

## Memo to Pasco Planning Commission on the proposed UGA

City of Pasco Application for UGA Boundary Amendment 2018

## MEMORANDUM

**DATE:** May 17, 2018  
**TO:** Planning Commission  
**FROM:** Dave McDonald, City Planner  
**SUBJECT:** Urban Growth Boundary (UGA) CPA 2018-001

The City of Pasco is required by the Growth Management Act (GMA) to update the Comprehensive Plan this year. The key component to the update is determining a new Urban Growth Area (UGA).

Urban Growth Areas define the area in which a community is to encourage higher density urban development and the area in which urban services can be supported and promoted. Land located outside UGA's are to be reserved for the promotion of rural densities and functions. By directing growth to UGA's natural resource lands such as farmlands and forest lands can be conserved and the character of rural areas can be maintained for future needs.

Pasco's first Urban Growth Area was established in April of 1993 and has been modified only four times since then. The designation of the Pasco UGA was guided by the provisions of RCW 36.70A.110 the most pertinent portions of which are as follows:

- 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 territory 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.

- 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.
- Each city 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 non-residential uses.
- Each urban growth area shall permit urban densities and shall include greenbelt and open space areas.
- 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.
- 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.
- 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.

Based on State law, the Pasco UGA is to include all lands within the City and may include lands outside the City if the lands are urban in nature or adjacent to territory that is already characterized by urban growth like the Byers Road area, the Clark Addition and the McDonald Road area. The UGA needs to contain a sufficient amount of land to accommodate expected population growth as determined by the Office of Financial Management (OFM). In addition to the population projections the City must also consider land needs for parks and open space, schools, retail businesses, churches, offices, industrial buildings and other land uses.

OFM provides population estimates for each county in the state. The City and the County have previously determined that 80 percent of the County-wide estimate should be assigned to Pasco. The remaining 20 percent is divided between the County and the small communities within the County. The table below shows Pasco's portion of the overall County population projections.

#### **Pasco Population Projections**

<b>Year</b>	<b>Low</b>	<b>Medium</b>	<b>High</b>
2020	70,114	79,770	93,109
2025	76,486	91,025	112,931
2030	82,466	101,954	132,493
2035	89,970	114,470	153,705
2038	94,306	121,828	166,052
2040	93,311	126,859	174,830

Based on the OFM projections Pasco could become a city of 121,828 residents during the next 20 years. This would be an increase of 50,148 over the current 71,680 population estimate. Using the current OFM household size of 3.278, 15,298, new housing units will be needed to accommodate the projected population growth. The need to accommodate additional dwelling units translates into the need for additional land within the UGA. At about four units per acre about 3,500 acres of land will be needed for just the new housing units. Some of the new dwellings can be accommodated within the current UGA boundaries but much of the new housing can only be accommodate by increasing the size of the UGA. In the determination for UGA land needs local market supply factors may also be considered to ensure land prices are not artificially raised resulting from constraints placed on the market due to limited availability of lands within the UGA.

The current lack of available land within the UGA is driving up the cost of land. This is creating a conflict with the State goal (RCW 36.70A.210(3)e) and local County wide policy (#6) dealing with the need to provide affordable housing within the County and City. Land prices have risen from about \$32,000 an acre (181960 on 9/25/14) four years ago to about \$50,000 an acre in 2017 (1869033 on 10/11/17) and over \$65,000 (1876107 on 3/20/18) today.

Population projections, land market factors, and preservation of resource lands are not the only items to consider when determining the extent of the UGA. Utility capacities should also be considered. The City updates the Capital Improvement Plan (CIP) each year identifying various infrastructure projects necessary to support continued growth within the community. In addition, the City maintains a Comprehensive Plan for Sewer, Water and Parks to address service needs for an increasing population and the Traffic Improvement Plan addresses traffic related needs. These Plans include capital facilities elements and address needs within the proposed UGA Area. General locations of water lines, water towers and sewer lines are identified in these plans. The new Water Plan being adopted in 2018 will include specific guidelines for the location and looping of water lines that will apply within the proposed UGA.

In 2010 a new water treatment plant was constructed on Court Street near Road 111 to increase the City's capacity to provide potable water to the community. Construction of a new raw water intake structure and pump house adjacent to the Richland Bridge will be completed by June of 2018 increasing the treatment capacity of the new plant. The main Butterfield water treatment plant intake structure in the Columbia River was also rebuilt in 2015 to improve raw water pumping capacity. An annual budget amount is provided within the CIP to assist with line oversizing to address water line needs in developing areas. This program applies to the proposed UGA.

Over the past several years upgrades have been completed at the wastewater treatment plant to increase the City's capacity to accommodate residential and commercial growth. Another 25,000,000 million dollars of upgrades have been scheduled in the Capital Improvement Plan to further increase the capacity of the sewer plant. Additionally, an annual CIP budget amount is provided to assist with sewer line oversizing to address water needs in developing areas. This program applies to the proposed UGA.

In addition to planned upgrades to the City's utility systems the City is securing water rights or the means to secure water rights through the

platting process (PMC 26.04.115(B) & 3.07.160). A number of water rights transactions for securing additional water rights are listed in Tables 4-3, 4-4, 4-5 and Appendix 4-A of the Comprehensive Water Plan will address water needs for the projected growth to be experienced by the City.

The Franklin County PUD and Big Bend Electric built a new substation north of the Columbia Place subdivision (west of Road 68 north of Snoqualmie) in 2004. The PUD also enlarged and upgraded the Road 52 and Argent substation about three years ago to support future growth in the community. The PUD five year capital plan calls for a new substation to be located north of Burns Road to the east of Convention Drive which will further add to the PUD's capacity to serve the community with power needs.

Appendix III of the Comprehensive Plan (attached) provides a detailed explanation of the Urban Growth Area needs resulting from the new population estimates. Also attached is a draft land use map showing the possible extent of the UGA based on the new population and housing numbers.

