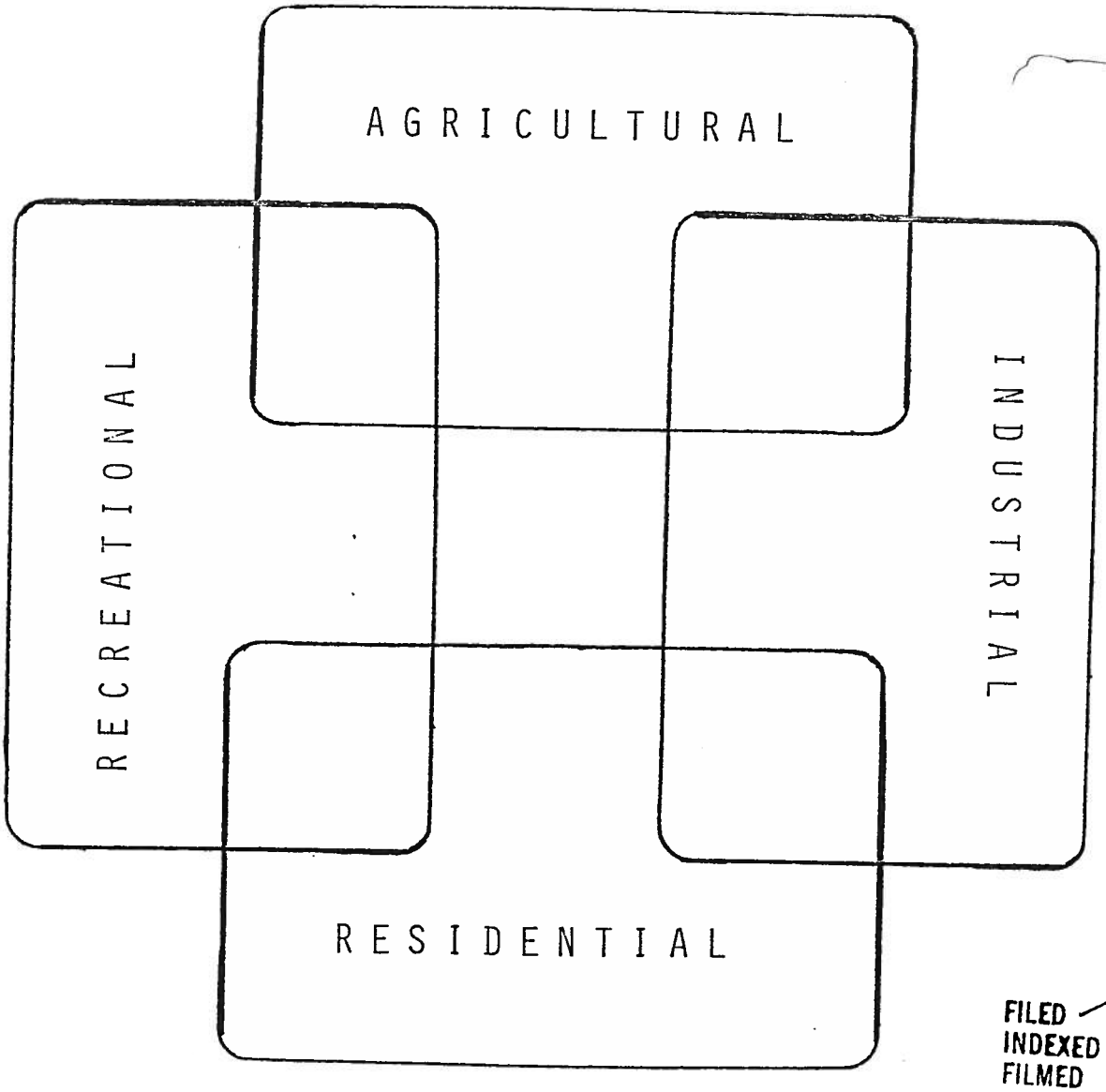
LINCOLN COUNTY



FILED
INDEXED
FILMED
DIST.

