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CHAPTER 11. INTERGOVERNMENTAL COORDINATION

11.1 INTRODUCTION

Coordination and cooperation among various jurisdictions, service providers and agencies were required for the development of **Horizon 2040**, and will be essential for its successful implementation. In addition to Yakima County, these entities include all of the neighboring counties, the 14 cities and towns, the Yakima Training Center, the Yakama Indian Nation, various service providers (water, sewer, irrigation, schools, fire protection, port districts), and various state and federal agencies.

The Intergovernmental Coordination Element identifies **Horizon 2040** goals and policies which may conflict with those of other jurisdictions, and describes how the differences will be resolved.

While the Growth Management Act (GMA) does not require a separate intergovernmental coordination element, one of its major emphases is the need for coordination and consistency in planning. For example, the transportation goal is to "encourage efficient multimodal transportation systems that are based on regional priorities and coordinate with county and city comprehensive plans." The Act encourages economic development throughout the state "that is consistent with adopted comprehensive plans." Part of the citizen participation goal is to "ensure coordination between communities and jurisdictions to reconcile conflicts." Subsequent legislation has required service providers in the state's largest counties (including Yakima) to meet to discuss how public services might be coordinated for greater efficiency.

11.2 MAJOR OPPORTUNITIES

Specific coordination efforts to assure consistency between and among neighboring entities' plans to manage growth include the following:

11.2.1 County-wide Planning Policy

The County-wide Planning Policy (CWPP), adopted in June 1993 and amended in 2003, is intended to be "dynamic and regularly monitored for applicability and effectiveness." Because of the pressing nature of preparing community plans, the CWPP committee has not continued to meet as originally envisioned. Reconvening the committee would provide the forum necessary to address issues of ongoing concern.

11.2.2 Critical Areas

To increase the consistency of its own regulations dealing with critical areas Yakima County incorporated the requirements for wetlands, critical aquifer recharge areas (CARAs), upland wildlife habitat conservation areas, fish and wildlife habitat and stream corridor system, geologic hazards, and frequently flooded areas into a single Critical Areas Ordinance. The goals and policies relating to regulatory requirements for critical areas are found in the policies of the Natural Setting element of this plan. Additional coordination may be needed to clarify how these policies will be used in the unincorporated areas of urban growth areas.

11.2.3 Shoreline Master Program

RCW 90.58 requires a shoreline element in comprehensive plans adopted under GMA. Yakima County has addressed this requirement in the policies of the Natural Setting element of this plan and the regulatory requirements of the Regional Shoreline Master Program. The SMP is a single, uniform system of procedures and standards to be applied to development within Shoreline jurisdiction of unincorporated Yakima County and municipalities in Yakima County which have adopted this regional SMP. Individual communities will also need to integrate these Shoreline Management requirements within their respective comprehensive plans and ordinances.

11.2.4 Flood Hazard Management Plans

Yakima County's initial participation in the state's Comprehensive Flood Hazard Management Program (CFHMP) focused on the main stem of the Yakima River from the Yakima Canyon to Union Gap and the Naches River from the mouth to the twin bridges. The program stresses evaluation of flood hazard mitigation opportunities through structural (i.e., levees and other physical improvements) and nonstructural (i.e., regulatory, buy-outs, flood awareness outreach) changes. Major flooding in 1995 and 1996 reaffirmed the need to continue participation in the program. Other areas where substantial damage occurred include the Naches River in the Upper Valley and the Yakima River south of Union Gap. CFHMPs have also been completed for the lower Naches River and the Ahtanum and Wide Hollow watersheds. With the upcoming FEMA flood map restudies on the lower Yakima River, the County will request funding to do a CFHMP for this area as well. Yakima County CFHMPs include cities within the study areas.

11.2.5 Storm Water Management Plans

Storm water management requires the co-operation of all jurisdictions within a storm water management area, since water does not recognize municipal boundaries. The new state requirements for management of storm water quality in the Yakima urban area will require significant capital investment. To meet this challenge, cooperation will be needed among the affected jurisdictions.

11.2.6 Urban Growth Area Plans

Each city in Yakima County has adopted its GMA comprehensive plan. Many of these plans provide a greater level of detail for the urban growth areas than that found in **Horizon 2040**. While the County has expressed concerns with some of the cities' plans for their urban growth areas, especially where it is unclear how the city proposes to serve the entire area, the County has not objected to the adoption of individual city plans. Rather, the County will work closely

with each community to ensure that urban area boundaries and service issues and standards are addressed during GMA mandated plan reviews.

11.2.7 Water Availability

GMA requires local governments to make a finding of adequate potable water supply prior to granting subdivision approval. For projects not served by a public water system, Yakima County has relied on neighboring well logs and other geologic information in making this finding, rather than requiring actual well installation. Further studies are needed to assess the long-term effects of additional groundwater withdrawals.

11.2.8 Open Space Corridors

Natural features that favor open space corridors may not end at the city limits or other jurisdictional boundary. For an open space corridor to fulfill its intended functions (e.g., aesthetics, recreation, wildlife migration, definition of urban form, etc.), coordinated planning is needed.

11.2.9 Water and Sewer Plans

Land use is closely tied to the availability of water and sewer service. If water or sewer plans for Yakima County, independent service providers or city facilities indicates that lines will not be available or will remain undersized in portions of an urban growth area, the County, service providers and cities need to work together to develop mutually acceptable ways of providing service while preventing the dispersed development resulting from individual wells and on-site systems. A coordinated water systems plan and a comprehensive sewerage general plan for urban areas should be developed to clarify specific roles and responsibilities. These roles and responsibilities have been incorporated into the *Master Interlocal Agreement for Growth Management Act Implementation in Yakima County* between the County and each of the fourteen cities and towns. If necessary, more specific agreements may be entered into with the appropriate service providers.

11.2.10 Essential Public Facilities

The importance of intergovernmental coordination is clear in the siting of essential public facilities. Some public facilities are essential to the community, but difficult to site (e.g., jails, landfills, sewage treatment plants, etc.). Proposals for these facilities typically generate a "not-in-my-back-yard" ("NIMBY") response from neighboring residents. These facilities cannot be excluded in a comprehensive plan under the Growth Management Act. Guidelines for locating these facilities were provided in the County-wide Planning Policy, and a more detailed process is suggested in the Capital Facilities Element. The established process has been addressed through the County-wide Planning Policy (see excerpt from CWPP in the Goals and Policies section, policies C.3.1-3, "Siting Public Facilities of a County-wide or State-wide Nature"). When the Shareholders reviewed these policies during the development of **Horizon 2040**, they felt that the CWPP adequately addressed the issue of essential public facilities for purposes of **Horizon 2040**.