The proposed UGA boundary includes 160 plus acres of land at the northeast corner of Road 52 and Burns Road. This parcel was previously the subject of a UGA amendment in 2014 and 2016. Rather than amend the boundary to include the 160 acres in the UGA the County suggested the matter be held for the 2018 Comprehensive Plan update when new OFM population projections were available. The population projections, showing a sizeable increase (50,148), were made available to the City in January of this year. Based on those projections the proposed UGA includes the 160 acres from the 2014 and 1016 application to the County.

During the early years of the 2018-2038 planning period development will first occur adjacent to the existing City limits where utility and street connections are available. The 160 plus acres in question is located across a street from an elementary school and at the intersection of arterial and collector streets. The property owners previously install a 16 inch water line in Road 52 to serve the new school and their property to the north. Being located between the school, the Madison Park subdivision to the south and the Clark Addition to the north the 160 acres is in an area already developed and characteristic by urban growth thereby meeting a key qualifying factor to be included within an Urban Growth Boundary. Based on the City's current and past Comprehensive Plans residential development has been encouraged in the western reaches of the community and industrial development has be encouraged



to the east around the Port facilities, railyards and other industrial features. As a result the 160 acres in question is located in westerly and northerly path of future residential development. With the need to find room for another 15, 298 new dwelling units every additional acre within the UGA is important to fill the mandate to create a UGA with sufficient size to match the population projections.

During the 2014 and 2016 UGA amendment process the Port of Pasco expressed concern over including the 160 acre parcel in the UGA because part of the property falls under Airport Safety Zones 2 and 4. Including the property in the Pasco UGA will not change the fact the property will be burdened with the airport zones. The City and the County adopted the safety zone regulations at the request of the Port for the purpose of protecting the viability of the Tri-Cities Airport as a significant resource to the community by encouraging compatible land uses, densities and reducing hazards that may endanger the lives and property of the public and aviation users. These regulations are intended to address land use issues around the airport and to provide protection to the approaches to the airport. The UGA boundary amendment cannot change the Airport Zoning regulations that are in place to protect the airport.

There is some minor difference between City and County zoning regulations for the Airport overlay zones in that the County limits development to one unit per five acre in Zone 4 and the City permits two units per acre. However, the Pasco regulations provide far less density and concentration of people than the recommended standards. The WSDOT Airports & Compatible Land Use Guidebook (M 3074.00) from which the Zoning overlays were modeled indicates there can be a different standard in the densities between Zone 4 in rural areas verses urban areas. Table F-1 of the Guidebook indicates Zone 4 inside UGA's can have higher densities and mixed use develop with 15 or more units per acre. Table F-2 states that mixed-use office/commercial/residential uses are permitted in Zone 4. Residential clusters with more than 40 percent open space, mobile home parks, boarding houses and residential infill are all permitted uses in Zone 4 on limited basis. The airport protection regulations the City adopted are more restrictive than the State Guidebook in that mixed-use office/commercial/residential uses are not permitted. Mobile home parks and boarding houses are also not listed as permitted uses. The Pasco regulations will net 1.6 dwelling units per acre. Far less density or concentration of people than the State guidebook recommends with the allowance of mixed-use office /commercial/residential buildings. The Pasco regulations provide greater protection to the airport by significantly reducing the concentration of buildings and people than what is recommended by the WSDOT Guidebook.

In addition to the adoption of protection overlay zones the City requires land developed within and near the Airport Safety Zones to have the following statement on all subdivision plats:

"Property within this (plat/short plat or binding site plan) may be subject to varying noise levels and vibrations due to proximity to the Tri-Cities Airport. Properties near the airport may be located within height and use restriction zones as described and illustrated by Federal standards and regulations and the City of Pasco Zoning Regulations. There is the potential that standard flight patterns will result in aircraft passing over the properties at low altitudes and during all hours of the day. Future airport expansion including runway extensions may impact the size and number of aircraft utilizing the airport. Developments near the airport should assume that at any given time there will be some impact from air traffic."

The above statement becomes a notice of record when plats are recorded and follows the titles of each lot placing property owner's on notice of nearby airport operations and airport zoning regulations.

The City adopted Airport Zoning regulations to provide a public benefit to the community by protecting the air space around the airport. These regulations will enable the airport to extend runway 12 in the future with or without the applicant's property being in the UGA. The Compatibility Zones imposed on property owners benefit the airport, airlines and the traveling public. Land owners within the Airport Safety Compatibility Zones provide that public benefit by involuntarily accepting a significantly lower or no development potential for their land as compared to similar properties not burdened by the Airport Compatibility Zones. The land owner's provide an additional benefit to protect airport operations by encumbering plats with a statement notifying future property owners of nearby airport operations. By excluding the 160 acres from the UGA the Port is asking the City to ignore or discount the adopted regulations that protect airport operations. The government is generally barred from forcing a few people to bear the burden of providing a public benefit which in all fairness and justice should be borne by the public as a whole. The owner of the 160 acres in question is already providing a public benefit by involuntarily accepting the restrictions of Zone 2 prohibiting all development on 32 acres of land and very limited development (more limited than the Recommendation of the WSDOT Handbook) on 40 acres within Zone 4. Rather than having the general public cover the cost of that burden the City is being asked by the Port to shift the burden to the owner of the 160 acres.



### **Findings of Fact**

The following are initial findings drawn from the background and analysis section of the staff report. The Planning Commission may add additional findings to this listing as the result of factual testimony and evidence submitted during the public hearing.

