CITY OF UNION GAP

COMPREHENSIVE PLAN

Adopted June 26, 2017
City of Union Gap Ordinance No. 2921

CITY OF UNION GAP

2017 COMPREHENSIVE PLAN

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CITIZENS' SUMMARY

INTRODUCTION

The Comprehensive Plan for Union Gap is intended to guide future decisions related to land use, downtown development, transportation, housing, capital facilities and utilities. The plan was developed in compliance with the Washington Growth Management Act (GMA), which establishes planning goals to guide the development and adoption of comprehensive plans within the State. These goals include reducing urban sprawl; encouraging the availability of affordable housing; encouraging efficient multimodal transportation systems; protecting the environment and enhancing the state's high quality of life; and ensuring that those public facilities and services necessary to support development shall be adequate to serve the development at the time the development is available for occupancy.

a) MAJOR FINDINGS

The Comprehensive Plan is based on these major findings:

- The plan directs growth for the next twenty years to areas within an urban growth boundary to encourage the provision of adequate public facilities and services concurrent with development.

- Unlike many cities, the availability of developable land surrounding Union Gap is not a constraint for the City -- it is the *type* and *quality* of future development that is attracted to the community, which needs exploring. Residents want to ensure that the City remains livable and that the residential base is expanded.

- The City will continue to be a significant regional commercial center serving the entire Yakima Valley.

- The City has an inventory of vacant industrial sites with good access to rail, freeway, and airport transportation facilities. Development of these sites will serve both important regional economic development objectives and growth management goals by focusing the development of needed urban industrial uses into appropriate urban areas that can be efficiently served by public services.

- The population of Union Gap has grown due to annexations but not the development of new housing units. The commercial and industrial base however has rapidly expanded and become a major presence in the City.

- Single family housing in the community serves the needs of a variety of populations, yet is in danger of encroachment by industrial and commercial activities. The existing single-family neighborhoods must be stabilized and the housing stock improved.

- The plan establishes the following development pattern: a core of commercial and mixed use development along Main Street which serves the community and the traveling public with predominantly single family development to the east, north and south buffered from more intense uses by small-scale multifamily residences. West and north of the downtown core and residential neighborhoods are areas designated for industrial and light industrial activities. There is an open space corridor links to Ahtanum Youth Park and Fullbright Park. Pockets of neighborhood-scaled commercial development are interspersed in residential neighborhoods.

- The mix of land uses in the town center includes small-scale retail, restaurants, offices, community facilities, and housing in a pedestrian-friendly environment.

- Currently, there is a proliferation of used car dealerships, fruit stands, and shopping malls located along Main Street and in close proximity to the I-82 interchange. The City needs to unify its downtown identity and character in order to increase its attractiveness to residents, businesses, and the traveling public.

- The City has a full array of urban public services that can be efficiently extended to support the anticipated growth of the area.

- While the City is fiscally sound, its small size hinders its ability to finance large improvement projects. The City therefore will need to leverage its available resources with grants, fees, and mitigation payments to finance facility expansions to serve new growth areas.

- The City currently enjoys good police and fire protection. With new annexations, the cost of additional personnel to maintain existing standards should be considered.

- The plan recommends level of service standards for transportation and water and sewer facilities. The plan also recommends service goals for police protection. New development must be served by adequate public facilities and cannot cause the level of service to be degraded below these adopted standards.

- The City should continue to seek open space corridors and trails that connect the Yakima River Greenway to existing parks and open space within the City and the proposed urban growth area.

- The City wants to retain its small town character while accommodating new growth efficiently.

- The City must determine new residential densities for the existing incorporated area and Urban Growth Area (UGA) in order to accommodate the forecasted growth. The City must also balance the competing needs for different types of land uses. Residential areas must be buffered from commercial, industrial, and manufacturing uses to maintain their continued viability.

- The City is interested in expanding its residential base to provide a broader range of housing costs and types, and must determine how to ensure that there are adequate lots on which to develop new single-family homes.

- The City should continue to support assistance to residents for repairing or rehabilitating their property.

- Affordable housing will always be an issue regardless of future strategies for development. The City must decide how it will deal with this problem, and evaluate various housing types and other alternatives to provide affordable housing.

- Union Gap is facing a number of issues related to neighborhood preservation. The City is experiencing pressure for additional small-scale multifamily structures within established single-family neighborhoods. In addition, the residential neighborhoods north of Valley Mall Boulevard are deteriorating.

- The plan promotes a diversity of housing options within the community, including single-family homes, duplexes, accessory or mother-in-law apartments, manufactured homes, and small-scale apartment buildings. This diversity of housing types is intended to meet Union Gap's affordable housing needs.

- To maintain its existing small town character and to provide for a regionally coordinated Level of Service (LOS) standard with the surrounding jurisdictions of Yakima County and the City of Yakima, the City is proposing a roadway segment LOS standard of C for its arterials.

- The City is adequately served by electrical and natural gas service currently; in the future, it will be necessary to expand service into the urban growth area.

SUMMARY OF THE PLAN ELEMENTS

Administrative Element

The administrative element provide information on future updates to the Union Gap Comprehensive Plan and provides the process to be used for those updates and amendments.

Land Use Element

In addition to the land within Union Gap city limits, the comprehensive plan study area includes the surrounding lands that have been designated as the City's urban growth area. Union Gap's UGA is the area that the City and Yakima County expects to annex and provide services to sometime over the next twenty years.

The City's 2016 population of 6,229 is projected to grow to 7,053 by the year 2040. The land use plan of the City of Union Gap seeks to preserve the small town character of the City, while maintaining and enhancing a downtown core. In the areas within or adjacent to Main Street, the element establishes an area of pedestrian-oriented, mixed use that allows for housing, small-scale shopping, civic facilities, recreation, and employment.

Surrounding the downtown core, the land use plan designates residential areas that allow for a mix of less intense uses. These neighborhoods accommodate a range of housing types and densities. They are predominantly composed of single-family homes, but also ensure an adequate supply of affordable housing by designating areas in proximity to commercial services and transportation facilities for multifamily development.

The neighborhoods south of Valley Mall Boulevard should be preserved as single-family areas. The plan establishes multifamily development as a transition from Main Street to the single-family residential areas west of Main Street.

Commercial development in Union Gap can generally be classified as either highway commercial (along Main Street) or more intensive commercial development associated with the Valley Mall and large discount stores. There are additional tracts of land east of Main Street available for additional commercial development. Along Main Street, a more pedestrian-friendly environment, including landscaping, crosswalks, and signage, should be encouraged.

Industrial and light industrial uses provide for the continuance of existing industries and the expansion and diversification of industry in the City. Low impact, light industrial uses are located in areas where traffic congestion, visual and other impacts on surrounding neighborhoods and sensitive areas can be minimized, such as in the northern part of the City, west of the railroad tracks along major arterials, and in close proximity to the airport.

In addition, industrial properties adjacent to Ahtanum Creek are limited to light industrial uses that are oriented away from the creek with performance standards to control runoff on the site. The land directly along the Ahtanum Creek will be left as a buffer that can be developed as a greenway connecting Fulbright Park and the Ahtanum Youth Park. The trail would buffer residential properties south of the creek from the industrial development.

Land use within the UGA will be moderate density single-family residential. In the South Broadway area, multifamily development will occur along major arterials in close proximity to transportation corridors.

Development of sensitive lands within the planning area, such as wetlands and floodplains, should be limited to preserve their valuable flood storage functions. When development within these areas does occur, attention must be given to environmental protection and site design. In addition, the City's parks, open spaces, and environmentally sensitive areas should be linked to form a citywide recreational trail system that connects with the Yakima River Greenway.

Housing Element

In 2015, single-family homes accounted for approximately 65-percent of the housing in the City, multifamily units made up approximately 6- percent of the housing stock, and manufactured homes accounted for approximately 29-percent of the total while approximately 1.6- percent of the housing units did not fit into these categories and were classified as "other". The percentage of multifamily units in Union Gap was lower than in both the County (18%) and the State (27%). The percentage that was manufactured homes or trailers was considerably higher than in either the

County (18%) or the State overall. The percentage of owner-occupied units in Union Gap was 63.5, which corresponds with the statewide home-ownership rate of 62.6 percent.

Housing tenure was split by race and Hispanic origin in Union Gap in 2016. Compared to the overall City homeownership rate of 61-percent, the homeownership rate among Hispanic-headed households was at 17 percent.

Approximately 58.6-percent of the owner-occupied housing units in Union Gap were valued at less than $100,000 in 2015 dollars. Of the remaining homes, the majority (29.7%) were valued at between $100,001 and $149,999. The median value of an owner-occupied home in Union Gap was $92,900; the 2015 median housing unit value in Yakima County was $158,200. The median monthly rent in Union Gap was $771 compared to that in Yakima County, which was $774.

In 2015, 57.9 percent of the total households in Union Gap had housing costs that exceeded 30 percent of their household income. This data shows the percentage of households that pay in excess of the level considered to be the threshold for "affordable housing." This figure compares with the State percentage of 30-percent. Of Union Gap households paying more than 30 percent of their income for housing, 64-percent were renters; this compares with 45- percent statewide.

Generally, residential development constitutes the largest percentage of developed acres within a city. This is true in Union Gap, where approximately 44 percent of the developed land area (excluding vacant land and land in agricultural use) is in residential use.

Examination of the present and future population of Union Gap and its UGA, as well as analysis of the available housing stock provides the information necessary to identify the future housing needs of the community. Using the population forecast recommended in the Land Use Element, the City of Union Gap is projected to need an additional 348 housing units by the year 2040. The land use plan provides adequate capacity within the City and UGA to accommodate the housing projected for the year 2040.

Transportation Element

There are approximately 17 miles of secondary streets and 8 miles of arterial streets in Union Gap. Union Gap owns and maintains seven bridges within the incorporated boundaries. Most bridges are in good condition. The Transportation Element addresses these facilities and other transportation issues and includes a six-year plan outlining necessary improvements and funding.

Union Gap's circulation pattern has both a strong north/south and east/west orientation. The north/south orientation generally follows the Yakima River and I-82, South 1st Street (known as Main Street in Union Gap) and a rail line. Another north/south route in Union Gap is Rudkin Road; which runs along the eastern edge of the Valley Mall, the major shopping area in Union Gap.

Major east/west routes include Mead Avenue to the north (which divides Union Gap from the City of Yakima east of South 1st Street), West Washington Avenue (which divides Union Gap and the City of Yakima west of South 1st Street), Valley Mall Boulevard, and Ahtanum Road. Valley Mall Boulevard has been extended west and now terminates at the intersection of S. 16th Ave. and

W. Washington Avenue providing an important linkage to and through the City of Union Gap from I-82 the Valley Mall the Yakima Airport and the West Valley of Yakima.

Union Gap has two freeway interchanges with I-82. The primary interchange is at Valley Mall Boulevard. The second interchange at South Union Gap serves a more limited local function.

The highest average daily traffic (ADT) is found on Main Street (Business Route 97). Along that route, traffic volumes average about 22,000 vehicles per day. West Washington has the second highest volumes, ranging from 16,000 ADT all along the route. Valley Mall Boulevard ranks as the third highest ADT, with about 9,000 vehicles per day. Ahtanum Road west of the railroad tracks near Main Street has approximately 11,000 vehicles per day. While regional growth has substantially increased traffic on the region service transportation corridors, traffic growth on streets serving the local area has grown only modestly over the last decade. This suggests that the traffic issues in the area are generally related to the regional growth and not due to changes in the local land use pattern. Travel forecasts for the Transportation Element are based upon those of the Yakima Council of Governments.

Although no truck counts were available, the City of Union Gap estimates truck counts as five percent of ADT. One exception to this assumption is in the vicinity of Valley Mall Boulevard, Rudkin Road, and I-82. Based on previous truck counts, truck traffic at this interchange and along Valley Mall Boulevard and Rudkin Road amounts to 25-30 percent of the total

The Yakima Airport lies within the vicinity of Union Gap. The airport is funded and supported by City of Yakima. The airport is adjacent to the South Broadway area. Although not directly financed by Union Gap, the Airport does impact the City. Impacts include noise generated by cargo and passenger planes, flight and shipping opportunities, and employment opportunities. Yakima is considering extending the airport's main runway in order to provide adequate length for larger aircraft. The recommendation outlined in the Airport Master Plan Update recommends the airport extend Runway 27 by 1,243 feet ot the West. The Yakima Airport completed a master plan for the airport in 2015.

The Burlington Northern Santa-Fe Railroad tracks run in a north-south direction and divide Union Gap into east and west sections. Between 6 to 12 trains operate through the City each day. Trains can cause a delay of up to 10-minutes on Ahtanum Road.

Union Gap is offering Transit Service throughout the City. This service is funded by sales tax dedicated exclusively to transit. Currently service is provided by a private contractor. There is one fixed route through the City. The route provides service along Valley Mall Boulevard, Ahtanum Road, and Main Street. The route provides service to the Valley Mall, Union Gap City Hall, the Union Gap Senior Center, and the Post Office. The route also provides transfer opportunities to routes provided by Yakima Transit.

Non-motorized transportation consists of all pedestrian and bicycle travel, and in some cases equestrian activity. Non-motorized facilities include sidewalks, roadway shoulders, on-road bicycle paths, and off-road paths. In Union Gap, few on-road non-motorized facilities exist, including sidewalks.

Union Gap has significantly improved its pedestrian access in the past several years. Sidewalks are included as arterial streets are constructed or substantially improved. This includes Valley Mall Boulevard from Main Street to W. Washington Avenue, S. 3rd Avenue from Ahtanum Road to W. Washington Avenue and portions of S. 18th Street and Ahtanum Road. Sidewalks have also been constructed on several local access streets including Longfibre Road. The City also has access to the Yakima Greenway, known as Jewett Pathway or the Yakima River Trail. This off-road paved trail runs along the Yakima River from Union Gap to the northern edge of the City of Yakima. In Union Gap, the Greenway begins at the eastern terminus of Valley Mall Boulevard and extends north.

Union Gap has identified several areas for new sidewalks. Locations for proposed sidewalks include Mead Avenue from Rudkin Road to S. 10th Avenue, S. 18th Street from Washington Avenue to Rainier Place and Rudkin Road from the north side of the Gearjammer Truck Stop to Mead Avenue. The City has also included sidewalks along Main Street from Valley Mall Boulevard to the south city limits Barker Mill Rase, South 18th Street and along Valley Mall Boulevard from the I-82 Interchange to Main Street.

Bicycle lanes have been included on newly constructed portions of Valley Mall Boulevard as well as S. 3rd Avenue. The Greenway along the Yakima River is used by both pedestrians and bicyclists, but as mentioned earlier, it is an off-road facility.

Equestrian activity within Union Gap city limits has not emerged as a significant non-motorized transportation issue. While Union Gap is located in an agricultural area, there appears to be little to no demand for equestrian facilities within the City.

Freight service is provided to the Yakima Valley by the Burlington Northern Santa Fe Corporation (BNSF). Rail lines currently run through Union Gap on a north/south axis just west of Main Street. BNSF has recently opened its Stampede Pass line enabling rail shipment between central Washington and Puget Sound ports. The railroad plans to operate up to ten trains per day carrying agricultural products and other goods. BNSF anticipates improving its facilities through Union Gap, which could result in enhancements to street crossings.

Capital Facilities Element

Union Gap is a fiscally strong city, well positioned to respond to the City's needs. However, while the City is fiscally strong, it is also small and this small size is the dominant factor that will influence the City's ability to support growth. The small size will prevent the City from amassing significant amounts of money at once to finance any significant new facility. It will have to rely on other sources, external grants, or developer contributions, for such purposes. The importance of the existing fiscal performance is that the City should be able to respond to small incremental projects to fill out the capital needs and to support new growth with operating services. As new growth occurs it will produce additional revenues to support ongoing services, as the City has been able to effectively do over the last decade.

The best strategy for the City to use in extending its facilities is to phase the timing of new development and to leverage additional revenues from grants and developer contributions. The City will need to approach future development in an entrepreneurial way, prospecting and

encouraging opportunities, and taking advantage of them when they occur. Since the opportunities will depend on the actions of others, the sequence of opportunities may not be predictable.

Most of the future capital needs consist of local improvements needed in existing developed areas or extension of lines and streets into unserved areas. There are a few system needs to be addressed including expanded long term water supply and storage, a new arterial connection between the south Union Gap interchange and Ahtanum Road, the continued development of park facilities to take advantage of the areas unique qualities, and general expansion of facilities as growth occurs.

The existing area of the City has significant unmet needs, primarily in street needs. Much of these needs were created by developments occurring too rapidly for the City to keep pace. Deteriorating streets in some areas may be also reducing the quality of the neighborhoods, discouraging reinvestment. The best opportunities for leveraging resources in this area would be in the form of grants. Many of the problems found in this area will assist in the City competing effectively under the need criteria that govern most grant programs. Some of these needs might also be combined in the form of a citywide bond issue.

One particular need in the developed area includes renovation of the downtown area. The mechanisms described here can be applied effectively as part of a downtown strategy. Some cities have shown success in developing a downtown plan that can be gradually and incrementally implemented over time through a combination of small grants, LID's, and regular maintenance programs.

While LID's can be effectively used to develop new residential areas, they are less commonly used for this purpose than for developing new commercial and industrial areas. The strategy for developing these new commercial and industrial areas, to be generally located at the western edge of the City and in the UGA's, will be to leverage the extension of the facilities required for commercial and industrial development to bring these facilities "closer" to the proposed new development. As these facilities are gradually extended, opportunities will arise for subdividers to take advantage of these systems.

Over the years, the South Broadway area has developed as a residential area that offers minimal facilities, including poor streets and sewage disposal through drain fields and water supply by individual shallow wells. Public water services have been extended to portions of this neighborhood east of South 3rd Avenue to address health issues. Eventually, public water and sanitary sewer must be extended to the entire area. Service plans for sewer and water have been prepared by the City. However, extension of these services to neighborhoods must be funded by property owners via Local Improvement District or similar mechanism. In most cases, these facility extensions will not occur until the affected neighborhoods feel the need, or the services are mandated to address public health requirements. New development occurring in these areas, however, should be required to install full standard facilities prior to development.

Utilities Element

The City is adequately served by electrical and natural gas service currently; in the future, it will be necessary to expand service into the urban growth area.

Union Gap is served by Pacific Power and Light, which provides electricity to an estimated 85,000 accounts in the Yakima Valley area and 1,300,000 accounts in a seven state area in the west. Electric power reaches the Yakima Valley via five transmission lines, three at 230,000 volts and two at 115,000 volts. The three main services are connected to Wanapum Dam on the Columbia River, the Bonneville Power Administration's (BPA) Midway substation near Priest River also on the Columbia River and BPA's Outlook substation northwest of Sunnyside, Wash. The other two 115,000 volt lines are connected to BPA's substations at Moxee and Grandview, Washington. Additional capacity is planned for the late 1990s by installing a second 230,000 volt line to Wanapum Dam and the construction of the Lichtey Siding substation near Grandview.

Currently Union Gap is served by four distribution substations. These are the Pacific Substation on Pacific Avenue, Nob Hill Substation on 16th Avenue just south of Nob Hill Boulevard, Union Gap Substation at 903 West Ahtanum Road and the Voelker Substation, located to the west of the railroad tracks between Nob Hill Boulevard and Mead Avenue. The majority of Union Gap is served from the Union Gap Substation. Voelker Substation serves the northwest corner of Union Gap and provides additional capacity for growth along South First Street.

The Pacific Northwest (Washington, Oregon, and Idaho) receives its natural gas from the southwest United States and from neighboring Canada. Cascade Natural Gas Corporation builds, operates, and maintains natural gas facilities serving Union Gap and its urban growth area. Natural gas is supplied to the entire region via two interstate pipeline systems. The Pacific Gas Transmission Company and Northwest Pipeline Corporation each owns and operates its respective regional pipeline network that supplies to the states of Washington, Oregon and Idaho.

Natural System Element

The Washington Growth Management Act (GMA) does not require a Natural Environment Element in the comprehensive plan, but does set a number of requirements with regard to natural systems:

- Conservation of resource lands and fish and wildlife habitat
- Protection of the environment and critical areas
- Designation of resource lands and critical areas
- Provisions for the protection of the quality and quantity of groundwater used for public water supplies
- Where applicable, a review of drainage, flooding, and storm water run-off in the area covered by the plan and nearby jurisdictions, and guidance for corrective actions to mitigate or cleanse those discharges that pollute the waters of the state.

Natural environments are closely tied to both economic development and land use. In an area where the economy is based on the productive use of land for agriculture, the land resource must be protected to assure continued economic viability of the area. At the same time, land is needed for housing and economic development, including sites suitable for industries related to agriculture. Prevailing winds, flood potential, and soil types make some areas more suitable than others for various land uses. Land use planning needs to allow for protection of critical areas such as wetlands and wildlife habitat.

The GMA requires cities and counties to identify and protect critical areas including the following areas or ecosystems:

1. Wetlands
2. Areas with a critical recharging effect on aquifers used for potable water
3. Fish and wildlife habitat conservation areas
4. Frequently flooded areas
5. Geologically hazardous areas

SECTION 2. ADMINISTRATIVE ELEMENT

ADMINISTRATIVE ELEMENT

I. INTRODUCTION

Purpose

This Administration Element has been developed in accordance with Sections 36.70A.106, 36.70A.120, 36.70A.130 and 36.70A.140 of the Growth Management Act (GMA) to address amendment of the Comprehensive Plan and the maintenance of consistency with development regulations.

The Administration Element specifically considers the process for amendment to the Comprehensive Plan including timing, procedures, public participation, consistency with other City fiscal and regulatory processes and state review of amendments.

Growth Management Act Requirements

An Administration Element is necessary to comply with GMA, and should consist of procedures for:

- Evaluation of plans and development regulations;
- Review of urban growth areas and planned densities at least every ten years;
- Maintaining conformity with GMA requirements;
- Maintaining consistency within the Comprehensive Plan and with implementing regulations;
- Making amendments to the plan no more than once a year, and/or due to emergency situations;
- Considering all amendments proposed to the Comprehensive Plan concurrently, so that the cumulative effects of the various proposals may be ascertained;
- Ensuring that the plan reflects accommodation of the urban growth projected to occur for the succeeding twenty-year period;
- Ensuring early and continuous public participation in the amendment of Comprehensive Plans; and
- Allowing state review and comment on proposed amendments as required under GMA.

II. AMENDMENTS

Following adoption of the revised Comprehensive Plan, the City shall monitor changes and needs within the community and document needed amendments to the Comprehensive Plan.

Timing

All proposals to amend the Comprehensive Plan shall be considered by the Planning Commission and City Council, so the cumulative effect of the various proposals can be ascertained. The City of Union Gap sets the month of June to submit amendments to the Comprehensive Plan. However, amendments submitted after the month of June will be held until the next calendar year for consideration and October as the month for consideration of amendment proposals by the City Council.

Proposals for amendment to the Comprehensive Plan will be accepted at any time during the year, and will be scheduled along with all other proposals received for consideration as part of the Comprehensive Plan review and amendment process.

The Comprehensive Plan may be revised or amended outside of this normal schedule only if findings are adopted to show that the amendment was necessary, due to an emergency situation of a neighborhood-wide or community-wide significance. Examples of emergency situations include those which would present an imminent threat to public health and safety, an imminent danger to public or private property, or present an imminent threat of serious environmental degradation. A personal emergency on the part of a particular applicant or property owner is not considered to be an emergency situation. The nature of the emergency must be documented as part of written findings, and approved by the City Council prior to consideration of an emergency amendment. The City Council shall decide whether to allow the proposal to proceed ahead of the normal amendment schedule.

The City shall establish and broadly disseminate to the public a public participation program consistent with RCW 36.70A.035 and 36.70A.140 that identifies procedures and schedules whereby updates, proposed amendments, or revisions of the Comprehensive Plan are considered by the governing body of the City no more frequently than once every year. “Updates” means to review and revise, if needed. Amendments may be considered more frequently than once per year under the following circumstances:

(i) The proposed amendment concerns the initial adoption of a sub area plan that does not modify the Comprehensive Plan policies and designations applicable to the sub area;

(ii) The proposed amendment concerns the adoption or amendment of a shoreline master program under the procedures set forth in chapter 90.58 RCW;

(iii) The proposed amendment concerns the amendment of the Capital Facilities Element of a Comprehensive Plan that occurs concurrently with the adoption or amendment of a Yakima County or City budget;

(iv) The proposed amendment concerns the adoption of Comprehensive Plan amendments necessary to enact a planned action under RCW 43.21C.031(2), provided that amendments are considered in accordance with the public participation program established by the City and all persons who have requested notice of a Comprehensive Plan update are given notice of the amendments and an opportunity to comment. All proposals shall be considered by the governing body concurrently so the cumulative effect of the various proposals can be ascertained. However, after appropriate public participation the City may adopt amendments or revisions to its Comprehensive Plan whenever an emergency exists or to resolve an appeal of a Comprehensive Plan filed with a growth management hearings board or with the court.

Eight-Year Update

In compliance with RCW 36.70A.130, the City of Union Gap will establish a schedule every eight years to review and, if needed, revise their Comprehensive Plan and development regulations to ensure the plan and regulations comply with the requirements of the Growth Management Act. The City of Union Gap's statutory deadline for the next comprehensive plan update is June 30, 2025.

The annual amendments cannot occur separately in the year designated for the eight-year update. All annual updates coinciding with the eight-year update cycle must be submitted concurrently within that year.

However, any amendment to the zoning and other development regulations that are consistent with the adopted Comprehensive Plan can be made any time during a year.

Adoption and Initiation

The City Council may, after due notice and public hearing, amend, supplement or modify the text and maps of this Comprehensive Plan. An amendment may be adopted, amended, or supplemented by the City Council following a public hearing or hearings on the proposed amendment(s). Amendments may be initiated in the following manner:

a. By motion by the City Council or the Planning Commission;
b. By filing with the Planning Commission a petition by the owner of the property within the City, which petition shall be on a standard form prescribed by the Planning Commission, and available from the City Clerk's office;
c. A fee, as required by Section 18.80.020 of the Union Gap Municipal Code, payable to the City at the time of filing of a petition, shall be charged for advertising, mailing, and administrative expenses. No part of the fee shall be refundable. However, when a map amendment of the Comprehensive Plan is in conjunction with a rezone request for the same property, only a single fee need be paid for the rezone/Comprehensive Plan map amendment. The higher fee shall prevail; and,
d. Motions and/or petitions for amending, supplementing or modifying the text and maps of this Comprehensive Plan will be received by the City staff up until sixty (60) days prior to the Planning Commission's public hearing on such proposed amendments to the plan. This will allow adequate time for processing of the

motion or petition, and will allow for proper public notification of the proposals. Motions and/or petitions received after this date will be processed in the following year's cycle.

Public Hearing

The Planning Commission shall hold a public hearing on any such amendments, supplements, or modification of this Comprehensive Plan, whether initiated by petition or motion in accordance with the provisions of this section. This public hearing shall be held and a recommendation made by the Planning Commission prior to the initial sixty (60) day State comment period on the proposed amendments.

Notice of the hearing and the nature of the proposed change shall be given by publication in the official newspaper of the City, at least 10 days prior to the date of the hearing. In addition, in cases of change of boundaries or of future land use designations, all owners of property, any part of which is within three hundred (300) feet of the boundary lines of the property to be changed, shall be notified of the proposed change and date of the hearing by United States mail. Notice mailed to the last known address of the person making the last tax payment shall be deemed proper notice; provided, however, that in the case of a future land use designation change affecting three or more parcels, that notice be given by publication in the official newspaper of the City, once a week for two (2) consecutive weeks prior to the hearing, with the last publication at least ten (10) days prior to the hearing on the proposed change. All notices shall contain the date, time, and place of the hearing, and a map which indicates the area of the proposed change and the effects of that change.

No decisions shall be made by the City Council on the recommendations for amendment until after the initial sixty (60) day State comment and review period has expired.

Planning Commission Recommendation

In recommending the adoption of any proposed amendment(s), or in concurring with the City Council on any proposed amendment(s), the Planning Commission shall set forth in writing its reasons for its recommendations, which document shall be forwarded to the City Council along with its recommendation.

In changing the future land use designation of any area, zoning shall also be changed as needed to maintain consistency between the Comprehensive Plan and the zoning ordinance.

State Review of Amendments, Supplements, and Modifications

Initial Review of Proposed Amendments

At least sixty (60) days prior to the adoption of an amendment to the Comprehensive Plan, an electronic copy of the proposed change/draft version shall be submitted to the Washington State Department of Commerce, Growth Management Division, for review and comment. One plan review checklist and any other supplementary documentation (relevant State Environmental Policy Act [SEPA] information, outline of public participation process, etc.) shall accompany the proposed amendment. Should the City of Union Gap not receive comments from any of the State agencies on the proposed amendment within sixty (60) days after receipt of the proposed amendment(s) by the State, the City shall be free to adopt the amendment(s) without further delay.

Final Review of Adopted Amendment

Within ten (10) days from the adoption of the amendment, two copies of the adopted amendment shall be submitted to the Washington State Department of Commerce, Growth Management Services Division for filing. An "Adopted Comprehensive Plan Submittal" form and any new or additional information shall accompany the adopted amendment. Any agency or jurisdiction which commented on the draft of the amendment shall also receive a copy of the adopted amendment.

The City will also publish a notice of adoption and availability of the amendment in its newspaper of record. A final sixty (60) day review and comment period will commence from the date of publication. Appeals of the adopted amendment to the Washington Growth Management Hearings Board would be filed during this final sixty (60) day review period.

III. APPEALS

Initiation

The action of the City Council shall be final unless appealed to the courts. For information on appealing a City Council decision, see the Appeals to Others section below.

Appeals to Others

Washington Growth Management Hearings Board

After exhausting any local appeals process, parties still aggrieved by the decision may appeal to the Washington Growth Management Hearings Board, if such decision is subject to review by the Hearings Board, and if the party has standing. Appeals to the Growth Management Hearings Board must be filed within sixty (60) days of the publication of the action by the City Council.

IV. CRITERIA APPROVING A CHANGE IN THE FUTURE LAND USE MAP

Standards

Changes in the future land use map shall only be granted after the Planning Commission and City Council have reviewed the proposed change to determine if it complies with the standards and criteria listed below. A change in the future land use map shall only be granted if such written findings are made:

1. The proposal is consistent with the provisions of the Growth Management Act (GMA) and other applicable state planning requirements;

2. The proposal is consistent with, and will help implement the goals, policies and objectives of this Comprehensive Plan;

3. Required changes to implementing regulations are identified prior to adoption of the proposed change, and are scheduled for revision, so that these implementing regulations remain consistent with the Comprehensive Plan;

4. The proposal will increase the development or use potential of a site or area without creating significant adverse impacts on existing sensitive land uses, or on other uses legally existing or permitted in the area;

5. The proposal is an extension of similar adjacent use or is of sufficient size to make the proposal logical;

6. The traffic generated by the proposal will not unduly burden the traffic circulation systems in the vicinity. The collector and arterial system currently serves or can concurrently be extended to serve the proposal, as needed;

7. Adequate public facilities and services exist or can concurrently be developed to serve the proposal;

8. The other characteristics of the proposal are compatible with those of other uses in the vicinity;

9. The other uses in the vicinity of the proposal are such as to permit the proposal to function properly;

10. If the proposal has impacts beyond the City limits, the proposal has been jointly reviewed by Yakima County; and

11. Any other similar considerations that may be appropriate to the particular case.

SECTION 3. LAND USE ELEMENT

LAND USE ELEMENT

I. INTRODUCTION

Purpose

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

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 several land uses for various activities.
- Establishment of population densities, building intensities and estimates of population growth.
- Provisions for the protection of the quality and quantity of groundwater used for public water supplies (This requirement is addressed in the Natural Systems Element.)
- 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 Systems 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 Countywide Planning Policies

Under the Growth Management Act, cities, towns and their associated UGAs have been identified as the primary areas where future urban levels of growth will be permitted. To achieve the Act's goal of "inter-jurisdictional consistency," Countywide planning policies are integrated with the Land Use Element of Union Gap's Comprehensive Plan. The following Countywide planning policies apply to discussion on the Land Use Element.

