

**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 Sunnyside**

**Staff Report  
Planning Commission Recommendation  
August 26, 2016**

Staff contact: Noelle Madera, Senior Project Planner  
noelle.madera@co.yakima.wa.us, (509) 574-2235

**1. Introduction**

The Growth Management Act (GMA) provides:

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

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

[RCW 36.70A.130(3)]

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

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

The mandates mentioned above are being met by two reports:

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

## 2. Review of UGA: Land Capacity Analysis (LCA)

### a. Overview

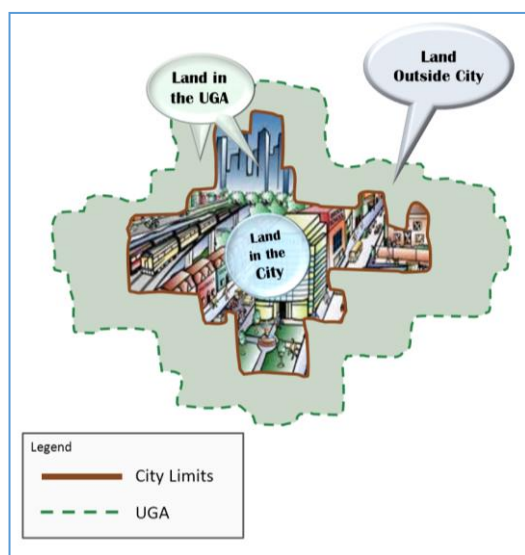
A Land Capacity Analysis (LCA) is an essential component in reviewing a UGA. A LCA is a quantitative estimate of how much vacant land (i.e., land available for future urban development) a city currently has and will require as it grows over the succeeding 20-year period. It begins with consultation between a county and each of its cities and towns to select a population growth projection from a range of population growth projections provided by the state Office of Financial Management (OFM). The population projection, together with a county employment growth forecast, is then allocated primarily to UGAs, to assist in sizing UGAs to accommodate future urban growth.

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

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

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

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



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

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

<sup>2</sup> Acres currently vacant = Vacant acres zoned or owned for: Residential uses + Commercial uses + Community Facilities (this excludes Environmentally Constrained lands and Tribal lands).

b. 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<sup>3</sup> land in each zoning district to arrive at the figures used in the LCA spreadsheet (Attachment 3). These GIS data are reported and depicted geographically in Attachment 4.

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

- 1) Population and Households Analysis: Based on Sunnyside's projected 2015-2040 population growth, this analysis estimates 866 additional households will be added to the city's population by the year 2040.

<b>2040 population forecast for city (County Planning)</b>	<b>19,397 people</b>
<b>2015 population in city (OFM's April 1 estimate)</b>	<b>16,280 people</b>
<b>Population increase in city 2015-2040</b>	<b>3,117 people</b>
<b>Average household size in city (2010 Census)</b>	<b>3.60 people</b>
<b>Additional households in city 2015-2040 (3,117 ÷ 3.60)</b>	<b>866 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 8,500 sq. ft. of land for each household (i.e., 5.1 dwelling units per acre) and multiplying this amount by the number of projected new future households:

$$8,500 \text{ sq. ft.} \times 866 \text{ households} = 7,361,000 \text{ sq. ft.} / 43,560 \text{ sq. ft. (1 acre)} = 169 \text{ acres}$$

- 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):

$$3,117 \text{ people} \times 0.0264 \text{ acres per capita} = 82 \text{ Acre}$$

- 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):

$$3,117 \text{ people} \times 0.0342 \text{ acres per capita} = 107 \text{ Acres}$$

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

- 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	169 Acres
+Commercial/retail acreage needed	82 Acre
+Community facilities acreage needed	107 Acres
=Subtotal	358 Acres
<b>Total streets acreage needed (Subtotal x 0.15)</b>	<b>54 Acres</b>

6) Land Capacity Analysis for Non-Industrial Uses

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

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

Acres needed for future residential uses <sup>4</sup>	194 Acres
+Acres needed for future commercial & retail uses <sup>4</sup>	94 Acre
+Acres needed for future community facilities <sup>4</sup>	123 Acres
<b>=Total vacant acres needed for future non-industrial uses<sup>4</sup></b>	<b>411 Acres</b>

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

<b>Table 1: Land Capacity Analyses (LCA) Summary – Excluding Industrially-zoned Land</b>					
Zoning Group	Within City Limits	Outside City Limits & Within <b>Current</b> UGA	<i>Total: Within City Limits and Within <b>Current</b> UGA</i>	Outside City Limits and Within <b>Proposed</b> UGA	<i>Total: Within City Limits and Within <b>Proposed</b> UGA</i>
Residentially-zoned <sup>4</sup>	Surplus: 277 acres	Vacant: 1,182 acres	<i>Surplus: 1,459 acres</i>	Vacant: 1,020 acres	<i>Surplus: 1,297 acres</i>
Commercially-zoned <sup>4</sup>	Surplus: 260 acres	Vacant: 85 acres	<i>Surplus: 345 acres</i>	Vacant: 85 acres	<i>Surplus: 345 acres</i>
Community Facilities <sup>4</sup>	Surplus: 293 acres	Vacant: 25 acres	<i>Surplus: 318 acres</i>	Vacant: 139 acres	<i>Surplus: 432 acres</i>
Total of above Zoning Groups <sup>4</sup>	Surplus: 830 acres	Vacant: 1,292 acres	<i>Surplus: 2,122 acres</i>	Vacant: 1,244 acres	<i>Surplus: 2,074 acres</i>

