

# **Chapter III**

## **Land Use Element**

## **I. INTRODUCTION**

### **PURPOSE OF ELEMENT**

The land use element establishes the desirable character, quality and pattern of the physical environment and represents the community's policy plan for growth over the next 20 years. In addition, because land is a limited resource, the land use element acts as an overall check and balance system to provide a balance between people's use of land and lands left in a natural state to maintain natural systems functions.

### **GROWTH MANAGEMENT ACT REQUIREMENTS**

The Washington Growth Management Act (GMA) requires that the following be addressed by the land use element:

- ❖ Designation of the proposed general distribution, extent and general location of a number of land uses for various activities.
- ❖ Establishment of population densities, building intensities and estimates of future population growth.
- ❖ Provisions for the protection of the quality and quantity of ground water used for public water supplies (this requirement is to be addressed in the natural environment element).
- ❖ Consider utilizing urban planning approaches that promote physical activity.
- ❖ Where applicable, the land use element must review drainage, flooding and storm water runoff in the area covered by the plan and nearby jurisdictions and provide guidance for corrective actions to mitigate or cleanse those discharges that pollute the waters of the state (this requirement is addressed in the natural environment element).

The land use element describes how the GMA requirement for designation of an Urban Growth Area (UGA) is being met. It also addresses the GMA inventory requirements for identifying the lands that are useful for public purposes and open space corridors within and between UGAs.

### **APPLICABLE COUNTY-WIDE PLANNING POLICIES**

Under the Growth Management Act, cities, towns and their associated urban growth areas have been identified as the primary areas where future urban levels of growth will be permitted. In order to achieve the Act's goal of "inter-jurisdictional consistency", county-wide planning policies need to be considered as part of the development of the land use element of Zillah's comprehensive plan. The following county-wide planning policies apply to discussion on the land use element.

1. 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. (County-wide Planning Policy: A.3.1.)
2. All cities will be within a designated urban growth area. Urban growth areas may include areas not contained within an incorporated city. [RCW 36.70A.110] (A.3.2.)

3. All urban growth areas will be reflected in County and respective city comprehensive plans. (A.3.3.)
4. Urban growth will occur within urban growth areas only and will not be permitted outside of an adopted urban growth area, except for new fully contained communities. [RCW 36.70A 110 (2)] (A.3.4.)
5. The baseline for twenty-year countywide population forecasts shall be the official decennial Growth Management Act Population Projections from the State of Washington's Office of Financial Management (OFM) plus unrecorded annexations. The process for allocating forecasted population will be cooperatively reviewed. (A.3.5.)
6. Sufficient area must be included in the urban growth areas to accommodate a minimum 20-year population forecast and to allow for market choice and location preference. [RCW 36.70A.110 (2)] (A.3.6.)
7. When determining land requirements for urban growth areas, allowance will be made for greenbelt and open space areas and for protection of wildlife habitat and other environmentally sensitive areas. [RCW 36.70A.110 (2)] (A.3.7.)
8. The County and cities will cooperatively determine the amount of undeveloped buildable urban land needed. The inventory of the undeveloped buildable urban land supply shall be maintained in a Regional GIS data base. (A.3.8.)
9. The County and cities will establish a common method to monitor urban development to evaluate the rate of growth and maintain an inventory of the amount of buildable land remaining. (A.3.9.)
10. The County, city, or interested citizens may initiate an amendment to an existing urban growth area through the normal comprehensive plan amendment process, however in no case will amendments be processed more than once a year. [RCW 36.70A.130 (2)] (A.3.10.)
11. Prior to amending an urban growth area the County and respective City will determine the capital improvement requirements of the amendment to ascertain that urban governmental services will be present within the forecast period. (A.3.11.)
12. Annexations will not occur outside established urban growth areas. [RCW 35.13.005] Annexations will occur within urban growth areas according to the provisions of adopted interlocal agreements, if any. (A.3.12.)

The following policies relate to the phasing of growth and development with services and infrastructure provisions:

13. Urban growth should be located first in areas already characterized by urban growth that have existing public facilities and service capacities to serve such development, and second in areas already characterized by urban growth that will be served 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. Further, it is appropriate that urban governmental services be provided by cities, and urban governmental services should not be provided in rural areas. [RCW 36.70A.110(3)] (B.3.1.)

14. Urban growth management interlocal agreements will identify services to be provided in an urban growth area, the responsible service purveyors and the terms under which the services are to be provided. (B.3.2.)
15. Infill development, higher density zoning and small lot sizes should be encouraged where services have already been provided and sufficient capacity exists and in areas planned for urban services within the next 20 years. (B.3.3.)
16. The capital facilities, utilities and transportation elements of each local government's comprehensive plan will specify the general location and phasing of major infrastructure improvements and anticipated revenue sources. [RCW 36.70A.070(3)(c)(d)]. These plan elements will be developed in consultation with special purpose districts and other utility providers. (B.3.4.)
17. New urban development should utilize available/planned urban services. [RCW 36.70A.110(3)] (B.3.5.)
1618. Local economic development plans should be consistent with the comprehensive land use and capital facilities plans, and should:
  - a. Consider the goods, services and employment requirements of the projected population;
  - b. Consider export opportunities for locally produced goods;
  - c. Identify areas most suitable for industrial development;
  - d. Anticipate and accommodate the infrastructure needs of business and industry within UGAs. (G.3.2.)

## **RELATIONSHIP TO OTHER ELEMENTS**

The land use element could be described as the "driver of the comprehensive plan" in that each of the other elements are inter-related with the land use element and the plan element goals will be implemented through land use policies and regulations.

This land use element has the following components:

- 1) Summary of the urban growth area process and designation.
- 2) Summary of major land use considerations for the city.
- 3) Summary of historic trends and the physical setting for the community and a survey of existing land uses within the city and its UGA.
- 4) Analysis and forecasts, including analysis of population growth and demographics; economic conditions; physical conditions; infrastructure; public facilities and services; UGA build-out scenarios; and projection of long-range land use needs.
- 5) Land Use Plan Concept: discussion of the major plan concepts and growth management strategies.
- 6) Land use goals and policies

7) Land use maps

## **II. URBAN GROWTH AREA**

Zillah's Urban Growth Area (UGA) includes those lands to which the city may feasibly provide future urban services and those surrounding areas which directly impact conditions within the city limits. This area is defined by an Urban Growth Area Boundary (Figure III-1). The Urban Growth Area Boundary is designated by the County Commissioners, after an extensive process involving coordination between the city and the county, in which the Urban Growth Area Boundary was identified. County-wide planning policies were taken into consideration in this process.

In the Urban Growth Area Boundary designation process, the following were major considerations in locating the boundary.

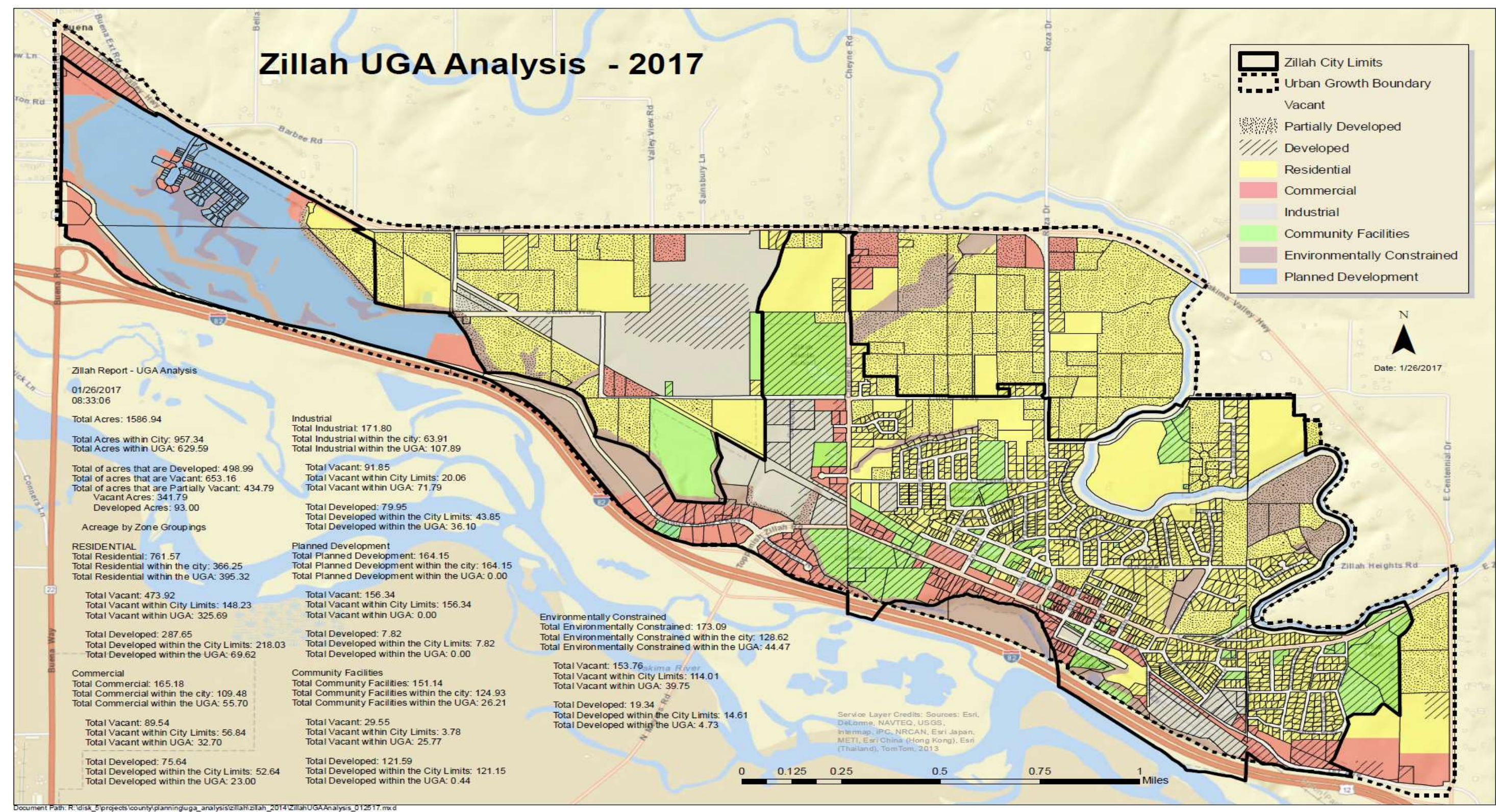
- ☐ Availability of sufficient land to provide wide market choices for potential industrial development or other facilities that would promote economic development.
- Existing utility service area, reflecting the city's ability to provide water, sewer, and other public services.
- ☐ Area required to accommodate anticipated growth.
- ☐ Location and development constraints of resource lands, natural (critical areas) and manmade physical barriers.
- ☐ Preferences of local residents.
- ☐ Location of parcel boundaries.

