



Community & Economic Development Department
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December 22, 2020

Derrick Braaten, Director
Franklin County Planning and Building Department
502 W Boeing Street
Pasco, Washington 99301

RE: City of Pasco Urban Growth Area (CPA 2018-03 / CPA 2020-001)

Derrick:

The City of Pasco, and staff from the Community & Economic Development Department wish to supplement its formal application for the expansion of the Urban Growth Area (CPA 2018-03 / CPA 2020-001) with additional information supporting the request. The intent of this supplement is to provide the Franklin County Planning Commission, and Planning and Building Department the necessary information in support of our proposal.

Summary

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 represents significant coordination with multiple stakeholders, local, regional and state agencies and organizations that included 29 public meetings between the Pasco City Council and Planning Commissions and more than 275 comments. The City followed all applicable requirements of issuing public notices per Pasco Municipal Code (PMC) 25.210.040.

The comments and responses were included in the City of Pasco Comprehensive Plan Non-Project Environmental Impact Statement (EIS).

Expansion Area Overview

In total, the proposed expansion includes approximately 3,448 acres. The expansion (Figure 1) has three general areas of varying sizes and locations.

- North of the existing Pasco City Limits and Urban Growth Boundary (Figure 2)
- West of US 395, North of City Limits (Figure 3)
- East of US 395 & Capital Avenue (Figure 4)

Figure 1: Urban Growth Area Comparison



The proposed urban growth area expansion area for Pasco will accommodate a significant portion the expected growth to occur in Franklin County. Historically, 80% of the entire Franklin County population forecast is allocated to the City of Pasco. Pasco has historically comprised of an estimated 70% all employment (jobs) for Franklin County. In total, for the year 2038 the proposed Urban Growth Area is expected to accommodate over 41,000 jobs and 121,828 residents.

It should be reiterated, that the delineation of the proposed Urban Growth Area expansion (Alternative #3) was determined by public comment, environmental analysis via the Scoped Environmental Impact Statement, the 2018-2038 Comprehensive Plan Non-Project Environmental Impact Statement, conformance with the City of Pasco Council Goals and compliance with the requirements of RCW 36.70A for the Washington State Growth Management Act.

Specifically, the following requirement per RCW 36.70A(2) that states:

Based upon the growth management population projection made for the county by the office of financial management, the county and each city within the county shall include areas and densities sufficient to permit the urban growth that is projected to occur in the county or city for the succeeding twenty-year period, except for those urban growth areas contained totally within a national historical reserve. As part of this planning process, each city within the county must include areas sufficient to accommodate the broad range of needs and uses that will accompany the projected urban growth including, as appropriate, medical, governmental, institutional, commercial, service, retail, and other nonresidential uses.

The proposed expansion of 3,448 acres is sufficient to accommodate all of Pasco's population growth per the Office of Financial Managements population projects and allocation by Franklin County.

Expansion Area Descriptions

The largest expansion area (Figure 2) is bordered by the existing City Limits on the south and straddles both east of west N Road 68, Columbia River Road and Taylor Flats Road. At approximately 2,649 acres, this area is planned to accommodate upwards of 18,000 future residents, public facilities (schools, parks and open space) and job centers. City staff were sensitive to not include unnecessary agricultural lands, shorelines or existing rural residential neighborhoods.

Figure 2 - Urban Area Expansion (North)



The City and Port of Pasco have also coordinated an area (Figure 3) for the development of the Reimann Industrial Center. The Port of Pasco had described that this area would be home to over 1,000 new industrial jobs with an estimated \$1.5 million in additional property tax value benefits to region. The area has access to US 395, the BNSF Railway with natural gas and electrical transmission utilities in place. The development of this site would utilize funding and support from a variety of agencies including the Port of Pasco's Economic Development Opportunity Fund, Hanford Area Economic Investment Board, and the Tri-Cities Development Council.

Figure 3: Urban Area Expansion & Port of Pasco Reiman Center



A smaller area (Figure 4) of approximately 80 acres was added to the proposed Urban Growth Area adjacent to Capitol Avenue, south of E Foster Wells Road. The area is situated east of US 395 would benefit from existing public road (Capitol Avenue) which was funded in part by the American Recovery and Reinvestment Act along with adjacent sewer and water utilities.

Figure 4 - Urban Area Expansion / Capitol Avenue



Responding to Comments

City staff is aware of comments, questions and concerns expressed on the proposed expansion of the Urban Growth Area. The following is meant to provide supporting information and details addressing the general comments the City has been made aware of as of 12/18/2020.

