



Community & Economic Development Department
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October 27, 2020

Derrick Braaten, Director
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RE: City of Pasco Urban Growth Area and 2018-2038 Comprehensive Plan

Derrick:

On October 5, 2020, the Pasco City Council adopted Resolution No 3997 declaring the preferred recommendation for the Future Urban Growth Area Boundary and Resolution No 3998 adopting the 2018-2038 Comprehensive Plan and Future Land Use Map.

The adoption of both items represent over two years of city staff work and coordination with multiple stakeholders, local, regional and state agencies and organizations. In total, the Urban Growth Area, Comprehensive Plan and related documents and studies (i.e., Environmental Impact Statement, Land Capacity Analysis) were discussed by the Pasco City Council and Planning Commission at 29 different meetings of which ten were conducted as public hearings.

The preferred Urban Growth Area Boundary recommendation and Comprehensive Plan symbolize a significant update to Pasco's planning processes and methods. The following information is intended to serve as a summary of both the Urban Growth Area and Comprehensive Plan for your review.

History

Efforts to update the City Comprehensive Plan began with a staff report to the Pasco Planning Commission on February 15, 2018. At that meeting, staff shared information with the Planning Commission about the required elements of the Plan and the report served as the first of many further discussions that took place through the spring and summer of 2018. On June 18, 2018, Resolution No 3845 was adopted by the Pasco City Council declaring, at the time a preferred Urban Growth Area encompassing approximately 4,864 acres. The majority of the expansion was north of the existing City Limits and Urban Growth Area and west of Highway 395.

During the City Council meeting on June 18, 2018 and the Pasco Planning Commission meeting on May 17, 2018, Council members and Commissioners shared concern about the expansion, specifically on the land use allocations of the Future Land Use Map. At the September 4, 2018 Franklin County Planning Commission meeting, a public hearing was held to discuss Pasco's request for the expansion of the Urban Growth Area. Franklin County staff indicated that Washington State agencies had expressed concerns with several components of Pasco's expansion request, specifically with funding related to the Capital Facilities Plan. Franklin County staff expressed that additional analysis of the proposal and planning was necessary to identify the extension of public services, infrastructure and fire protection for the Urban Growth Area. County Planning Commissioners also heard statements of concern from the Port of Pasco regarding residential growth encroaching upon the Tri-Cities Airport (PSC) runway and operations. It should be noted that at the time, City of Pasco staff consulted with the WSDOT's Aviation Division and the Federal Aviation Administration as confirmed by the Director of the Tri-Cities (PSC) Airport.

On October 1, 2018, a Determination of Significance and Scoping Notice was issued for the Comprehensive Plan by the City of Pasco. The City, serving as the Lead Agency, determined that the expansion of the Urban Growth Area and the Comprehensive Plan was likely to have significance adverse impacts on the environment, particularly on the natural and built forms. The City proposed three alternatives for evaluation on future growth expectations which included:

- Alternative 1: No Action
 - Growth based on historic trends with no change in the Comprehensive Plan's Land Use designations or Urban Growth Area
- Alternative 2: Traditional Growth Target
 - Growth based on historic trends with minor changes to the Comprehensive Plan's Land Use designations and expansion of the Urban Growth Area.
- Alternative 3: Compact Growth Target
 - Growth based on historic and forecasted trends with substantial changes to the Comprehensive Plan's Land Use designations and expansion of the Urban Growth Area focused on infill, redevelopment and higher densities.