The following Countywide policies are related to the process and criteria for establishing and amending Union Gap's UGA:

A.3.1. Areas designated for urban growth should be determined by preferred development patterns and the capacity and willingness of the community to provide urban governmental services.

A.3.2. All cities and towns will be within a designated UGA. Urban growth areas may include areas not contained within an incorporated city. [RCW 36.70A.110]

A.3.3. All UGAs will be reflected in County and respective city comprehensive plans.

A.3.4. Urban growth will occur within UGAs only and not be permitted outside of an adopted UGA except for new fully contained communities. [RCW 36.70A.350]

A.3.5. 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.3.6. Sufficient area must be included in the UGAs to accommodate a minimum 20-year population forecast and to allow for market choice and location preferences. [RCW 36.70A.110(2)]

A.3.7. When determining land requirements for UGAs, 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.3.8. 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 database.

A.3.9. 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.3.10. The local jurisdiction may initiate an amendment to an existing UGA 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.3.11. Prior to amending a UGA, the County and respective local jurisdiction will determine the capital improvement requirements of the amendment to ascertain that urban governmental services will be available within the forecast period.

A.3.12. Annexations will not occur outside established UGAs. [RCW 35.13.005]. Annexations will occur within UGAs according to the provisions of adopted interlocal agreements, if any.

The following policies relate to phasing growth and development with service and infrastructure provision:

B.3.1. 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 government services be provided by cities, and urban government services should not be provided in rural areas. [RCW 36.70A.110 (3)]

B.3.2. Urban growth management interlocal agreements will identify services to be provided in an UGA, the responsible service purveyors and the terms under which the services are to be provided.

B.3.3. 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.3.4. 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.3.5. New urban development should utilize available/planned urban services. [RCW 36.70A.110(3)]

B.3.6. Formation of new water or sewer districts should be discouraged within designated UGAs.

G.3.2. Local economic development plans should be consistent with the comprehensive land use and capital facilities plans, and should:

a. Evaluate existing and potential industrial and commercial land sites to determine short and long term potential for accommodating new and existing businesses;
b. Identify and target prime sites, determine costs and benefits of specific land development options and develop specific capital improvement strategies for the desired option;
c. Implement zoning and land use policies based upon infrastructure and financial capacities of each jurisdiction;
d. Identify changes in UGAs as necessary to accommodate the land and infrastructure needs of business and industry;
e. Support housing strategies and choices required for economic development.

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 is interrelated with the Land Use Element, and the plan's goals will be implemented through land use policies and regulations.

This Land Use Element has the following components:

1) Summary of the UGA 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 an inventory 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; 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 maps

7) Land use goals and policies

II. URBAN GROWTH AREA

Union Gap's 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 (Figure LU-1). The UGA was designated by the County Commissioners, after an extensive process involving coordination between the City and the County, in which the UGA boundary was identified and interim management policies for the UGA were established. Countywide planning policies were taken into consideration in this process.

In the UGA boundary designation process, the County determines how much land a municipality will need by the end of a 20-year forecast period, based on the current acreage provided for each use, the amount of existing vacant land, and the amount of land that will be needed for each use to support the population projected at the end of the 20-year forecast period. The County also collaborates with cities to take into consideration cities' justifications for UGA boundary adjustments.

Yakima County reviewed Union Gap's UGA in 2016. At that time, the County found that Union Gap would have a surplus of residentially-zoned and vacant commercially-zoned land within the City and its UGA for all non-industrial uses through 2037, and that expanding the UGA for the purposes of providing for commercial and residential uses was not justified. The County did not add to the City's UGA.

III. MAJOR LAND USE CONSIDERATIONS

- Preserve critical environmentally sensitive lands;
- Provide a variety of housing choices for new residents;
- Promote affordable housing opportunities;
- Enhance residential character;
- Foster a financially sound development pattern;
- Preserve a reasonable use of the land for all landowners;
- Reduce reliance on the automobile and encourage establishment of pedestrian and bicycle-oriented communities;
- Provide affordable housing;
- Provide an attractive and diverse commercial core;
- Efficiently provide City services;
- Maintain high standards of public safety; and
- Continue opportunities for citizen involvement.

In addition, the following criteria were used to further determine which lands should be considered for potential annexation.

- Develop a stronger tax base generated from property and sales tax revenues;

- Provide increased economic opportunity for the Yakima Valley by establishing appropriate industrial areas;

- Control over the protection of nearby environmentally sensitive lands in the planning area, such as the Ahtanum and Wide Hollow Creek floodplains;

- Protect aquifer recharge areas;

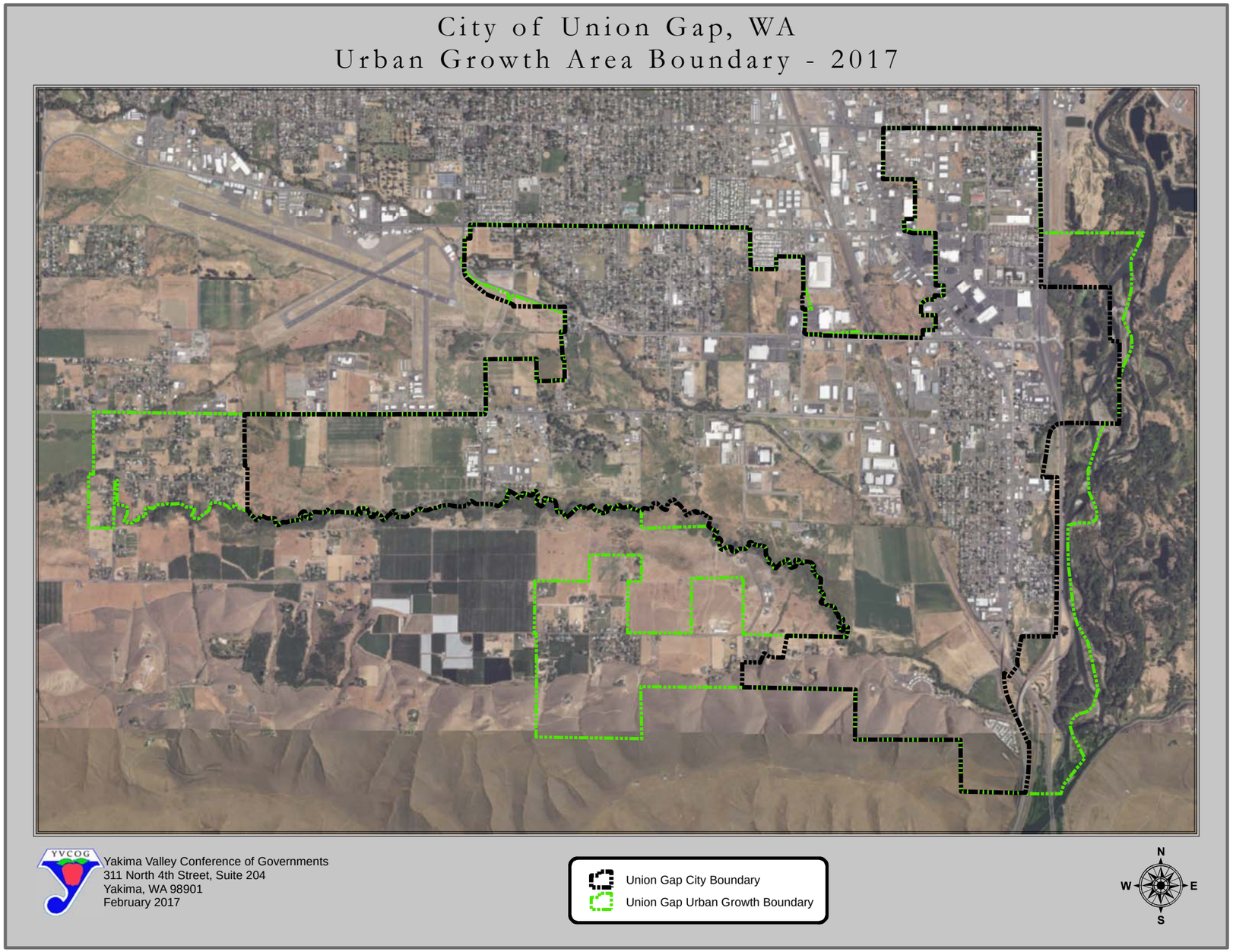
- Control over important land use decisions in residential and manufacturing zoned lands;

- Reduce uncertainty related to City of Yakima annexation;

- Include areas with similar topography and development patterns – single-family homes on moderate-sized lots; and

- Assure moderate population growth.

Figure LU-1. City of Union Gap Urban Growth Area



IV. EXISTING CONDITIONS

Growth Trends

The City of Union Gap is bordered by the City of Yakima on the north, the Yakima River on the east, the Yakama Indian Reservation on the south, and by unincorporated Yakima County to the west. Union Gap has grown over the years through a series of annexations to the north and west of the City. The area from Valley Mall Boulevard to the northern city limits was annexed in 1974 and has been receiving significant amounts of retail growth. In 1985, approximately 1,000 acres of land was annexed in the Ahtanum area west of the railroad lines. On February 1, 1995, the South Broadway area was annexed to the City.

The Union Pacific Railroads run north/south through the City, dividing the City into two distinct areas. Residential development occurs both east and west of the railroad tracks. Two distinct areas are located east of the tracks. The first is generally south of Valley Mall Boulevard while the second area is in close proximity to Martin Luther King School in the northern portion of the City. East of the tracks a significant residential area occurs south of W. Washington Avenue between S. 11th Avenue to the west and Rock Avenue to the east. In addition, there are six major manufactured home parks and one manufactured home subdivision.

In the past 10-years the City has experienced low to moderate residential growth consisting of some single-family dwellings, but mostly duplex and triplex units. Overall the rate of commercial and industrial growth continues at a significant rate. Implementation of the Growth Management Act will tend to reinforce the established commercial development patterns by reducing the amount of potential competing rural areas that can be used for commercial uses. The GMA should also stimulate development of industrial uses since some of the best potential industrial sites in the Yakima Urban Growth Area are located within the existing Union Gap city limits. While the potential impact of the GMA on residential growth is less clear, it should increase the population growth of the City as the GMA-required restrictions on rural development take hold.

Table LU-1. City of Union Gap Population Trend, 1910-2016

Year	Population	Change from Previous	% Change	Average Growth Rate (Persons per year)
1910	263		---	---
1920	332	69	26%	6.9
1930	586	254	76.5%	25.4
1940	976	390	66.5%	39
1950	1,766	799	81.8%	79.9
1960	2,100	334	18.9%	34.4
1970	2,040	-60	-2.8%	-6
1980	3,184	1,144	56%	114.4
1990	3,120	-64	2%	-6.4
2000	5,621	2501	80%	250.1
2010	6,047	426	7.5%	42.6
2016	6,200	153	2.7%	25.5

Source: 1910-2009 – U.S. Census Bureau, Census of Population and Housing; 2015 – Washington State Office of Financial Management

Physical Setting

The City of Union Gap is bordered by the City of Yakima on the north, the Yakima River on the east, the Yakama Indian Reservation on the south, and by unincorporated Yakima County to the west. Union Gap has grown over the years through a series of annexations to the north and west of the City.

Existing Zoning

The central business district of Union Gap consists of significant wholesale and retail businesses located around the intersection of Main Street and Valley Mall Boulevard, serving not only Union Gap residents, but also the entire Yakima Valley region. Union Gap has become a major commercial hub of the Yakima Valley. The Valley Mall has attracted new tenants and undergone a significant expansion. The completion of Valley Mall Boulevard has afforded lands west of the railroad tracks increased access, visibility and traffic. Lands along Valley Mall Boulevard are rapidly being developed into commercial and industrial uses. Smaller retail stores, used auto lots, and professional services are situated along Main Street between Valley Mall Boulevard and East Washington Street. South of Ahtanum Road uses along Main Street consist mostly of automotive lots and second hand stores; however, a gradual conversion into other uses including professional office and specialty stores has begun.

The unincorporated portion of the City of Union Gap's UGA is regulated by County zoning. Most of this acreage is either M-1 (Light Industrial), R-1 (Single Family Residential), or SR (Suburban Residential).

Urban Growth Area

Union Gap's Urban Growth Area (UGA) includes the incorporated City and those lands to which the City may feasibly provide future urban services (i.e. the City's urban service area). Figure LU-1 illustrates the UGA.

The City of Union Gap's UGA boundary and future land use designations in the unincorporated portions of the UGA were reviewed and update in 2016 after an extensive process involving coordination between the City and the County. The Land Capacity Analysis conducted by the County determined that Union Gap's existing UGA contained a surplus of 451 acres of vacant residential, commercial, and community facilities which could accommodate 40 years of growth in the City and 148 years of growth in the unincorporated portion of the UGA, for non-industrial purposes[1]. As a result of the UGA update process, Union Gap's UGA boundary remained unchanged. The Future Land Use Map, Figure 4-5 illustrates the adopted designations.[2]

1 Yakima County Public Services Department Planning Division, Long Range Planning Section. May 25, 2016. Staff Report: Yakima County's 2017 Review of its UGAs and Permitted Densities – Urban Growth Area for City of Union Gap.

2 Board of Yakima County Commissioners Ordinance 14-2016, December 2016– UGA adoption.

Table LU-2. Existing Land Use Inventory, Union Gap UGA

Land Use Type	# Parcels	Total Acreage	% Total
Agriculture	17	274.12	9%
Commercial	347	478.51	15.9%
Industrial	130	303.6	10.1%
Residential	1902	1063.54	35.4%
Public Facility	41	381.73	12.73%
Undeveloped	431	1160.54	38.7%
Total	**63**	**2996.71**	**100.0%**

Existing Land Use Inventory

Figure LU-3, shows the general arrangement of existing land uses within the City and the UGA. Table LU-3 summarizes the acreage of each land use within the Union Gap UGA. The identification of existing land uses was based on 2016 Yakima County Assessor parcel records. There were 3717 total acres in the UGA. The largest current land use category was undeveloped land with 1160.54 acres, both inside City limits and in the unincorporated portion of the UGA. Setting aside transportation rights-of-way, the next largest use is residential, accounting for approximately 35.4% of the City's total acreage. The next largest land use is commercial, with 15.9%.

Residential Land Use

As indicated by Figure LU-4, population densities within 2010 U.S. Census blocks in Union Gap ranged from zero to more than 10,000 persons per square mile. Households averaged 2.9 persons per household. The largest concentration of relatively high population density is in the north and east edges of Union Gap, north of Valley Mall Blvd. and located between BNSF railroad tracks and Interstate 82.

According to OFM estimates for 2015, the City of Union Gap contains 2,026 total housing units, including 1,293 single family-housing units, 173 multifamily units, and 740 manufactured homes and other housing. The number of vacant housing unit in as reported in the 2015 American Community Survey was 168 units. The vacancy rate for properties "for rent" property was 0%.

Commercial Land Use

There are 478.51 acres of land in commercial use within the City of Union Gap, accounting for 15.9% of the total parcel acreage. No commercial parcels are located in the unincorporated portion of the UGA. The intensity of commercial development is measured by estimating the number of acres per 1,000 residents. At Union Gap's estimated 2016 population of 6,200, this translates to 77 acres of commercial land per 1,000 residents

Commercial development in Union Gap is located along Main Street, West and East Valley Mall Blvd and at the Valley Mall. Areas of central business district commercial (CBD) zoning is along both sides of Main Street and several small locations through the city. The Valley Mall and areas along Valley Mall Blvd are designated Regional Commercial the north side of East 1st Street, between East E Street and SR

223, south of the railroad tracks; and north of the railroad tracks, between SR 223 and I-82.

Industrial Land Use

Industrial land use, including manufacturing and warehousing, occupies 303.6 acres, or 10.1% of the acreage in parcels in the City of Union Gap. No industrial use parcels are located in the unincorporated portion of the UGA. The City contains large areas of manufacturing (W/M) zoning and Light Industrial (L-1). These areas occur throughout the City.

Agricultural Land

About 9 percent of the land within the City of Union Gap and its UGA, or approximately 274.12 acres, is currently in agricultural use.

Parks and Recreation

The Parks Division maintains four (4) City parks – Loudon, Cahalan, Fullbright, and the Youth Activities Park; as well as 1.5 miles of pedestrian pathway, and several associated greenway spaces throughout the City.

All Parks combined are approximately one hundred and thirty (130) acres of developed area. Fullbright Park has approximately fifty (50) acres for additional future expansion.

The Youth Activities Park (YAP) is seventy-four (74) acres, offering two (2) rental buildings, the Senior Center, numerous picnic areas, and shelters. Loudon, Fullbright, and the Youth Activities Park all have playground equipment.

Park maintenance provides for the development and maintenance of the City's parks, greenway space, recreation facility grounds, athletic fields, and other City owned property in order to aesthetically reflect community identity, enrich the quality of life, and provide accessible and safe open space for leisure time activities.

Open Space Corridors

The Growth Management Act requires cities to identify open space corridors within and between UGAs. These corridors must include lands that are useful for recreation, wildlife habitat, trails and connection of critical areas. In addition to the developed City parks and the Yakima Greenway, there are a number of open space and natural resource areas that have been dedicated for public use and/or preservation. Two of the larger areas include the Wide Hollow Creek Pathway within the Ahtanum Ridge Business Park, which consists of approximately 6,800 feet of pathway parallel to and on both sides of Wide Hollow Creek, and a 30-acre site located west of Goodman Road along Ahtanum Creek (purchased by the city for wetland mitigation for the Valley Mall Boulevard road project).

Vacant or Underdeveloped Land

Vacant/undeveloped lands accounts for 929.55 acres or 30% of the City of Union Gap's total land area. In the unincorporated portion of the UGA, the County Assessor's records show 230.99 acres or 34 percent of the total as vacant.

Yakima Airport

The City of Union Gap is located adjacent the Yakima Airport and is part of the landing zone for the airport. RCW 36.70.547 states:

> "Every county, city, and town in which there is located a general aviation airport that is operated for the benefit of the general public, whether publicly owned or privately owned public use, shall, through its comprehensive plan and development regulations, discourage the siting of incompatible uses adjacent to such general aviation airport. Such plans and regulations may only be adopted or amended after formal consultation with: Airport owners and managers, private airport operators, general aviation pilots, ports, and the aviation division of the department of transportation. All proposed and adopted plans and regulations shall be filed with the aviation division of the department of transportation within a reasonable time after release for public consideration and comment. Each county, city, and town may obtain technical assistance from the aviation division of the department of transportation to develop plans and regulations consistent with this section."

The Yakima Airport recently completed a master plan for future airport development to accommodate long-term growth in airline, air cargo, general aviation, aviation industrial and military needs. The master plan is adopted by reference.

The 825-acre Yakima Air Terminal serves Yakima County and portions of Kittitas, Klickitat and Lewis Counties. The Airport is owned by the City of Yakima and is managed by current Airport staff. Airport maintenance and operations are funded solely through revenues generated at the Airport. The Yakima Airport has two active runways, one 7,604 feet in length and the other 3,835 feet in length. There are plans to extend the length of runway 27 an additional 1,243 feet to the West. The Airport also has a full parallel taxiway system.

In 2005, the Yakima Airport ranked #5 in the State for air cargo tonnage. Between the years 1990 and 2020, the handling of air freight is expected to increase approximately 4.2% per year. This average annual growth rate would result in about 402 metric tons of air cargo being handled at the Airport in the year 2020. The Yakima urban area has several freight dependent industrial businesses and various other land uses that are located throughout the Yakima area. Connection to the Yakima Airport is a growing issue in the Yakima Valley as opportunities increase for freight movement by air.

Passenger service is available at the Airport via Horizon Air. Horizon Air provides four flights per day (in each direction) to and from the Seattle-Tacoma International Airport. Xtra Airways provides charter service to Wendover and other destinations in Nevada. The Airport also supports a general aviation community and there are three Fixed Base Operators on the airfield: McCormick Air Center, McAllister Museum (self-service 100LL fuel), and JR Helicopters. Other businesses and services located at the Airport include Airporter Shuttle, Cub Crafters (an aircraft manufacturer), Explore Aviation LLC (flight training), FedX, and the United Parcel Service (UPS). The Yakima Airpark is a condominium-style group of hangers that has 20 hangers and 40 aircrafts housed at the at the airport.

Six commercial service airports currently operate in central Washington. Passenger traffic at Yakima has been relatively consistent, although Delta Airlines and United Express no longer serve the Yakima Valley. Total passenger levels have ranged from 92,409 in 1997 to a low of 53,155 in 2004. The forecast from the Washington State Long-Term Air Transportation Study (July 2009) projects moderate growth of traffic and service at the Yakima Regional Airport over the 25-year forecast period. Enplanements are expected to reach 107,000 by 2030, an 85 percent increase over 2005 passenger traffic and 11 percent higher than Yakima Regional Airport's historic peak of 96,000 enplanements recorded in 1991.

Between 1990 and the year 2020, the handling of air freight is expected to increase approximately 4.2% per year. This average annual growth rate would result in about 402 metric tons of air cargo being handled at the Yakima Air Terminal in the year 2020. The Yakima urban area has several freight dependent industrial uses, such as:Federal Express (located at the Yakima Airport), UPS, and various other land uses that are located throughout the Yakima area. Connection to the Yakima Airport is a growing issue in the Yakima Valley as opportunities increase for freight movement by air.

Figure LU-2, Airport Overlay Map

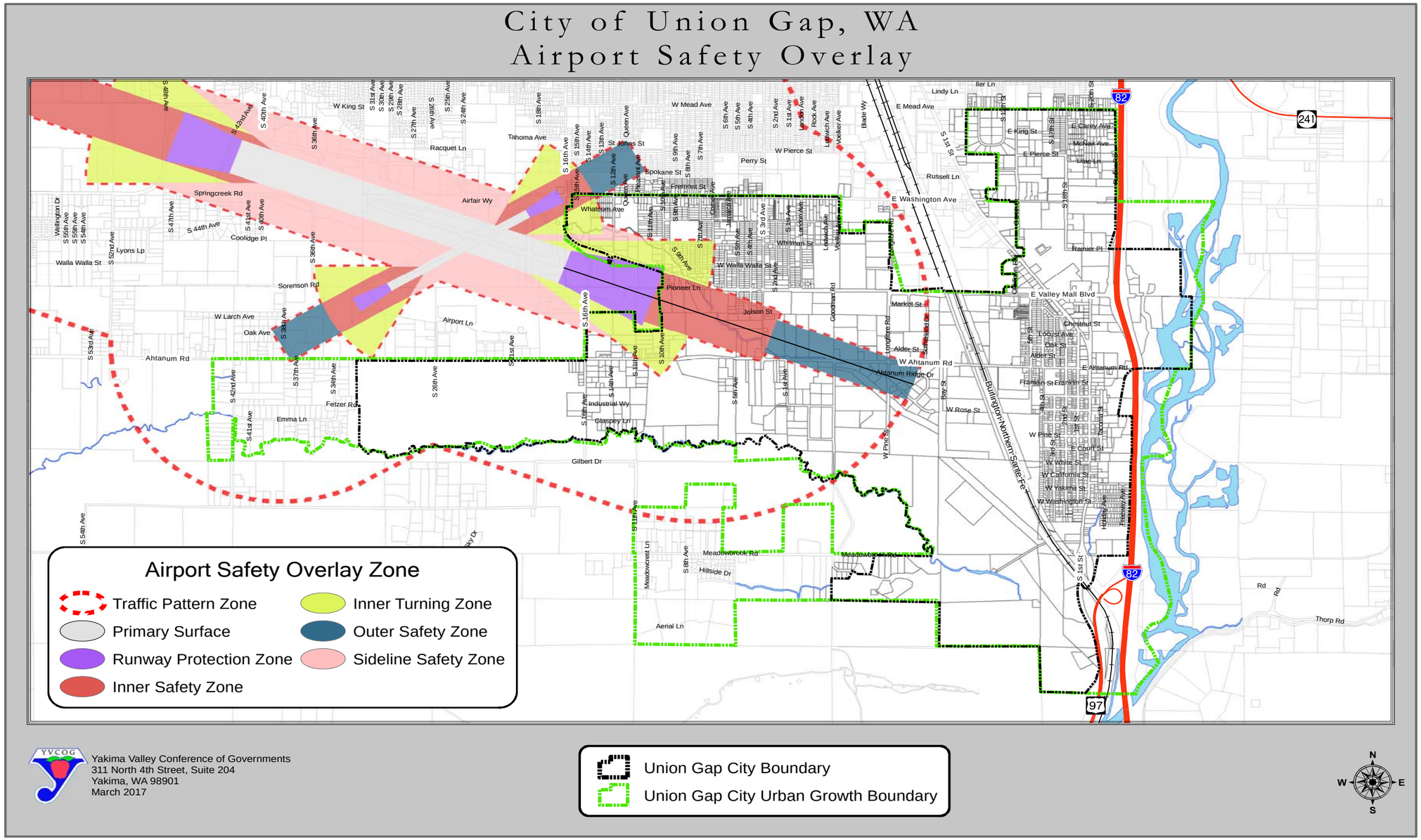


Figure LU-3. Existing Land Use, City of Union Gap Urban Growth Area

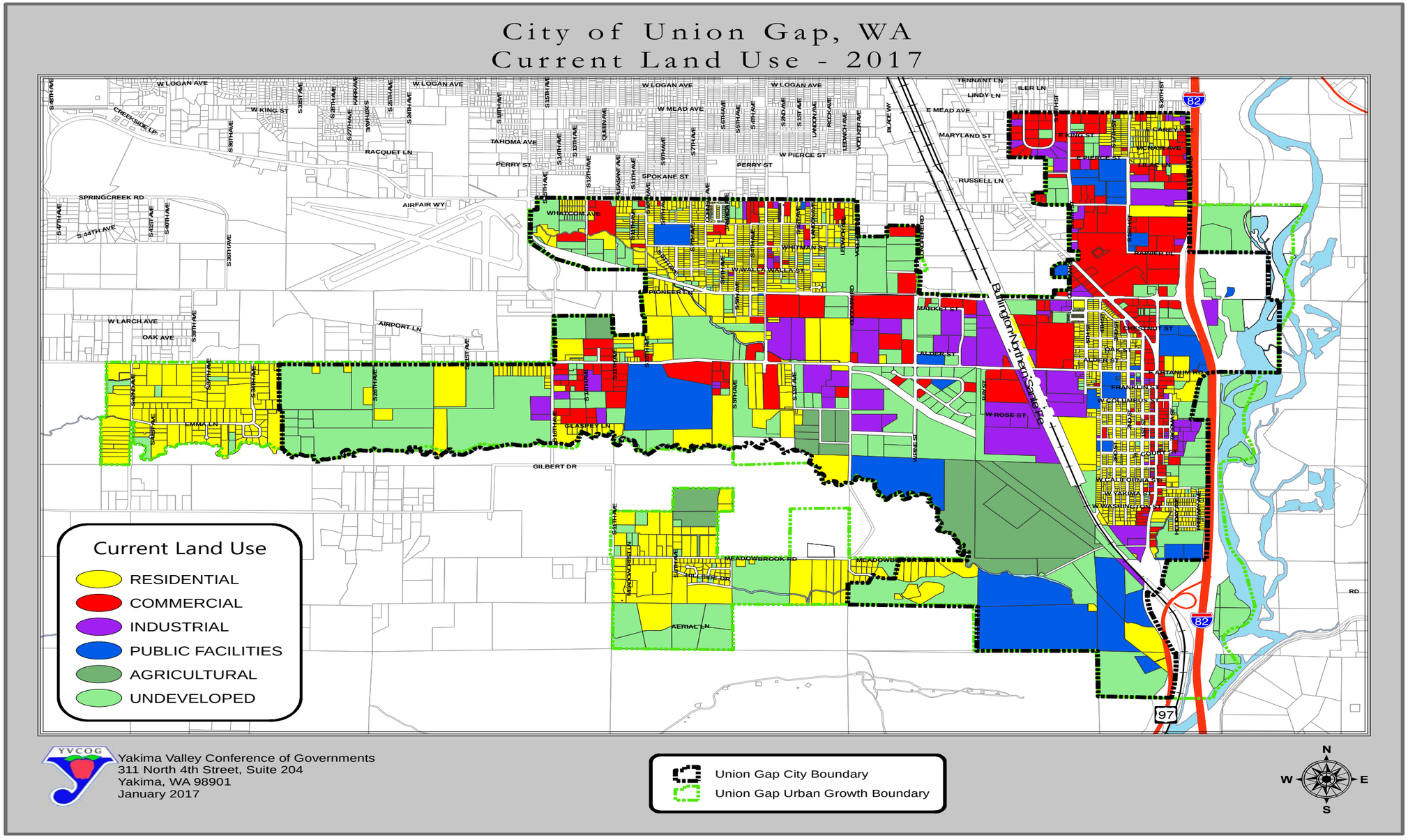
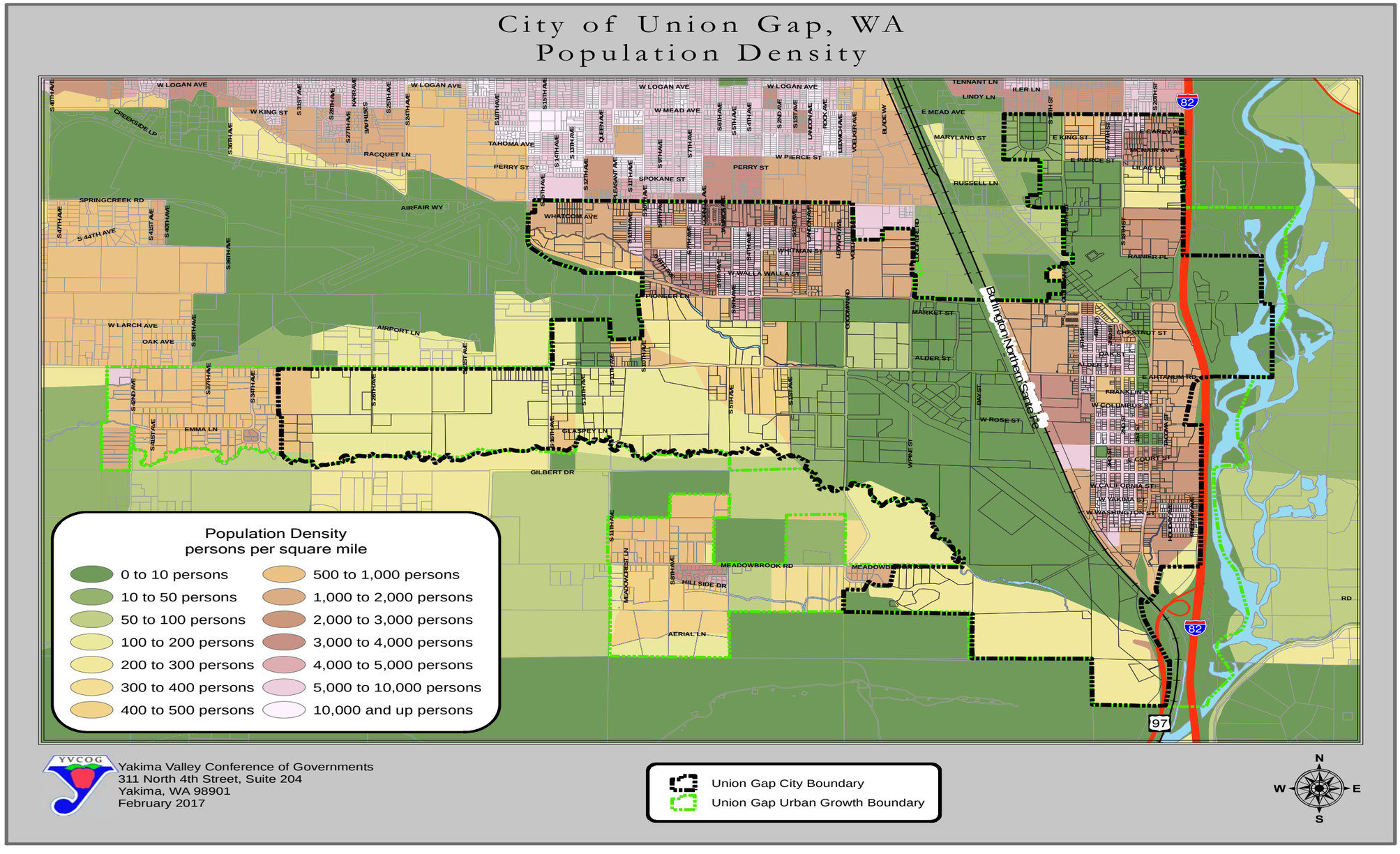


Figure LU-4 Population Density, 2010 Census, City of Union



V. ANALYSIS/FORECASTS

Population Trends, Demographics and Projections

The City of Union Gap has grown from a population of 263 in 1910, to a 2010 population of 6,047 (OFM). Table LU-1 shows the Census population by decade for the City from 1910 through 2016, and the percent change. The average rate of change per decade since 1950 within the City has ranged from a high of 80 per year between 1940 and 1950, to a low of 6 per year between 1960 and 1970.