COMPREHENSIVE PLAN

LINCOLN COUNTY

COMPREHENSIVE PLAN

BOARD OF COUNTY COMMISSIONERS

Loren C. Moos, Chairman

Marvin Fink

Andy Rustemeyer

LINCOLN COUNTY PLANNING COMMISSION

Donald Haydon, Chairman

James Hein

Robert Zwainz

Mark Sheffels

Donald Schibel

LINCOLN COUNTY PLANNING DEPARTMENT

Terry D. Goodman, Director

James Lorenz, Assistant Planner

LINCOLN COUNTY COMPREHENSIVE PLAN

Table of Contents

INTRODUCTION

Reasons for Development of the Plan

A Legal Document 6

Changing Conditions 7

Population

Historical Background 8

Housing 10

COMPREHENSIVE PLAN ELEMENTS

Land Use

Agricultural 12

Residential 16

Recreational 17

Commercial/Industrial 20

Transportation 21

Economic Development 24

Energy/Utility Transmission Facilities 27

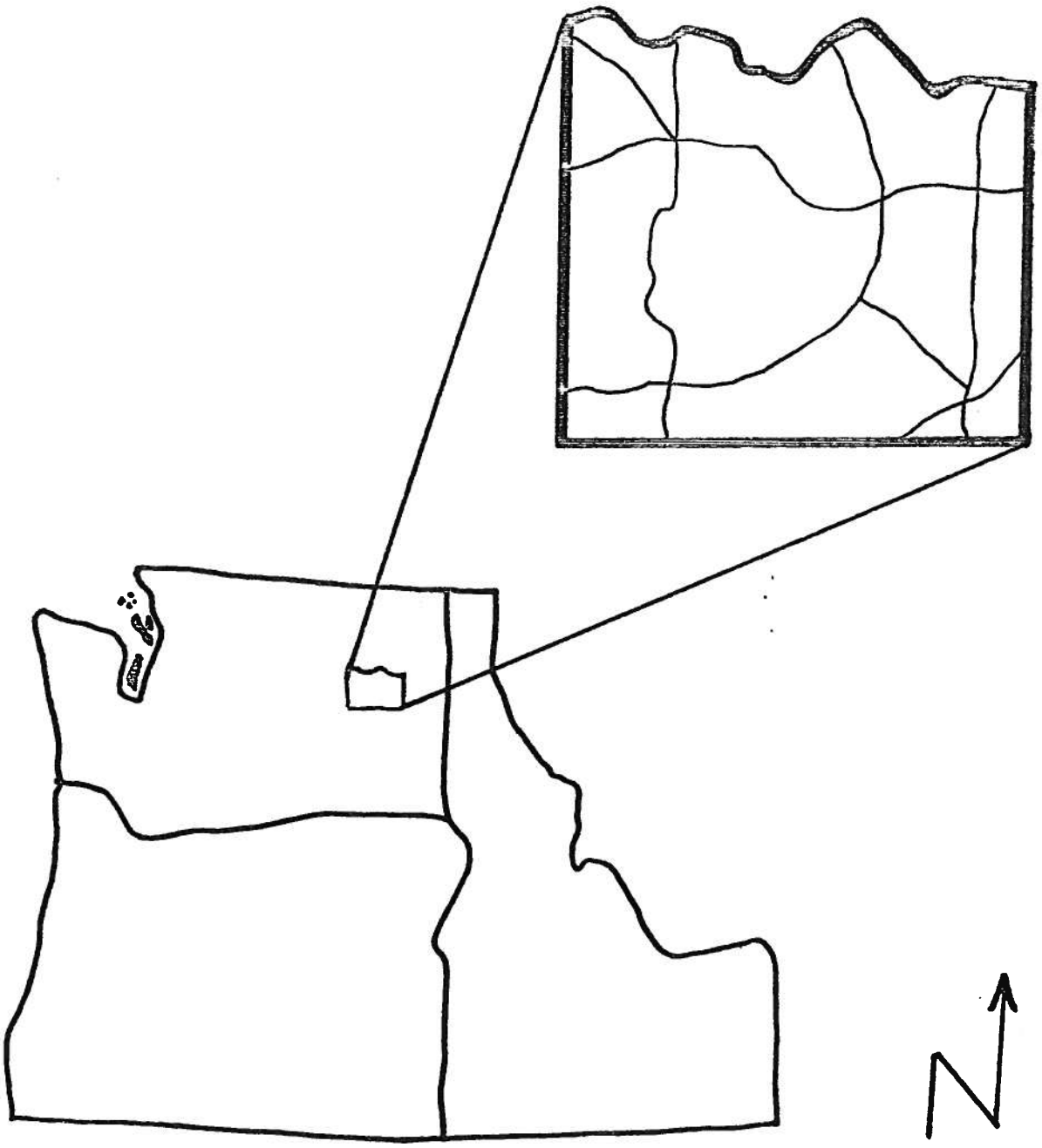
MAPS/CHARTS

LINCOLN COUNTY

1.	Regional Location Map	5
2.	Population Chart, 1890 - 1982	9
3.	Housing Units	11
4.	Land Use Map	14
5.	Land Use Facts	15
6.	Recreation Map	19
7.	Transportation Map	23
8.	Economic Activity Chart	25
9.	Economic Activity Future Projections	26

LINCOLN

COUNTY



REGIONAL LOCATION

LINCOLN COUNTY COMPREHENSIVE PLAN

Reasons for Development of the Plan

A Legal Document

The Comprehensive Plan is a legal document for guiding the future development of Lincoln County. The Plan is based upon the stated long term goals and objectives of the county residents.

The Lincoln County Plan is developed in accordance with the Planning Enabling Act, Chapter 36.70 of the Revised Code of Washington. The Plan, after hearings by the Planning Commission and approved by motion of the Board of Commissioners, shall be certified as the Lincoln County Comprehensive Plan. Two of the elements in the Lincoln County Comprehensive Plan are required by RCW 36.70. They are the Land Use and Transportation elements. The other elements are optional and others may be added as conditions warrant.

The Plan is a guide for decisions based on the best knowledge about the county available at the time. It must provide flexibility in its interpretation and application. The Comprehensive Plan is not an ultimate goal but is an ever changing document.[1] It should be periodically reviewed and updated as necessary. To carry out the goals and objectives in the Plan, official controls have to be in place in Lincoln County. Effective county ordinances are vital to Plan implementation.

