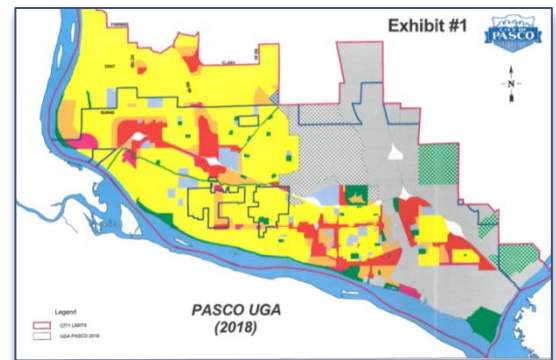


# SUMMARY OF REQUEST AND ANALYSIS

## PART 1: Proposed UGA Expansion Location, Size and Features

In June 2018, the City of Pasco filed an application with Franklin County to expand its Urban Growth Area (UGA) boundary by **4,855 acres**<sup>1</sup>. Both the City and the County are in the process of completing periodic Comprehensive Plan updates, required to occur every eight years under the state Growth Management Act (GMA).

The County establishes the UGA boundaries. The most recent adjustment to Pasco's UGA occurred in 2008, when the City's population was 54,993. At that time, the expansion was based on an estimated population projection of 80,525 people by 2025 and 87,889 people by 2030<sup>2</sup>. The City's population has grown by **33 percent** since 2008, to 73,590 residents (2018 estimate); that increase has included annexations.



The City of Pasco application materials are available online:

[WWW.BIT.LY/FRANKLINPLAN](http://WWW.BIT.LY/FRANKLINPLAN)

UNDER "UGA APPLICATIONS"

The City's application package includes a completed application form, their written rationale for the expansion, documentation of the process leading up to finalizing the application, and a Capital Facilities Plan.

The City provided a "Preferred UGA" map with its application, delineating the geographical boundaries of its proposed UGA. The map also includes revisions to various Land Use map designations (i.e. assorted residential types, commercial, industrial, DNR reserve) throughout the City's existing corporate limits and UGA. The City's process in preparing the Preferred UGA map and application materials (including a Capital Facilities Plan for the proposed UGA expansion area) included public participation and several public hearings. City staff also completed required consultation with agencies; that processes included WSDOT Aviation evaluation of potential impacts to the Tri-Cities Airport.

GMA requires that all UGAs be sized to accommodate the anticipated population and employment needs over a **20-year planning period**. Using the medium State Office of Financial Management (OFM) estimates for Franklin County<sup>3</sup> and applying an established factor to represent the share of the population target, Pasco is expected to expand to a population of 121,828 by 2038. This means there will be **50,148 additional residents** in Pasco by

<sup>1</sup> The expansion of 4,855 acres is a net value and approximately 2.6 percent of the total acreage is in water (125 acres). The request includes a removal of 125 acres of land designated as "Industrial" from the current UGA.

<sup>2</sup> Medium-Series Pasco Population projections, shown in Table 13 of the 2008 Franklin County Comprehensive Plan.

<sup>3</sup> The State Office of Financial Management (OFM) releases new population figures every 5 years, and the last estimated population projection was released in Dec. 2017.

2038<sup>4</sup>.

In order to accommodate the projected population growth, the City proposes to add 4,855 acres to the UGA, divided among various land uses as identified in Table 1; the table also shows the proposed break-down of the existing Land Use inventory.