## **III. MAJOR LAND USE CONSIDERATIONS**

- ☐ What land use patterns are consistent with the city's vision for its future?
- ☐ What areas have the most capacity for development, in terms of the availability of water, sewer, and roads? What areas are currently experiencing development pressures?
- Should the city encourage or discourage the conversion of agricultural land to other uses in the unincorporated portion of the urban growth area?
- How can the City encourage the construction of housing that will support an economically diverse community?
- What land use patterns are consistent with the City's vision for economic development?



Figure III-1. Zillah Urban Growth Area





## **IV. EXISTING CONDITIONS**

### **EARLY HISTORY**

The early settlement of Zillah was made possible by two dominant individuals. Thomas F. Oakes, president of the Northern Pacific Railroad, entrusted a man named Walter N. Granger to fulfill his vision for him of transforming the arid, desert land of the lower valley into a lush green valley of agricultural productivity, by means of irrigation from the nearby Yakima River. After studying the matter for a few days, Granger (who had worked on small irrigation projects before his enlistment by Oakes) decided to assume the challenge before him. During the early 1890's the Sunnyside Canal Project was begun. The head-gates of the canal were located nearly 12 miles above the Zillah area.

With construction underway, the promoter and sole superintendent of the canal, Granger, selected a town site in 1892. The question of naming the town arose during a visit by railroad and canal officials (including Oakes, his wife and daughters) soon after the selection of the site itself. During the visit, the decision was made to name the town Zillah, in honor of Miss Zillah Oakes, daughter of the railroad company president. Development of the town site occurred quickly. During mid to late 1892 a hotel was built, branch offices of Northern Pacific and Yakima Irrigation Company were constructed, and a general store appeared. Next sprouted a drug store and a blacksmith shop. By 1893, approximately 50 persons lived in the Zillah settlement. Soon a meat market and livery barn were added. During this year a fire wiped out the new hardware and drug store (later rebuilt). During 1894, School District #32 was organized and a schoolhouse was built.

By the time the branch rail line came through Zillah, the area had two stage lines and two telephone lines. It has also added a bakery, feed store, doctor, jewelry store, millinery, real estate office, barber shop and a saloon.

The growing settlement was incorporated in 1911, and by 1920 had a population of 647 (see Table III-1). Growth after 1920 was moderate and steady for Zillah throughout the agricultural boom years, ending about 1950. From 1950 to 1960, Zillah experienced a large population gain of 148 people most likely linked to the baby boom years, and another population surge of 461 people in the 1980s before the current trend.

### **EARLY ECONOMY AND GROWTH**

The economic growth of the Zillah settlement was made possible through the delivery of irrigation water to its arid desert land. During the late 1800's Northern Pacific Railroad Company made an important decision about what it should do with a worthless expanse of desert it owned. The decision involved the construction of a larger irrigation canal, which could divert water from the Yakima River to the brown, loam soil surrounding it. By 1892, the Sunnyside Canal Project, to be a total of 60 miles long, was delivering the first irrigation water to the area.

By 1894, the transformation of desert to intensive agricultural productivity was well underway. Under the influence of a concentrated promotion campaign by the railroad and irrigation companies, more and more farmers were attracted to the area. More and more dry land acreage was put into fruit and alfalfa. The process so fed upon itself that a branch railroad line was extended to the area. This was established in order to supply more direct service to the growing agricultural productivity in the area.

Business growth in Zillah sprouted quickly in order to supply support services to the agricultural community.

## RECENT GROWTH TRENDS

Since 1970, Zillah has been growing at the fastest rate in its history. The Washington State Office of Financial Management estimated that the population of Zillah increased from the 2000 population of 2,198 to 3,140 in 2015, for a net gain of 942 persons. This represents a 30% increase in population in fifteen years. Table III-1 and III-2 compares growth in the City of Zillah with growth in Yakima County.

Table III-1. City of Zillah Population Trend, 1910-2015

Year	Population	Change from Previous Decade	% Change	Average Annual Growth Rate
1920	647		---	---
1930	728	81	12.5%	1.3%
1940	803	75	10.3%	1.0%
1950	911	108	13.5%	1.3%
1960	1,059	148	16.2%	1.6%
1970	1,138	79	7.5%	0.7%
1980	1,599	461	40.5%	4.1%
1990	1,911	312	19.5%	2.0%
2000	2,198	287	15.0%	1.5%
2010	2,964	766	34.8%	3.48%
2015	3,140*	176*	5.6%*	1.12%*

Source: U.S. Census Bureau, Census of Population & Washington State Office of Financial Management

\*Represents change from 2010-2015 only

Table III-2. Yakima County Population Trend, 1910-2015

Year	Population	Change from Previous Decade	% Change	Average Annual Growth Rate
1910	41,709		---	---
1920	63,710	22,001	52.7%	5.3%
1930	77,402	13,692	21.5%	2.2%



1940	99,019	21,617	27.9%	2.8%
1950	135,723	36,704	37.0%	3.7%
1960	145,112	9,389	6.9%	0.7%
1970	145,212	100	0.1%	0.0%
1980	172,508	27,296	10.1%	1.0%
1990	188,823	16,315	9.5%	1.0%
2000	222,581	33,758	17.8%	1.78%
2010	243,231	20,650	9.3%	0.93%
2015	249,970*	6,739*	2.77%*	0.55%*

Source: U.S. Census Bureau, Census of Population & Washington State Office of Financial Management

\*Represents change from 2010-2015 only

Agricultural patterns in the Yakima Valley have changed significantly as a whole. Acreage in sugar beets, potatoes, and irrigated pasture declined, while acreage in hops, alfalfa, wheat, apples, and grapes has increased. Agriculture, Forestry, and Fishing represents about 26.1% of the Yakima County GDP (2014); Tree fruit industry represents 7.7% of County GDP and approximately 17,000 jobs.

The City of Zillah's population increased by 15.0% between the 1990's & 2000 and an additional increase of 34.8% occurred between the years 2000 & 2010.

In the county, some of the growth that occurred during the 1990's has been attributed to the "settling out" of the largely Hispanic migrant farm worker population. This trend received additional impetus with the passage of the Immigration Reform and Control Act of 1986. In Zillah, the percentage of persons of Hispanic origin increased from 17.2% in 1990 to 29.2% in 2013.

## PHYSICAL SETTING

The City of Zillah is located in the south-central section of Washington State, in the lower Yakima Valley. The city lies north of the Yakima River, which forms the northern boundary of the Confederated Tribes and Bands of the Yakama Nation Reservation. The nearest city is Toppenish, located across the river to the southwest. The nearest major city is the City of Yakima, approximately 23 miles to the northwest.

Elevation of the Zillah urban growth area ranges from approximately 730 to 920 feet above sea level. Most of the older parts of the city are located on a bench separated from the Yakima River floodplain by a steep bluff. The city has designated the embankment as a geologically hazardous area under the Growth Management Act (GMA).

The city averages 18 days of daytime temperatures below 32° F and 42 days of daytime temperatures above 90° F.

