

**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  
Town of Harrah**

**Revised Staff Report  
October 14, 2015**

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**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 UGA reviews and revisions by June 30, 2017.

[RCW 36.70A.130(5)(c)]

This is the Harrah analysis of the second of two reports Yakima County will issue as a strategic milestone in meeting the mandate to review and update Yakima County **Plan 2015** (See Attachment 3). This analysis is paired with Report 1 - Yakima County Population and Employment Projections and Allocations issued on July 14, 2015 that set the foundation for the number of people to accommodate for the year 2040. Report 2 – Land Capacity Analysis identifies the amount of land each city has for future growth within its city limits and the amount of land each city has in its Urban Growth Area. Report 2 – Land Capacity Analysis 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. A draft of this analysis was shared with the Town of Harrah to improve accuracy and foster a collaborative approach, and to assist Harrah in meeting its conjunctive responsibilities under these RCWs.

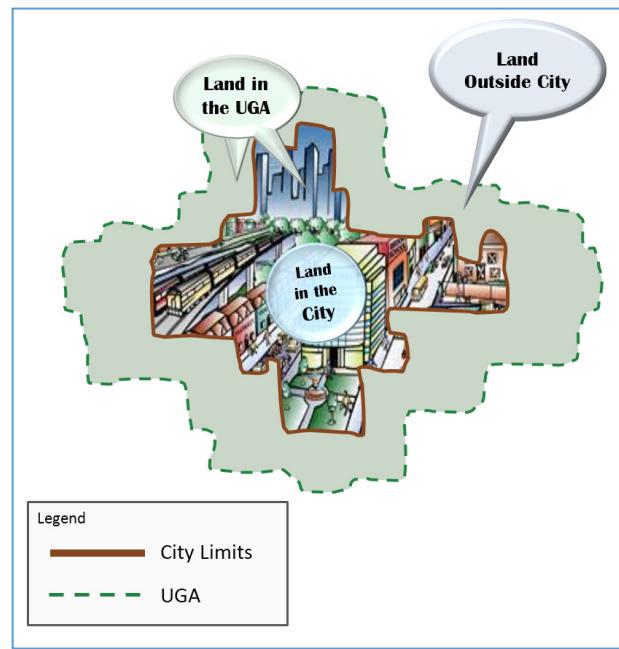
### **Review of UGA: Land Capacity Analysis (LCA)**

A Land Capacity Analysis is an essential component in reviewing a UGA. An LCA is a quantitative estimate of how much land a city will require as it grows over the succeeding 20-year period. It begins with consultation between a county and 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. The specific population projections for the Town of Harrah are shown in Attachment 2. This LCA report is based on the revised population allocations.

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

- 1) Land in city. This is used to describe lands within the city limit.
- 2) Land outside city. This is used to describe the land in the UGA over which the county has jurisdiction.
- 3) 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 item 1 + 2 = 3.



The LCA quantifies the amount of land needed for Harrah's growth according to the analytical process outlined in the "Urban Lands" section in the Land Use Element of Yakima County's Comprehensive Plan (**Plan 2015**). The general calculation is outlined below:

#### **Total Acres Needed for Future Growth:**

$$\begin{aligned} & \text{Acres needed for Future Residential} \\ & + \text{Acres needed for Future Commercial} \\ & + \text{Acres needed for Future Community Facilities} \\ & + \text{Acres needed for Future Streets} \\ & + \text{Acres needed for Future Industrial} \\ & = \text{Total Acreage Needed for City's Growth} \end{aligned}$$

#### **Subtract Currently Vacant Land (Excluding Environmentally Constrained Land):**

$$\begin{aligned} & - \text{Acres of Currently Vacant Residentially-zoned land} \\ & - \text{Acres of Currently Vacant Commercially-zoned land} \\ & - \text{Acres of Currently Vacant Other-zoned land} \\ & - \text{Acres of Currently Vacant Industrially-zoned land} \\ & = \text{Subtract the Vacant Acreage Available for Growth within the Current UGA} \end{aligned}$$

## **Equals Net Acreage Needed in the UGA for Future Growth.**

The assumptions and calculations for Harrah's LCA are summarized below based on the spreadsheet in Attachment 1 that performs the calculations.

### **Quantity of land calculation 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 vacant land in each zoning district to arrive at the figures in the spreadsheet.

This analysis was conducted with two versions. The first is the general LCA update, performed similarly to other cities and towns in the county, one for inside the city limits and another for outside the city. The second is the Harrah proposal to add lands outside the city in the UGA to better fit their immediate economic development strategy. The analysis findings summary are identified in the following table:

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	Outside City Limits and Within Proposed UGA	Total: Within City Limits and Within Proposed UGA
Residentially-zoned	Surplus: 3 acres	Vacant: 41 acres	Surplus: 44 acres	Vacant: 76 acres	Surplus: 79 acres
Commercially-zoned	Surplus: 1 acres	Vacant: 2 acres	Surplus: 3 acres	Vacant: 2 acres	Surplus: 3 acres
Community Facilities	Surplus: 17 acres	Vacant: 17 acres	Surplus: 34 acres	Vacant: 17 acres	Surplus: 34 acres
Total vacant land (excluding Industrially-zoned)	Surplus: 21 acres	Vacant: 60 acres	Surplus: 81 acres	Vacant: 95 acres	Surplus: 116 acres

The analysis shown below illustrates how the numbers were achieved in Table 1 and gives greater detail as to how each calculation was made. Further details can be found in the attached UGA Land Capacity Analysis (Attachment 1).

1. **Population and Households Analysis:** Based on Harrah's projected 2015-2040 population growth, this analysis estimates 75 additional households will be added to the city's population by the year 2040.

