



**MEMORANDUM TO PLANNING COMMISSION**  
**PLANNING COMMISSION MEETING**  
City Hall – 525 North Third Avenue – Council Chambers  
DATE: THURSDAY, October 15, 2020  
6:30 PM

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**TO:** Planning Commission  
**FROM:** Jacob B. Gonzalez, Senior Planner  
**SUBJECT:** CA2020-001 – House Bill 1923 (Duplex, Triplex & Courtyard Apartments) & CA2020-002 – House Bill 1923 (Average Lot Size)

Background

The City of Pasco, along with 51 other communities received funding from the Washington State Department of Commerce to address housing affordability and supply in their communities. The funding was made available through the passage of House Bill 1923, approved by the Washington State Legislature during the 2018-2019 session.

In September 2019, the Pasco City Council approved staff's recommendation to study the potential benefits and impacts of three proposed code amendments:

- Authorize at least one duplex, triplex or courtyard apartment on each parcel in one more residential zoning districts;
- Authorize cluster zoning (lot size averaging) in all zoning districts that permit single-family residences;
- Authorize attached and detached accessory dwelling units (ADUs) on all parcels containing single-family homes

Per House Bill legislation, the City will receive up to \$40,872 as reimbursement for staff time upon adoption of proposed code amendments. All amendments must be adopted by June 15, 2021.

Legislature's approval of House Bill 1923 was due to the increasing affordable housing challenges across the entire state of Washington. The Department of Housing and Urban Development considered households that pay thirty percent or more of their income on housing costs as cost-burdened. In Franklin County, 21% of homeowners with a mortgage are considered cost-burdened. For renters, that number increases to 43.5%<sup>1</sup>. The median sale price of a home in the Tri-Cities was \$282,900 in 2019<sup>2</sup> while Pasco's median household income was \$59,969<sup>3</sup>

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<sup>1</sup> 2014-2018 American Community Survey (5yr Estimates)

<sup>2</sup> [www.zillow.com/pasco-wa/home-values](http://www.zillow.com/pasco-wa/home-values)

<sup>3</sup> 2013-2017 American Community Survey (5yr Estimates)

The purpose of this staff report is to provide updated references to policy guidance, summary of housing data and next steps to move forward with proposed amendments.

### Policy Guidance

Staff will reference and utilize existing policy guidance to assist with the proposed amendments. The following list of policies is meant to provide a general overview of the variety of policies, goals and objectives that have been adopted by the State of Washington, regional and local agencies.

#### *Growth Management Act (GMA) Goals (RCW 36.70A.020)*

The Growth Management Act (GMA) is a series of state statutes, first adopted in 1990, that requires cities and counties to develop a comprehensive plan to manage their population growth. Under RCW 36.70A.020, the GMA establishes a series of 13 goals that should act as the basis of all comprehensive plans. Relevant goals are provide below.

- Reduce sprawl. Reduce the inappropriate conversion of undeveloped land into sprawling, low-density development.
- 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 stock.

#### *Franklin County County-Wide Planning Policies (Resolution No 2019-312)*

Franklin County is responsible for developing and adopting a set of County-Wide Planning Policies that establish a framework to ensure that the County and city comprehensive plans are consistent with each other as required by the Growth Management Act. The Franklin County County-Wide Planning Policies were adopted on October 22, 2019.

- To the extent possible, each plan should promote the construction of affordable housing, particularly for low and moderate income segments of the population.
- Each community is encouraged to provide its fair share of housing affordable to low and moderate-income households by promoting a balanced mix of diverse housing types.
- Consideration should be given to implementing innovative regulatory strategies, which provide incentives for developers to provide housing affordable to low and moderate-income households in order to avoid socioeconomic segregation.

#### *City of Pasco – Council Goals 2020-2021 (Resolution No 3985)*

The City of Pasco develops a set of goals every two years based on input from members of the community. Input was collected over a series of dates and forums including Community Forums (February 26 and March 4, 2020), and the 2019 National Citizen Survey. The goals provided below are part of a larger set of strategies adopted by the Pasco City Council on September 21, 2020.

- Teaming with local and regional partners to develop a Housing Action Plan with a focus on strategies that emphasize affordable housing.