Demographics

Based on 2010 Census population data, 62.9% of Union Gap's population is white, 0.9% is black, 1% is American Indian, Eskimo or Aleut, 0.9% is Asian, and, 47.2%, is included under the Census classification of "Hispanic or Latino. Persons listed within the classification of "Hispanic or Latino" in Union Gap are primarily of Mexican or Spanish descent. The 2010 Census noted that 77.5% of Union Gap's population of five years and older spoke Spanish, with 31.2% of Spanish speakers speaking English "not very well" or "not at all."

Population projections

The population projections were developed by the Yakima County Countywide Planning Policy Committee (CWPP) in 2015, based on projections for the County as a whole that were provided by the OFM. In developing these projections, the CWPP made the following strategy:

1) Use OFM's twenty-year medium annual growth rate for the County. OFM's growth rate for the County has a steady annual decline down to 0.77% at 2040. Yakima County will use that same rate of decline for all projections.

2) Use OFM's population estimates for each city from 2010-2014.

3) Compare both sets of OFM growth rates. If a city's annual growth rate over the last four years (from OFM estimates) is higher than OFM's twenty-year annual growth rate projected for the County, then the higher of the two growth rates will be used. If a city's annual growth rate over the last four years is lower than OFM's twenty-year annual growth rate then the County will adjust the city's growth rate to reflect the difference between the two rates.

4) Make the adjustments to all cities and then incorporate the same rate of decline mentioned in Step 1 above to all growth rates used. This will ensure that the projected growth rates used by Yakima County will still incorporate and be consistent with OFM's projected rate of decline countywide.

Present Situation

The OFM City's population projection for 2016 of 6,200 is close to the projections used by the County of 6,229. The 2037 population projection is 7,053. Table LU-3 summarizes the revised population forecasts. Population was forecasted through 2037 to complete a 20-year planning period, and the city used these numbers to develop the assessment of future land use needs.

TABLE LU-3. Population Projections, City of Union Gap

Yakima County's Preferred Alternative Twenty-year Projected Population City of Union Gap						
	2015	2016	2017	2018	2019	2020
Yakima County	256,341	258,730	261,462	264,150	266,780	269,347
Union Gap	6,185	6,229	6,274	6,317	6,361	6,404
	2021	2,022	2023	2024	2025	2026
Yakima County	271,956	274,512	277,037	279,530	282,057	284,652
Union Gap	6,447	6,489	6,530	6,571	6,611	6,651
	2027	2028	2029	2030	2031	2032
Yakima County	287,148	289,615	292,046	294,445	297,036	299,485
Union Gap	6,690	6,728	6,766	6,803	6,840	6,877
	2033	2034	2035	2036	2037	2038
Yakima County	301,896	304,276	306,636	309,052	311,443	313,811
Union Gap	6,913	6,949	6,984	7,019	7,053	7,086
	2039	2040				
Yakima County	316,161	318,494				
Union Gap	7,119	7,151				

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

Analysis of Economic Conditions

Economic Status of the Population

According to the 2015 U.S. Census Bureau projection of Population and Housing, nearly a forth (23.7%) of the population of Union Gap lived below the poverty level in 2010. In comparison, 16.5% of all persons in Yakima County and only 11.3% of all persons in the state of Washington live below the poverty level. In 2015, Union Gap's median household income was projected at $35,777. This compares with $44,749 for Yakima County and $61,062 for Washington State.

Employment of Union Gap Residents

In 2015 it was projected that there were 6,185 Union Gap residents. On the basis of sample data, the Census Bureau estimated that 4,283 of these were persons 16 years and over, and that 2,411 or 56.3% were in the labor force. Of those persons in the civilian labor force (2,398), an estimated 2,211 were employed, while 187 or 4.4% were unemployed.

The Census sample data also indicates that the largest employment sector for Union Gap residents was retail trades, with 19.1% of all employed persons. Similarly, the single largest occupation group was Natural resources, construction, and maintenance occupations, with 22.9%, followed by Sales and office occupations, with 22.7%. Private wage and salary workers made up 86% of employed Union Gap residents, while local, state and government workers made up 7.5%.

Economic Base

Union Gap's major sources of industry and employment include retail sales, accommodation and food services, and transportation industry. Local trade is largely supported by residents who live elsewhere.

Economic Forecasts

The Washington State Employment Security Department (ESD) performs economic forecasts for occupations in Washington by region. Table LU-4 summarizes the ESD forecasted average annual growth in occupations during two forecast periods across the south-central region of Washington, both for currently dominant occupations in Union Gap, as well as the occupations forecasted for greatest growth during the 2011-2016 forecast period.

Most occupations in south-central Washington are forecasted to decline during the 2011-2016 forecast period, compared to the 2006-2011 forecast period.

Table LU-4. Forecasted Average Annual Growth in Occupations Across the South-Central Region of Washington

	Avg. Annual Growth Rate, 2014-2019	Avg. Annual Growth Rate, 2019-2024
Currently dominant occupations in Union Gap		
Construction and extraction	2.4%	0.7%
Farming, fishing, and forestry	1.9%	-0.1%
Production	1.5%	0.7%
Sales and related	1.4%	0.8%
Installation, maintenance, & repair	2.1%	0.7%
Transportation & material moving	2.3%	1.1%
Management	1.6%	0.8%
Office & administrative support	1.5%	0.9%
Other Occupations forecasts during 2014-2024 forecast period		
Education, support, and library	1.7%	1.3%
Protective services	1.9%	1.4%
Personal care services	1.5%	1.5%
Healthcare support	1.9%	1.9%
Healthcare practitioners & technical	2.0%	18%
Community and social services	1.3%	1.1%

Source: Washington State Employment Security Department, Labor Market and Economic Analysis Branch

Table LU-5. 2040 Employment Forecasts

Yakima County Preferred Alternative 2040 Employment Projection and Allocation				
	2012 Civilian Labor Force#	*Yakima County Preferred Alternative 2040 Projected Population*	*Yakima County Preferred Alternative 2040 Employment Projection*	*Number of Additional Jobs Needed by 2040*
Yakima County	*110,603*	*318,494*	*143,322*	*32,719*
Union Gap	*2,431*	*7,151*	*2,846*	*415*

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

Land Available for Economic Development

Figure LU-3 illustrates the City's existing land use. A majority of the City's vacant land is zoned Light Industrial L-1. Within the City, residential zoning is predominantly R-2 (Single-family 2 Residential). Rail service to Union Gap is provided by Washington Central Railroad. Most parcels in the immediate vicinity of the railroad are zoned industrial to take advantage of freight transport opportunities.

VI. FUTURE LAND USE NEEDS

There are several factors which may limit build-out in the City. Developers may not be able to find land within the City limits that meets their criteria, and may seek properties within the unincorporated portion of the UGA that do. Landowners may not develop their properties for several reasons: speculation, wishing to keep properties within the family, or utilizing lots adjacent to their homes for gardens or other purposes. City lots may be more expensive than those within the remainder of the UGA, while promising less appreciation. Some properties may be limited do to its proximity to the Yakima Airport.

Residential Land Use Needs

According to the Counties UGA calculation, by the year 2040, an additional 348 housing units will need to be added to the existing housing stock to accommodate the revised 2040 population projection of 7,151. This requirement is based on an assumed average lot size of 8,500 square feet per single-family unit, and assumes that the existing housing pattern would continue. It also includes land for alternative housing types such as foster and group homes.

Commercial Land Use Needs

Currently, the City maintains approximately 478.51 acres in commercial uses. The revised population forecast indicates a population increase of 1,011 between 2015 and 2040. If this population increase occurs, then numerous new businesses will be needed to serve that population. For the purpose of this analysis, we can assume that the additional population will need additional commercial acreage that is approximately proportionate to what is currently provided. Currently, the City provides approximately 77.80 acres of land in commercial uses per 1,000 residents. According to the calculation prepare by Yakima County, the city will need an additional 42 acres to meet the projected population growth for 2040.

Industrial/Manufacturing Land Use Needs

Manufacturing and warehousing currently occupy 303.6 acres. Currently, the City provides approximately 49.63 acres of land in industrial uses per 1,000 residents. If the acreage were to increase at the same rate as the population, a total of 50 acres would be needed by the year 2040 (based on the population projection).

Data are not available regarding employment of Union Gap residents by type of industry located in Union Gap. Successful industrial development efforts require suitable locations and realistic expectations. A 1985 Target Industry Market Analysis for Yakima County (Bucher, Willis & Ratliff, November, 1985) identified the following primary criteria for a successful industrial park; visibility, access, flood control, utility availability, slope, and drainage. Secondary criteria include zoning, adjacent land uses, ownership, development guidelines, and phasing.

The 2008 Blueprint Yakima Valley report identified the following industrial sectors as well positioned for growth in the Yakima Valley: logistics and distribution, food processing, industrial machinery and supplies, business and professional services, health and medical, and aerospace. However, challenges remain, including low educational attainment, a need for focused entrepreneurship, the need to maintain and expand the young professional community, and the need to improve the aesthetic appearance of commercial corridors through efforts such as downtown revitalization.

While Union Gap would certainly welcome industrial development, and has the infrastructure in place to support it, the City tries to be realistic in its expectations. The City would like to preserve opportunities for industrial uses of sites with good access to rail lines and I-82, and have the flexibility to serve potential industrial development in the unincorporated portion of the UGA.

Public Land Use Needs

According to the County calculations the City needs an additional 32 acres of public lands to meet the 2040 populations projections.

Agricultural Land Use Needs

Agricultural production within the UGA is expected to continue as is necessary to support Union Gap's agricultural industries. However, these lands will be considered to be transitional until future residential, commercial and industrial growth places pressures on these lands to be converted.

Recreational Land Use and Open Space Needs

The City, in consultation with local resource agencies may wish to identify and acquire sites that are not suitable for development that have high habitat value and function. Some of these areas may be able to accommodate passive forms of recreation such as walking on trails and viewing wildlife and could provide the framework for an integrated system of parks, open spaces, and greenways. Consideration could also be given to opportunities to connect Union Gap with existing regional trails and bikeways.

National standards, while functioning as useful guidelines, do not necessarily reflect a city's unique situation and needs. Additional park land requirements may be determined by other needs, and how the community sees its park and open space lands fitting into its overall vision, goals and policies. For example, if the town decides to promote tourism, additional or improved recreational lands and facilities may be needed to attract visitors.

To identify park needs, maintaining citizen involvement throughout the park planning process is vital. The City is in the process of updating the Union Gap Comprehensive Parks and Recreation Plan

Other Land Use Needs

Other land uses include transportation and communication facilities, utilities, and street rights-of-way. Currently, 142 acres is dedicated to these uses, the majority of which is composed of street rights-of-way only. This analysis assumed that 15% of the total acreage needed for future uses would be composed of locally-owned street rights-of-way, communications facilities, and utilities. This means that approximately 21 more acres of land will be needed by 2040 for these uses.

Market Choice

Some additional land area is needed to allow for market choice and locational preferences. This land area should be small enough to not encourage inefficient development and provision of public services, yet large enough to minimize speculation that may unnecessarily drive up prices.

Much discussion on this subject has yet to occur. In reality, many of the City's "vacant" parcels may actually be used as landscaped side yards that are unlikely to develop, and some of the agricultural land may also be unlikely to develop due to the amount of investment (irrigation systems, profitable permanent crops, etc.), or simply owner preference. For the purposes of discussion, an additional 25% of the total land area requirement has been assumed to be a reasonable figure to allow for market choice.

Comparison of Additional Land Requirements to Future Land Use Designations

When market choice is added to the other land requirements, the City of Union Gap will need to add and/or develop a minimum of 186.47 acres to accommodate the anticipated 2040 population projection and accomplish its land use goals.

Table LU-6. Additional Acreage Needed by City of Union Gap for Land Use Types, by Forecast Horizon Year 2040

Land Use Type	Additional Acres Needed
Industrial	50
Commercial	42
Public	32
Transportation	21
Market Choice	53
Sub-total Non-residential	***198***
Residential	68
Total Non-Residential and Residential	**266**

VII. FUTURE LAND USE

Figure LU-5 illustrates the City of Union Gap's Future Land Use Map. Comprehensive Plan future land use designations make up a vision of how the City of Union Gap will grow and develop in the future without compromising the quality of life or livelihoods of its residents. The Future Land Use Map will be implemented by the City of Union Gap zoning code, and indicates where new residential and nonresidential development will be located.

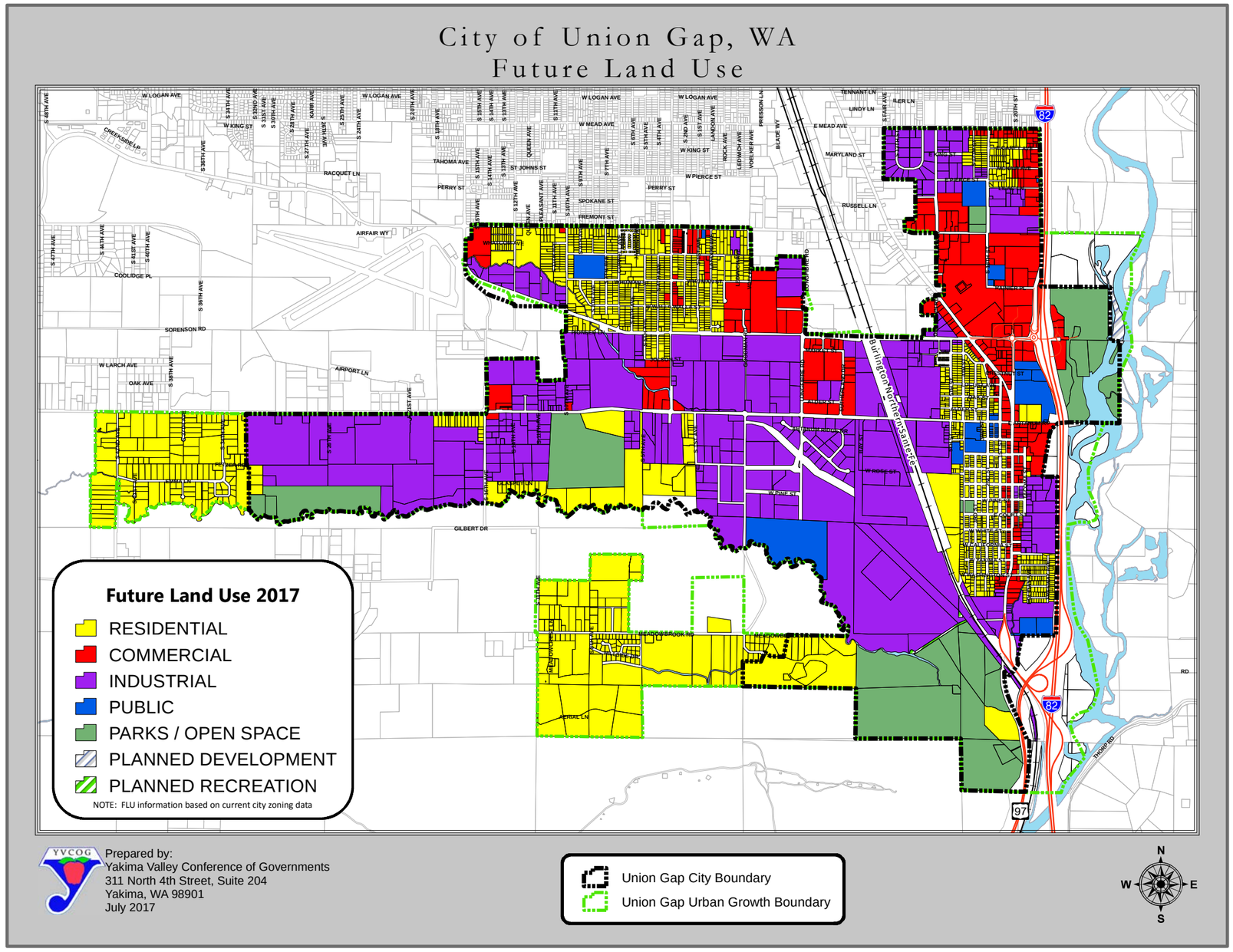
The Future Land Use Map includes Residential and Non-Residential categories, defined as follows:

Residential: Areas appropriate for residential uses and uses associated with residential uses, including single-family, multifamily, and foster/group home residential uses; parks/recreation, and public or institutional uses such as schools, churches, and government facilities.

Non-Residential: Areas appropriate for non-residential uses, including industrial and commercial.

The City of Union Gap values a mix of land uses, such as a mix of single- and multiple-family dwellings, and commercial with industrial. By providing two broad categories for future land use designations, the Future Land Use Map provides the City with the maximum flexibility in where sites future uses through its zoning code.

Figure LU-5. Future Land Use Map, City of Union Gap



VIII. GOALS AND POLICIES

Goal LU 1: Promote orderly and cost-effective growth and new development.

POLICIES:

Pol. LU 1.1 The City's Future Land Use Map shall designate the areas most suitable for residential development. Parcels in these areas may, at the request of the property owners, be rezoned as R-1, R-2, R-3, or comparable residential zones.

Pol. LU 1.2 The City's Future Land Use Map shall designate the areas most suitable for non residential development or mixed-use development. Parcels in these areas may, at the request of the property owners, be rezoned to support commercial or industrial uses.

Pol. LU 1.3 The City's Future Land Use Map may designate areas that are suitable for either residential or non-residential uses and may be rezoned to support a wide range of development activities with a particular emphasis on Master Planned Developments.

Pol. LU 1.4 The City may, in consultation with the City of Yakima and affected property owners, evaluate the appropriateness of designating parcels along the Washington Avenue corridor for non-residential or higher density residential development.

Pol. LU 1.5 The City shall identify on the Future Land Use Map residential areas that are in or near airport compatibility safety zones that may be appropriate for designation as non-residential
areas and/or for limitations on the ability to add new or higher density residential development provided that:

a. The City may amend its Urban Growth Area Boundaries to account for properties that have limited or no potential for future development.

Pol. LU 1.6 The City shall, upon its review and approval of revisions to the Yakima Air Terminal Master Plan or Airport Compatibility Safety Zones, amend its Airport Overlay District to:

a. Limit the type and intensity of permitted uses in the areas generally corresponding with Area A on the attached Airport Overlay Map; and
b. Require property owner acknowledgement and acceptance of their proximity to the Yakima Air Terminal and the associated impacts and risks in those areas generally corresponding with Area B on the attached Airport Overlay Map.

Pol. LU 1.7 The rezoning of any parcel currently in the Planned Recreational Zoning District shall be contingent upon City review and approval of plans to provide adequate access and utility service, floodplain management, and the protection of critical areas.

Pol. LU 1.8 The City's Future Land Use Map should identify the City's priorities for future expansion of Union Gap Urban Growth Area, provided that:

a. Approval of proposed amendments to the City's Urban Growth Area boundaries may be contingent upon City review and approval of plans to provide appropriate

levels of access and utility service, water rights, sewage treatment capacity, floodplain management, and the protection of critical areas;

b. Within one year of the adoption by the County of the City's requested revisions to the Urban Growth Area boundaries, 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 these areas; and
c. The City's first priorities for the expansion of the UGA include non-trust lands located along the Ahtanum Ridge from 11th Avenue South to 42nd Avenue South and the area between Ahtanum Creek and Ahtanum Road from 42nd Ave South to 62nd Avenue.

Pol. LU 1.9 The City's Comprehensive Plan shall include by reference the following Plans as adopted or subsequently amended by the City Council:

a. Yakima Greenway Plan;
b. Union Gap Water Facility Plan;
c. Union Gap Sewer Facility Plan;
d. Union Gap Park Plan; and
e. Union Gap Six-Year Street Plan.

Pol. LU 1.10 The City should, in partnership with appropriate natural resource agencies explore the feasibility of acquiring sites with limited development potential and/or high habitat value and function.

Pol. LU 1.11 Public property east of I-82 that is not needed for highway improvements should be preserved as open space and/or as a greenway or conservancy area.

Pol. LU 1.12 Ensure that Yakima Air Terminal is protected from incompatable uses consistent with WSDOT Aviation Airport and Land Use Compatibility guidelines and best management practices. INcompatable uses may include residential, multifamily, height hazards, uses that attract large concentrations of people, wildlife hazards, and special uses such as schools hospitals, nusing homes and storage and explosive/haxardous materials.

POL LU 1.13 Discourage the sighting of uses adjacent to airports that attract birds, create visual hazards, discharge and particular matter in the air that could alter atmospheric conditions, emit transmissions that would interfere with aviation communications and/or instrument landing systems or otherwise obstruct or conflict with aircraft patterns of result in potential hazards to aviation.

Goal LU 2: Preserve and enhance our residential neighborhoods.

POLICIES:

Pol. LU 2.1 Infill development shall be compatible with the scale and character of the surrounding neighborhood.

Pol. LU 2.2 Additional small-scale multifamily development may be an appropriate transition between the major commercial arterials and the single-family neighborhoods.

Pol. LU 2.3 Residential neighborhoods should be protected from encroachment by incompatible

uses.

Pol. LU 2.4 New multi-family developments shall be adequately buffered from neighboring properties.

Pol. LU 2.5 Provide residential areas that offer a variety of housing densities, types, sizes, costs, and locations to meet future demand.

Pol. LU 2.6 Initiate a sidewalk improvement program to provide safer pedestrian facilities in existing neighborhoods.

Pol. LU 2.7 New residential development shall include pedestrian components and amenities to preserve and reflect Union Gap's small town city character.

Pol. LU 2.8 Ensure that all residential neighborhoods are adequately buffered from incompatible land uses that generate noise, odors, and other environmental stresses.

Pol. LU 2.9 Ensure that proposed nonresidential land uses or zoning changes are compatible with adjacent residential uses.

Pol. LU 2.10 Ensure that multiple family structures are designed, developed, and constructed in a manner that is supportive of a safe and attractive residential environment.

a. Sidewalks shall be provided to serve new multifamily residential projects concurrent with development.

Pol. LU 2.11 Public and institutional facilities such as churches, parks, and schools shall be permitted in all residential and commercial zoning districts, provided that they comply with the performance requirements of the districts; minimize any adverse impacts on adjacent land uses; and do not create serious automobile and pedestrian conflicts.

Goal LU 3: Establish and maintain a vital and attractive downtown.

POLICIES:

Pol. LU 3.1 Main Street is the heart of downtown Union Gap. Development in the downtown area shall be pedestrian-oriented with vital businesses, mixed use developments, storefronts facing the street, attractive landscaping and signage, and include a diversity of housing, business, commercial, civic, recreation, and employment opportunities.

Pol. LU 3.2 Retail uses should be encouraged on the ground floor to limit blank walls with little visual interest. Office and/or residential units should be encouraged above ground floor retail.

Pol. LU 3.3 Mixed-use multi-family developments should be encouraged in the downtown.

Pol. LU 3.4 Parking lots should be located to the rear or side of buildings in the downtown area in order to allow direct storefront access to sidewalks.

Pol. LU 3.5 Street furniture and pedestrian amenities should be encouraged as an integral feature of new commercial development.

Pol. LU 3.6 The City may designate areas along 1st Street and near the current City Hall as being suitable for higher density residential development, non-residential development, or mixed-use development.

Pol. LU 3.7 Union Gap will encourage alternative methods of ensuring adequate provision and distribution of parking in the downtown commercial area and will influence the development of parking to promote pedestrian mobility and minimize pedestrian/vehicular conflicts.

Goal LU 4: Support a strong and diverse commercial and industrial base.

POLICIES:

Pol. LU 4.1 Encourage the redevelopment of rundown and/or underutilized commercial areas through a combination of regulatory techniques, incentives, and design planning.

Pol. LU 4.2 The City should explore the potential to revise the City's Development Regulations to facilitate the development and redevelopment of non-residential properties. This may include, but is not limited to:

a. Establishment of local and regional businesses zones;
a. Establishing a downtown business zone;
b. Merging the commercial and light manufacturing zones into a unified commercial zone;
c. Measures to encourage mixed-use developments; and/or
d. Establishing performance based zoning standards that address the impacts of proposed uses.

Pol. LU 4.3 Enhance vitality and visual interest of mixed use and commercial areas by providing incentives for the inclusion of open space, water features, public art, planters, arcades, and other public amenities.

Pol. LU 4.4 Direct industrial land uses toward sites that meet the following criteria:

a. Adequate arterial and/or rail transportation service capacity;
b. Close proximity to existing and planned utility systems, in order to optimize the cost of providing essential public services; and
c. Sites large enough to meet parking, landscape, and buffer requirements; and
d. Areas that have adequate expansion space to meet future needs.

Pol. LU 4.5 Promote designs that achieve an industrial or business park like setting in light industrial and warehouse areas.

Pol. LU 4.6 Industrial developments shall use landscaping to screen and buffer adjacent uses.

Pol. LU 4.7 Require landscaping of parking lots to provide visual appeal.

Pol. LU 4.8 When parking is located in the front yard lot area of retail businesses; there should be at least one pedestrian walkway through the parking area from the sidewalk to the main building entrance.

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GOVERNANCE

Goal GOV 1: Actively involve residents, businesses, and property owners in the governance of our community.

POLICIES:

Pol. GOV 1.1 Incorporate a variety of public outreach and involvement methods including mailings, workshops, hearings and other means, shall be utilized when considering amendments to this Comprehensive Plan.

Pol. GOV 1.2 Amendments to the Comprehensive Plan shall not be considered more frequently than once every year, except in cases of emergency.

Goal GOV 2: Promote joint planning and the coordinated delivery of services with neighboring jurisdictions.

POLICIES:

Pol. GOV 2.1 The City of Union Gap shall work with neighboring jurisdictions to promote Consistency of comprehensive plans and development regulations.

Pol. GOV 2.2 The City of Union Gap will plan for regional growth in accordance with locally determined goals and priorities.

Pol. GOV 2.3 The City's annexation priorities include:

a. Expand the City's residential base and provide a greater choice of residential lifestyles within the City;
b. Urban areas adjacent to the City that are largely built-out and are within Union Gap's service boundaries; and
c. Tribal Trust Lands shall not be included in proposed annexation areas without the consent and approval of the Yakama Nation

Pol. GOV 2.4 Annexations shall not cause the level of service of public services and facilities to existing residents and businesses shall to be reduced below established LOS standards.

Pol. GOV 2.5 The City should establish procedures for coordinating development reviews with Yakima County and the City of Yakima to ensure that the character of Union Gap's Urban Growth Areas remains consistent with the goals of this Comprehensive Plan.

Pol. GOV 2.6 Work through the Yakima County Flood Control District to develop comprehensive flood management plans for the Yakima River, Ahtanum, Bachelor, and Wide

Hollow Creeks.

Pol. GOV 2.7 The City, in partnership with other Yakima Valley communities, should prepare regional revisions to the Critical Areas Ordinance and Shoreline Master Program for inclusion in the City's Comprehensive Plan and Development Regulations.

Pol. GOV 2.8 Any proposed expansion of the Yakima Airport or revisions to the Yakima Air Terminal Master Plan or Airport Safety Overlay must be prepared in partnership with the City of Union Gap and shall be consistent with the Union Gap Comprehensive Plan.

a. A Union Gap representative should be appointed to the Airport Advisory Committee for the Yakima Air Terminal;
b. Yakima County and the City of Yakima should work partnership with the City of Union Gap to jointly establish consistent land use that are consistent with WSDOT Aviation Airport and Land Use Compatibility guidelines and best management practices and development regulations meeting the standards of Federal Aviation Administration Part 77- Safe, Efficient Use and Preservation of Navigable Airspace.; and
c. Parcels targeted for inclusion in Airport Safety Zones 1 and 2may be acquired by the Yakima Airport.

Pol. GOV 2.9 The City should work with the County to inventory existing essential facilities of regional or statewide significance and identify needed facility expansion and construction.

a. Recognize the Yakima Air Terminal as an essential public facility.

Pol. GOV 2.10 The City should actively solicit action by the State, Yakima County, and the City of Yakima to program and construct road improvements necessary to maintain the level of service standards adopted by the City of Union Gap.

Pol. GOV 2.11 The City should explore the feasibility of contracting with the City of Yakima or the Yakima Valley Council of Governments to provide transportation concurrency analysis.

Pol. GOV 2.12 Revisions to the Four Party Agreement governing the Regional Waste Water Facility should not reduce or otherwise adversely affect the treatment plant capacity reserved for the City of Union Gap.

Pol. GOV 2.13 The City should expand its substantive SEPA authority to include the Goals and Policies contained in the following plans and related planning documents:

a. Greenway Master Plan;
b. Yakima Air Terminal Master Plan;
c. Yakima Urban Area Comprehensive Plan;
d. Ahtanum Wide Hollow Flood Plan;
e. Upper Valley Comprehensive Flood Hazard Plan; and
f. Local Capital Facilities Plans.

SECTION 4. HOUSING ELEMENT

HOUSING ELEMENT

INTRODUCTION

This section addresses the requirements of the Growth Management Act (GMA) for the Housing Element of the comprehensive plan. The element contains existing housing resources and needs in the City, as well as projected future housing needs. Information sources for this element include the 2010/2015 U.S. Census, and state and local housing sources and officials.

The GMA requires that the Housing Element recognize the vitality and character of established neighborhoods, and that it:

- Include an inventory and analysis of existing and projected housing needs;
- Include a statement of goals, policies, and objectives for the preservation, improvement, and development of housing;
- Identify sufficient land for housing, including, but not limited to government-assisted housing, housing for low income families, manufactured housing or mobile homes, multifamily housing, group homes, and foster care facilities; and
- Make adequate provisions for existing and projected needs of all economic segments of the community.

Major Issues

In formulating the future plans and policies for housing, the City considered the following major issues:

- The citizens want Union Gap to remain a small residential community. How will the community house its future population at a reasonable cost, while retaining its small town character?
- In order to accommodate the forecasted growth in the City and in the UGA, at what densities should new housing be planned?
- How can the City expand its residential base to provide a broader range of housing costs and types? How can the City ensure that there are adequate lots on which to develop new single- family homes?
- How can the City provide the assistance to residents to encourage or make feasible repair or rehabilitation of their properties?

How can the City encourage development of housing for its citizens with special needs, such as the elderly and physically or developmentally disabled?

All of these issues are part of the entire housing problem. They are all part of the problems and/or opportunities that Union Gap faces in the next 20 years.

INVENTORY OF EXISTING HOUSING STOCK

Housing Type

Table H 1 shows the composition of housing types in Union Gap. In 2015, approximately 65 percent of the housing in the City was single family, 5.7 percent was multifamily, and 29 percent was mobile/manufactured homes. The remaining 1.6 percent of the housing units did not fit into any of these categories and were classified as "other". These figures indicate that the percentage of multifamily units in Union Gap was lower than in both the County (18%) and the state (25.8%). The percentage of Union Gap housing units that are mobile homes or trailers was considerably higher than in either the County (11.2%) or the state overall. There are at least six manufactured home parks and one mobile manufactured home subdivision in Union Gap.

