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 Toppenish

Staff Report
Planning Commission Recommendation
August 26, 2016

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1. Introduction

The Growth Management Act (GMA) provides:

> "(a) Each county that designates urban growth areas under RCW 36.70A.110 shall review, according to the schedules established in subsection (5) of this section, its designated urban growth area or areas, and the densities permitted within both the incorporated and unincorporated portions of each urban growth area. In conjunction with this review by the county, each city located within an urban growth area shall review the densities permitted within its boundaries, and the extent to which the urban growth occurring within the county has located within each city and the unincorporated portions of the urban growth areas.
>
> "(b) The county comprehensive plan designating urban growth areas, and the densities permitted in the urban growth areas by the comprehensive plans of the county and each city located within the urban growth areas, shall be revised to accommodate the urban growth projected to occur in the county for the succeeding twenty-year period …"
> [RCW 36.70A.130(3)]

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

The mandates mentioned above are being met by two reports:

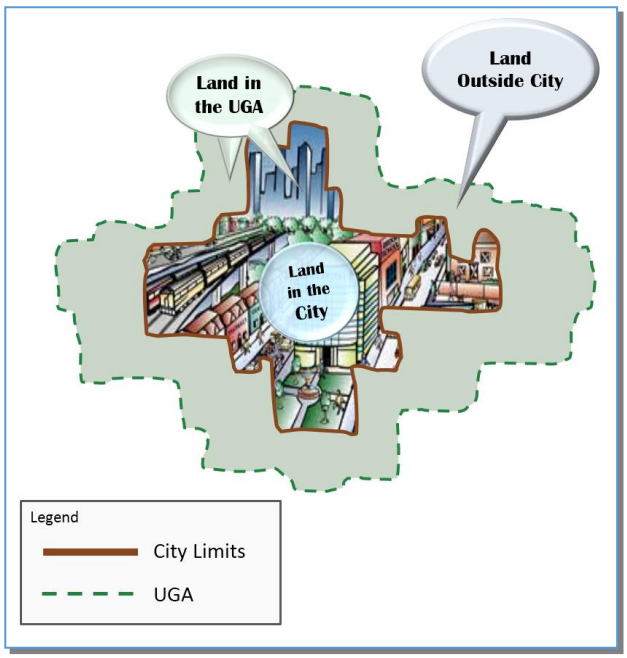
a. Report 1 – Yakima County Population and Employment Projections and Allocations was issued on July 14, 2015 and establishes the number of people to accommodate in each of the County's 14 UGAs in year 2040. Attachment 2 is the excerpt from Report 1 showing the population projections for Granger.
b.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

2. Review of Urban Growth Area: Land Capacity Analysis

a. Overview

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

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

Acres Needed for Future Growth in the UGA[1]
– Acres Currently Vacant in the UGA[2]

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

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

= Surplus (or Deficit) of Vacant Land in the UGA

b. Quantity of Land Calculations for Non-Industrial Uses

Yakima County's Division of Geographic Information Services (GIS) determined the current acreage of developed residential, commercial & retail, and community facilities. GIS also determined the acreage of current vacant land and partially vacant[3] 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 Toppenish's projected 2015-2040 population growth, this analysis estimates 297 additional households will be added to the city's population by the year 2040.

2040 population forecast for city (County Planning)	**9,955 people**
2015 population in city (OFM's April 1 estimate)	**8,965 people**
Population increase in city 2015-2040	**990 people**
Average household size in city (2010 Census)	**3.33 people**
Additional households in city 2015-2040 (990 ÷ 3.33**)**	**297 households**

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

8,500 sq. ft. x 297 households = 2,524,500 sq. ft. / 43,560 sq. ft. (1 acre) = 58 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):

990 people x 0.0144 acres per capita = 14 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):

990 people x 0.0213 acres per capita = 21 Acres

[3] Parcels classified as "partially vacant" are those greater than one acre and have more than $10,000 in assessed improvements. For such parcels GIS counts one acre as developed and counts the remainder acreage as vacant (i.e., available for development). Note: Not all parcel meeting these criteria are classified as partially vacant. Aerial photo interpretation, local knowledge, and city input are used to limit this classification mostly to 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	58 Acres
+Commercial/retail acreage needed	14 Acres
+Community facilities acreage needed	21 Acres
=Subtotal	93 Acres
Total streets acreage needed (Subtotal x 0.15)	**14 Acres**

6) Land Capacity Analysis for Non-Industrial Uses 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 shown in Attachment 3 under Section "6-Land Capacity Analysis" and summarized below:

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

Acres needed for future residential uses[4]	67 Acres
+Acres needed for future commercial & retail uses[4]	16 Acres
+Acres needed for future community facilities[4]	24 Acres
=Total vacant acres needed for future non-industrial uses[4]	107 Acres