Comment: Loss of Farms and Agricultural Lands of Long-Term Commercial Significance

Franklin County specifically designates agricultural lands of long-term significance and are generally zoned AP-20 (Agriculture Production 20 acres) or AP-40 (Agriculture Production 40 acres). While all agricultural lands of long-term significance are generally zoned AP-20 or AP-40, those specific zones are not solely comprised of commercially significant lands.

The proposed Urban Growth Area avoids agricultural lands of long-term significance. This was confirmed by the Franklin County Director of Planning and Building and subsequently confirmed in the November 17, 2020 Franklin County Planning Workshop. During the review of the Franklin County Comprehensive Plan Update, slides 27 and 28 (of 31) of the presentation clearly indicate that there are no commercially significant lands with the proposed expansion area.

Agriculture related jobs is are an important factor in the local and regional economies of Pasco and Franklin County. Per the Washington State Employment Securities Department, 19.7% of all jobs in Franklin County were ag related as of 2018 making it the largest single industry in the

County. Within the Pasco City Limits, there are numerous working farms in in the RS-20 zoning district and Low-Density Land Use. Estimates from CoreLogic indicate that over 1,800 jobs covering 2,880 ag related acres already exist in the City. Estimates from the 2018 Land Capacity Analysis conducted for the Comprehensive Plan and Urban Growth Area indicated that 15% of all vacant and 36% of all underutilized lands in the City were zoned RS-20, which is historically where long-established working farms have existing in West Pasco.

The City agrees and shares concerns that Franklin County has experienced farm loss, however it should be noted that there are working farms within the current Urban Growth Area that will likely remain difficult for urban levels of development and densities to occur.

The images below are intended to provide a sample of the existing agricultural related lands in the City.