Table H 1
NUMBER OF UNITS BY HOUSING TYPE IN 2015

	Total Units	Single-Family	Multi-Family	Mobile Homes	Other
Union Gap	2097	1349	121	626	35
Percent of Total Housing Units	100%	64.3%	5.7%	29%	1.6%

- **Source:**
- **U.S. Bureau of the Census, 2015**

Housing Tenure and Vacancy

Table H 2 shows the breakdown of renter-occupied and owner-occupied units in Union Gap in 2015. The percentage of owner-occupied units in Union Gap was 60 percent, which corresponds with the statewide homeownership rate of 62.6 percent.

In 2015, the Census Bureau reported a zero for both the homeowner vacancy rate and the rental vacancy rate. These figures reveal the City's homeowner vacancy rate was lower than that of both the County and the State levels

- **Table H 2**
NUMBER OF OCCUPIED UNITS BY HOUSING TENURE in 2015

	Total Occupied Housing Units	• Owner-Occupied	Renter-Occupied
Union Gap	2097	1264	797
Percent of Total Occupied Units	100%	60%	38%

Source: **U.S. Bureau of the Census, 2015**

Tenure by Race and Hispanic Origin

Table H 3 indicates the tenure split by race and Hispanic origin in Union Gap in 2010. As indicated in **Table H 2** the overall percentage of homeownership is 60 percent. The ownership rate by Hispanic households is approximately 29-percent. Census figures also suggest that the homeownership rate for households headed by persons of American Indian, Eskimo, or Aleut and "other" races is somewhat lower than the overall number of households, although the number of data points available for this analysis data may be too small to be statistically significant.

Table H 3
UNION GAP HOUSEHOLD POPULATION BY TENURE, RACE, AND HISPANIC ORIGIN, 2010

Category	Owner-Occupied Housing Units	Renter-Occupied Housing Units	Total Number Of Occupied Housing Units	Percent Of Occupied Housing Units
All Occupied Housing Units	1264	797	2061	100%
White Alone	858	432	1280	77.2%
Black	2	12	14	0.6%
American Indian, Eskimo, or Aleut	16	23	38	1.7%
Asian or Pacific Islander	6	7	13	1.2%
Other or Two or More Races	18	9	27	19.3%
Hispanic or Latino Householder	364	314	405	19.7%
Householder not Hispanic or Latino	900	483	1,655	80.3%

Source: U.S. Bureau of the Census, 2010 Summary of Population and Housing Characteristics (Washington),

Value and Cost of Housing

In the year 2015 approximately 30-percent of the owner-occupied housing units in Union Gap were valued at less than $50,000 (**Table H 4**). The majority of homes (58.3%) were valued at between $50,000 and $149,999. The median value of an owner-occupied home in Union Gap was $92,500 while the median housing unit value in Yakima County was $152,200. **Table H 5** shows the distribution of rental prices in the City in 2015. The median monthly rent in Union Gap was $558. The median monthly rent in Yakima County was $774. Manufactured home park space rental fees vary depending on factors such as the age of the park and amenities provided.

Table H 4
VALUE OF OWNER-OCCUPIED HOUSING, UNION GAP 2015

Value of Owner-Occupied Units	Number of Units	Percent of Total
Less than $50,000	368	30%
$50,000 - $99.999	351	28.6%
$100,000 - $149,999	365	29.7%

$150,000 - $199,999	96	6.2%
$200,000 - $299,999	39	3.2%
$300,000 - $499,999	29	2.4
$500,000 or More	0	(0)
TOTAL	1248	100%
Median Value		$92500

Note: This data is based on a sample of owner-occupied households, and has been adjusted to correspond with summary count Census data.
Source: U.S. Bureau of the Census, 2015 Census of Population and Housing (Washington),

According to 2015 Census data, approximately 47.1 percent of the owner-occupied units are not mortgaged. Of those units with a mortgage, 26-percent had a monthly cost of less than 20 percent of income, 15-percent had a cost of between 20 and 30 percent of income, and 58.9-percent had a cost greater than 30-percent of income. This cost profile is somewhat higher than the countywide average.

Housing Condition

In 2015, approximately 1.8 percent (34 units) of housing units in Union Gap lacked complete plumbing facilities; most of which were occupied by households with incomes at or below the poverty line. An estimated 2.9 percent of the housing units (56 units) lacked complete kitchen facilities. A total of 3.7 percent of the housing units reported having no telephone in the unit.

Overcrowding can be an indicator of substandard housing conditions. In 2015 87-percent of households had one or less occupants per room. Of the remainder 11.5-percent had 1.01 to 1.5 persons per room and 1.8-percent had greater than 1.5 persons per room. The rate of overcrowding is more pronounced in Hispanic-headed households.

Table H 5 GROSS RENT FOR SPECIFIED RENTER-OCCUPIED UNITS, UNION GAP, 2015		
Rent	**Number Of Units**	**Percent Of Total**
Less than $500	72	10.7%
$500 - $999	540	80.1%
$1,000 - $1,499	52	7.7%
$1,500 or More	10	1.5%
No Cash Rent	27	
Not Reported in Calculations	-	--
TOTAL, Renter-Occupied Units	741	100%
Median (Dollars)		$558

Note: This data is based on a sample of renter-occupied households, and has been adjusted to correspond with summary count Census data.
Source: U.S. Bureau of the Census, Profile of Selected Housing Characteristics: 2015,

Special Needs Housing

Group Homes and Nursing Homes

There is one nursing home facility in Union Gap. According to the Washington State Department of Social and Health Services this facility is certified to serve 88 persons.

Seasonal Agricultural Workers

During the peak harvest months of August and September, a large number of migrant farm workers settle in the Yakima Valley to work the fields. Approximately 80 percent of this population settles in the Yakima area including Union Gap. These households often seek housing in the older parts of town where larger units enable them to double- and triple-up households. The average household size for this population is 4.06 persons, and each household has approximately 2.4 persons working in agriculture.

Due to changes in laws defining minimum housing standards and other factors, many agricultural employers are no longer providing housing for their migrant help. Area housing officials estimate that 2,000 to 3,000 households are unable to find affordable housing while working in the area. Those unable to find housing may camp out along the riverbanks, or live in some other makeshift shelter.

INVENTORY OF HOUSEHOLDS

Household Composition

In 2010, approximately 69% of the households in Union Gap were family households, and 31% were non-family households. Of family households, 61-percent were married couple families, and 25-percent were headed by a single female. Approximately 57-percent of the family households had children under 18 years of age. An estimated 23.5-percent of the total households were persons living alone and 8.9-percent were households headed by a person over 65 years of age and living alone. Approximately 5-percent of the population lived in group quarters such as nursing homes or other group home facilities. These figures are presented in **Table H 6**.

Age Distribution of Population

Approximately 32 percent of Union Gap residents were under age 19, and 12 percent were 65 years old or older. Overall, the County had a larger percentage of persons under 19 years old (33.6 percent) and a smaller percentage of persons 65 years old and older population (11.5 percent).

An older, retired population contributes its income, derived usually from outside sources (e.g., social security, savings, and pensions) to the local economy in payment for goods and services acquired in the City. These "transfer payment" dollars provide support to the local economy, and do not require employment opportunities. However, within the next 20 years approximately one-quarter of the existing City residents will join the over 65 category. The senior citizen population may require special considerations in planning for housing, transit, and social services.

Similarly, the 31% of the population that is currently under age 19will require housing if they remain in Union Gap over the next 20 years.

Table H 6
UNION GAP HOUSEHOLD TYPE, 2015

		Family Households			Non-Family Households			
			Type			Living Alone		
Category	All Households	Total	Married Couple	Female Headed	• Total	Total	65 Years and Older	Group Quarters
Number of Households	2,061	1420 (69%)	879(42.6%)	363(17.6%)	641 (31%)	262(26.1%)	216 (10.5%)	104 (5%)

Source: U.S. Bureau of the Census, 2015 Summary of Population and Housing Characteristics (Washington), Table 6.

Language Spoken at Home

Approximately 38.9-percent of the population reported speaking a language other than English at home. Census figures indicated that, of this population, approximately 16.9% of both the 5 to 17 year olds, and persons 18 years old and older, reported not speaking English "very well".

Average Household Size
The City's overall number of persons per occupied household in 2010 was 2.9. The size of family households was somewhat larger for owner-occupied at 3.24 compared to rental units units at 2.83.

Housing need in the year 2037 has been calculated in this analysis by using projected population and an estimate of persons per household. This plan uses the City's overall household size to calculate the future need. Union Gap has a diverse population making it difficult to project the year 2037 household size. The average household size will be influenced by the changing ethnic background of the population and general trends. A continued increase in the percentage of Hispanic households will likely lead to an increased household size. However, an increase in the percentage of retired persons would decrease the average household size.

For planning purposes, the average household size within the UGA was considered to be the same as that of Union Gap. Of the total number of occupied housing units, approximately 32.1 percent of the households had moved into the unit within the between 2010 to 2015. This figure indicates that during that time period, there were fewer turnovers in housing unit occupancy than in the City of Yakima (25%), Yakima County (30%), or the state (25%).

Household Income
Overall, households in Union Gap reported a 2015 median income of $35,777 compared to the County median income of $44,749.

In 2015, approximately 25.7 percent of the total Union Gap population lived below the poverty level. Approximately 23.7 percent of all families were below the poverty line, as well as 31 percent of all children under 18 years of age and 14.5 percent of all individuals 65 years old and older. These percentages are generally higher than, the County percentages.

In 2015, 5.2 percent of Union Gap households did not have a vehicle available, a possible result of the low-income level. This percentage is about the same as the percentage of Yakima City residents without vehicles.

Table H 7 depicts a breakdown of household income in Union Gap together with a comparison with Yakima County as a whole. This data is based on a sample of households. . When compared to the county a somewhat higher percentage of households in Union Gap are in income brackets below $35,000 per year while Union Gap is substantially under-represented in income brackets above 75,000 per year. Most interesting is the percentage of households in the middle income brackets. This percentage is essentially identically with the county as a whole. Overall, the median household income in Union Gap is somewhat lower than the county. But, this disparity is largely attributable to the low percentage of high-income households in Union Gap.

Table H 8 depicts household income by type and includes a comparison with Yakima County. By comparison a slightly higher percentage of Union Gap households have Social Security and retirement income. In all categories except Public Assistance the mean income in Union Gap is somewhat lower than the county as a whole.

Table H7 HOUSEHOLD INCOME (DOLLARS, 2015)					
	UNION GAP			YAKIMA COUNTY	
Income	**Number**	**Percent**	**Median**	**Percent**	**Median**
Less than $10,000	151	7.8%		6.4%	
$10,000 to $14,900	179	9.3%		6.0%	
$15,000 to $24,999	298	15.4%		12.9%	
$25,000 to $34,999	311	16.1%		13.0%	
$35,000 to $49,999	398	20.6%		17.4%	
$50,000 to $74,999	315	16.3%		19.5%	
$75,000 to $99,999	187	9.7%		11.0%	
$100,000 to $149,999	75	3.9%		9.1%	
$150,000 or more	15	.8%		4.6%	
Total	1929	100%	$35.777	100%	$44.749

Table H8 HOUSEHOLD INCOME BY TYPE (2015)					
	UNION GAP			YAKIMA COUNTY	
Income Type	**Number**	**Percent**	**Mean Income (Dollars)**		**Percent**
With Earnings	11,419	73.6%	$42,302	$56161	78.7%
Social Security Income	665	34.5%	$14,773	$16,905	30.5%
Supplemental Social Security Income	169	6.8%	$8,128	$9,190	6.1%
Public Assistance Income	118	6.1%	$3,617	$3,651	5.6%
Retirement income	372	19.3%	$15,056	$20,270	16.4%

Table H 9 HOUSING UNITS NEEDED TO ACCOMMODATE GROWTH PROJECTED FOR THE YEAR 2040						
	POPULATION			DWELLING UNITS		
AREA	**2015 Existing[(1)]**	**2040Population**	**2040 Additional**	**2040 Existing[(1)]**	**2040 No. Units[(2)]**	**2040 Additional**
Union Gap and UGA	6,150	7151	1.011	2097	2445	348

Notes: **(1) The existing population for the UGA areas were estimated using OFM's April 1 estimate;**
(2) The number of dwelling units needed in 2040 was was based on Yakima County Projections for the City of Union Gap UGA.

- ***ANALYSIS OF FUTURE HOUSING NEEDS***

Generally, residential development constitutes the largest percentage of developed acres within a city. This is true in Union Gap, where approximately 43.9 percent of the built environment (excluding all vacant land and land in agricultural use) is in residential use. The percentage of residential land within the City drops to 24.2 percent when the City's entire land area is considered. The UGA identified by the City contains a significant amount of undeveloped land, thereby further decreasing the percentage of current residential land.

Examination of the present and future population of Union Gap and its UGA, as well as analysis of the available housing stock provides the information necessary to identify the future housing needs of the community. Future housing need is determined by projecting the population for the year 2040, subtracting the existing population and dividing by the average household size. Incorporated into this calculation is a mid-range housing vacancy rate of approximately 5 percent. This calculation yields an estimate of the additional number of housing units needed by 2040.

The preceding table (**Table H 9**) shows the results of this analysis for Union Gap and the UGA it has defined. For the purpose of this analysis it was assumed that just over 10% of the future housing units will be constructed with the existing city limits and 90% will be constructed within the two UGA's. Increased population was distributed evenly between the two UGA's using the population forecast recommended in the Land Use Element, the City of Union Gap is projected to need an additional 348 housing units by the year 2040.

As discussed earlier, existing housing stock is primarily single family units (65-percent, with multifamily units (6-percent), manufactured homes (27-percent) and other housing (1- percent) comprising the remainder (based on 2000 Census figures for the City of Union Gap). For the purposes of projecting the types of housing likely to be needed in the future, the distribution of housing type has been adjusted to more closely represent the distribution of recently constructed housing in the County overall. This projected distribution and the respective percentages are shown in **Table H 11**.

Table H10
PROJECTED HOUSING UNIT TYPE, 2040

	DWELLING UNITS (1)			
AREA	**2040 Additional Units**	**Single Family** (64.3%	**Multifamily** 5.7%	**Manufactured and Other** 29%
Planning Area	348	224	20	100

Notes: **(1) This projected housing description is based on the previous table indicating projected housing unit need, and** incorporates a vacancy rate of 5 percent.

The distribution between future dwelling types shown in Table H12 is based on two assumptions that the current proportion of manufactured homes is maintained, and that the share of the multiple family housing increases somewhat due to changing market forces. While this housing distribution would be an appropriate forecast of future trends, it can be influenced by policy. Since the City currently has capacity to accommodate all of these housing types, this forecast method is an appropriate approach. This approach provides for ample amounts of affordable housing types and it will assist the City in meeting the affordable housing goals of the GMA.

The planning issue with the population and housing unit projection identified in Table H 12 is whether or not these additional housing units should be accommodated within Union Gap or the UGA, and if so, how? How much residential development will need to be absorbed by the City and how much by the UGA? The projected needs could be absorbed in a number of very large apartment complexes or condominium complexes, or as separate duplexes, mobile homes, or single-family homes. Different housing allocation scenarios could be developed based on a range of community desires. However, these scenarios should be sensitive to the overall intent of the GMA and countywide planning policies, which call for conserving land and providing efficient and compact development patterns. The Land Use Element describes how this overall housing need can be accommodated within the City and the UGA.

Analysis of Public Facilities and Services

New residential units will require water, sanitary sewer, solid waste disposal, transportation, electricity, gas, and telecommunications services. In addition, existing public facilities such as schools, fire, and police stations must have additional capacity. (This housing allocation analysis assumes that it will be possible to provide the necessary services and facilities to the new residential development.) These issues of condition and capacity of public facilities and services are addressed in the Transportation, Capital Facilities, and Utilities elements of this comprehensive plan.

AFFORDABLE HOUSING

The Growth Management Act requires each county and city to identify sufficient land for housing, including, but not limited to government-assisted housing, housing for low-income families, mobile homes and manufactured housing, multifamily housing, group homes, and foster care facilities. These types of housing are often grouped under the term "affordable housing." The term "affordable housing" may have various negative images associated with it, although this image is generally not the reality of affordable housing. As housing and rental prices continue to rise, it has become increasingly difficult for first-time homebuyers to purchase homes or for renters

to find apartments they can afford. Although there are federal and state definitions of affordability based on the ratio of household income used for housing costs, the application of this term in a community is dependent upon the characteristics of the local population and economy.

Yakima County developed the 2015-2019 Consolidated Plan for Affordable Housing affordable housing allocations for Yakima County's cities The Plan provides a framework for action to expand affordable housing opportunities for low- and moderate-income households living in the cities of Grandview, Mabton, Sunnyside, Toppenish, Union Gap and Wapato, and Zillah plus the county's unincorporated areas. Goal one of the plan is shown below:

> Goal one: Ensure decent and affordable housing
> Objective 1. Rehabilitation. Preserve the housing of extremely low- to moderate-income homeowners, up to 80% AMI
> Objective 2. Rental Housing. Expand the supply of affordable rental housing available to extremely low- to very low-income home-renters, up to 50% AMI. Explore the feasibility, options, and select a model to pilot to provide landlord rental rehabilitation for very low to moderate-income rental households.
> Objective 3. Home Ownership. Provide assistance to developers, sponsors, or owners to assist extremely low- to very-income households that are prepared to become home owners.

The Yakima Countywide Planning Policies were developed with the input of the various jurisdictions of the County. These policies address affordable housing as follows:

Each jurisdiction will identify specific policies and measurable implementation strategies to provide a mix of housing types and costs to achieve identified affordable housing goals. Affordable housing strategies should:

a. Encourage preservation, rehabilitation, and redevelopment of existing neighborhoods, as appropriate;

b. Provide for a range of housing types such as multifamily and manufactured housing on individual lots and in mobile housing parks;

c. Promote housing design and siting compatible with surrounding neighborhoods;

d. Facilitate the development of affordable housing (particularly for low-income families and persons) in a dispersed pattern so as not to concentrate or geographically isolate these housing types; and

e. Consider public and private transportation requirements for new and redeveloped housing.

These policies further direct cities:

* *To conduct standardized local housing inventories to accurately identify housing conditions and need;*

* *To address the provision of diverse housing opportunities for special need populations including the elderly, physically challenged, mentally impaired, migrant and settled-out agricultural workers;*

* *Encourage low interest loans and other "self-help" housing programs that enable people to purchase their own housing; and*

* *To develop comprehensive plans policies and development regulations that will encourage and not exclude affordable housing, and to explore innovative strategies that provide incentives for development of affordable housing.*

Housing Affordability in Union Gap

Housing affordability is usually calculated on the basis of the percentage of household income that is required by housing costs. The general "rule of thumb" is that housing costs should not exceed 30 percent of household income -- if they do, they are too high.

This percentage may not, in reality, be "too high" if the household income is at a level that other expenses can be comfortably absorbed. However, a household with an income level significantly below the median income that must pay more than 30 percent of that income for housing can experience significant financial distress. Therefore, housing that requires more than 30 percent of the income of these lower income households can be considered to be "unaffordable."

Table H 11 indicates the percentage of Union Gap households in 2015 that reported having housing costs that exceeded 30 percent of their household income. This data shows that 35-percent of the total households in Union Gap were unable to find affordable housing which compares with 29-percent among all households in the state. Of Union Gap households paying more than 30 percent of their income for housing, 45-percent were renters; this compares with 54-percent statewide.

Table H 11
MONTHLY OWNER COST OR GROSS RENT AS A PERCENTAGE OF HOUSEHOLD INCOME, 2015

Category		Households (Total)	Households Paying More than 30 Percent of Income for Housing	Percent
Union Gap	Renters (reported)	669	312((45%)	16%%
	Unreported Renters	32	--	--
	Homeowners (estimated)	1228	382 (55%)	19.8%
Affordable Housing Need	Total	1929	694	35%
	Renter	701	441	28%

Source: U.S. Bureau of the Census, 2015 Profile of Selected Housing Characteristics (Union Gap), Table DP-4

Housing Assistance Programs, Loans, and Grants

One of the best sources of information on housing assistance, loans, and grants is the 2017 Agency Resources Book prepared annually by the Washington State Department of Commerce. The following discussion will briefly address funding alternatives in the Union Gap area; however, the reader is directed to the Resource Book for further information.

Housing assistance is available from a variety of public and private sources and can be categorized in the following six programs: owner-occupied housing programs; rental assistance housing programs; special needs housing; emergency shelter and transitional housing; information, referral and advocacy; and Native American services.

Owner-occupied housing programs include home repair, weatherization, home purchase assistance, and finance programs for acquisition, rehabilitation, and new construction. Many of the County's programs in this area are offered through federal, state, and other sources.

Rental housing programs include rental assistance, repair loans, subsidized rental housing, and financing for acquisition, rehabilitation, and new housing. Many of the programs in this category are coordinated by the Housing Authority of Yakima, and private nonprofit developers, such as the Yakima County Home Consortium, although the actual funding sources may vary.

Eligibility for Assistance Programs, Loans, and Grants

Eligibility for assistance programs, loans, and grants varies on the basis of financial status, geographic location, special need status, and numerous other qualifiers. One of the main eligibility criteria is household income.

One of the largest funding programs, the Community Development Block Grant (CDBG) program, determines eligibility by the level of household income and the number of persons in the household. The qualifying levels, used to define "low" and "moderate" income (this terminology may vary from program to program: some programs may discuss income in terms of "moderate", "low", and "very low", among others), are updated every year by the Department of Housing and Urban Development (HUD), the administering agency. Current income level ceilings for low and medium income levels are shown in **Table H 12**; these figures represent income below 80 percent of the County's median income. To assess a community's income levels, HUD has allowed use of 1990 Census data or special surveys. These surveys often enable a community to better document area income levels, often providing a higher "low income index", which improves the competitive position of the community seeking CDBG grant funding.

Federal, State, and Local Funding Programs

There are many funding programs; however, two important sources of funds are the Community Development Block Grant (CDBG) program and the Housing Trust Fund through the State of Washington Department of Commerce.

Community Development Block Grants

Although the continued availability of federal CDBG program funds is uncertain, the program currently available through HUD in conjunction with the state of Washington provides a maximum of $9,000,000 for projects designed to benefit low and moderate-income recipients in Yakima

County. Grant proposals may be submitted in one of five categories, including housing, and the category to be pursued is selected by the local jurisdiction. Housing funding requested is usually for housing rehabilitation and weatherization work. The grant application process in Yakima County is usually handled by the Yakima Valley Council of Governments (YVCOG). A local jurisdiction may contract with the COG to prepare the project grant request, for a fee of less than $5,000. If successful, the project funds are then administered, usually, by the COG with the City.

Washington Department of Commerce -Housing Division

Funding available through the State Department of Commerce is provided through state and federal sources. The Housing Trust Fund provides funding for "bricks and mortar" projects to serve low income and special needs populations. The Trust Fund provides loans and grants to local governments, nonprofit organizations, and public housing organizations to increase the availability and affordability of low-income and special needs housing. Eligible activities include:

- New construction.
- Rehabilitation or acquisition of low and very low income housing.
- Rent or mortgage guarantees and subsidies.
- Matching funds for social services directly related to providing housing for special needs groups in assisted projects.
- Shelters and related services for the homeless.
- Technical assistance, design, finance services, consultation, and administrative costs for eligible nonprofit community or neighborhood-based organizations.

Maximum funding per project does not usually exceed $3,000,000 and funding is provided on a very competitive basis to communities around the state. Winning projects usually are able to demonstrate good local support, both financial and in-kind, and a well-defined project plan.

The Home Investment in Affordable Housing Program (HOME) is a matching program that may be used to benefit households with incomes at or below 50 percent of the median county income. The funds may be used for:

- Preservation and development of low income rental housing.
- Tenant-based rental assistance.

Table H 12 MAXIMUM HOUSEHOLD SIZE AND INCOME LEVELS TO QUALIFY AS "LOW" INCOME (2015)	
Persons In Household	**Highest Household Income Allowed to Qualify for Low Levels**
1	$32,450
2	$38,050
3	$41,700
4	$46,300
5	$50,050
6	$53,750
7	$57,450
8	$61,150

Source: HUD Income Limit Data 2015

Other housing programs available include weatherization programs conducted in cooperation with Yakima Valley agencies, and favorable mortgage arrangements for first time homebuyers provided through housing finance agencies.

Yakima County Housing Authority

Federal housing programs are under the auspices of the U.S. Department of Housing and Urban Development, which works with local and state agencies to administer its housing initiatives. The Yakima County Housing Authority administers two major HUD-funded programs -- Public Housing and the Section 8 Housing Assistance Payments Program.

"Public Housing" is housing that is operated and managed by the Housing Authority; currently there are no Public Housing units available in the City of Union Gap. The Section 8 Housing Assistance Program is designed to enable families with incomes at or below the County's median income to live in decent housing they would be otherwise unable to afford. The Housing Authority currently provides some type of rental assistance to more than 500 families in the County through five separate programs that provide subsidized housing, rent subsidies, and other programs designed to provide families with an affordable home. This assistance takes the form of rent subsidies, public housing, rental voucher programs, a family self-sufficiency program, and several other assistance programs.

The Washington State Housing Finance Commission

The Washington State Housing Finance Commission (WSHFC) is a secondary lending institution that works to open doors of opportunity for low to moderate income residents of the state by creating successful housing finance programs. The Commission's single-family programs target assistance to first-time homebuyers by offering mortgage loans through participating lenders at

interest rates below that of the conventional market. Eligible borrowers cannot have an income of more than 80 percent of the County median income, adjusted for family size. The program also includes a down payment assistance subsidy.

The Low Income Housing Tax Credit Program is a federally sponsored incentive program that is administered by the WSHFC. It provides a dollar-for-dollar reduction in federal tax liability to developers of multifamily apartments who agree to reserve a percentage of units for lower income renters and to restrict rents within a prescribed level. Developers can sell the tax credits to investors who purchase a partnership interest in the qualifying low-income property. This process allows the developer to raise funds required to finance the project.

Financing Options for Local Governments

In addition to federal, state and county programs, a number of housing finance mechanisms are available to Union Gap to promote the construction of affordable housing. Among the local government options are:

- General Funds or Real Estate Sales Excise Tax
  Local governments can budget general tax revenues or revenue from the real estate excise tax for the provision of housing for households at or below 80 percent of the area median income. Funds are generally provided as low-or no-interest loans on which payment is deferred so long as the housing remains affordable. Legislative action has eliminated use of this fund after 1995 for low-income housing.

- General Obligation Bonds for Housing
  Union Gap could issue general obligation bonds for public purposes, which include the provision of housing for households at or below 80 percent of the area median income. Bonds can be issued with or without voter approval. Voter approved bonds are "unlimited" general obligation bonds and bonds issued without voter approval are "limited" or "councilmanic" bonds. Councilmanic bonds can be issued only if the total debt of the jurisdiction does not exceed 0.75 percent of the jurisdictions total assessed property value. Voter approved bonds must be approved by 60 percent of those voting in the bond election and they must represent 40 percent of the voter turnout in the last general election in the jurisdiction. No combination of voter-approved and councilmanic debt can exceed 2.5 percent of the total assessed value of all taxable property in the jurisdiction. Bond funds are limited to providing the capital costs of the projects.

- Special Purpose Property Tax Levy
  Union Gap can increase regular property taxes for special purposes, including low-income housing, for a specific time period subject to voter approval. No minimum voter turnout is required and the measure can pass with a simple majority vote. Levies can provide housing at an overall lower cost than bonds because there are no issuance costs or repayment of principal and interest. Levy funds can also be used for a broader set of purposes than can bonds, including operating and administrative costs. These funds are one of the most flexible local resources for housing. Programs can be designed to address local needs and levy funds qualify as matching funds for all state and federal housing programs.

Manufactured Homes, Accessory Apartments, and Other Alternatives
There are a number of other ways that Union Gap could encourage the development of affordable housing that do not directly involve public financing. There are currently several mobile home parks in the City. The average price of a mobile or manufactured home is significantly lower than that of a detached stick-built single family home. Therefore, mobile or manufactured homes do serve an important function in meeting the need for affordable housing. The City could develop design guidelines for the placement of manufactured homes on single-family lots and criteria for the location of additional mobile home parks.

In addition, alternatives should be studied to locate affordable housing in various housing types. Possible alternatives include locating apartments above current commercial businesses, especially in the downtown area. Allowing accessory apartments within present single-family homes or as separate structures on existing single-family lots is another alternative. This arrangement not only provides an affordable place to live, but offers assistance to homeowners wishing to lessen their own financial burdens.

Group Care Homes and Foster Care Facilities
The Growth Management Act requires that the Housing Element of the comprehensive plan address special housing needs, such as group care homes and foster care facilities. The City should adopt nondiscriminatory zoning laws for group care homes in conformance with the Federal Fair Housing Act.

Seasonal Agricultural Workers
Several public and private organizations and agencies address the housing and other needs of seasonal agricultural workers. The Office of Rural and Farm Worker Housing works with nonprofit private developers in providing housing for low-income families working in agriculture. They focus primarily on developing multifamily units, and seek affordable land in areas that provide adequate infrastructure, are zoned multifamily, and have sufficient capacity. Other organizations providing assistance include the Housing Foundation, and public housing agencies.

GOALS AND POLICIES:

Goal HS 1: Support the provision of a wide range of housing types and densities for all City residents that are safe, sanitary, and affordable.

Pol. HS 1.1 Conserve the City's existing housing stock through code enforcement, appropriate zoning, participation in rehabilitation programs, and by discouraging conversion to inappropriate nonresidential uses.

Pol. HS 1.2 Maintain the stability of existing neighborhoods by promoting the installation of appropriate supporting infrastructure.

Pol. HS 1.3 Coordinate the City's affordable housing policies with adjacent jurisdictions.

Pol. HS 1.4 Review residential land development regulations and ensure that development of a variety of housing densities and types is encouraged.

Pol. HS 1.5 Encourage development of housing with a pedestrian orientation to promote a sense of community and safety.

Pol. HS 1.6 Allow home occupations in residential areas that are incidental to or conducted in a dwelling place, and do not change the home's residential character.

Pol. HS 1.7 Allow accessory apartments in residential zones for residents with low to moderate incomes, small families, and single persons or seasonal occupants, as long as the units are designed with appropriate residential character and quality living environment.

Pol. HS 1.8 Encourage local participation in state programs such as the Housing Assistance Program and the State Housing Finance Commission's home ownership loan program that aid home ownership by low and moderate-income families.

Pol. HS 1.9 Encourage local participation in available funding programs that provide assistance to homeowners to repair, rehabilitate, and renovate existing housing units.

Pol. HS 1.10 Encourage public, private, and nonprofit associations and joint public-private partnerships to provide housing for elderly, disabled, special need populations, and low- and moderate-income families.

Pol. HS 1.11 Participate in local and regional public and private sector efforts to address the housing, social, health care, and educational needs of the large county agricultural worker population.

Pol. HS 1.12 Assess the community's success in meeting housing demand and monitor the achievement of these housing policies not less than once every five years.