<b>2040 population forecast for city (County Planning)</b>	<b>773 people</b>
<b>2015 population in city (OFM's April 1 estimate)</b>	<b>650 people</b>
<b>Population increase in city 2015-2040</b>	<b>123 people</b>
<b>Average household size in city (2010 Census)</b>	<b>3.53 people</b>
<b>Additional households in city 2015-2040 (123 ÷ 3.53)</b>	<b>35 households</b>

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

$$8,500 \text{ sq. ft.} \times 35 \text{ households} = 7 \text{ Acres}$$

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):

$$123 \text{ people} \times .0046 \text{ acres per capita} = 1 \text{ Acre}$$

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):

$$123 \text{ people} \times .0169 \text{ acres per capita} = 2 \text{ Acres}$$

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%:

Residential acreage needed	7 Acres
+Commercial/retail acreage needed	1 Acre
+Community facilities acreage needed	2 Acres
=Subtotal	10 Acres
<b>Total streets acreage needed (Subtotal x 0.15)</b>	<b>1.5 Acres</b>

6. Land Capacity Analysis

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 unincorporated UGA to accommodate projected growth through 2040. The surplus and deficit are shown in Table 1 above. The calculations are shown in Attachment 1 - UGA Land Capacity Analysis, in item #6.

Total amount of vacant land needed in UGA for Future Non-industrial Uses: Adding the needed acres (including streets) from the categories above results in the total acreage calculated below:

Acres needed for future residential uses	8 Acres
+Acres needed for future commercial & retail uses	1 Acre
+ <u>Acres needed for future community facilities</u>	2 Acres
=Total vacant acres needed for future non-industrial uses	11 Acres

<p><b>Yakima County LCA</b></p> <p>Capacity for Growth within City:  32 (Acres of currently vacant non-industrially-zoned land in City)  - 11 (Acres needed for growth)  = 21 (Surplus vacant acres in City (difference includes rounding )</p>	<p><b>Harrah Proposal</b></p> <p>No changes within City Proposed</p>
<p><b>Capacity for Growth within the UGA:</b></p> <p>39 (Acres of currently vacant non-industrially-zoned land within the UGA) + 32  - 11 (Acres needed for growth)  = 60 acres (Surplus vacant acres within the UGA)</p>	<p><b>Proposed Capacity for Growth within the UGA:</b></p> <p>74 (Acres of currently vacant non-industrially-zoned land within the UGA)+ 32  - 11 (Acres needed for growth)  = 95 acres (Surplus vacant acres within the UGA)</p>

*\*Differences in total values between this chart and the spreadsheet in Attachment 1 are due to rounding.*

The Town of Harrah has proposed changes to its UGA as follows:

- Residential land is increased by 35 acres,
- Industrial land – no change,
- Commercial land – no change, and
- Community Facilities is increased by 8.25 acres (\*Note - This parcel is already developed, so it does not affect the land capacity analysis).

A map showing the current configuration and total land area within the UGA is included as Attachment 4. Proposed changes to the boundary and land area within the UGA are shown in Attachment 5.

#### Computed Market Choice Factor (MCF)

One way of characterizing the surplus of vacant land in a city and within its UGA is to express the surplus as a percentage of the amount of vacant land that is needed for growth. For example, if a city has 125 vacant acres and needs 100 vacant acres for future growth, it has 25% more vacant land than needed for growth. So the Computed MCF is 25%, as calculated below:

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

$$\text{Example: } [125 \text{ acres} \div 100 \text{ acres}] - 1.00 = 0.25 = 25\%$$

<b>Harrah's Computed MCF</b>				
	Lands within the city	Lands outside the city	Growth in UGA	<b>Proposed Growth in the UGA</b>
Computed MCF	191%	325%	545%	864%
Years of growth available	73 years	89 years	161 years	241 years

Harrah's Computed MCF for lands within the City is 191%, which means that the amount of vacant land in the City is 191% more than what is needed for growth through 2040 (see Attachment 1, line kk), and that growth can be accommodated for 73 years. Harrah's Computed

MCF for lands within the current UGA is 545%, which means the amount of vacant land within the UGA is 545% more than is needed for growth through 2040 (see Attachment 1, line qq) and growth can be accommodated for 161 years.

The Computed MCF: The County's 2007 UGA Update inflated the amount of vacant needed for the subsequent 20 years of growth by 25% to determine the amount of vacant land that should exist within each UGA, that is, we applied a 25% MCF. In 2015, however, County Planning staff is not recommending including an additional market choice factor, because all cities have excess land in their UGA to meet the 25 years of growth being planned for.

## 7. Future Industrial Land Needs

As provided by the analytical process outlined in the “Urban Lands” section in the Land Use Element of Yakima County’s Comprehensive Plan (**Plan 2015**) (See Attachment 3) the amount of land needed for future industrial land “is based on the city’s economic development strategy and is not contingent on future population.”

The GIS analysis provides the following current acreages of industrially-zoned lands:

Current developed industrially-zoned land in city	8 Acres
Current developed industrially-zoned land outside city	0 Acres
Current vacant industrially-zoned land in city	3 Acres
Current vacant industrially-zoned land outside city	0 Acres

The town of Harrah is not currently requesting additional Industrial land in the city or its UGA.

### Review of Densities Permitted in the UGA

In addition to reviewing Harrah’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.

The Town of Harrah has three zoning districts, as well as Yakama Nation land, within its city limits. Since Yakama Nation land is not within either Yakima County or Harrah’s jurisdiction, this acreage is not included in the Land Capacity Analysis.