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

<sup>4</sup> Including associated streets



<b>Table 2: LCA Summary – In City and In UGA – Excluding Industrially-zoned Land</b>	
Yakima County LCA	Sunnyside Proposal
Capacity for Growth within City: 1,241 (Acres of currently vacant land in City) - 411 (Acres needed for growth) = 830 (Surplus vacant acres in City)	No changes within City Proposed
Capacity for Growth within the UGA:	<b>Proposed</b> Capacity for Growth within the UGA:
1292 (Acres of currently vacant land outside the City) 1,241 (Acres vacant within City ) - 411 (Acres needed for growth)	1,244 (Acres of currently vacant land within the City) 1,241 (Acres vacant within City) - 411 (Acres needed for growth)
= 2,122 (Surplus vacant acres within the Current UGA)	= 2,074 (Surplus vacant acres within the Proposed UGA)

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) and “Years of Growth” (excluding Industrial growth)

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

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

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

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

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

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

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

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

**Table 3: Sunnyside's Computed MCF and Years of Growth Available (Excluding Industrially zoned Lands)**

	Lands within the city	Lands outside the city	Growth in UGA	<b>Proposed</b> Growth in UGA
Computed MCF	202%	N/A	516%	505%
Years of growth available	76 years	78 years	154 years	151 years

c. Future Industrial Land Needs

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

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

	Current	Proposed
Current developed industrially-zoned land in city	333 acres	333 acres
Current developed industrially-zoned land outside city	142 acres	128 acres
Current vacant industrially-zoned land in city	821 acres	821 acres
Current vacant industrially-zoned land outside city	823 acres	751 acres
Industrial acres to add to UGA		46 acres
Industrial acres to remove from UGA		149 acres

The City of Sunnyside is proposing an overall reduction of Industrial land to the UGA of 103 acres. The specific map additions and reductions can be viewed in [Attachment 6](#). The reductions to the UGA are driven by the ability of the city to provide capital facilities and urban infrastructure to these areas within in the 25 year planning horizon. A map showing the proposed changes to the UGA are included in [Attachment 5](#).

**3. Review of Densities Permitted in the UGA**

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

The City of Sunnyside has four Land Use Designations listed in its Comprehensive Plan that identify residential growth identified as: Rural Residential/Residential Suburban, Low Density Residential, Moderate Density Residential, and High Density Residential. The County has one Residential zoning districts within the UGA and outside of the City. The zoning districts and corresponding densities are as follows:

<b>City of Sunnyside Zoning</b>		
<b><i>Zoning District</i></b>	<b><i>Min. Lot Size</i></b>	<b><i>Density</i></b>
URA	43,560 sq. ft.	1 du/acre

R-1	6,500 sq. ft.	1-5 du/acre
R-2	4,300 sq. ft.	1-9 du/acre
R-3	4,300 sq. ft.	1-10+du/acre
<b>Yakima County Zoning in Sunnyside's Urban Growth Area (YCC Title 19)</b>		
<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	7 units per acre

Assuming a minimum density of 5.1 dwelling units per acre, the vacant 471 acres of residentially zoned land in the City of Sunnyside will accommodate over 2,402 dwelling units (including associated streets). Therefore, the 866 dwelling units projected through 2040 could be accommodated by the City's current development regulations.

Assuming the County's maximum density of 5.1 dwelling units per acre, the existing 1,182 acres of residentially-zoned land outside of the city would accommodate an additional 6,028 dwelling units. Therefore, the 866 dwelling units projected through 2040 could be accommodated by the City's and County's current development regulations. Based on a maximum density of 5.1 dwelling units per acre, the City of Sunnyside's proposal, which would leave 1,020 vacant acres outside of the city, would accommodate 5,202 dwelling units. In addition, the LCA indicates that future commercial and community facilities could also be accommodated within the city and UGA.

#### **4. City/County Collaboration**

County staff and Sunnyside's representatives met on March 22, 2016 to discuss the City's proposal to add/remove property from within the UGA, as shown in Attachment 6. Additionally, the Land Capacity Analysis was provided to the City and an agreement was reached on the vacant/developed classifications of each parcel (Attachment 5).

The proposal to remove land from the UGA is due to difficult land development sites, inability to provide capital facilities to certain areas due to roads, geography, and lack of demand. The proposal to add land north of the city (Area 1, residential land) is due to strong development demands for higher end housing at that location.

The addition of Area 5 into the Industrial designation is due to the City's development strategy and is associated with potential development located nearby within the City Limits. The addition of Area 5 would accommodate a lift station for the sewer. The City of Sunnyside plans to install a lift station at the far south end of the property to serve a great area and then pump the sewer back down Alexander Road. The property is directly across the street from the proposed Hospital and will have access to City utilities that will make the property prime for development. Also, it will square up the boundaries and make them less irregularly shaped than they currently are.

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

Attachment 7 ("Sunnyside Proposed Urban Plan Designations and Zoning Map") depicts the detailed urban comp plan designations and zoning that County planning staff are proposing for the unincorporated UGA. No changes to current zoning are proposed, and these proposed comp plan designations are based on existing zoning.

#### **6. Major Rezone and Plan Amendment Review Criteria**

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

- (1) The following criteria shall be considered in any review and approval of amendments to Yakima County Comprehensive Plan Policy Plan Maps:*
  - (a) The proposed amendment is consistent with the Growth Management Act and requirements, the Yakima County Comprehensive Plan, the Yakima Urban Area Comprehensive Plan and applicable sub-area plans, applicable city comprehensive plans, applicable capital facilities plans and official population growth forecasts and allocations;*
  - (b) The site is more consistent with the criteria for the proposed map designation than it is with the criteria for the existing map designation;*
  - (c) The map amendment or site is suitable for the proposed designation and there is a lack of appropriately designated alternative sites within the vicinity;*
  - (d) For a map amendment, substantial evidence or a special study has been furnished that compels a finding that the proposed designation is more consistent with comprehensive plan policies than the current designation;*
  - (e) To change a resource designation, the policy plan map amendment must be found to do one of the following:*
    - (i) Respond to a substantial change in conditions beyond the property owner's control applicable to the area within which the subject property lies; or*
    - (ii) Better implement applicable comprehensive plan policies than the current map designation; or*
    - (iii) Correct an obvious mapping error; or*
    - (iv) Address an identified deficiency in the plan. In the case of Resource Lands, the applicable de-designation criteria in the mapping criteria portion of the land use subchapter of Yakima County Comprehensive Plan, Volume 1, Chapter I, shall be followed. If the result of the analysis shows that the applicable de-designation criteria has been met, then it will be considered conclusive evidence that one of the four criteria in paragraph (e) has been met. The de-designation criteria are not intended for and shall not be applicable when resource lands are proposed for 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 recommends changing the County's comprehensive plan designation in the unincorporated UGA from "Urban" to the more detailed plan designations shown in Attachment 7. This change is consistent with the comprehensive plan text amendments in Ordinance No. 8-2015 adopted December 15, 2015. These proposed comp plan designations are not consistent with the City's 2006 comp plan in all

