

**Yakima County
Public Services Department
Planning Division**

**Yakima County's 2017 Review of its UGAs and Permitted Densities
(as required by the Growth Management Act)**

**Urban Growth Area for
City of Zillah**

**Staff Report
August 26, 2016**

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1. Introduction

The Growth Management Act (GMA) provides:

“(a) Each county that designates urban growth areas under RCW 36.70A.110 shall review, according to the schedules established in subsection (5) of this section, its designated urban growth area or areas, and the densities permitted within both the incorporated and unincorporated portions of each urban growth area. In conjunction with this review by the county, each city located within an urban growth area shall review the densities permitted within its boundaries, and the extent to which the urban growth occurring within the county has located within each city and the unincorporated portions of the urban growth areas.

“(b) The county comprehensive plan designating urban growth areas, and the densities permitted in the urban growth areas by the comprehensive plans of the county and each city located within the urban growth areas, shall be revised to accommodate the urban growth projected to occur in the county for the succeeding twenty-year period ...”

[RCW 36.70A.130(3)]

Subsection (5) of section RCW 36.70A.130 requires Yakima County and its cities to complete these Urban Growth Area (UGA) reviews and revisions by June 30, 2017.
[RCW 36.70A.130(5)(c)]

The mandates mentioned above are being met by two reports:

- a. Report 1 – Yakima County Population and Employment Projections and Allocations was issued on July 14, 2015 and establishes the number of people to accommodate in each of the County's 14 UGAs in year 2040. Attachment 2 is the excerpt from Report 1 showing the population projections for Zillah.
- b. Report 2 – UGA Land Capacity Analysis identifies the amount of land each of the County's 14 cities has for future growth within their Urban Growth Areas. This staff report includes the Land Capacity Analysis for Zillah's UGA (Attachment 3) and is part of Yakima County's efforts to meet its obligations under the RCWs cited above. It constitutes a recommendation to the County Planning Commission as well as the County's initial “show-your-work” exhibit as required by the GMA.

2. Review of Urban Growth Area: Land Capacity Analysis

a. Overview

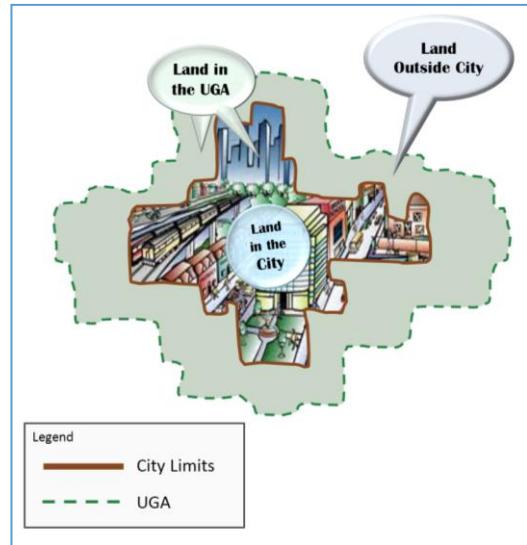
A Land Capacity Analysis (LCA) is an essential component in reviewing a UGA. An LCA is a quantitative estimate of how much vacant land (i.e., land available for future urban

development) a city currently has and will require as it grows over the succeeding 20-year period. It begins with consultation between a county and each of its cities and towns to select a population growth projection from a range of population growth projections provided by the state Office of Financial Management (OFM). The population projection, together with a county employment growth forecast, is then allocated primarily to UGAs, to assist in sizing UGAs to accommodate future urban growth.

After reviewing OFM's most recent population projections for Yakima County, the Yakima County Planning Division issued a draft report on January 16, 2015 that allocated the projected population and employment growth among the county's 14 cities. In sharing the report with the county's cities and the Yakima Valley Conference of Governments, the Planning Division met with and requested comments on the draft allocations. After considering all comments received, the Planning Division issued a revised report dated July 14, 2015. This LCA report is based on the specific population projections for the City of Zillah as shown in [Attachment 2](#).

Three terms will be used throughout this analysis. They will be used to describe potential growth as follows:

- i. Land in city. This is used to describe lands within the city limits.
- ii. Land outside city. This is used to describe the land between the UGA boundary and city limits.
- iii. Land in UGA. This is used to describe the area inside the city limits AND the land outside the city. It could also be described as i + ii = iii.



The LCA quantifies the amount of vacant land needed for Zillah's growth according to the analytical process (see [Attachment 1](#)) outlined in the "Urban Lands" section in the Land Use Element of Yakima County's Comprehensive Plan ([Plan 2015](#)). This acreage is then compared to the amount of vacant land currently within the UGA to determine if there is a surplus or a deficit of vacant land for future growth to year 2040. The general calculation is outlined below:

$$\begin{aligned}
 & \text{Acres Needed for Future Growth in the UGA}^1 \\
 & - \text{Acres Currently Vacant in the UGA}^2 \\
 & = \text{Surplus (or Deficit) of Vacant Land in the UGA}
 \end{aligned}$$

¹ Acres needed for Future Growth = Vacant acres needed for: Residential uses + Commercial uses + Community Facilities + Streets.

² Acres currently vacant = Vacant acres zoned or owned for: Residential uses + Commercial uses + Community Facilities (this excludes Environmentally Constrained lands and Tribal lands). The 214 acres of vacant residentially-zoned land in the City (Attachment 3, line r) consists of 148.23 acres outside of Zillah Lakes plus 65.37 "acres-equivalent" within Zillah Lakes. The acres-equivalent figure represents the number of acres that the LCA model would use to accommodate the future year-round residents of Zillah Lakes, taking into account the Planned Development's projected year-round population and smaller average household size. The calculations are provided in an email sent on 2-25-16 to Zillah by County Planning.

b. Quantity of Land Calculations for Non-Industrial Uses

Yakima County's Division of Geographic Information Services (GIS) determined the current acreage of developed residential, commercial & retail, and community facilities. GIS also determined the acreage of current vacant land and partially vacant³ land in each zoning district to arrive at the figures used in the LCA spreadsheet ([Attachment 3](#)). These GIS data are reported and depicted geographically in [Attachment 4](#).

The Land Capacity Analysis calculations are described below. The spreadsheet in Attachment 3 ("UGA Land Capacity Analysis") performs the calculations and provides additional information.

1) Population and Households Analysis: Based on Zillah's projected 2015-2040 population growth, this analysis estimates 654 additional households will be added to the city's population by the year 2040.