11.2.11 Regional Transportation Plan

The Yakima Valley Conference of Governments (YVCOG) is the designated Regional Transportation Planning Organization (RTPO) for Yakima County. It is responsible for developing a six-year regional Transportation Improvement Program (TIP) in cooperation with state and local governments. The TIP is based on programs, projects, and transportation demand management measures of regional significance as identified by transit agencies, cities and counties. The RTPO is also responsible for reviewing and certifying local governments' transportation elements.

The YVCOG is also the designated Metropolitan Planning Organization (MPO) for the Yakima metropolitan area, and is responsible for managing a continuing, cooperative and comprehensive transportation planning process which will result in the development of plans and programs consistent with the comprehensive plans of the urbanized area.

11.2.12 Use of Inter-local Agreements

One of the concepts explored by the County and cities in the CWPP was the use of interlocal agreements to promote coordination and consistency. The following are some examples of how interlocal agreements might be used, as envisioned in the CWPP.

11.2.12.1 Annexations

Annexations can have economic impacts on both the County and the cities. For example, the County may have recently invested in road improvements, only to lose the tax base that supports those improvements. Cities sometimes annex areas which were developed prior to modern standards, and are lacking basic urban infrastructure. One way of dealing with these impacts is to negotiate agreements (interlocal ramp-down agreements) for allocating the financial burdens that result from the transition of land from County to city jurisdiction.

11.2.12.2 Development Regulations

Interlocal agreements can specify a process for affected local governments to review and comment on zone changes and development applications processed by another jurisdiction within urban growth areas.

11.2.12.3 Road and Construction Standards

The CWPP encourages the use of interlocal agreements to require common and consistent development and construction standards for a given urban growth area. These could include streets and roads, utilities, and other infrastructure components.

11.2.12.4 Dispute Resolution Process

A guiding principle of the CWPP is that all local planning differences should be discussed and settled locally, and that appeals or requests for review will be referred to the Eastern Washington Growth Management Hearings Board only when the local resolution process has been exhausted. The CWPP did not describe a specific local dispute resolution process, but conflicts that have arisen (such as overlapping urban growth areas) have been worked out between the concerned jurisdictions.

11.3 EXISTING CONDITIONS

Numerous jurisdictions and agencies will need to be involved with the County in the implementation of **Horizon 2040**. These are briefly described below, along with potential coordination issues which should be coordinated in implementing **Horizon 2040**.

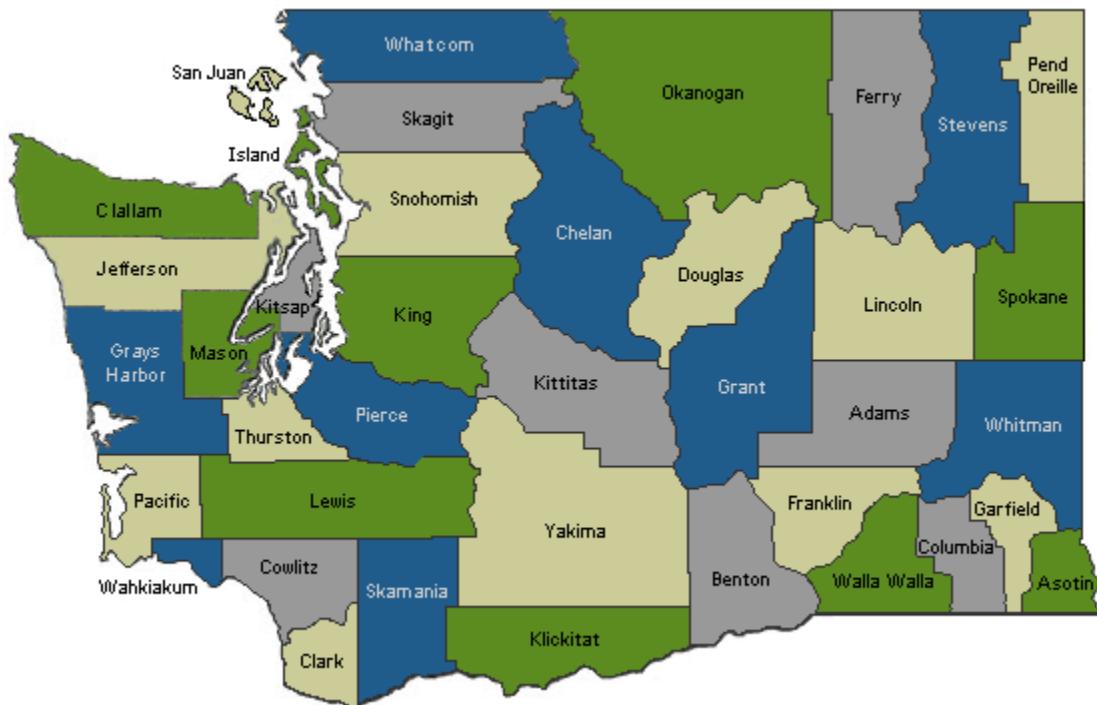
Table 11.3-1 provides a matrix of those participants in coordination throughout various phases of the planning process. Table 11.3-2 identifies the statutory authority for various agencies.

11.3.1 Neighboring Jurisdictions

11.3.1.1 Counties

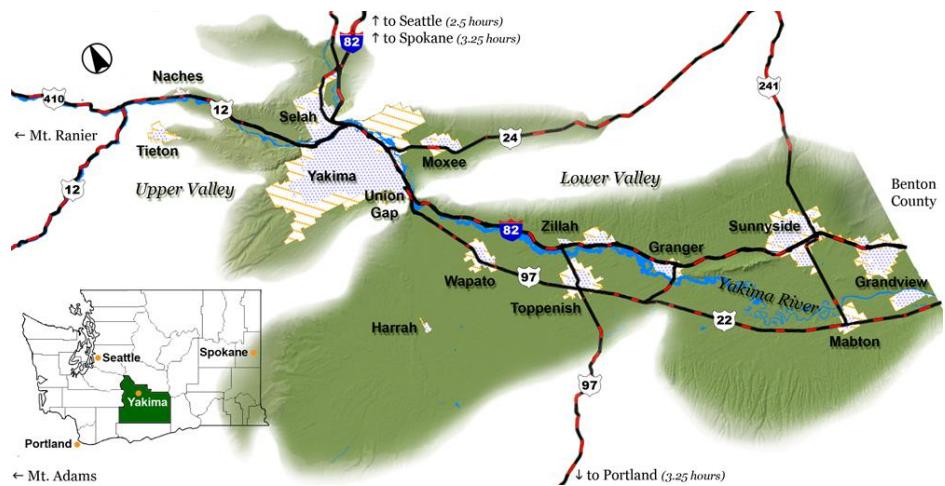
General purpose governments adjacent to or within Yakima County include the following:

- Counties: Benton, Grant, Kittitas, Klickitat, Lewis, Pierce and Skamania.