locations, but Sunnyside may propose changes to the unincorporated area at a later date, at which time consistency will be considered.

*(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: Yakima County staff analysis above supports the conclusion that this proposal is consistent with the above criteria.

*(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: Lands added and removed from the UGA in Attachment 6 will be consistent with Yakima County Urban Growth Area future land use text amendments in Ordinance No. 8-2015 and County zoning 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 2016 will be provided as part of the SEPA analysis (File#SEP2016-00006).

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

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

## **7. Conclusions**

- a. The County's Land Capacity Analysis for Sunnyside calculates a surplus of 830 acres of vacant land available for future growth (excluding industrial growth) in the City, which presents available vacant land for 76 years of growth. The LCA calculates a surplus of 2,211 acres of vacant land available for future growth (excluding industrial growth) in the UGA, which represent available vacant land for 154 years of growth. The City of Sunnyside's UGA proposal would represent a decrease in the vacant land available for future growth (excluding industrial growth) of 48 acres representing available land for 151 years of growth. The existing UGA is able to accommodate the densities and projected non-industrial growth through 2040.
- b. Sunnyside proposes to remove 149 acres of existing industrial land use designations from the UGA because they have determined through Capital Facility Planning that those areas would be too difficult to serve. They are proposing to include a 46 acre parcel into the UGA as industrial land. This results in a net reduction of 103 acres of industrial land. This is in alignment with their economic development strategy.
- c. Given the Sunnyside proposal to begin bringing the UGA closer to 20-year growth needs and their economic development strategy to remove industrial uses in the UGA based on capital facilities planning, the changes proposed should be considered for approval.

## **8. Recommendations**

- a. Yakima County's Future Land Use Designations will be applied to existing land within Sunnyside's UGA and land added to Sunnyside's UGA (Attachment 7), along with corresponding zoning districts.
- b. Yakima County planning staff recommendations to the City of Sunnyside's proposed UGA changes are outlined in the Table below: (A map showing each area is included as Attachment 6.)

Location (as shown in <u>Attachment 6</u> )	Sunnyside Proposal					County Planning Recommendation
	Add To UGA	Remove From UGA	Current Land Use Designation	Proposed Land Use Designation	Proposed Zone	
Area 1	190 Acres		Agricultural Resource	Urban Residential	Single Family R-1	Approve
Area 2		79 acres	Urban	Rural Self Sufficient	Rural 10/5	Approve
Area 3		49 acres	Urban	Rural Self Sufficient	Rural 10/5	Approve
Area 4		27 acres	Urban	Rural Self Sufficient	Rural 10/5	Approve
Area 5	46 Acres		Agricultural Resource	Urban Industrial	Light Industrial (M-1)	Approve
Area 6		70 acres	Urban	Rural Self Sufficient	Rural 10/5	Approve
Area 7		234 acres	Urban	Rural Self Sufficient	Rural 10/5	Approve

Note: Acres are approximate.

#### 9. Planning Commission Recommendation:

A public hearing on Sunnyside's proposal was held May 25, 2016, with deliberations immediately following. The Planning Commission recommended to accept the updated land use designations and to accept the removal of Areas 2, 3, 4, 6, and 7 and the addition of Area 5, as proposed. Due to public testimony regarding concerns of including Area 1 into the UGA because of the existing agricultural uses, the Planning Commission voted to deny the inclusion of Area 1, except for the school parcel and those parcel west of it up to Washout Road (squared up to the road which includes parcel numbers 231019-22412, 22410, and 22004).

Therefore, the City of Sunnyside's UGA will be removing 459 acres of land from the UGA and will be adding 66 acres of land to the UGA.

Location (as shown in <u>Attachment 6</u> )	Sunnyside Planning Commission Recommendation					County Planning Recommendation
	Add To UGA	Remove From UGA	Current Land Use Designation	Proposed Land Use Designation	Proposed Zone	
Area 1	20 Acres		Agricultural Resource	Urban Residential	Single Family R-1	Modified Approval
Area 2		79 acres	Urban	Rural Self Sufficient	Rural 10/5	Approve
Area 3		49 acres	Urban	Rural Self Sufficient	Rural 10/5	Approve
Area 4		27 acres	Urban	Rural Self Sufficient	Rural 10/5	Approve
Area 5	46		Agricultural	Urban Industrial	Light	Approve

	Acres		Resource		Industrial (M-1)	
Area 6		70 acres	Urban	Rural Self Sufficient	Rural 10/5	Approve
Area 7		234 acres	Urban	Rural Self Sufficient	Rural 10/5	Approve

Note: Acres are approximate.

Attachments:

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



## **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.**

**Sunnyside**

Table 1. US Census and OFM Population Estimates Yakima County and Sunnyside							
	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
Sunnyside	2,530	2,968	3,246	3,270	3,285	3,315	3,495

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
Sunnyside	0.58%	0.83%	0.83%	0.78%	0.71%	0.65%	0.61%	0.55%

Source: Yakima County.