Figure 5 - Ag Lands within Pasco City Limits

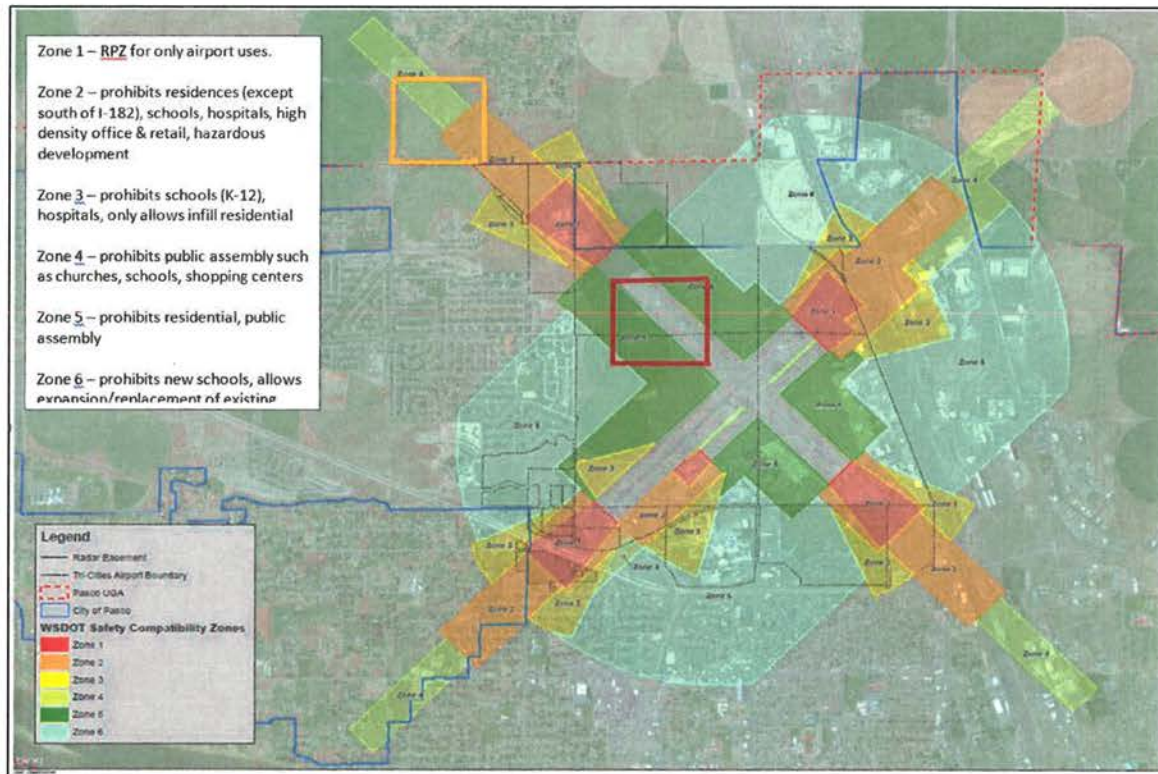


Comment: *Urban Growth Area in conflict with Tri-Cities (PSC) Airport expansion*

The City recognizes the community wide and economic benefit of being home to the regions aviation and travel facility, the Tri-Cities (PSC) Airport. The airports proposed expansion efforts are not endangered by the expanded urban growth area. That is why the City and Port of Pasco collaborated on the creation of the Airport Reserve Land Use Classification, along with including

specific guidelines within the Pasco Municipal Code (PMC 25.190.090) that limit and heavily regulate permitted uses. The site of concern is roughly 160 acres, of which 80% is proposed Low Density Residential with Airport Reserve as the remaining 20%. The site has two airport zoning overlays, Zone 2 and Zone 4, see Figure 6.

Figure 6 - Airport Overlay Zones



Zone 2 prohibits any residential development, including sites for schools, hospitals and commercial activities. Zone 4 allows for residential development and is classified with the Low-Density Land Use, which limits the overall number of units permitted. The City, the property owner and developer have discussed at lengths an appropriate development pattern for the site that will not only comply with existing development regulations, but ensure additional open space is preserved through the use of Transect Zone and/or Planned Unit Development (PUD). The PUD regulations in the City require an additional 15% of open space for any development.

The site is surrounded by rural residential to the north, suburban residential to the south and the Rosalind Franklin STEM Elementary School to the Southwest. Municipal services are available adjacent to the site. The Port of Pasco secured an aviation easement from the adjacent property. The site does not include any Zone 1 designations for Runaway Protection Zone (RPZ).

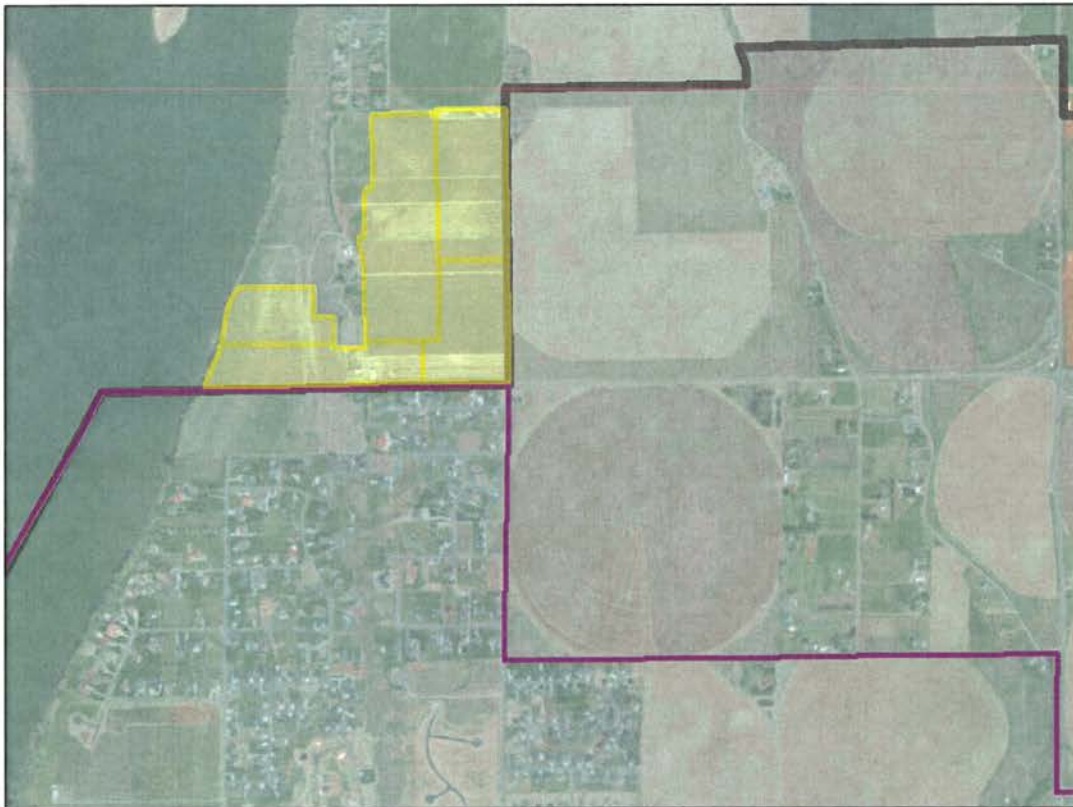
Comment: *Properties outside of the Proposed UGA*