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

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

Zoning Group	Within City Limits	Outside City Limits & Within **Current** UGA	*Total: Within City Limits and Within **Current** UGA*	Outside City Limits & Within **Proposed** UGA	*Total: Within City Limits and Within **Proposed** UGA*
Residential[4]	Surplus: 31 acres	Vacant: 767 acres	*Surplus:798 acres*	*Vacant: 744 acres*	*Surplus: 775 acres*
Commercial[4]	Surplus: 24 acres	Vacant: 15 acres	*Surplus: 39 acres*	*Vacant: 15 acres*	*Surplus: 39 acres*
Community Facilities[4]	Surplus: 2 acres	Vacant: 5 acres	*Surplus: 7 acres*	*Vacant: 5 acres*	*Surplus: 7 acres*
Total of above Zoning Groups[4]	Surplus: 57 acres	Vacant: 787 acres	*Surplus: 844 acres*	*Vacant: 764 acres*	*Surplus: 821 acres*

[4] Including associated streets

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

Table 2: LCA Summary – In City and In UGA – Excluding Industrially-zoned Land	
Current UGA	**Toppenish Proposal**
Capacity for Growth within City: 164 (Acres of currently vacant non-industrially-zoned land in City) - 107 (Acres needed for growth) **= 57 (Surplus vacant acres in City)**	No changes within City proposed.
Capacity for Growth in the **Current** UGA: 787 (Acres of currently vacant non-Industrially-zoned land outside the city) + 164 (Vacant land inside the city) - 107 (Acres needed for growth)	**Proposed** Capacity for Growth within UGA: 764 (Acres of currently vacant land within the City) + 164 (Acres vacant within City) - 107 (Acres needed for growth)
= 844 acres (Surplus vacant acres within the UGA)	**= 821 (Surplus vacant acres within the Proposed UGA**

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

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

[(acres currently vacant) ÷ (acres needed for future growth)] – 1.00 = Computed MCF %

Example: [120 acres ÷ 100 acres] - 1.00 = 0.20 = 20%

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

(Computed MCF + 1) x 25 years = years of growth available

Example 1: (0% MCF + 1) x 25 years = 25 years of growth available

Example 2: (100% MCF + 1) x 25 years = (1 + 1) x 25 years = 50 years of growth available.

The figures for both the "MCF" and "years of growth" metrics for Toppenish are provided in Table 3.

Table 3: Toppenish's Computed MCF and Years of Growth Available – Excluding Industrially-zoned lands

	Within the City	Outside the City and within the Current UGA	Within the **Current** UGA	**Proposed** Growth in UGA
Computed MCF	53%	N/A	789%	767%
Years of growth available	38 years	184 years	222 years	217 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 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 (Attachment 3, Section "7 – Future Industrial Land Need"):

Current developed industrially-zoned land in city	140 Acre
Current developed industrially-zoned land outside city	120 Acres
Current vacant industrially-zoned land in city	127 Acre
Current vacant industrially-zoned land outside city	306 Acres

Toppenish is proposing to rezone 24 acres from Urban Residential to Urban Industrial, which would change the above numbers to the acreage listed below.

Current developed industrially-zoned land in city	140 Acre
Current developed industrially-zoned land outside city	122 Acres
Current vacant industrially-zoned land in city	127 Acre
Current vacant industrially-zoned land outside city	329 Acres

3. Review of Densities Permitted in the UGA

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

The City of Toppenish has nine zoning districts within its city limits. The City of Toppenish zoning districts are: Residential District (R1), Residential (R2), Public and Semipublic District (SP), Local Business District (B1), General Business District (B2), Professional Office District (B3), Light Industrial District (M1), Heavy Industrial District (M2), and Planned Development (PD). The County has two residential zoning districts within the UGA and outside of the City. The zoning districts and their corresponding minimum lot sizes and maximum densities are as follows:

Table 4: Permitted Densities Under Current Zoning		
City of Toppenish Zoning (Chapter 17 Toppenish Municipal Code)		
Zoning District	***Minimum Lot Size***	***Density***
R1 (Residential)	7,200 sq. ft. (single family dwelling) 8,200 sq. ft. (two-family dwelling)	6 dwelling units per acres 10 dwelling units per acre
R2 (Residential)	7,200 sq. ft. (single family dwelling) 8,200 sq. ft. (two-family dwelling) 9,200 sq. ft. (multiple-family dwelling), with a density of 2,000 sq. ft. per dwelling unit	6 dwelling units per acre 10 dwelling units per acre 21 dwelling units per acre
Yakima County Zoning in Toppenish's Urban Growth Area (YCC Title 19)		
Zoning District	***Minimum Lot Size***	***Density***
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
R-3 (Multi-Family Residential)	7,000 sq. ft. for single family residence 3,500 – 7,000 sq. ft. (depending of DU type) 1,750 sq. ft. per unit for Multi-family dwellings and Master Planned Development	7 dwelling units per acre 12 dwelling units per acre 24 dwelling units per acre

Assuming a minimum density of 5.1 dwelling units per acre, the vacant 98 acres of residentially-zoned land in Toppenish will accommodate an additional 500 dwelling units (including associated streets). Therefore, the 297 dwelling units projected through 2040 could be accommodated by the City's current development regulations.