11.3.1.2 Cities and Towns:

- Grandview, Granger, Harrah, Mabton, Moxee, Naches, Selah, Sunnyside, Tieton, Toppenish, Union Gap, Wapato, Yakima, and Zillah.



There are various interrelationships between **Horizon 2040** and the comprehensive plans of Yakima County's fourteen cities. One example is the coordination between level of service standards established on County roads within urban growth areas and incorporated cities. In addition, there are several internal consistency references to other elements in **Horizon 2040**.

11.3.1.3 Major Issues

- County-wide Planning Policy
- Urban Growth Area Plans
- Development Regulations
- Annexations
- Water and Sewer Plans
- Road Standards
- Critical Areas/Resource Lands
- Essential Public Facilities
- Open Space Corridors

Applicable Horizon 2040 Elements: All.

Horizon 2040

Intergovernmental Coordination Element

TABLE 11.3-1 Horizon 2040 -- Consistency with State Goals

	STATE GOALS	HORIZON 2040 ELEMENTS
Urban Growth	Encourage development in urban areas where adequate public facilities and services exist or can be provided in an efficient manner.	Land Use, Parks & Open Space, Intergovernmental Coordination, Transportation, Capital Facilities, Utilities
Reduce Sprawl	Reduce the inappropriate conversion of undeveloped land into sprawling, low-density development.	Land Use, Parks & Open Space, Intergovernmental Coordination, Transportation
Transportation	Encourage efficient multimodal transportation systems that are based on regional priorities and coordinate with County and city comprehensive plans.	Land Use, Transportation, Intergovernmental Coordination, Capital Facilities
Housing	Encourage the availability of affordable housing to all economic segments of the population of this state, promote a variety of residential densities and housing types, and encourage preservation of existing housing stock.	Housing, Intergovernmental Coordination, Land Use
Economic Development	Encourage economic development throughout the state that is consistent with adopted comprehensive plans, promote economic opportunity for all citizens of this state, especially for unemployed and for disadvantaged persons, and encourage growth in areas experiencing insufficient economic growth, all within the capacities of the state's natural resources, public services, and public facilities.	Economic Development, Intergovernmental Coordination, Land Use
Property Rights	Private property shall not be taken for public use without just compensation having been made. The property rights of landowners shall be protected from arbitrary and discriminatory actions.	Intergovernmental Coordination, Land Use, Capital Facilities
Permits	Application for both state and local government permits should be processed in a timely and fair manner to ensure predictability.	Intergovernmental Coordination, Economic Development, Land Use
Natural Resource Industries	Maintain and enhance natural resource-based industries, including productive timber, agricultural, and fisheries industries. Encourage the conservation of productive forest lands and productive agricultural lands, and discourage incompatible uses.	Land Use, Natural Setting, Economic Development, Parks & Open Space, Intergovernmental Coordination, Transportation
Open Space and Recreation	Encourage the retention of open space and development of recreational opportunities, conserve fish and wildlife habitat, increase access to natural resource lands and water, and develop parks.	Land Use, Natural Setting, Parks & Open Space, Intergovernmental Coordination, Utilities, Environmental Analysis
Environment	Protect the environment and enhance the state's high quality of life, including air and water quality, and the availability of water.	Land Use, Natural Setting, Parks & Open Space, Intergovernmental Coordination, Environmental Analysis
Citizen Participation	Encourage the involvement of citizens in the planning process and ensure coordination between communities and jurisdictions to reconcile conflicts.	Plan Development, Intergovernmental Coordination
Public Facilities and Services	Ensure that those public facilities and service necessary to support development shall be adequate to serve the development at the time the development is available for occupancy and use without decreasing current service levels below locally established minimum standards.	Land Use, Utilities, Capital Facilities, Intergovernmental Coordination, Transportation
Historic Preservation	Identify and encourage the preservation of lands, sites, and structures that have historical or archaeological significance.	Natural Setting, Parks & Open Space, Intergovernmental Coordination, Housing, Land Use
Shoreline Management	The goals and policies of a shoreline master program for a county shall be considered an element of the county or city's comprehensive plan.	

Table 11.3-2 Coordination Under the Growth Management Act - Participants in Coordination

Topic	City	Co.	COG	RTPO	Sch. Dist.	Spec. Dist.	DOA	DOC	Comm	DOE	DOH	DFW	IAC	Emp. Sec.	DIS	OFM	L&I	DNR	DOT	Fed	Tribes	Land owner	Pvt. Sec.	Spec. Int.	Citizens
Visioning	X	X	X	X	X	X			X											X	X	X	X	X	
CWPPs	X	X	X	X	X	X		X	X	X					X			X		X	X	X	X	X	
UGAs	X	X	X	X	X	X			X						X				X	X	X	X	X	X	
Comp Plan	X	X	X	X	X	X			X	X					X		X	X	X	X	X	X	X	X	
Capital Fac.	X	X	X	X	X	X		X							X							X			X
Land Use	X	X	X	X	X	X			X											X	X		X	X	
Housing	X	X	X	X	X	X			X															X	
Utility	X	X	X	X	X	X			X	X												X	X	X	X
Transportation	X	X	X	X	X					X								X	X	X	X	X	X	X	X
Public Purpose Lands	X	X	X	X	X	X		X							X			X	X	X	X	X		X	X
Open Space Corridors	X	X	X	X			X					X			X	X	X	X	X	X	X			X	X
CA/RLs	X	X	X				X	X				X			X			X		X	X	X	X	X	X
Reg. Transp. Planning	X	X	X	X	X						X								X	X	X	X	X	X	X
Sewer or Water Plans	X	X					X				X	X								X			X	X	
Water Availability	X	X	X				X				X	X								X					X
Impact Fees	X	X	X	X	X	X																			
Relocation Assistance	X	X									X												X		X
Economic Development	X	X		X																		X	X	X	X
Development Regulations	X	X		X																		X	X	X	X
Data Collection	X	X	X	X	X	X			X	X		X	X	X	X	X	X	X	X	X	X	X	X	X	