The proposed Urban Growth Area before the Franklin County Planning Commission is a 30% reduction from what was proposed in September 2018. That reduction was possible due to recently completed, or those currently in-progress and, future construction and development

projects. Within the past 18 months, several projects have developed or are in progress that would add hundreds of dwellings within the existing Urban Growth Area. This includes projects in Central Pasco, East Pasco and Osprey Pointe. Each unit constructed in Pasco reduces the need for a unit to be constructed outside of the Urban Growth Area.

Several parcels and properties were no longer necessary meeting the population demands of the City. Parcels 126150015, 126150016, 126150019, 126230062 and 126230064 were included in the Alternative #2 UGA and are considered unnecessary for inclusion of Alternative #3, the proposal for consideration of the Planning Commission. In Figure 7 below, the parcels are highlighted and can be seen as outside of the proposed Alternative #3 UGA (in black).

Figure 7 - Properties outside of the UGA



The applicant on behalf of the property owners have indicated that sewer would be extended however the proposed sewer line would extend over 6,000 feet between newer low-density housing. Furthermore, the existing developments (323 dwellings) are serviced by private septic systems, thus drastically reducing the perceived benefits of sewer service. The site is also not part of the 2020 City of Pasco Comprehensive Sewer Plan Addendum, expected to be adopted and certified next Spring (2021). The development patterns of existing residential development to the south of this site are not likely to ever experience redevelopment at higher densities due to the lack of transportation facilities and the disaggregated development patterns. Please refer to Exhibit #A (Kohler) for further information.

Inclusion of these particular parcels would hinder City and County efforts to reserve Urban Growth Areas for urban levels of development, densities and municipal services.

Purpose of the Urban Growth Area

The City of Pasco has made a concerted effort at delineating an Urban Growth Area that meets the expected demands for the next twenty years. The proposal before the Franklin County Commission represents a right-sized approach and urban growth planning with respects to development and demographic trends. It also was developed with an appreciate for Franklin County's agricultural needs, as identified in the "Code of the West" description on the Planning and Building Departments website. Please see Exhibit #B (RCW 36.70A.110) for the requirements of Urban Growth Areas.

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,

A handwritten signature in blue ink, appearing to read "Rick White". The signature is fluid and cursive, with the first name "Rick" and last name "White" clearly distinguishable.

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

From: Rick White
Sent: Friday, May 15, 2020 3:21 PM
To: 'd.rhomes4rent@gmail.com' <d.rhomes4rent@gmail.com>
Cc: Dan Ford <fordd@pasco-wa.gov>; 'ccolre@aol.com' <ccolre@aol.com>; Dave Zabell <zabelld@pasco-wa.gov>; Steve Worley <worleys@pasco-wa.gov>
Subject: FW: Big Sky Subdivision Meeting

Dave – our meeting next Wednesday is to discuss the transportation impact analysis requirements for new developments and its impact on your pre-plat. The other about UGA boundaries is an entirely separate issue - one that has so many implications that we have prepared an environmental impact statement to help sort them out. The draft EIS will be released today.

There also may be some confusion as we have prepared the EIS so that decision makers are presented with three alternatives for the UGA boundaries. The first alternative suggest no changes in the UGA – only increased density within the existing boundaries. The second alternative is the traditional growth model (rough addition of 4700 acres) that actually includes the property you’ve shown on the attachment. The third alternative (preferred from staff perspective – rough addition of 3300 acres)) is the compact growth model that doesn’t include this (and other) properties.

The UGA process will have heavy involvement of the Planning Commission and City Council (tentative schedule includes Plng Comm Meeting May 21; Council Workshop 6/8; Plng Comm meeting 6/18; Council Special Meeting 6/22). From there the discussion goes on to Franklin County Planning Commission and then the County Commissioners (who have final decision authority for the boundaries). We expect the process to run through the end of September. You can access a great deal of information by using the links below – and if you have any questions please feel free to contact me.

