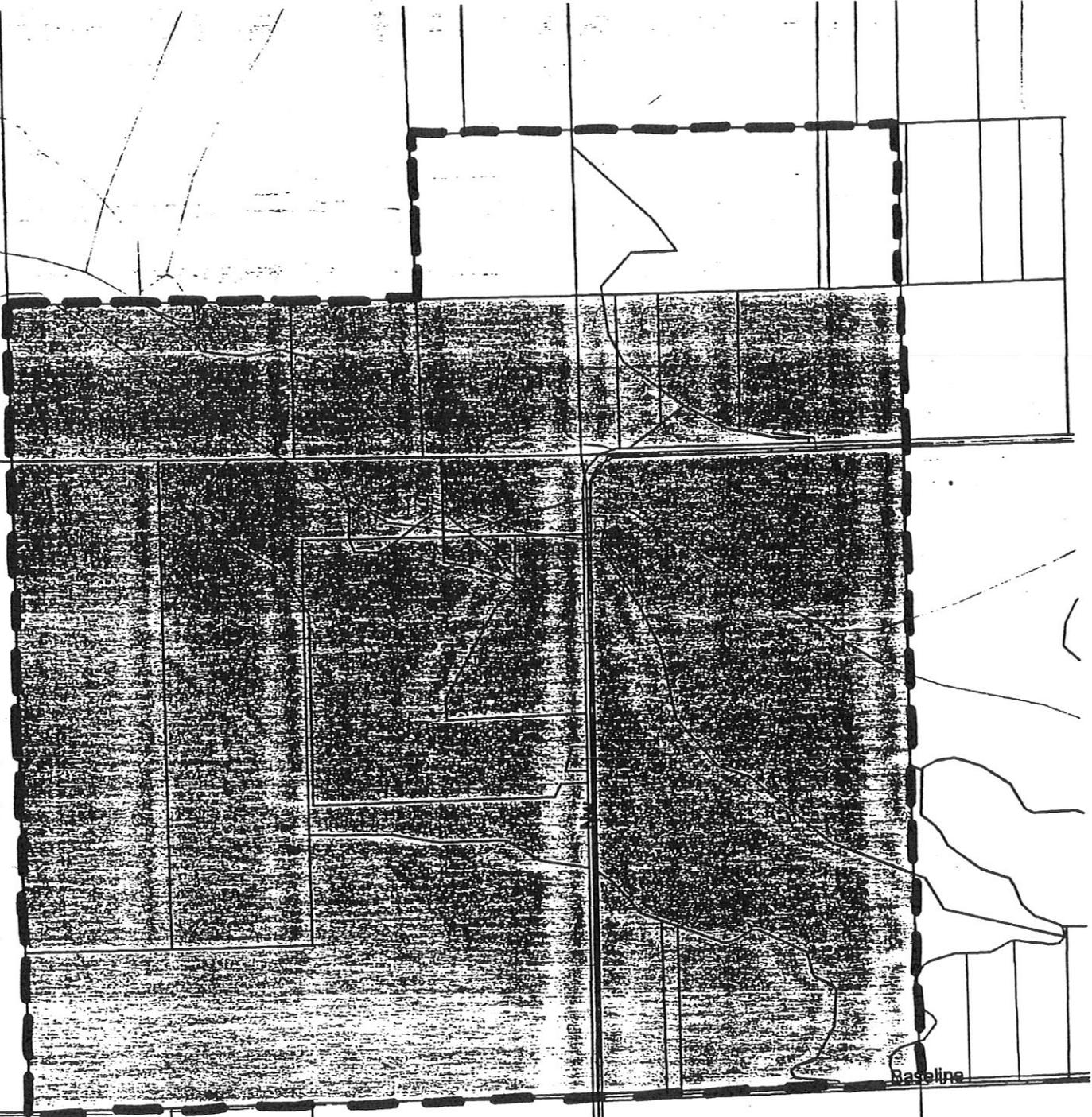
Anyone who seeks to engage in land development activities, or is otherwise subject to the development regulations contemplated under this Plan, will be required to obtain necessary local permits, licenses, and/or franchises. In general, applications for land development activities will be processed according to the requirements of Grant County's Local Project Permit Review ordinance, including any amendments thereto. The County may consider a number of remedies for violation of development regulations, including, but not limited to, bond forfeiture, abatement, injunctive relief, permit/license/franchise revocation, civil penalties, and criminal sanctions.

Once Development Regulations are adopted, the County will proceed with preparation of sub area plans for the Lakeview UGA and the Urban Reserve area adjacent to the Moses Lake UGA. An Open Space program may also be evaluated.

Adoption Schedule

All revisions will be processed as expeditiously as possible, subject to staff resources and funding availability. As required by WAC 365-195-810, Grant County intends to request in writing an extension from DCTED of up to 180 days for adoption of development regulations implementing this Comprehensive Plan. Thereafter, any amendments to this Comprehensive Plan and consistent implementing regulations will be enacted and put into effect concurrently.

Exhibit E
The Gorge Recreational Development Map



GRANT COUNTY
 COMPREHENSIVE PLAN
 THE GORGE
 RECREATIONAL DEVELOPMENT

Created by: James L. Hembberger
 Date: February 2, 1999
 Original data compiled by Grant County and other sources. Spatial information may not meet National Map Accuracy Standards, and may not be suitable or suitable for a particular purpose. Intended purpose is for reference to land use designation criteria.