**TABLE 1: SUMMARY OF UGA EXPANSION REQUEST – LAND USE CATEGORIES**

	Proposed Pasco Land Use Category	As proposed for current UGA (Acres)	% of subtotal	Proposed Expansion Area (Acres)	Total proposed (Acres)	% of Subtotal
RESIDENTIAL	Low Density Residential	9,308	34.4 %	+ 3,618	12,926	40.7 %
	Mixed Residential	1,679	6.2 %	+ 277	1,956	6.2 %
	High Density Residential	189	0.7 %	No change	189	0.6 %
	Mixed Residential Commercial	1,679	6.2 %	No change	1,679	5.3 %
	Industrial	6,627	24.5 %	+ 684 <sup>(A)</sup>	7,311	23.0 %
	Commercial	2,121	7.8 %	+ 119	2,240	7.0 %
RESERVE	Airport Reserve 1	2,270	8.4 %	No change	2,270	7.1 %
	Airport Reserve 2	0	0 %	+ 33	33	.01 %
	DNR Reserve	1,233	4.6 %	No change	1,233	3.9 %
	Open Space/ Parks	1,012	3.7 %	No change	1,012	3.2 %
	Government Public	925	3.4 %	No change	925	2.9 %
	SUBTOTAL	27,043	100 %		31,773	100 %
	Area in Water	2,615		+ 125	2,740	
	<b>TOTAL</b>	<b>29,658</b>		<b>+4,855</b>	<b>34,513</b>	

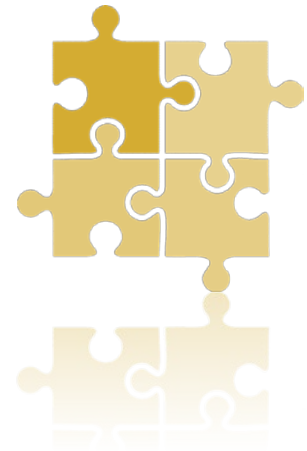
<sup>(A)</sup> The request includes the addition of 809 industrial acres and the removal of 125 industrial lands from the current UGA, which was subtracted from the “added” amount for a net addition of 684 acres.

<sup>4</sup> See Memo titled “Population Growth Assessment and Recommendations”; the OFM medium-series projections were used.

Clearly, based upon the anticipated growth and current conditions, an evaluation of the City's UGA is necessary. **Franklin County staff finds that a UGA expansion is needed to maintain compliance with the Growth Management Act.**

However, the challenge is in determining where the expansion should occur, and how much land should be included.

Franklin County's contract planners, in an effort to sufficiently evaluate and analyze the City's proposal, have reviewed the City's application by evaluating the proposal against the following **key questions**:



①

*“How much land does the City already have available (within the existing UGA and city limits) for future residential development, and how much population can be accommodated?”*

②

*“How much of the proposed UGA expansion would result in the re-designation of land from Agriculture, and how much of the expansion would be in areas previously targeted for rural development?”*

③

*“If the UGA expansion is approved as proposed by the City, how much of the land will be in designated environmentally sensitive areas (“Critical Areas”), in protected “Agricultural Resources Lands,” and along the shoreline?”*

The following pages show our work to answer these questions, and our key findings.



*“How much land does the City already have available (within the existing UGA and city limits) for future residential development, and how much population can be accommodated?”*

#### **METHODS:**

- Franklin County staff prepared a GIS-generated map, **MAP A** (and accompanying tables) to identify the location and quantities of land available for residential development, based on city planned land use designations (*Low Density Residential, Mixed Residential, High Density Residential and Mixed Residential Commercial*)<sup>5</sup>. These materials are not intended to serve as a full-scale Land Capacity Analysis, but to provide a rudimentary (but necessary) substitute for one.
- We calculated future growth based on development of vacant residential land. Redevelopment of under-developed sites was not considered.
- The need for additional residential dwelling units was established by dividing the OFM population growth figure by the City of Pasco’s average household size of 3.27 persons per dwelling unit.
- It is assumed that the Broadmoor plan area (a 1,600-acre master planned area) will have 5,000 dwelling units at build-out, which will occur within the next 20 years.<sup>6</sup>

The **gross** amount of land in each residential land use category is equal to that which is not “platted,” owned by the school district for future school development, used as parklands, located within the Broadmoor Planning Area, or already developed:

**TABLE 2: GROSS AREA IN PASCO BY LAND USE CATEGORY**

Land Use Designation	Area (acres)
Low Density Residential	899
High Density Residential	17
Mixed Residential	224
Mixed Residential Commercial	176
<b>TOTAL:</b>	<b>1,316</b>

Next, the following reductions were applied to the gross amount:

- ✓ Special 20 percent reduction to the “low density” category for lands that may not convert to housing during the planning period (i.e., hobby farming activities)
- ✓ Market factor of 20 percent (all)

<sup>5</sup> Per the 2018 Land Use Map, as presented / proposed

<sup>6</sup> <https://www.tri-cityherald.com/news/local/article205705534.html> The TCH article is recent and describes that the area could accommodate 5,000 units under current zoning. In the article, it is further speculated that this number could even increase to over 8,000 units pending granting of re-zonings and other land use entitlements.

