

**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 Wapato**

Staff Report

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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 Wapato.
- 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 Wapato's UGA (Attachment 3) and is part of Yakima County's efforts to meet its obligations under the RCWs cited above. It constitutes a recommendation to the County Planning Commission as well as the County's initial “show-your-work” exhibit as required by the GMA.

2. Review of Urban Growth Area: Land Capacity Analysis

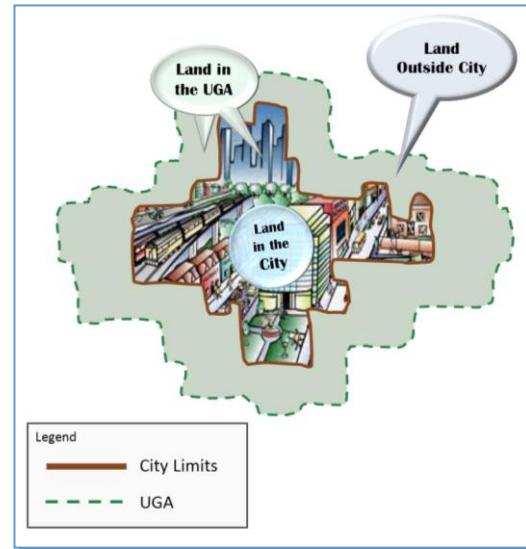
- a. Overview

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

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

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

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

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).

determined the acreage of current vacant land and partially vacant³ land in each zoning district to arrive at the figures used in the LCA spreadsheet (Attachment 3). These GIS data are reported and depicted geographically in Attachment 4.

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

- 1) Population and Households Analysis: Based on Wapato’s projected 2015-2040 population growth, this analysis estimates 183 additional households will be added to the city’s population by the year 2040.

2040 population forecast for city (County Planning)	5,750 people
2015 population in city (OFM’s April 1 estimate)	5,040 people
Population increase in city 2015-2040	710 people
Average household size in city (2010 Census)	3.88 people
Additional households in city 2015-2040 (710 ÷ 3.88)	183 households

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

$$8,500 \text{ sq. ft.} \times 183 \text{ households} = 1,555,500 \text{ sq. ft.} / 43,560 \text{ sq. ft. (1 acre)} = 36 \text{ acres}$$

- 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):

$$710 \text{ people} \times 0.0079 \text{ acres per capita} = \text{6 Acres}$$

- 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):

$$710 \text{ people} \times 0.0319 \text{ acres per capita} = \text{23 Acres}$$

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

Residential acreage needed	36 Acres
+Commercial/retail acreage needed	6 Acres
+Community facilities acreage needed	23 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.

=Subtotal	65 Acres
Total streets acreage needed (Subtotal x 0.15)	10 Acres

6) Land Capacity Analysis for Non-Industrial Uses

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

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

Acres needed for future residential uses ⁴	41 Acres
+Acres needed for future commercial & retail uses ⁴	7 Acres
+Acres needed for future community facilities ⁴	26 Acres
=Total vacant acres needed for future non-industrial uses ⁴	74 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 ⁴	Outside City Limits & Within Current UGA	Total: Within City Limits and Within Current UGA ⁴
Residential	Deficit: 20 acres	Vacant: 374 acres	Surplus: 354 acres
Commercial	Deficit: 1 acre	Vacant: 78 acres	Surplus: 77 acres
Community Facilities	Surplus: 6 acres	Vacant: 25 acres	Surplus: 31 acres
Total of above Zoning Groups	Deficit: 15 acres	Vacant: 477 acres	Surplus: 462 acres

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

Table 2: LCA Summary – In City and In UGA – Excluding Industrially-zoned Land	
Current UGA	
Capacity for Growth within City:	
59 (Acres of currently vacant land in City)	
- 74 (Acres needed for growth)	
= -15 (Deficit of vacant acres in City)	
Capacity for Growth in the Current UGA :	
477 (Acres of currently vacant land outside the city)	
+ 59 (Acres vacant within City)	
- 74 (Acres needed for growth)	
= 462 (Surplus vacant acres within the Current UGA)	

⁴ Including associated streets

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

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

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

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

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

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

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

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

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

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

	Within the city	Outside the city and within the Current UGA	Within the Current UGA
Computed MCF	-20%	N/A	624%
Years of growth available	20 years	161 years	181 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
Current developed industrially-zoned land in city	109
Current developed industrially-zoned land outside city	0
Current vacant industrially-zoned land in city	70
Current vacant industrially-zoned land outside city	7
Industrial acres to add to UGA	0
Industrial acres to remove from UGA	0

Wapato is not proposing any changes to industrially-zoned land.

3. Review of Densities Permitted in the UGA

In addition to reviewing Wapato'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 Wapato has four Residential zoning districts within its city limits for multiple uses. Yakama Nation land within the city limits is not in Yakima County or Wapato's jurisdiction and not included in the LCA. The County has one 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 Wapato Zoning (Wapato Municipal Code Title 17)		
Zoning District	Minimum Lot Size	Maximum Density
R-1 (Single-Family Residential District)	5,000 sq. ft.	7 dwelling units per acre
R-2 (Two-Family Residential District)	4,000 sq. ft.	12 dwelling units per acre
R-3 (Multi-Family Residential District)	4,000 sq. ft.	>12 dwelling units per acre
Yakima County Zoning (YCC Title 19)		
Zoning District	Minimum Lot Size	Maximum Density
R-1 (Single Family Residential)	7,000 sq. ft. for single family residence 4,000 – 8,000 sq. ft. (depending on DU type)	7 dwelling units per acre
R-2 (Two-Family Residential)	7,000 sq. ft. for single family residence 3,500 – 7,000 sq. ft. (depending on DU type) 1,750 sq. ft. per unit for Multifamily dwellings and Master Planned Development	7 dwelling units per acre 12 dwelling units per acre 18 dwelling units per acre
R-3 (Multi-Family Residential)	7,000 sq. ft. for single family residence 3,500 – 7,000 sq. ft. (depending on DU type) 1,750 sq. ft. per unit for Multifamily dwellings and Master Planned Development	7 dwelling units per acre 12 dwelling units per acre 24 dwelling units per acre

