

**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 Grandview**

**Revised Staff Report  
October 12, 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 Grandview 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 (Attachment 2) 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 City of Grandview to improve accuracy and foster a collaborative approach, and to assist Grandview in meeting its conjunctive responsibilities under these RCWs.

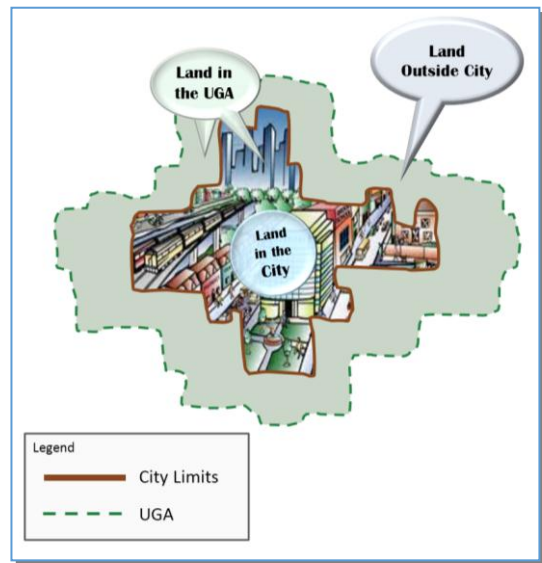
### **Review of Urban Growth Area (UGA): Land Capacity Analysis (LCA)**

A Land Capacity Analysis is an essential component in reviewing a UGA. A LCA is a quantitative estimate of how much land a city will require as it grows over the succeeding 20-year period. The Urban Growth Area intent, description, and evaluation of quantity of land necessary for urban growth is identified in **Plan 2015 (Attachment 3)**. 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. This LCA report is based on the specific population projections for the City of Grandview as shown in **Attachment 2**.

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 between the UGA boundary and city limits.
- 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 Grandview'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**), attached. The general calculation is outlined below:

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

- Acres of Currently Vacant Residentially-zoned land
- Acres of Currently Vacant Commercially-zoned land
- Acres of Currently Vacant Community Facilities land
- Acres of Currently Vacant Industrially-zoned land
- = **Total Vacant Acreage Available for Growth within the Current UGA**

#### **Subtract Vacant Land Needed for Future Growth:**

- Acres needed for Future Residential
- + Acres needed for Future Commercial
- + Acres needed for Future Community Facilities
- + Acres needed for Future Streets
- + Acres needed for Future Industrial
- = **Total Acreage Needed for City's Growth**

#### **Equals Surplus (or Deficit) of Vacant Acreage Needed for Future Growth.**

The assumptions and calculations for Grandview’s LCA are summarized below based on the spreadsheet in [Attachment 1 \(UGA Land Capacity Analysis\)](#) 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. These GIS data are reported and depicted geographically on the attached map.

This analysis was conducted with two versions. The first is conducted on the current UGA boundary, performed similarly to other cities and towns in the county. The second is conducted on Grandview’s proposal, which has three components involving land outside the city:

- (1) change the County’s zoning on 10 parcels east of N. Elm Street and north of Bonnieview Road from Industrial to R-1;
- (2) change the County’s zoning on two parcels northwest of the intersection of Yakima Valley Highway and N. Puterbaugh Road from Industrial to General Commercial; and
- (3) add two half parcels to the unincorporated UGA, both of which currently straddle the UGA boundary line: the addition north of I-82 and east of Olmstead Road would change the County’s zoning from Agriculture to M-1; and the addition south of Pleasant Ave. and west of Old Prosser Road would change the County’s zoning from Agriculture to R-1. Both parcels currently not only straddle the UGA boundary but are also split-comprehensive plan designated and split-zoned. Grandview’s proposal to add the entirety of each parcel to the UGA would eliminate the split comprehensive plan designations and split zoning that currently exists on each parcel.

A map showing Grandview’s proposal is included as [Attachment 6](#).

The analysis findings are summarized in the following table:

Table 1: Land Capacity Analyses (LCA) Summary – Excluding Industrially-zoned Land

Zoning Group	Within City Limits	Outside City Limits & Within <b>Current</b> UGA	<i>Total:</i> <i>Within City Limits and Within</i> <b>Current</b> <i>UGA</i>	Outside City Limits and Within <b>Proposed</b> UGA	<i>Total:</i> <i>Within City Limits and Within</i> <b>Proposed</b> <i>UGA</i>
Residentially-zoned	Surplus: 238 acres	Vacant: 858 acres	<i>Surplus:</i> <i>1,096 acres</i>	Vacant: 885 acres	<i>Surplus:</i> <i>1,123 acres</i>
Commercially-zoned	Surplus: 73 acres	Vacant: 58 acres	<i>Surplus:</i> <i>131 acres</i>	Vacant: 58 acres	<i>Surplus:</i> <i>131 acres</i>
Community Facilities	Deficit: 207 acres	Vacant: 1 acre	<i>Deficit:</i> 206 <i>acres</i>	Vacant: 1 acre	<i>Deficit:</i> 206 <i>acres</i>
Total vacant land (excluding Industrially-zoned)	Surplus: 104 acres	Vacant: 917 acres	<i>Surplus:</i> <i>1,021 acres</i>	Vacant: 944 acres	<i>Surplus:</i> <i>1,048 acres</i>

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 are provided in [Attachment 1](#) (“UGA Land Capacity Analysis”).