1. The GMA (RCW 36.70A.110) requires the establishment of Urban Growth Areas.
2. The goals of the Growth Management Act related to UGA's include: i) Encouraging development of urban areas where adequate public facilities and services exist or can be provided in an efficient manner; ii) Reducing the inappropriate conversion of undeveloped land into sprawling low-density development; and, iii) Maintaining and enhance natural resource based industries, including productive timber, agriculture, and fisheries industries.
3. Each city located in Franklin County must be included within a UGA. (RCW 36.70a.110)
4. UGA's are to encompass lands within the City's recognized utility service area. (RCW 36.70a.110)
5. UGA's may include portions of the County already characterized by urban growth or adjacent to urban growth. The proposed UGA is adjacent to the northern boundary of the Pasco City limits and the Clark Addition. The Douglas Fruit facility, the Byers Road neighborhood and McDonald Road neighborhood are LAMRID developments within the proposed UGA that are urban in nature. (RCW 36.70a.110)
6. Designated Urban Growth Areas are to include enough undeveloped land to adequately accommodate forecasted growth for a 20 year planning period. (RCW 36.70a.110)
7. An urban growth area determination may include a reasonable land market supply factor and shall permit a range of urban densities and uses. (RCW 36.70a.110)
8. Urban Growth Areas 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. (RCW 36.70a.110)

9. Forecasted growth is determined by population projections provided by the State Office of Financial Management (OFM). (RCW 36.70a.110)
10. OFM provided Franklin County with population estimates in at the end of December 2017. The low, medium and high projections to the year 2038 as follows: 117,882, 152,285 and 207,565.
11. The Franklin County and the cities therein have used the medium range population projections for growth management planning purposes since the inception of the GMA. For the 2038 planning period the mid-range projection is again being used.
12. Per a January 18, 2018 County Memo eighty percent of the OFM population estimates were assigned to Pasco.
13. The Pasco mid-range population estimate from the County Memo is 121,828 for an increase of 50,148 over the 2017 population.
14. The current Pasco household size is 3.278 persons per house hold.
15. At 3.298 persons per household 15,298 new dwelling units will be need to accommodate 50,148 new residents in Pasco. The high projection results in the need for 28,789 new dwelling units.
16. Based on historic and current permitting trends approximately 2,447 of the projected new housing units will be multi-family units and 12,851 will single-family units.
17. Based on available land within the current UGA all of the estimated multi-family dwelling units and 2,643 single-family units can be absorbed within the current UGA boundaries. The remaining 10,208 single-family units will need to be located in an expanded UGA.

18. To meet Comprehensive Plan goals related to providing a wide variety or full range of housing options for all economic segments of the population there may be the need for some additional multi-family housing beyond the current UGA boundaries. Additional multi-family development within an expanded UGA will help provide needed buffer areas around commercial nodes.
19. Based on the housing estimates to accommodate the OFM population projections Pasco will need an additional 2,914 acres of land in the UGA for residential development, roads and a land market factor of about 10 percent.
20. To accommodate broad range of needs and uses as required by RCW 36.70a.110 the Pasco UGA will need land for parks and open spaces, churches, schools, daycares, fire stations, other government and other non-residential uses.
21. The full range of land uses to serve and complement housing needs is estimated to be 2,275 acres.
22. The current UGA boundaries have restricted the availability of land for development such that it has impacted the cost of land. Raw land price have risen from about \$32,000 per acre in 2014 to over \$60,000 an acre in 2018.
23. State and local housing goals encourage the provision of affordable housing (RCW 36. 70A.210(3)e and County Policy # 6) within the community. The current UGA boundaries are creating market demand factors that increase the cost of housing inconsistent with RCW 36.70A. 210(3)e.
24. A land market factor was added to the calculated land use needs to address escalating land values that impact housing affordability.
25. The City updates the Capital Improvement Plan (CIP) each year identifying various infrastructure projects necessary to support continued growth within the community.
26. The City maintains a Comprehensive Plan for Sewer, Water and Parks to address service needs for an increasing population and Traffic Improvement Plan to address traffic related needs.

These Plans include capital facilities elements and address needs within the proposed UGA Area.

27. The new Water Plan being adopted in 2018 includes specific guidelines for the location and looping of water lines that will apply within the proposed UGA.
28. The CIP includes an annual project to assist with water line oversizing to address water line needs in developing areas. This program applies to the proposed UGA.
29. The CIP includes an annual project to assist with sewer line oversizing to address water line needs in developing areas. This program applies to the proposed UGA.
30. Over the past several years upgrades have been completed at the wastewater treatment plant to increase the City's capacity to accommodate residential and commercial growth. Another 25,000,000 million dollars of upgrades have been scheduled in the Capital Improvement Plan to further increase the capacity of the sewer plant.
31. The City has an adopted concurrency ordinance requiring all development—residential or commercial--to install the necessary infrastructure to serve said development. Developers and property owners are required to install and extend streets and utilities to and through their developments.
32. The proposed UGA amendment area includes 102 acres of the Columbia River, a number of partially developed LAMRID areas, the Douglas Fruit facility and other uses occupying over 460 acres. These areas and lands are unavailable for future development.
33. The five year capital plan for the PUD calls for a another new substation to be located north of Burns to the east of Convention Drive which will further add to the PUD's capacity to serve the community with power needs.
34. In 2010 a new water treatment plant was constructed on Court Street near Road 111 to increase the City's capacity to provide potable water to the community.

35. Construction of a new raw water intake structure and pump house adjacent to the Richland Bridge will be completed in June of 2018 and will increase the treatment capacity of the West Pasco water treatment plant.
36. The main Butterfield water treatment plant intake structure in the Columbia River was also rebuilt in 2015 to improve raw water pumping capacity.
37. In 2014 the City updated the Comprehensive Sewer Plan that identifies near and long term sewer collection/treatment system needs to accommodate increased population. The update plan incorporated the proposed UGA area identifying the general location of future facilities to serve the area.
38. Per Municipal Code Sections 26.04.115(B) and Section 3.07.160 the assignment of water rights are a requirement of plat approval for new subdivisions and or for the issuance of building permits. Where no water rights are available to transfer to the City the property owner/developer must pay a water right fee in lieu thereof which enables the City to purchase additional water rights.
39. The City has undertaken future water rights planning as a part of the Comprehensive Water Plan update. The Plan indicates the City is addressing water needs by pursuing additional water rights through on going transactions (Tables 4-3, 4-4, 4-5 and Appendix 4-A of the Water Plan) that will increase the instantaneous capacity and the annual withdrawal volume to meet and surpass the needs of projected growth.
40. Per the National Cooperative Soil Survey much of the proposed UGA area contains Quincy Loamy fine sand and is identified as Map Unit Symbol 89 or 90 with Irrigated Capability Class Ratings of 3 & 6. Class 3 soils have severe limitations that reduce the choice of plants or that require special conservation practices. Class 6 soils have severe limitations that make them generally unsuitable for cultivation.
41. The proposed UGA boundary was held out of all soil areas that are better suited for agricultural production and that have been designated as Ag Resource Fields or Prime Irrigated Land.