2040 population forecast for city (County Planning)	5,016 people
2015 population in city (OFM's April 1 estimate)	3,140 people
Population increase in city 2015-2040	1,876 people
<u>Average household size in city (2010 Census)</u>	2.87 people
Additional households in city 2015-2040 ($3,891 \div 3.26$)	654 households

2) Future Residential Land Need: The acreage needed for future residential growth through 2040 was calculated by assuming an average future density of 8,500 sq. ft. of land for each household (i.e., 5.1 dwelling units per acre) and multiplying this amount by the number of projected new future households:

8,500 sq. ft. x 654 households = 5,559,000 sq. ft. / 43,560 sq. ft. (1 acre) = 128 acres

3) **Future Commercial & Retail Land Need:** The acreage needed for future commercial and retail growth through 2040 was calculated by multiplying the projected population increase by the current per capita acreage of developed commercially-zoned lands within the city after subtracting the acreage classified for community facilities (as determined by GIS analysis):

$$1,876 \text{ people} \times 0.0169 \text{ acres per capita} = 32 \text{ Acres}$$

4) Future Community Facilities Land Need: The acreage needed for future community facilities growth through 2040 was calculated by multiplying the projected population increase by the current per capita acreage of developed community facilities land within the city (as determined by GIS analysis):

$$1,876 \text{ people} \times 0.0494 \text{ acres per capita} = 93 \text{ Acres}$$

5) Future Streets Land Need: The acreage needed for future rights-of-way to accommodate streets and utilities through 2040 was calculated by multiplying the acreage needed for future residential, commercial & retail, and community facilities by 15%:

³ Parcels classified as “partially vacant” are those greater than one acre and have more than \$10,000 in assessed improvements. For such parcels GIS counts one acre as developed and counts the remainder acreage as vacant (i.e., available for development). Note: Not all parcel meeting these criteria are classified as partially vacant. Aerial photo interpretation, local knowledge, and city input are used to limit this classification mostly to parcels with homes.

Residential acreage needed	128 Acres
+ Commercial/retail acreage needed	32 Acres
+ Community facilities acreage needed	93 Acres
= Subtotal	253 Acres
Total streets acreage needed (Subtotal x 0.15)	38 Acres

6) Land Capacity Analysis for Non-Industrial Uses

Next, the needs for land identified above are compared with the amount of existing vacant land to determine if there is currently a surplus or a deficit of vacant land within the City and the UGA to accommodate projected growth through 2040. The calculations are shown in Attachment 3 under Section “6 – Land Capacity Analysis” and summarized below:

Total amount of vacant land needed in UGA for future growth (excluding industrial growth): Adding the needed acres from the categories above results in the total acreage calculated below:

Acres needed for future residential uses ⁴	147 Acres
+Acres needed for future commercial & retail uses ⁴	37 Acres
+Acres needed for future community facilities ⁴	107 Acres
=Total vacant acres needed for future non-industrial uses ⁴	291 Acres

Using the figures in Attachment 3, Table 1 summarizes whether each zoning group has a surplus or a deficit of vacant land to accommodate growth through 2040:

Table 1: Land Capacity Analyses (LCA) Summary – Excluding Industrially-zoned Land			
Zoning Group	Within City Limits	Outside City Limits & Within Current UGA	Total: Within City Limits and Within Current UGA
Residential ⁴	Surplus: 67 acres	Vacant: 340 acres	Surplus: 407 acres
Commercial ⁴	Surplus: 20 acres	Vacant: 91 acres	Surplus: 111 acres
Community Facilities ⁴	Deficit: 78 acres	Vacant: 26 acres	Deficit: 52 acres
Total of above Zoning Groups ⁴	Surplus: 9 acres	Vacant: 457 acres	Surplus: 466 acres

Using the figures in Attachment 3, Table 2 summarizes whether the city and the UGA have a surplus or a deficit of vacant land to accommodate growth through 2040:

Table 2: LCA Summary – In City and In UGA – Excluding Industrially-zoned Land	
Current UGA	
Capacity for Growth within City:	
300 (Acres of currently vacant land in City)	
- 291 (Acres needed for growth)	
= 9 (Surplus of vacant acres in City)	

⁴ Including associated streets

Capacity for Growth in the Current UGA :
457 (Acres of currently vacant land outside the city)
+ 300 (Acres vacant within City)
- 291 (Acres needed for growth)
= 466 (Surplus of vacant acres within the Current UGA)

Computed Market Choice Factor (MCF) and “Years of Growth” (excluding Industrial growth)

One way of quantifying the surplus (or deficit) of vacant land in a city and within its UGA is to express the surplus (or deficit) as a percentage of the amount of vacant land that is needed for growth over the 25-year period from 2015 to 2040. For example, if a city has 120 vacant acres and needs 100 vacant acres for future growth, it has 20% more vacant land than needed for growth. So the Computed MCF is 20%, as calculated below:

$$[(\text{acres currently vacant}) \div (\text{acres needed for future growth})] - 1.00 = \text{Computed MCF \%}$$

$$\text{Example: } [120 \text{ acres} \div 100 \text{ acres}] - 1.00 = 0.20 = 20\%$$

An additional way of quantifying the surplus (or deficit) of vacant land available for future growth is to express the surplus (or deficit) as the number of years it would take to develop all the vacant land at the projected future growth rate. This metric is a function of the MCF. For example, if a city has a 0% MCF, this means that the acres of vacant land are equal to the number of acres needed for growth over the 25 year period from 2015 to 2040, so it has enough land for 25 years of growth, as calculated below. If a city has a MCF of 100%, this means that it has twice the number of vacant acres available as are needed for 25 years of growth, so it has enough vacant land for 50 years of growth, as calculated below:

$$(\text{Computed MCF} + 1) \times 25 \text{ years} = \text{years of growth available}$$

$$\text{Example 1: } (0\% \text{ MCF} + 1) \times 25 \text{ years} = 25 \text{ years of growth available}$$

$$\text{Example 2: } (100\% \text{ MCF} + 1) \times 25 \text{ years} = (1 + 1) \times 25 \text{ years} = 50 \text{ years of growth available.}$$

The figures for both the “MCF” and “years of growth” metrics for Zillah are provided in Table 3.

Table 3: Zillah’s Computed MCF and Years of Growth Available - Excluding Industrially-zoned lands

	Within the city	Outside the city and within the Current UGA	Within the Current UGA
Computed MCF	3%	N/A	160%
Years of growth available	26 years	39 years	65 years

c. Future Industrial Land Needs

As provided by the analytical process (see Attachment 1) outlined in the “Urban Lands” section in the Land Use Element of Yakima County’s Comprehensive Plan (**Plan 2015**), the amount of land needed for future industrial uses “is based on the city’s economic development strategy and is not contingent on future population.”

Zillah is not proposing to expand the UGA for industrial purposes. However, the city is proposing to rezone all land owned by Borton to M-1 (Light Industrial), as depicted in Attachment 7, Areas 1, 2, 4, and 5. This includes 86 acres currently zoned GC (General Commercial) and 41 acres currently zoned R-1 (Single-Family Residential). In addition, the City is proposing to rezone an additional 3 acres (Attachment 7, Area 5) not owned by Borton from R-1 to M-1.

The GIS analysis provides the following acreages of industrially-zoned lands (Attachment 3, Section “7 – Future Industrial Land Need”):

	<i>Based on Current Zoning</i>	<i>Based on Zillah’s Proposed Rezones</i>	<i>Based on County Staff’s Recommended Rezones</i>
	Acres	Acres	Acres
Current developed industrially-zoned land in city	44	44	44
Current developed industrially-zoned land outside city	0	40	36
Current vacant industrially-zoned land in city	20	20	20
Current vacant industrially-zoned land outside city	0	91	86
Industrial acres to add to UGA	0	0	0
Industrial acres to remove from UGA	0	0	0

3. Review of Densities Permitted in the UGA

In addition to reviewing Zillah’s UGA as done above, RCW 36.70A.130(3)(a) requires Yakima County to review the densities permitted within both the incorporated and unincorporated portions of the UGA to ensure projected growth may be accommodated.