COG-Conference of Governments, DFW-Dept. of Fish & Wildlife, DNR-Dept. of Natural Resources, IAC-Interagency on Outdoor Recreation, DOT-Dept. of Transportation, DOC-Dept. of Corrections, DOA-Dept. of Agriculture, DIS-Dept. of Information Services, Emp.Sec.-Employment Securities, OFM-Office Financial Management, Pvt.Sec.-Private Sector, DOH-Dept. of Health, L&I-Dept. of Labor & Industries, Sch Dist-School District, Spec Int-Special Interest, Fed-Federal, Comm-Dept. of Commerce, RTPO-Regional Transportation Planning Organization

Horizon 2040

Intergovernmental Coordination Element

Table 11.3-3 Statutory Authority for Provision of Facilities and Services

Facility/Service	County	City	Sewer District	Water District	Fire District	Conservation District	Port District
Utility Services	sewer/water 36.94.020; waste 36.58.010	sewer/water 35.21.210; waste 35.21.120	sewer 56.04.020; merge w/ water district 56.36.060	water 57.04.020; merge w/ water district 57.04.150		long range program including water 89.08.220(7)	sewer/water/waste 53.08.040
Health Services	hospital 36.62.010; joint hospital w/ city or another county 36.62.030; public health 36.89.030; emergency medical 36.32.480; mental health 71.24.045	hospital 35.22.280 [1st]; 35.23.440 [2nd]; ambulance 35.24.306 [3rd]; 35.27.370 [15] [towns]; joint hosp. w/ county 36.63.030; public health 70.05.020; 70.05.070			emergency need 52.12.031(1)		
Social Services	housing 36.32.415; poverty 36.32.440; youth 35.21.630	youth 35.21.630; low-income housing 35.21.685					
Law Enforcement Services	sheriff 36.28.010; prosecuting Atty. 36.27.020; public defender 36.26.070; coroner 36.24.020; court 2.08.010-020; jail 2.28.139	police 35.22.280, 35.22.610 [1st]; 35.23.130 [2nd]; 35.24.160 [3rd]; 35.27.370 [towns]; court 3.46.010, 35.20.010; jail 70.48.190					police 53.08.280
Fire Prevention/Suppression	fire code 36.43.010; contract w/ others for suppression 36.32.470	fire suppression 35.22.280 [1st]; 35.23.440 [2nd]; 35.24.290 [3rd]; 35.27.370 [towns]			prevention & suppression 52.12.031; burning permits 52.12.101		fire protection service 53.25.100
Community Development Activities	planning 36.70A.050	planning 35.63.060-080					
Environmental Protection Activities	lake 36.61.020; critical areas 36.70A.070, 36.36.020	lake 35.21.403; water 35.88.010; critical areas 36.70A.070	clean up water pollution 56.08.013	water conservation plan 57.08.170		prevention, conservation and	pollution control 53.08.040

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Intergovernmental Coordination Element

						education 89.08.220	
Economic Development Activities	economic dev. 36.01.085; tourist promotion 36.32.450	economic dev. 35.21.703; tourist promotion 35.21.700					economic dev. 53.08.245; tourism promotion 53.08.255
Transportation Services and Facilities	public transp. 36.57.040; rail 36.60.030; roads 36.75.020	public transp. 35.58.2721; streets 35.22.280 [1st]; 35.23.440 [2nd]; 35.24.290 [3rd]; 35.27.370 [towns]					transfer and terminal facilities 53.08.020; intermodal rail transport of cargo 53.08.290; street 53.08.330; waterways 53.08.060; facilities & harbor improvements 53.08.020
Other Activities	libraries 27.12.025; stormwater control and open space 36.89.030; parks and recreation 36.68.010; 36.89.030; greenbelt 36.34.340	libraries 27.12.025; public facilities 35.21.020; storm and surface water 35.67.020; parks and recreation 67.20.010; greenbelt 36.34.340	storm and surface water 56.08.010; merge w/ water district for water district powers include park and recreation 56.36.060	merge with sewer district for powers include storm and surface water 57.40.150; park and recreation facilities 57.08.010(5)		long range program includes water run-off and flood control 89.08.220(7)	libraries 53.29.030; storm and surface water [sewer power] 53.08.040; parks and recreation 53.08.260-270

11.3.2.2 Yakima Training Center

In addition to the general-purpose governments listed above, Yakima County is significantly impacted by the Yakima Training Center. The U.S. Department of the Army has prepared the "Cultural and Natural Resources Management Plan" in order to address various issues pertaining to the impacts of the Yakima Training Center on the environment. Yakima County has been an active participant on the CNRCP committee.

Major Issues:

- Development Regulations
- Critical Areas/Resource Lands

Applicable *Horizon 2040* Elements: Land Use; Natural Setting; Open Space; Capital Facilities.

11.3.2.3 Yakama Indian Nation

The Yakama Indian Nation comprises 1.1 million acres within Yakima County.

Major Issues:

- County-wide Planning Policy
- Open Space Corridors
- Development Regulations
- Urban Growth Area Plans
- Critical Areas/Resource Lands

Applicable *Horizon 2040* Elements: Land Use; Natural Setting.

11.3.3 Service Providers**11.3.3.1 Water**

There are twenty-eight County-owned water supply systems. The Nob Hill Water Association is also a major provider of potable water in the County. The Utilities Element provides greater detail on the existing conditions relating to water supply provisions in the County.

RCW 57.16.010 requires an update of the general Water Plan consistent with the provisions of the County's ***Horizon 2040***. A schedule for integrating plan updates for each County owned water system will need to be established.

Major Issues:

- Urban Growth Area Plans
- Development Regulations
- Water Plans
- Annexations
- Water Availability
- County-wide Planning Policy
- Essential Public Facilities

Applicable *Horizon 2040* Elements: Land Use; Demographics; Capital Facilities; Utilities.

[**11.3.3.2 Sewer**](#)

There are two special purpose sewer districts in the County, one each in Terrace Heights and Cowiche. In addition, Yakima County owns and operates a wastewater treatment facility in Buena. The Utilities Element provides greater detail on the existing conditions relating to sanitary sewer treatment provisions in the County.

RCW 56.08.020 requires an update of general Sewerage Plans consistent with the provisions of the County's ***Horizon 2040***. A time frame for integrating plan updates to any County owned sewer system will need to be established.