42. A portion (72.6 acres) of the proposed UGA area falls under Airport Protection Zones Two and Four. The 72.6 acres are part of a larger 160 plus acre parcel of land. The Airport zoning regulations contained in apply to the property regardless of the location of the UGA Boundary.
43. The City and County adopted the safety zone regulations at the request of the Port for the purpose of protecting the viability of the Tri-Cities Airport as a significant resource to the community by encouraging compatible land uses, densities and reducing hazards that may endanger the lives and property of the public and aviation users. These regulations are intended to address land use issues around the airport and to provide protection to the approaches to the airport.
44. The UGA Boundary amendment cannot change the adopt airport protection regulations.
45. Airport safety Zone 2 does not allow any residential development. Zone 4 allows two units per raw acre in the City and one unit per five acres in the County.
46. The City's Zone 4 regulations after allowing for roads permits about 1.6 units per acre which is far more restrictive and protective of the airport than the recommended conditions in the WSDOT Airports and Compatible Land Use Guidebook (M 3074.00) January 2011. The City regulations provide greater protection than the State guidelines.
47. The State handbook recommends Zone 4 within UGA's permit mixed-use office/commercial /residential development. The State handbook also suggests permitting residential infill, residential cluster development, mobile home parks and boarding homes within Zone 4. The City regulations will not permit any of the State recommended higher density and higher population concentrations within Zone 4.
48. The City further protects airport interests by requiring an airport operational notice on all plats located within airport safety zones permitting development and the practice has been to require the notice on plats adjacent to but not in the safety zones.

49. The airport plat notice becomes a notice of record when the plats are recorded.
50. Based on the State handbook with suggested/recommended airport protection regulations and Pasco's adoption of stricter regulations areas outside the Airport Safety Zone can be fully developed to underlying zoning standards.
51. Approximately 94 acres of land within the 160 acre plus parcel that is partially burdened with the Airport Safety Zones can be developed without airport zoning restrictions.
52. By excluding the 160 acres from the UGA the Port is asking the City to ignore or discount the existing adopted regulations that protect airport operations. These special airport zoning regulations impact only a portion of the total 160 acres.
53. Further restricting the 160 acres in question from development by excluding it from the UGA because less than half of the land is development restricted adds an additional public burden that other property owners in the area with similar unrestricted land do not have to bear.
54. The government is generally barred from forcing one person or a few people to bear the burden ("Burden Shifting") of providing a public benefit which in all fairness and justice should be borne by the public as a whole. The owner of the 160 acres in question is already providing a public benefit by involuntarily accepting the restriction of Zone 2 prohibiting all development on 32 acres of land and very limited development (more limited than the recommendation of the WSDOT Handbook) on an additional 40 acres with Zone 4.

### **Recommendation**

**MOTION:** I move to adopt findings of fact and conclusions therefrom as contained in the staff report dated May 17, 2016.

**MOTION:** I move based on the findings of fact and conclusions therefrom, the Planning Commission recommend

the Pasco Urban Growth Boundary be amended per Exhibit #1 attached to the staff memo dated May 17, 2018.

# Appendix III - Urban Growth Area Expansion

RCW 36.70A.110 (1)

## Mandatory GMA Provision

### Introduction

Under the provisions of the GMA urban growth is to be principally contained within designated boundaries (Urban Growth Boundaries) around urban centers in all counties planning under the Act. The Urban Growth Boundary defines the location of the city's urban growth area (UGA). The UGA is where urban development is expected and where growth can be supported by urban services. The UGB is the demarcation line between where the community encourages urban growth and where rural activities are to be preserved. By directing growth to UGAs natural resource lands such as commercially significant farms lands can be conserved and the character of rural areas can be maintained for future needs. Each urban growth area including Pasco's is to contain sufficient land area to accommodate expected growth for a 20 year planning horizon. The expected growth is determined by population projections prepared by the State Office of Financial Management which are used by Franklin County and the cities therein to allocate urban and rural growth for each jurisdiction.

The UGA defines the area in which the City must plan under the GMA. The UGA establishes the boundaries to plan for land use, transportation, public services and utilities. Under the GMA, cities are identified as the units of government most appropriate to provide urban governmental services within the UGA. Only in limited circumstances where it is necessary to protect public health and safety or the environment can these service extend beyond the UGA.

### Growth Management Mandate

Development of the Urban Growth Boundary recommendation was guided in particular by the following GMA Planning Goals:

*Encourage development in urban areas where adequate public facilities and services exist or can be provided in an efficient manner.*

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

*Maintain and enhance natural resource-based industries, including productive timber, agriculture, and fisheries industries. Encourage the conservation of productive forest lands and productive agricultural lands, and discourage incompatible uses.*

The state goals, in turn, led to the following Countywide Planning Policies (CPP) that provide specific guidance for the establishment of Pasco's UGA.