The City of Zillah has four Residential zoning districts within its city limits and the County has three Residential zoning districts within the UGA and outside of the City. The zoning districts and their corresponding minimum lot sizes and maximum densities are as follows:

Table 4: Permitted Densities Under Current Zoning		
City of Zillah Zoning (Zillah Municipal Code Title 17)		
Zoning District	Minimum Lot Size	Maximum Density
R-1 (Low Density Residential)	7,000 sq. ft.	7 dwelling units (DUs) per acre
R-2 (Moderate Density Residential)	7,000 sq. ft.: single-family 8,000 sq. ft.: duplex	12 DUs per acre
R-3 (High Density Residential)	7,000 sq. ft. 8,000 sq. ft.: Multifamily development	13 DUs per acre and higher
SR (Suburban Residential)	1 acre	1 DU per acre

Yakima County Zoning (YCC Title 19)		
Zoning District	Minimum Lot Size	Maximum Density
R-1 (Single Family Residential)	7,000 sq. ft. for single family residence 4,000 – 8,000 sq. ft. (depending on DU type)	7 dwelling units per acre

R-2 (Two-Family Residential)	7,000 sq. ft. for single family residence 3,500 – 7,000 sq. ft. (depending on DU type) 1,750 sq. ft. per unit for Multifamily dwellings and Master Planned Development	7 dwelling units per acre 12 dwelling units per acre 18 dwelling units per acre
R-3 (Multi-Family Residential)	7,000 sq. ft. for single family residence 3,500 – 7,000 sq. ft. (depending on DU type) 1,750 sq. ft. per unit for Multifamily dwellings and Master Planned Development	7 dwelling units per acre 12 dwelling units per acre 24 dwelling units per acre

There are currently 180 vacant acres of residentially-zoned land in Zillah's city limits (not counting land zones SR). Assuming Zillah's maximum allowed density of 7 dwelling units (DUs) per acre, the vacant 180 acres of residentially-zoned land in Zillah will accommodate 1,274 dwelling units (including associated streets).

$$180 \text{ acres} \times 85\% \text{ (i.e., 15\% is subtracted for streets)} = 153 \text{ acres available for dwelling units}; \\ 153 \text{ acres} \times 7 \text{ DU/acre} = 1,071 \text{ dwelling units.}$$

Therefore the 654 dwelling units projected through 2040 could be accommodated by the City's current development regulations, provided that urban water and sewer services are concurrently provided.

Assuming the County's maximum density of 7 dwelling units per acre, the existing 340 acres of residentially-zoned land outside of the city could accommodate an additional 2,023 dwelling units (including associated streets).

$$340 \text{ acres} \times 85\% \text{ (i.e., 15\% is subtracted for streets)} = 289 \text{ acres available for dwelling units}; \\ 289 \text{ acres} \times 7 \text{ DU/acre} = 2,023 \text{ dwelling units.}$$

Therefore the 654 dwelling units projected through 2040 could be accommodated by the County's current development regulations, provided that urban water and sewer services are concurrently provided. In addition, the LCA indicates that future commercial and community facilities could also be accommodated within the City and UGA.

4. City/County Collaboration

County staff and Zillah's representatives discussed and met on several occasions during 2015 and 2016 to discuss the Land Capacity Analysis and reached general agreement on the vacant/developed classifications of each parcel. After County planning staff shared the draft LCA with the City, Zillah indicated that it would not propose changes to its UGA boundary, but that it does propose to rezone 12 Areas in its unincorporated UGA, as depicted by Attachment 7. Eleven of these changes are in the central portion of Zillah's UGA and are made for the following reasons:

- Rezone all lands owned by Borton from R-1 and GC to M-1 (Areas 1, 2, 4, and 5);
- Rezone a residential parcel from GC to R-1 (Area 3)⁵;
- Rezone 3 parcels from R-1 to M-1 to accommodate the property owners' desire to establish industrial use on their properties (Area 6);

⁵ This parcel was rezoned to GC in 2007 at the City's request when Burton's' land and surrounding parcels were added to the UGA and also rezoned to GC. Given that this parcel is currently used for residential purposes, City staff did not object to County staff's recommendation that it be rezoned to R-1 rather than leaving it zoned GC, which makes the house a legal non-conforming use.

- Rezone 15 parcels from AG to R-1 to remove AG zoning from the UGA (Areas 7, 8, 9, 11);
- Rezone a small parcel owned by the City for water utility uses from GC to M-1 (Area 10)⁶.

Area 12 is proposed for rezoning from R-1 to GC to be consistent with Zillah's comp plan that designates the entirety of these two parcels as "Non-Residential" and to eliminate the split-zoning on these parcels.

County staff concurs with all the above rezones with the possible exception of Area 5. These three parcels are owned by Borton, but are not contiguous with the other Borton parcels. Because of this non-adjacency and because adjacent uses are single-family residences, County staff does not recommend rezoning them to M-1 prior to hearing from the adjacent property owners in order to protect their residential value.

Attachment 5 provides the UGA Analysis for Zillah's proposal and Attachment 6 provides the UGA Analysis for County staff's recommendation. The LCAs of each are provided in the corresponding columns in Attachment 3. Zillah's proposal would reduce the "years of growth" in Zillah's UGA from 65 years to 57 years; and the County staff's recommendation would reduce the "years of growth" in Zillah's UGA from 65 years to 58 years.

Using the figures in Attachment 3, Table 5 summarizes whether each zoning group would have a surplus or a deficit of vacant land to accommodate growth through 2040, based on Zillah's proposed rezones and County staff's recommended rezones:

		<i>Based on Zillah's Proposed Rezones</i>		<i>Based on County Staff's Recommended Rezones</i>	
Zoning Group	Within City Limits	Outside City Limits & Within Current UGA	Total: Within City Limits and Within Current UGA	Outside City Limits & Within Current UGA	Total: Within City Limits and Within Current UGA
Residential ⁴	Surplus: 67 acres	Vacant: 292 acres	Surplus: 359 acres	Vacant: 297 acres	Surplus: 364 acres
Commercial ⁴	Surplus: 20 acres	Vacant: 47 acres	Surplus: 67 acres	Vacant: 47 acres	Surplus: 67 acres
Community Facilities ⁴	Deficit: 78 acres	Vacant: 26 acres	Deficit: 52 acres	Vacant: 26 acres	Deficit: 52 acres
Total of above Zoning Groups ⁴	Surplus: 9 acres	Vacant: 365 acres	Surplus: 374 acres	Vacant: 370 acres	Surplus: 379 acres

Using the figures in Attachment 3, Table 6 summarizes whether the city and the UGA would have a surplus or a deficit of vacant land to accommodate growth through 2040, based on Zillah's proposed rezones and County staff's recommended rezones:

⁶ County staff recommends rezoning this small parcel to M-1 to match the adjacent lands proposed for M-1 zoning.

Table 6: LCA Summary – In City and In UGA – Excluding Industrially-zoned Land

Based on Zillah's Proposed Rezones	Based on County Staff's Recommended Rezones
Current UGA	Current UGA
Capacity for Growth within City: 300 (Acres of currently vacant land in City) - 291 (Acres needed for growth) = 9 (Surplus of vacant acres in City)	Capacity for Growth within City: 300 (Acres of currently vacant land in City) - 291 (Acres needed for growth) = 9 (Surplus of vacant acres in City)
Capacity for Growth in the Current UGA: 365 (Acres of currently vacant land outside the city) + 300 (Acres vacant within City) - 291 (Acres needed for growth) = 374 (Surplus of vacant acres within the Current UGA)	Capacity for Growth in the Current UGA: 370 (Acres of currently vacant land outside the city) + 300 (Acres vacant within City) - 291 (Acres needed for growth) = 379 (Surplus of vacant acres within the Current UGA)

The figures for both the “MCF” and “years of growth” metrics for Zillah, based on Zillah’s proposed rezones and County staff’s recommended rezones, are provided in Table 7.