Table 3. Yakima County's Preferred Alternative Twenty-year Projected Population City of Sunnyside (See Tables 22a-e)						
	2015	2016	2017	2018	2019	2020
Yakima County	256,341	258,730	261,462	264,150	266,780	269,347
Sunnyside	16,365	16,499	16,633	16,766	16,898	17,030
	2021	2022	2023	2024	2025	2026
Yakima County	271,956	274,512	277,037	279,530	282,057	284,652
Sunnyside	17,160	17,289	17,417	17,543	17,668	17,791
	2027	2028	2029	2030	2031	2032
Yakima County	287,148	289,615	292,046	294,445	297,036	299,485
Sunnyside	17,913	18,034	18,153	18,271	18,388	18,505
	2033	2034	2035	2036	2037	2038
Yakima County	301,896	304,276	306,636	309,052	311,443	313,811
Sunnyside	18,621	18,736	18,850	18,963	19,074	19,183
	2039	2040				
Yakima County	316,161	318,494				
Sunnyside	19,291	19,397				

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

Table 4. Yakima County Preferred Alternative Medium Population Projections for Yakima County, Sunnyside 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
Sunnyside	16,230	19,397	3,167

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

The Office of Financial Management (OFM) has Sunnyside at an estimated population of 16,230 for 2014. Yakima County is projecting Sunnyside's population at 19,397 in the year 2040. That is an increase of 3,167 individuals over the twenty-six year timespan. This allocation of 3,167 individuals will be used by Yakima County and the City of Sunnyside 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
Sunnyside	6,634	19,397	7,972	1,338

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

The 2008-2012 American Community Survey US Census has Sunnyside at an estimated civilian labor force of 6,634 for 2012. Yakima County is projecting Sunnyside's civilian labor force at 7,972 in the year 2040. That is an increase of 1,338 jobs over the twenty-eight year timespan. This allocation of 1,338 jobs will be used by Yakima County and the City of Sunnyside as part of the upcoming Urban Growth Area analysis and for other comprehensive planning needs.

		Units	Sunnyside Current	Sunnyside 2016 Proposed
<b>1 - Population and Households Analysis</b>				
a	2040 population for City (County's preferred alternative medium projection)	people	19,397	19,397
b	2015 population in City (OFM's April 1 estimate)	people	16,280	16,280
c	City's projected population increase, 2015-2040 (a - b)	people	3,117	3,117
d	City's average household size (2010 Census)	people per household	3.60	3.60
e	Additional households projected for City, 2015-2040 (c ÷ d)	households	866	866
<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	169	169
<b>3 - Future Commercial &amp; Retail Land Need</b>				
h	Current developed commercial & retail land in City (from GIS analysis)	acres	429	429
i	Current developed commercial & retail land in City per person (h ÷ b)	acres per person	0.0264	0.0264
j	Land needed for future commercial & retail (i • c)	acres	82	82
<b>4 - Future Community Facilities* Land Need</b>				
k	Current developed community facilities land in City (from GIS analysis)	acres	557	557
m	Current developed community facilities land in City per person (k ÷ b)	acres per person	0.0342	0.0342
n	Land needed for future community facilities (m • c)	acres	107	107
<b>5 - Future Streets Land Need</b>				
p	Subtotal of land needed for future residential, commercial & retail, and community facilities (g + j + n)	acres	358	358
q	Land needed for future streets (p • 15%)	acres	54	54
<b>6 - Land Capacity Analysis</b>				
<u>Residentially-zoned capacity</u>				
r	Current vacant residentially-zoned land in City (from GIS analysis)	acres	471	471
s	(minus) Land needed for future housing and associated streets (-g • 115%)	acres	(194)	(194)
t	<b>= Surplus (Deficit) of vacant residentially-zoned land in City (r + s)</b>	acres	277	277
u	Current vacant residentially-zoned land outside City (from GIS analysis)	acres	1,182	1,020
v	(plus) Surplus (Deficit) of vacant residentially-zoned land in City (t)	acres	277	277
w	<b>= Surplus (Deficit) of vacant residentially-zoned land in UGA (u + v)</b>	acres	1,459	1,297
<u>Commercially-zoned capacity</u>				
x	Current vacant commercially-zoned land in City (from GIS analysis)	acres	354	354
y	(minus) Land needed for future commercial & retail and associated streets (-j • 115%)	acres	(94)	(94)
z	<b>= Surplus (Deficit) of vacant commercially-zoned land in City (x + y)</b>	acres	260	260
aa	Current vacant commercially-zoned land outside City (from GIS analysis)	acres	85	85
bb	(plus) Surplus (Deficit) of vacant commercially-zoned land in City (z)	acres	260	260
cc	<b>= Surplus (Deficit) of vacant commercially-zoned land in UGA (aa + bb)</b>	acres	345	345
<u>Community Facilities capacity</u>				
dd	Current vacant community facilities land in City (from GIS analysis)	acres	416	416
ee	(minus) Land needed for future community facilities and associated streets (-n • 115%)	acres	(123)	(123)
ff	<b>= Surplus (Deficit) of vacant community facilities in City (dd + ee)</b>	acres	293	293
gg	Current vacant community facilities land outside City (from GIS analysis)	acres	25	139
hh	(plus) Surplus (Deficit) of vacant community facilities land in City (ff)	acres	293	293
ii	<b>= Surplus (Deficit) of vacant community facilities land in UGA (gg + hh)</b>	acres	318	432
<b>Capacity for growth in City (excluding Industrial growth)</b>				
jj	Surplus (Deficit) of vacant land for residential, commercial, community facilities, & streets (t + z + ff)	acres	830	830
kk	Computed Market Choice Factor in City (MCF)**	%	202%	202%
mm	Years of growth available in City ((kk + 1) • 25)	years	76	76
<b>Capacity for growth outside City (excluding Industrial growth)</b>				
nn	Years of growth available outside City (rr - mm)	years	78	75
<b>Capacity for growth in UGA (excluding Industrial growth)</b>				
pp	Surplus (Deficit) of vacant land for residential, commercial, community facilities, & streets (w + cc + ii)	acres	2,122	2,074
qq	Computed Market Choice Factor in UGA (MCF)***	%	516%	505%
rr	Years of growth available in UGA ((qq + 1) • 25)	years	154	151
<b>7 - Future Industrial Land Need</b>				
ss	Current developed industrially-zoned land in City (from GIS analysis)	acres	333	333
tt	Current developed industrially-zoned land outside City (from GIS analysis)	acres	142	128
uu	Current vacant industrially-zoned land in City (from GIS analysis)	acres	821	821
vv	Current vacant industrially-zoned land outside City (from GIS analysis)	acres	823	751
ww	Industrial acres to add to UGA (based on City's economic development strategy)	acres	0	46
xx	Industrial acres to remove from UGA (based on City's economic development strategy)	acres	0	149