Sunshine is the norm in the City of Zillah & Yakima County, and nearly of 300 days per year. Average annual precipitation is 8 inches a year, of which 24 inches occurs as snowfall in the months of November, December, and January. The average temperature in the winter is 37°, spring 63°, summer 88°, and fall 64°.

Irrigation in the valley is made possible by water from the U.S. Bureau of Reclamation's Yakima Project. The Buena Irrigation District, the Konowac Ditch Company, and Sunnyside Valley Irrigation District, and City of Zillah Irrigation District serve most of the UGA except for the City of Zillah's central area, which is excluded and served by Zillah Irrigation District.

Groundwater in the vicinity of Zillah occurs in three major aquifer systems: the shallow, unconfined aquifer, near the surface; the post basalt aquifer, somewhat deeper; and the basalt aquifer, the deepest. The shallow unconfined aquifer occurs only in the immediate vicinity of the Yakima River, and flows southeast. Recharge is from surface waters and irrigation water. The lower elevations of the drainage basin west of the Rattlesnake Hills are underlain by the post basalt aquifer, which flows south-southwest toward the Yakima River. The basalt aquifer underlies the entire drainage basin, and flows south. Both the post basalt and the basalt aquifer have their primary recharge areas in the Cascade Range and its eastern foothills.

Surface water in the vicinity of Zillah includes the Yakima River, ponds and wetlands in the vicinity of the river, intermittent streams, irrigation ditches, and associated wetlands. Wetlands were inventoried when the city identified resource lands and critical areas in need of protection. The city designated wetlands located west of I-82, several areas located within the city and urban growth areas, and an area in the northeastern portion of the city, and an area identified as wetlands and donated to the city as an education area known as Ecology Park.

Interstate 82, acting as a dike, protects most of the city and its urban growth area from flood hazards associated with the Yakima River. There are three areas within the city and urban growth area that are recognized as floodplain locations by the Federal Emergency Management Agency (FEMA). The city has designated the areas that are recognized by FEMA as being within the 100 year floodplain and as a frequently flooded area under the Growth Management Act.

## EXISTING ZONING

Existing zoning is shown in Figure III-2. Within the city, residential zoning is predominantly **Low Density Residential (R-1)**. This zone is established to provide for lower density single-family residential developments in a traditional neighborhood setting. Nonresidential uses should be nonintrusive to protect and preserve the neighborhood character and property values. The district is characterized by single-family units. The density in the district is generally seven dwelling units or less per acre. There are a few small areas of **Moderate Density Residential (R-2)** zoning found mostly in the north central part of the city. This zone is established to provide for moderate density residential developments in a traditional neighborhood setting. Nonresidential uses should be nonintrusive to protect and preserve the neighborhood character and property values. The district is characterized by single-family units and duplexes. The density in the district generally ranges from seven to 12 dwelling units per acre.

The **High Density Residential (R-3)** zoning occurs in several areas; slightly north of Second Avenue and south of Third Avenue. This zone is established to provide for higher density residential

developments. The district is characterized by single-family units, duplexes and multifamily. The density in the district generally ranges from 13 or more per net residential acreage.

**Suburban Residential (SR) (1 or more acres)** zoning is mostly located in the vicinity of Meadowlark Lane, north of Third Avenue. There is a parcel located on Schooley Road that is zoned similarly. This zone is generally established to provide a transitional area between the low, medium, and high density residential zones and the outlying agricultural areas; an opportunity for suburban residential living in areas close to town where there will not be a conflict with active agricultural production; a buffer between urban areas and those areas reserved for continued agricultural production; a transitional area into which future suburban development can expand as needed; and areas for a continued mixture of low density residential development and hobby farming activities.

**Commercial (C-1)** zoning occurs along First Avenue, in the central business district (mainly fronting First and Second Avenues between Second Street and Seventh Street), along the western side of Cheyne Road between First Avenue and Cutler Way, and at the eastern end of the city along First Avenue. This zone is established to preserve a general business district having a wide range of retail and service businesses, entertainment, government and professional offices and places of amusement in a setting that is safe, convenient, comfortable, and attractive for both pedestrian and automobile access. It is not the intent to promote residences as a primary use in this zone. Uses which by nature are noisy or emit excessive odors, dust and fumes are not appropriate in this zone.

The Vintage Valley complex, the Zillah West development, and all the city land to the west along I-82 is zoned **Commercial-Tourist (C-T)**. This zone is established to provide areas for commercial establishments, which generally offer accommodations, supplies, services or recreational opportunities for the traveling public. Such zones shall only be located on or near interchanges, state highway intersections, or along any generally recognized tourist route.

The central western section at First Avenue and Cheyne Road and a small section along the eastern portion of First Avenue are zoned **Light Manufacturing Zone (M-1)**. This zone is established to ensure that suitable land will be available for businesses and industries. The intent of the light manufacturing zone (M-1) is to:

1. Establish and preserve areas near designated truck routes and freeways for light industrial uses;
2. Direct truck traffic onto designated truck routes and off residential streets; and
3. Minimize conflicts between uses in the light manufacturing zone and surrounding land uses.

There are several locations within the city limits zoned as **Public Land/Church Zone (P/C)**. The purpose of this zone is to provide areas for public and private noncommercial parks, churches, synagogues, temples and open space, and public facilities. These areas are intended to provide Zillah area citizens with a variety of recreational and religious opportunities, educational, and areas for open space.

The city also has a **Planned Development (PD) Overlay** zoning option for more diversified development. The intent of this the overlay zoning is:

- A. To produce development more appropriate in certain circumstances than that resulting from the usual application of this title and/or the long plat ordinance;
- B. To correlate the provisions of this title and other ordinances and codes of the city to permit developments which will provide a desirable and stable environment in harmony with that of the surrounding area and consistent with the comprehensive plan;

C. To permit flexibility that will encourage a more creative approach in the development of land and will result in a more efficient, aesthetic and desirable environment;

D. To permit flexibility in land use and density placement of buildings, arrangement of open space, circulation facilities and off-street parking areas, and to best utilize the potentials of sites characterized by special features of geography, topography, size or shape;

E. Provide the applicant with reasonable assurance of ultimate approval before expenditure of complete design monies, while providing the city with assurances that the project will retain the character envisioned at the time of approval;

F. Provide greater compatibility with surrounding land uses than what may occur with a conventional project.

In the urban growth area, Yakima County zoning is mixed with Suburban Residential (SR), Single Family Residential (R-1), Two Family Residential (R-2) (between Cheyne Road and Roza Drive), Multi-Family Residential (R-3) along Roza Drive, General Commercial (GC) (Cheyne Rd/ Roza Dr. and Yakima Valley Highway intersections), and Light Industrial (M-1) north of Cutler Way and in the area northeast of the current city limits. There are several areas that are Commercial (C) zoned at the intersections of Cheyne Road and Roza Drive. There are a couple of parcels located along I-82 that are zoned Remote/Extremely Limited (R/ELDP). To the north and east of the Yakima Valley Highway in the vicinity of Zillah, the land is almost exclusively zoned Agriculture (AG).

## **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 report dated July 14, 2015 after receiving comments, on that allocated the projected population and employment growth for 20 years among the county's 14 cities. The LCA report is based on the specific population projections for the City of Zillah. Three terms were used throughout the 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 Zillah's growth according to the analytical process outlined in the "Urban Lands" section in the Land Use Element of Yakima County's Comprehensive Plan (Plan 2015). The 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.

Yakima County's Division of Geographic Information Services (GIS) determined the current acreage of developed residential, commercial & retail, and community facilities. GIS also determined the acreage of current vacant land and partially vacant land in each zoning

Table 2. Summary of City of Zillah and Zillah UGA acreage

<b>Total Acres:</b>	1586.94
<b>Total Acres within City:</b>	957.34
<b>Total Acres within UGA:</b>	629.59
<b>Total of acres that are Developed:</b>	498.99
<b>Total of acres that are Vacant:</b>	653.16
<b>Total of acres that are Partially Vacant:</b>	434.79
<b>Vacant Acres:</b>	341.79
<b>Developed Acres:</b>	93.00

Table 3. Acreage by Zone Groupings

<b>RESIDENTIAL</b>	
<i>Total Residential:</i>	761.57
<i>Total Residential within the city:</i>	366.25
<i>Total Residential within the UGA:</i>	395.32
<i>Total Vacant:</i>	473.92
<i>Total Vacant within City Limits:</i>	148.23
<i>Total Vacant within UGA:</i>	325.69
<i>Total Developed:</i>	287.65
<i>Total Developed within the City Limits:</i>	218.03
<i>Total Developed within the UGA:</i>	69.62
<b>COMMERCIAL</b>	
<i>Total Commercial:</i>	165.18
<i>Total Commercial within the city:</i>	109.48
<i>Total Commercial within the UGA:</i>	55.70
<i>Total Vacant:</i>	89.54
<i>Total Vacant within City Limits:</i>	56.84
<i>Total Vacant within UGA:</i>	32.70