Table 7: Zillah’s Computed MCF and Years of Growth Available - Excluding Industrially-zoned lands

		Based on Zillah's Proposed Rezones		Based on County Staff's Recommended Rezones	
	Within the city	Outside the city and within the Current UGA	Within the Current UGA	Outside the city and within the Current UGA	Within the Current UGA
Computed MCF	3%	N/A	129%	N/A	130%
Years of growth available	26 years	31 years	57 years	32 years	58 years

5. Proposed Revised Plan Designations within the Unincorporated UGA

Attachment 8 (“Zillah Proposed Urban Plan Designations and Zoning Map”) depicts the detailed urban comp plan designations and zoning that County planning staff are proposing for the unincorporated UGA if Zillah’s proposals to rezone the unincorporated UGA are approved.

Attachment 9 (“Zillah Recommended Urban Plan Designations and Zoning Map”) depicts the detailed urban comp plan designations and zoning that County planning staff are proposing for the unincorporated UGA if Zillah’s proposals to rezone the unincorporated UGA, except for Area 5, are approved.

6. Major Rezone and Plan Amendment Review Criteria

YCC 19.36.040 provides that amendments to the zoning map that are contingent upon legislative approval of a comprehensive plan amendment shall be considered a major rezone and are subject to the procedures outlined in YCC 16B.10. Specifically, YCC 16B.10.090 requires that rezones completed as part of the plan amendment process shall be reviewed against the criteria as for plan amendments in Section 16B.10.095; and 16B.10.095 provides the following approval criteria when considering proposed amendments to Yakima County’s comprehensive plan:

(1) *The following criteria shall be considered in any review and approval of amendments to Yakima County Comprehensive Plan Policy Plan Maps:*

- (a) *The proposed amendment is consistent with the Growth Management Act and requirements, the Yakima County Comprehensive Plan, the Yakima Urban Area Comprehensive Plan and applicable sub-area plans, applicable city comprehensive plans, applicable capital facilities plans and official population growth forecasts and allocations;*
- (b) *The site is more consistent with the criteria for the proposed map designation than it is with the criteria for the existing map designation;*
- (c) *The map amendment or site is suitable for the proposed designation and there is a lack of appropriately designated alternative sites within the vicinity;*
- (d) *For a map amendment, substantial evidence or a special study has been furnished that compels a finding that the proposed designation is more consistent with comprehensive plan policies than the current designation;*
- (e) *To change a resource designation, the policy plan map amendment must be found to do one of the following:*
 - (i) *Respond to a substantial change in conditions beyond the property owner's control applicable to the area within which the subject property lies; or*
 - (ii) *Better implement applicable comprehensive plan policies than the current map designation; or*
 - (iii) *Correct an obvious mapping error; or*
 - (iv) *Address an identified deficiency in the plan. In the case of Resource Lands, the applicable de-designation criteria in the mapping criteria portion of the land use subchapter of Yakima County Comprehensive Plan, Volume 1, Chapter I, shall be followed. If the result of the analysis shows that the applicable de-designation criteria has been met, then it will be considered conclusive evidence that one of the four criteria in paragraph (e) has been met. The de-designation criteria are not intended for and shall not be applicable when resource lands are proposed for redesignation to another Economic Resource land use designation;*
- (f) *A full range of necessary public facilities and services can be adequately provided in an efficient and timely manner to serve the proposed designation. Such services may include water, sewage, storm drainage, transportation, fire protection and schools;*
- (g) *The proposed policy plan map amendment will not prematurely cause the need for nor increase the pressure for additional policy plan map amendments in the surrounding area.*

Findings: County staff recommends changing the County's comprehensive plan designations in the unincorporated UGA from "Urban" to the more detailed plan designations as shown in Attachment 9. This change is consistent with the comprehensive plan text amendments in Ordinance No. 8-2015 adopted by the BOCC on December 15, 2015. These proposed comp plan designations are not consistent with the City's current comp plan in all locations; but Zillah is in the process of updating its comp plan to be consistent with these designations.

(2) *The following criteria shall be considered in any review and approval of changes to Urban Growth Area (UGA) boundaries:*

- (a) *Land Supply:*
 - (i) *The amount of buildable land suitable for residential and local commercial development within the incorporated and the unincorporated*

portions of the Urban Growth Areas will accommodate the adopted population allocation and density targets;

- (ii) *The amount of buildable land suitable for purposes other than residential and local commercial development within the incorporated and the unincorporated portions of the Urban Growth Areas will accommodate the adopted forecasted urban development density targets within the succeeding twenty-year period;*
- (iii) *The Planning Division will use the definition of buildable land in YCC [16B.02.045](#), the criteria established in RCW [36.70A.110](#) and .130 and applicable criteria in the Comprehensive Plan and development regulations;*
- (iv) *The Urban Growth Area boundary incorporates the amount of land determined to be appropriate by the County to support the population density targets;*

(b) *Utilities and services:*

- (i) *The provision of urban services for the Urban Growth Area is prescribed, and funding responsibilities delineated, in conformity with the comprehensive plan, including applicable capital facilities, utilities, and transportation elements, of the municipality;*
- (ii) *Designated Ag. Resource lands, except for mineral resource lands that will be reclaimed for urban uses, may not be included within the UGA unless it is shown that there are no practicable alternatives and the lands meet the de-designation criteria set forth in the comprehensive plan.*

Findings: No change is proposed to the UGA boundary at this time.

(3) *Land added to or removed from Urban Growth Areas shall be given appropriate policy plan map designation and zoning by Yakima County, consistent with adopted comprehensive plan(s).*

Findings: No land is proposed to be added to or removed from the UGA at this time.

(4) *Cumulative impacts of all plan amendments, including those approved since the original adoption of the plan, shall be considered in the evaluation of proposed plan amendments.*

Findings: A table showing the cumulative impacts of all proposed amendments being considered in 2016 will be provided as part of the SEPA analysis (file # SEP2016-00006).

(5) *Plan policy and other text amendments including capital facilities plans must be consistent with the GMA, SMA, CWPP, other comprehensive plan goals and policies, and, where applicable, city comprehensive plans and adopted inter-local agreements.*

Findings: Not applicable. The changes to Zillah's UGA are map amendments rather than policy or text amendments.

(6) *Prior to forwarding a proposed development regulation text amendment to the Planning Commission for its docketing consideration, the Administrative Official must make a determination that the proposed amendment is consistent with the GMA, CWPP, other comprehensive plan goals and policies, and, where applicable, city comprehensive plans and adopted inter-local agreements.*

Findings: Not applicable. The changes to Zillah's UGA are map amendments rather than policy or text amendments.