- ✓ 80 percent reduction to Mixed Residential/ Commercial to account for lands estimated to be used for commercial uses, instead of residential
- ✓ Street ROWs/ utilities/ stormwater: 28 percent (all)
- ✓ Subtraction of 400 acres of Low Density *Residential (about 45 percent of the gross acreage in the land use designation)* which the County estimates could be used for non-residential purposes and uses such as churches, future schools and public facilities, as these needs were generally identified by the City

## FINDINGS:

Once the reduction adjustments are made, the final acreage for each category is as shown in the table below. The table also shows how many resulting units / people would reasonably be expected in each category, upon development:

**TABLE 3: ADDITIONAL GROWTH CAPACITY WITHIN PASCO (NET)**

Designation	Net Developable Acres	Units/ Ac. (Average) <sup>(A)</sup>	No. of Units	No. of Persons <sup>(B)</sup>
Low Density	163	3.5	569	1,862
High Density	10	20	200	653
Mixed Residential	155	12.5	1,937	6,334
Mixed Residential Commercial	22	12.5	280	916
<b>SUBTOTAL:</b>	<b>350</b>		<b>2,986</b>	<b>9,765</b>
Broadmoor Plan Area	1,600		5,000	16,350
<b>TOTAL:</b>	<b>1,950</b>		<b>7,986</b>	<b>26,115</b>

<sup>(A)</sup> This is an estimate, based on zoning.

<sup>(B)</sup> Average household size is 3.27 persons per household as determined by the City

## CONCLUSIONS:

1. It appears **about 1,950 net acres are available** for future residential development after adjustments are made including the Broadmoor Plan Area.
2. Likewise, **a future population of 26,115 people (in 7,986 units) can be accommodated** within the current City Limits and UGA, based on anticipated growth and adjustments for various uncertainties.
  - *Therefore, a little more than one-half of the expected population increase over the next 20-year period can be accommodated within the existing UGA.*
  - *The city's application materials state that only about 16,685 to 16,787 people could be accommodated within the current lands, so there are different conclusions on this topic.<sup>7</sup>*

<sup>7</sup> ... "all of the [2,447] estimated multi-family dwelling units and 2,643 single-family units can be absorbed within the current UGA boundaries" (Findings of Fact #17 from the Staff Memo to the Pasco Planning