#### COUNTYWIDE POLICY No. 2

*Policies to Implement RCW 36.70A.110 relating to the establishment of Urban Growth Areas.*

- A. Each City within Franklin County will be included within a designated urban growth area.*
- B. Designated urban growth areas should include an amount of undeveloped area to adequately accommodate forecasted growth and development for the next 20 years.*
- C. Designated urban growth areas should include those portions of the county already characterized by urban growth and having existing public facilities and service capacities to serve existing and future growth.*
- D. Designated urban growth areas should include those areas that are within the recognized utility service areas of each City.*
- E. The size of urban growth areas will vary due to regional settings and should be adequate to promote viable economic development strategies promote choices in housing accommodations and insure adequate lands are available for associated open spaces and public purposes.*
- G. Municipalities should limit the extension of water and sewer service to areas within each jurisdiction's urban growth boundary.*

## **Growth Projections**

The Washington State Office of Financial Management (OFM) is responsible for providing population estimates for all Counties and cities required to plan under the provisions of the 1990 Growth Management Act. OFM provides a low medium and high projection for each county. County population estimates are then assigned to the cities within the counties based local processes. The current low projection of 87,642 for 2020 is over 2,600 persons lower than the current 2017 estimate of 90,330 for the overall County population. It has been found that the low OFM series for population growth is constantly lower than actual population growth for Franklin County. The high series has been found to overestimate the population. As a result the County and jurisdictions there in rely on the mid-range population estimates for planning purposes. The 2018 population projections for Franklin County are contained in Table No.1



**TABLE # 1**

**OFM Population Projections for Franklin County**

<b>Year</b>	<b>Low</b>	<b>Medium</b>	<b>High</b>
2020	87,642	99,712	116,386
2025	95,607	113,781	141,164
2028	99,972	121,792	155,370
2030	103,082	127,443	165,616
2035	112,462	143,087	192,131
2038	117,882	152,285	207,565
2040	121,639	158,574	218,538

**Allocation of Future Population Growth**

The OFM population estimate for Pasco (2017) is approximately 71,680. Over the years the population of the Pasco has represented 80 percent or more of the total County population. As a result the County has always been assigned 80 percent of the OFM County population projections to Pasco for Comprehensive Planning purposes. Historically the 80 percent assignment has been based on the OFM mid-range projection. Within the 20-year planning horizon the City of Pasco will need to anticipate a growth scenario where the County population reaches about 152,285. With 80 percent of that population assigned to Pasco the City's population is expected to reach about 121,828 by 2038. This is an increase of 50,148 over the current City population. Within the 10-year planning horizon, Pasco's population is anticipated to reach about 97,434.

**Urban Growth Area Needs**

**Residential Needs**

The future Pasco Urban Growth Area will need to accommodate an additional 50,148 new residents based on the OFM mid-range population projections. Using the current OFM household size of 3.278, 15,298, new housing units will be needed to accommodate the projected population growth. By comparison the OFM high projection would generate the need for about 28,789 additional dwelling units.

Over 80 percent of Pasco's housing stock consists of single-family homes. Over the past 18 years about 16 percent of new residential building permits have been issued for multi-family units. Prior to 2002 there were no multi-family units built for about 20 years. Based on past trends the City expects to see another 2,447 multi-family units built by 2038. The single-family stock will increase by 12,851 units during the same period.

Current multi-family development is split between R-2, R-3 and R-4 zoning with 41 percent being zone R-2, 43 percent being R-3 and 16 percent being R-4. Based on the multi-family densities prescribed by the zoning code around 251 acres will be needed. Streets and a land market factor will need to be added bring the total multi-family land needs to about 345 acres. The current UGA has 445 acres of land designated for multi-family development. It is anticipated much of the new multi-family development will occur in the current UGA. However, to provide a full range of residential environments and to create buffers between commercial and residential areas some key locations within the UGA will need to be identified for future multi-family development.

During the 2008 Comprehensive Plan update single-family densities were estimated to be about 9,600 square feet per dwelling unit. This was due to the significant areas in West Pasco that were zoned for large lots. The larger lots reflected that fact that large areas in unincorporated West Pasco were not served by sewer. For the 2018 plan update the overall density for single-family has been lowered to 8,200 square feet per lot. This higher-density is reflected in the fact that the larger West Pasco lots have been off-set by higher-density lots in the I-182 corridor. The 8,200 square foot lot size will enable the City to achieve about four (3.9) dwelling units per acre. Based on the available vacant land and lots about 2,643 single-family dwelling units can be accommodated within the current UGA. The remaining 10,208 dwelling units needed for the projected population must be accommodated beyond the current UGA boundaries. With streets and a 10 percent land market factor the Pasco UGA will need to expand by 4.13 square miles (**2,645 acres**) to accommodate single-family land needs by 2038. Combine multi-family and single-family land needed to provide for a wide range of residential environments for all income levels will required an additional **2,914 acres**.

### **Park and Open Space Needs**

Based on the information in the "Summary of Park Land and Facilities Needs Table No. ?? of Chapter 7 " the City will need an additional 1,935 acres of new park land and 503 acres for specialty recreation features new during the 20 year planning period. The combined total park land and specialty feature needs equals 2,438. With roads and a land market factor the total need is **3,352 acres**.

### **Church Needs**

Based on the current population (71,680) and the number of church buildings (54) within Pasco there is one church building for every 1,327 people. However there are more congregations that church buildings. In addition at least three church groups are renting commercial buildings and eleven congregations are sharing just three buildings. Based on the current number of church congregations in the City, the church to population ratio drops to 1,156 people per congregation. If all church groups had their own building there would be 65 church buildings in the City. Based on the population to church building ratio of 1,327 people per church and additional 38 churches will be need by 2038. Based on congregation numbers there could be an additional 43 congregations

in the city by 2038. All churches seek to grow and growth can be inhibited by sharing buildings or renting store fronts. It would not be unreasonable to assume some of the doubled up church groups and store front churches will grow into additional church buildings within the city. Therefore future church land area needs will be calculated for an additional 40 church buildings.

The average lot size (from a sample of 14 churches) for church buildings in Pasco is around five acres. However, some of the newer churches have larger lots. The new LDS Stake Center on Porto Lane has 8.2 acres and the Faith Assembly Church on Road 72 has 15 acres. These church properties include buildings, large parking lots and play fields or structures. Base on the five acres per church the community will need another 200 acres of land for churches. With the addition of streets and a 10 percent land market factor total church land needs will be **275 acres**.