The zoning districts and corresponding densities are as follows:

<b>Town of Harrah Zoning</b> (17.04 Harrah Development Regulations)		
<b>Zoning District</b>	<b>Minimum Lot Size</b>	<b>Density</b>
R (Residential)	7,200 sq. ft.	1-4 units per lot
<b>Yakima County UGA in the Urban Growth Area</b> (YCC Title 19)		
<b>Zoning District</b>	<b>Minimum Lot Size</b>	<b>Density</b>
R-1 (Single Family Residential)	4,000 – 10,000 sq. ft. (depending on use)	7 units per acre
	7,000 sq. ft. for single family residence	

There are currently 3 acres of Residential zoned land in the town of Harrah. If the Residential zone is developed with single family residents on 7,200 sq. ft. lots within the city limits, 18 new single family homes could be developed within the city limits on Residential zoned lots. This would require 17 homes to be developed outside the city limits to accommodate the 35 households needed for the

town, based on the land capacity analysis. If four residential units were developed on available lots, the number would be higher.

Harrah currently has 41 vacant acres in the Urban Growth Area outside city limits. All residential land in Harrah's UGA is in the County R-1 zone, which allows a maximum density of 7 units per acre. Built to the maximum density, the current UGA could accommodate 287 new homes, which far exceeds identified need for 35 homes in the entire UGA.

Yakima County's land capacity analysis assumes an average lot size of 8,500 square feet, or 5.1 dwelling units per acre, when determining residential land needs. This number is based on historical practice and the assumption that land is rarely developed to capacity inside cities or within UGAs. Unless there are zoning district requirements for property to be developed to the maximum density (which Harrah does not have) it is unlikely that the city or UGA will develop to the maximum density in residential zones.

#### **Proposed Revised Plan Designations Within the Unincorporated UGA**

The attached map depicts the detailed urban future land use designations that the county planning staff, in collaboration with Harrah's personnel and its comprehensive plan, proposes for the UGA outside of the city (See Attachment 6).

#### **City/County Collaboration**

County staff met with Harrah's representatives on several occasions in the spring and summer of 2015 to review and discuss the County's land capacity analysis, the County's proposed future land use designations, the review of permitted densities and Harrah's planning issues. Most importantly, County staff spoke with Barbara Harrer, Mayor of Harrah, and Lon Inaba, a local farmer who also develops housing for farmworkers. Lon Inaba is particularly interested in developing farmworker housing on land he owns just outside the current UGA.

Harrah is somewhat of a special case for several reasons. The population is very small, so any change in the development pattern or population could significantly affect any population or land capacity projections. The majority of vacant land within the city (17 acres) is not slated for residential development, as it is classified as "Community Facilities". Outside of the city limits, of the 41 acres of available residential land in Harrah's UGA, 31 acres are part of two parcels owned by one property owner (Gasseling Ranches, Inc.). At this time, Gasseling Ranches does not intend to develop residences on the property in the near future. The parcels have recently been planted in hops. Originally, Harrah officials were considering a UGA "swap" but the property owner did not indicate an interest in doing so. A combination of these factors effectively takes these 31 acres of the market for residential development. Of the remaining 10 acres available, only three of those parcels are vacant, totaling 5.19 acres. The remainder of the parcels (almost 5 acres) are partially vacant. The five vacant acres could accommodate the current projections for growth within the next 20 years, using 8,500 sq. ft. as the average lot size. However, these remaining vacant parcels are not all contiguous, and the largest of them is 4.44 acres.

A new development can bring additional residents to a town, beyond projections based on historical growth, which could significantly change the population in a town as small as Harrah. Lon Inaba has approached the town of Harrah with a proposal to build farmworker housing on his two parcels that border the city limits on the east side of the city. The proposed development would require access to city services, which are not available outside the UGA. The development would be similar to the neighboring plat, Pioneer Court, which contains 30 lots, only 7 of which are vacant. In his long term plans, Mr. Inaba has also talked about eventually provided a medical clinic in the development. The majority of Harrah's public officials have indicated they are in favor of Mr. Inaba's proposal.

Urban Growth Area policies in the comprehensive plan (*Plan 2015*) call for allowances for “market choice and location preferences” when determining Urban Growth Areas. LU-U 1.3 states: “Sufficient area should be included in the urban growth areas to accommodate a minimum 20-year population forecast and to allow for market choice and location preferences not to exceed 25 percent or 80 acres, whichever is larger.” In this case, the entire available land in Harrah’s UGA, with the additional land added, will be 76 acres. Therefore, the addition of residential land to Harrah’s UGA is consistent with the GMA and *Plan 2015*, despite the results of the Land Capacity Analysis.

In addition to the proposal above, there is one parcel currently outside the UGA (parcel 181134-12002) that is developed as a school, and is currently being served by city services. In order to be compliant with the GMA, a parcel served with city services should not be outside of the UGA (36.70A.110 (3&4)). Yakima County staff is recommending that the parcel be given the Urban Public land use designation, and zoned R-1. The addition of this 8.25 acre parcel expands the UGA, but since it is already developed (not vacant) it will not impact the Land Capacity Analysis.

### **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 re-designation 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: Our analysis above supports the conclusion that this proposal is consistent with the above criteria.

(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: Our analysis above supports the conclusion that this proposal is consistent with the above criteria.

During this process the county planning staff wrote a letter requesting more specific information about capital facilities to each of the five cities and towns proposing amendments to their UGA boundaries. The letter requested the following items to be provided to the county in an Addendum to each city or town's Capital Facility Plan for proposed areas of UGA expansion for 2015:

1. Expansion Area (location)
2. Cost to Serve (sewer, water, and road including type of service - e.g. 8-inch sewer, 8-inch water, and 40 ft. road with sidewalks on both sides)
3. Identify funding source (i.e. city/grant/developer funded)
4. Narrative for storm water (generally to retain on-site)
5. Narrative for timeline.
6. Capacity for water and sewer (availability to serve)
7. Resolution/Ordinance showing that the addendum was adopted as a part of the Capital Facility Plan.