Based on the maximum density of 5.1 dwelling units per acres, the existing 767 acres of residentially-zoned land outside of the city could accommodate an additional 3,912 dwelling units (including associated streets). Therefore, the 297 dwelling units projected through 2040 could be accommodated by the City's and County's current development regulations. Again, using the maximum density of 5.1 dwelling units per acre, the City of Toppenish's proposal, which would leave 744 vacant acres outside of the city, would accommodate 3,794 dwelling units. In addition, the LCA indicates that the future commercial and community facilities could also be accommodated within the city and UGA.

4. **City/County Collaboration**

County staff and Toppenish's representatives met in March 2016 to discuss the City's proposal. Toppenish chose to propose no changes to their current UGA boundary. Additionally, the Land Capacity Analysis was provided to the City and an agreement was reached on the vacant/developed classifications for each parcel (Attachment 4). On May 11, 2016, a draft staff report with no changes to the UGA, except the more detailed land use designations, was presented to the Yakima County Planning Commission Study Session for the City of Toppenish. On May 24, 2016, an updated proposal from the City of Toppenish was received, based on recommendation from the City of Toppenish's City Council, proposing 14 parcels (totaling approximately 24 acres) to be placed within the Urban Industrial land use designation and within the Light Industrial (M-1) zoning district. The proposed changes to the Residential and Industrial district can be seen in Attachment 5. The proposal to place the property into the Industrial designation and zoning district is due to the City's development strategy. The revised proposal was then present at the May 25, 2016 Planning Commission Study Session.

5. Proposed Revised Plan Designations within the Unincorporated UGA

Attachment 6 (Toppenish Proposed Urban Plan Designation and Zoning Map") depicts the detailed urban future land use 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 designations in the unincorporated UGA from "Urban" to the more detailed plan designations as shown in Attachment 6. This change is consistent with the comprehensive plan text amendments in Ordinance No. 8-2015 adopted on December 15, 2015. These proposed comp plan designations are not consistent with the City's 2008 comp plan in all locations; but Toppenish 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: No land is proposed to be added to or removed from the UGA at this time.

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

Findings: A table showing the cumulative impacts of all proposed amendments being considered in 2016 will be provided as part of the SEPA analysis (file # SEP2016-006).

(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 Toppenish's UGA are map amendments rather that 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 Toppenish's UGA are map amendments rather that policy or text amendments.

7. <u>Conclusions</u>

a. Toppenish proposes no changes to the County's unincorporated Urban Growth Area boundary at this time.

b. Yakima County adopted new Urban Land Use Designations through Ordinance No. 8-2015 on December 15, 2015. The new designations will be applied to land within Toppenish's Urban Growth Area so that they correspond with existing County zoning.

c. Toppenish has proposed 14 parcels, approximately 24 acres, to have the land use designation change from Urban to Urban Industrial and to be rezoned from Single-Family Residential (R-1) to Light Industrial (M-1).

d. Because urban growth projected to occur for the succeeding 20-year period can be accommodated within Toppenish's current UGA, no changes to the designated UGA or to densities permitted therein are required under RCW 36.70A.130(3)(b).

e. This report meets the County's UGA review requirements under RCW 36.70A.130(3)(a).

8. **<u>Recommendations:</u>**

a. Yakima County's Future Land Use Designations will be applied to existing land within Toppenish's UGA (<u>Attachment 6</u>).

b. Yakima County Planning Staff recommends approval of the City of Toppenish's proposal to change the current land use designation for 14 parcels (from Urban to Urban Industrial) and to change the zoning of the parcels (from Single-Family Residential (R-1) to Light Industrial (M-1)).

9. Planning Commission Recommendations:

A public hearing on Toppenish's proposal was held June 8, 2016, with deliberations immediately following. The Planning Commission recommended to accept the updated land use designations and to change the current land use designation for the proposed 14 parcels from Urban to Urban Industrial and to change the zoning of the parcels from Single-Family Residential (R-1) to Light Industrial (M-1), with one exception. When Toppenish presented the proposal to change the land use designation and zoning for the Toppenish Comprehensive Plan, they included 14 parcels that were owned by either Washington Beef LLC or North Cascade Holdings LLC and included no additional parcels. In doing this, one remaining parcel (parcel number 201009-22413, 0.17 acres in size) would be left zoned Single-Family (Urban Residential land use designation) surrounded by Light Industrial zoning, creating a spot zoned parcel.

Therefore, the Planning Commission recommends that the proposed land use designations and zoning changes be approved as proposed with the addition of parcel number 201009-22413 to be changed from Urban to Urban Industrial land use designation and a change in zoning from Single-Family Residential to Light Industrial.