<i>Total Developed:</i>	75.64
<i>Total Developed within the City Limits:</i>	52.64
<i>Total Developed within the UGA:</i>	23.00

<b>INDUSTRIAL</b>	
<i>Total Industrial:</i>	171.80
<i>Total Industrial within the city:</i>	63.91
<i>Total Industrial within the UGA:</i>	107.89
<i>Total Vacant:</i>	91.85
<i>Total Vacant within City Limits:</i>	20.06
<i>Total Vacant within UGA:</i>	71.79
<i>Total Developed:</i>	79.95
<i>Total Developed within the City Limits:</i>	43.85
<i>Total Developed within the UGA:</i>	36.10

<b>PLANNED DEVELOPMENT</b>	
<i>Total Planned Development:</i>	164.15
<i>Total Planned Development within the city:</i>	164.15
<i>Total Planned Development within the UGA:</i>	0.00
<i>Total Vacant:</i>	156.34
<i>Total Vacant within City Limits:</i>	156.34
<i>Total Vacant within UGA:</i>	0.00
<i>Total Developed:</i>	7.82
<i>Total Developed within the City Limits:</i>	7.82
<i>Total Developed within the UGA:</i>	0.00

<b>COMMUNITY FACILITIES</b>	
<i>Total Community Facilities:</i>	151.14
<i>Total Community Facilities within the city:</i>	124.93
<i>Total Community Facilities within the UGA:</i>	26.21
<i>Total Vacant:</i>	29.55
<i>Total Vacant within City Limits:</i>	3.78
<i>Total Vacant within UGA:</i>	25.77
<i>Total Developed:</i>	121.59
<i>Total Developed within the City Limits:</i>	121.15
<i>Total Developed within the UGA:</i>	0.44

<b>ENVIRONMENTALLY CONSTRAINED</b>	
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<i>Total Environmentally Constrained:</i>	173.09
<i>Total Environmentally Constrained within the city:</i>	128.62
<i>Total Environmentally Constrained within the UGA:</i>	44.47
<i>Total Vacant:</i>	153.76
<i>Total Vacant within City Limits:</i>	114.01
<i>Total Vacant within UGA:</i>	39.75
<i>Total Developed:</i>	19.34
<i>Total Developed within the City Limits:</i>	14.61
<i>Total Developed within the UGA:</i>	4.73

### Review of Densities Permitted in the UGA

In addition to reviewing Zillah's UGA, RCW 36.70A.130 (3)(a) required 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 Zillah has four Residential zoning districts within its city limits and the County has three 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 Zillah & Yakima County)**

<b>City of Zillah Zoning (Zillah Municipal Code Title 17)</b>		
<b>Zoning District</b>	<b>Minimum Lot Size</b>	<b>Maximum Density</b>
R-1 (Low Density Residential)	7,000 sq. ft.	7 dwelling units (DUs) per acre
R-2 (Moderate Density Residential)	7,000 sq. ft.: single-family 8,000 sq. ft.: duplex	12 DUs per acre
R-3 (High Density Residential)	7,000 sq. ft. 8,000 sq. ft.: Multifamily development	13 DUs per acre and more
SR (Suburban Residential)	1 acre	
<b>Yakima County Zoning (YCC Title 19)</b>		
<b>Zoning District</b>	<b>Minimum Lot Size</b>	<b>Maximum Density</b>
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)	3,500 – 7,000 sq. ft. (depending on DU type) 7,000 sq. ft. for single family residence	12 dwelling units per acre
R-3 (Multi-Family Residential)	1,750 sq. ft. per unit	18 dwelling units per acre

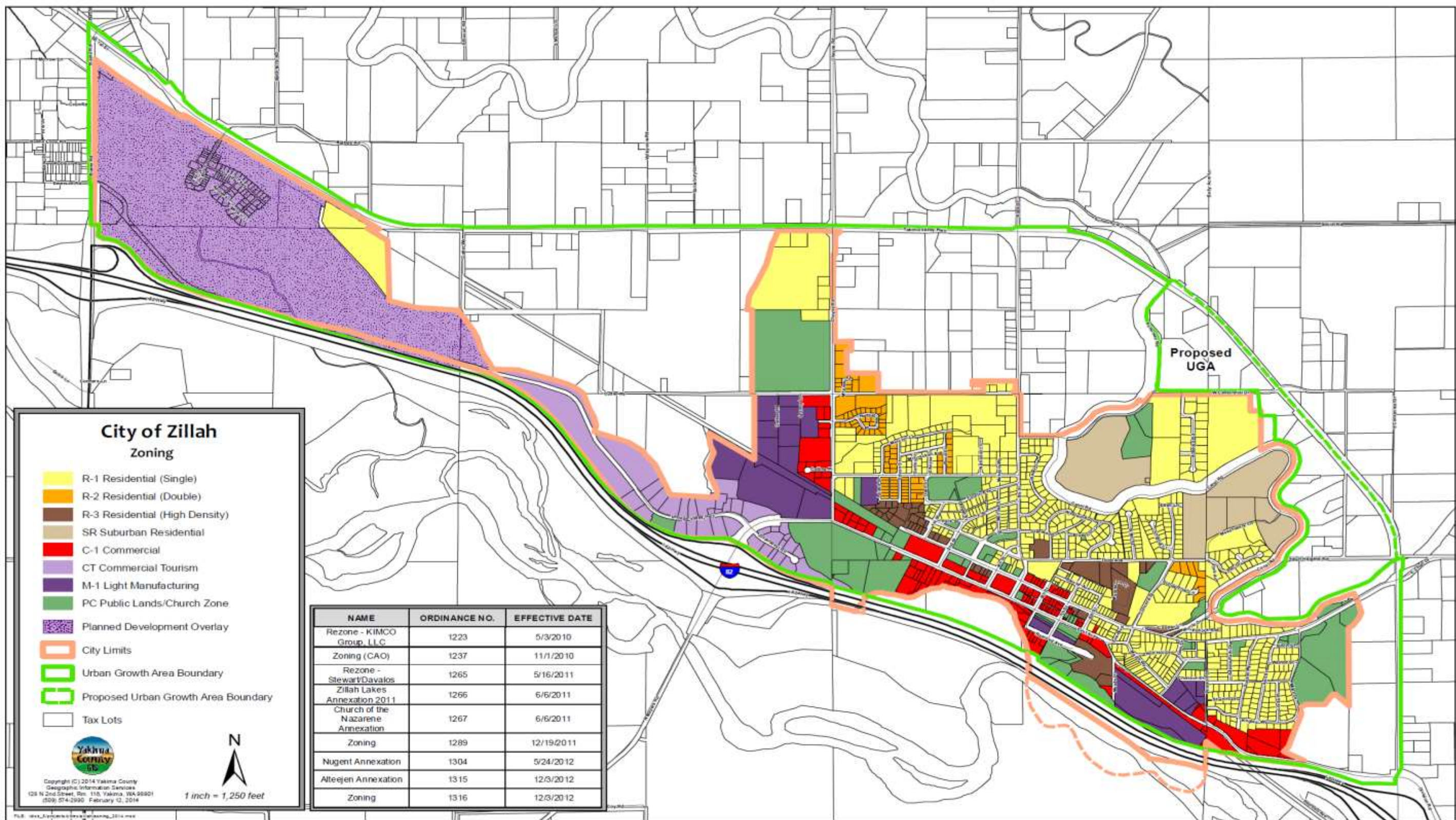
The Land Capacity Analysis (LCA) for Zillah estimates that 147 vacant acres zoned residential will be needed to accommodate Zillah's projected population increase of 1,876 people through year 2040. (This estimate is based on the additional year-round population that Zillah Lakes is designed to accommodate and an average density of 5.1 DUs per acre outside Zillah Lakes.)

Because there are currently 180 vacant acres of residentially-zoned land in Zillah's city limits (not counting lands zoned SR) and Zillah's zoning regulations allow at least 7 DUs per acre (excluding lands zoned SR), the projected population increase can be accommodated by Zillah's current development regulations.

The Land Capacity Analysis (LCA) for Zillah also estimates an additional 340 vacant acres of residentially-zoned land in Zillah's unincorporated UGA, which could also accommodate Zillah's projected population growth (based on an average density of 5.1 DUs per acre), provided that urban water and sewer services are concurrently provided.



Figure III-2. City Existing Zoning



## **Residential Land Use**

Residential use accounts for 218.03 acres within the city. There is a total of 366 acres of residential land within the city limits. The Zillah UGA (unincorporated) has about 70 acres of developed residential land and 325 acres vacant for development. This includes the county designation of Partially Vacant as well. Many of the areas with high population density within the city limits are located north of Second Avenue. Population densities by Census block are mapped in Figure III-4.