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SECTION 5. TRANSPORTATION ELEMENT

TRANSPORTATION ELEMENT

INTRODUCTION

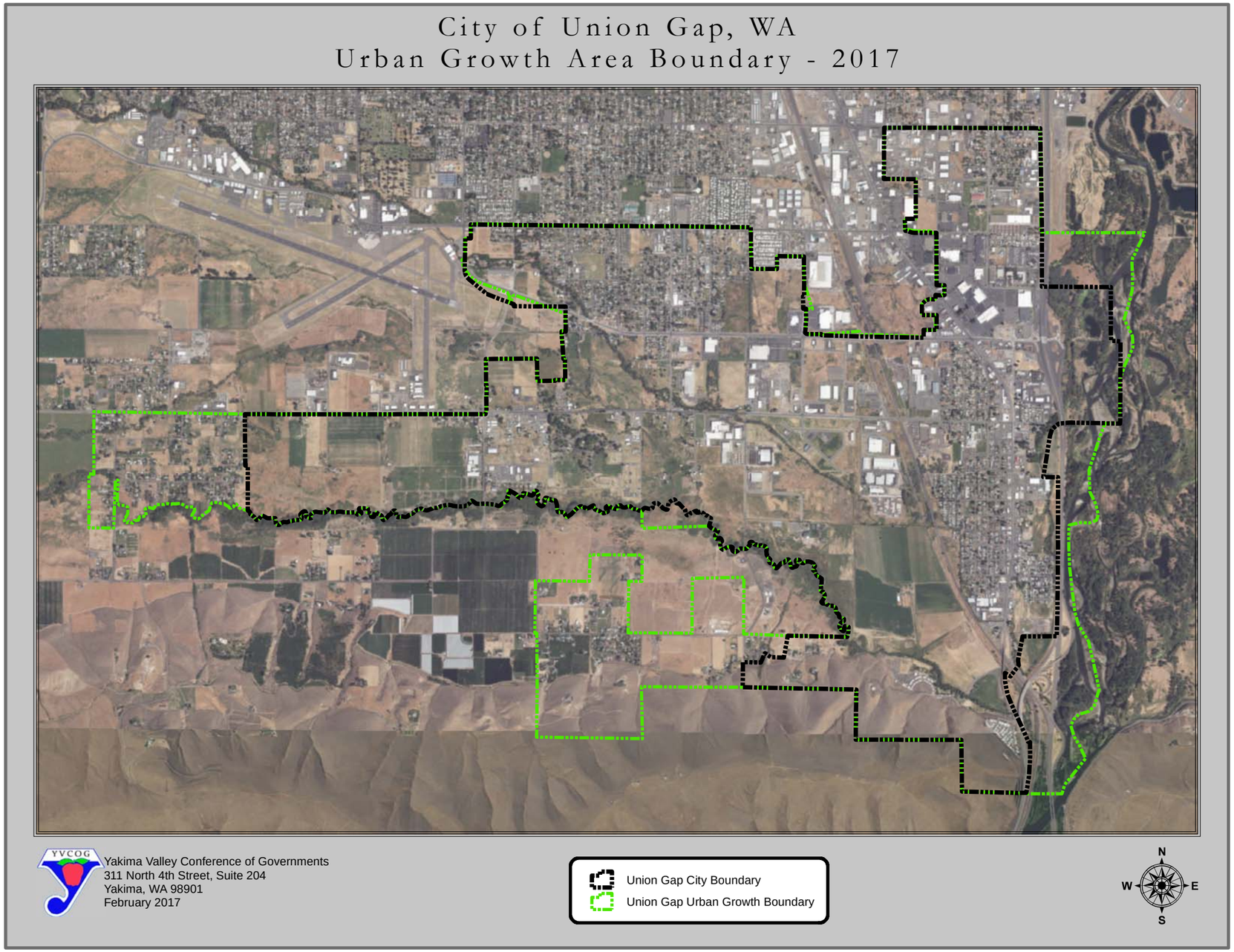
The Growth Management Act (GMA) requires that jurisdictions develop a Transportation Element that is coordinated with land use, establishes level of service thresholds, and identifies both transportation demand mitigation measures and realistic transportation funding mechanisms. To meet these requirements, and to guide Union Gap in developing its transportation system, this Transportation Element is divided into five sections: Introduction, Existing Conditions, Analysis, Travel Forecasts, and Recommendations. The Analysis section includes the level of service and capacity analysis upon which the recommendations are developed and presented in the final section.

Location of Union Gap and Description of Major Routes Serving Union Gap
Union Gap is located in Yakima County, south of the City of Yakima (Figure T-1). The community lies between the southern border of the City of Yakima and the southern border of Fullbright Park, just north of the Yakama Indian Reservation. To the east of Union Gap is Interstate 82 (I-82) and the Yakima River, which both run north/south along the edge of Union Gap.

Union Gap's circulation pattern has both a strong north/south and east/west orientation. The north/south orientation generally follows the Yakima River and I-82, South 1st Street (known as Main Street in Union Gap) and a rail line. Another north/south route in Union Gap is Rudkin Road; which runs along the eastern edge of the Valley Mall, the major shopping area in Union Gap.

Major east/west routes include Mead Avenue to the north (which divides Union Gap from the City of Yakima east of South 1st Street), West Washington Avenue (which divides Union Gap and the City of Yakima west of South 1st Street), Valley Mall Boulevard, and Ahtanum Road. Valley Mall Boulevard has been extended west and now terminates at the intersection of S. 16th Ave. and W. Washington Avenue providing an important linkage to and through the City of Union Gap from I-82 the Valley Mall the Yakima Airport and the West Valley of Yakima. Union Gap has two freeway interchanges with I-82. The primary interchange is at Valley Mall Boulevard.

FIGURE T-1 City and Urban Growth Area limits



TRANS-ACTION

TransAction is a partnership of businesses, government and community organizations dedicated to promoting transportation projects in the Yakima metropolitan area. TransAction arose out of a need for the metropolitan area to articulate its priorities to lawmakers to compete for Federal funding. The elected board consists of representatives from businesses, the RTPO, and WSDOT, with the MPO Executive Director serving as the Secretary/Treasurer of TransAction. Participating entities include the Washington State DOT, Yakima County, the Yakama Nation, the Yakima Valley Conference of Governments, the Cities of Union Gap, Yakima, Selah, Moxee and the Town of Naches.

The purpose of the partnership is to develop a list of prioritized transportation strategies throughout the region in order to meet the long-range needs of the greater Yakima area. The partnership seeks to accomplish its goals by collectively identifying transportation needs of regional significance, prioritizing those needs, and to jointly seek funding. The regional clout afforded by TransAction increases the regions' ability to fund vital projects.

The Union Gap area is a vital element in the regional transportation strategy as significant volumes of traffic are expected to flow through the City providing a link between I-82 and the West Valley and to the Lower Valley. Proposed transportation projects in and around Union Gap provide significant opportunities to increase mobility in the Yakima metropolitan area.

· Yakima Metropolitan Area Transportation Plans and Programs

The Yakima Valley Conference of Governments (YVCOG) is the Metropolitan Planning Organization (MPO) and Regional Transportation Planning Organization (RTPO) responsible for transportation planning and programming in the region. The Regional Transportation Plan provides long-term direction for planning and improvement projects of all modes within the County. The Regional and Metropolitan Transportation Improvement Programs (TIP's) are six-year improvement plans for near-term projects that are supported by federal or state programs.

Each of these consists of a compilation of improvements of selected elements of the transportation system for the urbanized portion of Yakima County and the cities of Moxee, Selah, Union Gap, and Yakima. Overall, they include prioritizations of transportation improvements as well as financial plans for funding the improvements. The Regional and Metropolitan Transportation Improvement Program is adopted annually by the YVCOG.

· EXISTING CONDITIONS

This section contains a description of the transportation system as it exists today. The description of existing transportation conditions is divided into five main categories. The transportation categories described include:

- **Roadways**
  - · Functional Classification
  - · Traffic Volumes
  - · Transportation Improvement Projects

- **Intersections**
  - Signal Locations and Lane Geometrics

- **Transit**

- **Non-motorized Transportation**
  - Pedestrian
  - Bicycle
  - Equestrian

- **Air and Rail**

The capacity of these transportation network components is also discussed. A synthesis of the transportation issues presented by current conditions and forecast conditions is provided in the Analysis section. The analysis also applies level of service and concurrency evaluations.

Roadways

Functional Classification

As described in the Introduction, Union Gap has both a north/south as well as an east/west grid system. The transportation system within Union Gap is divided into a hierarchy of streets, called a functional classification system. The functional classification system is based on a road's ability to provide either mobility or access to land. The higher the level of mobility the road provides, the higher the road is in the functional classification hierarchy (e.g., the high level of mobility provided by a freeway places it high on the functional classification hierarchy). The lower the mobility a road provides, the lower its placement in the hierarchy (e.g., a local street). However, roads of lower mobility tend to provide more accessibility to land uses. Union Gap's functional classification system is shown in Figure T-3.

Next to freeways, arterials provide the most mobility in a functional classifications system. Arterials connect major destinations points such as cities and communities. Sometimes distinctions are made between principal arterials and minor arterials. This distinction is based upon the level of importance given to the destination and the priority given to mobility. Collectors gather up traffic from the smallest streets and load the traffic onto the arterial system. Collectors serve as the link between arterials and local streets. Local streets are those, which provide direct access to private property. For local streets, mobility is not considered as important as access. Roadway spacing and design standards are directly related to the functional classification as suggested in Guidelines for Amending Urban Boundaries, Functional Classifications, and Federal Aid Systems, published by the Washington State Department of Transportation.

Classified using federal guidelines, the Union Gap network of roads consists of the following mileages: 5.63 miles of "primary" arterials; 8.63 miles of "minor" arterials; 2.17 miles of "urban" collectors; and 26.99 miles of "urban local" roads.

Traffic Volumes
Average Daily Traffic (ADT) volumes in the Union Gap area are shown in Table T-1. The highest volumes are found on Valley Mall Boulevard and on Main Street (Business Route 97).

Figure T-4 shows the truck volumes on major routes in Union Gap.

Transportation Improvement Projects
A significant regional transportation project is the I-82 South Union Gap Interchange Improvement (part of 2015 Connecting Washington). Currently, the South Union Gap interchange provides access to Union Gap from northbound US 97 and I-82 westbound. Traffic leaving Union Gap only has access to southbound US 97 and eastbound I-82. By constructing two additional ramps, congestion will be relieved and new areas will open up for development. The start of construction is planned for 2019 and will last approximately 2 years. The completed project will provide full access in all directions on I-82 and US 97. This will reduce the amount of traffic at the I-82 Valley Mall Boulevard interchange and promote economic growth and development for the City.

In addition to adding important links to I-82, the interchange will incorporate a connection with the Union Gap Beltway. The beltway project will extend a 5-lane arterial or 4-lane boulevard from the general vicinity of S. 3rd Avenue and Ahtanum Road to the South Union Gap interchange. To help manage Union Gap's commercial growth and increasing traffic congestion, the City's master plan calls for a "Main Street Revitalization Project." This will create a pedestrian friendly and safe, tree-lined corridor, with wider sidewalks, bus pull-outs, and outdoor amenity zones. The result will be a streetscape that invites the public to, come take a stroll along Main Street, relax, and enjoy what the community has to offer.

In conjunction with the Main Street Revitalization Project and WSDOT's interchange improvements, the City is constructing a "Regional Beltway" to ease the demands on the downtown corridors, by providing a through route for commuter and commercial traffic. Heavy truck traffic will bypass Main Street and the school zone on Ahtanum Road, creating a direct connection from the I-82 South Union Gap Interchange to Longfibre Road.

It will start with a new roundabout connecting it to both Main Street and the I-82 South Union Gap Interchange. A new bridge, west of the roundabout, will allow safe, unimpeded passage over the bustling BNSF railroad tracks.

From there, the Beltway will pass through a series of roundabouts that provide new and improved access to currently undeveloped properties. It will also enhance recreation by providing pedestrian and bicycle access via a separate, 12 foot wide pathway. This will create a safe route to the 240 acre Fullbright Park.

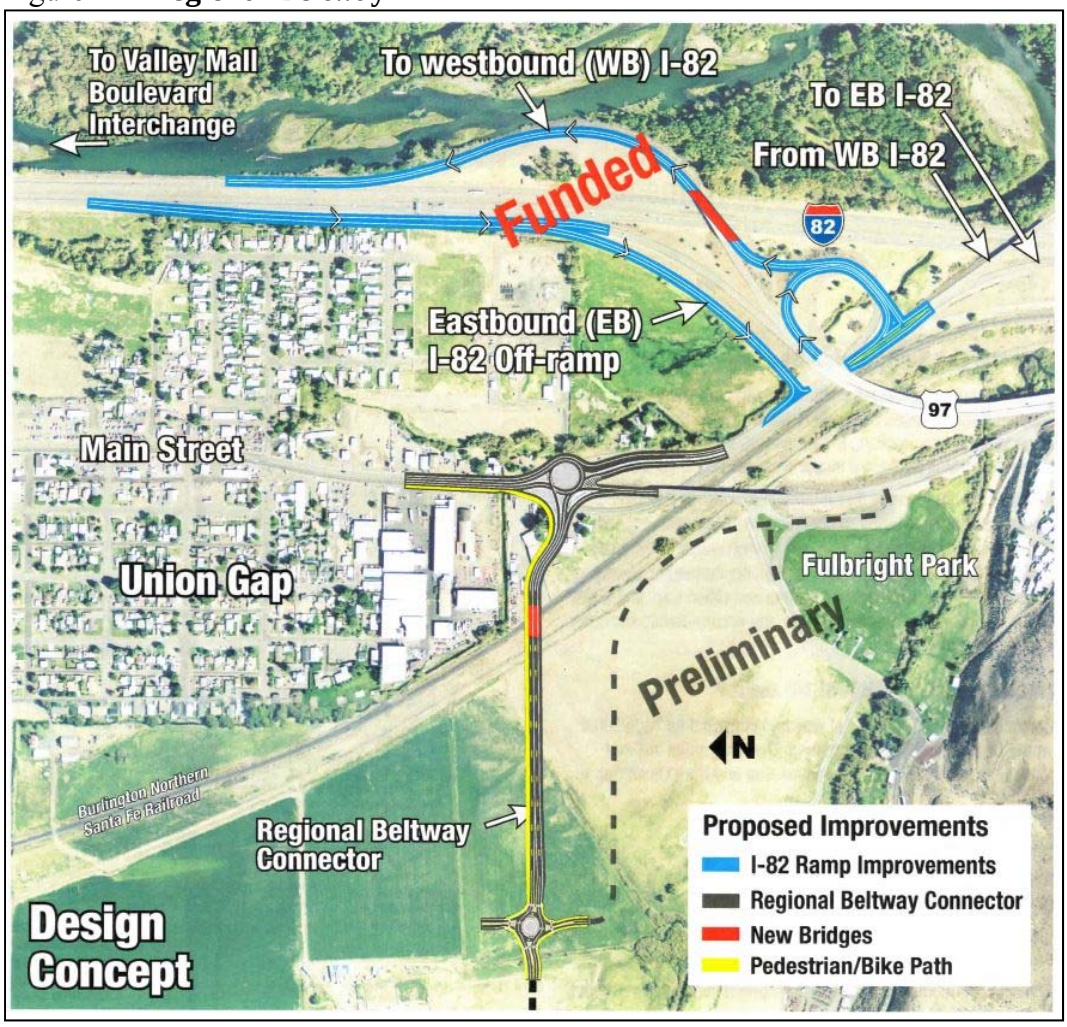
Finally, there will be connections to both Longfibre Road, Goodman Road and 3rd Avenue. As a result, the Beltway will offer a safer and more direct route for cars and trucks traveling between the I-82 South Union Gap interchange and Longfibre Road's rapidly developing commercial district, the Yakima airport, and western portions of the Upper Yakima Valley.

This Regional Beltway is designed to provide better mobility for many groups, including

motorists, commercial vehicles, pedestrians and bicyclists alike, thus lessening congestion, reducing freight vehicles on downtown streets, decreasing travel times, and improving safety for all.

The Union Gap Regional Beltway will enhance the community and encourage responsible commercial growth, both now and into the future!

Figure T-2 **Regional Beltway**



Intersections

· ***Signal Locations and Lane Geometrics***

Currently, Union Gap has traffic signals at a number of locations:

- Main Street at Old Town Road
- Main Street at Valley Mall Boulevard
- Main Street at Ahtanum Road
- Valley Mall Boulevard at Longfibre Road
- Valley Mall Boulevard at So. Third Avenue
- Valley Mall Boulevard at So. 16th Avenue
- Ahtanum Road at 3rd Street (Hawk signal)
- Ahtanum Road at Longfibre Road
- Ahtanum Road at Goodman Road
- Ahtanum Road at So. Third Avenue
- E. Washington Avenue at So. 14th Street

Figure T-3 **Roadways by Functional Classification**

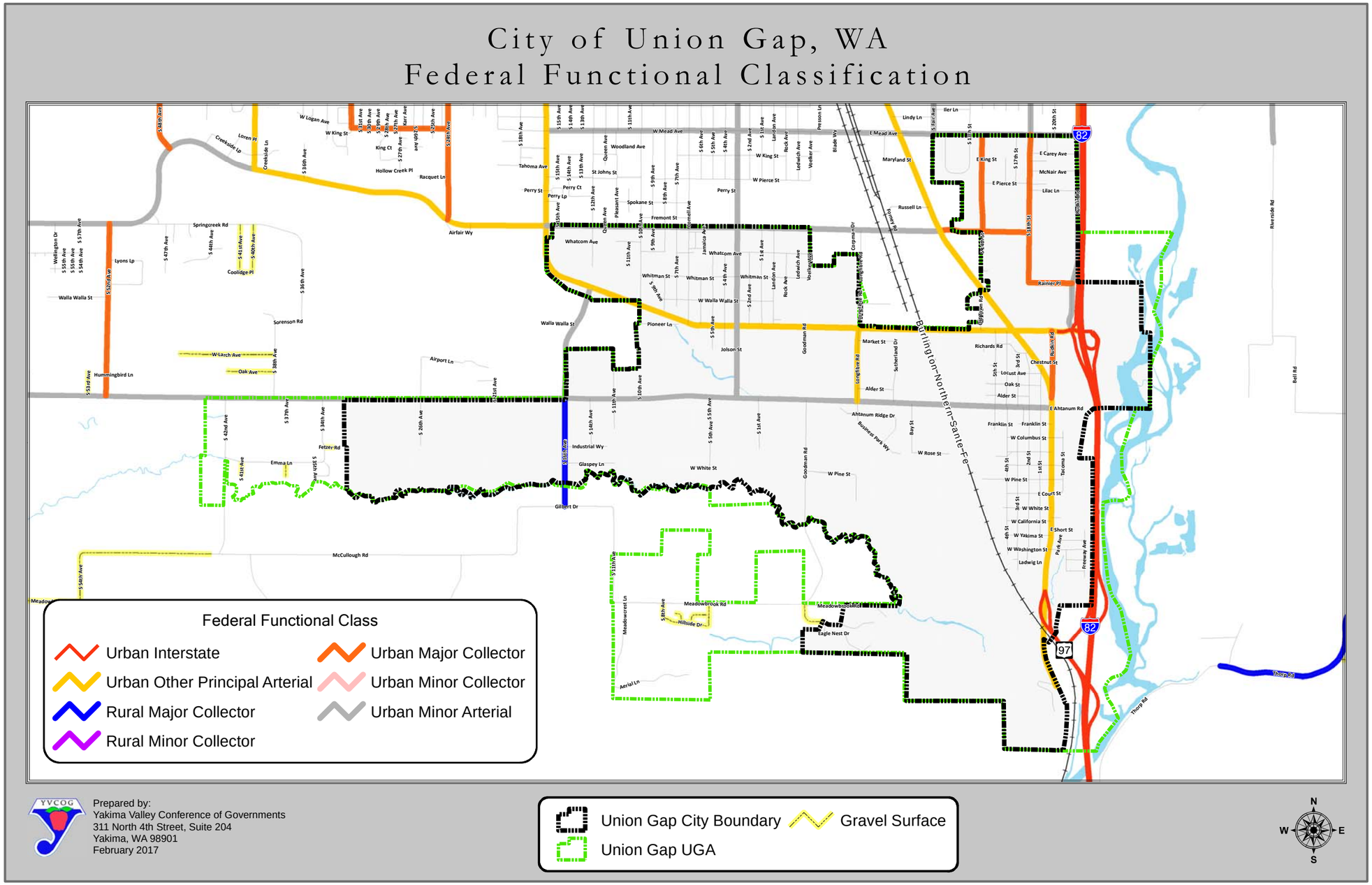
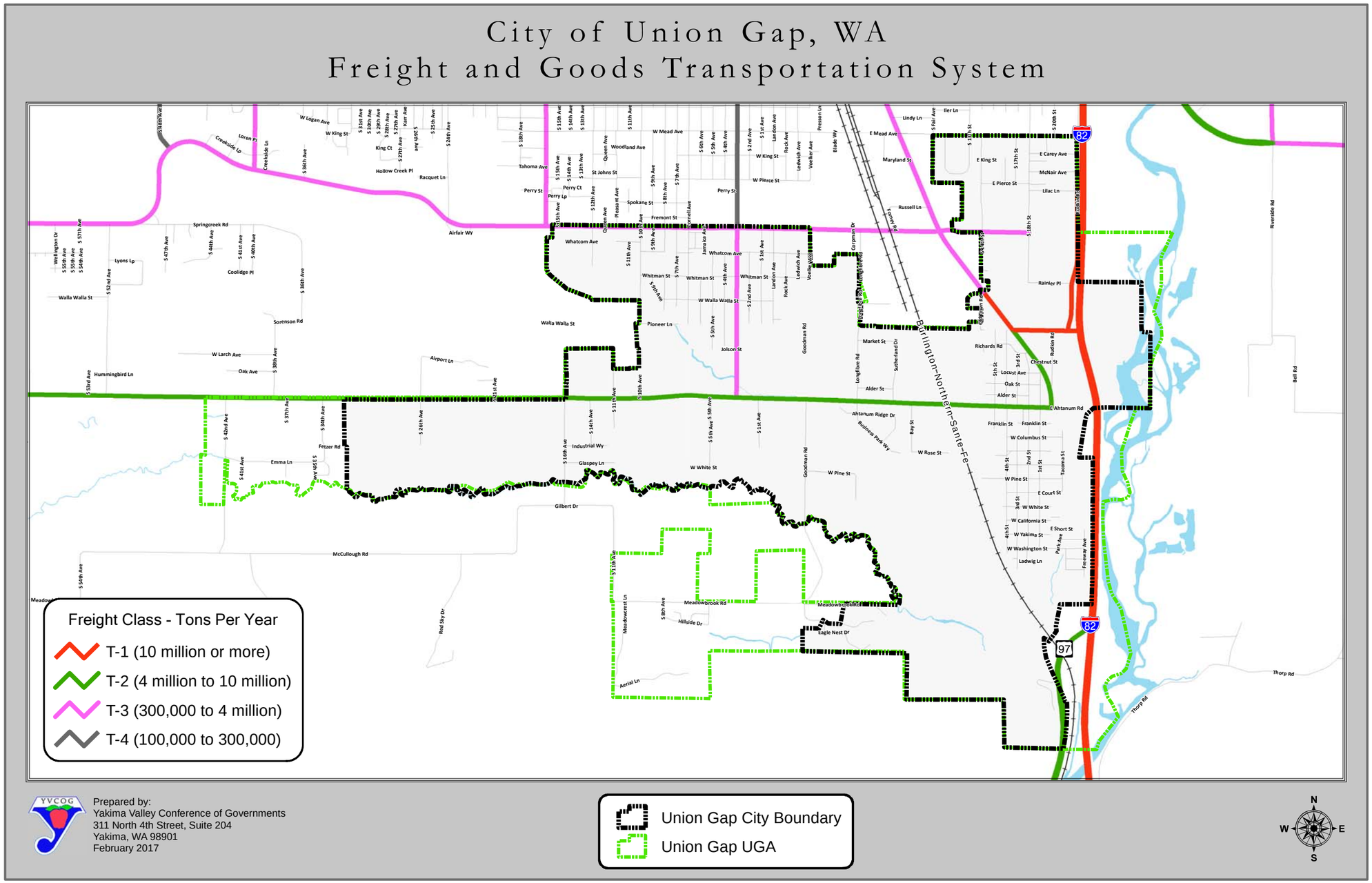


Table T-1 **Average Daily Traffic (ADT) volumes in Union Gap**

Road Name	Direction from road	AADT (base year)	AADT (2020)	AADT (2025)	AADT (2030)	AADT (2035)	AADT (2040)
South 16th Avenue	south of Valley Mall Blvd.	2760	2929	3156	3400	3662	3945
South 10th Avenue	south of Valley Mall Blvd.	566	601	647	697	751	809
	south of Washington Avenue	722	766	826	889	958	1032
Mead Avenue	west of Rudkin Road	837	888	956	1030	1110	1196
	west of 18th Street	3244	3443	3709	3995	4304	4637
	west of 14th Street	3940	4182	4505	4853	5228	5632
East Washington Avenue	west of 14th Street	5886	6247	6730	7250	7810	8414
	west of 18th Street	4858	5156	5555	5984	6446	6945
Ahtanum Road	west of Main Street	4944	5247	5652	6089	6560	7067
	west of 1st Street	5607	5951	6410	6906	7440	8015
	at railroad tracks	5537	5876	6330	6820	7347	7914
	east of 3rd Avenue	6692	7103	7652	8243	8880	9566
	east of 16th Avenue	5783	6138	6612	7123	7674	8267
Valley Mall Boulevard	east of Longfibre Road	10040	10656	11479	12366	13322	14351
	west of Longfibre Road	7850	8331	8975	9669	10416	11221
	east of Old Town Road	8293	8802	9482	10215	11004	11855
	east of Main Street	10126	10747	11578	12473	13437	14475
	at City limits	6645	7052	7597	8184	8817	9498
	west of 16th Avenue	9773	10372	11174	12037	12968	13970
	east of 16th Avenue	7998	8488	9144	9851	10612	11432
	west of Cornell Avenue	7980	8470	9124	9829	10589	11407
	west of S. 3rd Avenue	7716	8189	8822	9504	10239	11030
	east of S. 3rd Avenue	9343	9916	10682	11508	12397	13355
Main Street	at Highway 97	6000	6368	6860	7391	7962	8577
	at City limits	10172	10796	11631	12529	13498	14541
	north of Valley Mall Blvd.	9181	9744	10497	11309	12183	13124
	south of Valley Mall Blvd.	6612	7018	7560	8144	8774	9452
	north of Ahtanum Road	7127	7564	8148	8778	9457	10187
	south of Ahtanum Road	8617	9146	9853	10614	11434	12318

Figure T-4 **Truck volumes on major routes in Union Gap**



The intersection of Main Street and Washington Avenue has two through lanes in each direction, and all legs of the intersection have left turn lanes. Also three of the four legs have right turn lanes.

Transit
Union Gap began offering fixed route and para transit service in 2008 throughout the City. This service is operated by Medstart and is funded by a sales tax dedicated exclusively to transit. The route provides service along Valley Mall Boulevard, Ahtanum Road, and Main Street. The service includes transfer opportunities to routes provided by Yakima Transit.

Non-motorized Transportation
Non-motorized transportation consists of all pedestrian and bicycle travel, and in some cases equestrian activity. Non-motorized facilities include sidewalks, roadway shoulders, on-road bicycle paths, and off-road paths. In Union Gap, few on-road non-motorized facilities exist, including sidewalks.

Pedestrian
Union Gap has significantly improved its pedestrian access in the past several years. Sidewalks are included as arterial streets are constructed or substantially improved. This includes Valley Mall Boulevard from Main Street to W. Washington Avenue, S. 3rd Avenue from Ahtanum Road to W. Washington Avenue and portions of S. 18th Street and Ahtanum Road. Sidewalks have also been constructed on several local access streets including Longfibre Road. The City also has access to the Yakima Greenway, known as Jewett Pathway or the Yakima River Trail. This off-road paved trail runs along the Yakima River from Union Gap to the northern edge of the City of Yakima. In Union Gap, the Greenway begins at the eastern terminus of Valley Mall Boulevard and extends north. Figure T-6 shows the current alignment of the Greenway in Union Gap.

Within the City's Transportation Improvement Program, Union Gap has identified several areas for new sidewalks. Locations for proposed sidewalks include Mead Avenue from Rudkin Road to S. 10th Avenue, S. 18th Street from Washington Avenue to Rainier Place and Rudkin Road from the north side of the Gearjammer Truck Stop to Mead Avenue. The City has also included sidewalks along Main Street from Valley Mall Boulevard to the south city limits Barker Mill Road, South 18th Street and along Valley Mall Boulevard from the I-82 Interchange to Main Street.

Bicycle
Bicycle lanes have been included on newly constructed portions of Valley Mall Boulevard as well as S. 3rd Avenue. The Greenway along the Yakima River is used by both pedestrians and bicyclists, but as mentioned earlier, it is an off-road facility. Valley Mall Boulevard/Pioneer Street will be designed with delineated bicycle lanes

Air and Rail

· ***Air***

One commercial service airport is regionally accessible to the City of Union Gap. The Yakima Air Terminal – McAllistar Field (YKM) is located within the city limits of Yakima. This 825-acre airport has two active runways which can accommodate most types of aircraft. The Airport provides commercial passenger service, and supports both corporate and general aviation activities.

In addition to the Yakima Valley, the airport serves all of Yakima County and portions of Kittitas, Klickitat, and Lewis counties. The Airport Director and supporting staff oversee the day-to-day operations and maintenance in accordance with applicable local, state, and federal regulations.

The Yakima Airport has one primary Runway (9/27) measuring a length of 7,604 feet and a secondary crosswind Runway (4/22) measuring 3,835 feet. The 2015 Airport Master Plan includes extending Runway 9/27 from 7,604 feet to 8,800 feet to accommodate larger commercial and military aircraft. The airport has a number of ground-based instrumentation (ILS- VOR/DME) as well as satellite-based (GPS) instrument approaches to accommodate aircraft operations during inclement weather. The primary runway can accommodate aircraft up to 160,000 pounds with dual-wheel configuration while the crosswind runway can withstand an aircraft up to 80,000 pounds. The airport conveniently has an Air Traffic Control Tower to manage arriving and departing aircraft and is operational from 6:00am till 10:00pm seven days a week.

In 2009, the Yakima Airport handled approximately 58,994 passengers who boarded commercial aircraft prior to the downturn of the economy. Currently, the airport provides four roundtrip flights per day operated on Alaska Airlines' Q-400 aircraft. Forecasting passenger demands is critical in the overall planning for the airport, of which the 2015 Airport Master Plan update projects enplanements to be 75,508 by 2020. The number of actual enplanements in 2016 was approximately 97.2% of this forecasted number at 73,378.

Alaska Airlines provides four flights per day (in each direction) to and from the Seattle-Tacoma International Airport. Xtra Airways provides casino charter service to Wendover, NV, and Sun Country Airlines provides charter service to Laughlin, NV. McCormick Air Center supports the corporate and general aviation community and through a single Fixed Base Operator. McAllister Museum also provides fueling service with. Other businesses and services located at the Airport include JR Helicopters, Airlift Northwest medivac, Airporter Shuttle, Cub Crafters (an aircraft manufacturer), Explore Aviation LLC (flight training), Fedx, and the United Parcel Service (UPS). Additionally, the Airport supports a number of rental car agencies, including Budget, Avis, and Hertz.

The forecast from the Washington State Long-Term Air Transportation Study (July 2009) projects moderate growth of traffic and service at the Yakima Regional Airport over the 25 year forecast period.

In 2005, the Yakima Airport ranked #5 in the State for air cargo tonnage. Between the years 1990 and 2020, the handling of air freight is expected to increase approximately 4.2% per year. This average annual growth rate would result in about 402 metric tons of air cargo being handled at the Airport in the year 2020. The Yakima urban area has a number of freight dependent industrial businesses and various other land uses that are located throughout the Yakima area. Connection to the Yakima Airport is a growing issue in the Yakima Valley as opportunities increase for freight movement by air.

Six commercial service airports currently operate in central Washington. Passenger traffic at Yakima has been relatively consistent, although Delta Airlines and United Express no longer serve the Yakima Valley. Total passenger levels have ranged from 92,409 in 1997 to a low of 53,155 in 2004.

The Yakima Air Terminal-McAllister Field's Airport Master Plan was recently updated in 2015**.** The local jurisdictions (Yakima County, the City of Yakima and the City of Union Gap) are encouraged to adopt the plan into their Comprehensive Planning process.

A corridor of land in Union Gap is in the aviation approach of runway 9-27 and is defined within the Airport's Master Plan. Obstructions to navigation are not allowed in this corridor, per Federal Aviation Regulation (FAR) Part 77. The State Growth Management Act (GMA) also requires that incompatible land uses be avoided within the "airport influence area." WSDOT provides guidance for local jurisdictions through its Aviation division.

In addition, the Airport Master Plan has recommendations for the protection of airspace consistent with FAR Part 77. The protected airspace is a slope with its lowest point closest to the runway. Further from the runway higher objects and structures can be permitted without violating airspace. Landowners and developers within the corridor must be informed of the constraints of the airspace protection.