Attachments:

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

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.

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.

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.

Toppenish

Table 1. US Census and OFM Population Estimates Yakima County and Toppenish							
	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
Toppenish	8,946	8,959	8,949	8,950	8,950	8,950	8,955

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
Toppenish	0.02%	0.55%	0.55%	0.50%	0.43%	0.37%	0.33%	0.27%

Source: Yakima County.

Table 3. Yakima County's Preferred Alternative Twenty-year Projected Population City of Toppenish (See Tables 22a-e)						
	2015	2016	2017	2018	2019	2020
Yakima County	256,341	258,730	261,462	264,150	266,780	269,347
Toppenish	Toppenish	9,004	9,053	9,101	9,148	9,195
	2021	2,022	2023	2024	2025	2026
Yakima County	271,956	274,512	277,037	279,530	282,057	284,652
Toppenish	9,286	9,330	9,372	9,414	9,454	9,494
	2027	2028	2029	2030	2031	2032
Yakima County	287,148	289,615	292,046	294,445	297,036	299,485
Toppenish	9,532	9,570	9,607	9,642	9,677	9,711
	2033	2034	2035	2036	2037	2038
Yakima County	301,896	304,276	306,636	309,052	311,443	313,811
Toppenish	9,745	9,778	9,810	9,841	9,871	9,900
	2039	2040				
Yakima County	316,161	318,494				
Toppenish	9,928	9,955				

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

Table 4. Yakima County Preferred Alternative Medium Population Projections for Yakima County, Toppenish 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
Toppenish	8,955	9,955	1,000

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

The Office of Financial Management (OFM) has Toppenish at an estimated population of 8,955 for 2014. Yakima County is projecting Toppenish's population at 9,955 in the year 2040. That is an increase of 1,000 individuals over the twenty-six year timespan. This allocation of 1,000 individuals will be used by Yakima County and the City of Toppenish 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
Toppenish	3,631	9,955	4,042	411

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

The 2008-2012 American Community Survey US Census has Toppenish at an estimated civilian labor force of 3,631 for 2012. Yakima County is projecting Toppenish's civilian labor force at 4,042 in the year 2040. That is an increase of 411 jobs over the twenty-eight year timespan. This allocation of 411 jobs will be used by Yakima County and the City of Toppenish as part of the upcoming Urban Growth Area analysis and for other comprehensive planning needs.

"UGA Land Capacity Analysis"
Yakima County Department of Public Services - Planning Division
May 25, 2016