A thirty-day public comment period was conducted, in which the City received over 30 comments, with concerns and questions on the following (summarized):

- Support of a Compact Growth Target for UGA Expansion (Alternative 3)
- Support of increased residential and commercial development
- Support compliance with the Franklin County County-Wide Planning Policies
- Funding and financing of public utilities to serve the proposed (expanded) UGA
- Concerns of increased congestion in Northwest Pasco including Road 68 and Broadmoor Blvd
- Lack of parks and recreation facilities
- Support of infill and redevelopment across the City
- Concerns of lost agricultural and working farm lands
- Support of the conservation of rural, and designated resource lands
- Concerns on Capital Facilities Plan

After review of the comments received, City staff with our consultant team began the preparation of the Comprehensive Plan and the Environmental Impact Statement (EIS). Staff provided updates on the various components of both beginning at the September 20, 2018 Planning Commission Workshop meeting until formal recommendations were made by both the Pasco Planning Commission and City Council in August and September of 2020.

The following list of efforts and items is intended to provide an overall summary of noteworthy tasks completed to ensure formal recommendations are compliant with the Franklin County-Wide Planning Policies, the Washington State Growth Management Act and address the concerns indicated by members of the community.

Population Projections

RCW 43.62.035 authorizes the Washington State Office of Financial Management to prepare a 20-year growth management (GMA) population projections for all counties every five years. Franklin County, and the City of Pasco are required under the GMA to identify Urban Growth Areas (RCW 36.70A.110) and ensure that our comprehensive planning processes can accommodate projected levels of growth (RCW 36.70A.115).

Based on the OFM projections, Franklin County allocated a population forecast to the City of Pasco in 2018. The population forecasts represent Pasco's historical share of Franklin County's population (80%).

Table 1: Population Forecasts

Year	Population: Pasco	Population: Franklin County
2018	73,590	93,541
2028	97,434	121,792
2038	121,828	152,285

The forecasts represented a twenty-year population increase of 48,238 to the City of Pasco.

Land Capacity Analysis

City staff conducted a Land Capacity Analysis (LCA) throughout the winter of 2018-2019 to identify the availability of land within the Urban Growth Area to accommodate the projected population estimates. Franklin County Assessor parcel data (as of October 2018) was used to perform the analysis. The LCA identified vacant and underutilized parcels and helped with defining the capacity necessary to accommodate within the UGA and amount of lands to consider for the expanded UGA.

To estimate capacities, the city identified vacant and underutilize lands (parcels) and accounted for right-of-way needs, market and environmental factors. Housing units were calculated based on the 2018 average household size per the Washington State Office of Financial Management. The City identified that an additional 15,217 housing units would be necessary to accommodate the 48,238 residents in Pasco by the year 2038.

Table 2: Vacant and Underutilized Lands within the City Limits and Urban Growth Area

Area	Acres – Vacant	Acres – Underutilized
Pasco - City Limits	596.30	160.52
Pasco - Urban Growth Area	268.74	9435
Total (Estimates)	865.04	254.87

The City also determined what the developable lands and residential capacities were for the City Limits and Urban Growth Area. This is where accounting for minimum lot sizes, rights-of-way, environmental and market factors were utilized. The LCA confirmed that the City had sufficient lands within the Urban Growth Area for 63% of the projected growth, and would need to expand the UGA by at least 3,573 acres to accommodate the twenty-year population forecast.

A similar analysis was also conducted for industrial lands to ensure that an expansion of the UGA could be justified as reasonable for future industrial and employment growth.

SEPA / Non-Project Environmental Impact Statement

As part of the city's effort to update the Comprehensive Plan, a Non-Project Environmental Impact Statement (EIS) was prepared. Three alternatives were studied which included a No-Action, Traditional Growth and Compact Growth Target. The Draft Environmental Impact Statement (DEIS) was issued on May 15, 2020 for public comment. The comment period was extended through July 31, 2020. The DEIS received over 245 comments representing a wide variety of input from community members, public and private interests, regional and state agencies and advocacy organizations.