[1] A Short Course on Local Planning, PCAA & PAW, Oct. 1981

LINCOLN COUNTY COMPREHENSIVE PLAN

Changing Conditions

The first Comprehensive Plan of Lincoln County was adopted March 6, 1962, in accordance with the provisions of Chapter 201, Laws of Washington, 1959, Section 33 (RCW 36.70). It was amended on June 7, 1965.

The revision of the Lincoln County Comprehensive Plan comes in response to local recognition that conditions have changed. This will require changes in policies and also changes in the techniques of making and implementing policies. Since the first County Comprehensive Plan was implemented, the following changes in conditions and priorities have led to the need for revision.

1. The proportion of the county's population residing in incorporated areas has been rising steadily, while the proportion in the rural unincorporated areas has been declining.
2. The recreational needs and expectations of the county residents have increased.
3. The increased realization of the fragile existence of cropland.
4. The possible construction of a large scale energy plant in Lincoln County.
5. The continuing mobility of residents to their employment and service areas.
6. The desire for industrial development to increase job opportunities.

POPULATION - HISTORICAL BACKGROUND

Prior to the early 1800's, Lincoln County was traversed by groups of Indians from east to west. The rolling plains were considered to be wild waste country by early military authorities. The first permanent settlers, who arrived around the middle 1800's, settled in the bottomlands close to sources of water. With the construction of rail lines in the area by the Northern Pacific, the county received a substantial number of settlers. These arrivals discovered that the best agricultural land was on the deep soils of the rolling hills instead of the bottomlands.

Lincoln County, established in 1883, grew in population to a peak of over 17,000 around 1910 and decreased to approximately 10,000 residents in 1970. The population has remained relatively stable since then with the 1980 census indicating a population of 9,604.

Seventy years ago, more than 2,000 farms existed in Lincoln County and almost twice as many people lived in the rural areas as in the towns. Presently, farms are much larger in average acreage but are fewer in number. Fewer persons are employed in agriculture and the incorporated areas now account for approximately 60% of Lincoln County's population.[2]

[2] Baseline Community Services Data, Creston Project Area TERA Corporation, June 1980

LINCOLN COUNTY POPULATION

1890 - 1980

	1890	1900	1910	1920	1930	1940	1950	1960	1970	1980	1982 est.
LINCOLN COUNTY	9312	11969	17539	15141	11876	11361	10970	10919	9572	9604	9600
UNINCORPORATED			11694	9218	7187	5842	5092	4679	3932	3769	3695
INCORPORATED			5845	5923	4689	5519	5878	6240	5640	5835	5905

POPULATION - HOUSING

A look at housing was undertaken due to dramatic changes that have occurred in the last decade. Energy costs, land costs, and housing prices have changed the thinking toward designs, types and locations of housing. Additionally, the possibility of large scale industrial development is another reason for including a section on housing in the Comprehensive Plan. At the present time, the county does not have available housing for a large influx of people that any large industrial project would bring. Besides the availability of housing, the costs of housing will likely rise if there is an increased demand and the low and fixed income citizens may be adversely affected. Whatever transpires, the county should be ready to cope with growth pressures by instituting the necessary measures.

Housing projections are shown on the following chart. The total number of housing units in Lincoln County in 1982, estimated by the State of Washington Office of Financial Management, is 4493. The additional units shown are the projections for the proposed construction of the Creston Generating Station. The construction was scheduled to begin in 1984 and bring over 2,200 additional people into the county at the peak of construction.

	*CENSUS HOUSING UNITS			LINCOLN COUNTY Additional units for Proposed Construction	
	1980[2] Census	1981[3] Estimates	1982[3] Estimates	1986[5]	1993[5]
LINCOLN COUNTY	4336	4431	4493	+945 = (5438)	+ 364 = (4857)
UNINCORPORATED	1730	1769	1809		
INCORPORATED	2606	2662	2684		
ALMIRA	166	168[4]	170	+ 31 = (201)	+ 17 = (187)
CRESTON	139	148	149	+441 = (590)	+ 58 = (207)
DAVENPORT	680	678	682	+285 = (967)	+ 155 = (837)
WILBUR	473	497	498	+163 = (661)	+ 80 = (578)
HARRINGTON	236	239	240		
ODESSA	472	487[4]	490		
REARDAN	208	211	213		
SPRAGUE	232	234	242		

*Washington Office of Financial Management - Augsut 1982

[2] 1980 is the offical federal census count or 1980 special city census count

[3] Estimates were developed as follows: 1980 census total housing count, plus residential building permits issued on actual constructions 1980-82, plus estimates of mobile homes/house trailers added 1980/82 determined by actual count or placement permits, less homes demolished or destroyed by fire, etc. Housing units annexed to cities during the 1980-82 period were added to the city housing unit total and subtracted from the unincorporated area.

[4] 1981 actual count from special city census

[5] Numbers are estimates of housing needed for workers at the proposed Washington Water Power Co. energy plant at Creston. They are a mix of houses, apartments, mobile homes and RV/Motel/Bachelor Quarters. The peak year of construction is 1986 and 1993 is the completion year of the plant when the workforce would be permanent. (Creston Generating Station Conceptual Mitigation Program, Version #3, TERA Corp. April 1981)

LAND USE ELEMENT

PURPOSE

This element of the Lincoln County Comprehensive Plan is required by the Revised Code of Washington, Title 36. It designates the proposed general distribution and location of land uses for agriculture, housing, commerce, industry, recreation, education, public buildings and lands. The element also includes information regarding population density and estimates of future population growth. (RCW36.70.320)

Agricultural

Goal

Protect the agricultural base of Lincoln County and maintain agriculture's important position.