Single family homes occupy most of the land in residential use. As of 2015, the City of Zillah had 863 parcels of single family housing on 171.9 acres, 39 (2 to four unit) parcels on 7.4 acres, 9 multifamily unit parcels on 5.8 acres, 4 mobile home parks on 5.0 acres, and 15 parcels with "other" residential units on 1.4 acres.

The 2015 Census- American Factfinder indicated that the City of Zillah had 1,084 housing units: 859 single family detached housing units, 20 single family attached, 31 duplex housing units, 61 triplex/four-plex units, 47 -5 plus units, 66 mobile home or trailer units; and 15 "other" housing units. Of this total, 1,014 units were occupied as of April 1, 2015.

## **Commercial Land Use**

There are approximately 109.48 acres of land in commercial use within the city limits, accounting for 11.4% of the total parcel acreage within the city. The intensity of commercial development can be measured by estimating the number of acres per 1,000 population. Zillah has 28.9 acres of commercial land per 1,000 population (based on the land use codes in the Yakima County Assessor's Office database and the Washington Office of Financial Management (OFM) 2015 population estimate of 3,160).

Most of the commercial development in Zillah is located along First Avenue, Second Avenue, and Vintage Valley/ Zillah West areas.

## **Industrial Land Use**

Industrial land use, including manufacturing and warehousing, occupies 43.85 acres, or approximately 4.5% of the acreage in parcels in the City of Zillah. There are approximately 20 acres of undeveloped industrial land within the city and about 71 acres in the county urban growth area

The city's manufacturing (M-1) zoning is located mainly along First Ave.-east of 8<sup>th</sup> Street to the City limits and along Cheyne Road and the Golden Road Complex.

In the unincorporated portion of the urban growth area, 79.95 acres are in industrial use.

## **Public Land/ Community Facilities**

The City of Zillah has within its city limits 7.6 acres of parks (5 parcels), 32.0 acres of schools and libraries (14 parcels), and 2.1 acres of government/public land (6 parcels). The Community Facilities also include churches, transportation, utilities, and communication. The total acreage for this category is 151.14. The city limits have 124.93 and 26.21 within the unincorporated Zillah UGA.

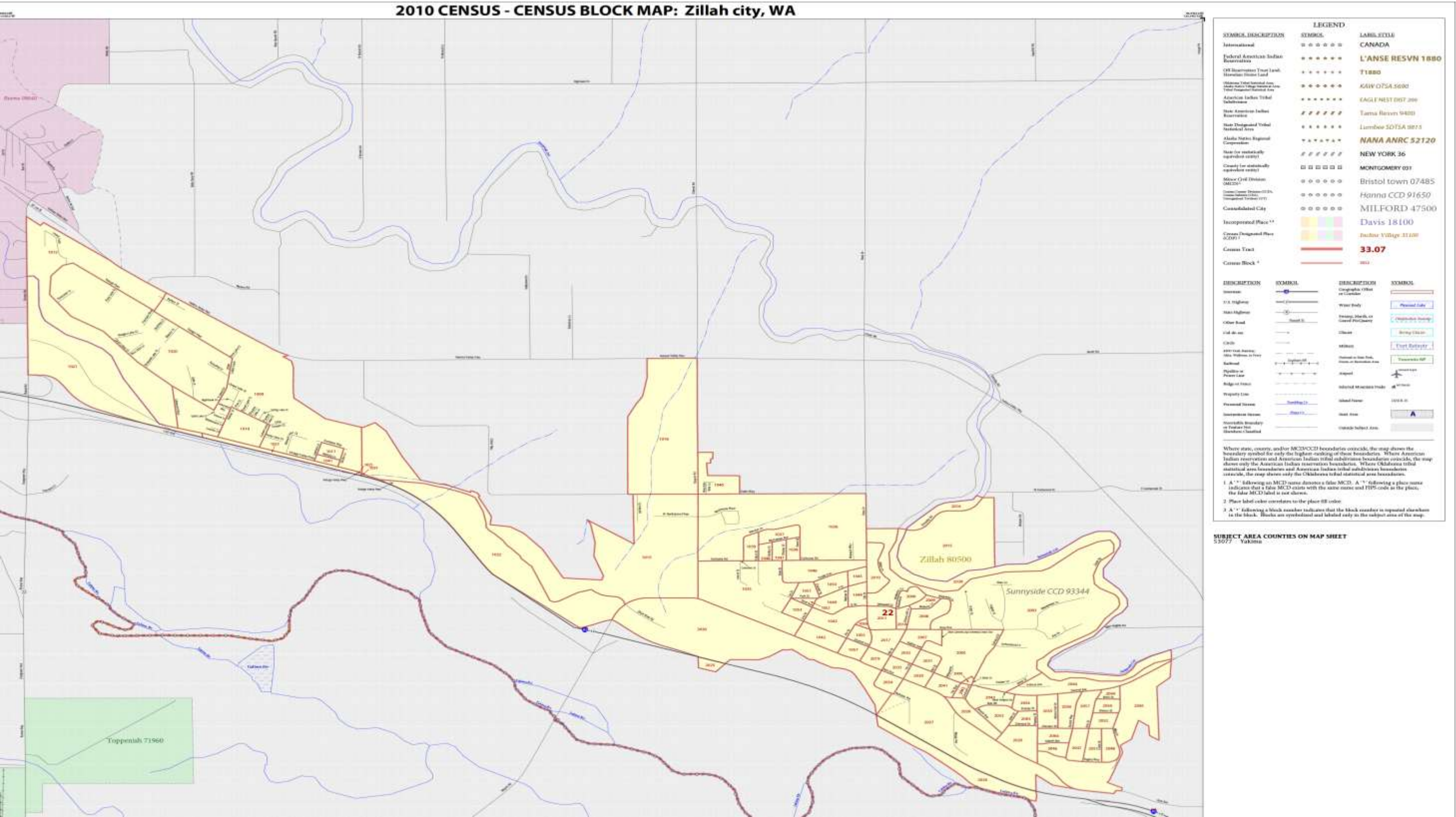
## **ENVIRONMENTALLY CONSTRAINED**

Environmentally Constrained lands are those that have landslide, flooding/floodplains, wetlands, or fish and wildlife habitat within the property. Within the Zillah UGA there is approximately 173 acres of

land that meets this definition. Within the current city limit, there is 128.62 acres. Most of this land is associated with the bluff (possible landslide). There is about 44 acres within the unincorporated Zillah UGA, mostly with wetland land issues.



Figure III-4. Population Densities, City of Zillah and Vicinity





## **Parks and Recreation.**

Outside of the urban growth area, the Yakima Valley offers many recreational opportunities to residents and visitors alike, including picnicking at wineries, bicycling, fishing, hunting, and wildlife viewing. The Toppenish Wildlife Refuge offers duck hunting and bird watching. The Yakima River and a number of small ponds along I-82 offer opportunities for fishing, boating and nature study. The Yakama Indian Nation's Heritage Center complex, located between Wapato and Toppenish, includes a museum, theater and restaurant. The Yakama Indian Nation also has a casino and hotel located within the complex location.

Open Space Corridors. The Growth Management Act requires cities to identify open space corridors within and between urban growth areas. These corridors must include lands that are useful for recreation, wildlife habitat, trails and connection of critical areas. Both the Yakima River and the land that has been given to the city for wetlands education are major resources for providing open space corridors. The river itself is a potential corridor for recreational travel.

Access to the Yakima River is limited. Lack of easy access to the ponds and wetlands between the cliffs and I-82, and between I-82 and the Yakima River, provides some protection for these areas. Both the vulnerability of the riverain habitat and the site constraints posed by flooding and steep slopes suggest keeping these areas in open space. While some of the floodplain area may not be readily accessible, other areas may be suitable for wildlife viewing, nature study, or similar activities. Where development has not occurred along the river bank, the areas should be evaluated for such uses, or possibly recreation corridors, depending on accessibility and vulnerability.

Outside of the urban growth area, on the west side of the Yakima River, tribal trust lands of the Yakama Indian Reservation are likely to continue to provide wildlife habitat and open space aesthetic values.

## **Cultural Resource Land Uses**

Historic Preservation. Historic preservation may be defined as active protection of properties significant to the city's past. The quality of life in the city can be enhanced through historic preservation through several means, including economic development, a revitalized downtown and neighborhoods, rehabilitated housing, cost effective re-use of the community's capital facilities, and enhanced urban design that protects existing community character.

One site/ structure in the City of Zillah (The Teapot Dome) is listed on the state and national registers of historic places. Certain structures and places may hold historical or cultural significance for the citizens of Zillah. The city does not have a local historic preservation program at this time. The city has not become a Certified Local Government, which would be required for participation in the Federal Historic Preservation Program.

Preservation efforts in Zillah should focus on identifying its structures, landscapes, and other places of historic or cultural significance, and developing a local historic preservation program.

Additional Cultural Resources. Residents of the city and surrounding area can visit the Yakama Nation Cultural Heritage Center in Toppenish to learn more about the history of the Yakama Indian Nation. At the Center, tribal members tell stories of traditional legends, and the facility also possesses a museum, theater, restaurant and other recreational facilities.