- Updating policies relating to urbanization of the unincorporated islands to assure consistency with long-range planning, community safety and fiscal sustainability.
- Collaborating with regional and community partners to evaluate and implement strategies to reduce the incidences of homelessness

*2020-2024 Tri-Cities Consortium Consolidated Plan (Resolution No 3919)*

The 2020-2024 Tri-Cities Consortium Consolidated Plan represents a continuing collaboration of the cities of Kennewick, Richland and Pasco in developing common goals and directions to meet affordable housing, infrastructure, community development, and public service needs. The strategic plan identified priority needs for the five-year time period:

- The need for affordable housing creation, preservation, access and choice
- The need for community, neighborhood and economic development
- The need for homeless intervention and prevention, and supportive public services

*2018-2038 Pasco Comprehensive Plan (Resolution No 3998)*

The Pasco City Council adopted Resolution No 3998 on Monday, October 5, 2020 adopting the Pasco Comprehensive Plan. The Comprehensive Plan includes a variety of updated goals, policies and implementation strategies. Relevant items are provided below. Although the Plan has been adopted, it awaits formal certification from the Franklin County Board of Commissioners.

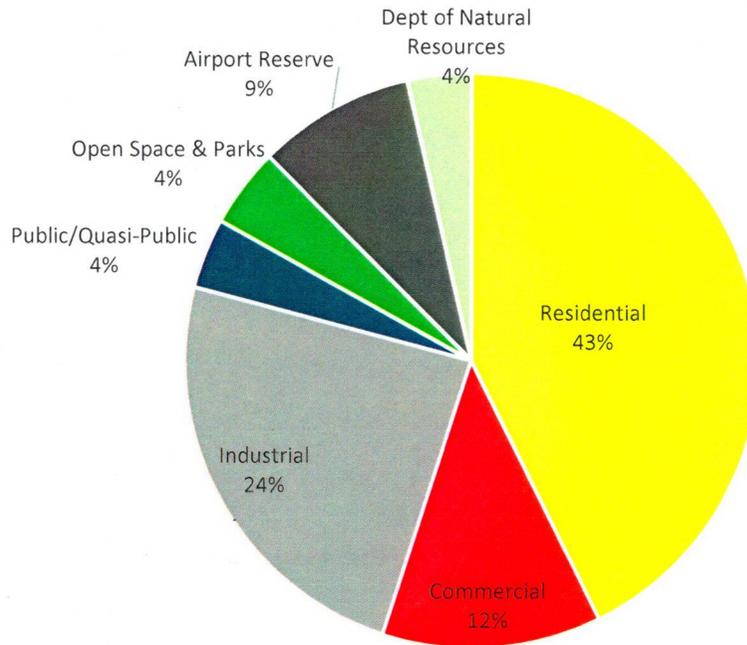
- Land Use Goal 5: Maintain a broad range of residential land use designations to accommodate a variety of lifestyles and housing opportunities
- Land Use Policy 5-A: Allow a variety of residential densities throughout the UGA
- Housing Goal 1: Encourage housing for all economic segments of the city's population consistent with the local and regional market
- Housing Policy 1-A: Allow for a full range of housing including single family homes, townhouses, condominiums, apartments and manufactured housing, accessory dwelling units, zero lot line and planned unit developments, etc.
- Housing Policy 1-D: Support or advance programs that encourage access to safe and affordable housing.
- Housing Goal 2: Preserve and maintain the existing housing stock for present and future residents
- Housing Goal 4: Support efforts to provide affordable housing to meet the needs of the community

Housing Supply Summary

A summary of housing related information is provided below. The aggregation of housing data will be used to create a comprehensive report, prior to staff recommendation on the state of housing in Pasco. The report itself, will be used in 2021 to begin the Housing Action Plan.

Residential lands make up the largest share of area in the City of Pasco, with approximately 43% dedicated to housing. Figure 1 (below) displays the Land Use categories for the existing City Limits.

Figure 1- Existing City Limit Land Use Designations



The breakdown of zoning designations land area for the residential land use category can be seen in Figure 2. A significant portion of Pasco’s residential land-use is restricted for low-density residential housing. Only two percent of residential land use is reserved for high-density and 14% for medium density.