Narrative

Lincoln County farmers have established sound farming practices over the years and have become world leaders in agriculture, especially in wheat production. Non-agricultural development, on productive agricultural land, should be allowed only if it is compatible with current agricultural practices.

Agricultural Policies:

- Safeguards should be undertaken to preserve productive agricultural land.
- Land Use ordinances should insure the compatibility of land uses.
- Existing land uses should have priority over new land uses and should be protected from encroachment by these uses.
- Land Use Ordinances should be coordinated with incorporated areas to insure compatibility.
- Encourage the location of development within or immediately adjacent to existing towns.

Implementation:

- Residential development density should be reviewed.

- Revise the Lincoln County Land Use Ordinances to protect the county's valuable farmland by discouraging non-agricultural residential land use on productive agricultural lands.

LINCOLN COUNTY LAND USE

ITEM	QUANTITY
Total Land Area	2,306 sq. mi. (1,475,520 acres)
Area in farms	2,195 sq. mi. (1,405,000 acres)
Average size farm	2.6 sq. mi. (1,643 acres)
Number of farms	855
Total cropland	1,351 sq. mi. (864,378 acres)
Dry cropped land	1,272 sq. mi. (814,200 acres)
Irrigated land	78 sq. mi. (50,178 acres)
Portion harvested	639 sq. mi. (409,000 acres)
Woodland including woodland pasture	95 sq. mi. (61,000 acres)
Native Rangeland	725 sq. mi. (464,000 acres)
Other (Includes recreation)	135 sq. mi. (86,142 acres)

Source

Lincoln County Soil Conservation District, 1978.

Residential

Goal

Allow orderly residential growth in less productive agricultural areas.

Narrative

Development pressures are increasing from those desiring to live in rural areas. Land-Use Ordinances should be instituted to allow rural residential land use while minimizing impacts on agricultural activities and the costs of public services in Lincoln County.

Residential Land Use Policies:

- The county should allow for diversity of quality housing and residential environments which provide for a choice of life styles.
- Innovative residential development, such as clustered housing or planned unit developments, should be encouraged to increase the level of amenities and the efficiency of the land use and to preserve the natural features of the land.
- Encourage the locating of low density rural housing on marginal land.

Implementation:

- Establish land use policies to insure compatibility of land use.
- Establish minimum lot sizes for the agricultural zone that achieves the intent of protecting land while allowing exceptions to the minimum lot size for limited non-farm development.
- Costs to the public should be considered in development decisions.
- The impact of the use of land at the current density levels should be reevaluated by the planning staff and the planning commission and density levels should be adjusted in light of those findings.

Recreational

Goal

Accommodate as many different recreational activities as possible that are compatible with other land uses.

Narrative

Recreational activities, types of activities and time spent in pursuit of, have changed considerably in recent years. The economic situation, the mobility of people and shorter hours devoted to earning a living are factors that have created new and greater demands. The possible influx of people to Lincoln County due to large construction projects would bring new demands and, along with that, different recreational expectations than the existing population. Facilities and programs should be developed further. A county wide recreational director is a vital part of the program if industrial development is initiated.

Policies

- The special role of the county should be to acquire, develop and maintain parks and to administer public recreation programs that will serve the needs of communities broader than the local neighborhood or municipality, but less than state-wide or national in scope. (County Park and Recreational Manual, Wash. State Parks and Recreation Commission)

- Indoor recreational activities should be increased

- Sharing of facilities, such as school facilities, should be encouraged

- Parks and recreation should be an integral element of all county land use planning and zoning (County Park and Recreational Manual)

- The provision of adequate local neighborhood and community facilities should be encouraged through planning and consultation. Municipal governments should step up their efforts to secure open space and recreation. (County Park and Recreation Manual)

- Local concerns should encourage development of commercial recreational activities

Implementation:

- A Comprehensive Plan for Recreation, coordinated with the needs and facilities of the towns, should be developed for the entire county.

- If the Creston Generating Station is constructed, the establishment of a Lincoln County Park and Recreation Department with a full time director and staff should be considered, to be fully funded by the towns and the county.

- All efforts should be made toward the continued and expanded use of school facilities for community wide recreational activities.

- Coordinate with the National Park Service on their recreational plans for the county.

Commercial/Industrial

Goal

Increase job opportunities and long-term economic development by attracting commercial and industrial development to Lincoln County.

Narrative

Commercial and industrial development is vital to the future growth of Lincoln County. With farm sizes increasing, population figures have stabilized or in some instances declined. Large scale construction projects could be a major step in the development of job opportunities. Other commercial and industrial development could and often does follow major construction. Careful economic development planning now could reap substantial economic benefits in the future.

Policies

- Encourage the grouping of commercial uses within compact areas and discourage new "strip" development
- Encourage new businesses to rehabilitate and reoccupy vacant buildings
- Concentrate commercial activity within corporate boundaries
- Allow industrial development on land of marginal value for agricultural use

Implementation:

- Hold combined county/town planning commission meetings where policy issues can be coordinated.
- Identify sites for possible commercial development.
- Investigate industries that are compatible with Lincoln County and encourage them to locate in the county.
- Develop guidelines for the siting of industrial parks.