\*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**



# Sunnyside UGA Analysis 2015

Sunnyside Report - UGA Analysis

08/31/2015  
12:42:25

Total Acres: 6888.45  
Total Acres Within City: 4151.57  
Total Acres Outside City Limits Within UGA: 2736.87

Total of acres that are Developed: 2428.29  
Total of acres that are Vacant: 3352.09  
Total of acres that are Partially Vacant: 1108.06  
Vacant Acres: 831.06  
Developed Acres: 277.00

Acreage by Zone Groupings

**RESIDENTIAL**  
Total Residential: 2775.19  
Total Residential Within the City: 1241.90  
Total Residential Outside City Limits: 1533.29

Total Vacant: 1653.25  
Total Vacant Within City Limits: 471.22  
Total Vacant Outside City Limits: 1182.03

Total Developed: 1121.94  
Total Developed Within the City Limits: 770.68  
Total Developed Outside City Limits: 351.26

**Commercial**  
Total Commercial: 891.00  
Total Commercial Within the City: 782.87  
Total Commercial Outside City Limits: 108.13

Total Vacant: 438.66  
Total Vacant Within City Limits: 353.88  
Total Vacant Outside City Limits: 84.77

Total Developed: 452.35  
Total Developed Within the City Limits: 428.99  
Total Developed Outside City Limits: 23.36

**Industrial**  
Total Industrial: 2119.43  
Total Industrial Within the City: 1154.60  
Total Industrial Outside City Limits: 964.83

Total Vacant: 1643.83  
Total Vacant Within City Limits: 821.14  
Total Vacant Outside City Limits: 822.69

Total Developed: 475.59  
Total Developed Within the City Limits: 333.46  
Total Developed Outside City Limits: 142.14

**Community Facilities**  
Total Community Facilities: 1094.38  
Total Community Facilities Within the City: 972.21  
Total Community Facilities Outside City Limits: 122.18

Total Vacant: 441.02  
Total Vacant Within City Limits: 415.54  
Total Vacant Outside City Limits: 25.49

Total Developed: 653.36  
Total Developed Within the City Limits: 556.67  
Total Developed Outside City Limits: 96.69

**Environmentally Constrained**  
Total Environmentally Constrained: 8.45  
Total Environmentally Constrained Within the City: 0.00  
Total Environmentally Constrained Outside City Limits: 8.45

Total Vacant: 6.40  
Total Vacant Within City Limits: 0.00  
Total Vacant Outside City Limits: 6.40

Total Developed: 2.04  
Total Developed Within the City Limits: 0.00  
Total Developed Outside City Limits: 2.04