These items were not required prior to or in conjunction with the LCA or the Proposed UGA amendment maps. This has limited the ability of staff to use the Capital Facility Plan as a specific criteria by which to review and analyze the UGA amendments. Each city has verbally discussed and testified to the ability of its jurisdiction to provide

services to and the capacity to serve each of the areas proposed for a UGA expansion. The cities and towns were given until November 13, 2015 to provide an adopted Capital Facility Plan Addendum so as to be included in information presented to the Board for their public hearing scheduled in December.

- (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: Land will be classified according to Yakima County's Urban Growth Area future land use designations.

- (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 2015 will be provided as part of the SEPA analysis (file # SEP2015-053).

- (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 Harrah'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 Harrah's UGA are map amendments rather than policy or text amendments.

### **Conclusions**

1. The County's Land Capacity Analysis for Harrah calculates a surplus of 60 acres of vacant Residential, Commercial and Community Facilities land within the current UGA for all non-industrial uses through 2040. The current UGA may accommodate 161 years of growth.
2. However, due to current conditions as described in this staff report, there is a lack of practicably available land for residential development in Harrah's UGA. Therefore, the County is in agreement with Harrah's request to add additional Residential land to their UGA.
3. Parcel 181134-12002 is currently being served with city services. In order to ensure that city services are not being extended outside the urban growth area, in accordance with RCW 36.70A.110 (3&4), this parcel should be added to Harrah's UGA.

### **Recommendations**

1. Yakima County's Future Land Use Designations will be applied to land added to Harrah's UGA (Attachment 6), with corresponding Yakima County zoning (R-1 for all parcels added).
2. Yakima County planning staff recommendations to the Town of Harrah's proposed UGA changes are outlined in the Table below:

Location (as shown in Attachment 7)	Harrah Proposal					County Planning Recommendation
	Add To UGA	Remove From UGA	Current Land Use Designation	Proposed Land Use Designation	Proposed Zone	
Area 1	35.01 Acres		Agricultural Resource	Urban Residential	Single Family Residential	Approve
Area 2	8.25 Acres		Agricultural Resource	Urban Public	Single Family Residential	Approve

Attachments:

1. UGA Land Capacity Analysis (spreadsheet)
2. County's Population Projection for Harrah
3. **Plan** 2015's description of the analytical process for the UGA Land Capacity Analysis
4. Harrah UGA Analysis 2015 (map)
5. Recommended changes to City's UGA boundary and plan designations (map)
6. Proposed County Comprehensive Plan Designations (map)
7. Harrah Proposed UGA – Specific Areas (map)

		Units	Harrah Current	Harrah Proposed
<b>1 - Population and Households Analysis</b>				
a	2040 population for City (County's preferred alternative medium projection)	people	773	773
b	2015 population in City (OFM's April 1 estimate)	people	650	650
c	City's projected population increase, 2015-2040 (a - b)	people	123	123
d	City's average household size (2010 Census)	people per household	3.53	3.53
e	Additional households projected for City, 2015-2040 (c ÷ d)	households	35	35
<b>2 - Future Residential Land Need</b>				
f	Desired average density of future housing, 2015-2040 (5.1 dwelling units per acre)	sq. ft. per dwelling unit	8,500	8,500
g	Land needed for future housing (e • f ÷ 43,560 sq. ft. per acre)	acres	7	7
<b>3 - Future Commercial &amp; Retail Land Need</b>				
h	Current developed commercial & retail land in City (from GIS analysis)	acres	3	3
i	Current developed commercial & retail land in City per person (h ÷ b)	acres per person	0.0046	0.0046
j	Land needed for future commercial & retail (i • c)	acres	1	1
<b>4 - Future Community Facilities* Land Need</b>				
k	Current developed community facilities land in City (from GIS analysis)	acres	11	11
m	Current developed community facilities land in City per person (k ÷ b)	acres per person	0.0169	0.0169
n	Land needed for future community facilities (m • c)	acres	2	2
<b>5 - Future Streets Land Need</b>				
p	Subtotal of land needed for future residential, commercial & retail, and community facilities (g + j + n)	acres	10	10
q	Land needed for future streets (p • 15%)	acres	2	2
<b>6 - Land Capacity Analysis</b>				
Residentially-zoned capacity				
r	Current vacant residentially-zoned land in City (from GIS analysis)	acres	11	11
s	(minus) Land needed for future housing and associated streets (-g • 115%)	acres	(8)	(8)
t	= Surplus (Deficit) of vacant residentially-zoned land in City (r + s)	acres	3	3
u	Current vacant residentially-zoned land outside City (from GIS analysis)	acres	38	73
v	(plus) Surplus (Deficit) of vacant residentially-zoned land in City (t)	acres	3	3
w	= Surplus (Deficit) of vacant residentially-zoned land in UGA (u + v)	acres	41	76
Commercially-zoned capacity				
x	Current vacant commercially-zoned land in City (from GIS analysis)	acres	2	2
y	(minus) Land needed for future commercial & retail and associated streets (-j • 115%)	acres	(1)	(1)
z	= Surplus (Deficit) of vacant commercially-zoned land in City (x + y)	acres	1	1
aa	Current vacant commercially-zoned land outside City (from GIS analysis)	acres	1	1
bb	(plus) Surplus (Deficit) of vacant commercially-zoned land in City (z)	acres	1	1
cc	= Surplus (Deficit) of vacant commercially-zoned land in UGA (aa + bb)	acres	2	2
Community Facilities capacity				
dd	Current vacant community facilities land in City (from GIS analysis)	acres	19	19
ee	(minus) Land needed for future community facilities and associated streets (-n • 115%)	acres	(2)	(2)
ff	= Surplus (Deficit) of vacant community facilities in City (dd + ee)	acres	17	17
gg	Current vacant community facilities land outside City (from GIS analysis)	acres	0	0
hh	(plus) Surplus (Deficit) of vacant community facilities land in City (ff)	acres	17	17
ii	= Surplus (Deficit) of vacant community facilities land in UGA (gg + hh)	acres	17	17
Capacity for growth in City (excluding Industrial growth)				
jj	Surplus (Deficit) of vacant land for residential, commercial, community facilities, & streets (t + z + ff)	acres	21	21
kk	Computed Market Choice Factor in City (MCF)**	%	191%	191%
mm	Years of growth available in City ((kk + 1) • 25)	years	73	73
Capacity for growth outside City (excluding Industrial growth)				
nn	Years of growth available outside City (rr - mm)	years	88	168
Capacity for growth in UGA (excluding Industrial growth)				
pp	Surplus (Deficit) of vacant land for residential, commercial, community facilities, & streets (w + cc + ii)	acres	60	95
qq	Computed Market Choice Factor in UGA (MCF)***	%	545%	864%
rr	Years of growth available in UGA ((qq + 1) • 25)	years	161	241
<b>7 - Future Industrial Land Need</b>				
ss	Current developed industrially-zoned land in City (from GIS analysis)	acres	8	8
tt	Current developed industrially-zoned land outside City (from GIS analysis)	acres	0	0
uu	Current vacant industrially-zoned land in City (from GIS analysis)	acres	3	3
vv	Current vacant industrially-zoned land outside City (from GIS analysis)	acres	0	0
ww	Industrial acres to add to UGA (based on City's economic development strategy)	acres	0	0
xx	Industrial acres to remove from UGA (based on City's economic development strategy)	acres	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