The Tri-Cities Airport is owned by the Port of Pasco. It consists of three asphalt runways ranging from 1,348 to 7,700 feet long. The Tri-Cities Airport is an instrument airport utilizing a number of landing and navigational aids. The airport is served by Delta, Alaska Air/Horizon Air, United Express, and Allegiant with flights to Seattle, Portland, San Francisco, Minneapolis/St. Paul, Denver, Salt Lake City, Los Angeles, Las Vegas and Mesa, Arizona. The Tri-Cities Airport is currently on Phase II of a major airport expansion and modernization project; construction is expected to be complete in 2017.

· ***Rail***

Freight service is provided to the Yakima Valley by the Burlington Northern Santa Fe Corporation (BNSF). Rail lines currently run through Union Gap on a north/south axis just west of Main Street. BNSF has recently opened its Stampede Pass line enabling rail shipment between central Washington and Puget Sound ports. The railroad plans to operate up to ten trains per day carrying agricultural products and other goods. BNSF anticipates improving its facilities through Union Gap, which could result in enhancements to street crossings.

ANALYSIS

LOS Standards

The GMA requires that cities developing transportation elements establish a level of service standard (LOS). LOS is a measure of congestion and delay, and ranges from A to F where A represents the highest or best service provided and F represents the worst.

LOS can be measured in a variety of ways, such as vehicle density, average speed, delay at an intersection, or the ratio of traffic volumes to roadway capacity. Determining which measurement is appropriate depends upon why the measurement is being taken and how it is going to be used. More detailed design oriented studies focus on such measurements as intersection delay. More broad-brush measurements like volume-to-capacity ratios are used for long term planning, where determining specifics (for example, the length of a signal's green phase) can be inappropriate.

Overall, LOS standards function as a threshold. For example, when the LOS falls below an adopted standard, the City must implement transportation mitigation measures. Measures can range from reducing traffic through the establishment of transportation management systems (carpools, subsidized bus passes, etc.) to implementing specific improvements (adding signals at intersections, etc.). The City of Union Gap Comprehensive Plan proposes an LOS of C as the roadway standard. Yakima County has established an LOS of D in its Comprehensive Plan *2025,* and the City of Yakima has also adopted LOS D. This means that if Union Gap adopts LOS C, then coordination with Yakima will be extremely important in the future when the two jurisdictions are dealing with issues associated with arterial streets which pass through both such as 1st Avenue, 3rd Avenue, Washington Avenue and Ahtanum Road.

Capacity

For each of the functional classifications of roads noted below, a corresponding idealized capacity is shown. These idealized capacities are based on road capacities designated by the *Highway Capacity Manual* developed by the Transportation Research Board. The actual capacity of any specific road is affected by the road's speed limit, the number of intersecting roads, the number of stops or other delays, and other factors. These definitions of capacity by functional class are consistent with those developed by the YVCOG.

Table T-2
· ROADWAY CLASSIFICATION DEFINITIONS

Principal Arterial - provides traffic movements into, out of and through Union Gap. Principal arterials carry the highest amount of traffic volumes and provide the best mobility in the roadway network by limiting access and having few traffic control devices with high speed limits. Since most principal arterials are intra-county, they service both urban and rural areas. Regional and inter-county bus routes are generally located on principal arterials, as well as transfer centers and park-and-ride lots.

Urban Minor Arterial - connects with and augments principal arterials. Urban minor arterials allow densely populated areas easy access to principal arterials. Because they provide more access to adjacent land uses (i.e., shopping, schools, etc.) than a principal arterial, these roadways have lower traffic flow rates. Minor arterials also serve as local and inter-community bus routes.
Collector - provides easy movement within neighborhoods and channel neighborhood trips onto the minor and principal arterial street system. Collectors typically carry moderate traffic volumes, have relatively shorter trips than arterials, and carry very little though traffic. Rural collectors are separated into two subcategories: major and minor. Local bus routes sometimes use collectors for passenger pickup.
Local Access Street - comprises all roadways and streets not otherwise classified. The main function of local access streets is providing direct access to abutting properties, very often at the expense of traffic movement. Characteristics often associated with local streets are low speeds and delays caused by turning vehicles. Local streets are not generally designed to accommodate bus movements.

Figure T-5 **Average Daily Volumes**

Routes	Direction from road	AADT (base year)	Peak Hour Volume	Ratio of Peak Volume/ Capacity	Level of Service
Mead Avenue	west of Rudkin Road	837	84	0.01	A
	west of 18th Street	3244	324	0.03	A
	west of 14th Street	3940	394	0.04	A
East Washington Avenue	west of 14th Street	5886	589	0.06	A
	west of 18th Street	4858	486	0.05	A
Ahtanum Road	west of Main Street	4944	494	0.05	A
	west of 1st Street	5607	561	0.06	A
	at railroad tracks	5537	554	0.06	A
	east of 3rd Avenue	6692	669	0.07	A
	east of 16th Avenue	5783	578	0.06	A
Valley Mall Boulevard	east of Longfibre Road	10040	1004	0.10	A
	west of Longfibre Road	7850	785	0.08	A
	east of Old Town Road	8293	829	0.08	A
	east of Main Street	10126	1013	0.10	A
	at City limits	6645	664	0.07	A
	west of 16th Avenue	9773	977	0.10	A
	east of 16th Avenue	7998	800	0.08	A
	west of Cornell Avenue	7980	798	0.08	A
	west of S. 3rd Avenue	7716	772	0.08	A
	east of S. 3rd Avenue	9343	934	0.09	A
Main Street	at Highway 97	6000	600	0.06	A
	at City limits	10172	1017	0.10	A
	north of Valley Mall Blvd.	9181	918	0.09	A
	south of Valley Mall Blvd.	6612	661	0.07	A
	north of Ahtanum Road	7127	713	0.07	A
	south of Ahtanum Road	8617	862	0.09	A

- Base year 2016
- Capacity at 10,000

Regionally Coordinated LOS
The GMA requires that the City of Union Gap develop regionally coordinated LOS standards. The proposed Union Gap plan recommends establishing an LOS standard of C. The City of Yakima has adopted an LOS standard of D and Yakima County has adopted LOS C. While these jurisdictions must collaborate on achieving consistency for facilities serving them jointly, the City of Union Gap currently believes that LOS C is appropriate for its planning purposes. This will be discussed further within the context of the Yakima Metropolitan Area Transportation Plan as specific project-related coordination occurs.

Travel Forecasts
Table T-6 depicts the travel forecasts and LOS analysis for major roadways in Union Gap. In prior years, the p.m. peak hour volumes and the ADT volumes did not follow expected patterns. The current analysis indicates that, given the assumptions, Union Gap's roadways will have sufficient capacity to accommodate expected volumes of traffic. Should the assumptions change, the analysis may yield different results.

Recommendations
The recommendations are divided into three main categories: Level of Service Standard, Transportation Projects/Programs, and Transportation Goals and Policies. Concurrency is discussed separately under the Capital Facilities Element.

Level of Service Standard (LOS)
As considered by the City of Union Gap, a LOS service of C is recommended. The rural nature of the City supports establishing a relatively high service standard. The key element of this standard, however, is the method of calculation. As previously discussed, the distinct travel patterns and p.m. peak volumes-to-ADT result in different service levels. The p.m. peak volumes result in higher LOS levels and this can be related to the low peak-to-ADT ratios. As can be seen, different standardized methods result in very different conclusions and should not be relied on to determine the adequacy of facilities to service new development.

Undertaking a more generalized roadway ADT volume-to-capacity analysis may not properly estimate the impacts of development. The ADT volume-to-capacity analysis would be too general in this case to properly estimate needed projects. In addition, the GMA requires mitigating or restricting development growth, which causes the LOS to decline below the adopted standard. Under the ADT analysis method, this would mean that mitigation would be required for several roadways, which could result in unnecessary projects or development restrictions.

It is recommended that Union Gap require traffic impact studies for significant new development projects to determine the increase in p.m. peak trips. Such studies of p.m. peak trips will provide the information needed for the concurrency test to determine if existing facilities provide adequate capacity for the project. These studies will provide more detail on the impacts of growth on the facilities.

A small number of parcels within Union Gap's boundaries are part of the Yakama Nation's land base. Development of those parcels in the future will likely have some impact on community

facilities, as sewer, water, and roads will be needed, but the requirements of the Growth Management Act will not apply.

Table T-3 **City of Union Gap 2017 to 2022 Transportation Improvement Program**

Transportation projects and programs recommended include the projects listed in this element together with intersection improvements as necessary to maintain an adequate level of service.

Priority Number	Street	Start	End	Functional Class	Length (miles)	Anticipated Construction Start	Improvements Needed	Funding Status	Potential Funding Source
1	MAIN STREET RECONSTRUCTION- PHASE I	2ND STREET	West Franklin Street	Principal Arterial	0.40	2020	RECONSTRUCT EXISTING 4 LANE ROADWAY TO A 5 LANE SECTION WITH CENTER TWO-WAY LANE, BY REMOVAL OF EXISTING ASPHALT OVERLAY AND EXISTING CEMENT CONC PAVEMENT, CURB & GUTTER. CONSTRUCT NEW WIDENED AREA; NEW CURB & GUTTER, SIDEWALKS; STORM DRAINAGE; ILLUMINATION; TRAFFIC SIGNAL, AND HMA PAVEMENT.	Secured	Local, STP[3]
2	WEST AHTANUM ROAD RESURFACING	GOODMAN ROAD	SOUTH 15TH AVENUE	Principal Arterial	1.17	2019	Grind HMA shoulders, pave back HMA, place gravel shouldering. Phase 2 to be funded by STP(U) funding when available.	Planned	Local, STP[3]
3	DOWNTOWN FUTURE INITIATIVES	W AHTANUM ROAD	SOUTH CITY LIMITS	N/A	1.40	2017	SIDEWALK MODIFICATIONS AND OTHER IMPROVEMENTS TO BE DETERMINED.	Planned	Local, State

Priority Number	Street	Start	End	Functional Class	Length (miles)	Anticipated Construction Start	Improvements Needed	Funding Status	Potential Funding Source
4	NON-MOTORIZED LOOP	FULLBRIGHT PARK	S WIDE HOLLOW CREEK PATHWAY	Local Access	1.10	2021	Acquire right-of-way for extension of non-motorized pathway.	Planned	Local, STP[3]
5	SOUTH UNION GAP INTERCHANGE; EXIT I-82	I-82	MAIN STREET	Interstate		2021	FROM I-82 TO MAIN STREET; PARTNER WITH WSDOT; CONSTRUCT PARALLEL NEW ON/OFF RAMP FOR SOUTHBOUND I-82	Secured	State: WSDOT
6	SOUTH 14TH STREET	EAST MEAD AVENUE	EAST WASHINGTON AVENUE	Local Access	0.27	2019	RECONSTRUCTION AND WIDEN FROM 2 LANES TO 3 LANES TO INCLUDE CURB, GUTTER, SIDEWALKS, HMA, STORM DRAINAGE AND LIGHTING	Planned	State: TIB
7	REGIONAL BELTWAY PHASE 2 - SOUTH UNION GAP	SR-97	REGIONAL BELTWAY PHASE 1	Principal Arterial	1.75	2020	CONSTRUCTION OF NEW ROADWAY INCLUDING EXCAVATION, CRUSHED SURFACING, HOT MIX ASPHALT, CURB AND GUTTER, SIDEWALK, STORM DRAINGE, LANDSCAPING, RR CROSSING OVERPASS, AND ILLUMINATION.	Planned	Local, TIGER
8	Ahtanum Road Sidewalk Improvements	BNSF Tracks	5th Street	Principal Arterial	0.24	2018	Construct curb and gutter, sidewalk, retaining walls, and ADA ramps.	Planned	Local, SRTS

Priority Number	Street	Start	End	Functional Class	Length (miles)	Anticipated Construction Start	Improvements Needed	Funding Status	Potential Funding Source
9	Martin Luther King School Sidewalk and Safety Improvements 14th Street & Pierce Street	Mead Avenue	18th Street	Major Collector	1.10	2018	Construct new curb and gutter, sidewalks, pavement markings, ADA curb ramps, and related improvements.	Planned	Local State: Ped/Bike Program
10	Complete Streets	Multiple locations	Multiple locations	Principal Arterial	N/A	2018	Design and construct pedestrian crossings and transit stops.	Planned	Local, TIB
11	AHTANUM ROAD RECONSTRUCTION - STAGE 2	GOODMAN ROAD	SOUTH 16TH AVENUE	Principal Arterial	1.26	2022	RECONSTRUCT AND WIDEN TO INCLUDE CURB, GUTTER, SIDEWALK, HMA, STORM DRAINAGE, ILLUMINATION, BRIDGE, AND CULVERT REPLACEMENT.	Planned	Local, STP[3]
12	SEALCOAT PROGRAM / VARIOUS ROADS, MTP AREAS	N/A	N/A	Local Access	5.00	2017	PRE-LEVEL AND SEALCOAT VARIOUS ROADS; VARIOUS LOCATIONS TO BE DETERMINED BY THE PAVEMENT MANAGEMENT PLAN AS LISTED ON THE REGIONAL PLAN PROJECT LIST.	Planned	Local, STP[3]

Priority Number	Street	Start	End	Functional Class	Length (miles)	Anticipated Construction Start	Improvements Needed	Funding Status	Potential Funding Source
13	EAST MEAD AVENUE RECONSTRUCTION	RUDKIN ROAD	SOUTH 10TH STREET	Major Collector	0.76	2019	PARTNER WITH CITY OF YAKIMA TO RECONSTRUCT ROADWAY INCLUDING EXCAVATION, BALLAST, TOP COURSE, CURB AND GUTTER, SIDEWALK, HOT MIX ASPHALT, AND STORM DRAINAGE.	Planned	Local, TPP, STP[3]
14	OVERLAYS - VARIOUS ROADS	N/A	N/A	N/A	N/A	2017	CONSTRUCT STRUCTURAL OVERLAYS ON ARTERIAL ROADWAYS.	Planned	Local, STP[3]
15	GOODMAN ROAD	AHTANUM ROAD	VALLEY MALL BLVD	Local Access	0.37	2019	CONSTRUCT NEW ROADWAY INCLUDING EXCAVATION, CURB AND GUTTER, SIDEWALK, CRUSHED SURFACING, HOT MIX ASPHALT, STORM DRAINAGE, AND ILLUMINATION.	Planned	Local
16	SCHOOL SAFETY PROJECTS	N/A	N/A	N/A	N/A	2018	VARIOUS LOCATIONS; CITY-WIDE, CROSSING FLASHERS, SIDEWALKS, SIGNING	Planned	Local, SRTS

Priority Number	Street	Start	End	Functional Class	Length (miles)	Anticipated Construction Start	Improvements Needed	Funding Status	Potential Funding Source
17	SOUTH 12TH AVENUE	VALLEY MALL BOULEVARD	WIDE HOLLOW CREEK	Local Access	0.31	2019	RECONSTRUCT ROADWAY INCLUDING EXCAVATION, CURB AND GUTTER, SIDEWALK, CRUSHED SURFACING, HOT MIX ASPHALT, STORM DRAINAGE IMPROVEMENTS, AND ILLUMINATION.	Planned	Local, TIB
18	STREET ASSET AMENITIES, ROUTE MAINTENANCE, REPAIR	N/A	N/A	N/A	N/A	2017	MAINTENANCE OF SHELTERS, BENCHES AND SIGNAGE THROUGHOUT THE CITY ROUTE SYSTEM.	Planned	Local
19	OLD TOWN ROAD RECONSTRUCTION	MAIN STREET	VALLEY MALL BOULEVARD	Local Access	0.21	2021	RECONSTRUCT ROADWAY INCLUDING EXCAVATION, CURB AND GUTTER, SIDEWALK, CRUSHED SURFACING, HOT MIX ASPHALT, STORM DRAINAGE, AND ILLUMINATION.	Planned	Local, State: Other, STP[3,]

Priority Number	Street	Start	End	Functional Class	Length (miles)	Anticipated Construction Start	Improvements Needed	Funding Status	Potential Funding Source
20	NORTH RUDKIN ROAD RECONSTRUCTION	EAST MEAD AVENUE	RAINIER PLACE	Major Collector	0.76	2021	PARTNER WITH YAKIMA TO RECONSTRUCT ROADWAY INCLUDING EXCAVATION, CURB AND GUTTER, SIDEWALK, CRUSHED SURFACING, HOT MIX ASPHALT, STORM DRAINAGE, AND ILLUMINATION.	Planned	Local, TPP, STP[3]
21	ROADWAY CITY-WIDE SHOULDER IMPROVEMENTS	N/A	N/A	N/A	N/A	2018	CITY-WIDE SHOULDER IMPROVEMENTS	Planned	Local, CMAQ
22	GOODMAN ROAD BRIDGE	WIDE HOLLOW CREEK	WIDE HOLLOW CREEK	Major Collector	N/A	2021	REPLACE EXISTING BRIDGE.	Planned	Local, BR
23	CITY-WIDE TRANSPORTATION PLANNING PROJECTS	N/A	N/A	N/A	N/A	2017	VARIOUS TRANSPORTATION, TRAFFIC OPERATIONS, AND SAFETY RELATED PLANNING ACTIVITIES.	Planned	Local
24	STORM DRAIN / VEGETATION - LOCAL SELECTION	N/A	N/A	N/A	N/A	2017	CITY-WIDE STORM DRAIN MAINTENANCE.	Planned	Local
25	SIGNAL UPGRADES - LOCAL SELECTION	N/A	N/A	N/A	N/A	2018	UPGRADE SIGNAL	Planned	Local, CMAQ

Priority Number	Street	Start	End	Functional Class	Length (miles)	Anticipated Construction Start	Improvements Needed	Funding Status	Potential Funding Source
26	LONGFIBRE ROAD SIGNALIZATION	LOWE'S DRIVEWAY	300 FEET WEST	Local Access	0.11	2020	PARTNER WITH CITY OF YAKIMA RECONSTRUCT ROADWAY INCLUDING EXCAVATION, CURB AND GUTTER, SIDEWALK, CRUSHED SURFACING, HOT MIX ASPHALT, STORM DRAINAGE, AND ILLUMINATION.	Planned	Local
27	SOUTH 10TH AVENUE - NORTH / SOUTH CONNECTOR (2 STAGES)	AHTANUM ROAD	WEST WASHINGTON AVENUE	Local Access	0.42	2021	NEW ROADWAY CONSTRUCTION, RECONSTRUCTION OF EXISTING ROADWAY, REPLACE EXISTING BRIDGE, IMPROVE INTERSECTION, AND SIGNALIZATION AT PIONEER STREET	Planned	Local
28	PATHWAY/SIDEWALK PROJECTS	N/A	N/A	N/A	N/A	2017	CONSTRUCT SIDEWALKS/PATHWAYS AT VARIOUS LOCATIONS.	Planned	STP[3]
29	EAST WASHINGTON AVENUE EXTENSION	SOUTH 18TH STREET	RUDKIN ROAD	Local Access	0.26	2021	CONSTRUCT NEW ROADWAY INCLUDING EXCAVATION, CURB AND GUTTER, SIDEWALK, CRUSHED SURFACING, HOT MIX ASPHALT, STORM DRAINAGE, AND ILLUMINATION.	Planned	Local, State: Other, STP[3]

[1] TIB = Transportation Improvement Board [2] PWTF = Public Works Trust Fund [3] STP = FAST Act Surface Transportation Program

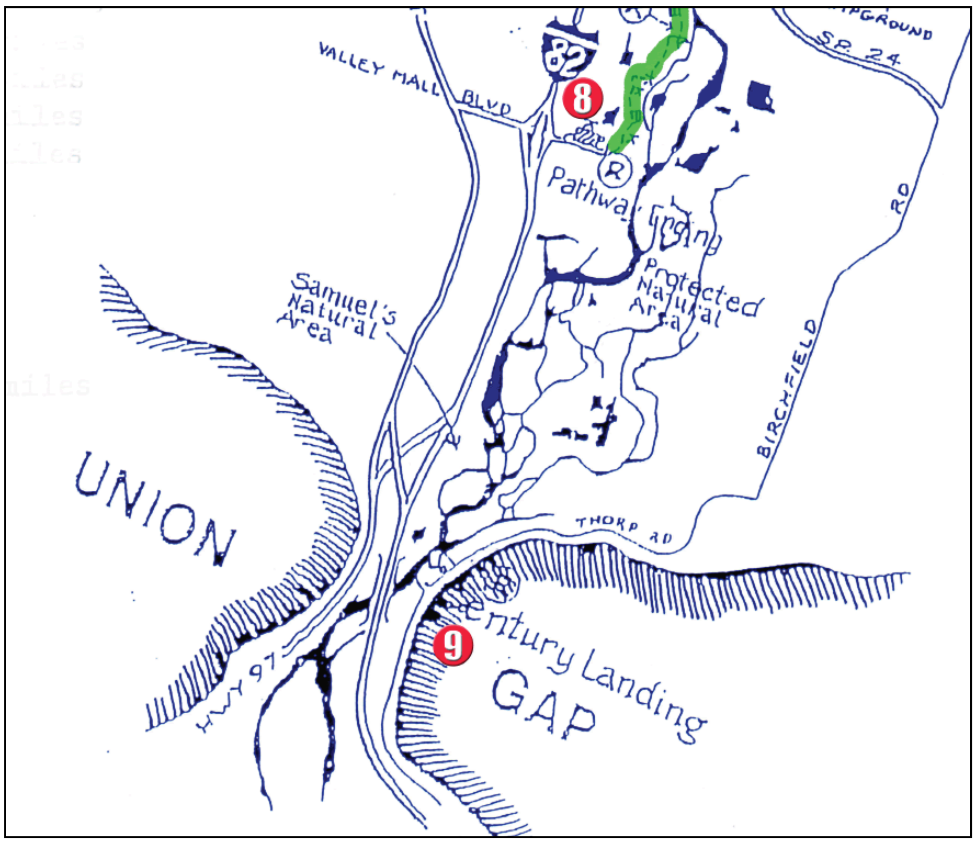
Non-motorized Improvements
Sidewalk improvements are needed in various locations throughout the City, particularly around schools.

In the longer term, as funds become available, the City will focus on safe routes for students. Sidewalks along one side of the street are recommended along Main Street from Valley Mall Boulevard south to the I-82/SR 97 Interchange. This stretch of sidewalk would serve as a north/south sidewalk link for the City of Union Gap. East/west links would be formed along Valley Mall Boulevard and Ahtanum Road (from Main Street to 5th Street).

This network of sidewalks would connect to the non-motorized off-road trail system along the Yakima River. Currently, a path exists from Valley Mall Boulevard north through the City of Yakima. This route should be extended south to Ahtanum Creek, and follow Ahtanum Creek to the Yakima County Youth Activities Park. In addition, a non-motorized off-road path is also recommended between the proposed Ahtanum Creek Trail and Ahtanum Road. This link will provide both a second access to the off-road trail and a southern access to complement the Valley Mall Boulevard access point.

The Yakima Greenway pathway was envisioned nearly 40 years ago. It now stretches from Selah Gap to Union Gap, and west along the Naches River. About 20 miles of paved pathway connect parks, river access landings, nature trails, fishing lakes, and protected natural areas. State and federal grants, along with local matching money, helped build many of the parks and pathways.

· **Figure T-6 Greenway Alignment**



8 Spring Creek/Valley Mall Blvd. Parking Lot: Southern terminus of Jewett Pathway, restroom, play area, picnic facilities, access to the Jewett Pathway. Features the unpaved 0.8 mile Bob & Helen Poppoff Nature Trail, interpretive brochures, and wildlife viewing platforms. Go east on Valley Mall Boulevard under the freeway to the parking lot.

9 Century Landing: Boat ramp/river access, parking, restroom at the southern end of the Greenway, on the east side of the river. Exit I-82 at Thorp Road, drive north on Thorp Road toward Union Gap.

The Capital Facilities Element contains a summary of the City's Six Year Capital Facilities Plan including the planned transportation projects. These projects will be coordinated with the Yakima Valley Council of Governments' plans and program.

GOALS AND POLICIES

Goal TR 1: Ensure that transportation facilities and services needed to support development are available concurrent with the impacts of such development.

POLICIES:

Pol. TR 1.1 To maintain the existing small town character, Union Gap adopts a roadway segment level of service (LOS) of C for its arterials and LOS D for intersections.

a. Transportation concurrency analysis shall include an evaluation of peak periods and total volumes; and
b. Levels of Service shall be calculated using a link method as opposed to an intersection based methodology.

Pol. TR 1.2 The City shall not issue development permits when projects require transportation improvements that exceed the City's ability to provide them in accordance with the acceptable level of service standards.

a. All new roads and road improvements shall be designed and built in accordance with urban design standards adopted by the City; and
b. Generally, streets constructed to urban level standards must connect new development with an established arterial.

Pol. TR 1.3 The City shall require developers to construct new streets directly serving new development, and pay their fair-share of costs for specific off-site improvements needed to mitigate development impacts.

Pol. TR 1.4 The City shall establish and maintain a Future Road Improvement Map that identifies the location or corridor for planned or potential road improvements and may, upon consultation with affected property owners, neighborhoods, make corresponding revisions to the Future Land Use Map. This shall include, but is not limited to the following road improvements:

a. A beltway that bypasses downtown to connect with I-82 and SR 97, in accordance with the recommendations of he Transaction Coalition;
b. The extension of Longfibre Road to connect with Washington Street and the proposed Yakima Beltway;
c. The extension of Goodman Road to connect with Valley Mall Boulevard; and
d. Widening of Ahtanum Road.

Pol. TR 1.5 Union Gap will encourage the efficient and safe use of existing streets and roadways as a priority over the creation of new roads, wherever such use is consistent with other objectives.

Pol. TR 1.6 Improvements to Union Gap's transportation system should accommodate not only existing conditions, but projected growth based on a realistic evaluation of the impact of state, regional, and local planning policies.

Pol. TR 1.7 Provide signage at intersections of bike trails with streets to minimize potential conflicts between bicycle and automobile traffic.

Pol. TR 1.8 Encourage the location of bicycle racks at appropriate destination points, such as City Hall, commercial establishments, parks, schools, and employment centers.

Pol. TR 1.9 Provide and promote the development of pedestrian and bicycle paths to schools, parks, downtown commercial, and other activity centers, as well as linkages

between these paths.

Pol. TR 1.10 The extension of the Yakima River Greenway bicycle/pedestrian trails, development of the Ahtanum Creek trails, and linkages between major trail systems in the area should be encouraged.

Pol. TR 1.11 Link lands along Ahtanum Creek with a pedestrian and bicycle corridor to facilitate non-motorized circulation.

Pol. TR 1.12 The City shall require Project Sponsors to explore the feasibility of incorporating transit facilities into the design of their development proposals.

SECTION 6. CAPITAL FACILITY ELEMENT

CAPITAL FACILITIES ELEMENT

INTRODUCTION

The Capital Facilities Element ensures that adequate capital facilities such as schools, libraries, parks, and water and sewer systems are developed concurrently with future development, and that existing level of service standards are maintained or improved. The element is integrated with other plan elements to ensure consistency throughout the comprehensive plan.

The Capital Facilities Element has been developed in accordance with RCW section 36.70A.070 of the Growth Management Act (GMA) and WAC 365-195-315 (Capital Facilities requirements The GMA requires capital facilities elements to include the following specific information:

- An inventory of current capital facilities owned by public entities, showing locations and capacities of these public facilities.
- A forecast of the future needs for such capital facilities.
- The proposed locations and capacities of expanded or new capital facilities.
- Criteria for siting essential public facilities.
- At a minimum, a six-year plan that will demonstrate how capital facilities will be financed within projected funding capacities. This six-year plan must clearly identify sources of public money for such capital facilities.
- A requirement to reassess the Land Use Element if probable funding falls short of meeting existing needs, and to ensure that the Land Use Element, Capital Facilities Element, and financing plan within the Capital Facilities Element are coordinated and consistent.

In addition, the GMA requires that comprehensive land use plans be consistent with other jurisdictions that share either a common boundary or related regional issues. For Union Gap, those jurisdictions include Yakima County and the City of Yakima.

♦ SEWER

Facilities Plan: The Union Gap General Sewer Plan prepared by HLA, Inc in April 2013. This plan is adopted by reference and includes an inventory of the system, specific actions and requirements to maintain compliance with adopted standards forecasts of demand based on existing needs, the adopted land use plan and forecasted growth and an identification of system expansion needs to meet current and future demands.

Overview of System:

Proper wastewater management is essential for protecting public and environmental health. As the population and business base of Union Gap grows, the City faces substantial wastewater management challenges. Large storms can cause sewer system overflows and backups. Older sewer lines are deteriorating and subject to ground water infiltration. The continued use of septic

systems in Union Gap's increasingly urbanized environment creates public health and water quality concerns. The City must address these wastewater management challenges in ways that protect public and environmental health in the short and long-term and provide sewer service in a reliable, economical, and sustainable manner.

Union Gap owns and operates its own collection system. This system collects and transports wastewater to one of two pumping or lift stations. These lift stations pump the wastewater to the Yakima Regional Wastewater facility for treatment and discharge into the Yakima River. These consist of the master lift station located at 4012 Main Street in the Union Gap Public Works shop facilities. This station is owned and operated by the City of Union Gap and pumps the majority of the wastewater generated in the City of Union Gap. A second lift station owned by the City of Yakima is located on N. Rudkin Road just north of Lilac Lane. This station accepts some wastewater generated in Union Gap but mostly serves City of Yakima customers. The wastewater facility is operated by the City of Yakima. Union Gap pays for maintenance and operation of the plant based on a percentage the plant capacity it owns and based on the volume and strength of sewage effluent. The City owns adequate treatment capacity to accommodate all growth projected by this plan.

Union Gap is situated at the lower end of the Upper Yakima Valley basin. Consequently, the groundwater table beneath much of Union Gap is considered high. The seasonal peak occurs towards the end of the summer irrigation season. Many sewer collection lines in Union Gap are either seasonally or permanently in the groundwater table. As a result, construction and repair of these mains is more difficult and costly. Also, any leaks in the system allow groundwater infiltration that significantly reduces the capacity of the sewer main and increases treatment costs. A reduction in infiltration effectively expands the City's sewage treatment capacity and increases efficiency of the entire system.

As urban development occurs in undeveloped areas of Union Gap sewer service area, the provision of municipal sewer service is essential.

Level of Service Standards:

- Sewer should be available to all parcels in Union Gap upon extension of side sewer lines.
- Side sewer lines for new development are to be generally financed by the developer. In existing areas not served by municipal sewer the extension of sewer lines should be financed by a combination of grant funding, when available, and property owner participation local improvement districts.
- The developer should generally be responsible for the extension of service to new development.

Proposed capital facilities projects are listed in the table below

TABLE CF-1 SCHEDULE OF RECOMMENDED SEWER SYSTEM IMPROVEMENTS					
No.	Improvement Description	Estimated Cost in 2011 Dollars	Completion Year	Estimated Improvement Costs	Funding Source
Maintenance Improvements					
1	1st St. 2"d St. Alley 8-Inch Sewer	$164,730	2014	$180,000	City
2	2"d St./31'd St. Alley 8-Inch Sewer	$471,880	2014	$516,000	City
3	31'd St./41n St. Alley 8-Inch Sewer	$159,990	2017	$191,000	City
4	Main St. Tacoma St. Alley 10-Inch Sewer	$134,910	2017	$161,000	City
5	Pioneer Ln. 12-Inch Sewer	$31,900	2020	$42,000	City
6	S. 1st Ave. 8-Inch Sewer	$101,900	2020	$133,000	City
7	Landon Ave. 8-Inch & 12-Inch Sewer	$212,180	2020	$277,000	City
8	E. Washington Ave. 8-Inch Sewer	$164,240	2020	$214,000	City
9	S. 181n St. 10-Inch Sewer	$94,100	2020	$123,000	City
10	Alder St. & Sutherland Dr. 8-Inch Sewer	$264,530	2023	$377,000	City
11	W. Ahtanum Rd. & Longfibre Rd. 15-Inch Sewer	$344,950	2023	$492,000	City
12	Bay St. 12-Inch Sewer	$1411160	2023	$201,000	City
13	Ahtanum Ridge Dr. 10-Inch Sewer	$73,440	2023	$105,000	City
I/I Improvements					
14	Holiday Ave., 1st St./2nd St. Alley, and Master L.S. 8-Inch & 30-Inch Sewer	$291,200	2014	$318,000	City
15	4In St./5In St. Alley 10-Inch Sewer	$209,580	2017	$250,000	City
16	4In St. 21-Inch Sewer	$412,340	2017	$492,000	City
17	Main St./1st St. Alley 10-Inch Sewer	$95,430	2017	$114,000	City
18	S. 16In Ave. 8-Inch Sewer	$94,960	2020	$124,000	City
19	Glaspey Ln. 8-Inch & 10-Inch Sewer	$321,650	2020	$420,000	City
20	E. Pierce St. 8-Inch & 10-Inch Sewer	$92,800	2023	$132,000	City
Service Expansion Improvements					
21	South Broadway Sewer Phase1	$1,649,710	2014	$1,803,000	Grant/Loan
22	South Broadway Sewer Phase 2	$1,631,680	2016	$1,892,000	Grant/Loan
23	South Broadway Sewer Phase 3	$1,579,030	2018	$1,942,000	Grant/Loan
	TOTAL COSTS	**$8,738,290**		**$10,499,000**	

Note: Estimated future improvement costs beyond 2011 include 3% inflation per year.