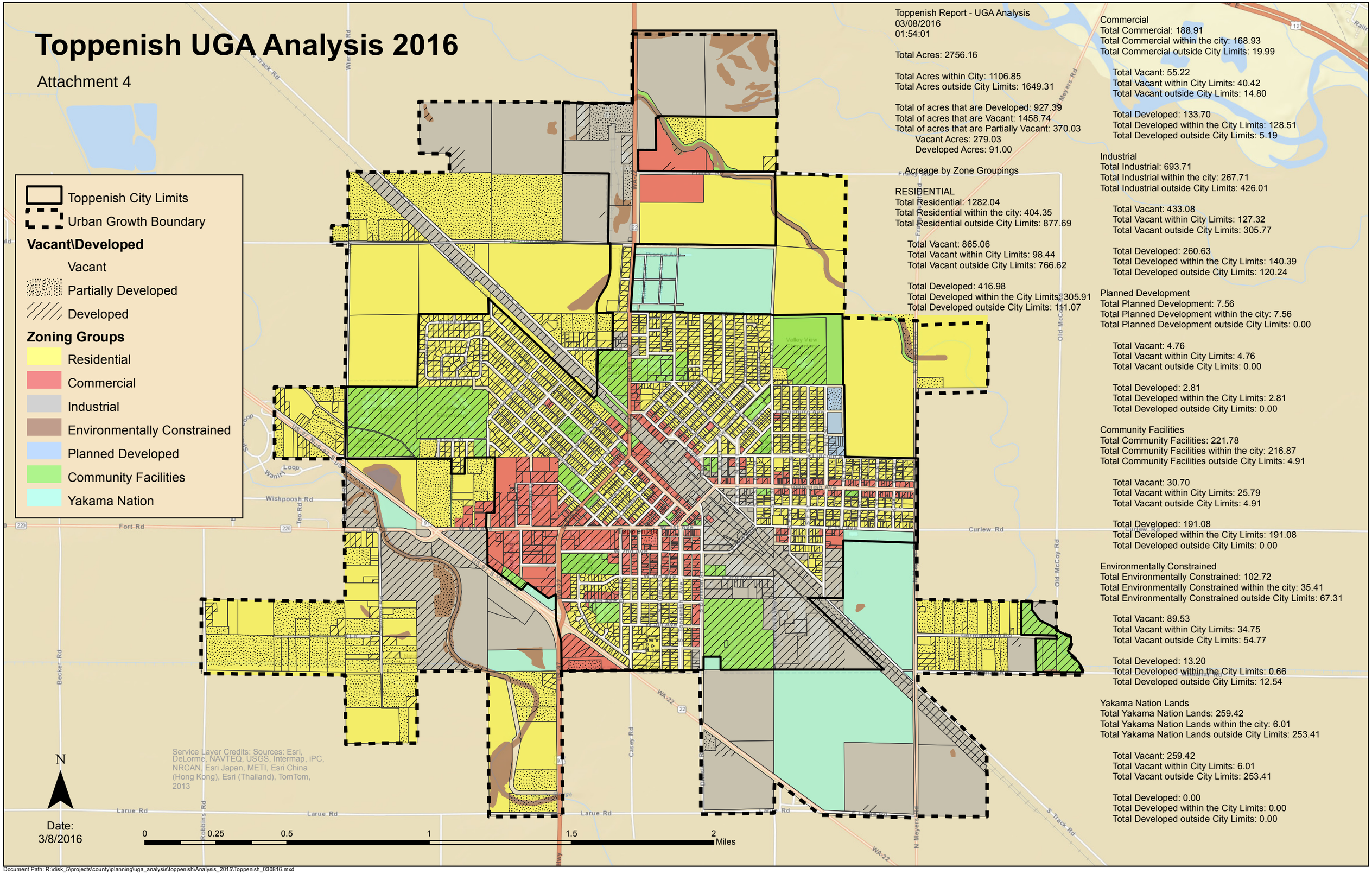
Attachment 3

		Units	Toppenish	Proposal
	1 - Population and Households Analysis			
a	2040 population for City (County's preferred alternative medium projection)	people	9,955	9,955
b	2015 population in City (OFM's April 1 estimate)	people	8,965	8,965
c	City's projected population increase, 2015-2040 (a - b)	people	990	990
d	City's average household size (2010 Census)	people per household	3.33	3.33
e	Additional households projected for City, 2015-2040 (c ÷ d)	households	297	297
	2 - Future Residential Land Need			
f	Desired average density of future housing, 2015-2040 (5.1 dwelling units per acre)	sq. ft. per dwelling unit	8,500	8,500
g	Land needed for future housing (e ● f ÷ 43,560 sq. ft. per acre)	acres	58	58
	3 - Future Commercial & Retail Land Need			
h	Current developed commercial & retail land in City (from GIS analysis)	acres	129	129
i	Current developed commercial & retail land in City per person (h ÷ b)	acres per person	0.0144	0.0144
j	Land needed for future commercial & retail (i ● c)	acres	14	14
	4 - Future Community Facilities* Land Need			
k	Current developed community facilities land in City (from GIS analysis)	acres	191	191
m	Current developed community facilities land in City per person (k ÷ b)	acres per person	0.0213	0.0213
n	Land needed for future community facilities (m ● c)	acres	21	21
	5 - Future Streets Land Need			
p	Subtotal of land needed for future residential, commercial & retail, and community facilities (g + j + n)	acres	93	93
q	Land needed for future streets (p ● 15%)	acres	14	14
	6 - Land Capacity Analysis			
	Residentially-zoned capacity			
r	Current vacant residentially-zoned land in City (from GIS analysis)	acres	98	98
s	(minus) Land needed for future housing and associated streets (-g ● 115%)	acres	(67)	(67)
t	**= Surplus (Deficit) of vacant residentially-zoned land in City (r + s)**	**acres**	**31**	**31**
u	Current vacant residentially-zoned land outside City (from GIS analysis)	acres	767	744
v	(plus) Surplus (Deficit) of vacant residentially-zoned land in City (t)	acres	31	31
w	**= Surplus (Deficit) of vacant residentially-zoned land in UGA (u + v)**	**acres**	**798**	**775**
	Commercially-zoned capacity			
x	Current vacant commercially-zoned land in City (from GIS analysis)	acres	40	40
y	(minus) Land needed for future commercial & retail and associated streets (-j ● 115%)	acres	(16)	(16)
z	**= Surplus (Deficit) of vacant commercially-zoned land in City (x + y)**	**acres**	**24**	**24**
aa	Current vacant commercially-zoned land outside City (from GIS analysis)	acres	15	15
bb	(plus) Surplus (Deficit) of vacant commercially-zoned land in City (z)	acres	24	24
cc	**= Surplus (Deficit) of vacant commercially-zoned land in UGA (aa + bb)**	**acres**	**39**	**39**
	Community Facilities capacity			
dd	Current vacant community facilities land in City (from GIS analysis)	acres	26	26
ee	(minus) Land needed for future community facilities and associated streets (-n ● 115%)	acres	(24)	(24)
ff	**= Surplus (Deficit) of vacant community facilities in City (dd + ee)**	**acres**	**2**	**2**
gg	Current vacant community facilities land outside City (from GIS analysis)	acres	5	5
hh	(plus) Surplus (Deficit) of vacant community facilities land in City (ff)	acres	2	2
ii	**= Surplus (Deficit) of vacant community facilities land in UGA (gg + hh)**	**acres**	**7**	**7**
	Capacity for growth in City (excluding Industrial growth)			
jj	Surplus (Deficit) of vacant land for residential, commercial, community facilities, & streets (t + z + ff)	acres	57	57
kk	Computed Market Choice Factor in City (MCF)**	%	53%	53%
mm	Years of growth available in City ((kk + 1) ● 25)	years	38	38
	Capacity for growth outside City (excluding Industrial growth)			
nn	Years of growth available outside City (rr - mm)	years	184	179
	Capacity for growth in UGA (excluding Industrial growth)			
pp	Surplus (Deficit) of vacant land for residential, commercial, community facilities, & streets (w + cc + ii)	acres	844	821
qq	Computed Market Choice Factor in UGA (MCF)***	%	789%	767%
rr	Years of growth available in UGA ((qq + 1) ● 25)	years	222	217
	7 - Future Industrial Land Need			
ss	Current developed industrially-zoned land in City (from GIS analysis)	acres	140	140
tt	Current developed industrially-zoned land outside City (from GIS analysis)	acres	120	122
uu	Current vacant industrially-zoned land in City (from GIS analysis)	acres	127	127
vv	Current vacant industrially-zoned land outside City (from GIS analysis)	acres	306	329
ww	Industrial acres to add to UGA (based on City's economic development strategy)	acres	0	24
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