Rick White
509.545.3441

<https://www.pasco-wa.gov/1088/10763/Comprehensive-Plan-Update-2018-2038>
<https://www.pasco-wa.gov/DocumentCenter/View/61812/Pasco-Comprehensive-Plan-Draft-EIS-05-15-2020>

From: Wendy Greeno [<mailto:d.rhomes4rent@gmail.com>]
Sent: Wednesday, May 13, 2020 6:29 PM
To: Dave Zabell <zabelld@pasco-wa.gov>
Cc: Rick White <WHITER@pasco-wa.gov>; Dan Ford <fordd@pasco-wa.gov>; Dave Greeno <ccolre@aol.com>
Subject: Big Sky Subdivision Meeting

External Email Warning! This email has originated from outside of the City of Pasco. Do not click links or open attachments unless you recognize the sender and know the content is safe.

Mr. Zabell,

We have an online meeting scheduled for 2:30pm on Wednesday May 20th to discuss traffic mitigation issues on Big Sky Developers’ Burns Road proposed subdivision.

Since we have that time set aside I would also like to visit a little bit on a new subdivision we are in the process of getting entitlements on. It is 100+/- acres of Deborah Kohler's land adjacent and abutting to the newest proposed UGA extension.

This parcel at one time was included in the UGA and since has been removed. Big Sky Developers would like you to consider including this property in the new UGA. Big Sky's plan would then be to run and extend City water and City sewer north to the subdivision. This obviously would help further the City's utilities farther north and allow for future development (See attached map).

Our intent would be to develop 151 - 1/2 acre lots inside the county and reach an agreement with the City on requirements for this subdivision as we have done in the past on several projects. This density more than doubles the density if we were to acquire the water rights and finish 1 acre lots with well/septic.

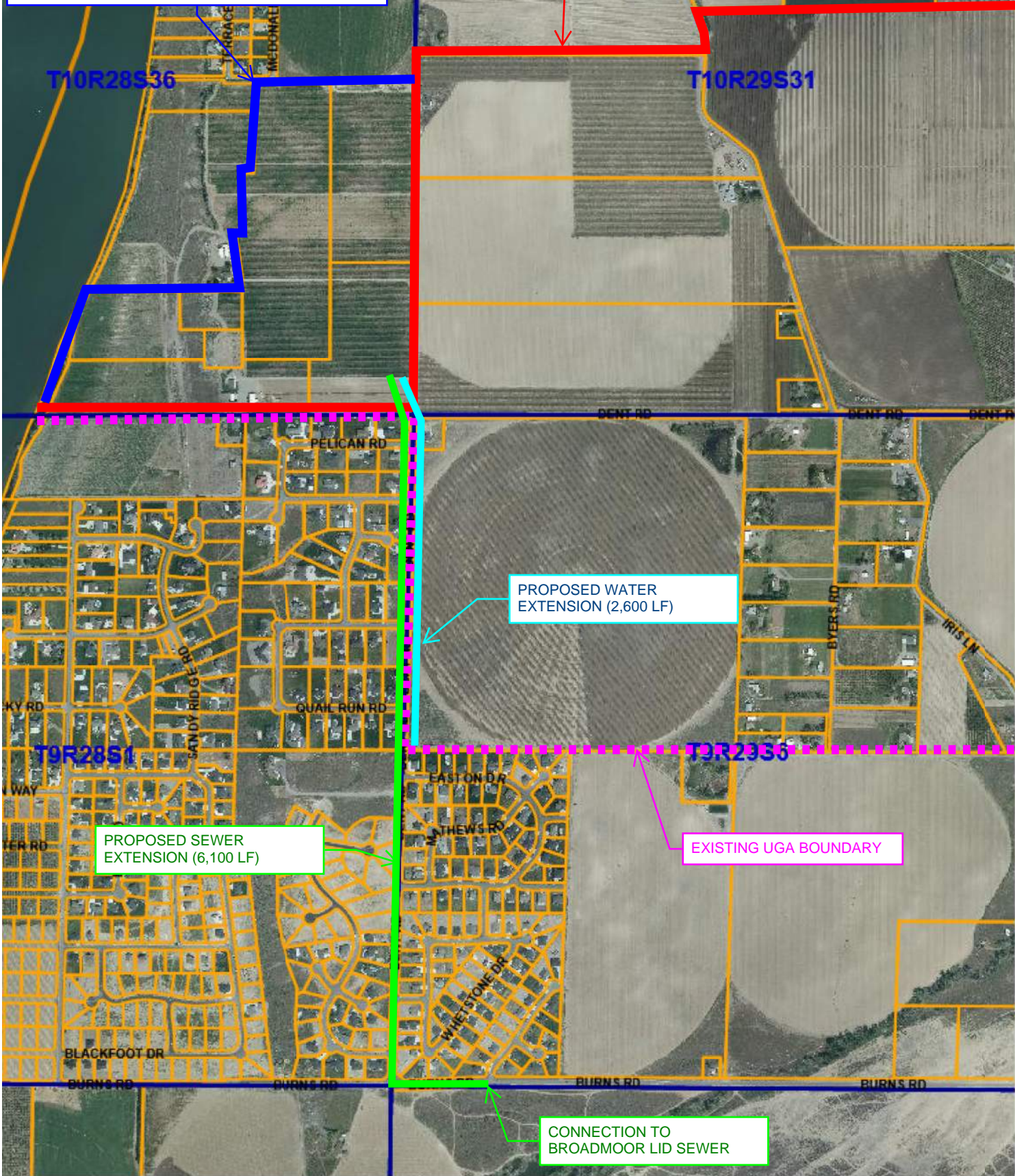
Thanks in advance for your time, help & consideration on both projects. Look forward to visiting with you next week. If you need to get ahold of me via phone, my number is (509) 521-4834.