### **School Needs**

The Pasco School District indicates for future school planning purposes the District is anticipating an average of .72 students per dwelling unit. Based on the need for an additional 15,298 new dwellings by 2038 the School District will need to plan for another 11,015 students. The increased student population will be divided between new elementary, middle and high schools. Each elementary school will house about 750 students while middle schools typically are built for 1,100 students and high schools house 2,200 students. The School District currently has a high school site two elementary school sites and a middle school site for future school buildings. Construction on elementary school # 16 will begin in the spring of 2018 followed by elementary school # 17 and middle school # 4. In addition to these proposed schools the District will need an additional 9 elementary schools and one more middle school. Nine elementary schools will occupy about 180 acres and another one or two middle schools will require 40-80 more acres. The School District will also need to purchase an additional high school site before the end of the planning period to secure land for a future high school prior to full development of the UGA. This will require another 80 acres of land. With required roads the School District will need about **425 acres** for future schools.

### **Daycare and Related Needs**

There are currently sixteen commercial daycare related facilities in Pasco. Commercial daycares do not include the numerous family home daycares that are operated out of private family homes. For every 4,480 residents in Pasco there is one commercial daycare. An additional 12 commercial daycare facilities will be needed by 2038. Each daycare occupies about an acre of land that could otherwise be devoted to residential or commercial uses. Commercial daycare centers are not permitted uses in any zone. They require special permit review so they are not automatically factored into the mix of commercial or residential development. The city will need about **15 acres** of additional land for commercial daycares along with necessary roads and the land market factor.

### **Fire Station Needs**

The National Fire Protection Association indicates for cities the size of Pasco there should be one firefighter for every 1,000 people. Pasco currently has .7 firefighters per 1,000 people. The projected population increase will generate a need for 35 to 50 new firefighters depending on what population to firefight ratio that is used. The Fire Department is working toward the NFPA standard. Fire stations in Pasco house between five to eight firemen per station. Potentially there is a need for another 10 fire station. The current plan for the fire Departments calls for another 4 fire station to be added to cover current needs and some future needs. Additional stations may be needed beyond the four proposed to service the projected increase in residents. A typical fire station can function on 1.5 acres of land. Stations with ladder trucks and other specialized equipment function better with two acres. Six new fire stations would need a minimum of 9 acres. If two of the proposed stations housed additional equipment the acreage would increase to 10. Add the streets and a land market factor and the city will need about **14 acres** for new fire station.

### **Commercial Land Needs**

Most of the future commercial retail and office development in Pasco is anticipated to occur in the I-182 Corridor. Heavy commercial development requiring storage yards, equipment yards (wholesale businesses, distribution services, heavy equipment sales contractors etc.) will continue to locate in the Oregon Avenue area and the Columbia East/King City neighborhood. Heavy commercial uses require C-3 zoning and there is no C-3 zoning west of Road 36.

About 260 acres of land around the Road 68 and Road 100 Interchanges have been developed for commercial activity over the past 17 years. Another 490 acres of commercial property is still vacant in the I-182 Corridor. Based on the number of years it took for the existing commercial areas to develop there should be ample land remaining in the UGA to accommodate commercial development for the next 20 years. The only question related to this matter is the location of the vacant commercial land in relation to where residential development will occur. With the Road 100 Interchange being more or less in the geographic center of the Tri-Cities the City will likely see the development of regional services near that interchange. For neighborhood services and walkable shopping it will be necessary to include some commercial land in the UGA at key intersections near residential development. Perhaps as little as **100 acres** would be needed for neighborhood commercial development.

### **Industrial Land Needs**

Pasco contains the Tri-Cities Airport, the Port of Pasco Marine Terminal and related lands, the Pasco Processing Center, a petroleum tank farm, about 70 percent of the Tri-City trucking firms, the BNSF classification yard and other industrial facilities. About 40 percent of the land area within Pasco is zoned for industrial development. There are over 900 acres of vacant industrial land south of "A" Street and over 1,500 acres of vacant industrial land east of SR 12 and



along SR 395. Over 900 acres of the industrial land east of the highways and inside the UGA is tied up in DNR ownership. DNR owns 1,234 acres of industrial land in the King City and the Pasco Kahlottus Highway areas. DNR has no interest in allowing their property to be developed for anything other than farming. As a result these lands will remain in agricultural production through the duration of the planning period. Sixty-two percent of these lands are in the City limits and cannot be removed from the UGA without removing the land from the City limits. The balance of the land is outside the City limits and zoned for industrial uses by the Franklin County. The Port of Pasco has asked for these lands to remain in the UGA in the hopes an agreement can be reached with the DNR to transition these lands to industrial functions. The DNR lands have been given a land use classification of DNR Reserve. The DNR Reserve denotes lands that may be zoned for industrial use but unavailable for development presently due to DNR ownership. The DNR property impacts the market factor by reducing the available acreage for industrial development. Rearranging the UGA boundary to avoid DNR property south of the Pasco/Kahlottus Road will not help because the DNR also owns significant acreage outside the UGA in that area. The Port of Pasco has expressed concern about the impact of the DNR property on the community's ability to attract industrial development and has asked that the City consider a market factor adjustment to provide land for job creating industries.

The Tri Cities Airport property also presents a unique challenge to the City in determining future land use needs. The Airport occupies 2.89 square miles of land not including the surround protection areas that are off the airport site proper. Much of the airport property is devoted to airport operations and is not generally available for industrial or commercial development. The exception being the East Business Park area which is almost completely occupied with industrial and heavy commercial uses and the Business Park area between Runway 3L and West Argent Road. Certain areas of the airport property could be developed for specialized airport related activities. Based upon the airports development activities over the past forty years the prospect for airport related development between the runways is very unlikely.