♦ WATER

Facilities Plan: Water System Plan Update, prepared by HLA Engineering and Land Surveying, Inc, 2016.

The facilities plan adopted by reference includes an inventory of the system, specific actions and requirements to maintain compliance with adopted standards forecasts of demand based on existing needs, the adopted land use plan and forecasted growth and an identification of system expansion needs to meet current and future demands.

The water supplied to City of Union Gap water customers is of the highest quality and is found in great abundance. The water utility continues to deliver safe, clean water to the community. Four key influencing factors drive the development of the water capital project programs identified in the Capital Facilities Plan (CFP). They are:

- **Regulation/Compliance:** Federal Safe Drinking Water Act (SDWA) and Washington State Department of Health (DOH) regulation, International Fire Code (IFC) fire flow criteria.

- **Adopted Sustainability Philosophy:** To manage the water in sustainable ways and develop integrated solutions that solve more than one problem at a time.

- **Growth:** Accommodating growth defined by the City of Union Gap's Comprehensive Plan and continuing to provide service to existing customers.

- **Operational and System Delivery Strategies:** To manage water as a limited resource, recognizing components of the water cycle; meet water regulation objectives using approaches that limit human influence on the naturally good quality of water the City now has; and implement appropriate system changes for cost-effective delivery.

Union Gap sources its water from a series of five active wells throughout the City. The wells range widely in age and productivity. The oldest well was constructed in 1936 and the most recent well was put into service in 2006. Productivity ranges from approximately 120 gallons per minute to over 1,700 gallons per minute. The overall well capacity is adequate. All wells use the Ellensburg Aquifer. This aquifer ranges in depth from four to approximately six hundred feet. Water rights are a limited resource in the Yakima Valley. The issuance of water rights is the responsibility of the State of Washington Department of Ecology (DOE). DOE considers the Ellensburg Aquifer over-appropriated and is not issuing new rights for new withdrawals. Water rights are measured in terms of annual flow and peak demand. The City currently has sufficient rights to accommodate the annual flow but will not be able to provide the peak demand to accommodate all growth projected by this plan. Consequently, the City must purchase water rights from private parties as they become available.

Currently a portion of the West Union Gap neighborhood is not served by municipal water. Residences in this urban density neighborhood source their water from individual private wells. These wells are generally shallow and subject to contamination from a variety of sources, most

notably failing on-site septic systems. In the event of a fire, water must be trucked to the site resulting in reduced firefighting capability.

As undeveloped areas urbanize the provision of municipal water service is essential at the time of development.

The water department is an enterprise fund. The department is funded via water monthly service fees, connections charges, and transfers from the infrastructure reserve fund. Generally, only capital projects that benefit the entire system can be funded from connection fees and transfers from the infrastructure reserve fund. These include water source development storage, the purchase of water rights and the construction of major trunk mains. However, there is a need to extend distribution mains to areas such as the West Union Gap (South Broadway) neighborhood. The current monthly service fees and infrastructure charges do not generate sufficient income to capitalize or reimburse the fund for these projects and such an increase is unlikely to be approved. Other means of funding these projects include the formation of Utility Local Improvement Districts (ULID's), grant funding targeted to benefit low and moderate-income persons, and loan funding together with the formation of a special assessment benefit area to repay the loan.

Level of Service: Level of service standards consist of the following:

Source Capacity and Reliability: The system must be capable of the following:

- 800 gallons per residential unit per day (excluding irrigation).
- 1,500 gallons per residential unit per day (including irrigation).
- 500 gallons per EDU (equivalent dwelling unit) per day for commercial and industrial uses.

Pipe Size: All sizing, materials and design must meet City of Union Gap conditions and standards.

Fire Flow:

- A minimum of 3,000 gallons per minute to commercial and industrial areas.
- A minimum of 1,500 gallons per minute to residential areas.

Water Capital Improvements: In Table CF-2 below are a list of the water capital improvements for the next 20 years.

TABLE CF-2 SCHEDULE OF RECOMMENDED MAJOR WATER CAPITAL IMPROVEMENTS

Priority No.	Improvement Description	Estimated Cost in 2017 Dollars	C										Funding
			2017	2018	2019	2020	2021	2022	2023	2024	2025	2026	2027 to 2037	
1	TSL Thermoforming Systems Water Main Extension	62,487	62,487											Private
2	Main Street 16-lnch Transmission Main	2,241,900		2,309,157										DWSRF
3	Water Telemetry and Service Meter	1,200,000			1,273,080									DWSRF
4	South Broadway Area Improvement	3,598,300					4,049,918							DWSRF/L.I.D.
5	Longfibre Road 12-lnch Water Main Loop	183,700								225,928				Private
6	South 1st Avenue to Goodman Road 12- Inch Water Main Loop	263,850									334,237			Private
7	Tacoma Street 12-lnch Water Main Loop	594,620											799,120	
8	Ahtanum Road 12-lnch Water Main Loop (Goodman Road to 1st Avenue)	281,220											377,936	
9	Bay Street Water Main Loop	157,200											211,264	Private
10	Noel Corporation Water Main Loop	62,420											83,887	Private
11	Glaspey Lane Water Main Loop	987,700											1,327,386	

12	Second Street Water Main Replacement	985,000											1,324,698	
13	Emma Street Water Main Replacement	346,650											465,869	
14	White Street Water Main Replacement	351,450											472,319	
15	California Street Water Main Replacement	351,450											472,319	
16	Yakima Street Water Main Replacement	358,750											482,130	
17	Court Street Water Main Upsize	331,600											445,643	
	TOTAL COSTS	12,358,297	62,487	2,309,157	1,273,080		4,049,918			225,928	334,237		6,462,571	

Note: Improvement costs for years following 2017 include 3% inflation per year.

♦ TRANSPORTATION

Applicable Capital Facilities Plan: Union Gap's Six-Year Transportation Improvement Program (TIP) was adopted in June 2016. The program prioritizes 29 projects to be accomplished between 2017 and 2022. The full list is found in the City's 2017 Transportation Element and is incorporated by reference.

The following are the top eight priority projects from the current TIP.

Main Street Reconstruction Phase I
West Ahtanum Road Resurfacing
Downtown Sidewalk Improvements (and others to be determined)
Non-Motorized Loop (pathway)
South Union Gap Interchange at Exit I-82
South 14th Street
Regional Beltway Phase 2 – South Union Gap
Ahtanum Road Sidewalk Improvements

PARKS

Facilities Plan: Union Gap is in the process of updating its Comprehensive Park Plan in 2017. The plan develop a comprehensive inventory of existing facilities, together with the incorporation of goals and policies and a capital facilities element. The capital facilities element of the park plan will be incorporated in the comprehensive plan at a later date.

Synopsis: The City has four major parks consisting of the Ahtanum Youth Activities Park, Cahalan Park, Fullbright Park, and Louden Park. Funding of park capital facilities is a significant challenge. Generally, the parks department must compete with the general fund for maintenance, operation, and capital improvements. Monies for capital improvements of parks are generally not a high priority and are mostly left unfunded. The plan suggests seeking funding from foundations, grant sources, and community groups or through formation of a metropolitan parks district with a dedicated source of funding.

Parks Comprehensive Plan Goals and Policy Analysis:

1. Seek alternative funding mechanisms such as community groups, foundations and grant sources to fund capital improvements.
2. Investigate formation of a metropolitan parks district.

STORM WATER

Union Gap's storm drain system consists of an underground system, curb and gutter, and open ditches. The underground section covers most of the eastern portion of the City, with the majority of the system serving downtown. The system is composed of asbestos cement, cement mortar, and concrete pipe ranging from 8 inches to 42 inches in diameter. The curb and gutter and open ditches are scattered throughout the City.

♦ SCHOOLS

The Union Gap planning area is served by the Yakima and the Union Gap School Districts. The Union Gap and Martin Luther King, Jr., Schools are located within the city limits and serve

kindergarten through ninth grades. High school students must attend schools in Yakima.

An inventory of existing school facilities, including locations and capacities of those facilities at various grade levels, is provided as follows:

Table CF 7
PUBLIC SCHOOLS WITHIN THE UNION GAP PLANNING AREA

Facility	Grades	Enrollment	Capacity
Union Gap School (Union Gap District)	K-8	650	650
M. L. King, Jr. School (Yakima School District)	K-5	450	500 to 550

Source: Union Gap School District.

Schools Serving the City of Union Gap:

Union Gap School - Located at 3200 Second Street on a 25-acre site, the Union Gap School serves kindergarten through eighth grades. The school district is in the process of constructing an 8,100 square foot addition to the existing school. This addition will reduce the class size in each classroom from 27 students to 15 students. This addition will provide for growth of the school district for the next 20 years.

LIBRARY: The City does not currently have a library within the city limits.

♦ HISTORICAL/CULTURAL RESOURCES:

The National Register of Historic Places lists three sites in Union Gap: the Carmichael House, Kamiakin's Gardens, and the Alexander McAllister House. In addition, the City has identified several other sites which may deserve consideration to be included on the State or Federal Register of Historic Places.

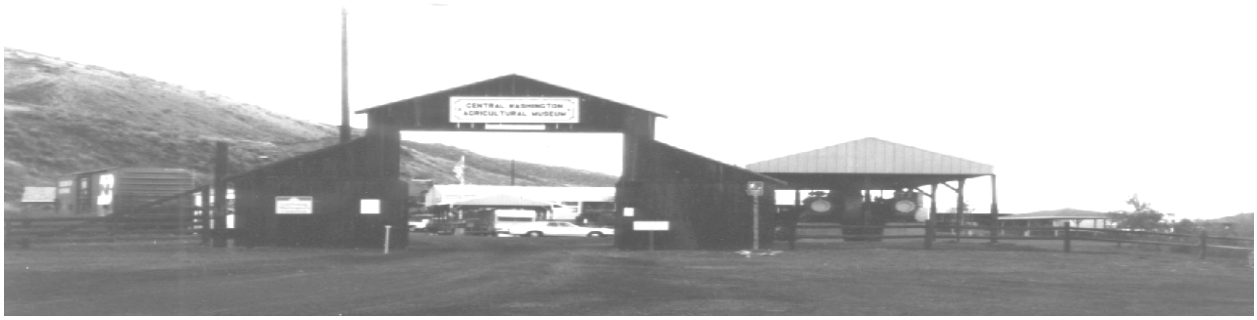
The Old Town Mill is located at the south end of Union Gap along Main Street. It is a water-powered grist mill established at its present location in 1869. The old structure features rough hewn post and beam construction; however, much of the character of the building is obscured by galvanized sheathing and painted siding.

The Hodkinson House is a private home located near Fourth and White Streets. It is a wood farmhouse constructed in approximately 1885. Adjacent to the house is a large noteworthy barn. Both buildings are in very good condition and are relatively free from modifications to the exterior.

Possibly another historic building is a brick antique shop located near White and Main Streets. This building may be one of the few buildings which was not moved to the site of North Yakima (now the City of Yakima) in 1885. The building is a brick one-story structure constructed on a basalt rubble foundation.

The Pioneer Graveyard is located at the east end of East Ahtanum Road west of I-82. It is the graveyard for many of the original settlers of Union Gap. At this time, there do not appear to be any Indian burial grounds within the City of Union Gap.

Union Gap also includes the Central Washington Agricultural Museum. The museum is located in Fullbright Park. It is maintained by a nonprofit group, which leases the land from the City of Union Gap. The museum houses vintage farm equipment.



♦ POLICE AND FIRE PROTECTION

Police Protection: The Police Department is located on the corner of South 18th Street and Rainier Place. Union Gap is fortunate to have a professional law enforcement function that enjoys the support of local citizens and government decision makers. The police service area is confined to the city limits, although backup services are provided for surrounding jurisdictions through a mutual aid agreement. The City is in the process of constructing a new city hall and the police department will be relocated to the new building.

The City of Union Gap police force is comprised of 21 full time and 5 volunteer positions. The Department has a total of 17 commissioned officers, including a chief, a lieutenant, four sergeants, 11 officers (and 5 volunteer reserve officers), and three administrative staff. Currently, the department has achieved a ratio of 2.7 officers per 1,000 resident population (using a 2016 population of 6,229), which is above the state average of 1.6 officers per 1,000 population. However, the City has only 0.36 officers per 1,000 total service population. Total service population was calculated by counting vehicular (or transient) traffic at five points entering the City, then adding it to the resident population to arrive at the total service population of 50,000.

♦

Union Gap Municipal Court: The City of Union Gap contracts with Yakima County for Municipal Court Services.

Fire Protection: Union Gap has contracted with the City of Yakima for fire service in the City. The existing fire station in Union Gap has two engines located in the building,

"A" Station is located at 107 W. Ahtanum Road,

Response Times: According to the Yakima Fire Department the response to fire in the community is under 6.5 minutes and the response to medical emergencies in the community is six minutes or less.

Fire Insurance Rating: Union Gap has a current fire insurance rating classification of **"5"** on a 1 to 10 scale with 1 being the best rating and 10 being the poorest rating. This rating helps determine insurance costs to property owners within the City.

♦ **CITY BUILDINGS**
(Park Buildings Addressed Under Parks Section)

City Hall
The city hall building was demolished in 2015 and the city is using two converted houses to provide auxiliary office, meeting and storage space. The city is in the process of constructing a 23,000 square foot city hall that will also house the police department. The new city hall is projected to be completed in June of 2018 and is budgeted to cost $9,461,000..

Auxiliary Buildings

Police Headquarters

♦ **1800 Rainier Place**

Facility Description: This facility was purchased by the City in 1995. It was originally constructed

as a branch bank in 1977 but was subsequently used as offices for a variety of businesses prior to purchase by the City. The building is located on an approximately ½ acre site with parking for 34-vehicles. It is roughly 3,800 sq. ft. in size and in fair to good condition. All office space is located on the ground floor. Restroom facilities are located near the lobby of the building and shared with the public. There are no shower or decontamination facilities in the building.

Analysis: This building will be replaced by the new city hall.

- The new city hall/ police building is projected to cost $9,461,000.

Public Works Complex

- **4401 Main Street**

Facility Description:

The public works shops are located on a site roughly 8-acres in size. There are two principal buildings supporting the public works activities and several smaller accessory buildings. The site and buildings mostly support the sewer, water, and road departments.

This first building has an overall area of roughly 6,560 sq. ft. and measurers 32-feet in depth and 205 feet in length. The original portion of the building was constructed in 1969, with a substantial addition in 1986. The building has an area for equipment and vehicle maintenance together with material, equipment, and vehicular storage. The second building has an overall area of 2,240 sq. ft. and measures 40-feet in depth and 56-feet in width. This building has an office for the working foreman together with a break/meeting room plus vehicular and equipment storage. Heated indoor storage is essential for many pieces of equipment. Some of the equipment includes water tanks, valves, and piping subject to freeze damage. During winter weather sanding trucks must be stored in a heated space to maintain operational readiness otherwise the fine sand/gravel becomes moisture laden and freezes solid. Roughly 5-acres of the site is devoted to outdoor storage for sand, gravel, sewer and water pipe, valves and miscellaneous equipment.

Analysis:

Location. The shop facilities are located in a flood prone area and within the 100-year floodplain of the Yakima River as defined by the Federal Emergency Management Agency. In 1996 the facility was inundated by floodwaters roughly 3-feet high. The flooding disrupted operations of the public works department during a time of significant need. Another potential complication is a proposal by the State of Washington Department of Transportation to significantly improve the

South Union Gap Interchange with I-82 and State Route 97. According to the Department of Transportation, the construction of these improvements is not likely to occur until the year 2020. The current design concept would require significant rerouting of the access road to the site. The site now has direct access to S. Main Street. Should the interchange improvements significantly hinder access an alternative site may be necessary.

Buildings. Since the latest building was constructed the size and population of the City has more than doubled. Accordingly, the number and complexity of equipment owned and operated by the department has significantly increased. The department now has several pieces of large complex equipment that do not fit in any of the equipment bays. During cold temperatures water must be drained from this equipment to prevent freeze damage. This significantly hinders the operational readiness of the equipment. The department needs larger and modernized building space but is still assessing whether a move to an alternative site is warranted. Until this decision is made the development of long-term plans are on hold.

♦ CONCURRENCY AND FINANCING PUBLIC FACILITIES

Goal 12 of the Growth Management Act states that those public facilities and services necessary to support development shall be adequate to serve the development at the same time the development is available for occupancy and use without decreasing current service levels below locally established minimum standards. This concept is known as "concurrency". Concurrency applies to transportation facilities and to a locally defined list of additional capital facilities. In Union Gap, concurrency applies to transportation, water, sewer, and police and fire facilities and services.

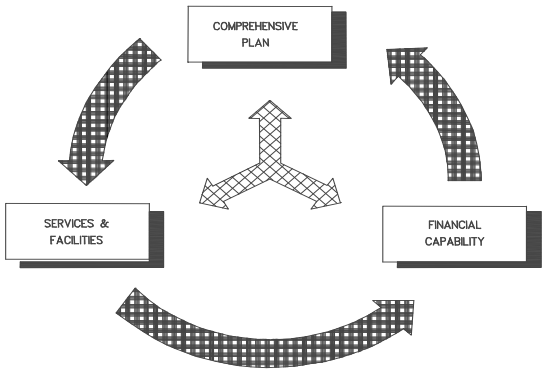
The concept of concurrency is particularly important in a community that is anticipating the potential development of undeveloped areas within its jurisdiction, as is the case in Union Gap. As Union Gap expands into its urban growth area, it may need to rely on effective use of concurrency to ensure that the area develops with adequate facilities. While it has always been good public policy to ensure that appropriate public facilities are provided as new development occurs, this objective has not been often formally established in an integrated policy system. The Growth Management Act now prescribes a system of ensuring that the necessary facilities are developed. The Act prescribes two types of concurrency, direct and indirect.

♦ Direct Concurrency: Transportation Facilities

The clearest expression of concurrency occurs in Section 6 (6)(e) of the GMA; this is the only specific use of the word "concurrent" in the Act. This section requires that transportation facilities must be constructed concurrently with development. However, "concurrently" does not necessarily mean that the facility must be in the ground prior to the development, since this section of the GMA allows that the facility can be constructed within six years. However, there must be a guarantee that the facility will be built within this time period. Failure to provide the facility (or the six-year guarantee) requires denial of development approvals by the local government.

Indirect Concurrency: Water, Sewer, Storm Drainage, Parks, and School Facilities (and Transportation Facilities)

While the specific treatment of transportation facilities in the Act places particular attention on these systems, other public facilities must also be provided "concurrently" with development under the Act. This requirement is, however, not explicit and is expressed in an indirect way. Section 6 (3) requires the existence of realistic facility development plans (including financing) that support and match the land use plans. If facilities cannot be financed, the local government must reduce the amount of land use development it will allow accordingly. Consequently, while the Act enforces concurrency for transportation facilities directly by the permitting process, the Act encourages concurrency for other facilities indirectly by requiring a matching of the amount of development allowed under the jurisdiction's land use plan with its ability to finance and develop public facilities. Indirect concurrency accents matching plans, rather than issuing permits.



Transportation facilities must comply with the indirect concurrency as well, since the planning requirements of Section 6 (3) also apply to transportation facilities. Since planning comes before the permitting of development, the attention for achieving concurrency for transportation has shifted, along with other facilities, to planning instead of permitting. It would be very difficult to implement direct concurrency required in Section 6 (6)(e) without such planning first.

Tools for Concurrency

Concurrency requires that local government match the provision and financing of facilities with the amount of development allowed in the land use plan. This is a circular equation. In its most simple form, local government can solve the equation by either increasing the amount of public facilities (supply side) or by reducing the amount of land development (demand side). While development and financial capacity are interrelated since development produces added revenue for facilities (through added taxable wealth taxes), this increase in revenue may not be sufficient to recover the costs of the necessary supporting facilities.

Ultimately, the City can solve the equation by either modifying the amount of demand for services created by development (i.e., by reducing the amount of development allowed) or by increasing financial resources to support the supply of facilities.

Regulatory Tools and Level of Service

Regulations can affect the amount of facilities needed in several different ways. While the most obvious way is by controlling the amount of development that will need facilities, the location and timing of that development, and the quantity and quality of facilities to be provided will also influence the ultimate cost of facilities needed. The City can manage this by land use regulations and controls.

The location of development is a powerful influence in determining the amount of facilities needed. Reducing the public costs of supporting new growth and controlling *where* new

development occurs are two of the major public policy objectives of the GMA. The goals of the Act to reduce urban sprawl and encourage compact urban development reflect this objective. Clearly, the location of development influences the costs of services. For example, a subdivision located four miles from needed facilities will generally require four times the access costs (roads and pipe to extend services to the subdivision) than one located one mile away from existing services. A subdivision located in an area served by a park or school with excess capacity will be less costly to serve than one of the same size located where existing facilities are stressed and over capacity.

A less obvious way the City may reduce demand is to reduce the "level of service" (LOS) it requires. The regulatory system sets standards regarding how public facilities serve new development. The higher this standard is set, the more facilities are required to accommodate new growth. Conversely, the lower the standard, the less facilities are needed. The LOS standard can work either to change the amount of facilities required or the amount of development allowed within a given amount of revenue available for capital development.

While a technical analysis of the relationship between various facilities and various developments (around which a considerable volume of literature has been developed) usually determines the level of service standards, it nonetheless involves significant policy considerations and subjective judgments regarding what is adequate. For example, the number of tennis courts needed to serve a development depends on how long it may be considered acceptable to wait for a court. As another example, the amount of street improvements required depends how long it is acceptable to expect drivers to wait at intersections. Different communities will set different standards, reflecting not only their understanding of how important or needed a facility may be, but also how much they can afford.

Another significant and perhaps less appreciated manner in which the regulatory system affects development is *when* it is allowed to occur. Growth management ultimately may be more of an issue of "when?" than "how much?" or even "where?". Generally, it is more costly to finance public facilities simultaneously for four developing industrial parks than just one park at a time. If all of the current demand for a use can be accommodated by one of those areas, public facility costs can be reduced by allowing only one to develop until demand creates the need for another, rather than striving to serve many such developments at once.

One important way that concurrency can be achieved is by means of level of service standards. Once a level of service standard is adopted, the system must meet the standard before additional capacity can be allotted toward new development. In order to proceed with development, a means of funding these improvements must be found or the level of service will need to be lowered. The level of service adopted should reflect not only the importance or need for a facility, but also how much the City can afford. Level of service standards for capital facilities are as follows:

Recommended Level of Service Standards

- ***Transportation:***

Recommended level of service standards are included in the Transportation Element of the plan.

Water:
The total source capacity should be able to meet the Maximum Instantaneous Demand (MID) for the City. MID is defined as the flow rate needed to supply all consumers in the system with water at the same moment in time, excluding fire flow.

According to minimum supply requirements in Washington State Department of Health publication *Sizing Guidelines for Public Water Supplies*, communities east of the Cascade Mountains without a separate irrigation system available to each lot should have a minimum source production capability of 1,500 gallons per residential connection per day.

The water supply and storage system should be capable of providing 4,500 gpm for four hours to the Valley Mall; 3,000 gpm for three hours to East Mead Avenue and 14th Street; and 3,500 gpm for three hours to all other areas of the City.

Water Quality:
The water system quality shall with Washington Administrative Code requirements for water quality.

Sewer:
The level of service standards for sewer services will conform to the level of service standards adopted by the Yakima County Utilities Division.

- ***Fire:***

Land use planning, development review, and fire protection facility planning will be coordinated to ensure that adequate fire protection and emergency medical service can be provided. Projects will be designed to minimize the potential for fire hazard.

- ***Police:***

Land use planning, development review, and police protection facility planning will be coordinated to ensure that adequate police protection can be provided and that projects are designed to discourage criminal activity.

The Union Gap Police Department shall maintain a five-minute or less response time for emergency calls.

Financing Tools
Capital facilities are defined as a structure, improvement, piece of equipment, other major asset, including land that serve a public purpose and have a useful life of at least ten years. Capital improvement projects create, expand, or modify a capital facility, with costs typically exceeding $10,000.00.

In the past, Union Gap has financed most of its capital improvement projects using its own monies. Union Gap's City Council has created reserve funds for this purpose. In addition, when eligible and available, Union Gap has used other financing sources such as local improvement district bonds, revenue bonds, public work trust fund loans, and grants.

The six-year capital facilities plan includes improvements that the comprehensive plan elements indicate are necessary, along with potential funding sources. While in some instances new public funding sources will need to be identified, existing methods for public and private revenue collection should be used to finance improvements.

The capital facilities plan identifies improvements that the comprehensive plan elements indicate are necessary, along with potential funding sources. The funding sources identified below are potential long-term choices that may be available to the City for major capital improvement projects. The sources will depend on the status of the City's existing financial commitments, capital required, cash flow requirements, source availability, and whether the source is acceptable to the customers. Any package selected must provide sufficient revenue to construct system improvements as well as satisfying any debt services. The following section will describe the several funding sources available to the City without reference to any specific project.

There are a wide variety of financing tools available to fund capital facilities. These tools include both traditional and new tools, recently evolved through earlier growth management programs and tools made available in the GMA itself.

From a growth management perspective, it is useful to divide the tools for financing infrastructure into two groups; internal financing mechanisms and external sources.

Internal Financing Mechanisms:
Internal mechanisms include general sources, traditional developer contributions, and impact fees. This division relates to the way various tools are used to achieve concurrency.

(Note: The term "developer contributions" is a well-established financial term. It is used in accounting the value of facilities contributed to an entity (usually enterprise funds) by a developer -- for example, the value of water pipes in a subdivision. Financial tools are categorized here differently than usual practice in order to accent how they might be thought of in concurrency strategy.)

General Revenue Sources
(Note: The term "general revenue" unfortunately creates some confusion since the term is frequently used in two ways in discussions of this type. Here "general" refers to revenue generated by a uniform rate or tax structure in a way that cannot be associated with particular payers, irrespective of whether such revenue is governmental revenues or enterprise revenues (such as revenues of a public utility.)

General revenue sources are those sources that derive from a charge against all residents (or service users) irrespective of whether they are the result of new growth or are prior residents. More commonly in public finance, "general revenues" also refer to governmental revenues as in "general fund." In governmental services, financed by governmental funds, these charges are commonly expressed in the form of taxes, especially the property tax as it relates to financing public facilities. They also include funds shared with the local government on the basis of a formula. In governmental enterprises, such as utilities, these charges take the form of rates or similar user charges.

Governmental Services:
General revenue sources for governmental facilities include operating sources and voter-approved tax levies.

A complicated array of revenues, taxes, fees, user charges, fines, interest earnings, shared revenues, etc., support governmental services of any local government. While there are a number of such sources, most local governments rely primarily on taxes for general governmental facilities, with shared revenues becoming an increasingly important source.

A very common way to fund smaller capital facilities is directly out of operational budgets. Most local governments will finance small park facilities and street projects in this manner. Local governments may finance major facilities from operating revenues, but such financing requires either some period of prolonged savings or an "inside" bond levy.

Some local governments have established separate capital funds, allocating a specified amount of general revenues to the fund each year. Smaller capital needs are then budgeted from these funds. This technique reduces year-to-year "competition" for needed capital projects with operating needs of the various departments. Other jurisdictions will budget these projects out of its regular operating fund. (*In cities, this is called the general fund, while in counties it is known as the current expense fund*.)

There are two common techniques by which local governments seek to fund larger facilities from these operating funds. The first, and most common is the inside levy, also known as "councilmanic bonds". State law, implementing the State Constitution, allows cities and counties to incur debt up to a limit of 1.5 percent of their assessed value without a vote of the people. This debt, however, is not paid off with additional taxes, but instead is retired out of the regular taxes of the jurisdiction. Consequently, the use of this type of debt reduces the amount of revenue available for operations. Second, local governments may establish special funds to accumulate enough revenue over a period of years to allow financing a large facility.

Operating revenues also include revenue from other levels of government, some of which are limited to capital purposes. While some shared revenue sources are shared with little restriction on how they might be used, other categories must be used for specified purposes but are not limited to particular projects. Some of these categories are limited to capital projects. For example, while all categories of gas taxes must be used for streets, one type of shared gas tax can be used for maintenance while another must be used for arterial street projects. Most of these shared revenues are taxes collected by the State and then distributed to local governments on the basis of a formula, which attempts to reflect the need for the funds (usually based on population). Shared gas tax revenues are an especially important source of revenue for street capital projects in cities.

In addition, there is another category of operating taxes that is limited to capital facilities (*the GMA expanded this tax authority)*. The real estate excise tax must be accounted for this purpose. In many jurisdictions, this is a small and very irregular source of revenue.

There are two major limitations on the use of operating revenue (that is not otherwise dedicated to

capital purposes) to support facilities needed for growth. First, such facilities must compete for priority with the full range of local governmental needs. Second, such use would be dependent on political support of existing residents to allocate revenue available to support services to them for the benefit of such growth. Existing residents must see a benefit to them in order for this to be a reliable source of revenue for growth-related facilities.

Excess Levies (or voted Debt, also General Obligation Bonds):
(Note: *While the debt-management policies of a jurisdiction are very important in determining the total amount of financial capacity that can be employed to fund infrastructure, this topic is beyond the scope of this plan.*)

The City, by special election, may issue general obligation bonds to finance almost any project of general benefit to the City. The bonds are paid off by assessments levied annually against all privately owned properties within the City. This includes vacant property which otherwise would not contribute to the cost of such general improvements. This type of bond issue is usually reserved for municipal improvements that are of general benefit to the public, such as arterial streets, bridges, lighting, municipal buildings, firefighting equipment, and parks. Inasmuch as the money is raised by an assessment levied on property values, the business community also provides a fair share of the funds to pay off such bonds.

General obligation bonds have the best market value and carry the lowest rate of interest of all types of bonds available to the City because they are backed by the good faith of all the City's assets.

Disadvantages of general obligation bonds include the following:

- Voter approval is required, which may be time-consuming, with no guarantee of successful approval of the bond.

- The City would have a practical or legal limit for the total amount of general obligation debt. Financing large capital improvements through general obligation debt severely dilutes the ability of the City to issue future debt.

- Extensive use of general obligation debt may endanger the City's credit rating.

In addition to the operating revenues of an entity, cities and counties may also seek voter approval for additional property taxes. While it is possible for local governments to seek such approval to support operations, such measures are very rare, and are generally thought of as means by which to raise funds for governmental capital facilities. With the demise of federal grants, this mechanism is now a very important source of funding for general governmental facilities.

There are two ways such voter approval can be granted. The traditional and most common way is the approval of an excess property tax levy to incur debt. These levies are in addition to the statutory and constitutional limitations restricting the amount of property taxes a jurisdiction may collect for its operations. This authority must be approved by a 60 percent majority in an election that had at least 40 percent of the number of voters that voted at the last general election within

the jurisdiction. This authority is usually sought as an authority to incur a specified debt, for a set number of years, for a specific purpose.