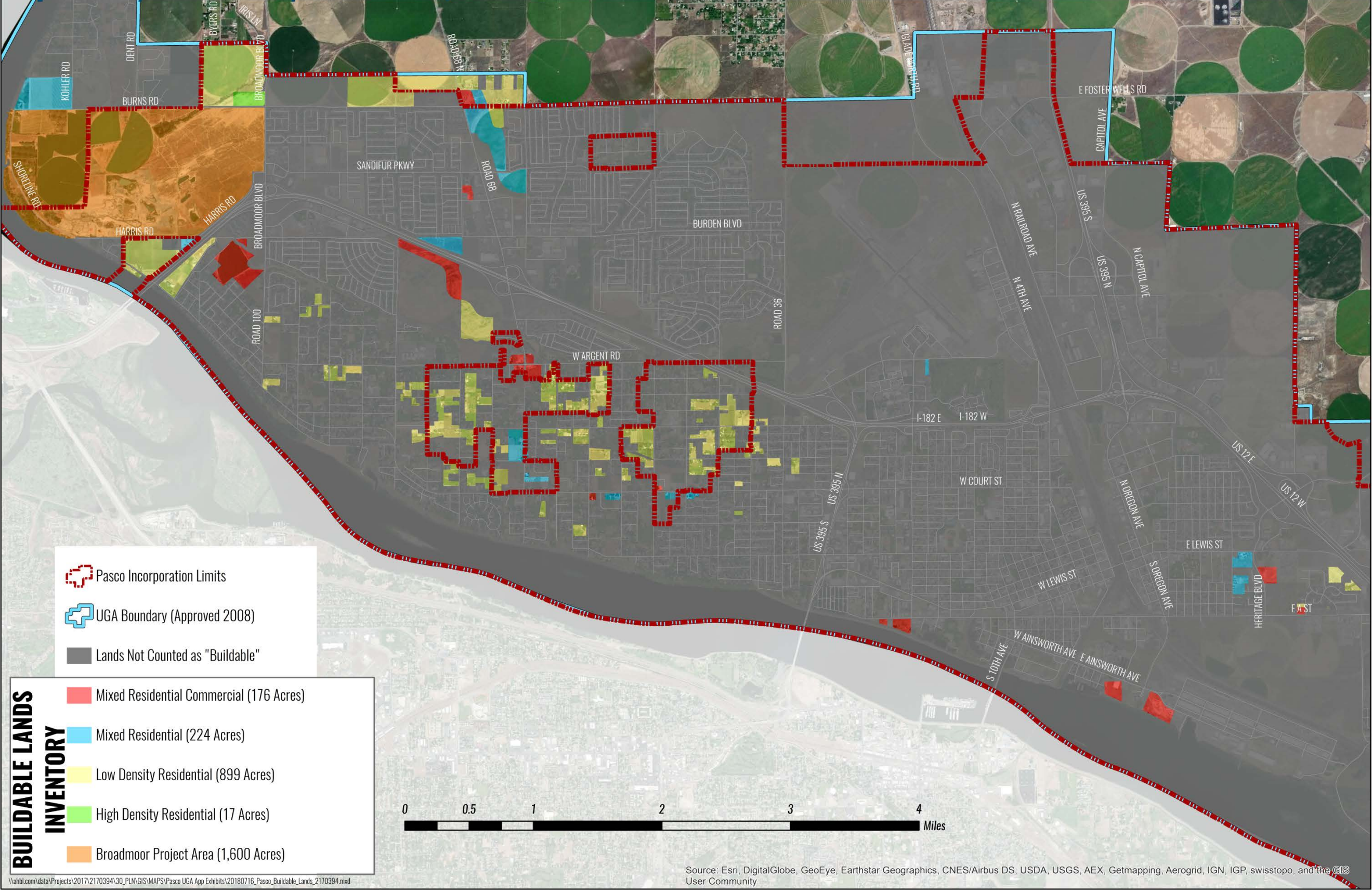
3. With an expected increase of 50,148 persons, there is a discrepancy between available land inventory and the needs.
4. Additional land must be added to serve and plan for the housing needs for an additional **24,033 residents**, plus the land needed for other related land uses to support those residents.

---

*Commission; the same memo lists 3.278 and 3.298 persons per household as Pasco household sizes (Findings of Fact #14 and 15).*



Map A: Proposed UGA Expansion Analysis - Buildable Lands







*“How much of the proposed UGA expansion would result in the re-designation of land from Agriculture, and how much of the expansion would be in areas previously targeted for rural development?”*

#### METHODS:

- **MAP B** (and related geographic calculations) features the location and amount of land in the proposed UGA expansion area which has been previously established by the County under GMA as rural areas, or “LAMIRDs” (Limited Areas of More-Intensive Rural Development).
- This information establishes quantities of lands located in areas which have already been developed to various extents, and to distinguish those areas from lands designated for “Agriculture” on the County’s Land Use map.

#### FINDINGS:

**TABLE 4: UGA EXPANSION REQUEST – BREAKDOWN OF PROPOSED EXPANSION AREA BY PROPOSED LAND USE CATEGORY AND CURRENT COUNTY DESIGNATION**

			EXISTING COUNTY LAND USE DESIGNATIONS			
	Proposed Pasco Land Use Category	Proposed Expansion Area (Acres)	Within “Rural” Lands (LAMIRDs) <sup>(A)</sup>	% of Share	Within “Agricultural” Lands	% of Share
RESIDENTIAL	Low Density Residential	+ 3,618	768	21%	2,845	79%
	Mixed Residential	+ 277	6	2%	271	98%
	High Density Residential	No change				
	Mixed Residential Comm.	No change				
	Industrial	+ 684 <sup>A</sup>	571	84%	114	17%
	Commercial	+ 119	70	59%	49	41%
RESERVE	Airport Reserve 1	No change				
	Airport Reserve 2	+ 33	0	0%	33	100%
	DNR Reserve	No change				
	Open Space/ Parks	No change				
	Government Public	No change				
<b>TOTAL</b>			<b>1,415</b>	<b>30%</b>	<b>3,312</b>	<b>70%</b>

<sup>(A)</sup> The Rural designations within the area include: Rural Industrial, Rural Shoreline Development, Rural Residential, Rural Remote, and Ag Service Center.