1. Population and Households Analysis: Based on Grandview's projected 2015-2040 population growth, this analysis estimates 771 additional households will be added to the city's population by the year 2040.

<b>2040 population forecast for city (County Planning)</b>	<b>13,558 people</b>
<b>2015 population in city (OFM's April 1 estimate)</b>	<b>11,269 people</b>
<b>Population increase in city 2015-2040</b>	<b>2,289 people</b>
<b>Average household size in city (2010 Census)</b>	<b>2.97 people</b>
<b>Additional households in city 2015-2040 (2,289 ÷ 2.97)</b>	<b>771 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:

$$8,500 \text{ sq. ft.} \times 771 \text{ households} = 150 \text{ Acres}$$

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):

$$2,289 \text{ people} \times 0.0082 \text{ acres per capita} = 19 \text{ Acres}$$

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):

$$2,289 \text{ people} \times 0.1031 \text{ acres per capita} = 236 \text{ Acres}^1$$

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	150 Acres
+Commercial/retail acreage needed	19 Acres
+Community facilities acreage needed	236 Acres
=Subtotal	405 Acres
<b>Total streets acreage needed (Subtotal x 0.15)</b>	<b>61 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 UGA to accommodate projected growth through 2040. The surpluses are shown in Table 1 above. The calculations are shown in Attachment 1 under "6 – Land Capacity Analysis" and summarized below:

<sup>1</sup> The acres per capita figure is skewed high, due to the large area south of the Yakima River devoted to Grandview's sewage treatment. Therefore, the resulting acreage may also be skewed high.

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 (including associated streets)	173 Acres
+Acres needed for future commercial & retail uses (including associated streets)	22 Acres
+Acres needed for future community facilities (including associated streets)	271 Acres
=Total vacant acres needed for future non-industrial uses (including streets)	466 Acres

Yakima County LCA	Grandview's Proposal
Capacity for Growth within City: 570 (Acres of currently vacant non-industrially-zoned land in City) - 466 (Acres needed for growth) = 104 (Surplus vacant acres in City)	Capacity for Growth Within City: 570 (Acres of currently vacant non-industrially-zoned land in the city) - 466 (Acres needed for growth) = 104 (Surplus Acres in the City)
Capacity for Growth in the <b>Current</b> UGA: 917 (Acres of currently vacant non-Industrially-zoned land outside the city) + 570 (Acres vacant within City) - 466 (Acres needed for growth)	Capacity for Growth in the <b>Proposed</b> UGA: 944 (Acres of currently vacant non-Industrially-zoned land outside the city) + 570 (Acres vacant within City) - 466 (Acres needed for growth)
=1021 acres (Surplus vacant acres within the UGA)	= 1048 acres (Surplus vacant acres within the UGA)

The City of Grandview has proposed changes to its UGA as follows:

- Residential land is increased by 24.58 acres, and
- Industrial land is increased by 18.02 acres.

A map showing the configuration and total land area within the current UGA is shown in [Attachment 4](#). Proposed additions to the UGA are shown in [Attachment 6](#).

Computed Market Choice Factor (MCF) (excluding Industrial growth)

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:

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

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

Grandview's Computed MCF				
	Lands within the city	Lands outside the city	Growth in <b>Current</b> UGA	Growth in the UGA under <b>Grandview's Proposal</b>
Computed MCF	22%	97%	219%	225%
Years of growth available	31 years	49 years	80 years	81 years

Grandview's Computed MCF for lands within the City is 22%, which means that the amount of vacant land in the City is 22% more than needed for growth through 2040 (see Attachment 1, line kk).

Grandview's Computed MCF for lands within the current UGA is 219%, which means the amount of vacant land within the UGA is 219% more than is needed for growth through 2040. Under Grandview's proposal, the Computed MCF within the UGA would increase to 225%. (See Attachment 1, line qq.)