Major Issues:

- Development Regulations
- Urban Growth Area Plans
- Sewer Plans
- Annexations
- Essential Public Facilities
- County-wide Planning Policy

Applicable *Horizon 2040* Elements: Capital Facilities; Utilities; Land Use; Introduction (Demographics).

[**11.3.3.3 Irrigation**](#)

There are 21 irrigation districts within the County. The Utilities Element provides greater detail related to irrigation districts in the County.

Major Issues:

- Development Regulations
- Urban Growth Area Plans
- Water Availability
- Open Space Corridors

Applicable *Horizon 2040* Elements: Utilities; Land Use; Demographics; and Capital Facilities.

[**11.3.3.4 Schools**](#)

There are 15 school districts located in Yakima County. Although not a participant on the Regional Services Forum, school districts should become more involved in the implementation phase of ***Horizon 2040***.

Major Issues:

- Development Regulations
- Urban Growth Area Plans
- County-wide Planning Policy

Applicable Horizon 2040 Elements: Capital Facilities; Land Use; Transportation; and Introduction (Demographics).

[11.3.3.5 Fire Protection](#)

There are numerous fire districts in Yakima County. Yakima County currently has a mutual aid agreement with Lewis County for the provision of fire and emergency services in the White Pass area.

Major Issues:

- Urban Growth Area Plans
- Development Regulations
- Critical Areas/Resource Lands
- Open Space Corridors

Applicable Horizon 2040 Elements: Land Use; Natural Setting; and Parks and Open Space; Capital Facilities.

[11.3.3.6 Port Districts](#)

There are two port districts located in Yakima County, one each in Grandview and Sunnyside.

Major Issues:

- Development Regulations
- Urban Growth Area Plans
- Critical Areas/Resource Lands
- Essential Public Facilities
- Regional Transportation Plan

Applicable Horizon 2040 Elements: Land Use; Economic Development; Transportation; Capital Facilities; and Utilities.

[11.3.3.7 State and Federal Government](#)

Washington State:

The state's Growth Management Act [WAC 365-195-735] states that "the drafting of plans and development regulations under the Act should involve a consideration of numerous state and regional regulatory and planning provisions affecting land use, resource management, environmental protection, utilities, or public facilities."

Examples of statewide standards include:

- Water Pollution Control Act;
- Safe Water Drinking Act;
- Solid Waste Management Act;
- Model Toxics Control Act;
- Shoreline Management Act Forest Practices Act;
- Floodplain Management Act;

- State Building Code;
- Electrical Construction Code;
- Surface Mining Act;
- State Surface and Ground Water Codes;
- Hydraulic Project Act;
- Energy Facilities Site Evaluation Council;
- State Transportation Policy Plan;
- Water Resources Act of 1971;
- State Outdoor Recreation and Open Space Plan;
- State Trails Plan;
- Regional Air Pollution Control.

The state also requires plans for individual public water systems, approved by the state health department; comprehensive sewerage drainage basin plans, approved by the Department of Ecology; local moderate risk waste plans, approved by the Department of Ecology; and plans required to be filed with the utilities and transportation commission in accordance with WAC 480-100-251.

The following state departments have been involved in the growth management planning process. Each department has its specific role in the review and comment of **Horizon 2040**. Coordination with these state agencies to assist in the implementation of **Horizon 2040** will be necessary. Table XIII-2 identifies additional state agencies and offices with coordination responsibilities.

- Health
- Ecology
- Corrections
- Transportation
- Natural Resources
- Fish and Wildlife
- Social and Human Services
- Superintendent of Public Instruction
- Community, Trade & Economic Development

RCW 36.70A.103 states, "State agencies must comply with the local comprehensive plans and development regulations and amendments that are adopted under the Act."

Major Issues:

- Development Regulations
- Critical Areas/Resource Lands
- Water and Sewer Plans
- Urban Growth Area Plans
- Shoreline Master Programs

- Floodplain Management
- Dispute Resolution Process

Applicable Horizon 2040 Elements: All.

[11.3.3.7 Federal Agencies](#)

The Growth Management Act [WAC 365-195-730] states,

- (1) The drafting of plans and development regulations under the act should involve a consideration of the effects of federal authority over land or resource use within the planning areas including:
 - a. Treaties with Native Americans;
 - b. Jurisdiction on land owned or held in trust by the federal government;
 - c. Federal statutes or regulations imposing national standards;
 - d. Federal permit programs and plans.
- (2) Examples of such federal standard, permit programs and plans are:
 - a. National ambient air quality standards, adopted under the federal Clean Air Act;
 - b. Drinking water standards, adopted under the federal Safe Water Drinking Act;
 - c. Effluent limitations, adopted under the federal Clean Water Act;
 - d. Dredge and fill permits issued by the Army Corps of Engineers under the federal Clean Water Act;
 - e. License for hydroelectric projects issued by the federal Energy Regulatory Commission;
 - f. Plans created under the Pacific Northwest Electric Power Planning and Conservation Act;
 - g. Recovery plans and the prohibition on taking listed species under the Endangered Species Act.

[11.3.3.8 Coordinating Agencies](#)

A number of agencies are already involved in promoting interjurisdictional coordination on a variety of issues.

[11.3.3.9 Yakima Valley Conference of Governments](#)

The Yakima Valley Conference of Governments (YVCOG) was established by interlocal agreement to assure coordination, consensus, consistency and compliance over issues of common concern to its membership. YVCOG's mission is to provide member jurisdictions a regional network for professional community planning, transportation, grant writing, GIS, and facilitate coordinated efforts on matters of mutual concern. The Yakima Valley Conference of Governments will:

- Serve as the Metropolitan Planning Organization (MPO) and Regional Transportation Planning Organization (RTPO) for the region.
- Perform responsibilities as identified in the most recent GMA regional strategy.
- Develop and maintain informational databases to support the regional geographic information system.

- Define and implement procedures that assure opportunities for early and continuous public involvement through short and long-range planning projects.
- Coordinate with other agencies as appropriate in multi-jurisdictional planning activities.

Major Issues:

- County-wide Planning Policy
- Urban Growth Area Plans
- Development Regulations
- Regional Transportation Plan
- Dispute Resolution Process

Applicable *Horizon 2040* Elements: All elements of ***Horizon 2040*** are pertinent in coordinating with the YVCOG.