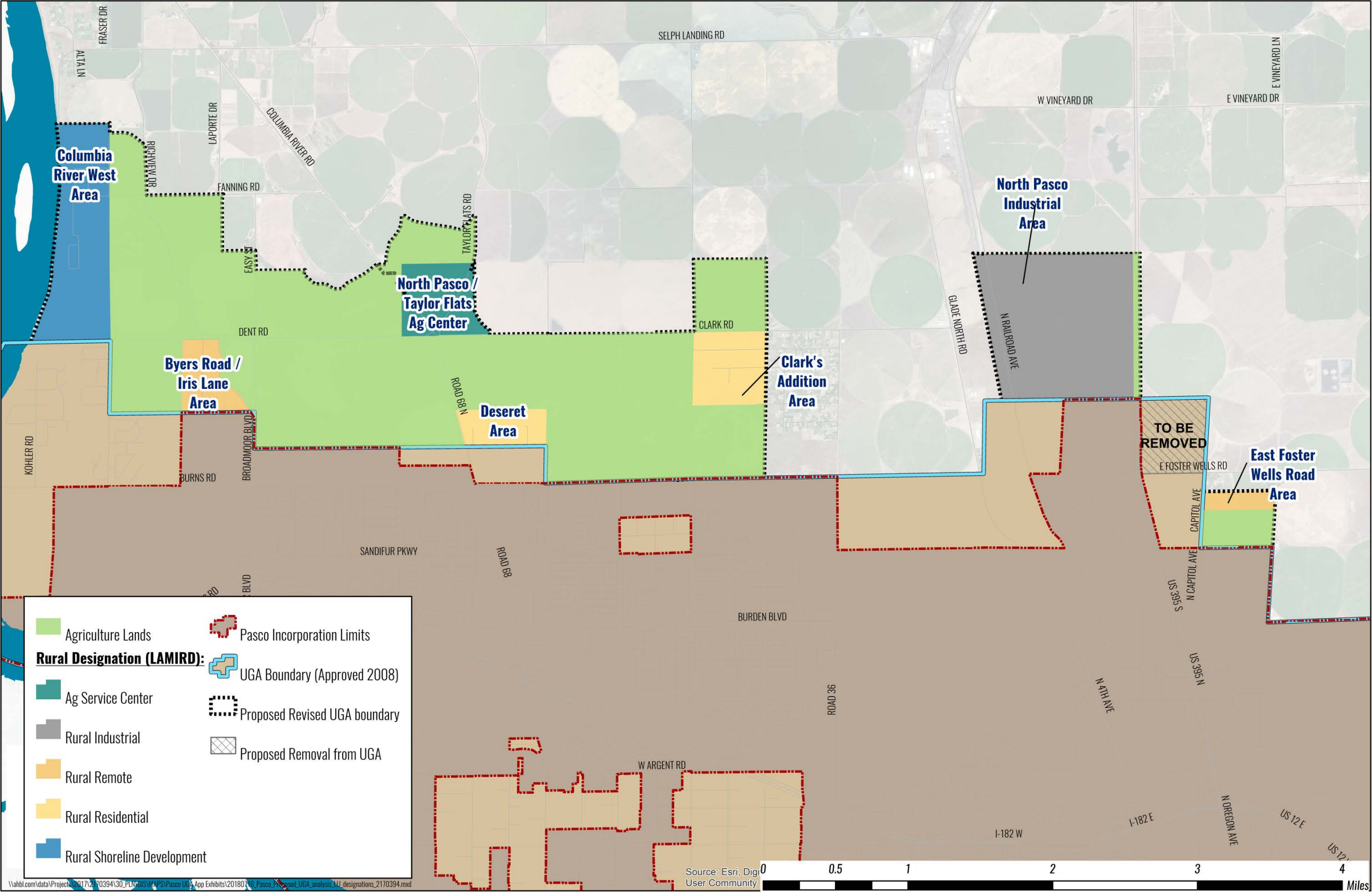
There are nearly **350 parcels** included in the UGA expansion area. We estimate that this includes about 245 households (based on the number of SITUS addresses in the Assessor’s records) with around 774 people. Subdivisions in the area include *Sunset Terrace Heights*, *Estates at River Ranch*, *Archer Estates - Phase 1*, *The Reserve at River Ranch*, *The Reach at River Ranch*, and *Columbia Terrace*.