Figure 2 - Existing Residential Zoning

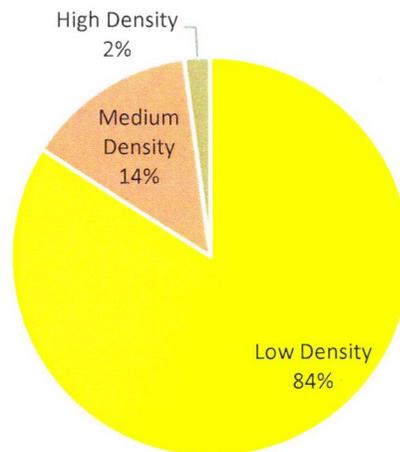


Figure 3- Housing Unit / Dwelling Type

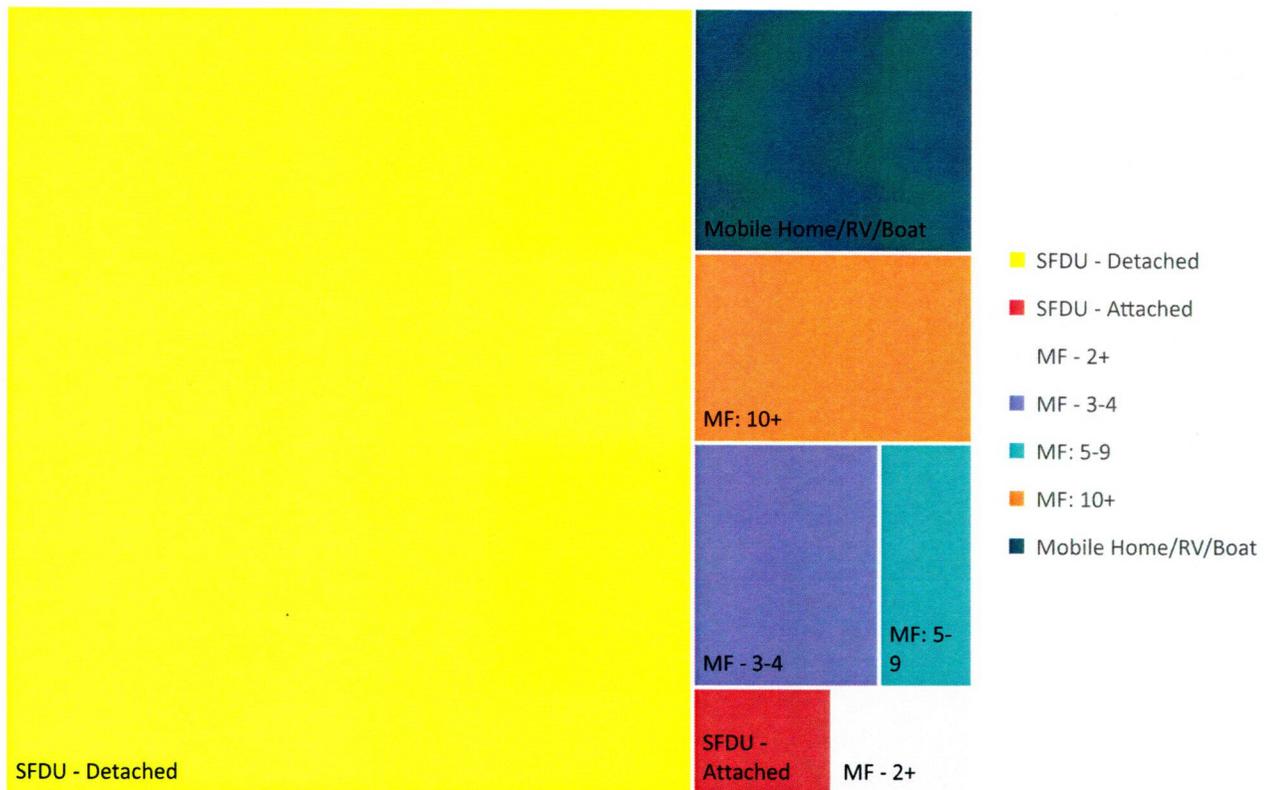
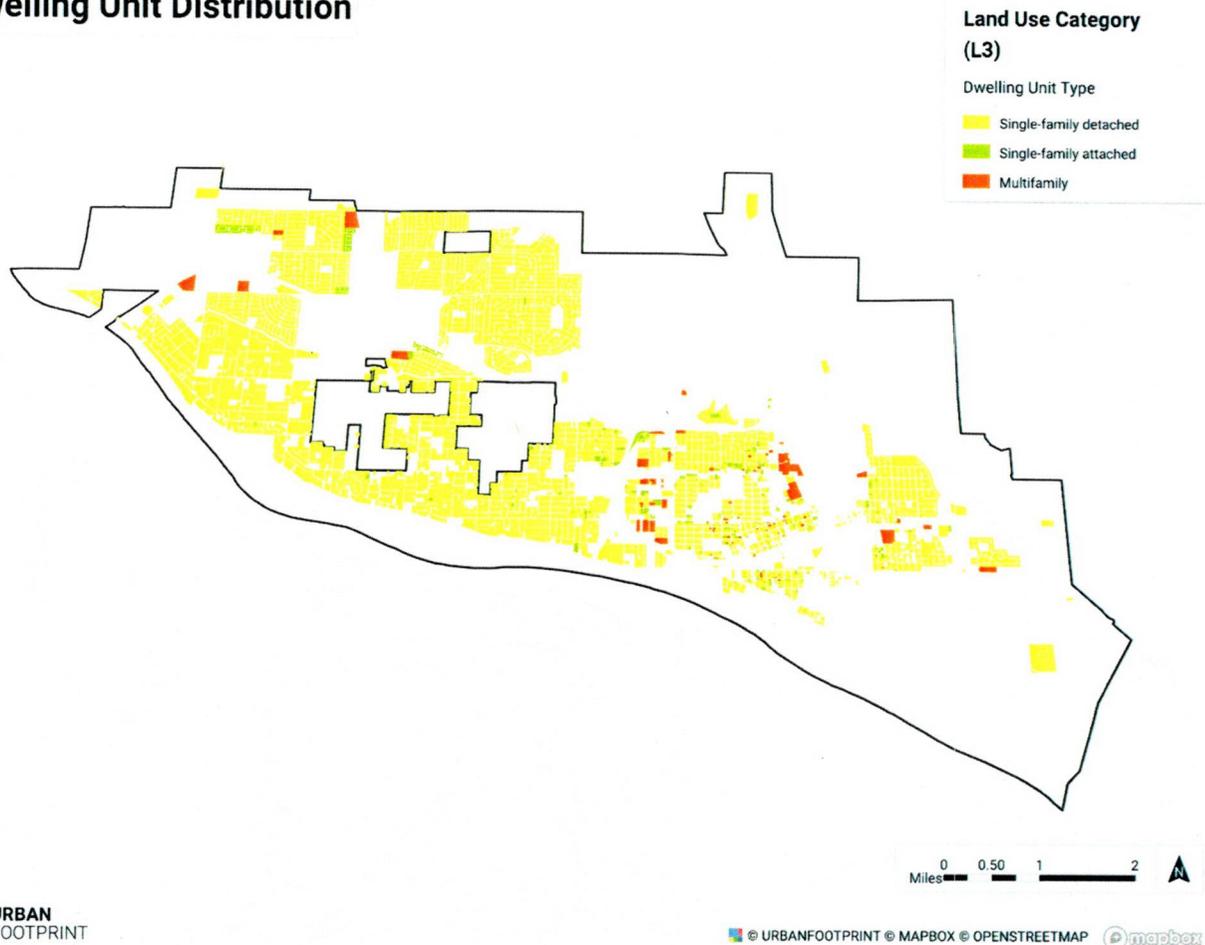


Figure 3 (above) shows the type of dwellings units and housing types that existing in Pasco. As seen in Figure 3, Pasco has a high proportion of detached single-family dwelling, making up of 71% of all housing in the City. Compared to neighboring jurisdictions (Richland, Kennewick and West Richland), Pasco offers less multi-family living opportunities in the form of apartments, duplexes and/or triplexes than Benton County.