To address the market factor concern over the DNR land and the limited use options for airport lands there is a need to add several hundred acres of industrial lands to the UGA. The area between Highway 395 and Railroad Avenue north of the existing City Limits and UGA boundary is zoned for industrial development and is within a County Industrial LAMIRD. There are a total of 649 acres in this area. One hundred and six acres are occupied by Granite Northwest, 35.6 acres are owned by the Federal Government and Highway 395, the BNSF rail line occupy 90 acres and the PUD power plant contains 6 acres. The remaining 411 acres is undeveloped farmland. The 411 acres of undeveloped land would provide a 54 percent offset to the DNR Reserve lands. In addition to the need of offsetting the DNR lands there is also a need for a future community soccer complex. The Park and Open Space Element (Chapter 7) indicates the community is significantly underserved by parks and recreational facilities. One hundred and twenty acres (120 acres) of land for this purpose could be added to the east of Capitol Avenue. Although not industrial in nature the proposed soccer complex is located adjacent to other industrial zone lands and be zoned to match



nearby industrial areas. Parks and recreation complexes are unclassified uses that require special permit approval before locating anywhere in the City.

The additional recreational lands and replacement land for the DNR property total 769 acres. However, 160 acres of land at the northeast corner of E Foster Wells Road and Highway 395 has been removed from the UGA boundary to accommodate a large orchard. The net change or increase is only **609 acres**.

### **Public and Community Facility Needs**

In addition to fire stations, school, parks and the other items discussed above communities also need libraries, lift stations, Public Works satellite yards, storm water facilities, various governmental offices, drug treatment homes and facilities, satellite police stations, cell tower sites, water tower/reservoir sites, booster station, substations and other facilities. One hundred and sixty acres (**160 acres**) has been assigned to these needs. It is difficult to determine the total acreage needed for these facilities. The 160 acres is an estimate. The need could be greater or smaller. A senior center, which is not listed, could use as much as 3 acres. A 2.5 million water tower usually occupies five acres.

### **Existing Vacant Lands Assessment**

The current UGA contains 1710 vacant single-family lots, 679 vacant low density parcels and 445 acres of vacant mixed residential parcels. There are also 604 acres of vacant commercial lands, 2,400 acres of vacant industrial lands and 603 acres of government and other types of vacant lands within the current UGA. Fifty-eight percent of the government and other lands consist of the American Rock gravel pit and related lands. The remaining 42 percent of the government and other category are vacant government owned properties and or properties occupied by irrigation ditches and ponds, or properties reserved for future churches and other non-residential development (see Table 2).

### **Existing Vacant Lands Assessment**

**Current Development Patterns:** Even though vacant land may be designated and zoned for certain uses there may be unknown reason why it has remained vacant or will continue to be vacant. The City has no means of compelling property owners to develop their vacant land and because land is vacant it does not necessarily mean it is available for immediate development. For example there are a number of lots in the Kutzman's Addition that have remained undeveloped since the plat was originally recorded in 1890. The same holds true for lots in the Terrance Heights (1911) subdivision and Gray's Amended Addition (1888). Likewise it is difficult to predict how and when vacant parcels and lots will develop in the West Pasco West. Pasco contains hobby farms, small pastures, truck farms and vineyards that have shaped the general character of the area for half a century. Pasco is an agricultural community and 4H activities will continue to persist in the West Pasco neighborhoods well into the future. As

a result hobby farms will continue to characterize large portions of the West Pasco.

Disconnected Access: A major problem with the vacant land within West Pasco is that fact that much of it consists of remnant parcels created from poor subdivision practices. The placement of houses in the path of future streets, the creation of very long narrow lots and the surrounding of large parcels with houses with no future access points limits opportunities to further divide property for home construction.

Lack of Services: Changing the land use designation for a given area to allow higher density will not lead to more housing units. Sewer service is needed for the higher densities and currently the area between Argent Road and Court Street is parsley developed making it very difficult for the area to finance the cost of sewer lines and lift stations necessary to serve the area.

The combination of hobby farms, poor subdivision practices and the difficulty in providing sewer service to Riverview creates practical difficulties for encouraging higher density development within West Pasco.

If the slight downward trend in household size continues an increasing number of housing units will be needed to serve the projected population. This is another reason to ensure a market factor is calculated into the UGA needs.

**Table 2**  
**Vacant Lands 2018**

Area	Low-Density	Mixed-Residential	Comm.	Ind.	Gov.	Other
2008 UGA Area	197.58	11				25.68
Adams/Wilson	129	155	90.6			431.86
Harris Rd - Rd 100	67.69	7.83	90.6		25	1.58
Rd 100 - Rd 84	43.5		17.2			4.15
Rd 84 - Rd 68	63.55	2.35	12.08			10
Rd 68 DNR lands		18	103.45			
Rd 68 - Rd 52	83.79		13.93			
Rd 52 - 395	58.37		7.29		21	53.14
395 - BNR	6	3.39	14.43			12.91
BNR - Hwy 12	8	18.84		900		
East of Hwy 12				1500		
36 - 100 N of Fwy	21.48	50	190.81			20
<b>Total Acres</b>	<b>678.96</b>	<b>445.02</b>	<b>604.29</b>	<b>2,400</b>	<b>44.25</b>	<b>559.32</b>

## **Designation of the Urban Growth Area**

The OFM population estimate applicable to Pasco for the planning period is 50,148. There are 257 cities in the State of Washington that have a population of less than 50,000. According to 2000 US Census data cities with a population of 50,000 can range in size from 11 square miles to over 40 square miles in size. For example Renton, Washington had a population of 50,052 in 2000 and occupied an area of 17 square miles. The same Census data indicates the average density of a city with a population of 50,000 is 2,647 persons per square mile. Pasco will need enough land within the UGA boundary to essentially accommodate a city with a population of 50,000 by 2038. To make another comparison illustrating the magnitude of the challenge in selecting a UGA the City of Richland, Washington currently has a population of about 55,000. Pasco's challenge then is to accommodate a planning area large enough to absorb a city almost the size of Richland.