7. Conclusions

- a. Detailed urban comprehensive plan designations should be applied to Zillah's unincorporated area in accordance with Section 2.F. of Yakima County Ordinance No. 8-2015, which added detailed urban plan designations to **Plan 2015** (Yakima County's comprehensive plan).
- b. Zillah proposes no changes to its UGA boundary at this time, but is proposing rezones within its unincorporated UGA to be consistent with proposed changes in Zillah's comp plan.
- c. With the possible exception of Area 5 depicted in Attachment 7, County staff concurs in Zillah's proposed rezones and recommends the detailed urban plan designations and zoning depicted in Attachment 9 for consistency with Yakima County Ordinance No. 8-2015.
- d. Based on current zoning, land within the city limits will accommodate 26 years of growth and land within the UGA will accommodate 65 years of growth, provided that urban water and sewer systems are developed concurrently with growth.
- e. Based on Zillah's proposed rezones, land within the city limits will accommodate 26 years of growth and land within the UGA will accommodate 57 years of growth, provided that urban water and sewer systems are developed concurrently with growth.
- f. Based on County staff's recommended rezones, land within the city limits will accommodate 26 years of growth and land within the UGA will accommodate 58 years of growth, provided that urban water and sewer systems are developed concurrently with growth.
- g. Because urban growth projected to occur for the succeeding 20-year period can be accommodated within Zillah's current UGA, no changes to the designated UGA or to densities permitted therein are required under RCW 36.70A.130(3)(b).
- h. This report meets the County's UGA review requirements under RCW 36.70A.130(3)(a).

8. Staff Recommendations

Apply the detailed comp plan designations and zoning districts to the City's unincorporated UGA as depicted in Attachment 9.

9. Planning Commission Recommendations

The Planning Commission's hearing and deliberations on Zillah's UGA were held on May 25, 2016. The Planning Commission voted 4-0 to accept the staff's recommendations, except as follows:

- Area 3: Accept the property owner's testimony to make no change to zoning. Retain the parcel's current GC zoning and designate it Urban Commercial.
- Area 4: Accept the staff's recommendation to rezone the portion south and east of Cutler Way from R-1 to M-1 and to designate it Urban Industrial. Accept the staff's alternative verbal recommendation to rezone the portion north of Cutler Way from R-1 to SR and to designate it Urban Residential.
- Area 5: Accept the staff's alternative verbal recommendation to rezone the area from R-1 to SR and designate it Urban Residential.
- Area 9: Accept the staff's recommendation to designate the area Urban Residential, but rezone the parcel from AG to SR (rather than rezoning it to R-1 as recommended by staff).

- Area 12: Accept the property owner's testimony to make no change to zoning. Retain the parcel's current split zoning and designate the R-1 portion Urban Residential and designate the GC portion Urban Commercial.

Attachments:

1. **Plan** 2015's description of the analytical process for the UGA Land Capacity Analysis
2. County's Population Projection for City, 2015-2040
3. UGA Land Capacity Analysis (spreadsheet)
4. Zillah Current UGA Analysis 2016 (GIS map & report)
5. Zillah Proposed UGA Analysis 2016 (GIS map & report)
6. Zillah Recommended UGA Analysis 2016 (GIS map & report)
7. Zillah Proposed UGA Changes
8. Zillah Proposed Urban Plan Designations and Zoning Map
9. Zillah Recommended Urban Plan Designations and Zoning Map
10. Planning Commission's Recommended Changes
11. Planning Commission's Recommended Plan Designations and Zone Map

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Plan 2015 - Policy Plan**Land Use****Urban Lands****Urban Growth Areas**

Purpose The intent of the *Urban Growth Areas* land use category is to implement the Growth Management Act's Planning Goal 1: "Encourage development in urban areas where adequate public facilities and services exist or can be provided in an efficient manner." In determining areas to be set aside for future urbanization, the County and cities mutually endorsed a County-Wide Planning Policy. It states that areas designated for urban growth should be determined by preferred development patterns, residential densities, and the capacity and willingness of the community to provide urban governmental services. The Urban designation is intended to include land that is characterized by urban growth or will be needed for urbanization, consistent with forecasted population growth and the ability to extend urban services. The Urban Growth Area designation is intended to establish the area within which incorporated cities and towns may grow and annex over the next twenty years. Yakima County's Urban Growth Area land use category is also intended to implement Washington Administrative Code, which states that "the physical area within which that jurisdiction's vision of urban development can be realized over the next twenty years." Specific discrete plan designations such as residential, open space, urban reserve, commercial or industrial are found in the respective jurisdiction's comprehensive, subarea or neighborhood plan.

General Description In general, an urban growth area extends from each of Yakima County's 14 cities and towns. Since the cities have historically developed in the valley floors, they tend to be surrounded by irrigated agriculture, and are likely to include geologically hazardous areas, wetlands and other wildlife

habitat, or river gravels suitable for mining. "Urban growth" means that land is used so intensively for buildings, structures, and impermeable surfaces that viable agriculture, forestry or mining is not feasible. Urban governmental services are either available, or could be provided without excessive public cost. Urban governmental services typically include water and sewer systems, street cleaning services, fire and police protection services, and public transit services. Based on their respective comprehensive, subarea or neighborhood plans, cities and other service providers must be able to demonstrate both ability and willingness to supply designated urban areas with these services within the 20 year planning period.

In evaluating the quantity of land necessary for urban growth, the following analytical process should be followed:

1. Determine how much housing is necessary for 20 years of growth.

Subtract the City's current year population from the projected 20 year population figure to determine the additional number that represents 20 years of growth. Based on a city's average household size, calculate the number of additional dwelling units to allow for.

2. Determine the necessary residential acreage.

Determine the desired and appropriate housing densities in collaboration with the cities. Calculate how many acres are needed to accommodate the number of new dwelling units based on the desired and appropriate densities. A percentage can be added to allow for market choice and location preference.

3. Determine the necessary commercial and retail acreage.

Plan 2015 - Policy Plan**Land Use**

Divide the existing commercial and retail acreage by the current population to arrive at a commercial/retail acreage per capita figure. Multiply this per capita number by the additional population identified in Step #1. This will give you the amount of additional commercial/retail acreage needed. A percentage can be added to allow for market choice and location preference.

Approval of any UGA expansion by Yakima County will be subject to adoption of an adequate and appropriate Capital Facilities Plan by the respective elected legislative body to ensure necessary facilities and services will be provided to the entire expanded UGA within the 20 year period.

4. Determine the net amount of total additional acreage needed for non-industrial uses.

Determine the currently available undeveloped acreage within the existing UGA for both residential and commercial/retail. Subtract these figures from the acreage identified in Steps # 2 and #3 to determine if acreage is needed for UGA expansion for residential or commercial/retail. Factor in additional acreage needed for open space, critical areas, parks, and other public facilities such as schools and libraries based on appropriate level of service standards. Add appropriate acreage to allow for streets.

5. Identify areas needed for Industrial zoning.

Industrial zoning is based on the city's economic development strategy and is not contingent on future population.

6. Identify areas that are desired and appropriate for expansion.

Identify the areas desired for UGA expansion based on the amount of acreage needed as identified in Steps #4 and #5. Ensure the requisite acreage is accurately allocated to residential, commercial/retail, and industrial. Areas desired for expansion should avoid Agricultural and Mineral Resource areas if possible. If Resource areas are unavoidable, justification for encroaching into the Resource area will be required.