## Harrah

Table 1. US Census and OFM Population Estimates Yakima County and Harrah						
	2000 US Census Pop	OFM 2005 Pop Est.	2010 US Census Pop	OFM 2011 Pop Est.	OFM 2012 Pop Est.	OFM 2013 Pop Est.
Yakima County	222,581	231,902	243,231	244,700	246,000	247,250
Unincorporated	93,192	87,019	83,755	84,300	84,800	84,910
Incorporated	129,389	144,883	159,476	160,400	161,200	162,340
Total						163,390
Harrah	566	628	630	630	650	645
						645

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	Yakima County Adjusted Annual Growth Rate	Adjusted Growth Rates Used Showing Decline				
			(Step 2.)	2015	2020	2025	2030
Harrah	0.60%	0.84%	0.84%	0.79%	0.72%	0.66%	0.62%
						0.56%	

Source: Yakima County.

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

	2015	2016	2017	2018	2019	2020
Yakima County	256,341	258,730	261,462	264,150	266,780	269,347
Harrah	650	656	661	667	672	677
	2021	2,022	2,023	2,024	2,025	2,026
Yakima County	271,956	274,512	277,037	279,530	282,057	284,652
Harrah	682	688	693	698	703	708
	2027	2,028	2,029	2,030	2,031	2,032
Yakima County	287,148	289,615	292,046	294,445	297,036	299,485
Harrah	713	718	723	727	732	737
	2033	2,034	2,035	2,036	2,037	2,038
Yakima County	301,896	304,276	306,636	309,052	311,443	313,811
Harrah	741	746	751	755	760	764
	2039	2,040				
Yakima County	316,161	318,494				
Harrah	769	773				

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

Table 4. Yakima County Preferred Alternative Medium Population Projections for Yakima County, Harrah 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
Unincorporated Total	85,410	117,983
Incorporated Total	163,390	200,511
Harrah	645	773

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

The Office of Financial Management (OFM) has Harrah at an estimated population of 645 for 2014. Yakima County is projecting Harrah's population at 773 in the year 2040. That is an increase of 128 individuals over the twenty-six year timespan. This allocation of 128 individuals will be used by Yakima County and the Town of Harrah 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
Harrah	251	773	298	47

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

The 2008-2012 American Community Survey US Census has Harrah at an estimated civilian labor force of 251 for 2012. Yakima County is projecting Harrah's civilian labor force at 298 in the year 2040. That is an increase of 47 jobs over the twenty-eight year timespan. This allocation of 47 jobs will be used by Yakima County and Harrah as part of the upcoming Urban Growth Area analysis and for other comprehensive planning needs.

**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.**

*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.**

# Harrah UGA Analysis 2015

## Harrah Report - UGA Analysis

08/28/2015  
11:04:23

Total Acres: 165.84

Total Acres Within City: 114.52  
Total Acres Outside City Limits Within UGA: 51.32

Total of acres that are Developed: 64.69  
Total of acres that are Vacant: 33.12  
Total of acres that are Partially Vacant: 68.03  
    Vacant Acres: 57.03  
    Developed Acres: 11.00

### Acreage by Zone Groupings

#### RESIDENTIAL

Total Residential: 101.89  
Total Residential Within the City: 53.52  
Total Residential Outside City Limits: 48.37

Total Vacant: 49.11  
Total Vacant Within City Limits: 10.76  
Total Vacant Outside City Limits: 38.35

Total Developed: 52.78  
Total Developed Within the City Limits: 42.76  
Total Developed Outside City Limits: 10.02

#### Commercial

Total Commercial: 10.61  
Total Commercial Within the City: 4.70  
Total Commercial Outside City Limits: 5.90

Total Vacant: 4.25  
Total Vacant Within City Limits: 1.56  
Total Vacant Outside City Limits: 2.69