TRANSPORTATION ELEMENT

Purpose

This element of the Lincoln County Comprehensive Plan is required by the Revised Code of Washington, Title 36. It should consist of the general location, alignment and extent of major transportation routes, trunk utility lines, and major terminal facilities which should be correlated with the land use element. (RCW 36.70)

Goal

To provide for safe and convenient utilization of vehicles and equipment by the residents and businesses of Lincoln County in their agricultural, commercial, industrial and recreational activities.

Transportation Policies

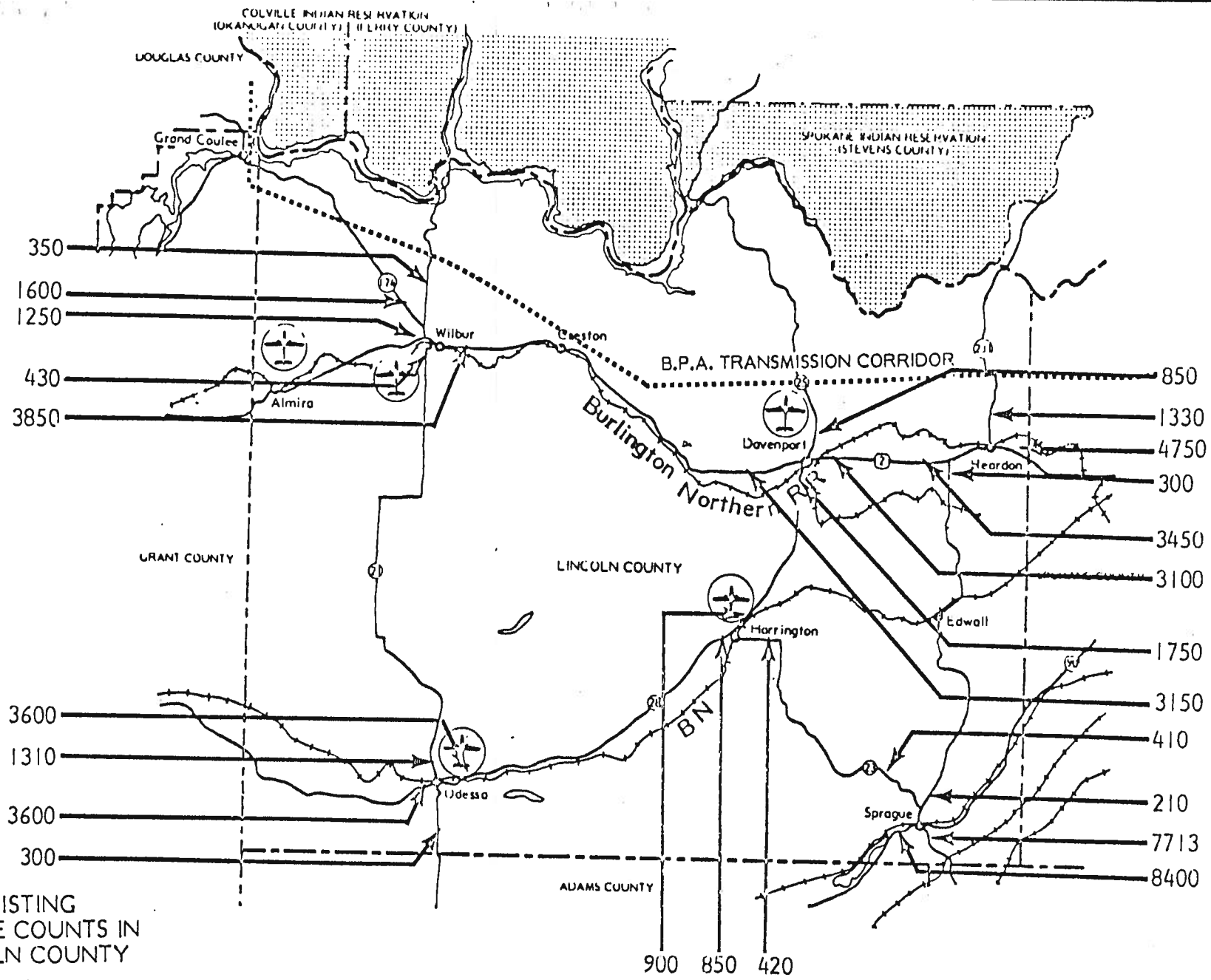
- Support the railroad transportation network that best serves the agricultural area
- Encourage the use of mass transportation
- Support public transportation systems for the elderly and handicapped
- Support the up-dating of the highway and road system that supports the agricultural area
- Coordinate with county, state and federal agencies on road proposals
- Coordinate with communities to eliminate hazardous road situations
- When right-of-ways are abandoned, consideration shall be given to returning them to their natural state unless adjacent landowners request otherwise

Implementation:

- Schedule meetings with agricultural, business, and citizen groups in order to understand their transportation needs and to reflect these needs in the county's transportation planning.

- Receive input from citizens at reviews of the county six-year construction program.

- Decrease hazards where bicycle traffic uses county roadways.