## **Vacant or Underdeveloped Land**

Vacant lands and structures accounted for approximately 1000 acres in both the city limits and unincorporated Zillah UGA or approximately 65% of the total according to 2015 Yakima County Assessor's Office records.

## **V. ANALYSIS/FORECASTS**

### **POPULATION TRENDS, DEMOGRAPHICS AND PROJECTIONS**

The City of Zillah was incorporated in 1911, and has grown from a population of 647 in 1920 to 1,911 as of the 1990 Census, and an estimated 2015 population of 3,140 according to the Washington State Office of Financial Management (OFM). Table III-1 shows the Census population by decade for the city and Yakima County from 1910 through 2010, and the change per decade.

The average rate of change in the city over the past five decades has ranged from a high of 4.1% per year between 1970 and 1980 to a low of 0.8% per year between 1960 and 1970. Since 1950, Zillah's share of the county's population has been increasing, going from 0.67% in 1950 to 1.10% in 1996 to approximately 2% per year starting around 2000 and lasting through 2015.

**Present Situation.** The Washington State Office of Financial Management's estimates show Zillah's population at 3,140 in 2015.

### **Demographics**

Based on 2010 Demographic Profile Data Census population data, 63.8% of Zillah's population is white, 0.3% is black, 3.8% is American Indian, Eskimo or Aleut, 0.9% is Asian, 3.9% were two or more races and the remainder, 27.1%, is included under the Census classification of "Some Other Race." Persons listed within the classification of "other" in Zillah are primarily of Hispanic or Latino descent. The city's population includes 1,261 people, or 42.5%, who consider themselves to be of Hispanic origin (of any race).

For decades, thousands of Hispanic migrant workers followed the crop harvest into Central Washington, beginning with the asparagus harvest in April and ending with apples in October, and leaving by early winter. With the passage of the Immigration Reform and Control Act of 1986, many migrant workers filed for permanent citizenship, giving Yakima County an increasing percentage of minority residents. Yakima County led the state in these filings, 80% of which were of Hispanic origin.

In Zillah, the Hispanic population went from 136 (8.8%) in 1980 to 329 (17.2%) in 1990 to (42.5%) in 2010. During the same period, Yakima County's Hispanic population went from 14.8% in 1980 to 23.9% in 1990 to 48.3% in 2010.

## Population Projections

**Table III-6 Yakima County's Preferred Alternative Twenty-year Projected Population-City of Zillah**

	2015	2016	2017	2018	2019	2020
Yakima County	256,341	258,730	261,462	264,150	266,780	269,347
Zillah	3,202	3,264	3,327	3,392	3,457	3,523
	2021	2,022	2023	2024	2025	2026
Yakima County	271,956	274,512	277,037	279,530	282,057	284,652
Zillah	3,589	3,657	3,725	3,794	3,864	3,935
	2027	2028	2029	2030	2031	2032
Yakima County	287,148	289,615	292,046	294,445	297,036	299,485
Zillah	4,006	4,079	4,152	4,226	4,300	4,376
	2033	2034	2035	2036	2037	2038
Yakima County	301,896	304,276	306,636	309,052	311,443	313,811
Zillah	4,453	4,531	4,610	4,689	4,770	4,851
	2039	2040				
Yakima County	316,161	318,494				
Zillah	4,933	5,016				

Source: Office Financial Management (OFM) and Yakima County Population and Employment Projections and Allocations

Table III-6 projects the city's population through the year 2040. The Growth Management Act (GMA) requires Yakima County and all jurisdictions within the county to update its comprehensive plan and associated development regulations every 8 years. That means the twenty-year planning horizon for Yakima County's updated comprehensive plan has to be at least out to 2037. However, for this update, Yakima County decided on a planning horizon out to the year 2040.

Though this time frame extends beyond the GMA mandated twenty-years using 2040 made more sense. The year 2040 corresponds to the Federal decennial census date and the Office of Financial Management (OFM) used the same time frame for their county-wide population projections. State law requires Yakima County to use a population projection from the range developed by OFM (low, medium or high). Based on an evaluation of OFM population estimates and recent US Census results the medium OFM projection was determined the most appropriate.

### Projection Method

#### 1. Population Projections and Allocations

Under the Growth Management Act (GMA), the City of Zillah is required to update its comprehensive plan and associated development regulations which also includes an analysis of the population allocated the city by Yakima County based on the most recent population forecast by OFM. The methodology for which population is projected by Yakima County to each city and the unincorporated areas is outlined in the following steps:

- i. Gather Past Population Projections and Forecasts – This information was be used to compare the new population forecasts and identify past trends and any potential discrepancies or issues.

Yakima County did not intend to do a straight line projection as they had done in the past. Straight line projections can be beneficial in situations where the cities are experiencing the same level of growth or development, however Yakima County staff stated that not all areas were growing at the same rate. In the last two population allocations (2002 and 2007) straight line projections were used with relatively consistent growth rates throughout the 20 year population projection.

ii. Collect OFM's latest population estimates for the City of Zillah - This information was released by OFM every April and the estimates were current to 2014. The estimates collected from OFM's website identified current population and growth rate trends. These growth rate are necessary to obtain a "recent" standardized average of growth for each city. A decision was made by the county as to the length of time in the past to obtain an average growth rate for the city. The preferred method is to analyze previous year's rates during a time with relatively stable growth and a lack of any significant economic downturns, such as the 2008 recession. Looking at recent trends during a period of consistent growth helps to avoid inconsistent projections or errors.

Considering that the decennial census is the baseline for OFM's projections and estimates, Yakima County's approach was to use an average growth rate from the city from 2010 through 2014. This has two advantages, first, the 2010 census is the most accurate enumeration of population available at this time, and two, the last four years in Yakima County has seen consistent levels of growth as reported by OFM. The disadvantage with using only the last four years is that it is a very short period of time and may not accurately reflect the "ups and downs" in population growth jurisdictions typically experience. However, for this update process using the last four years to obtain the average growth rate for each city should provide a more accurate reflection of growth because of the 2007/2008 economic recession.

Once a growth rate is established for each city, that rate will be compared to the baseline growth rates used by OFM in their county low, medium and high projections, which is explained in step 3 below. New or unforeseen development or recessions could occur at any time; however Yakima County's approach is to avoid planning for those events and attempt to capture the most likely growth rates.

Table 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
Zillah	1.96%	1.96%	1.96%	1.90%	1.83%	1.77%	1.73%	1.67%

Source Data: Yakima County

iii. Collect OFM's latest Low, Medium and High population projections for Yakima County - This information is at the county level only and is developed in both a year to year basis and at five year intervals to 2040. The low, medium and high projections will be placed in a series of tables and used as the primary baseline county population for all population allocations. A growth rate for the low, medium and high projections will be obtained. The growth rates will be compared to each of the city's growth rates from past allocations and OFM estimates. To avoid potential inconsistencies, the growth rates used for the city projections follows the same growth rate trend OFM has established



for the county's population projections throughout the projection cycle. The County will make a determination as to which of the three projections (low, medium and high) should be used for the allocation process.

iv. Projecting Population for the City of Zillah – The most difficult part of allocating population for the city is obtaining a realistic growth rate to use in projecting their population for twenty-years. As mentioned earlier, straight line projections were used in the past, however that approach failed to account for higher or lower growth trends. Yakima County's approach will be to obtain as much information as possible, develop a number of projections using a variety of growth rates, do a comprehensive comparison of each, make any necessary adjustments and pick a preferred alternative.

There are a number of potential growth rates to choose from:

- The 2002 County-wide Planning Policy Committee population allocations developed by the Yakima Valley Conference of Governments (COG),
- The 2007 Urban Growth Update population projections issued by Yakima County Planning Division,
- Growth rates obtained from OFM's city population estimates issued over the last four years,
- Growth rates obtained from OFM's countywide population projections,

Or

- A mixture of growth rates from all sources and/or an adjusted growth rate for each city that best reflects their recent and projected growth. These rates will be identified and listed in a table for comparison,

Then each of the growth rates will be input into a table that includes Yakima County's preferred OFM's projected countywide population and OFM's 2014 city population estimate as the starting point. The result will show projected population out to 2040 for each city and an estimated population for the unincorporated areas. The specific methodology for the projection of population for each city is listed in Section II. Subsection D.

v. Projecting Population for the Unincorporated Areas of the County - As stated above, OFM has already projected Yakima County's population at single year and five year intervals to year 2040. These low, medium and high population projections served as the baseline population for determining the population for the unincorporated areas of the county. Once population was projected for the cities, those totals will be used to represent the total population for the incorporated areas. That total was be subtracted from Yakima County's preferred OFM projected population totals for the County, the remainder being the total for the unincorporated areas of the County.

vi. City Review of the County's Draft Preferred Alternative – The report was provided to each city for their review. This was the city's opportunity to review the draft population projections and allocations and make any suggestions or comments. This review period was intended to allow for input from local jurisdictions about any local plans, special circumstances, and other policy considerations that may impact their City's population projections. Yakima County reviewed the comments and made changes if needed.

vii. County's Finalization of Preferred Alternative – Yakima County reviewed the comments provided and made the necessary adjustments to those cities that provided documentation

supporting a different projection. The final population projections and allocations of growth will be used by Yakima County and the cities as part of their comprehensive plan update in 2017.