Sunnyside City Limits

Urban Growth Boundary

Vacant/Developed

Vacant

Developed

Partially Developed

Zoning Groups

Residential

Commercial

Industrial

Community Facility

Environmentally Constrained

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

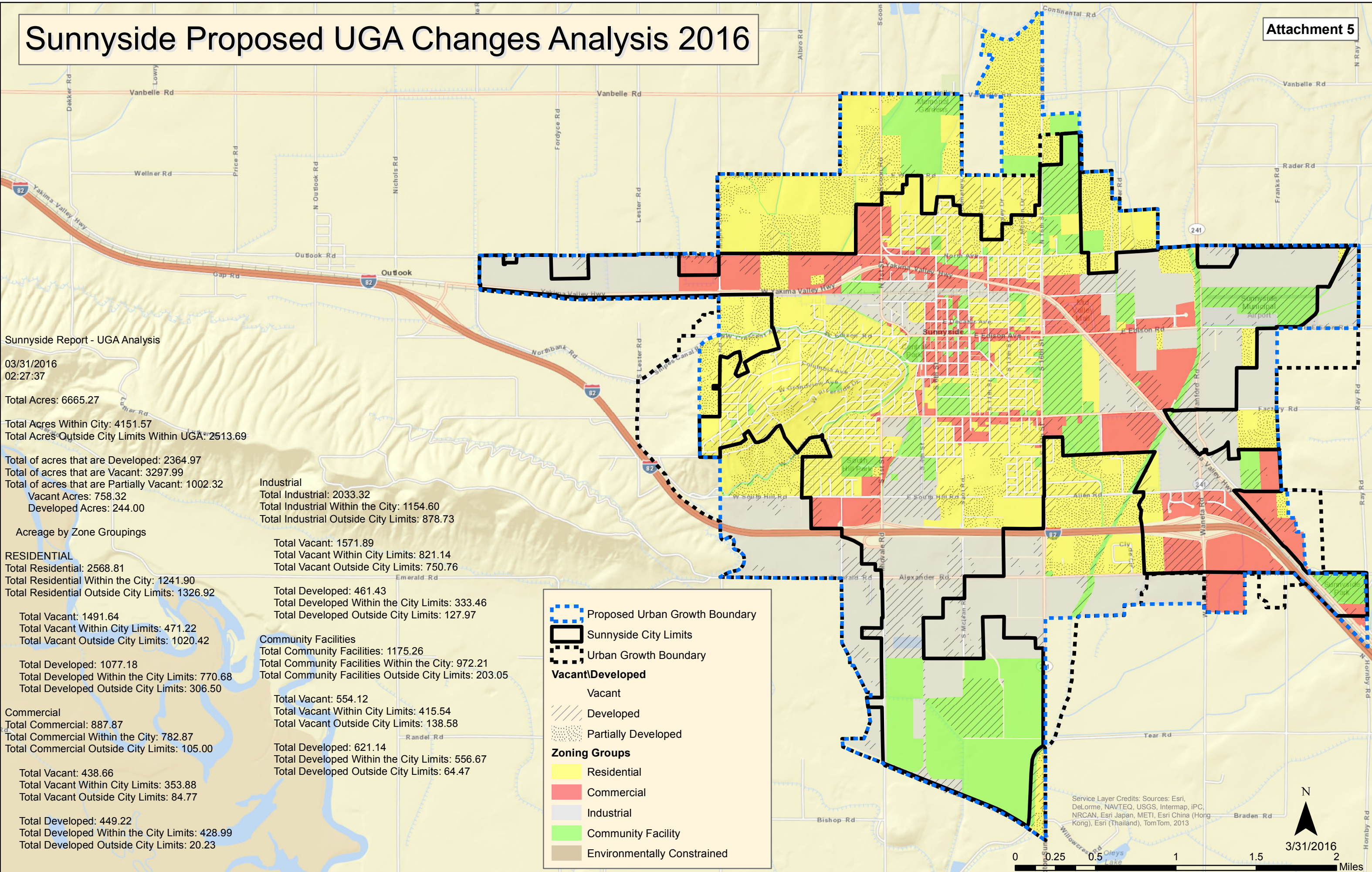


8/31/2015





# Sunnyside Proposed UGA Changes Analysis 2016



## Sunnyside Report - UGA Analysis

03/31/2016  
02:27:37

Total Acres: 6665.27

Total Acres Within City: 4151.57  
Total Acres Outside City Limits Within UGA: 2513.69

Total of acres that are Developed: 2364.97  
Total of acres that are Vacant: 3297.99  
Total of acres that are Partially Vacant: 1002.32

Vacant Acres: 758.32  
Developed Acres: 244.00

### Acreage by Zone Groupings

**RESIDENTIAL**  
Total Residential: 2568.81  
Total Residential Within the City: 1241.90  
Total Residential Outside City Limits: 1326.92

Total Vacant: 1491.64  
Total Vacant Within City Limits: 471.22  
Total Vacant Outside City Limits: 1020.42

Total Developed: 1077.18  
Total Developed Within the City Limits: 770.68  
Total Developed Outside City Limits: 306.50

**Commercial**  
Total Commercial: 887.87  
Total Commercial Within the City: 782.87  
Total Commercial Outside City Limits: 105.00

Total Vacant: 438.66  
Total Vacant Within City Limits: 353.88  
Total Vacant Outside City Limits: 84.77

Total Developed: 449.22  
Total Developed Within the City Limits: 428.99  
Total Developed Outside City Limits: 20.23

**Industrial**  
Total Industrial: 2033.32  
Total Industrial Within the City: 1154.60  
Total Industrial Outside City Limits: 878.73

Total Vacant: 1571.89  
Total Vacant Within City Limits: 821.14  
Total Vacant Outside City Limits: 750.76

Total Developed: 461.43  
Total Developed Within the City Limits: 333.46  
Total Developed Outside City Limits: 127.97




**Community Facilities**  
Total Community Facilities: 1175.26  
Total Community Facilities Within the City: 972.21  
Total Community Facilities Outside City Limits: 203.05

Total Vacant: 554.12  
Total Vacant Within City Limits: 415.54  
Total Vacant Outside City Limits: 138.58

Total Developed: 621.14  
Total Developed Within the City Limits: 556.67  
Total Developed Outside City Limits: 64.47



# Sunnyside Proposed UGA Changes

-  Sunnyside City Limits
-  Proposed Urban Growth Boundary
-  Urban Growth Boundary