Total Developed: 6.36  
Total Developed Within the City Limits: 3.15  
Total Developed Outside City Limits: 3.21

#### Industrial

Total Industrial: 10.81  
Total Industrial Within the City: 10.81  
Total Industrial Outside City Limits: 0.00

Total Vacant: 3.09  
Total Vacant Within City Limits: 3.09  
Total Vacant Outside City Limits: 0.00

Total Developed: 7.72  
Total Developed Within the City Limits: 7.72  
Total Developed Outside City Limits: 0.00

#### Community Facilities

Total Community Facilities: 30.97  
Total Community Facilities Within the City: 30.97  
Total Community Facilities Outside City Limits: 0.00

Total Vacant: 19.14  
Total Vacant Within City Limits: 19.14  
Total Vacant Outside City Limits: 0.00

Total Developed: 11.83  
Total Developed Within the City Limits: 11.83  
Total Developed Outside City Limits: 0.00

#### Yakama Nation Lands

Total Yakama Nation Lands: 25.93  
Total Yakama Nation Lands Within the City: 25.93  
Total Yakama Nation Lands Outside City Limits: 0.00

Total Vacant: 24.93  
Total Vacant Within City Limits: 24.93  
Total Vacant Outside City Limits: 0.00

Total Developed: 1.00  
Total Developed Within the City Limits: 1.00  
Total Developed Outside City Limits: 0.00

Urban Growth Boundaries

Harrah City Limits

### Vacant\Developed

Vacant

Partially Developed

Developed

### Zoning Groups

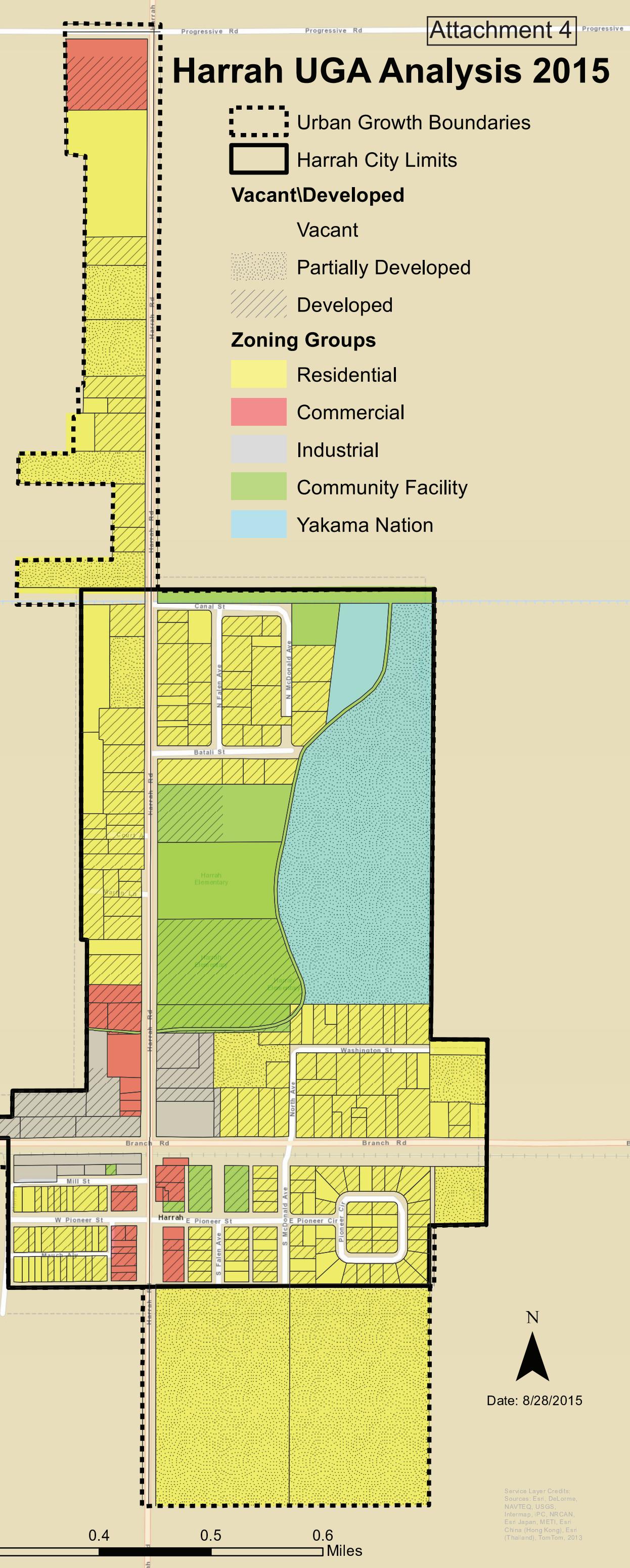
Residential

Commercial

Industrial

Community Facility

Yakama Nation



Date: 8/28/2015

Service Layer Credits:  
Sources: Esri, DeLorme,  
NAVTEQ, USGS,  
Intermap, IPC, NRCAN,  
Esri Japan, METI, Esri  
China (Hong Kong), Esri  
(Thailand), TomTom, 2013

# Harrah UGA Analysis 2015

Harrah Report - UGA Analysis

09/01/2015

11:50:13

Total Acres: 209.10

Total Acres Within City: 114.52  
Total Acres Outside City Limits Within UGA: 94.58Total of acres that are Developed: 72.94  
Total of acres that are Vacant: 68.12  
Total of acres that are Partially Vacant: 68.03  
Vacant Acres: 57.03  
Developed Acres: 11.00