Toppenish UGA Analysis 2016

Attachment 4



Toppenish Report - UGA Analysis
03/08/2016
01:54:01

Total Acres: 2756.16

Total Acres within City: 1106.85
Total Acres outside City Limits: 1649.31

Total of acres that are Developed: 927.39
Total of acres that are Vacant: 1458.74
Total of acres that are Partially Vacant: 370.03
Vacant Acres: 279.03
Developed Acres: 91.00

Acreage by Zone Groupings

RESIDENTIAL
Total Residential: 1282.04
Total Residential within the city: 404.35
Total Residential outside City Limits: 877.69

Total Vacant: 865.06
Total Vacant within City Limits: 98.44
Total Vacant outside City Limits: 766.62

Total Developed: 416.98
Total Developed within the City Limits: 305.91
Total Developed outside City Limits: 111.07

Commercial
Total Commercial: 188.91
Total Commercial within the city: 168.93
Total Commercial outside City Limits: 19.99

Total Vacant: 55.22
Total Vacant within City Limits: 40.42
Total Vacant outside City Limits: 14.80

Total Developed: 133.70
Total Developed within the City Limits: 128.51
Total Developed outside City Limits: 5.19

Industrial
Total Industrial: 693.71
Total Industrial within the city: 267.71
Total Industrial outside City Limits: 426.01

Total Vacant: 433.08
Total Vacant within City Limits: 127.32
Total Vacant outside City Limits: 305.77

Total Developed: 260.63
Total Developed within the City Limits: 140.39
Total Developed outside City Limits: 120.24

Planned Development
Total Planned Development: 7.56
Total Planned Development within the city: 7.56
Total Planned Development outside City Limits: 0.00

Total Vacant: 4.76
Total Vacant within City Limits: 4.76
Total Vacant outside City Limits: 0.00

Total Developed: 2.81
Total Developed within the City Limits: 2.81
Total Developed outside City Limits: 0.00

Community Facilities
Total Community Facilities: 221.78
Total Community Facilities within the city: 216.87
Total Community Facilities outside City Limits: 4.91

Total Vacant: 30.70
Total Vacant within City Limits: 25.79
Total Vacant outside City Limits: 4.91

Total Developed: 191.08
Total Developed within the City Limits: 191.08
Total Developed outside City Limits: 0.00

Environmentally Constrained
Total Environmentally Constrained: 102.72
Total Environmentally Constrained within the city: 35.41
Total Environmentally Constrained outside City Limits: 67.31

Total Vacant: 89.53
Total Vacant within City Limits: 34.75
Total Vacant outside City Limits: 54.77

Total Developed: 13.20
Total Developed within the City Limits: 0.66
Total Developed outside City Limits: 12.54

Yakama Nation Lands
Total Yakama Nation Lands: 259.42
Total Yakama Nation Lands within the city: 6.01
Total Yakama Nation Lands outside City Limits: 253.41

Total Vacant: 259.42
Total Vacant within City Limits: 6.01
Total Vacant outside City Limits: 253.41

Total Developed: 0.00
Total Developed within the City Limits: 0.00
Total Developed outside City Limits: 0.00