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 additional MCF, because all cities have excess land in their UGAs to accommodate 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*), as provided in 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	398 Acres
Current developed industrially-zoned land outside city	82 Acres
Current vacant industrially-zoned land in city	609 Acres
Current vacant industrially-zoned land outside city	431 Acres
Industrial acres to add to UGA (based on City's Economic Development strategy)	19 Acres
Industrial acres to remove from UGA (based on City's Economic Development strategy)	0 Acres

Grandview is proposing to add 19 acres to the UGA for Industrial purposes. A map indicating the location of this addition is shown in Attachment 6. These 19 acres are the portion of a 28-acre parcel that straddles the UGA boundary and zoned Agricultural by Yakima County. The other 9 acres of this parcel are currently within the UGA and zoned Industrial by Yakima County. Grandview is not proposing to remove any Industrial acres from the UGA. However, its proposal includes a request that the County rezone 9 acres that are currently in the unincorporated UGA from Industrial to R-1 to be consistent with the City's comprehensive plan.

### **Review of Densities Permitted in the UGA**

In addition to reviewing Grandview'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 City of Grandview has three Residential zoning districts within its city limits and the County has one Residential zoning district within the UGA and outside of the City. The zoning districts and their corresponding densities are as follows:

<b>City of Grandview Zoning</b> (Grandview Municipal Code Title 17)		
<b><i>Zoning District</i></b>	<b><i>Minimum Lot Size</i></b>	<b><i>Density</i></b>
R-1 (Low Density Residential)	7,500 sq. ft.	Up to 5.8 dwelling units per acre
R-2 (Medium Density Residential)	8,000 sq. ft. per duplex	Up to 10.8 dwelling units per acre
R-3 (High Density Residential)	3,000 sq. ft. per unit	Up to 14.5 dwelling units per acre
R-1P (Single-Family Residential Park)	5,000 sq. ft.	Up to 8.7 dwelling units per acre
<b>Yakima County Zoning</b> (YCC Title 19)		
<b><i>Zoning District</i></b>	<b><i>Minimum Lot Size</i></b>	<b><i>Density</i></b>
R-1 (Single Family Residential)	4,000 – 10,000 sq. ft. (depending on use) 7,000 sq. ft. for single family residence	Up to 7 dwelling units per acre

Assuming a minimum density of 5.1 dwelling units per acre, the vacant 411 acres of residentially-zoned land in Grandview will accommodate over 1,830 dwelling units including associated streets. With only 771 additional households projected through 2040, the permitted densities within the City will easily accommodate the projected population growth. The additional 858 acres of vacant residential land currently outside of the City provides additional land for population growth.

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

County staff met with Grandview's representative on September 3, 2015 to review and discuss the County's land capacity analysis and to correct the LCA map. Grandview proposed adding the portions of two parcels that currently straddle the UGA boundary and is causing both parcels to be split zoned. Subsequent discussions between County and City staff also resulted in the proposed urban future land use designations and zoning that would be applied to the UGA outside of the City.

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

The attached map ([Attachment 5](#)) depicts the detailed urban future land use designations and zoning that the County planning staff, in collaboration with Grandview's personnel and its comprehensive plan, proposes for the UGA outside of the City.

#### **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: County Planning staff proposes to change the county's comprehensive plan designation in the unincorporated UGA from Urban to the more detailed plan designations shown in Attachment 5. This change is consistent with the comprehensive plan as long as the proposed related text amendments are also adopted. The detailed designations are consistent with the city's comprehensive plan.

The City's proposal to change the Agricultural Resource designation on the two halves of two parcels would correct a mapping error that currently split-designates and split-zones these two parcels.

- (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: Eliminating the split-designations and split-zoning on the two parcels that straddle the UGA boundary can be accomplished either by removing the entire parcels from the UGA or adding the entire parcels to the UGA. Adding the entire parcels is not needed, due to the surplus of vacant land already in the UGA. However, the error should be resolved in accordance with the desires of the property owners.

If added to the UGA, the City should provide evidence that the two parcels will be provided with urban services prior to making a decision to add these two half parcels.

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: The City proposes that Industrial be the map designation given to the northern half parcel if added to the UGA and that Residential be the map designation given to the southern half parcel if added to the UGA. Such designations would be consistent with the comprehensive plan as long as the proposed related text amendments are also adopted.

- (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 # SEP2015-00053).

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

### **Conclusions**

1. The proposed detailed urban plan designations and zoning depicted in Attachment 5 should be applied to the unincorporated area of Grandview's UGA.
2. The County's Land Capacity Analysis for Grandview calculates a surplus of 104 acres of vacant land available for future growth (excluding industrial growth) in the City, which represents available vacant land for 31 years of growth. The LCA also calculates a surplus of 1,021 acres of vacant land available for future growth (excluding industrial growth) in the UGA, which represents available vacant land for 80 years of growth. The existing UGA is able to accommodate the densities and projected non-industrial growth through 2040. Despite the current surplus of residential land, resolving the split-designated/split-zoned parcel issue by adding the entire parcel to the UGA is appropriate to correct a mapping error.
3. Grandview currently has 398 acres of developed industrially-zoned land within the City and 82 acres of developed industrially-zoned land within the unincorporated UGA for a total of 480 developed acres in the UGA. Also, 609 acres of vacant Industrial land exist within the current City and 431 vacant acres exists in the unincorporated UGA for a total 1,040 vacant acres in the UGA. Although the City has not demonstrated a need for additional vacant land for industrial growth, resolving the split-designated/split-zoned parcel issue by adding the entire parcel to the UGA is appropriate to correct a mapping error.