## County Zoning

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

## County Comprehensive Plan Designations

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

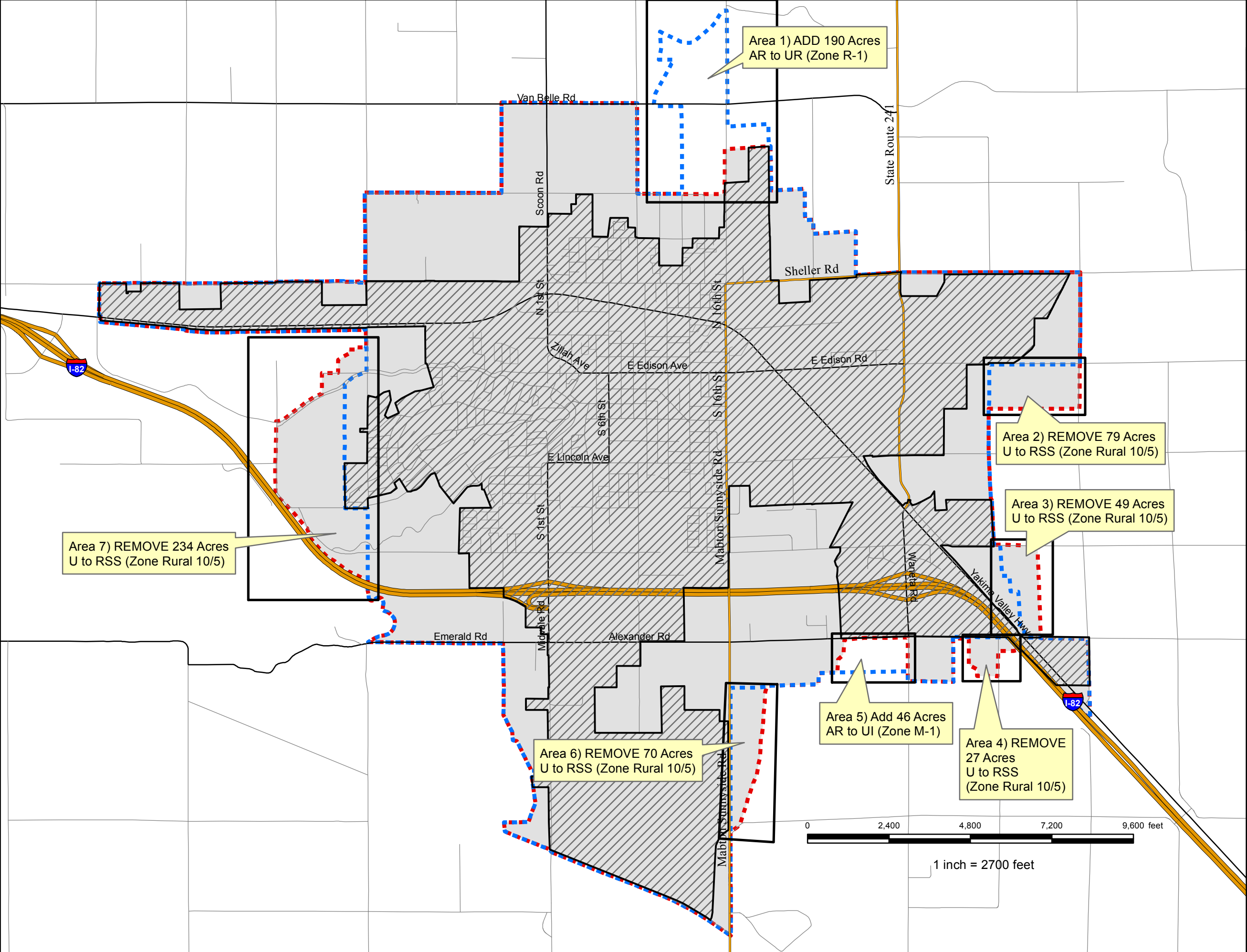


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Date:4/04/2016

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# Sunnyside Proposed Urban Plan Designations and Zoning Map

- Sunnyside City Limits
- Proposed Urban Growth Boundary
- Urban Growth Boundary

## County Zoning

### Zone

- R-1 - Single Family Residential
- B-2 - Local Business
- HTC - Highway/Tourist Commercial
- GC - General Commercial
- M-1 - Light Industrial
- R-10/5 - Rural -10/5

## County Comprehensive Plan Designations

- Urban Residential
- Urban Commercial
- Urban Industrial
- Urban Public
- Rural Self-Sufficient

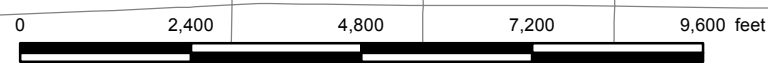
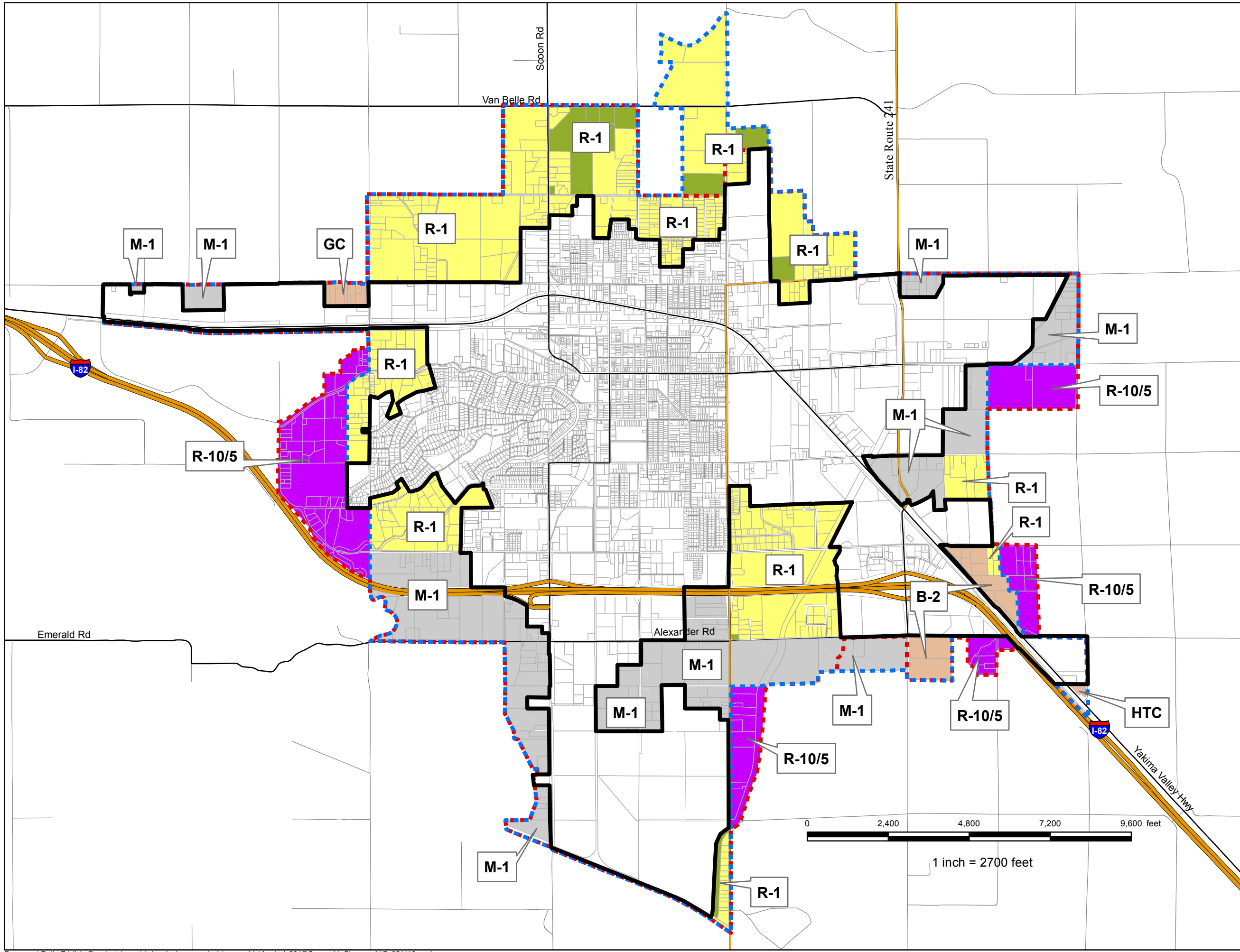