11.3.3.10 Regional Transportation Planning Organization

This entity was created through the enactment of the Growth Management Act, and is authorized through RCW 47.80 to review and certify local governments' Transportation Elements and the County-wide Planning Policy.

The RTPO is responsible for developing, in cooperation with state and local governments, a six-year regional Transportation Improvement Program. The TIP is based on programs, projects, and transportation demand management measures of regional significance as identified by transit agencies, cities, and counties.

Unlike most of the RTPOs in the state which consist of multi-county representation, Yakima County is a sole county RTPO. An RTPO may be formed by a single county if it has a population of 100,000 or more.

Major Issues:

- County-wide Planning Policy
- Urban Growth Area Plans
- Development Regulations
- Dispute Resolution Process
- Regional Transportation Plan
- Open Space Corridors

Applicable *Horizon 2040* Elements: Transportation; Capital Facilities; Land Use; and Demographics.

11.3.3.11 Metropolitan Planning Organization (MPO)

The MPO is responsible for managing a continuing, cooperative and comprehensive planning process for the urbanized areas. The planning process should result in the development of plans and programs consistent with the jurisdictions' comprehensive plans.

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The MPO was created through federal legislation implemented through state and local agencies. Yakima County is required to participate as an MPO since its population exceeds 50,000.

Major Issues:

- Development Regulations
- Urban Growth Area Plans
- Regional Transportation Plan
- Open Space Corridors

Applicable Horizon 2040 Elements: Transportation and Land Use; and Capital Facilities.

[**11.3.3.12 Tri-County Water Resources Agency**](#)

This organization consists of three counties: Benton, Kittitas and Yakima. The agency addresses numerous issues relative to the Yakima River Watershed.

The three counties will integrate relevant portions of the Yakima River Watershed Plan into their respective comprehensive plans and subsequent development regulations.

Major Issues:

- Critical Areas/Resource Lands
- Shoreline Master Programs
- Development Regulations
- Flood Hazard Management Plans
- County-wide Planning Policy
- Urban Growth Area Plans
- Water Availability

Applicable Horizon 2040 Elements: Natural Setting; Environmental Analysis; and Land Use; and Capital Facilities.

[**11.3.3.13 Boundary Review Board**](#)

The role of the Boundary Review Board (BRB) was revised to reflect the enactment of the Growth Management Act. RCW 36.93.230 states, "When a county and the cities and towns within the county have adopted a comprehensive plan and consistent development regulations pursuant to the provisions of chapter 36.70A RCW, the county may, at the discretion of the county legislative authority, disband the boundary review board in that county".

Yakima County has had a BRB since 1971. Upon completion of the urban growth area plans and subsequent development regulations, the County and its fourteen cities will need to examine the role of the BRB in the next phase of implementation.

Major Issues:

- Water and Sewer Plans

- Development Regulations
- Urban Growth Area Plans
- County-wide Planning Policy

Applicable Horizon 2040 Elements: Urban Land Use Sub-Element; and Transportation.

11.4 COORDINATING GROWTH MANAGEMENT ACT PRODUCTS

11.4.1 County-wide Planning Policy

To assure the development of common goals to achieve coordinated, planned growth, the Growth Management Act required cities and counties to begin the planning process with a set of shared understandings, the County-wide Planning Policy. Yakima County's response to this requirement is described in Chapter I, "Policy Plan Introduction." The County-Wide Planning Policy (CWPP) was originally approved by the Board of Yakima County Commissioners in June 1993, following approval by a majority of the cities and towns. The CWPP was revised in October 2003. Portions of the CWPP dealing specifically with regional service provision and intergovernmental coordination are excerpted in the Goals and Policies section of this element.

11.4.1.1 Master Interlocal Agreement for Growth Management Act Implementation in Yakima County

The primary purpose of the Master Interlocal Agreement is to provide a management structure for growth and development occurring in Urban Growth Areas (UGAs) to ensure that coordinated Growth Management Act (GMA) goals will be met. In areas that are outside of city limits but within the UGA, the County continues to have legal jurisdiction but both the County and respective City have interests. The purpose of UGA designation is to target these areas for urban growth and urban levels of services, and eventual annexation or incorporation. Consequently, the County and cities' must have coordinated visions for urban density land use in these areas with appropriate development standards to assure consistency with the GMA. The Master Interlocal Agreement is intended to meet the objectives of the GMA, set out processes for coordination of planning, provide public improvements, and to clarify administrative and development processes for citizens, the Cities and the County.

11.4.1.2 Urban Growth Areas

The GMA states that urban growth should first be located in areas already characterized by urban growth that have adequate existing public facility and service capacities to serve such development, second in areas already characterized by urban growth that will be served adequately by a combination of both existing public facilities and services and any additional needed public facilities and services that are provided by either public or private sources, and third in the remaining portions of the urban growth areas. (RCW 36.70A.110(3))

Therefore, the CWPPs include specific policies to encourage growth in UGAs and discourage urban growth outside of these areas. Also, these policies strive for development within UGAs in a logical fashion outward from the edge of developed land in conjunction with the provision of

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infrastructure and urban services. The CWPPs and the Master Interlocal Agreement incorporated the state requirements and described the process and criteria for establishing and amending urban growth areas in Yakima County. Final UGA boundaries are set through the adoption or update of **Horizon 2040** using the Official of Financial Management's (OFM) twenty-year population projections for Yakima County and a detailed land capacity analysis conducted in coordination between the County and specific cities.

11.4.1.3 Comprehensive Plans

RCW 36.70A.100 states, "The comprehensive plan of each county or city that is adopted pursuant to RCW 36.70A.040 shall be coordinated with, and consistent with, the comprehensive plans adopted pursuant to RCW 36.70A.040 of other counties or cities with which the county or city has, in part, common borders or related regional issues." In addition, the Transportation Element must assess the impacts of the transportation plan and land use assumptions on the transportation systems of adjacent jurisdictions. (RCW 36.70A.070 (6)(d))

11.5 ANALYSIS OF ASSETS, NEEDS AND OPPORTUNITIES

Although a substantial amount of effort has already been undertaken to coordinate between these and other agencies, the bulk of the work is yet to come. However, since these jurisdictions have been meeting already to discuss these and other issues, the adoption of this optional element presents a good point of departure for interjurisdictional coordination.

11.5.1 Roles and Responsibilities

11.5.1.1 County-wide Planning Policy

Yakima County, cities and towns, and the Yakima Valley Conference of Governments are all involved in planning activities related to their statutory authority and responsibility. The Countywide Planning Policy further clarify the roles and land use planning authority of each type of governmental unit.