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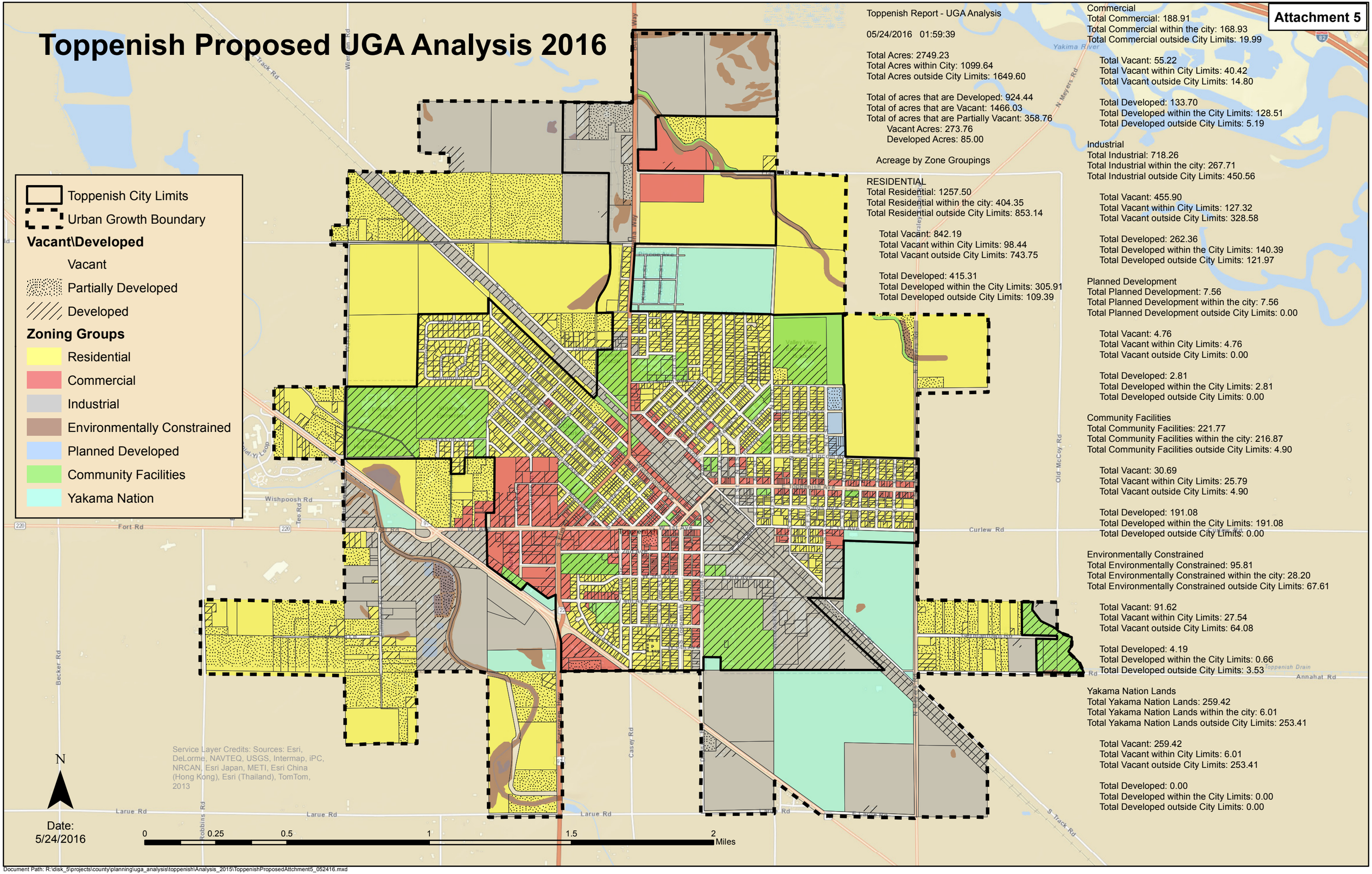
Toppenish Proposed UGA Analysis 2016

Attachment 5



Toppenish Report - UGA Analysis

05/24/2016 01:59:39

Total Acres: 2749.23
Total Acres within City: 1099.64
Total Acres outside City Limits: 1649.60

Total of acres that are Developed: 924.44
Total of acres that are Vacant: 1466.03
Total of acres that are Partially Vacant: 358.76
Vacant Acres: 273.76
Developed Acres: 85.00

Acreage by Zone Groupings

RESIDENTIAL
Total Residential: 1257.50
Total Residential within the city: 404.35
Total Residential outside City Limits: 853.14

Total Vacant: 842.19
Total Vacant within City Limits: 98.44
Total Vacant outside City Limits: 743.75

Total Developed: 415.31
Total Developed within the City Limits: 305.91
Total Developed outside City Limits: 109.39

Commercial
Total Commercial: 188.91
Total Commercial within the city: 168.93
Total Commercial outside City Limits: 19.99

Total Vacant: 55.22
Total Vacant within City Limits: 40.42
Total Vacant outside City Limits: 14.80