EXISTING
VEHICLE COUNTS IN
LINCOLN COUNTY

(Taken in a 24 hr. period during the summer)

Washington Dept. of Transportation

(Application for Site Certification, CGS, Volume 2, Jan. 1981)

ECONOMIC DEVELOPMENT ELEMENT

Purpose

This Economic Development Element is an optional element for comprehensive plans in accordance with Chapter 36.70, Planning Enabling Act, of the RCW. The purpose is to support the economic climate in Lincoln County and encourage development. Further economic development will occur if the Creston Generating Station is constructed.

Goals

- Preserve the agricultural economic base of Lincoln County.
- Expand the development of non farm, commercial and industrial activity.

Policies

- Work with the various Lincoln County agricultural sectors to protect the agricultural base by proper land use ordinances.
- Discourage development of activities that would erode the agricultural community of Lincoln County.
- Support local businesses in expansion activities.

Implementation:

- Coordinate with agricultural organizations to keep abreast of changes that impact their situation.
- Investigate industries that are compatible with Lincoln County and encourage them to locate in the county.

DISTRIBUTION OF ECONOMIC ACTIVITY

LINCOLN COUNTY, 1979

	Percent of Total Employment	Percent of Total Earned Income
Private Farm Sector	39.8	58.2
Proprietors	23.7	51.4
Wage & Salary Workers	16.1	6.8
Private Non-Farm Sector	38.3	29.3
Proprietors	10.3	11.0
Wage & Salary Workers	28.0	18.3
Government Sector	21.9	12.5
Federal	2.6	2.0
State and Local	19.3	10.5

Source: Regional Analysis System; June, 1980; cited in WWP, 1981 (From the Draft EIS, CGS Aug. 1981)

DISTRIBUTION OF ECONOMIC ACTIVITY IN LINCOLN COUNTY

1980 and PROJECTED

(Includes the WWP Energy Plant)

	Percent of Total Employment		Percent of Total Earned Income	
	Farm Sector	Non-farm Sector	Farm Sector	Non-farm Sector
1980	40%	60%	58%	42%
1986	25%	75%	36%	64%
1994	35%	65%	53%	47%

Source: Theodore Lane & Associates.

(From the Draft EIS, CGS Aug. 1981)

ENERGY/UTILITY TRANSMISSION FACILITIES ELEMENT

Purpose

This element is an optional element for comprehensive plans, in accordance with Chapter 36.70, Planning Enabling Act, of the RCW. The purpose is to serve as a basis for decisions on the placement of high voltage (230 KV and above) electrical and high pressure gas and oil transmission lines to cross the county. This element includes procedures concerning oil and gas exploration and production.

Goals

Allow necessary high voltage (230 KV and above) electrical and high pressure gas and oil transmission lines to cross the county. All effort will be expended to protect the environment, the health and welfare of the citizens, and the rights of property owners if construction is permitted.

Establish guidelines for routing the transmission lines across the county in a manner to minimize the adverse environmental and economic impacts.

Establish procedures to be followed for the exploration and production of oil and gas.

Policies

1. High voltage electrical and non-buried high pressure gas and oil transmission lines shall be constructed:

    a. on public owned land and/or

    b. on land that is of marginal agricultural use and/or

    c. within existing right-of-ways and/or

    d. on property lines and property borders.

2. Buried high pressure gas and oil transmission lines, to the extent technically and economically feasible, shall

be constructed:

a. on public owned land and/or

b. on land that is of marginal agricultural use and/or in a manner that would not impact ordinary land uses and/or

c. within existing right-of-ways and/or

d. on property lines and property borders.

3. When additional electrical transmission capability is needed, existing lines will be upgraded to accommodate the increase.

4. When an existing line is being upgraded to a higher voltage and it is necessary for new towers to be installed and a portion of the existing line bisects a farm, consideration shall be given to relocating or rerouting the new towers to accommodate the use of irrigation and other farm operations and associated equipment.

5. Require operators in oil and gas exploration to comply with state and county codes and ordinances.

REFERENCES

A Short Course on Local Planning
PCAA & PAW, Oct. 1981

Revised Code of Washington, Chapter 36.70
The Statue Law Committee

Lincoln County Conservation District, Long Range Resource Program
Lincoln County Conservation District Board of Supervisors, Jan. 1978

Whitman County Comprehensive Plan
Whitman County Regional Planning Council, July 31, 1978

Columbia County Comprehensive Plan
Columbia County Planning Dept., Feb. 4, 1974

Comprehensive Plan of Grant County
Grant County Planning Dept., Aug. 23, 1977

Discussion Draft, Ferry County Comprehensive Plan
Ferry County Planning Department, March 1981

Comprehensive Plan - Lincoln County
Lincoln County Planning Department, March 6, 1962

Impact Area Comprehensive Plan, Wheatland, Wyoming, Phase I
Platte County Joint Planning Office, July 1976

Rural Platte County Comprehensive Plan, Phase II
The Platte County Joint Planning Office, Jan. 1977

Yakima County Rural Land Use Plan
Yakima County Planning Department, Proposed, Aug. 1980

Zoning The Countryside
Institute of Community and Area Development
University of Georgia, Nov. 1977

Whitman County Zoning Ordinance
Whitman County Planning Department, Aug. 1, 1979

The Practice of Local Government Planning
International City Management Association, 1979

Potential Site Study for--Generating Station--
URS Company, Sept. 1979

Creston Generating Station - Draft Environmental Impact Statement
DOI (BOR) and WA. State EFSEC August 21, 1981

Creston Generating Station Conceptual Mitigation Program Version #3
TERA Corporation, April 1981

Application for Site Certification, Creston Generating Station
The Washington Water Power Company, April 1981

Ecological Planning for Farmlands Preservation
Frederick Steiner, Washington State University, Dec. 1980

County Park and Recreation Manual
Washington State Parks and Recreation Commission, 1973

Baseline Community Services Data, Creston Project Area
TERA Corporation, June 1980

Dated at Davenport, Lincoln County, Washington, this 3rd day of January, 1983.