### **Recommendations**

1. Apply the detailed future comprehensive plan designations and zoning districts to the City's unincorporated UGA as depicted in Attachment 5.
2. Add to the UGA the two half parcels that are split-designated/split-zoned and re-designate and zone them as depicted in Attachment 5.

Location (as shown in <u>Attachment 6</u> )	Grandview Proposal					County Planning Recommendation
	Add To UGA	Remove From UGA	Current Land Use Designation	Proposed Land Use Designation	Proposed Zone	
Area 1	18.02 acres		Agricultural Resource	Urban Industrial	M-1	Approve
Area 2	24.58 acres		Agricultural Resource	Urban Residential	Single Family R-1	Approve

Note: Acres are approximate.

Attachments:

1. "UGA Land Capacity Analysis" (spreadsheet)
2. County's Population Projection for City, 2015-2040
3. **Plan** 2015's description of the analytical process for the UGA Land Capacity Analysis
4. "Grandview UGA Analysis 2015" (GIS map & report)
5. Grandview Proposed Urban Plan Designations and zoning (map)
6. Grandview Proposed UGA (additions)

		Units	Grandview Current	Grandview Proposed
<b>1 - Population and Households Analysis</b>				
a	2040 population for City (County's preferred alternative medium projection)	people	13,558	13,558
b	2015 population in City (OFM's April 1 estimate)	people	11,269	11,269
c	City's projected population increase, 2015-2040 (a - b)	people	2,289	2,289
d	City's average household size (2010 Census)	people per household	2.97	2.97
e	Additional households projected for City, 2015-2040 (c ÷ d)	households	771	771
<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	150	150
<b>3 - Future Commercial &amp; Retail Land Need</b>				
h	Current developed commercial & retail land in City (from GIS analysis)	acres	92	92
i	Current developed commercial & retail land in City per person (h ÷ b)	acres per person	0.0082	0.0082
j	Land needed for future commercial & retail (i • c)	acres	19	19
<b>4 - Future Community Facilities* Land Need</b>				
k	Current developed community facilities land in City (from GIS analysis)	acres	1162	1162
m	Current developed community facilities land in City per person (k ÷ b)	acres per person	0.1031	0.1031
n	Land needed for future community facilities (m • c)	acres	236	236
<b>5 - Future Streets Land Need</b>				
p	Subtotal of land needed for future residential, commercial & retail, and community facilities (g + j + n)	acres	405	405
q	Land needed for future streets (p • 15%)	acres	61	61
<b>6 - Land Capacity Analysis</b>				
<u>Residentially-zoned capacity</u>				
r	Current vacant residentially-zoned land in City (from GIS analysis)	acres	411	411
s	(minus) Land needed for future housing and associated streets (-g • 115%)	acres	(173)	(173)
t	<b>= Surplus (Deficit) of vacant residentially-zoned land in City (r + s)</b>	acres	238	238
u	Current vacant residentially-zoned land outside City (from GIS analysis)	acres	858	885
v	(plus) Surplus (Deficit) of vacant residentially-zoned land in City (t)	acres	238	238
w	<b>= Surplus (Deficit) of vacant residentially-zoned land in UGA (u + v)</b>	acres	1,096	1,123
<u>Commercially-zoned capacity</u>				
x	Current vacant commercially-zoned land in City (from GIS analysis)	acres	95	95
y	(minus) Land needed for future commercial & retail and associated streets (-j • 115%)	acres	(22)	(22)
z	<b>= Surplus (Deficit) of vacant commercially-zoned land in City (x + y)</b>	acres	73	73
aa	Current vacant commercially-zoned land outside City (from GIS analysis)	acres	58	58
bb	(plus) Surplus (Deficit) of vacant commercially-zoned land in City (z)	acres	73	73
cc	<b>= Surplus (Deficit) of vacant commercially-zoned land in UGA (aa + bb)</b>	acres	131	131
<u>Community Facilities capacity</u>				
dd	Current vacant community facilities land in City (from GIS analysis)	acres	64	64
ee	(minus) Land needed for future community facilities and associated streets (-n • 115%)	acres	(271)	(271)
ff	<b>= Surplus (Deficit) of vacant community facilities in City (dd + ee)</b>	acres	(207)	(207)
gg	Current vacant community facilities land outside City (from GIS analysis)	acres	1	1
hh	(plus) Surplus (Deficit) of vacant community facilities land in City (ff)	acres	(207)	(207)
ii	<b>= Surplus (Deficit) of vacant community facilities land in UGA (gg + hh)</b>	acres	(206)	(206)
<u>Capacity for growth in City (excluding Industrial growth)</u>				
jj	Surplus (Deficit) of vacant land for residential, commercial, community facilities, & streets (t + z + ff)	acres	104	104
kk	Computed Market Choice Factor in City (MCF)**	%	22%	22%
mm	Years of growth available in City ((kk + 1) • 25)	years	31	31
<u>Capacity for growth outside City (excluding Industrial growth)</u>				
nn	Years of growth available outside City (rr - mm)	years	49	50
<u>Capacity for growth in UGA (excluding Industrial growth)</u>				
pp	Surplus (Deficit) of vacant land for residential, commercial, community facilities, & streets (w + cc + ii)	acres	1,021	1,048
qq	Computed Market Choice Factor in UGA (MCF)***	%	219%	225%
rr	Years of growth available in UGA ((qq + 1) • 25)	years	80	81
<b>7 - Future Industrial Land Need</b>				
ss	Current developed industrially-zoned land in City (from GIS analysis)	acres	398	398
tt	Current developed industrially-zoned land outside City (from GIS analysis)	acres	82	72
uu	Current vacant industrially-zoned land in City (from GIS analysis)	acres	609	609
vv	Current vacant industrially-zoned land outside City (from GIS analysis)	acres	431	444
ww	Industrial acres to add to UGA (based on City's economic development strategy)	acres	0	19
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**