7. Capital Facilities Plan.

Zillah

Table 1. US Census and OFM Population Estimates Yakima County and Zillah							
	2000 US Census Pop	OFM 2005 Pop Est.	2010 US Census Pop	OFM 2011 Pop Est.	OFM 2012 Pop Est.	OFM 2013 Pop Est.	OFM 2014 Pop Est.
Yakima County	222,581	231,902	243,231	244,700	246,000	247,250	248,800
Unincorporated	93,192	87,019	83,755	84,300	84,800	84,910	85,410
Incorporated Total	129,389	144,883	159,476	160,400	161,200	162,340	163,390
Zillah	2,198	2,684	2,964	3,000	3,035	3,115	3,140

Source: US Census, Office Financial Management (OFM).

Table 2. Yakima County Preferred Alternative Twenty-year Population Projection Growth Rates
(See Table 21 in Section II.)

City	OFM Population Estimates 2010-2014 Annual Growth Rate (Step 2.)	Yakima County Adjusted Annual Growth Rate (Step 3.)	Adjusted Growth Rates Used Showing Decline					
			2015	2020	2025	2030	2035	2040
Zillah	1.96%	1.96%	1.96%	1.90%	1.83%	1.77%	1.73%	1.67%

Source Data: Yakima County

Table 3. Yakima County's Preferred Alternative Twenty-year Projected Population
City of Zillah (See Tables 22a-e)

	2015	2016	2017	2018	2019	2020
Yakima County	256,341	258,730	261,462	264,150	266,780	269,347
Zillah	3,202	3,264	3,327	3,392	3,457	3,523
	2021	2,022	2023	2024	2025	2026
Yakima County	271,956	274,512	277,037	279,530	282,057	284,652
Zillah	3,589	3,657	3,725	3,794	3,864	3,935
	2027	2028	2029	2030	2031	2032
Yakima County	287,148	289,615	292,046	294,445	297,036	299,485
Zillah	4,006	4,079	4,152	4,226	4,300	4,376
	2033	2034	2035	2036	2037	2038
Yakima County	301,896	304,276	306,636	309,052	311,443	313,811
Zillah	4,453	4,531	4,610	4,689	4,770	4,851
	2039	2040				
Yakima County	316,161	318,494				
Zillah	4,933	5,016				

Source: Office Financial Management (OFM) and Yakima County.

Table 4. Yakima County Preferred Alternative Medium Population Projections for Yakima County, Zillah and Unincorporated Areas (2040) (See Table 23)			
	OFM's 2014 Population Estimates	Yakima County Preferred Alternative Medium Population Projection Year 2040	Total Population Change 2014-2040
Yakima County	248,800	318,494	69,694
Unincorporated Total	85,410	117,983	32,573
Incorporated Total	163,390	200,511	37,121
Zillah	3,140	5,016	1,876

Source: Office Financial Management (OFM) and Yakima County.

The Office of Financial Management (OFM) has Zillah at an estimated population of 3,140 for 2014. Yakima County is projecting Zillah's population at 5,016 in the year 2040. That is an increase of 1,876 individuals over the twenty-six year timespan. This allocation of 1,876 individuals will be used by Yakima County and Zillah as part of the upcoming Urban Growth Area analysis and for other comprehensive planning needs.

Table 5 Yakima County Preferred Alternative 2040 Employment Projection and Allocation (Table 25 Section III.)				
	2012 Civilian Labor Force#	Yakima County Preferred Alternative 2040 Projected Population	Yakima County Preferred Alternative 2040 Employment Projection	Number of Additional Jobs Needed by 2040
Yakima County	110,603	318,494	143,322	32,719
Zillah	1,427	5,016	2,358	931

Source: 2008-2012 American Community Survey US Census, Office of Financial Management and Yakima County.

The 2008-2012 American Community Survey US Census has Zillah at an estimated civilian labor force of 1,427 for 2012. Yakima County is projecting Zillah's civilian labor force at 2,358 in the year 2040. That is an increase of 931 jobs over the twenty-eight year timespan. This allocation of 931 jobs will be used by Yakima County and Zillah as part of the upcoming Urban Growth Area analysis and for other comprehensive planning needs.

		Units	Zillah Current 4-20-16	Zillah Proposed 4-22-16	Zillah Recommended 4-29-16
1 - Population and Households Analysis					
a	2040 population for City (County's preferred alternative medium projection)	people	5,016	5,016	5,016
b	2015 population in City (OFM's April 1 estimate)	people	3,140	3,140	3,140
c	City's projected population increase, 2015-2040 (a - b)	people	1,876	1,876	1,876
d	City's average household size (2010 Census)	people per household	2.87	2.87	2.87
e	Additional households projected for City, 2015-2040 (c ÷ d)	households	654	654	654
2 - Future Residential Land Need					
f	Desired average density of future housing, 2015-2040 (5.1 dwelling units per acre)	sq. ft. per dwelling unit	8,500	8,500	8,500
g	Land needed for future housing (e • f ÷ 43,560 sq. ft. per acre)	acres	128	128	128
3 - Future Commercial & Retail Land Need					
h	Current developed commercial & retail land in City (from GIS analysis)	acres	53	53	53
i	Current developed commercial & retail land in City per person (h ÷ b)	acres per person	0.0169	0.0169	0.0169
j	Land needed for future commercial & retail (i • c)	acres	32	32	32
4 - Future Community Facilities* Land Need					
k	Current developed community facilities land in City (from GIS analysis + Zillah Lakes)	acres	155	155	155
m	Current developed community facilities land in City per person (k ÷ b)	acres per person	0.0494	0.0494	0.0494
n	Land needed for future community facilities (m • c)	acres	93	93	93
5 - Future Streets Land Need					
p	Subtotal of land needed for future residential, commercial & retail, and community facilities (g + j + n)	acres	253	253	253
q	Land needed for future streets (p • 15%)	acres	38	38	38
6 - Land Capacity Analysis					
Residentially-zoned capacity					
r	Current vacant residentially-zoned land in City (from GIS analysis + Zillah Lakes)	acres	214	214	214
s	(minus) Land needed for future housing and associated streets (-g • 115%)	acres	(147)	(147)	(147)
t	= Surplus (Deficit) of vacant residentially-zoned land in City (r + s)	acres	67	67	67
u	Current vacant residentially-zoned land outside City (from GIS analysis)	acres	340	292	297
v	(plus) Surplus (Deficit) of vacant residentially-zoned land in City (t)	acres	67	67	67
w	= Surplus (Deficit) of vacant residentially-zoned land in UGA (u + v)	acres	407	359	364
Commercially-zoned capacity					
x	Current vacant commercially-zoned land in City (from GIS analysis)	acres	57	57	57
y	(minus) Land needed for future commercial & retail and associated streets (-j • 115%)	acres	(37)	(37)	(37)
z	= Surplus (Deficit) of vacant commercially-zoned land in City (x + y)	acres	20	20	20
aa	Current vacant commercially-zoned land outside City (from GIS analysis)	acres	91	47	47
bb	(plus) Surplus (Deficit) of vacant commercially-zoned land in City (z)	acres	20	20	20
cc	= Surplus (Deficit) of vacant commercially-zoned land in UGA (aa + bb)	acres	111	67	67
Community Facilities capacity					
dd	Current vacant community facilities land in City (from GIS analysis + Zillah Lakes)	acres	29	29	29
ee	(minus) Land needed for future community facilities and associated streets (-n • 115%)	acres	(107)	(107)	(107)
ff	= Surplus (Deficit) of vacant community facilities in City (dd + ee)	acres	(78)	(78)	(78)
gg	Current vacant community facilities land outside City (from GIS analysis)	acres	26	26	26
hh	(plus) Surplus (Deficit) of vacant community facilities land in City (ff)	acres	(78)	(78)	(78)
ii	= Surplus (Deficit) of vacant community facilities land in UGA (gg + hh)	acres	(52)	(52)	(52)
Capacity for growth in City (excluding Industrial growth)					
jj	Surplus (Deficit) of vacant land for residential, commercial, community facilities, & streets (t + z + ff)	acres	9	9	9
kk	Computed Market Choice Factor in City (MCF)**	%	3%	3%	3%
mm	Years of growth available in City ((kk + 1) • 25)	years	26	26	26
Capacity for growth outside City (excluding Industrial growth)					
nn	Years of growth available outside City (rr - mm)	years	39	31	32
Capacity for growth in UGA (excluding Industrial growth)					
pp	Surplus (Deficit) of vacant land for residential, commercial, community facilities, & streets (w + cc + ii)	acres	466	374	379
qq	Computed Market Choice Factor in UGA (MCF)***	%	160%	129%	130%
rr	Years of growth available in UGA ((qq + 1) • 25)	years	65	57	58
7 - Future Industrial Land Need					
ss	Current developed industrially-zoned land in City (from GIS analysis)	acres	44	44	44
tt	Current developed industrially-zoned land outside City (from GIS analysis)	acres	0	40	36
uu	Current vacant industrially-zoned land in City (from GIS analysis)	acres	20	20	20
vv	Current vacant industrially-zoned land outside City (from GIS analysis)	acres	0	91	86
ww	Industrial acres to add to UGA (based on City's economic development strategy)	acres	0	0	0
xx	Industrial acres to remove from UGA (based on City's economic development strategy)	acres	0	0	0