Yakima County is the regional government within the county boundaries providing various services within unincorporated and incorporated areas. Yakima County will:

- Be responsible for the development, adoption and implementation of comprehensive plans and development regulations and the processing of land use permits within the unincorporated portions of the County.
- Develop and maintain informational data bases to support the regional geographic information system.
- Perform responsibilities as identified in the most recent GMA regional strategy.

Enter into separate urban growth management agreements with each city to address joint issues identified in the County-wide Planning Policy and other matters agreed to be of mutual interest.

- Define and implement procedures that assure opportunities for early and continuous public involvement throughout short and long range planning projects.
- Coordinate with other agencies as appropriate in multi-jurisdictional planning activities.

Cities within Yakima County provide a variety of services primarily to residents within their respective municipal boundaries. Cities will:

- Provide urban governmental services as identified in the GMA (Chapter 36.70A RCW) and adopted urban growth management agreements.
- Be responsible for the development, adoption and implementation of comprehensive plans and development regulations and the processing of land use permits within the incorporated city and within unincorporated portions of urban growth areas as may be agreed upon through interlocal agreements.
- Within their capabilities, develop and maintain informational data bases to support the regional geographic information system.
- Perform responsibilities identified in the most recent GMA regional strategy.
- Enter into separate interlocal agreements with Yakima County to address joint issues identified in the County-wide Planning Policy and other matters agreed to be of mutual interest.
- Define and implement procedures that assure opportunities for early and continuous public involvement throughout short and long range planning projects.
- Coordinate with other agencies as appropriate in multi-jurisdictional planning activities.

The Yakima Valley Conference of Governments was established by interlocal agreement to assure coordination, consensus, consistency and compliance over issues of common concern to its membership. The Yakima Valley Conference of Governments will:

- Serve as the Metropolitan Planning Organization (MPO) and Regional Transportation Planning Organization (RTPO) for the region.
- Perform responsibilities as identified in the most recent GMA regional strategy.
- Develop and maintain informational databases to support the regional geographic information system.
- Define and implement procedures that assure opportunities for early and continuous public involvement through short and long-range planning projects.
- Coordinate with other agencies as appropriate in multi-jurisdictional planning activities.

11.5.1.2 Comprehensive Plans

Additional work will be needed to reconcile the detailed plans of cities for their urban growth areas with the general policy guidance contained in **Horizon 2040**. However, this process be made easier in that the County's policies were developed to complement the draft concepts and land use plans that the cities were developing, such as "urban reserve," "focused public investment", corridors, and "agricultural transition" areas. Also, the County's satellite

management systems for clustered urban development provide a way for outlying areas in UGAs to develop at urban densities.

11.5.1.3 Shoreline Master Programs

The requirement states that those counties and cities planning under the 36.70A shall amend their Comprehensive Plan to incorporate a Shoreline Element into the Comprehensive Plan. Yakima County has accomplished this through adoption of the Natural Setting Element (Chapter 2) and the Critical Areas Ordinance.

11.5.1.4 Regional Service Agreements

Yakima County's **Horizon 2040** will be best fulfilled by emphasizing the intergovernmental coordination aspects of the plan among governments. The alternatives are in matters of form, such as formal v. informal agreements. If the informal type works better, especially as relationships are developing, it should be used. Present interlocal agreements expire on a variety of dates. The Intergovernmental Coordination Element provides a framework to regularly monitor the success of existing and proposed coordination mechanisms, including informal and formal agreements.

11.5.1.5 Dispute Resolution

Currently, the Growth Management Hearings Boards provide mediation services relative to disputes regarding GMA documents. This is considered a preemptive measure in case an appeal is filed.

11.5.1.6 Plan Implementation and Monitoring

There are several approaches or methodologies which may be considered in developing an intergovernmental coordination process. An initial component should be creating consensus on coordination assumptions, such as:

- Communication is the foundation of coordination and cooperation.
- Existing interlocal agreements cover obvious, physical, measurable needs, such as sharing a wastewater treatment plant, or reciprocal fire agreements.
- Other issues are more subtle, requiring time to establish relationships and to coordinate data analysis and use for annual reporting. An example is the capital improvement program and its priorities for the cities' urban growth areas.
- There is a need for a regional viewpoint between municipalities and the County.
- Issues should be identified and addressed before they become controversial positions. It is easier to discuss a desired out-come than to argue over an established position.
- Technical coordination of an issue, with a proposed resolution, is better than open confrontation. Anticipation is better than reaction.
- There are a lot of jurisdictions covering many technical, and occasionally over-lapping issues.
- The planning process, with its emphasis on review of adjacent jurisdictions' plans and the doctrine of standing, provides the impetus for coordination. The alternative, appeals and

lawsuits, are costly, time-consuming and counter-productive to growth, planning and development.

11.5.1.7 Intergovernmental Coordination among Yakima County and Other Entities

The next phase of implementation will entail determining the roles and responsibilities to ensure intergovernmental coordination. Yakima County and other jurisdictions should address the following potential issues in resolving coordination responsibilities:

- Description of Issue
- Existing Method of Coordination
- Nature of Relationship
- Office with Primary Responsibility
- Effectiveness of Coordination Mechanisms
- Deficiencies and Needs
- Outside Coordinating Entities

11.5.1.8 Plan Amendment

Coordination will also be important as **Horizon 2040** is updated and amended. To make sure that the plan remains current, the Planning Division will annually evaluate it for internal consistency, for consistency with the plans of other jurisdictions, and with development regulations. The results of this review will be provided to the Planning Commission for consideration as part of its annual meeting agenda.

The annual review will include a reassessment of the plan to ensure that capital facilities needs, financing and level of service are consistent, and that the plan is internally consistent. It will also require coordination with non-County providers of public facilities on a joint program for maintaining adopted level of service standards, Concurrency requirements, funding and construction of shared public facilities. Consistency will be systematically achieved through annual budgeting cycles, interlocal agreements and other measures identified in **Horizon 2040**.

Planning Commissioners will use the information in the annual consistency review when they consider amendments proposed for adoption. Amendments require the use of the same public hearing procedure that was used for initial adoption. All affected jurisdictions and agencies will be notified of the proposed amendments and the public hearing schedule, and invited to submit comments on the SEPA determination.