Map 1 (page 6) shows the dwelling and housing unit type distribution in the City. The map shows single-family detached, attached and multi-family units. The map is a visual display that shows the majority of multifamily and attached single-family dwellings are located in Central Pasco with less housing diversity existing north of Interstate 1-182.

## Dwelling Unit Distribution



### Summary of Housing Supply Analysis:

- 43% of City dedicated for residential housing
- 84% of residentially zoned housing is reserved for Low Density
- 71% of all housing in Pasco are detached, single family dwellings
- 17% increase in detached, single family dwellings (2000-2017)
- Pasco has higher rate of cost-burdened home owners (of Tri-Cities)

The information provided is meant as a preliminary overview of housing supply in Pasco. Additional data collection, along with market and economic considerations will be necessary to identify the relationship between community needs, zoning, and affordable housing. Additional

Proposed Code Amendments

Initial work on the proposed code amendments have begun and the following section of the staff report will describe the two code amendments that would permit duplexes, triplexes and courtyard apartments and average lot size. As indicated in the background section, all (three) proposed code amendments are under the umbrella of House Bill 1923.

CA2020-001 (Duplex/Triplex & Courtyard Apartments)

Per RCW 36.70A.600(c):

“Authorize at least one duplex, triplex, or courtyard apartment on each parcel in one or more zoning districts that permit single-family residences unless a city documents a specific infrastructure of physical constraint that would make this requirement unfeasible for a particular parcel”

House Bill 1923 legislation requires that city allow the construction of any of the housings types as an option for local builders in all of our residential zoning districts. Currently, the Pasco Municipal Code only allows for these choices in the R-2, R-3 and R-4 zones, as seen in Table 1:

*Table 1 - Permitting Dwellings by Residential Zoning District*

Zoning District	Duplex	Triplex	Courtyard Apartment
RS-20	X	X	X
RS-12	X	X	X
RS-1	X	X	X
R-1	X	X	X
R-2	Yes	Yes	Yes
R-3	Yes	Yes	Yes
R-4	Yes	Yes	Yes

Per the Pasco Municipal Code and the Comprehensive Plan, multi-family units are prevented in 84% of all residentially zoned land in the city. This burdens the least amount of land in the city with accommodating the most amount of homes and residences. This has a compounding affect by limiting the homes local builders and developers can build and the homes necessary to accommodate the diverse housing needs of our community.

CA2020-002 (Cluster Zoning/Lot Size Averaging)

Per RCW 36.70A.600 (d):

*“Authorize cluster zoning or lot size averaging in all zoning districts that permit single-family residences”*

Lots are defined in the Pasco Municipal Code as the following in PMC 21.20.020: *“means a portion of a subdivision, or other parcel of land, intended as a unit for transfer of ownership or for development, being of sufficient area and dimensions to meet minimum zoning requirements for width and area. The term shall include tracts or parcels.”*

Lot size regulate the area of each lot within any established zoning district. Table 4 below shows the minimum lot size requirements for residential zoning districts in Pasco.

*Table 2 - Residential Minimum Lot Size*

Zoning District	Minimum Lot Size (Square Feet)
RS-20	20,000
RS-12	12,000
RS-1	10,000
R-1	7,200
R-2	5,000 (SF); 4,000 (MF)
R-3	4,500 (SF); 3,000 (MF)
R-4	4,000 (SF); 1,500 (MF)

Permitting lot size averaging would allow a homebuilder to subdivide lots using an average rather than a minimum. For example, an eight acre site zoned R-1 requires a minimum lot size of 7,200 square feet. If we estimate right-of-way (area needed for roads, public access, etc) at 25%, that leaves approximately six acres left for developable land. Under the existing requirements, that would permit about 36 units. Utilizing a lot size average would permit full use of the developable land, which may allow an additional unit(s) depending on site area.

Next Steps

Staff is continuing to evaluate considerations and impacts of the proposed code amendments. Additionally, staff is preparing to distribute a survey to seek feedback from housing professionals and stakeholders in our region. Staff intends to share results of the survey at the upcoming meetings and prepare a draft ordinance for review at the December 17<sup>th</sup>, Planning Commission meeting.