Dave Greeno

PROPOSED UGA EXPANSION & WATER AND SEWER EXTENSION
BIG SKY DEVELOPERS
5/13/20

BIG SKY PROPOSED UGA BOUNDARY +104 ACRES.
(AREA INCLUDED WITH 2018 PROPOSED UGA)

CITY'S PROPOSED ALTERNATIVE #3 UGA BOUNDARY



Comprehensive plans—Urban growth areas.

(1) Each county that is required or chooses to plan under RCW [36.70A.040](#) shall designate an urban growth area or areas within which urban growth shall be encouraged and outside of which growth can occur only if it is not urban in nature. Each city that is located in such a county shall be included within an urban growth area. An urban growth area may include more than a single city. An urban growth area may include territory that is located outside of a city only if such territory already is characterized by urban growth whether or not the urban growth area includes a city, or is adjacent to territory already characterized by urban growth, or is a designated new fully contained community as defined by RCW [36.70A.350](#).

(2) Based upon the growth management population projection made for the county by the office of financial management, the county and each city within the county shall include areas and densities sufficient to permit the urban growth that is projected to occur in the county or city for the succeeding twenty-year period, except for those urban growth areas contained totally within a national historical reserve. As part of this planning process, each city within the county must include areas sufficient to accommodate the broad range of needs and uses that will accompany the projected urban growth including, as appropriate, medical, governmental, institutional, commercial, service, retail, and other nonresidential uses.

Each urban growth area shall permit urban densities and shall include greenbelt and open space areas. In the case of urban growth areas contained totally within a national historical reserve, the city may restrict densities, intensities, and forms of urban growth as determined to be necessary and appropriate to protect the physical, cultural, or historic integrity of the reserve. An urban growth area determination may include a reasonable land market supply factor and shall permit a range of urban densities and uses. In determining this market factor, cities and counties may consider local circumstances. Cities and counties have discretion in their comprehensive plans to make many choices about accommodating growth.

Within one year of July 1, 1990, each county that as of June 1, 1991, was required or chose to plan under RCW [36.70A.040](#), shall begin consulting with each city located within its boundaries and each city shall propose the location of an urban growth area. Within sixty days of the date the county legislative authority of a county adopts its resolution of intention or of certification by the office of financial management, all other counties that are required or choose to plan under RCW [36.70A.040](#) shall begin this consultation with each city located within its boundaries. The county shall attempt to reach agreement with each city on the location of an urban growth area within which the city is located. If such an agreement is not reached with each city located within the urban growth area, the county shall justify in writing why it so designated the area an urban growth area. A city may object formally with the department over the designation of the urban growth area within which it is located. Where appropriate, the department shall attempt to resolve the conflicts, including the use of mediation services.

(3) Urban growth 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, and third in the remaining portions of the urban growth areas. Urban growth may also be located in designated new fully contained communities as defined by RCW [36.70A.350](#).

(4) In general, cities are the units of local government most appropriate to provide urban governmental services. In general, it is not appropriate that urban governmental services 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.