Total Developed: 133.70
Total Developed within the City Limits: 128.51
Total Developed outside City Limits: 5.19

Industrial
Total Industrial: 718.26
Total Industrial within the city: 267.71
Total Industrial outside City Limits: 450.56

Total Vacant: 455.90
Total Vacant within City Limits: 127.32
Total Vacant outside City Limits: 328.58

Total Developed: 262.36
Total Developed within the City Limits: 140.39
Total Developed outside City Limits: 121.97

Planned Development
Total Planned Development: 7.56
Total Planned Development within the city: 7.56
Total Planned Development outside City Limits: 0.00

Total Vacant: 4.76
Total Vacant within City Limits: 4.76
Total Vacant outside City Limits: 0.00

Total Developed: 2.81
Total Developed within the City Limits: 2.81
Total Developed outside City Limits: 0.00

Community Facilities
Total Community Facilities: 221.77
Total Community Facilities within the city: 216.87
Total Community Facilities outside City Limits: 4.90

Total Vacant: 30.69
Total Vacant within City Limits: 25.79
Total Vacant outside City Limits: 4.90

Total Developed: 191.08
Total Developed within the City Limits: 191.08
Total Developed outside City Limits: 0.00

Environmentally Constrained
Total Environmentally Constrained: 95.81
Total Environmentally Constrained within the city: 28.20
Total Environmentally Constrained outside City Limits: 67.61

Total Vacant: 91.62
Total Vacant within City Limits: 27.54
Total Vacant outside City Limits: 64.08

Total Developed: 4.19
Total Developed within the City Limits: 0.66
Total Developed outside City Limits: 3.53

Yakama Nation Lands
Total Yakama Nation Lands: 259.42
Total Yakama Nation Lands within the city: 6.01
Total Yakama Nation Lands outside City Limits: 253.41

Total Vacant: 259.42
Total Vacant within City Limits: 6.01
Total Vacant outside City Limits: 253.41

Total Developed: 0.00
Total Developed within the City Limits: 0.00
Total Developed outside City Limits: 0.00

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Attachment 6

Toppenish Proposed Urban Plan Designations and Zoning Map

5/31/2016

GEOGRAPHIC INFORMATION SERVICES

YAKIMA COUNTY

Toppenish City Limits

Current Urban Growth Boundary

County Zoning — Zone

- R-1 - Single Family Residential
- R-3 - Multi-Family Residential
- HTC - Highwayt\Tourism Commercial
- GC - General Commercial
- M-1 - Light Industrial
- TRIB - Tribal

County Comprehensive Plan Designations

- Urban Residential
- Urban Commercial
- Urban Industrial
- Urban Tribal

N

0 0.2 0.4 0.8 1.2 1.6 Miles

Yakima County GIS

Yakimap.com

Document Path: R:\disk_5\projects\county\planning\uga_analysis\toppenish\Analysis_2015\ToppenishProposed_Att6_053116.mxd

Attachment 7

Area 1) CHANGE 26 Acres
U (R-1) to UI (M-1)

GEOGRAPHIC INFORMATION SERVICES

YAKIMA COUNTY

Toppenish Proposed UGA Changes

6/6/2016

Toppenish City Limits

Current Urban Growth Boundary

County Zoning

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

County Comprehensive Plan Designations

U - Urban
UI - Urban Industrial

N

0 0.2 0.4 0.8 1.2 1.6 Miles

Yakima County GIS

Yakimap.com

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Attachment 8

Toppenish UGA Planning Commission's Recommended Changes

Note: No UGA boundary changes are proposed.
The changes are to comp plan designations and to zoning within the current UGA boundary.

8/12/2016

GEOGRAPHIC INFORMATION SERVICES

YAKIMA COUNTY

Toppenish City Limits

Current Urban Growth Boundary

County Zoning (Zone)

- R-1 - Single Family Residential
- R-3 - Multi-Family Residential
- HTC - Highwayt\Tourism Commercial
- GC - General Commercial
- M-1 - Light Industrial
- TRIB - Tribal

County Comprehensive Plan Designations

- Urban Residential
- Urban Commercial
- Urban Industrial
- Urban Tribal

N

0 0.2 0.4 0.8 1.2 1.6 Miles

Yakimap.com

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Attachment 9

Area 1) CHANGE 26 Acres
U (R-1) to UI (M-1)

GEOGRAPHIC INFORMATION SERVICES

YAKIMA COUNTY

Toppenish UGA Planning Commission's Recommended Changes

Note: No UGA boundary changes are proposed.

The changes are to comp plan designations and to zoning within the current UGA boundary.

8/10/2016

Toppenish City Limits

Current Urban Growth Boundary

County Zoning

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

County Comprehensive Plan Designations

U - Urban
UI - Urban Industrial

N

0 0.2 0.4 0.8 1.2 1.6 Miles

Yakimap.com

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