The city has a moderate supply of vacant or underutilized land to absorb the projected increase. The city's future population growth will depend in large part on the timing of future annexations and the intensity with which they are developed. These, in turn, will depend upon the economic conditions and quality of life.

The projections for the area within the present city limits use a compounded average percentage change. The percentage increase in population is added to the previous year's population for each year of the forecast period. Therefore, the base from which the percentage increase is calculated is continually growing.

## ANALYSIS OF PHYSICAL CONDITIONS

The proximity of I-82 is a major advantage for economic growth. The cliffs, ponds, wetlands, and the Yakima River offer aesthetic resources that could be major assets if carefully managed, enhancing the community's attractiveness to residents, visitors, and businesses.

To take advantage of these resources, Zillah will need to continue to protect or enhance the natural environment. The effluent from the city's wastewater treatment plant will need to consistently fall within the state water quality standards. Local odors from the wastewater treatment plant should be minimized, and the ponds should be kept free of trash and litter.

At the same time, the access barrier posed by I-82, the geologic hazard of the cliffs, and the 100-year flood plain pose constraints to development to the southwest of the city center.

Frost-free, prime agricultural lands outside the city are likely to remain in agricultural use until market conditions make the land more valuable for residential or other development.

Activities along the river should be coordinated with the Yakama Indian Nation to assure consistency of proposed land uses with uses planned for tribal lands on the reservation side of the river.

## ANALYSIS OF INFRASTRUCTURE

The Capital Facilities element of this plan, elsewhere in this document, describes community infrastructure in detail.

## VI. LAND USE PLAN CONCEPT

The plan concept is a vision of how the City of Zillah will grow and develop in the future without compromising the quality of life or livelihoods of its residents. The plan concept will indicate where new commercial and industrial development will go, and where new homes for residents will be located. The Comprehensive Plan's plan concept will also show how resource lands, rural areas, farmlands, open spaces and critical areas will be protected while encouraging economic development for the city. **Figure III-7** is a graphic representation of the plan concept.

There are three overall categories in which the land area within the city and its urban growth area are divided. Those categories are urban areas, transitional areas and recreation and open space areas. Each of these areas is defined below.

## **URBAN AREAS**

Urban areas are those areas where most of the new housing, jobs in industry, commercial and professional businesses and services will be concentrated, and where the majority of public spending for facilities, services and open space will occur. Urban areas are areas where in-fill development, small lot sizes and higher density zoning are encouraged, where services have already been provided or planned for within the next twenty years, and where sufficient capacity exists. A variety of housing types of different sizes and character, and residential densities can also be found within urban areas. Educational, cultural, community facilities and recreational resources such as parks, natural open space and other amenities will be provided in these areas where most of the city's population resides.

Urban area designations on the Future Land Use Map are categorized as follows:

### **Residential Lands**

Residential development as shown on the Future Land Use Map, consists of the following subcategories:

- ❖ Suburban: Areas appropriate for rural residential living (low-density residential development) in areas close enough to permit commuting to work, that also includes small-scale farming or hobby farms, which can be used to buffer nearby resource lands (large scale farms, orchards and mineral resource areas) from more intense residential and other urban development. Lot sizes within the rural suburban category shall range from 1 to 5 acres. Residential uses shall not exceed 1 housing unit per parcel.
- ❖ Single Family Residential: This land use category is intended for exclusively residential subdivisions that have been platted at an average density ranging from two to nine units per acre, and for lands within the urban growth boundary that have environmental constraints and are not suitable for higher density development. The maximum density in the single-family district shall be seven units per acre.
- ❖ Multifamily Residential: Areas consisting of existing multifamily development, such as duplexes, triplexes and fourplexes, and mobile home parks, as well as residential lands that are adjacent to the commercial core or to critical public facilities. The maximum density within the multifamily residential category shall be four dwelling units per 9,000 square foot lot or 20 units per acre.

### **Commercial Lands**

This land use category includes retail and wholesale, as well as medical and professional businesses. Commercial areas should provide for the continuance and/or expansion of existing businesses within the city. New development within the city shall be encouraged that:

- a) Promotes the development of retail businesses in Zillah, or
- b) Provides the opportunity for expansion of neighborhood businesses in the area.

### **Light Industrial Lands**

Areas devoted exclusively to light industrial development including manufacturing, processing, packaging, or storage of non-objectionable products or articles not involving use of materials, processes or machinery likely to cause undesirable effects on nearby residential or commercial property. Industrial businesses related to agriculture are encouraged in this category. Industrial areas should allow for the continuance and expansion of existing industry in a manner that:

- a) Does not degrade the living environment of the area,
- b) Does not conflict with surrounding agricultural operations.

### **Public Lands & Facilities**

This land use category consists of lands and facilities that are suitable and desirable for public and institutional uses necessary to meet the needs and requirements of the residents of Zillah and surrounding areas. These uses include areas devoted to churches, schools, recreational facilities and lands including parks, trails, etc., fire and police stations, city buildings, city-owned parking lots, water and wastewater facilities, libraries, community centers, and other similar public uses.

### **OPEN SPACE AREAS**

Open space areas are usually comprised of valuable scenic, recreational, and environmentally sensitive lands. Desirable communities often contain a variety of types of open spaces:

- More natural open spaces, such as hilltops and shorelines that offer scenic vistas (mountains and water, for example), undeveloped ravines, river corridors, and wetlands that form natural greenbelts and shelter wildlife
- More urban open spaces that provide recreational opportunities or serve community functions (such as trails or public squares).

Open space lands that possess valuable scenic, recreational or environmentally sensitive characteristics make up this land use category. Natural open spaces such as hilltops, ravines, water courses, wetlands, and other wild areas are examples.

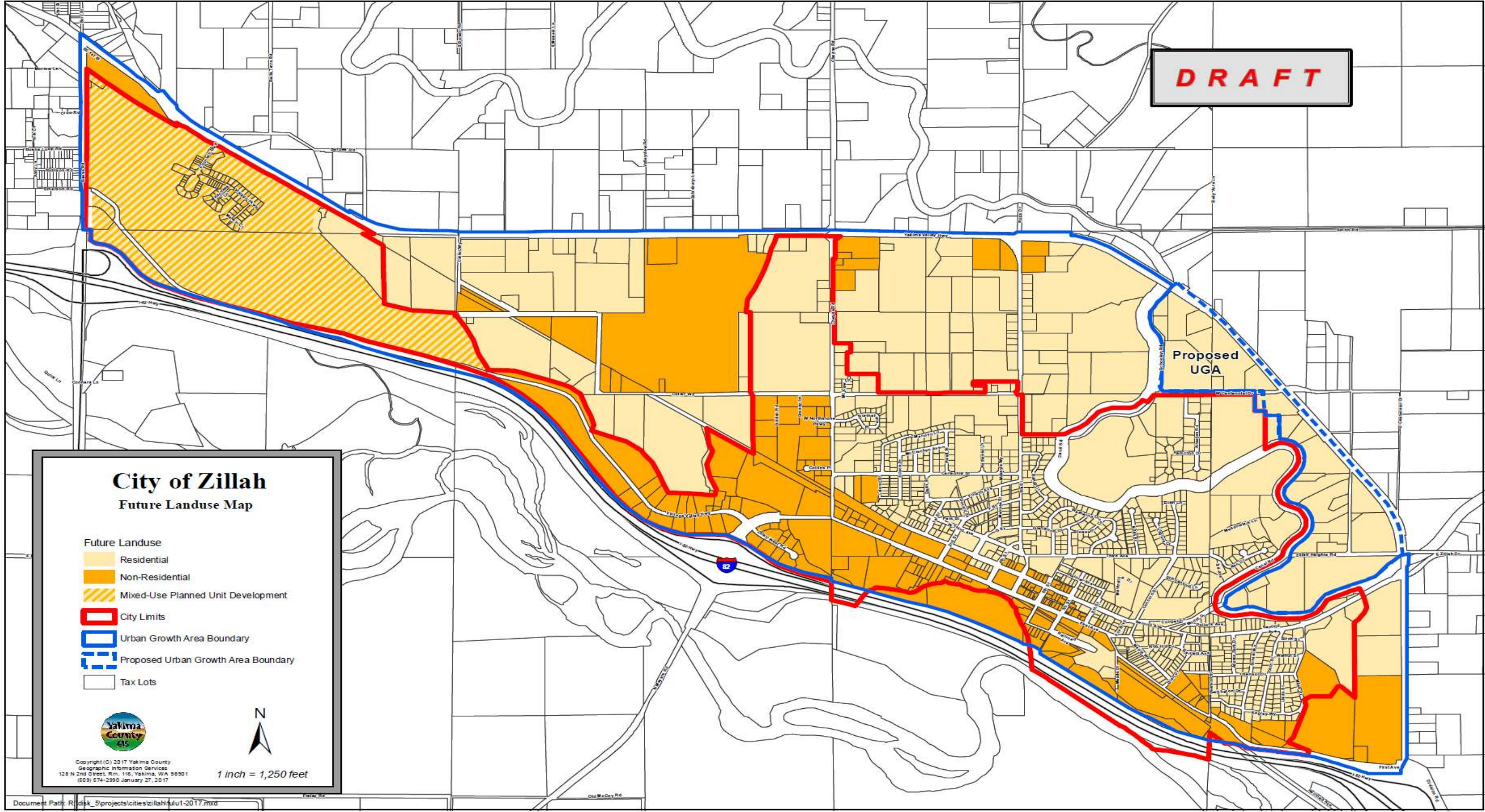
Open spaces contribute to a community by providing visual variety and beauty to complement developed areas, and in this way add to the quality of life in the city.