**Grandview**

Table 1. US Census and OFM Population Estimates Yakima County and Grandview							
	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
Grandview	8,377	9,453	10,862	10,920	11,000	11,010	11,170

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
Grandview	0.70%	0.89%	0.89%	0.84%	0.77%	0.71%	0.67%	0.61%

Source: Yakima County.

Table 3. Yakima County's Preferred Alternative Twenty-year Projected Population City of Grandview (See Tables 22a-e)						
	2015	2016	2017	2018	2019	2020
Yakima County	256,341	258,730	261,462	264,150	266,780	269,347
Grandview	11,269	11,369	11,467	11,566	11,664	11,762
	2021	2022	2023	2024	2025	2026
Yakima County	271,956	274,512	277,037	279,530	282,057	284,652
Grandview	11,860	11,956	12,051	12,146	12,239	12,332
	2027	2028	2029	2030	2031	2032
Yakima County	287,148	289,615	292,046	294,445	297,036	299,485
Grandview	12,424	12,515	12,606	12,695	12,784	12,873
	2033	2034	2035	2036	2037	2038
Yakima County	301,896	304,276	306,636	309,052	311,443	313,811
Grandview	12,961	13,049	13,137	13,223	13,308	13,393
	2039	2040				
Yakima County	316,161	318,494				
Grandview	13,476	13,558				

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

Table 4. Yakima County Preferred Alternative Medium Population Projections for Yakima County, Grandview 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
Grandview	11,170	13,558	2,388

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

The Office of Financial Management (OFM) has Grandview at an estimated population of 11,170 for 2014. Yakima County is projecting Grandview's population at 13,558 in the year 2040. That is an increase of 2,388 individuals over the twenty-six year timespan. This allocation of 2,388 individuals will be used by Yakima County and the City of Grandview 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
Grandview	4,367	13,558	5,383	1,016

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

The 2008-2012 American Community Survey US Census has Grandview at an estimated civilian labor force of 4,367 for 2012. Yakima County is projecting Grandview's civilian labor force at 5,383 in the year 2040. That is an increase of 1,016 jobs over the twenty-eight year timespan. This allocation of 1,016 jobs will be used by Yakima County and the City of Grandview 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.**