BOARD OF COUNTY COMMISSIONERS
LINCOLN COUNTY, WASHINGTON

Marvin L Fink
Chairman

Loren C Moss

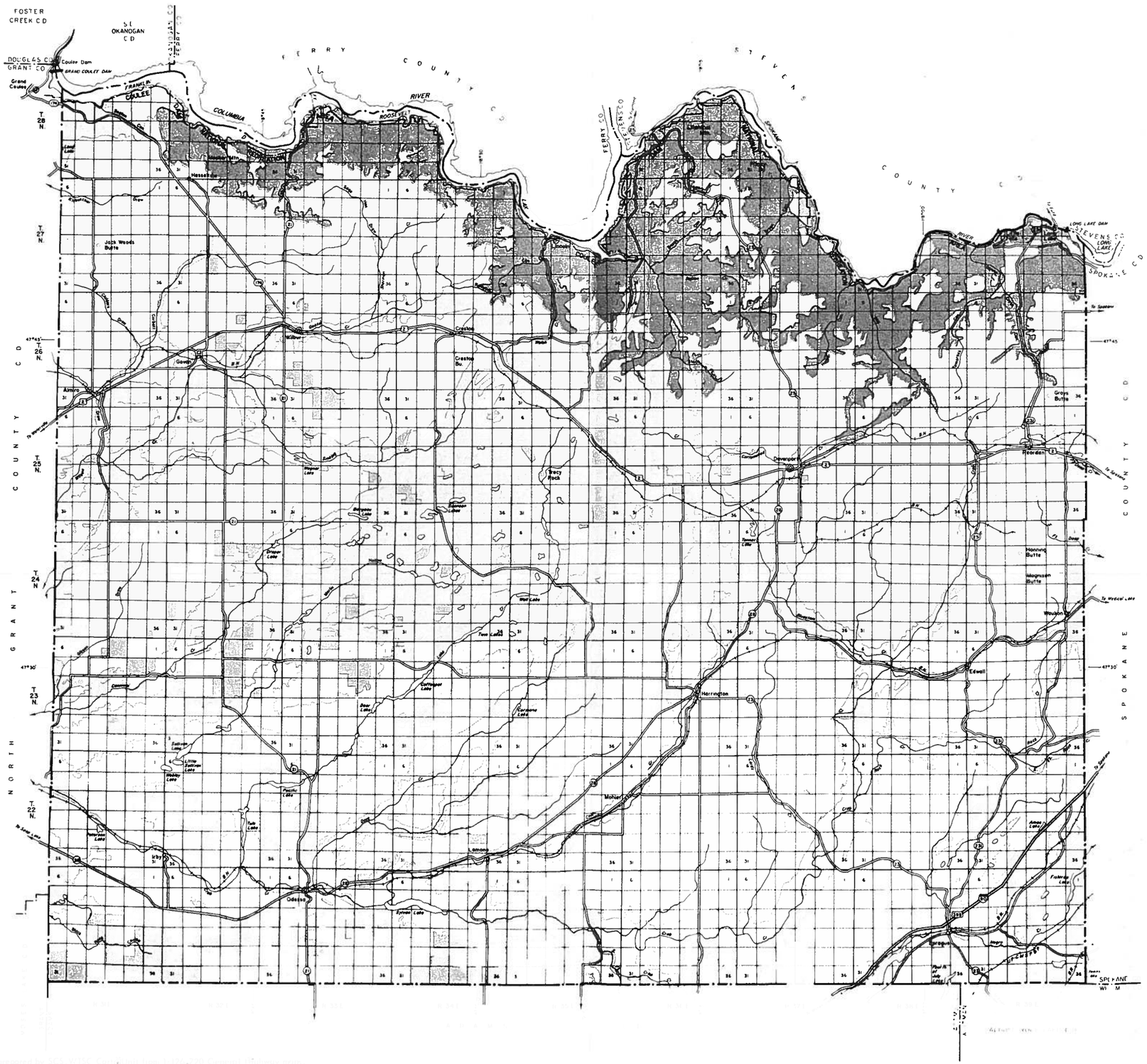
Andy M. Kuslemeyer

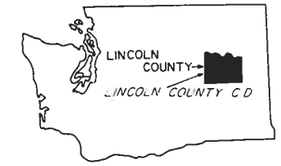
COUNTY AUDITOR LINCOLN COUNTY STATE OF WASHINGTON

Attest:

Lois E Sautter
Acting Clerk of the Board

This page intentionally left blank.