## CONCLUSIONS:

1. Of the 4,855 acres which are proposed for future UGA expansion, **approximately 30 percent** (1,415) of those acres are **already designated for purposes other than “Agriculture.”**
2. It is very appropriate and pragmatic for the City to request inclusion of the lands designated as “Rural” (and being located within LAMIRDs) into its UGA.
3. Careful consideration, however, should be given to the portions of the proposed UGA expansion area which are currently designated as “Agriculture” as conversion of Agriculture lands to more urbanized uses should generally be deferred unless and until there is a certain need for the lands.
  - *Increasing residential densities through land use classifications (and subsequent zoning) could reduce the amount of farmland conversion that is proposed.*

Map B: Proposed UGA Expansion Analysis - County Land Use Designations





*“If the UGA expansion is approved as proposed by the City, how much of the land will be in designated environmentally sensitive areas (“Critical Areas”), in protected “Agricultural Resources Lands,” and along the shoreline?”*

#### **METHODS:**

- Research and evaluation to determine how much of the proposed UGA expansion includes lands encumbered by designations for environmentally sensitive areas (“Critical Area”), as designated Resource lands, and amount of lands within Shoreline Jurisdiction.
- Determine the amount of land which would be removed, and added, from the UGA which are within the established Airport Overlay.
- See **MAP C**.

#### **FINDINGS:**

**TABLE 5: UGA CRITICAL AREAS ENCUMBRANCES**

<b>CRITICAL AREAS (FCC Ch. 18.08)</b>		<b>Amount</b>
<b>Wetlands</b>		
• Wetlands		3 acres (does not include riparian area buffers)
<b>Critical Aquifer Recharge Areas (CARAs)</b>		
• Irrigated Type A Soils – Aquifer Recharge		2,198 acres (392 of which are in the proposed “Industrial” area)
• Canals		31,540 linear feet (Areas within 100’ of canals are CARAs; these features are not displayed on the map as there are no canals present near the proposed “Industrial” area)
• Designated Wellhead Protection areas		None identified
<b>Frequently Flooded Areas</b>		
Floodplain		25 areas (approximation)
<b>Geologically Hazardous Areas</b>		
• Ringold Erosive Soils		None
• Steep Slopes (15 % or more)		114 acres (7 acres with 40% or more slope)
• Seismic Hazard Areas		None
<b>Fish and Wildlife Conservation Areas</b>		
• Areas identified by DFW Priority		482 +/- acres (note that the areas are approximate to begin

<b>CRITICAL AREAS</b> ( <i>FCC Ch. 18.08</i> )	<b>Amount</b>
Habitat and Species Program	with as the original data is accurate to ¼ - ½ mile)
	Of these areas, 277 +/- acres are located in the area proposed to be "Industrial" where an "extremely critical site" at the <b>Pasco Railyard</b> is identified to have important breeding areas for the Burrowing Owl ( <i>Athene cunicularia</i> ), a "Candidate" priority species in the state of Washington, and the Greater Sage-grouse ( <i>Centrocercus urophasianus</i> ) which is on the state's Threatened Species list, with a federal status of "Candidate species."