## Acreage by Zone Groupings

## RESIDENTIAL

Total Residential: 136.89  
Total Residential Within the City: 53.52  
Total Residential Outside City Limits: 83.37Total Vacant: 84.11  
Total Vacant Within City Limits: 10.76  
Total Vacant Outside City Limits: 73.35Total Developed: 52.78  
Total Developed Within the City Limits: 42.76  
Total Developed Outside City Limits: 10.02

## Commercial

Total Commercial: 7.66  
Total Commercial Within the City: 4.70  
Total Commercial Outside City Limits: 2.95Total Vacant: 2.30  
Total Vacant Within City Limits: 1.56  
Total Vacant Outside City Limits: 0.74Total Developed: 5.36  
Total Developed Within the City Limits: 3.15  
Total Developed Outside City Limits: 2.21

## Industrial

Total Industrial: 8.63  
Total Industrial Within the City: 8.63  
Total Industrial Outside City Limits: 0.00Total Vacant: 2.91  
Total Vacant Within City Limits: 2.91  
Total Vacant Outside City Limits: 0.00Total Developed: 5.72  
Total Developed Within the City Limits: 5.72  
Total Developed Outside City Limits: 0.00

## Community Facilities

Total Community Facilities: 29.98  
Total Community Facilities Within the City: 21.73  
Total Community Facilities Outside City Limits: 8.25Total Vacant: 10.90  
Total Vacant Within City Limits: 10.90  
Total Vacant Outside City Limits: 0.00Total Developed: 19.08  
Total Developed Within the City Limits: 10.83  
Total Developed Outside City Limits: 8.25

## Yakama Nation Lands

Total Yakama Nation Lands: 25.93  
Total Yakama Nation Lands Within the City: 25.93  
Total Yakama Nation Lands Outside City Limits: 0.00Total Vacant: 24.93  
Total Vacant Within City Limits: 24.93  
Total Vacant Outside City Limits: 0.00Total Developed: 1.00  
Total Developed Within the City Limits: 1.00  
Total Developed Outside City Limits: 0.00