# Grandview UGA Analysis 2015

Grandview Report - UGA Analysis

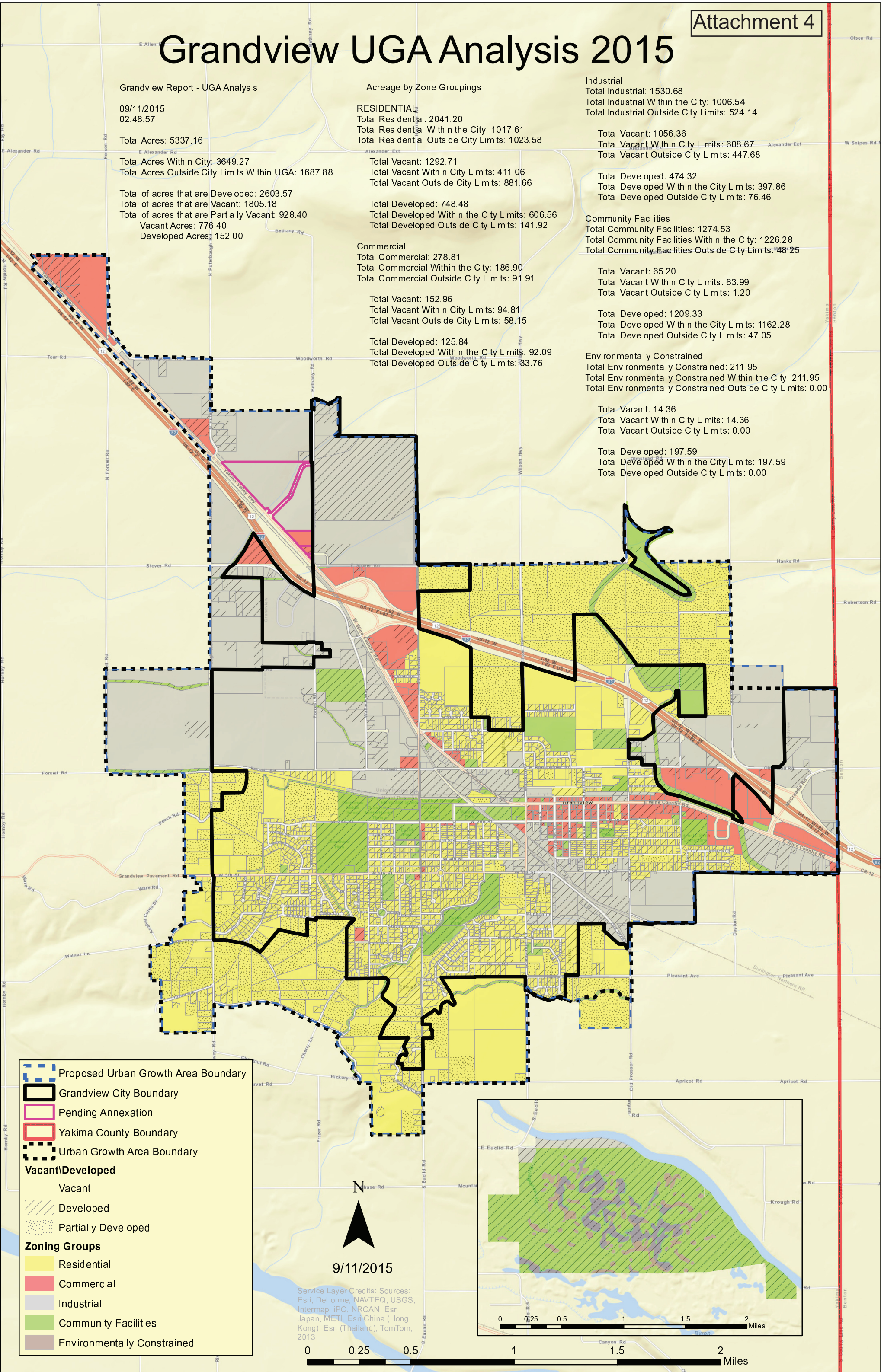
09/11/2015  
02:48:57

Total Acres: 5337.16  
Total Acres Within City: 3649.27  
Total Acres Outside City Limits Within UGA: 1687.88  
Total of acres that are Developed: 2603.57  
Total of acres that are Vacant: 1805.18  
Total of acres that are Partially Vacant: 928.40  
Vacant Acres: 776.40  
Developed Acres: 152.00