11.5.1.10 County-Wide Planning Policy (*Horizon 2040*)

As the policy framework for comprehensive planning in Yakima County, the Countywide Planning Policy (CWPPs) address regional service provision and intergovernmental coordination. The Policies have three "Guiding Principles" for coordination and cooperation:

- A. Local governments within Yakima County do hereby agree to strive toward the principle that all local planning differences should be discussed and settled locally. Appeals or

requests for review shall be referred to the Eastern Washington Growth Management Hearings Board only when the local resolution process has been exhausted.

- B. In order to enhance coordinated planning, Yakima County and the cities agree to develop a common system for data collection and analysis and consistent terms for comprehensive land use categories. [Note: It is recognized that the planning process required by the Growth Management Act is presently underway in all Yakima County jurisdictions and that full implementation of this policy may not occur until after initial comprehensive plans are adopted.]
- C. The Interlocal Agreement for the adoption of the County-wide Planning Policy will be amended to establish the process and guidelines for reviewing and amending the Countywide Planning Policy.

The CWPPs also spell out the growth planning roles and responsibilities of the County, the cities, and the Yakima Valley Conference of Governments, as described above in the Analysis, Section C.

11.6 INTERGOVERNMENTAL COORDINATION: GOALS AND POLICIES

The first two goals in this element specifically address coordination among various entities. The next two goals deal with the process for implementing **Horizon 2040** and keeping it current.

PURPOSE STATEMENT IC 1

The Yakima County-wide Planning Policy describes the roles and relationships of Yakima County and its cities.

GOAL IC 1:	Ensure coordinated, consistent long-range planning among Yakima County governments and service providers.
POLICIES:	
IC 1.1	Follow the Yakima County-wide Planning Policy.
IC 1.2	Maintain an active Yakima County-wide Planning Policy Committee to complete the work identified within the County-Wide Planning Policy and maintain the Policy as a living document.
IC 1.3	Look to the County's cities for policy guidance with regard to urbanization within UGAs.
IC 1.4	Negotiate ramp down agreements for appropriate allocation of financial burdens resulting from the transition of land from county to city jurisdiction. (CWPP, H.3.4)
IC 1.5	Establish independent regional service providers for those regional services that could be provided more efficiently through intergovernmental cooperation.

PURPOSE STATEMENT IC 2

Cooperation with the Yakama Indian Nation is mutually beneficial. As a basis for cooperation, it is important to recognize that the Nation is a sovereign nation.

GOAL IC 2: Recognize and respect the sovereign nation status of the Yakama Indian Nation.	
POLICIES:	
IC 2.1	Coordinate planning efforts with the Yakama Indian Nation for lands under County land use jurisdiction that lie within the exterior boundary of the Yakama Indian Reservation.
IC 2.2	Support the efforts of the Yakama Indian Nation to protect the natural environment throughout the ceded area of the Yakama Indian Reservation.
IC 2.3	Facilitate coordinated planning for lands within the exterior boundary of the Yakama Indian Nation through reciprocal sharing of plans, studies, policy documents, maps, data bases, and other information needed.

PURPOSE STATEMENT IC 3

The Growth Management Act allows update of the comprehensive plans of counties and cities no more often than once a year. Changes to urban growth areas and to the plan itself should be coordinated to ensure that the cumulative effects of proposed changes are adequately considered. Citizen involvement is an integral part of the ongoing plan evaluation and updating process.

GOAL IC 3: Maintain <i>Horizon 2040</i> as a current guide to the County's growth and development.	
POLICIES:	
IC 3.1	Provide for an annual review of Horizon 2040 for minor text, map and database changes as part of the Planning Commission work program.
IC 3.2	Horizon 2040 goals, policies, and the plan map designation criteria shall undergo a full reevaluation and update every eight years following adoption.
IC 3.3	Major amendments between eight-year review periods shall only occur based on significant special studies. A majority vote of the Planning Commission or Board of County Commissioners shall be required to initiate such amendments.
IC 3.4	Maintain an ongoing citizen participation program utilizing task forces, community councils, and other citizens' groups to ensure public awareness and review of proposed changes to Horizon 2040 .

PURPOSE STATEMENT IC 4

Plan implementation is accomplished primarily through the County's ordinances. The Growth Management Act requires consistency between the County's Comprehensive Horizon 2040 and its implementing development regulations. Successful implementation of the plan will require bringing those regulations into conformity with the plan goals and policies. Also, the plan will require additional detail to be useful as a SEPA resource document, and to provide specific direction for the portions of the Yakima Interim Urban Growth Area that were not included in the Yakima Urban Area Comprehensive Plan. Finally, many of the goals, policies and objectives in the plan need to be "fleshed out" to explain exactly how certain activities will be "encouraged," "promoted," "discouraged," etc. An action plan is needed to identify and prioritize the strategies needed to accomplish the plan goals, policies, and objectives.

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GOAL IC 4: Successfully implement <i>Horizon 2040</i>.	
POLICIES:	
IC 4.1	Continue to update the following research and planning projects, and reflect the results in <i>Horizon 2040</i> : <ol style="list-style-type: none">1. Neighborhood plans for selected rural settlements;2. Plan designation of mineral resource sites; and3. Comprehensive Flood Hazard Management Plans.
IC 4.2	Review existing development regulations for consistency with plan goals and policies, and revise regulations as needed.
IC 4.3	Develop a streamlined, simplified, predictable development review process that integrates SEPA and GMA.
IC 4.4	Develop interlocal agreements with cities and other service providers for serving the unincorporated portions of urban growth areas.
IC 4.5	Review <i>Horizon 2040</i> goals and policies to develop, prioritize and schedule specific implementation strategies periodically.
IC 4.6	Maintain a multi-year work program to accomplish the additional research and planning needed for successful plan implementation.

PURPOSE STATEMENT IC 5

Although not independent jurisdictions, Rural Settlements and certain urban neighborhoods (West Valley, Terrace Heights) have distinct community identities and needs that should be addressed through the Horizon 2040 implementation process. Yakima County is committed to promoting greater citizen involvement of these residents and welcomes their participation in growth and development issues affecting their particular area. As such, the County is committed to forwarding information of significant matters related to growth management and community development affecting these areas and to consider their recommendations in the decision-making process.

GOAL IC 5: Promote the involvement of neighborhood groups in the <i>Horizon 2040</i> implementation process.	
POLICIES:	
IC 5.1	Make available/forward information to recognized neighborhood groups regarding significant matters related to growth management and community development affecting their particular area.
IC 5.2	Provide opportunities for neighborhood groups to study and make recommendations regarding matters relating to the growth and development of their neighborhood and/or community.