Comments received indicated concerns about the rapid growth the City has experienced and is expecting, including:

- Protecting public facilities, including the Pasco/Tri-Cities Airport from higher density residential development
- Identifying the impact of conversion of rural and agricultural lands
- Funding of infrastructure to support growth and UGA expansion
- Allowing and zoning for more housing types and densities
- Design for pedestrian and walkable friendly neighborhoods
- Investment in Downtown Pasco
- Traffic and congestion mitigation
- Support for multi-modal transportation alternatives
- Outreach to private developers and real-estate stakeholders
- Consideration for increased recreation and parks
- Modifying standards to align with stated goals and policies of regional agencies
- Identifying Environmental Justice and Equity impacts of future growth
- Clarification of resource lands impacted in each alternative in the EIS

The comments submitted were addressed and/or incorporated into the Comprehensive Plan and the EIS. A Notice of Availability for the Final Non-Project Environmental Impact Statement was issued on September 10, 2020.

Comprehensive Planning

The 2018-2038 Comprehensive Plan and declaration of the preferred Urban Growth Area signify meaningful changes to the long-range planning processes for the City of Pasco. There was a significant effort to evaluate the various scenarios and land use planning assumptions that resulted in updated Capital Facilities, Transportation, Economic Development and Housing elements of the Comprehensive Plan. Additional Capital Facilities Analysis and expanded infrastructure evaluation were also performed for the Urban Growth Area.

Volume 1 of the Comprehensive Plan includes updated policies, and objectives with special attention on ensuring the Plan remains compliant with the Growth Management Planning Goals and consistency between the various Plan elements. The Goals and Objectives include significant guidance from local and state agencies, including the Washington State Department of Natural Resources, Department of Transportation, Department of Archaeology and Historic Preservation, Ben Franklin Transit and the Confederated Tribes of the Colville Reservation.

The Future Land Use Map incorporates recent planning efforts that support various elements of the Growth Management Planning Goals. Careful consideration was emphasized to create supportive and compatible land-uses adjacent to existing and planned (future) transportation corridors, alignment with ongoing comprehensive sewer planning and consistency with the GMA, the Franklin County Count-Wide Planning Policies and Volume 1 of the Comprehensive Plan.

Volume 2 provides additional detail on each Plan element. Of note, should be the Implementation Element of the Comprehensive Plan which will require ongoing efforts to update and modify to City development regulations, zoning code, design standards and revenue sources (i.e., impact and mitigation fees) to ensure the goals and objectives are met.

Lastly, a critical component of managing growth for the Urban Growth Area will be the development and application of a Growth Monitoring Program including development regulations for Franklin County and the City of Pasco. Staff from both departments can refer to the guidance provided under WAC 365-196-330 for phasing development within the UGA. The interests of the entire community will be met by ensuring new development regulations specifically for the unincorporated areas of the UGA are planned for and applied consistently.

Formal Application

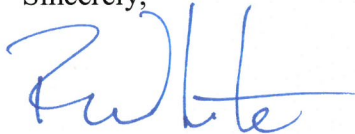
The City of Pasco, Department of Community and Economic Development has enclosed the application for the Urban Growth Area and Comprehensive Plan Amendments to Franklin County for consideration. The application includes the modification (expansion) of the Urban Growth Area that accommodates population growth through the year 2038 and the update of the Comprehensive Plan, Future Land Use Map and supporting documents.

Please find the following attached to the application:

- Franklin County Comprehensive Plan Map Amendment Application Packet
- 2018-2038 City of Pasco Comprehensive Plan
- Volume 1 – Goals & Policies
- Volume 2 – Supporting Analysis
- Map Folio
- Franklin County County-Wide Planning Policies
- City of Pasco 2018 Land Capacity Analysis
- Public Participation Plan
- Final Non-Project Environmental Impact Statement
- Urban Growth Area Expansion Capital Facilities Analysis and Expanded Infrastructure Evaluation

The City of Pasco looks forward to continuing our coordinated planning efforts with the community of Franklin County and your staff. If you have any questions or would like additional information, please contact me at whiter@pasco-wa.gov or (509) 545-3441.

Sincerely,



Rick White, Director
Community & Economic Development, City of Pasco