**TABLE 6: UGA SHORELINE ENCUMBRANCES**

<b>Shoreline Feature</b>	<b>Length (Feet)</b>
Columbia River	8,100 (1.5 miles)

**TABLE 7: UGA RESOURCE LANDS ENCUMBRANCES**

<b>Resource Lands</b>	<b>Amount</b>
Prime (Unique)	None
Irrigated	None
Dryland	None
Mineral	1 Site – Approx. 167 Acres

**TABLE 8: UGA AIRPORT OVERLAY ENCUMBRANCES**

<b>Special Designations – Airport Overlay</b>	<b>Amount</b>
Zone 4	32.5 acres
Zone 4	Removal of 53 acres

## **CONCLUSIONS:**

1. The City intentionally and appropriately prevented any inclusion of designated Resource Lands. The only impact to the resource lands would be that one mineral site would be included in the UGA, but it would be classified as "Industrial" by the City; so there would be minimal substantive impact.
2. Another positive aspect of the city's request is that potential impacts to critical areas are quite minimal.
  - *Further protection of critical areas will occur through the implementation of the applicable critical area ordinance.*
3. While it may initially seem significant, or questionable, to include a considerable amount of shoreline areas in the UGA, the entire area was previously a part of the Pasco UGA, and is now

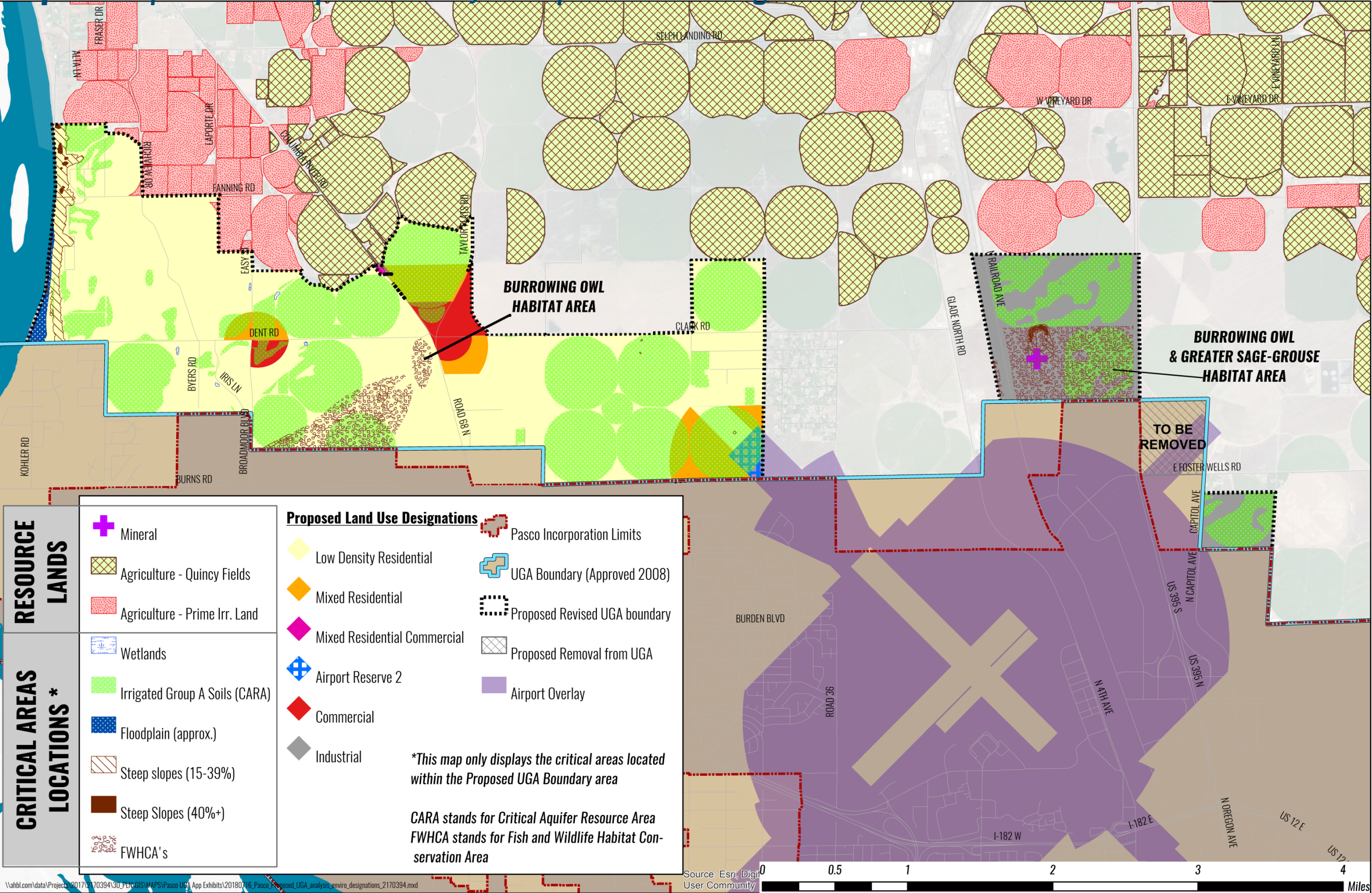


designated for “Rural Shoreline Development.” This means that while the areas could not currently be developed in full “urbanized” fashion, the shoreline areas can be developed to some extent.

- *Additionally, it is important to note that all lands within 200 feet of the Ordinary High Water Mark are subject to the Shoreline Master Program which regulates development in those areas.*

**MAP C** shows the city’s proposed designations, to show where and how special areas are impacted.

Map C: Proposed UGA Expansion Analysis - Special Land Designations





## PART 2: County's Recommended Adjustment

In this section we discuss our recommendations for how the proposed UGA expansion should be modified given the conclusions identified in Part 1, Question 1 above.

The gross land area requested into the UGA expansion which could be used for residential development is:

**TABLE 9: GROSS RESIDENTIAL LAND REQUESTED FOR UGA ADDITION**

Designation	Areas (acres)
Low Density Residential	3,618
High Density Residential	0
Mixed Residential	277
Mixed Residential Commercial	0
<b>TOTAL:</b>	<b>3,892</b>

Similar to the methodology used in Part 1, the following reductions are applied to the gross amount, to determine how the land could be developed and used to accommodate future residents (population forecasts):