Based on the needs assessment discussed above Pasco will need 8,525 acres or 13.32 square miles of land to accommodate the OFM population projections. The calculated land area needs are at the lower end of the size for a typical 50,000 person city per the US Census Bureau. Most of the City's future land needs will be for residential development, park development and streets.

A portion of the future residential land needs can be assigned to areas within the current UGA. There are currently 678 acres of available vacant land in the UGA for residential development and 1,710 vacant or proposed residential lots. As a result the current UGA can be used to absorb a portion of the projected population growth. This will reduce the amount of additional residential land needs for an expanded UGA from 3,598 acres to 2,914 acres (see Table 3.)

The park and opens space needs for the planning period were determined by applying the adopted standards identified in the 2016 Park, Recreation and Forestry Plan to the projected population. Based on those standards the City will need over 3,352 acres (including streets and a market factor) of park land and recreation facilities by 2038.

The adopted park standards may not take into consideration that some of the standards could overlap with respect to level of service. A community park located conveniently to several subdivisions could serve to fulfill the neighborhood park needs for the subdivisions. Likewise a large urban park could also serve to fulfill community park needs in certain parts of the community. School playgrounds may also address some neighborhood park needs. The current inventory of park lands is equal to 54.5 percent of the adopted standards. If the current ratio of park land to standards continues through the planning

period and parks are used for overlapping purposes the City will need around 1,826 acres for parks and recreation facilities. The park land needs can be further reduced by assigning all of the 2018 needs (952 acres) to the current UGA. Specialized recreation facilities such as tennis courts and ball field needs can also be satisfied by facilities located on public school grounds. By assigning half the specialized recreation needs (197 acres) to school sites the overall parks and recreation needs for beyond the current UGA would then total 677 acres for the planning period.

Based on the OFM population projections and the assumptions and needs discussed above the City will need to add another **5,189 acres** to the UGA Boundary to accommodate project growth to 2018. Table 3 identifies the gross acres needed to accommodate projected growth verses the acreage that will need to be added to the UGA.

**Table 3**

**Land Area Needs by 2038**

<b>Land Use</b>	<b>Gross Acres</b>	<b>Future UGA Acres</b>
Residential	3,598	2,914
Commercial	100	100
Industrial	769	609
Parks & Open Space	3,352	677
Schools	425	425
Churches	275	275
Daycares & Related Uses	15	15
Fire Stations	14	14
Miscellaneous	160	160
<b>Total</b>	<b>8,708 acres 13.60 sq. miles</b>	<b>5,189 acres 8.10 sq. miles</b>

Population growth is only one factor to consider in determining a UGA Boundary. Existing development patterns, major transportation corridors and utilities are all issues that must be considered.

Pasco has developed over the years with industrial facilities locating on the eastern side of the City near the rail yards, airport, Port facilities, marine terminals, tank farms and highways. Residential development began near the rail yards in central Pasco and grew toward the west and northwest. Commercial development followed major arterials in central Pasco and also located around the Road 68 and Road 100 Interchanges. These growth trends have been reinforced by the land use designations of the Comprehensive Plan that continues to encourage industrial development toward the east and residential toward the west.

With industrial land uses being directed to the eastern portion of the City new residential growth will continue to follow the northwesterly pattern as encouraged by the Comprehensive Plan.

The City's utility system has been extended to the west and north through a combination of City and developer driven projects. The City's concurrency standards require developers to install all utilities to and through the length of their developments. Utilities available for extension to serve residential and commercial development are primarily located along the Burns Road. Major water lines designed to extend well north of the City are located in Road 68, Road 60, Road 52, Broadmoor Boulevard and Kohler Road. These lines range in size from 24 inches to 12 inches. All other streets that will connect north of the City include 8 inch water lines. The Comprehensive Water System Plan includes projects to extend major water lines to the north in Dent Road, Road 68 and Broadmoor Boulevard. The plan also calls for the placement of two new water storage tanks/reservoirs primarily to serve pressure zone three and areas east of Highway 395. Pressure zone three will extend north of the City limits beyond Dent Road. One of the water towers will be located on Rd 68 midway between Dent Road and Burns Road. Another will be placed northerly of the airport and the third reservoir will be near the intersection of Foster Wells and Capitol Avenue. The Comprehensive Water Sewer Plans anticipate Pasco's future growth will occur mainly west of Road 36 and north of Burns Road.

The current Comprehensive Sewer Plan indicates the proposed UGA expansion area is to be served by a 24 inch sewer trunk line running east and west in Dent Road connecting to a 21 inch line in Clark Road. Laterals will connect from the north and south long the alignment of Road 52, Convention Drive, Road 84, Broadmoor Boulevard and northerly along the future projection of the north/south section of Dent Road. The trunk line will connect back to the main system along the north/south portion of Dent Road. A lift station is proposed for the northerly end of Road 52 with a force main back to Clark Road.

Both the Water and the Sewer Comprehensive Plans contain capital budgeting information related to the utility system. Additionally the City's concurrency standards require the installation of utilities to and through all developments and subdivisions as mentioned above. Permitting and site development approvals are not given until developers submit utility plans meeting the City's standards and receive approval of said plans. Where development precedes City installation of utility lines the City participates in a cost sharing program through the Capital Facility planning process. The developers are required to install the lines and the City pays for the oversizing.

Given the significant population growth anticipated over the next 20 years, the location of utilities and the development patterns of the City the expansion of the UGA for residential purposes will need to occur to the north of Burns Road and west of the northerly alignment of Road 36. Expansion of the UGA for industrial purposes will occur east of the BNSF rail line. The attached map shows the extent of the proposed UGA that adds about 7.55 square miles to the current UGA that will provide generally 6.55 square miles of gross\* land for new



residential development. The proposed boundary will result in a population density of 6,651 persons, within the UGA area, per square miles verses 2,378 persons per square mile for the typical city of 50,000 people (US Census Rankings @ demographia.com).

\* This does not factor in a reduction of existing development, roads and farm structures and that portion of the UGA occupied by the Columbia River