There are currently 21 vacant acres of residentially-zoned land in Wapato's city limits. Assuming Wapato's maximum allowed R-1 density of 7 dwelling units (DUs) per acre, the vacant 18 acres

of residentially-zoned land (including associated streets) in Wapato will accommodate 126 dwelling units:

21 acres x 85% (i.e., 15% is subtracted for streets) = 18 acres available for dwelling units;
18 acres x 7 DU/acre = 126 dwelling units.

Therefore, the 183 dwelling units projected through 2040 could not be accommodated by the City's current development regulations.

There are currently 374 vacant acres of residentially-zoned land outside of the city. Assuming the County's maximum density of 7 dwelling units per acre, the existing 318 acres of residentially-zoned land outside of the city (including associated streets) could accommodate an additional 2,226 dwelling units:

374 acres x 85% (i.e., 15% is subtracted for streets) = 318 acres available for dwelling units;
318 acres x 7 DU/acre = 2,226 dwelling units.

Therefore, the 183 dwelling units projected through 2040 could be accommodated by the County's current development regulations, provided that urban water and sewer services are concurrently provided. In addition, the LCA indicates that future commercial and community facilities could also be accommodated within the City and UGA.

4. City/County Collaboration

County planning staff and Wapato representatives met on January 20, 2016 to discuss the Land Capacity Analysis and reached a general agreement on the vacant/developed classifications of each parcel. Wapato originally proposed to remove 293 acres from their Urban Growth Area. This was presented to the Planning Commission for a study session on February 25, 2016. Planning Commission Member Mike Shuttleworth asked if all the dense residential developments west of Campbell Road should be rezoned to Limited Areas of More Intensive Rural Development (LAMIRDs) instead of R-10/5.

After further research, the City of Wapato provided County staff a 2013 Yakama Nation Official Action, "Wapato Well Exclusion Report." This formal action restricted certain Wapato UGA areas "to create a no drill zone and begin to administer creation of municipal water and sewer systems." Based on this information, the city revised their proposal and reduced their UGA up to only 127 acres ([Attachment 6](#)).

5. Proposed Revised Plan Designations within the Unincorporated UGA

[Attachment 7](#) ("Wapato Proposed Urban Plan Designations and Zoning Map") depicts the detailed urban comp plan designations and zoning that Wapato and County Staff are proposing for the unincorporated UGA.

A County mapping error zoned two tribal properties as M-1. They have been corrected on [Attachment 7](#). The first parcel is located between E. Jonas Road, N. Camas Road, and Industrial Park Road. The second is between N. Track Road., Larena Lane, and S. Camas Avenue. The Planning Commission recommended the error corrected and will be updated with GIS after the review period.

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 7. 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 2009 comp plan in all locations; but Wapato is in the process of updating its comp plan and 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 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 Wapato'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 Wapato's UGA are map amendments rather than policy or text amendments.

7. **Conclusions**

- a. The County's Land Capacity Analysis for Wapato calculates 20 years of future growth within the city but shows a deficit of 20 residential acres and 1 commercial acre.
- b. The LCA calculates a surplus of 462 acres of vacant land available for future growth (excluding industrial growth) in the UGA, which represent available vacant land for 181 years of growth.
- c. Wapato's proposes to remove a total of 109 residentially-zoned acres and 18 commercially-zoned acres from the land outside the city (Attachment 6). This would reduce Wapato's years of growth to 145 years.

8. **Recommendations**

- a. Apply the detailed comp plan designations and zoning districts to the City's unincorporated UGA as depicted in Attachment 7.
- b. County planning staff recommends approval of Wapato's proposal due to bringing in the UGA closer to 20-year growth needs.
- c. Correct the zoning of the two tribal properties mislabeled as M-1.

Table 5: Proposed Area Designations & Recommendations

Location (as shown in <u>Attachment 6</u>)	Wapato Proposal					County Planning Recommendation
	Add To UGA	Remove From UGA	Current Land Use Designation	Proposed Land Use Designation	Proposed Zone	
Area 1		20 acres	Urban Residential	Rural Self-Sufficient	R-10/5	Approve
Area 2		18 acres	Urban General Commercial	Rural Self-Sufficient	R-10/5	Approve
Area 3		10 acres	Urban Residential	Rural Self-Sufficient	R-10/5	Approve
Area 4		41 acres	Urban Residential	Rural Self-Sufficient	R-10/5	Approve
Area 5		38 acres	Urban Residential	Rural Self-Sufficient	R-10/5	Approve
Total		127 acres				

Note: Acres are approximate.

9. Planning Commission Recommendations

The Planning Commission hearing and deliberations were held on May 25, 2016. The Commission voted 4-0 in favor of recommending Wapato's proposal to remove all 127 acres from Areas 1 thru 5 and apply the 6 new land use designations and zoning changes (see Attachment 8 & 9). They further recommended the two tribal properties zoned M-1 to be corrected.

Attachments:

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