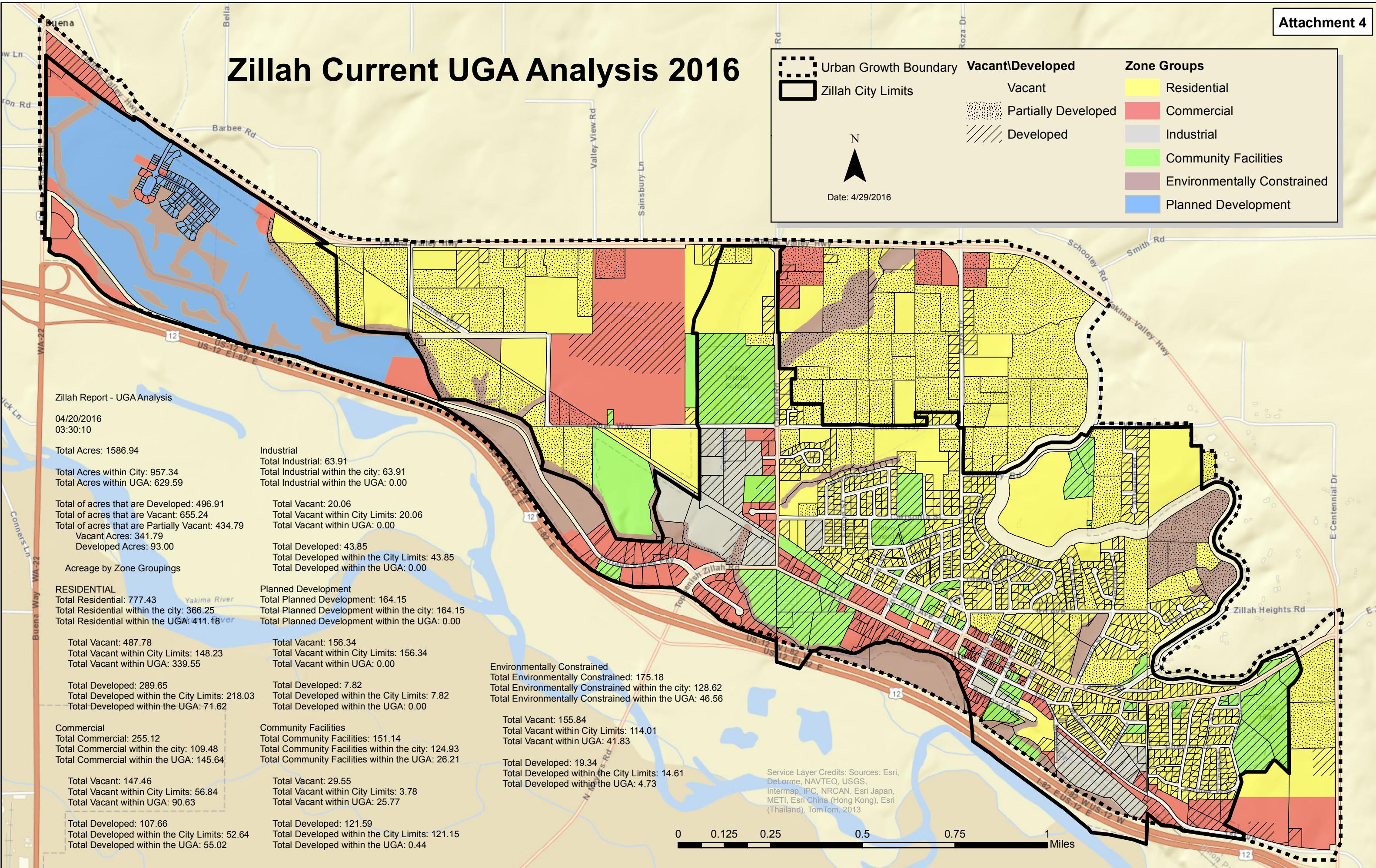
*Community Facilities such as parks, schools, libraries, city halls, fire stations, churches