Urban Growth Boundaries

Harrah City Limits

## Vacant\Developed

Vacant

Partially Developed

Developed

## Zoning Groups

Residential

Commercial

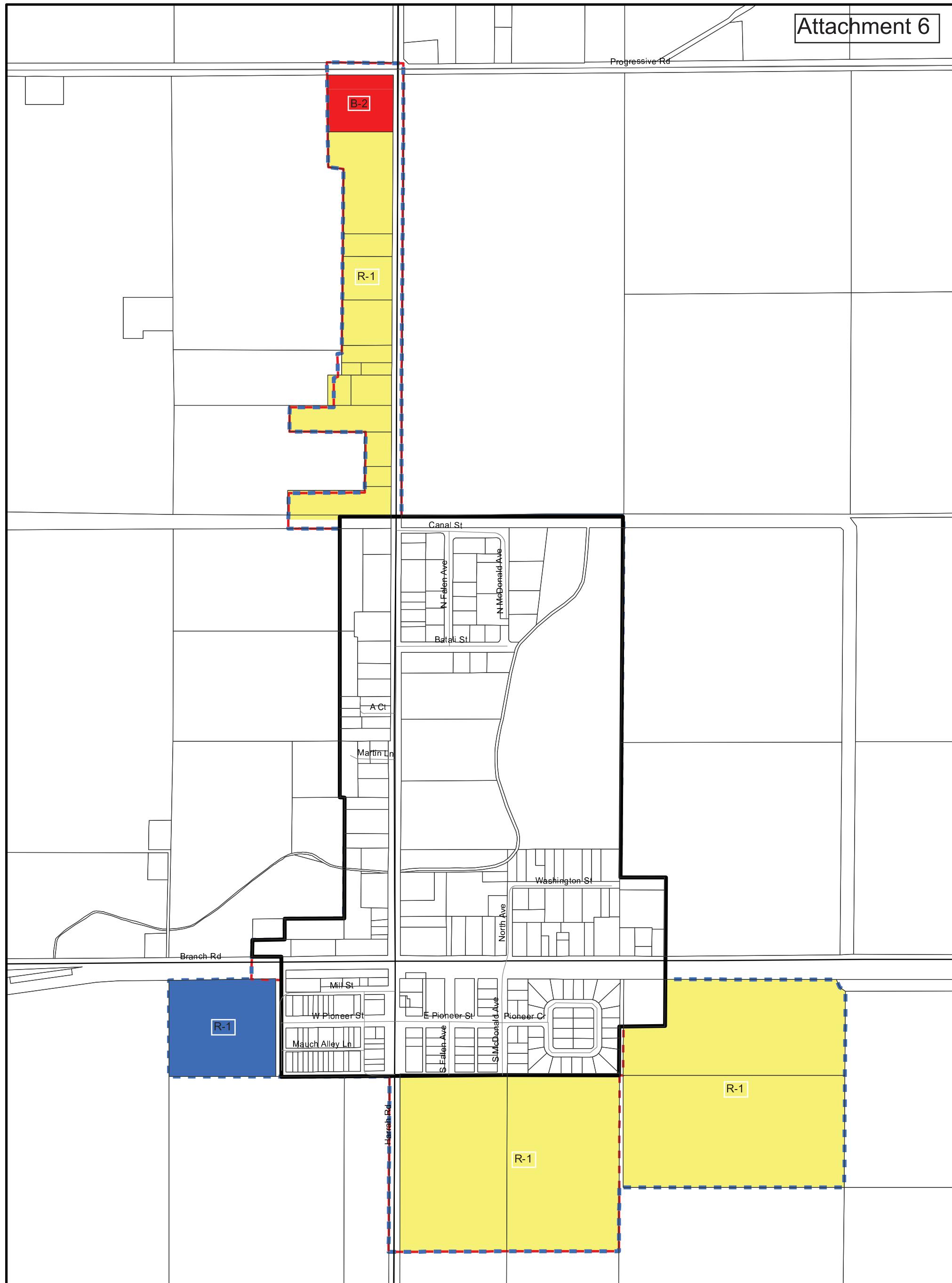
Industrial

Community Facility

Yakama Nation

N

Date: 9/1/2015



## GEOGRAPHIC INFORMATION SERVICES

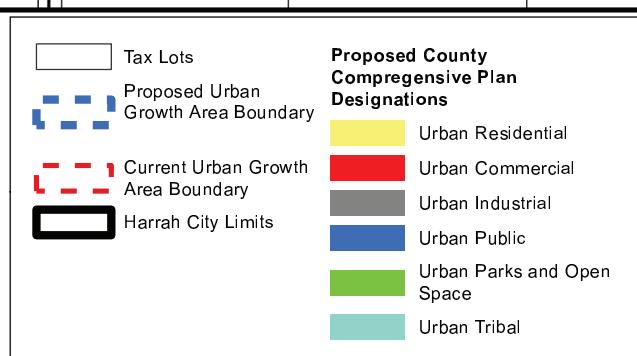
YAKIMA COUNTY

## Proposed County Comp Plan Designations

(and proposed zoning districts)

Harrah UGA - Outside of City

Date: 9/11/2015



Parcel Lot lines are for visual display only. Do not use for legal purposes.

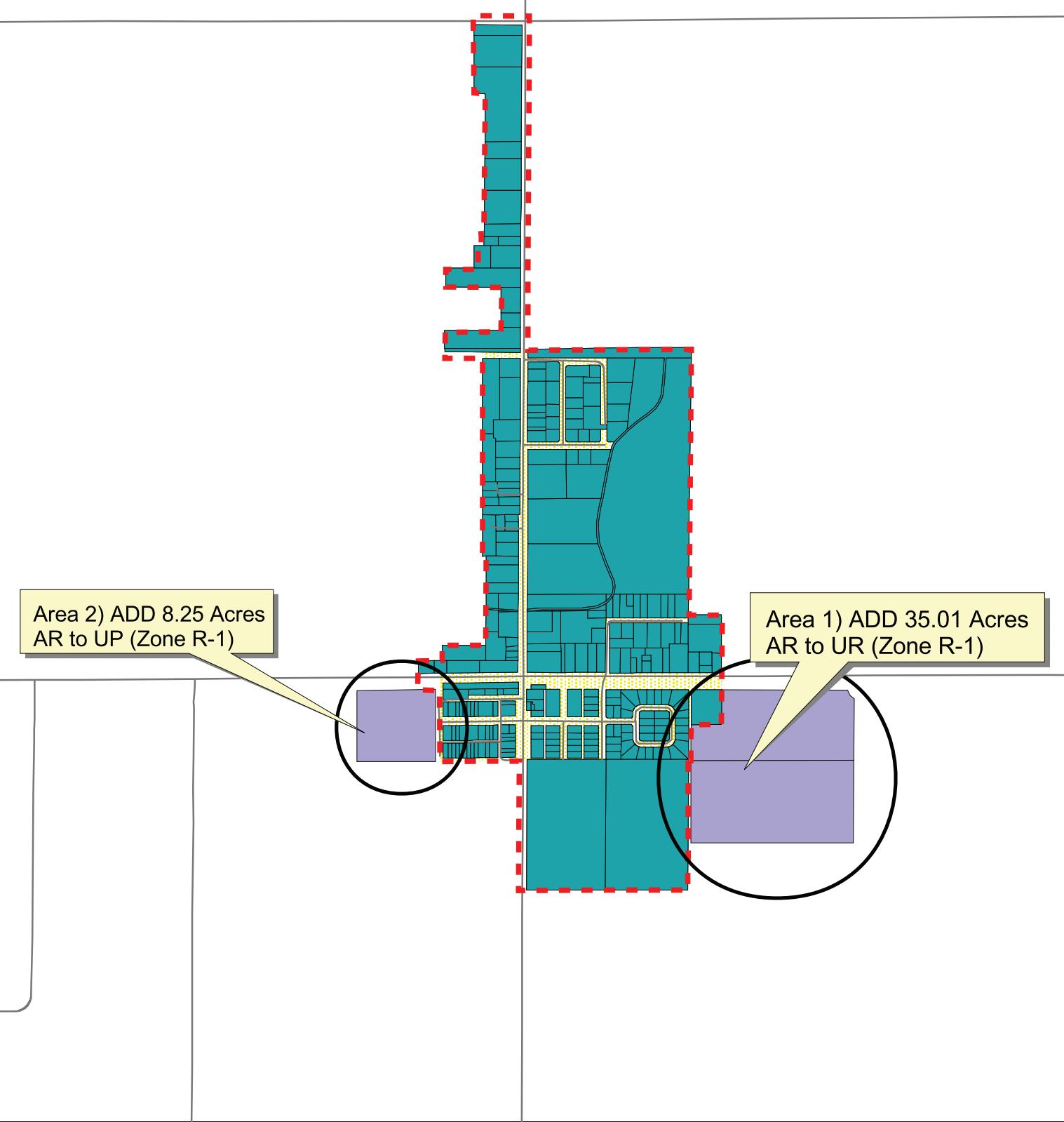
0 125 250 500 750 1,000  
Feet

1 inch = 532 feet



Yakimap.com

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The County cannot accept responsibility for any errors.  
Therefore, there are no warranties for this product.



-  Current UGA Boundary
-  Current UGA
-  Proposed UGA

## Harrah Proposed UGA

### Comprehensive Plan Designations

AR - Agricultural Resource  
UR - Urban Residential  
UP - Urban Public

### Zoning

R-1 - Single Family Residential