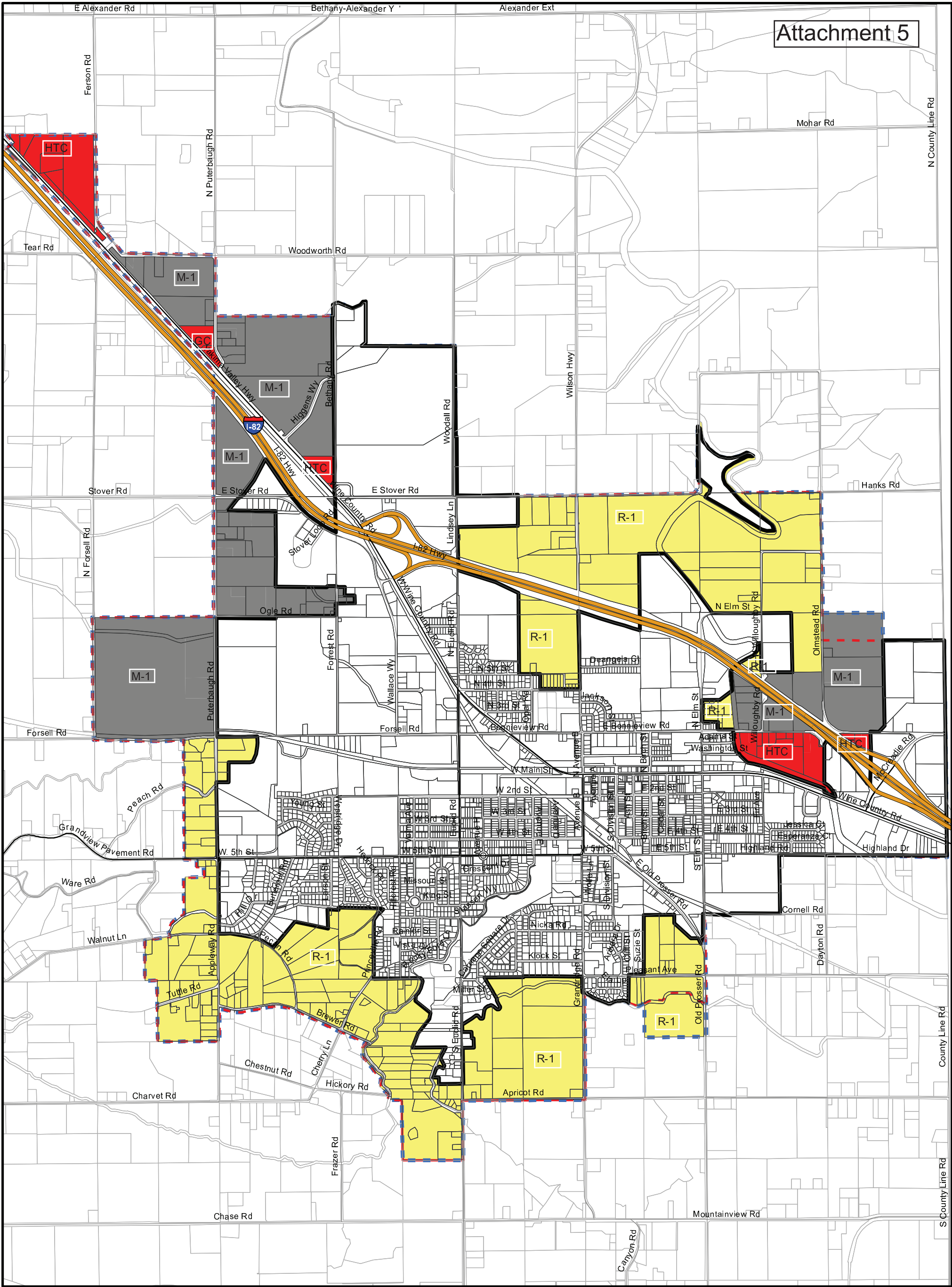
Acreage by Zone Groupings

**RESIDENTIAL**  
Total Residential: 2041.20  
Total Residential Within the City: 1017.61  
Total Residential Outside City Limits: 1023.58  
Total Vacant: 1292.71  
Total Vacant Within City Limits: 411.06  
Total Vacant Outside City Limits: 881.66  
Total Developed: 748.48  
Total Developed Within the City Limits: 606.56  
Total Developed Outside City Limits: 141.92  
**Commercial**  
Total Commercial: 278.81  
Total Commercial Within the City: 186.90  
Total Commercial Outside City Limits: 91.91  
Total Vacant: 152.96  
Total Vacant Within City Limits: 94.81  
Total Vacant Outside City Limits: 58.15  
Total Developed: 125.84  
Total Developed Within the City Limits: 92.09  
Total Developed Outside City Limits: 33.76

**Industrial**  
Total Industrial: 1530.68  
Total Industrial Within the City: 1006.54  
Total Industrial Outside City Limits: 524.14  
Total Vacant: 1056.36  
Total Vacant Within City Limits: 608.67  
Total Vacant Outside City Limits: 447.68  
Total Developed: 474.32  
Total Developed Within the City Limits: 397.86  
Total Developed Outside City Limits: 76.46  
**Community Facilities**  
Total Community Facilities: 1274.53  
Total Community Facilities Within the City: 1226.28  
Total Community Facilities Outside City Limits: 48.25  
Total Vacant: 65.20  
Total Vacant Within City Limits: 63.99  
Total Vacant Outside City Limits: 1.20  
Total Developed: 1209.33  
Total Developed Within the City Limits: 1162.28  
Total Developed Outside City Limits: 47.05  
**Environmentally Constrained**  
Total Environmentally Constrained: 211.95  
Total Environmentally Constrained Within the City: 211.95  
Total Environmentally Constrained Outside City Limits: 0.00  
Total Vacant: 14.36  
Total Vacant Within City Limits: 14.36  
Total Vacant Outside City Limits: 0.00  
Total Developed: 197.59  
Total Developed Within the City Limits: 197.59  
Total Developed Outside City Limits: 0.00







GEOGRAPHIC INFORMATION SERVICES

YAKIMA COUNTY

Proposed County  
Comp Plan Designations  
and proposed zoning districts  
Grandview UGA - Outside of City