- ✓ Subtraction of 350 acres from *Low Density Residential* to roughly account for existing development contained in the UGA expansion area, which is essentially unavailable for future housing
- ✓ Market factor of 20 percent
- ✓ Street ROWs, utilities, and stormwater facilities: 28 percent (all)

Following the adjustments, the following net development capacity results:

**TABLE 10: NET RESIDENTIAL LAND DEVELOPMENT CAPACITY – UGA ADDITION**

Land Use Designation	Net Developable Acres	Units/ Ac. (Average) <sup>(A)</sup>	No. of Units	No. of Persons <sup>(B)</sup>
Low Density	1,882	3.5	6,558	21,544
High Density	0	20	--	
Mixed Residential	160	12.5	1,994	6,522
Mixed Residential Commercial	0	12.5	--	
<b>TOTAL:</b>	<b>2,042</b>	<b>--</b>	<b>8,583</b>	<b>28,065</b>

<sup>(A)</sup> This is an estimate, based on zoning.

<sup>(B)</sup> Average household size is 3.27 persons per household as determined by the City

Since enough land is needed to accommodate 24,033 new residents beyond the current UGA, the proposed UGA expansion is too large by the equivalent of the land necessary to accommodate 4,032

persons. This means that **352 acres of land**<sup>8</sup> should be removed from the proposed UGA expansion, assuming that low density residential would be reduced; that would be a reduction of about ten percent of the original request in that category.

Franklin County staff cannot support the City of Pasco's UGA amendment request as it is approximately 350 larger than is necessary to accommodate the growth projected to occur within Franklin County by the State Office of Financial Management. As a result, we suggest that the City of Pasco re-evaluate the proposed UGA expansion and provide an amended proposal to the County.

The City may elect to simply identify 350 acres of land that was proposed to be low density residential and remove it from the preferred UGA expansion area, focusing primarily on locations:

- Less likely to develop due to topography;
- Less likely to develop due to potential challenges or issues in extending infrastructure;
- Identified as important habitat ground;
- Located in areas encumbered by restrictions on development (i.e. Airport overlay); and/ or
- Currently identified as "Agricultural" land (and not identified as a rural area) on the County's Land Use map

---

<sup>8</sup> 4,032 people would reside in 1,233 units, which would take up 352 acres at 3.5 units per acre