(5) On or before October 1, 1993, each county that was initially required to plan under RCW [36.70A.040](#)(1) shall adopt development regulations designating interim urban growth areas under this chapter. Within three years and three months of the date the county legislative authority of a county adopts its resolution of intention or of certification by the office of financial management, all other counties that are required or choose to plan under RCW [36.70A.040](#) shall adopt development regulations designating interim urban growth areas under this chapter. Adoption of the interim urban growth areas may only occur after public notice; public hearing; and compliance with the state environmental policy act, chapter [43.21C](#) RCW, and under this section. Such action may be appealed to the growth management hearings board under RCW [36.70A.280](#). Final urban growth areas shall be adopted at the time of comprehensive plan adoption under this chapter.

(6) Each county shall include designations of urban growth areas in its comprehensive plan.

(7) An urban growth area designated in accordance with this section may include within its boundaries urban service areas or potential annexation areas designated for specific cities or towns within the county.

(8)(a) Except as provided in (b) of this subsection, the expansion of an urban growth area is prohibited into the one hundred year floodplain of any river or river segment that: (i) Is located west of the crest of the Cascade mountains; and (ii) has a mean annual flow of one thousand or more cubic feet per second as determined by the department of ecology.

(b) Subsection (8)(a) of this section does not apply to:

(i) Urban growth areas that are fully contained within a floodplain and lack adjacent buildable areas outside the floodplain;

(ii) Urban growth areas where expansions are precluded outside floodplains because:

(A) Urban governmental services cannot be physically provided to serve areas outside the floodplain; or

(B) Expansions outside the floodplain would require a river or estuary crossing to access the expansion; or

(iii) Urban growth area expansions where:

(A) Public facilities already exist within the floodplain and the expansion of an existing public facility is only possible on the land to be included in the urban growth area and located within the floodplain; or

(B) Urban development already exists within a floodplain as of July 26, 2009, and is adjacent to, but outside of, the urban growth area, and the expansion of the urban growth area is necessary to include such urban development within the urban growth area; or

(C) The land is owned by a jurisdiction planning under this chapter or the rights to the development of the land have been permanently extinguished, and the following criteria are met:

(I) The permissible use of the land is limited to one of the following: Outdoor recreation; environmentally beneficial projects, including but not limited to habitat enhancement or environmental restoration; stormwater facilities; flood control facilities; or underground conveyances; and

(II) The development and use of such facilities or projects will not decrease flood storage, increase stormwater runoff, discharge pollutants to fresh or salt waters during normal operations or floods, or increase hazards to people and property.

(c) For the purposes of this subsection (8), "one hundred year floodplain" means the same as "special flood hazard area" as set forth in WAC 173-158-040 as it exists on July 26, 2009.

(9) If a county, city, or utility has adopted a capital facility plan or utilities element to provide sewer service within the urban growth areas during the twenty-year planning period, nothing in this chapter obligates counties, cities, or utilities to install sanitary sewer systems to properties within urban growth areas designated under subsection (2) of this section by the end of the twenty-year planning period when those properties:

(a)(i) Have existing, functioning, nonpolluting on-site sewage systems;

(ii) Have a periodic inspection program by a public agency to verify the on-site sewage systems function properly and do not pollute surface or groundwater; and

(iii) Have no redevelopment capacity; or

(b) Do not require sewer service because development densities are limited due to wetlands, flood plains, fish and wildlife habitats, or geological hazards.

[[2017 c 305 § 1](#); [2010 c 211 § 1](#). Prior: [2009 c 342 § 1](#); [2009 c 121 § 1](#); [2004 c 206 § 1](#); [2003 c 299 § 5](#); [1997 c 429 § 24](#); [1995 c 400 § 2](#); [1994 c 249 § 27](#); [1993 sp.s. c 6 § 2](#); [1991 sp.s. c 32 § 29](#); [1990 1st ex.s. c 17 § 11](#).]

NOTES:

Effective date—Transfer of power, duties, and functions—2010 c 211: See notes following RCW [36.70A.250](#).

Severability—1997 c 429: See note following RCW [36.70A.3201](#).

Construction—Application—1995 c 400: See note following RCW [36.70A.070](#).

Effective date—1995 c 400: See note following RCW [36.70A.040](#).

Severability—Application—1994 c 249: See notes following RCW [34.05.310](#).

Effective date—1993 sp.s. c 6: See note following RCW [36.70A.040](#).