Date: 9/14/2015

Tax Lots

City Limits

Current Urban Growth Area Boundary

Proposed Urban Growth Area Boundary

**Proposed County Comprehensive Plan Designations**

Urban Residential

Urban Commercial

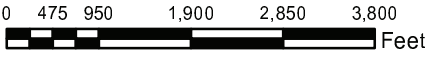
Urban Industrial

Urban Public

Urban Parks and Open Space

Urban Tribal

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

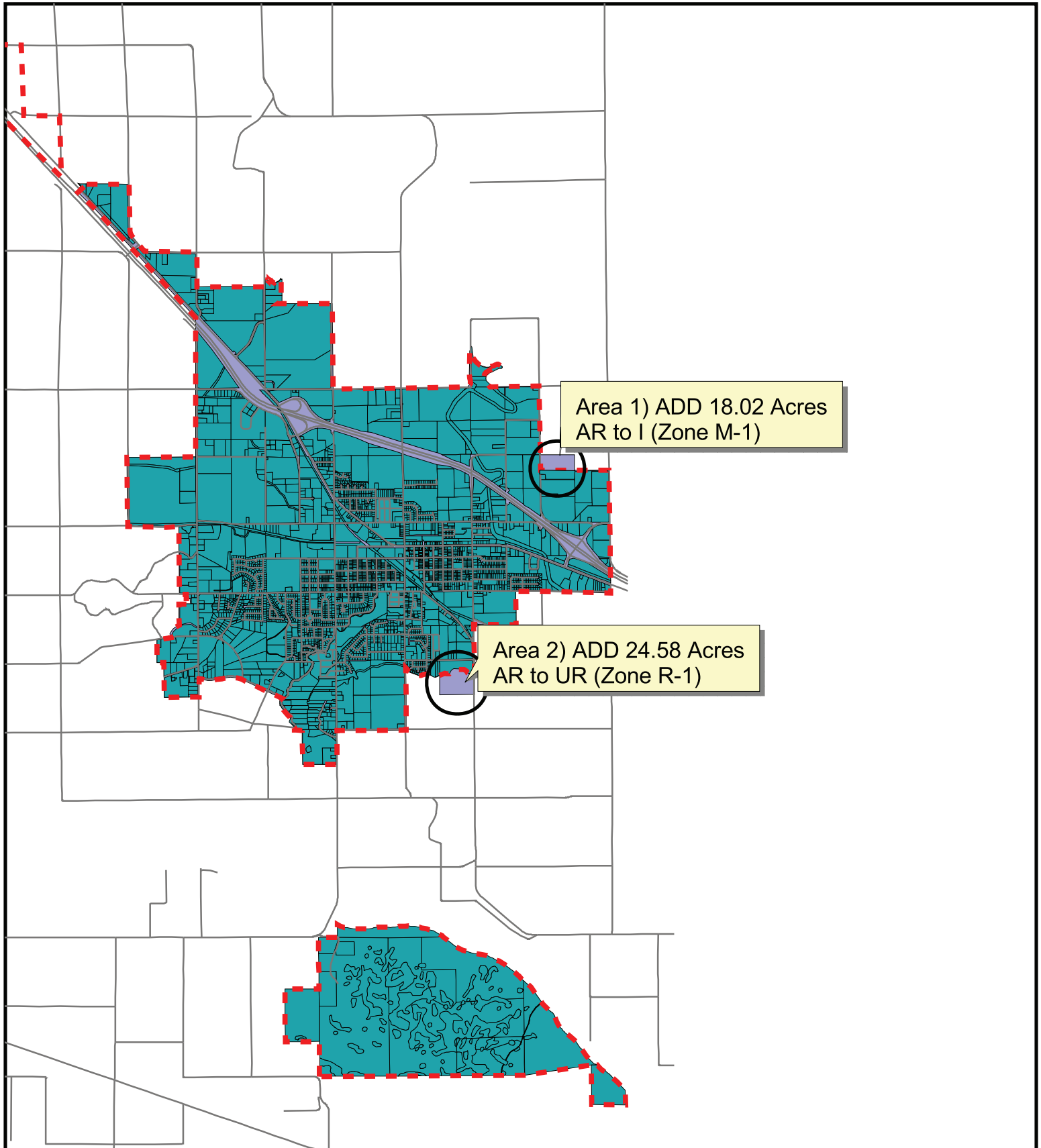


1 inch = 1,982 feet






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Therefore, there are no warranties for this product.



## GEOGRAPHIC INFORMATION SERVICES

### Grandview Proposed UGA

-  Current UGA Boundary
-  Current UGA
-  Proposed UGA

### Comprehensive Plan Designations

- AR - Agricultural Resource
- I - Industrial
- UR - Urban Residential

### Zoning

- R-1 - Single Family Residential
- M-1 - Light Industrial

0 2000 4000 Feet  
1"= 4000 feet



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Plot date: Oct 2, 2015; Grandview10.2