**(vacant acres in City ÷ needed acres) - 1 = (r + x + dd) ÷ (-s - y - ee) - 1

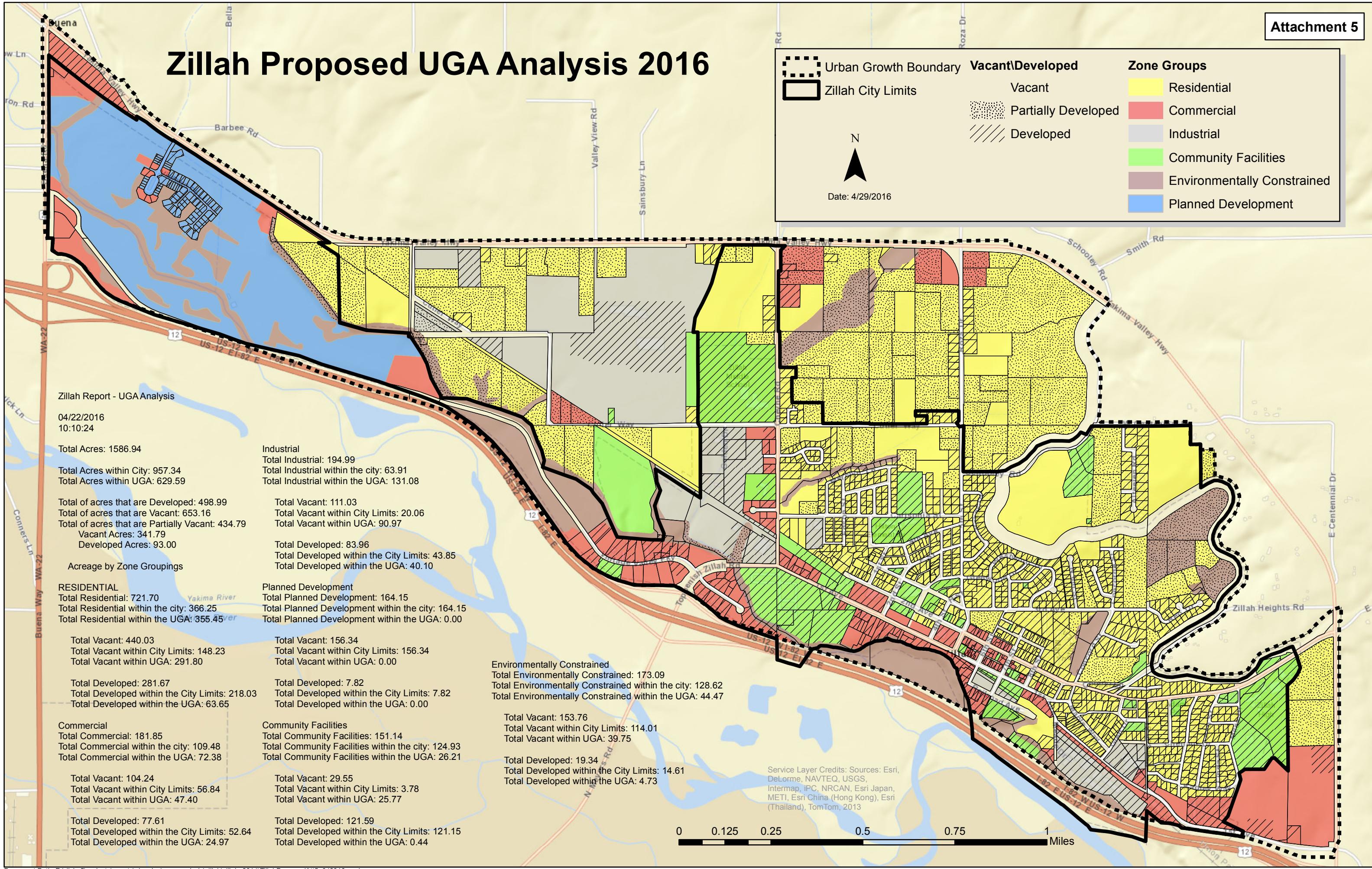
***(vacant acres in UGA ÷ needed acres) - 1 = (r + u + x + aa + dd + gg) ÷ (-s - y - ee) - 1

Note: numbers in parentheses are negative

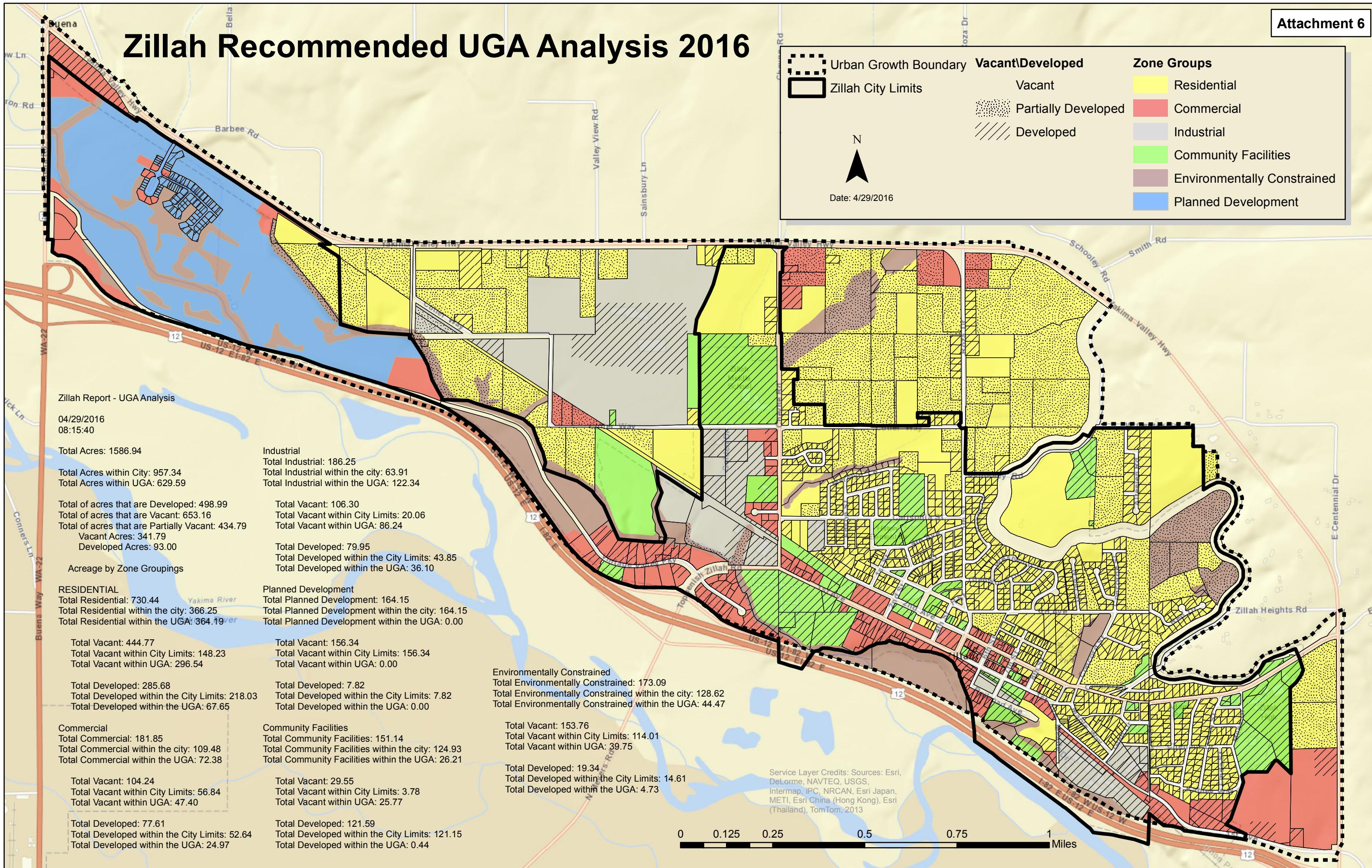
Zillah Current UGA Analysis 2016



Zillah Proposed UGA Analysis 2016

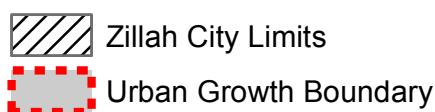


Zillah Recommended UGA Analysis 2016



Zillah Proposed UGA Changes

Date: 4/29/2016



County Zoning

R-1 - Single Family Residential
AG - Agricultural
GC - General Commercial
M-1 - Light Industrial
R-10/5 - Rural -10/5



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County Comprehensive Plan Designations

U - Urban
UR - Urban Residential
UP - Urban Public
UC - Urban Commercial
UI - Urban Industrial
UT - Urban Tribal
AR - Agricultural Resource
RSS - Rural Self-Sufficient