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1 inch = 2700 feet

GEOGRAPHIC INFORMATION SERVICES

YAKIMA COUNTY

# Sunnyside UGA Planning Commission's Recommended Changes

Note: The changes are to the UGA boundary, to comp plan designations, and to zoning.

-  Sunnyside City Limits
-  Proposed Urban Growth Boundary
-  Urban Growth Boundary

## County Zoning

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

## County Comprehensive Plan Designations

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

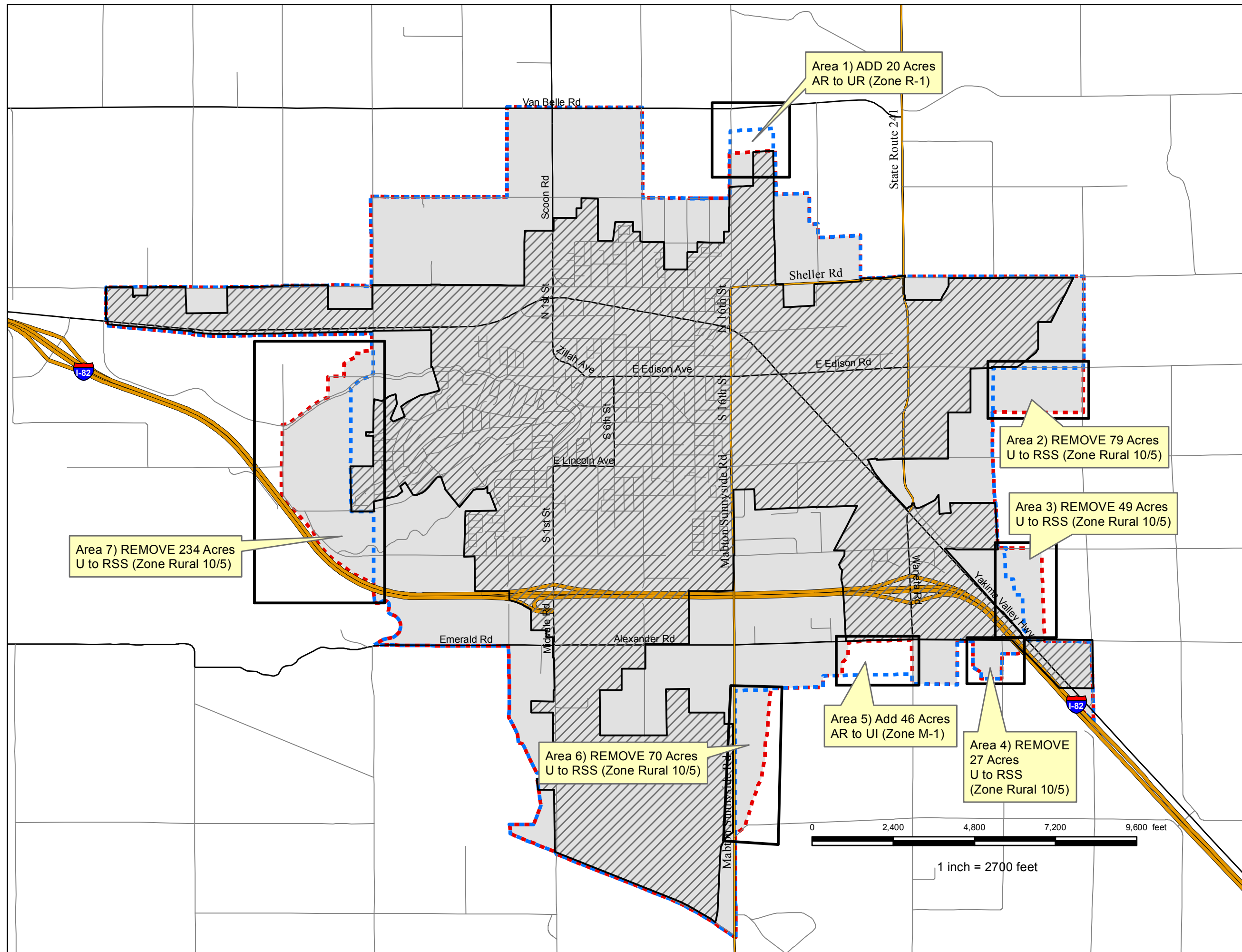


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# Sunnyside UGA Planning Commission's Recommended Plan Designations and Zoning Map

Note: The changes are to the UGA  
boundary, to comp plan  
designations, and to zoning.

- Sunnyside City Limits
- Proposed Urban Growth Boundary
- Urban Growth Boundary

## County Zoning

### Zone

- R-1 - Single Family Residential
- B-2 - Local Business
- HTC - Highway/Tourist Commercial
- GC - General Commercial
- M-1 - Light Industrial
- R-10/5 - Rural -10/5

## County Comprehensive Plan Designations

- Urban Residential
- Urban Commercial
- Urban Industrial
- Urban Public
- Rural Self-Sufficient



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Date:4/04/2016

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