LOCATION MAP

LAND USE

- Dry Cropland
- Irrigated Cropland
- Rangeland
- Woodland
- Towns

LAND USE

LINCOLN COUNTY CONSERVATION DISTRICT

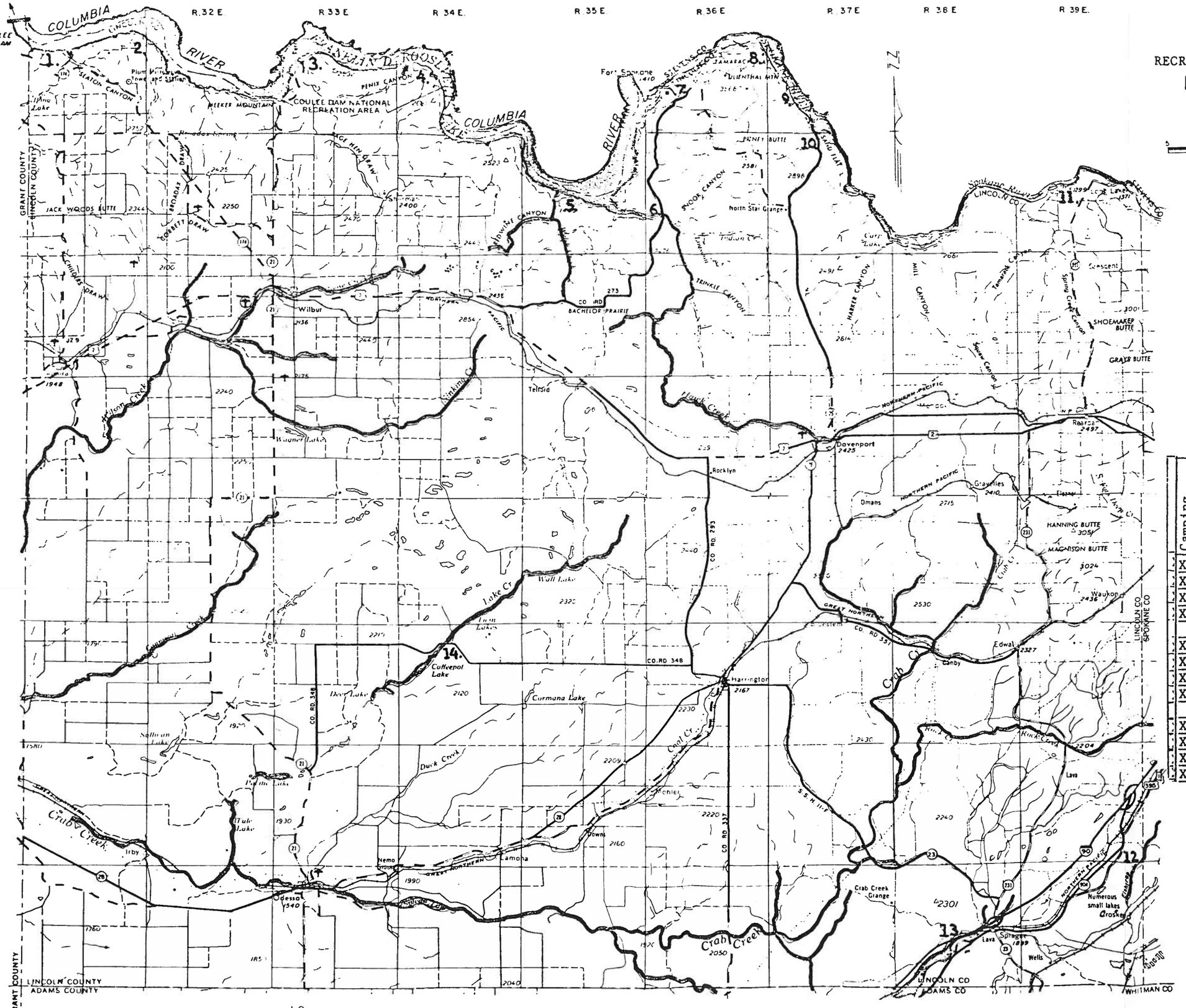
LINCOLN COUNTY

WASHINGTON

JULY 1977

1 0 1 2 3 4 5 MILES

SCALE 1:369,000



RECREATION AND FISHING AREAS

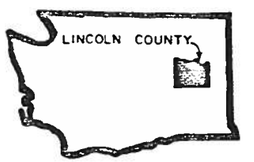
LINCOLN COUNTY

WASHINGTON

OCTOBER 1977

5 0 5 MILES

SCALE 1:296,709



LOCATION MAP

Camping	Picnicking	Boat Ramp	Boat Fuel	Boat Dock	Boat Only	Lifeguard	Trailers	RECREATION AREAS
X	X	X		X			X	1. Spring Canyon
X	X			X	X			2. Plum Point
X	X	X	X	X		X	X	3. Keller Ferry
X	X			X	X			4. Jones Bay
	X	X			X			5. Lincoln Mill
X	X	X		X				6. Hawk Creek Falls
X	X	X	X	X		X	X	7. Fort Spokane
X	X			X	X			8. Detillion
X	X	X		X		X	X	9. Porcupine Bay
	X	X	X	X	X			10. Pitney Point
X	X	X						11. Little Falls
X	X	X	X				X	12. Fishtrap Lake Resor
X		X		X			X	13. Sprague Lake Resort
X	X	X	X	X				14. Coffee Pot Lake Res

OWNED

*PRIVATELY OWNED

12. Fishtrap Lake Resort
13. Sprague Lake Resort
14. Coffee Pot Lake Resort