Open space designations in Zillah will include parks, natural and other areas in public and private ownership that enhance the liveability in the city. The following types of land will carry the open space designation:

- 1) Lands strategically located to provide scenic amenity and community identity within and between areas of urban development.
- 2) Environmentally sensitive areas protected by regulation, including wetlands, floodways, and steep slopes.
- 3) Lands physically suitable for recreation.



Figure III-7. City of Zillah Future Land Use Map



## **VII. GOALS AND POLICIES**

### **Land Use**

**Land Use Goal #1:** Promote planned and coordinated growth and the delivery of public services in a fiscally responsible manner in and near the City of Zillah.

Land Use Policy #1.1: The City shall encourage master planned developments and the phased implementation of approved plans.

Land Use Policy #1.2: The City shall revise its Urban Growth Area Boundaries to establish a logical outer boundary for all City services.

Land Use Policy #1.3: The City shall, in consultation with Yakima County and affected property owners, establish Future Land Use designations for the revised Urban Growth Area that will be used to guide zoning decisions during annexation procedures.

Land Use Policy #1.4: The City should adopt policies to guide future annexations of land within its Urban Growth Area.

Land Use Policy 1.5: The City should not extend urban levels of City services outside of the Urban Growth Area except in emergency situations, when necessary to protect basic public health and safety and the environment, or when such services are financially supportable at rural densities and do not permit urban levels of development.

Land Use Policy #1.6: The City should work with Yakima County to adopt standards for new development in the Urban Growth Area that are similar to the City's policies.

Land Use Policy #1.7: The City should execute and implement an agreement with Yakima County to coordinate planning activities and the review of development proposals in the City's designated Urban Growth Area.

Land Use Policy #1.8: The City, in consultation with the County and affected property owners, shall continue to explore alternative land use designations in the City's Urban Growth Area and may make revisions to the Future Land Use Map as appropriate. This may include, but is not limited to policy changes and/or land use designations that will support the continuation of existing agricultural activities in the City's amended UGA until such time that property owners are ready to annex into the City.

Land Use Policy #1.9: Enforce the City's development regulations consistently and impartially.



Land Use Policy #1.10: The City should develop and maintain a master schedule to guide the periodic review of the City's Comprehensive Plan, Development Regulations, and related ordinances, policies, and procedures.

Land Use Policy #1.11: The City Planning Commission shall periodically evaluate the need for additional lands, particularly near the downtown, and may propose revisions to the Future Land Use Map to support potential new growth and economic development in the community.

Land Use Policy #1.12: the City shall prepare and adopt a revised Capital Facilities Plan that demonstrates that urban levels of services exist or can reasonably be provided to serve requested revisions to the Urban Growth Area boundaries.

**Land Use Goal #2:** Preserve and promote the pleasant hometown environment of Zillah.

Land Use Policy #2.1: The City will seek to eliminate incompatible land uses or blighting influences from potentially stable, viable residential neighborhoods and commercial areas through active code enforcement.

Land Use Policy #2.2: Discourage incompatible land uses adjacent to each other. New development adjacent to residential areas must be neighbor friendly to protect residential neighborhoods from noise, glare, odors, traffic, etc.

Land Use Policy #2.3: Continue the "Old World" Theme to provide a unified appearance in the non-residential areas of the City. This theme should emphasize such design features as:

- Fountains;
- Grape motif;
- Exterior railings, fences and gates of wrought iron;
- Stone and/or brick veneers;
- Large roof overhangs with the "Old World" design;
- Detailed eaves with wood/plaster;
- Subtle/ rich colors from "warm" palettes;
- Architectural canvas awnings and wood pergolas;
- Wood window shutters;
- Wood / raised paneled / detailed entry / accent doors;
- Columns and archways compatible with the "Old World" Theme; and
- Street address plaques compatible with the "Old World" Theme.

Land Use Policy #2.4: Industries and businesses likely to generate high traffic volumes or heavy (in weight) truck traffic should be located on or near major arterials, highways, and freeway interchanges.

Land Use Policy #2.5: Livestock shall only be permitted in the Suburban Residential zone subject to conditions intended to provide clean, healthful, and sanitary conditions, to protect environmentally sensitive areas, and to promote compatibility with neighboring land uses.

Land Use Policy #2.6: The City should explore the potential to consolidate non-residential zoning districts and/or revisions to the City's Development Regulations to provide greater flexibility in siting new commercial, mixed-use, and light manufacturing developments that are compatible with neighboring land uses.

Land Use Policy #2.7: The City shall revise its Development Regulations to permit churches, schools, and City facilities in all zones through a conditional use permit or similar process in order to promote compatibility with neighboring land uses.

**Land Use Goal #3:** Expand and diversify the City's tax base by supporting existing businesses and the redevelopment of existing commercial properties and encouraging new commercial development to enable Zillah to fulfill its role as a regional trade and service center.

Land Use Policy 3.1: Provide for sufficient commercial land to accommodate growth and business expansion.

Land Use Policy 3.2: Promote and seek to expand a broad range of, retailing, entertainment, retail and service uses within the commercial areas of Zillah.

Land Use Policy 3.3: Proactively understand existing business and recognize their needs and create ways to support and retain these existing businesses.

Land Use Policy 3.4: Promote the redevelopment and expansion of existing businesses within the City to obtain a higher level of sales and business attraction.

Land Use Policy 3.5: Promote private reinvestment in the commercial properties by offering assistance, when appropriate, to facilitate the private investment.

Land Use Policy 3.6: Support the expansion, growth and relocation needs of all businesses.

Land Use Policy 3.7: Promote pedestrian walkways and green spaces with commercial zones.

Land Use Policy 3.8: Locate commercial facilities at major street intersections to avoid commercial sprawl and avoid disruptions of residential neighborhoods, and leverage major infrastructure availability.

Land Use Policy 3.9: Plan for major commercial centers which promote functional and economical marketing and operations and produce sustainable clusters of shopping and services.

**Land Use Goal #4:** Encourage the redevelopment of commercial sites that display building deterioration, obsolete site design, land use compatibility issues and a high level of vacancies.

Land Use Policy 4.1: Identify and coordinate redevelopment efforts of underutilized commercial areas to create site designs that promote attractive shopping environments, easy accessibility, and wide range of business users.

Land Use Policy 4.2: Encourage through redevelopment efforts, specific retail and service providers that would complement the existing commercial land uses.

Land Use Policy 4.3: Consider mixed use alternatives in redevelopment of commercial sites to create a higher level of activity, community gathering spaces and appropriate residential land uses.

**Land Use Goal #5: Encourage limited neighborhood commercial uses.**

Land Use Policy 5.1: Limit where neighborhood commercial can be located, so that the siting benefits more than just the developer's fiscal analysis.

Land Use Policy 5.2: Develop and adopt a set of design standards in the zoning ordinance for neighborhood commercial, addressing such issues as scale, setbacks, signage, buffers, etc.

Land Use Policy 5.3: Allow neighborhood commercial adjacent to residential only as a C-1 (neighborhood commercial) or a new C-2 (transitional office) zoning district commercial area.

**Land Use-(Industrial) Goal #6: Retain and expand Zillah's industrial land uses to ensure a diverse tax base and local employment opportunities.**

Land Use Policy 6.1: Encourage and facilitate the expansion of existing industries.

Land Use Policy 6.2: Examine and modify city ordinances as a means of providing site design flexibility to accommodate existing industrial expansion.

Land Use Policy 6.3: Protect industrial land from incompatible encroachment and development.

Land Use Policy 6.4: Enhance communication between City and County with local industries to track available building space and changing industrial needs.

Land Use Policy 6.5: Require site design to ensure high quality industrial construction, building durability, an aesthetically attractive appearance and pedestrian and bicycle accessibility.

Land Use Policy 6.6: Attract new industrial businesses to fully utilize the City's industrial areas.