Second, there is the ability to request a "levy lift". While this is a highly specialized form of increasing tax authority, it has the very substantial appeal in only requiring a simple majority at any election. It authorizes a jurisdiction to increase its levy between what it may be authorized to levy under the 106 percent limitation and its constitutional limit.

There is a major limitation of voter-authorized levies to support facilities needed for growth. In general, voters must recognize not only a need for the facility, but also the appropriateness for them to pay increased taxes to finance the facility.

While governmental general revenues are used extensively to finance growth-related infrastructure, the ability to use these revenues is often limited for two reasons. First, the demand for these revenues for operating purposes often increases faster than the ability to generate these revenues. This is perceived by much of the general public to be especially true in high-growth areas. While revenue capacity is thus constricting, it is increasingly difficult to secure approval for higher tax rates, especially to support more growth. As congestion and crowded facilities increase, people come to see growth as a problem rather than a benefit. Resentment can then build if those voters are asked to be taxed for new facilities, when a few years ago the existing facilities were adequate to meet their needs. This then translates into political pressure to shift the cost of new facilities from general sources to developers.

Enterprise Operations:
As in the case of governmental services, enterprise operations can finance capital facilities out of operating revenues or debt. Utilities (water, sewer, and storm drainage systems) are usually organized as enterprises within a local government's financial structure.

The major source of operating revenues is user charges or rates. One major difference with governmental funds requires that revenues generated by an enterprise can only be used to support that enterprise. The enterprise does not have to compete for the use of these revenues with other governmental activities. Consequently, rates can be directly set at a level necessary to not only support operations, but also to support a capital program. The ability of the rates to support such a program is usually related to the financial health of the enterprise and the expense of the key capital facilities.

Typically, growth costs in most utilities are financed through rates. In the case of the central systems, growth costs are absorbed as a part of the system growth factored into the utility's general rates. In the case where facilities serve new or growing service areas, facilities are extended usually on the basis of a business-like investment decision of whether the investment will be returned by future rates of the new development. This is usually an effective approach in a financially fit utility that has not had to impose extraordinary high rates.

Debt financing is usually accomplished by means of revenue bonds. (*It is possible to have such bonds backed by the tax base, either under a jurisdiction's inside levy authority or by a vote*.) The most common source of funds for utility construction is the sale of tax-free revenue bonds issued

by the city. The major source of funds for debt service on these revenue bonds is from user charges to individual utility customers. The major advantage of revenue bonds is that they protect the general obligation debt capacity for other projects. Also, the revenue bond should relate the benefit of the project to the revenues derived from the beneficiaries. The fiscal analysis to determine the feasibility for reimbursement should be on an investment basis where the additional income derived from the specific improvement would be sufficient to pay for the facility, including interest.

The City is capable of issuing tax-exempt bonds without public vote. In order to qualify to sell revenue bonds, the City must show its net operating income (gross income less expenses from the utility) is equal to or greater than 1.4 times the annual principal and interest payments due for all outstanding bonded indebtedness. This 1.4 factor is commonly referred to as the coverage factor and is applicable to revenue bonds sold on the commercial market. As a comparison, the Farmers Home Administration (FmHA) loan program only requires a coverage factor of approximately 1.1.

The major disadvantages to revenue bonds when compared to general obligation bonds are:

- Issuance costs tend to be higher.
- Interest rates tend to be higher because of lower security with the lack of a general obligation pledge.
- Revenue bonds may require all of the project's net revenues first be applied to either reducing outstanding debt or creating reserve funds for the same purpose.

Developer Contributions

(Note: The term "contributions" is the accounting term used to account for the value of public facilities contributed to the jurisdiction by others (for example, developers). Non-accounting terminology to refer to this concept may include such terms as mitigation measures and voluntary agreements.)

In rapidly growing areas, it has long been recognized that it is very difficult to rely on general revenues to support the costs associated with new growth. This has led many jurisdictions to seek alternative financing mechanisms. A well-established practice in many local governments is to negotiate with developers to finance the necessary facilities themselves. While this practice tends to be associated with the provisions of the State Environmental Policy Act (SEPA), its roots predate SEPA and it has been a traditional mechanism by which to finance facilities needed by major developments. A typical application, for example, involves the use of Local Improvement Districts (LIDs), which are financial tools that enable property owners to assess themselves (and others) for needed facilities.

Developer financing depends on the mutual recognition by both the developer and the local government that the development requires certain facilities in order to be viable. As such, it is in the interest of the developer to ensure that the necessary facilities are installed. If the local government cannot finance them, then the developer needs to find an alternative, either by arranging the financing him or herself, or working with other property owners to form an LID for the benefit of the broader area. Numerous mechanisms, such as latecomers' agreements, delay agreements, etc., have evolved over the years to facilitate such financing.

Developer Financing in General:

Developers may fund the construction of capital facilities to serve property within new plats. The developer extensions are then turned over to the City for operation and maintenance when completed. In some cases, it may be necessary to require the developer to construct more facilities than those required by the development in order to provide either extensions beyond the plat and/or larger pipelines for the ultimate development of the sewer system. The City may, by policy, reimburse the developer through direct outlay, latecomer charges, or reimbursement agreements for the additional cost of facilities, including increased size of pipelines over those required to serve the property under development.

Compensation for over sizing is usually considered when it is necessary to construct a pipe larger than eight inches in diameter in residential areas to comply with the intent of the Comprehensive Plan. Construction of any pipe in commercial or industrial areas larger than the size required to service the development should also be considered as an oversized line possibly eligible for compensation. Developer reimbursement (latecomer) agreements provide up to ten years or more for developers to receive payment from other connections made to developer-financed improvements. The developer may collect up to 75 percent of the cost of the original improvement though latecomer reimbursement.

SEPA Mitigation:

Since the 1970s, in many areas that have experienced high growth, this traditional approach to growth finance has become institutionalized under the auspices of SEPA. SEPA requires that new development (over a specified size), be evaluated in order to determine whether there will be unacceptable adverse impacts that will result if the development is approved. If there are, these impacts must be mitigated before the project is approved. Adverse environmental impacts include inadequate public facilities. This evaluation process then becomes the basis of a "voluntary" agreement by the developer to finance improvements necessary to remove such deficiencies.

In addition to the authority of SEPA to seek developer participation in financing growth related facilities, the concurrency requirement itself also provides such authority. If a permit cannot be issued because a street is not adequate and there is not sufficient general revenue available to correct it, then the developer has a very direct interest in finding a way to improve the street. If he agrees to finance it then a voluntary agreement can be developed to authorize the permit. Similarly, if the intensity of a proposed development exceeds the amount of activity that can be supported under the adopted Capital Improvement Plan, then additional financing can be the basis for an amendment to that plan.

System Development Charges (SDC):

The City may adopt a system development charge to finance improvements of general benefit to the total system that are required to meet future growth. System development charges are generally established as one-time charges assessed against developers or new customers as a way to recover a part or all of the cost of additional system capacity constructed for their use.

The system development charge or fee is deposited in a construction fund to construct such facilities. The intent is that all new system customers will pay an equitable share of the cost of the

system improvements needed to accommodate growth. Typical items of construction financed by the system development charge are water treatment facilities, pump stations, transmission lines, and other general improvements that benefit the entire system. This system development charge is quite effective in a fast growing community, but of little value in areas with slow growth because too much time is required to accumulate sufficient funds.

The system development charge is applicable to those lots within plat developments that install a complete water system in their plat to include all lines and appurtenances. The system development charge then help finance the development of transmission lines, pump stations and water treatment facilities to increase the system capacity to meet the new demands.

There are two basic methods for determining system development charges. One is the system buy-in method, and the other is the incremental-cost pricing method. The first method recognizes capital contributions of existing customers towards financing existing facilities. New customers are required to pay an amount equivalent to that paid by existing customers towards invested capital funds under this method. Under the incremental-cost pricing method, new customers are responsible for their share of the last increment of the cost of system facilities. The goal of the incremental-cost pricing method is to eliminate or minimize future service rate increases due to growth by an up-front charge for new capacity.

Local Improvement Districts:

Another potential source of funds for improvements comes through the formation of Local Improvement Districts (LID's) involving a lien against the property collected through assessment made on properties benefited by the improvements.

LID financing is frequently applied to water, sewer, and street system extensions into previously unserved areas. Typically, LID's are formed by a city at the written request (by petition) of the property owners within a specific area of the city. Upon receipt of a sufficient number of signatures on petitions, the local improvement area is defined, and a system is designed for that particular area in accordance with the city's general comprehensive plan. Each separate property in the LID is assessed in accordance with the special benefits the property receives from the system improvements.

There are several benefits to the City in selecting LID financing. The assessment places a lien on the property and must be paid in full upon sale of the property. Further, some property owners may pay the assessment immediately upon receipt.

As opposed to rate financing, the advantages of LID financing to the property owner include:

- The ability to avoid interest costs by early payment of assessments.
- If the LID assessment is paid off in installments, the interest may be deductible from federal income taxes.
- Some Community Development Block Grant funds are available to property owners with low and moderate incomes. Funds are available only to reduce assessments.

The major disadvantage to the LID process may be the difficulty in approving its formation. The

LID process may be stopped unless owners of 50 percent of the property within the LID support its formation (most cities require 60 percent in order to ensure a margin above the minimally required 50 percent).

Impact Fees:

The Growth Management Act has added to the available tools for financing growth-related facilities. One of the most significant, and complex, is a provision for imposing impact fees. The adoption of impact fees as a part of the GMA was the result of a series of political compromises, which sought on one hand to provide clear authority for local governments to impose such fees for growth-related facilities, while at the same time responding to the criticism that the development community has had of the SEPA mitigation system. Consequently, the provisions of the GMA relating to impact fees are complex and extensively limited and conditioned.

The GMA and the impact fees have the following significant characteristics:

- The GMA allows impact fees to be imposed to assist in financing public facilities provided for in the Capital Improvement Plan.

- Fees must be reasonably related to the impact of the development (in growth management terms, this means that a "nexus" is required between the development's impacts and the use of the fee).

- Fees must be proportionate to the development's share of costs for facilities which "reasonably benefit" the development.

- Fees must be used within six years or be refunded to the developer.

- Fees must provide needed revenue not available from other sources.
- Fees must be part of an overall program to eliminate public facility needs in a reasonable time frame.

- Fees must be based on a formula or other method of calculating impact fees.

- Fees may be adjusted due to unusual circumstances to ensure that the fees are imposed fairly.

These conditions represent tests that must be met by each local government's system in order to withstand potential legal challenge.

Smaller jurisdictions such as Union Gap need to approach impact fees with caution. The small size of the City may make it difficult to collect sufficient revenue to actually construct a needed facility. If the facility cannot be built within six years the funds collected by impact fees must be refunded.

Another statute (RCW 39.92) authorizes the City to establish local transportation improvement

areas within which impact fees may be collected for transportation improvements. This authority has some advantages over the GMA impact fee for designated areas. It may be particularly appropriate as a means to finance transportation improvements in the industrial areas west of the railroad tracks when the area becomes "ready" for development.

External Financing Sources (Grants):
Revenue may also be shared for the purpose of financing a particular project. This type of revenue sharing occurs in the form of grants. Historically, grants were an extremely important source of revenue for capital facilities. However, the demise of many federal programs has resulted in a dramatic reduction in the availability of grant funds for capital projects. While grants were a fairly reliable source that could be anticipated from year to year, their availability is now difficult to foretell.

Grants are awarded on the basis of the need for a particular project. As this source of funds declined, the criteria for the award of grants now tend to accent a need derived from a preexisting condition. Projects needed to support new growth are more difficult to secure than a project designed to alleviate an existing problem.

Centennial Clean Water Fund:
State grants and loans are administered by the Department of Ecology for the design, acquisition, construction, and improvement of water pollution control facilities and related activities to protect water quality. State grants and loans are available based on a 50 to 25 percent local matching share range.

State Revolving Loan Fund:
State low-interest loans and loan guarantees are administered by the Department of Ecology for water pollution control projects. Applicants must show a water quality need, have a facilities plan for treatment works, and show the ability to pay back the loan through a dedicated source of funding. Funds must be used for construction of water pollution control facilities (wastewater treatment plants, stormwater treatment facilities, etc.).

Department of Health Water Grants:
These State grants are available for upgrading existing water systems, ensuring effective management, and achieving maximum conservation of safe drinking water. Grant funds can be used for technical assistance for upgrading current water systems.

Aquatic Land Enhancement Account (ALEA):
The ALEA grant program is administered by the Department of Natural Resources. ALEA funds are limited to water dependent public access/recreation projects or on-site interpretive projects. A local match of 25 percent is required.

Outdoor Recreation Grant-in-Aid Funding (IAC):
The Interagency Committee for Outdoor Recreation (IAC) provides grant-in-aid funding for the acquisition, development, and renovation of outdoor recreation facilities. Park and boating program grants require 50 percent local match.

Housing and Urban Development Block Grant:
The City may qualify for Federal Department of Housing and Urban Development (HUD) Block Grants depending on its needs and the ability to compete with other communities. To qualify for a block grant, the applicant must show that the project benefits low and moderate-income persons or households.

Farmers Home Administration:
The Farmers Home Administration (FmHA), a federal agency, has a loan program that, under certain conditions, includes a limited grant program. Grants are awarded to the most financially needy communities where utility and garbage rates are established at or higher than similar municipalities.

In addition, FmHA has a loan program for needy communities that cannot obtain funding by commercial means through the sale of revenue bonds. The loan program provides long-term 30- to 40-year loans at an interest rate that is based on federal rates, varying with the commercial market.

State Public Works Trust Fund:
The Public Works Trust Fund (PWTF) is a revolving loan fund designed to help local governments finance needed public works projects through low-interest loans and technical assistance. The PWTF, established in 1985 by legislative action, offers loans substantially below market rates, payable over periods ranging up to twenty years.

Interest rates are 1 to 3 percent, with the lower interest rates providing an incentive for a higher local financial share. A 20 percent local share qualifies the applicant for a 2 percent interest rate and a 30 percent local share qualifies for a 1 percent PWTF loan. A minimum of 10 percent of project costs must be provided by the local community. The useful life of the project determines the loan term, with a maximum term of 20 years.

To be eligible, an applicant must be a local government or special-purpose city and have a long-term plan for financing its public works needs. If the applicant is a county or city, it must adopt the optional 1/4 percent real estate excise tax dedicated to capital purposes. Eligible public works systems include streets and roads, bridges, storm sewers, sanitary sewers, and domestic water. Loans are presently offered only for purposes of repair, replacement, rehabilitation, reconstruction or improvement of existing eligible public works systems, in order to meet current standards and to adequately serve the needs of existing service users. Ineligible expenses include public works financing costs that arise from forecasted, speculative or service-area growth. Such costs do not make a project ineligible but must be excluded from the scope of their PWTF proposal.

More trust fund dollars are substantially requested than are available, requiring local jurisdictions to compete for the available funds. The applications are carefully evaluated and the Public Works Board submits to the Legislature a prioritized list of those projects recommended to receive low-interest financing. The Legislature reviews the list and indicates its approval through the passage of an appropriation from the Public Words Assistance Account to cover the cost of the proposed loans. Once the Governor has signed the appropriation bill into law (an action that usually occurs by the following April), those local governments recommended to receive loans are offered a

formal loan agreement with appropriate interest rate and term as determined by the Public Works Board.

♦ FINANCIAL STRATEGY

The City of Union Gap is in the process of transitioning between a small city with a major commercial center into a larger regional employment center based on a large supply of good industrial lands. However, much of these industrial lands do not have the public facilities necessary to support the development of those lands at present. While the City's current commercial center provides a revenue base to assist in financing the extension of services, this fiscal capacity can quickly erode if these resources are not used prudently. While Union Gap is well positioned on a per capita basis, the City's small size does not provide a large amount of funds at any time. Meanwhile, Union Gap must also address service needs of its existing population and development. In many areas some of these facilities, especially streets, are in need of improvement in order to meet both current and future needs. Finally, Union Gap has been rightly concerned that the continued development of the area as a commercial and industrial center can erode its residential character if residential uses are not developed along with the economic development uses.

This mixture of issues and concerns will require the City to apply its fiscal resources prudently in order to balance these needs while still opening the industrial area to development. To be successful, the City will need to employ all of the tools described above in a careful strategy. Such a strategy should involve the following components:

Phasing and Timing: The City will be able to do only so much at one time: the more it tries to do, the thinner the resources will be to address the needs. The result of trying to do too much at once will be a lower quality of services. While some development will still occur, the City will be always trying to catch up with the needs of the new development. Gradually, the quality of the developing area will erode, reducing its appeal for new development. Focusing on a few areas at a time and making sure that each develops with the appropriate services will enhance their appeal and produce more and better quality developments overall.

Leverage: Since the City will have trouble amassing large financial resources at once, it will need to stretch those resources and will need to match resources with other outside resources. In existing areas, this may involve seeking out and competing effectively for appropriate grants. For new development, this may be using small amounts of funds, or even financial incentives, to stimulate much larger developer contributions. Cities such as Kent and Tacoma have used cost sharing of the financing costs of LID's as a powerful tool to encourage LID formations (since developer LID's are inherently risky, this approach must be undertaken with care and expert assistance).

Developer Extension and LID's: The City has very effectively maintained a policy of requiring developers to finance the extension of water and sewer facilities to new development. The City needs to continue that policy and extend it to streets as well. Many City street development programs are based on the same principles that the City of Union Gap now uses for utility extensions: setting high quality standards and requiring the developer to finance the necessary supporting facilities.

Residential Development: In order for the City to maintain a balance between commercial, industrial, and residential uses, it may find that it will need to be more aggressive in encouraging new residential development. This could mean that the City may find it more appropriate to provide cost sharing of necessary facilities for new residential development, than for new industrial facilities.

Priority for Existing Revenues for Existing Needs: Greater opportunities for leveraging generally exist with large private development on raw land, and not in existing developed areas. In developed areas, the City will need to rely on competitive grants, and will need to be aggressive in pursuing such grants.

Revenue Feedback: New growth stimulates new revenues. Generally, these revenues will be the means by which the City will ensure that its general governmental services and facilities will be financed to support ongoing services. The planned industrial and commercial development will generally provide sufficient revenues for the City to maintain its service levels in these general services as the City grows. The current financial health of the City and its high levels of service illustrates the ability of a commercially developed City to maintain such services.

While ultimately these revenues will be needed to support ongoing services, some revenues are of a "one time only" character that can be set aside for additional capital development purposes. The best example of such revenue is the sales taxes paid on new construction. Another technique can be setting aside property taxes on new construction the first year (or a proportion of new revenues) as they are added to the tax base. These techniques of diverting general fund revenues for capital allow the capital facilities funds to take advantage of current economic growth to invest in additional facilities.

The interaction of these financial strategies with the need to leverage additional revenues will require the City to approach future development in an entrepreneurial way, that is, by prospecting and encouraging opportunities and taking advantage of them when they occur. Since opportunities will depend on the actions of others, the sequence of opportunities may not be predictable.

The comprehensive plan requires several general types of facility development:

General System Needs: Most of the capital needs described above consist of local improvements needed in existing developed areas or extension of lines and streets into unserved areas. There are a few system needs to be addressed:

Long Term Water Supply and Storage: While the City will have sufficient water with the addition of the new well to meet current and most of the anticipated needs for the next decade. After that period of time, additional capacity may be needed if the City grows as anticipated. If the deep aquifer proves to be a reliable source, an additional well can be added. The need for additional supply can be offset, for a time, by the implementation of conservation practices as recommended in the water comprehensive plan. Additional water storage will be needed to support the plan before build-out. Water revenue from additional growth should be able to finance these facilities through revenue bonds when they are needed, provided that line extensions

continue to be financed by developer extensions and the water utility uses appropriate financial policies to maintain the utilities financial health.

Sewer: Continued development of lines into unserved areas particularly the South Broadway neighborhood and the residential area south of East Mead Avenue.

Transportation: Construction of streets and transportation facilities will require an aggressive blending of local resources including transfers from the general fund, developer contributions and state and federal grants. As development occurs impacts to transportation systems must be analyzed to ensure concurrency.

Parks: The planning process has identified appropriate local park sites. Development of these sites may be needed as the City approaches build-out. While additional revenues from growth will provide some resources for park development, a general obligation bond program would be an appropriate financial mechanism for this purpose. New residential development should be evaluated under SEPA or concurrency management to identify impacts on neighborhood park needs that should be mitigated.

General Government: As growth occurs, general governmental office space and fire services will require expansion. The planned uses will be able to provide the additional revenues through "normal" taxes to finance these improvements. Capital budgeting techniques suggested above can assist in setting appropriate revenues aside for these purposes.

- To support developing industrial areas west of the railroad tracks.

  One of the long-term major capital needs of this plan will be to extend the necessary supporting facilities into the developing area of the City west of the railroad tracks, now largely unserved. Investments in these industrial sites will be stimulated by the development of the new beltway road that will connect the freeway to Ahtanum Road and the Yakima Airport. This type of major change should be closely monitored to identify opportunities for encouraging the formation of LID's. The phasing of LID's should be such that each LID builds on another, allowing streets, and water and sewer lines to be extended gradually as part of a plan. However, LID formation needs to be approached with considerable caution. Over-building of too many LID's can result in their not being built out in time to make timely payments on the LID debt. Such over-building can become a very significant long-term liability for the City. If early LID's are successful, the revenue feedback will build, allowing better financing for future development.

  The City might explore other financial mechanisms to assist in assessing developers for the cost of necessary facilities. One mechanism in particular is the impact fee system established by RCW 39.92 that allows the City to designate a developing area as an impact zone for the purpose of assessing impact fees for street development needs. (In order for this mechanism to work, most of the land in the designated area must be ready for development.) If not, funds to finance the needed facilities may not be collected.

- To resolve existing facility needs in the existing developed areas of the "old city."

The existing area of the City has significant unmet needs, primarily in street needs. Much of these needs were created by developments occurring too rapidly for the City to keep pace. Deteriorating streets in some areas may be also reducing the quality of the neighborhoods, discouraging reinvestment. The best opportunities for leveraging resources in this area would be in the form of grants. Many of the problems found in this area will assist in the City competing effectively under the need criteria that govern most grant programs. Some of these needs might also be combined in the form of a citywide bond issue.

While LID's are often difficult to form in developed areas, they are financially very secure when they can be formed. This financial security makes it possible to aggressively cost share in either the facility or LID financing as a way to leverage available resources. This strategy can be particularly effective if it can also be combined with grants.

One particular need in the developed area includes renovation of the Downtown area. The mechanisms described here can be applied effectively as part of a downtown strategy. Some cities have shown success in developing a downtown plan that can be gradually and incrementally implemented over time through a combination of small grants, LID's, and regular maintenance programs. One such city is the City of Auburn, which has altered the face of its downtown with a plan that has been implemented gradually over ten years.

- To open new residential areas.

  While LID's can be effectively used to develop new residential areas, they are less common than using this mechanism for commercial and industrial development. The strategy for these areas, generally at the western edge of the City and in the UGA's, will be to leverage the extension of the facilities required for commercial and industrial development to bring these facilities "closer" to some of these areas. As these facilities are gradually extended through the areas, opportunities will arise for subdividers to take advantage of these systems. The feedback from the developing industrial areas can be used to assist in extending these facilities directly into the residential areas.

- To upgrade services in the South Broadway area.

  The South Broadway area has developed as a residential neighborhood with minimal facilities, no public water, septic drainfields and poor streets. Health problems have recently required water services to be extended through the area. Eventually, sanitary sewers will also need to be extended. A service plan to implement this has been prepared by the City. In most cases, these facility extensions will probably not occur until the affected neighborhoods feel the need or are forced to respond due to health requirements. However, new development in these areas should be required to install full standard facilities prior to development.

Land Use and Capital Facility Balance:

As described above, the GMA requires that the land use plan be balanced with a financing plan for public facilities. If this balance is not achieved, then the land use plan must be reevaluated. The strategy suggested here complies with that requirement. During the first decade of this plan, existing general facilities should be adequate, generally, to support anticipated growth with the steps identified herein. The requirement that developers be required to finance the supporting facilities through developer extension agreements ensures that the planned uses cannot be developed out of balance with the facilities. Concurrency requirements for transportation improvements will supplement this ability to maintain a balance between facilities and the plan. At the conclusion of this decade, the evolved situation should be evaluated to address further needs.

SECTION 7. UTILITY ELEMENT

UTILITIES ELEMENT

I. INTRODUCTION

Purpose of the Utilities Element

This Utilities Element has been developed in accordance with Section 36.70A.070 of the Growth Management Act (GMA) to address utility services in the City of Union Gap urban growth area (UGA). It represents the community's policy plan for growth over the next 20 years. The Utilities Element describes how the goals in the other plan elements will be implemented through utility policies and regulations, and is an important element in implementing the Comprehensive Plan.

The Utilities Element has also been developed in accordance with the Yakima County-Wide Planning Policy, and has been integrated with all other planning elements to ensure consistency throughout the Comprehensive Plan. The Utilities Element specifically considers the general location, proposed location, and capacity or all existing and proposed utilities, including, but not limited to, electrical lines, telecommunication lines, and natural gas lines. This Element also identifies general utility corridors.

Growth Management Act Requirements

The GMA's Procedural Criteria defines "utilities" as:

- Enterprises or facilities serving the public by means of an integrated system of collection, transmission, distribution, and processing facilities through more or less permanent physical connections between the plant of the serving entity and the premises of the customer. Included are systems for the delivery of natural gas, electricity, telecommunications services, and water, and for the disposal of sewage [WAC 365-196-210(36)].

To comply with the GMA, the Comprehensive Plan must, at a minimum, include a Utilities Element consisting of:

- The general location, proposed location, and capacity of all existing and proposed utilities, including but not limited to, electrical lines, telecommunication lines, and natural gas lines [RCW 36.70A.070(4)].

The GMA requires concurrency in the provision of public facilities and services. Public facilities and services must be available as development occurs without a reduction in the level of service provided. However, private utilities are not bound by the level of service and concurrency provisions of the GMA.

Applicable County-Wide Planning Policies

The Yakima County-Wide Planning Policy recognizes the need to promote orderly development with appropriate urban services provided to such development. The following County-Wide Planning Policies apply to discussion on the Utilities 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. (Countywide Planning Policy: A.3.1.)

2. 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 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 government service be provided by cities, and that urban government services should not be provided in rural areas. [RCW 36.70A.110(3)] (B.3.1.)

3. Urban growth management interlocal agreements will identify services to be provided in an UGA, the responsible service purveyors and the terms under which the services are to be provided. (B.3.2.)

4. 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.)

5. New urban development should utilize available/planned urban services. [RCW 36.70A.110(3)] (B.3.5.)

6. Formation of new utility special purpose districts should be discouraged within designated UGAs. (B.3.6.)

7. From local inventory, analysis and collaboration with state agencies and utility providers, a list of Countywide and statewide public capital facilities needed to serve the Yakima County region will be developed. These include, but are not limited to, solid and hazardous waste handling facilities and disposal sites, major utility generation and transmission facilities, regional education institutions, airports, correctional facilities, in-patient facilities including hospitals and those for substance abuse and mental health, group homes and regional park and recreation facilities. (C.3.2.)

8. Some public facilities may be more appropriately located outside of UGAs due to exceptional bulk or potentially dangerous or objectionable characteristics. Public facilities located beyond UGAs should be self-contained or be served by urban governmental services in a manner that will not promote sprawl. Utility and service considerations must be incorporated into site planning and development. (C.3.5.)

9. The multiple use of corridors for major utilities, trails and transportation right-of-way is encouraged. (C.3.6.)

10. The County and cities will work with special purpose districts and other agencies to establish a process for mutual consultation on proposed comprehensive land use plan policies for lands within UGAs. Actions of special purpose districts and other public service providers shall be consistent with Comprehensive Plans of the County and the cities. [RCW 56.08.020, RCW 57.16.010] (F.3.1.)

11. The use of interlocal agreements is encouraged as a means to formalize cooperative efforts to plan for and provide urban governmental services. (F.3.2.)

12. Joint financing ventures should be identified to provide services and facilities that will serve the population within the UGA. (F.3.3.)

13. Each interlocal agreement will require that common and consistent development and construction standards be applied throughout that UGA. These may include, but are not limited to, standards for streets and roads, utilities and other infrastructure components. (F.3.5.)

14. The County and the cities will work with special purpose districts, adjacent counties, state tribal and federal governments to formalize coordination and involvement in activities of mutual interest. (I.1.)

15. Special districts, adjacent counties, state agencies, the tribal government and federal agencies will be invited to participate in Comprehensive Planning and development activities that may affect them, including the establishment and revision of UGAs; allocation of forecasted population; regional transportation, capital facility, housing and utility plans; and policies that may affect natural resources. (I.3.)

Urban Growth Area

The UGA boundary was selected to ensure that urban services will be available to all development, including the provision of utility facilities. The City recognizes that planning for utilities is the primary responsibility of the utility providers. However, the City will incorporate plans prepared by the providers into its comprehensive planning efforts to identify ways of improving the quality and delivery of services provided in the Union Gap UGA. All development requiring urban services will be located in the UGA, and will have these services extended to them in a timely and financially feasible manner. The Utility Element will guide decision making to achieve the community goals.

Federal and State Laws/Regulations

Washington Utilities and Transportation Commission. Utilities and transportation are regulated in Washington by the Washington Utilities and Transportation Commission (WUTC). The WUTC, composed of three members appointed by the governor, is empowered to regulate

utilities (including, but not limited to, electrical, gas, irrigation, telecommunication, and water companies). State law (WAC 480) regulates the rates and charges, services, facilities, and practices of utilities. Any change in customer charges or service provision policy requires WUTC approval. The WUTC requires private utility providers to demonstrate that existing ratepayers will not subsidize new customers. The intent of the WUTC regulations is to ensure safe, reliable, and reasonably priced utility services for consumers.

Federal Communications Commission. The Federal Communications Commission (FCC) was created by the Communications Act of 1934 to regulate interstate and international radio, wire, satellite, cable, and television communications. The FCC is an independent five-member government agency.

Federal Energy Regulatory Commission. The Federal Energy Regulatory Commission (FERC) is an independent five-member commission with the U.S. Department of Energy. FERC establishes rates and charges for the interstate transportation and sale of natural gas, for the transmission and sale of electricity, and the licensing of hydroelectric power projects. In addition, the commission establishes rates or charges for the interstate transportation of oil by pipeline.

Natural Gas Policy Act of 1978. The central theme of the National Gas Policy Act (NGPA) is encouragement of competition among fuels and suppliers across the country. As a result, natural gas essentially has been decontrolled. The NGPA also contained incentives for developing new natural gas resources and a tiered pricing structure aimed at encouraging the development of nation-wide transmission pipelines.

Regional Power Plans

Northwest Power and Conservation Council. The Northwest Power and Conservation Council (NWPCC) develops 20-year electric power plans for the Northwest. In its Sixth Northwest Power and Conservation Plan, adopted February 2010, the Council calls for the following throughout the region:

- Develop cost-effective energy efficiency aggressively — at least 1,200 average megawatts by 2015, and equal or slightly higher amounts every five years through 2030.
- Develop cost-effective renewable energy as required by state laws, particularly wind power, accounting for its variable output.
- Improve power-system operating procedures to integrate wind power and improve the efficiency and flexibility of the power system.
- Build new natural gas-fired power plants to meet local needs for on-demand energy and backup power, and reduce reliance on existing coal-fired plants to help meet the power system's share of carbon-reduction goals and policies.
- Investigate new technologies such as the "smart-grid," new energy-efficiency and renewable energy sources, advanced nuclear power, and carbon sequestration.

II. INVENTORY AND ANALYSIS

Many public and private agencies are involved in regulation, coordination, production, delivery,

and supply of utility services. This section of the element identifies those providers. The inventory includes:

- Electrical
- Natural Gas
- Telecommunications
- Cable Television

Providers of these utilities for the City of Union Gap and its UGA are listed in Table 6.1. Water and sewer utilities are discussed in the Capital Facilities Element of this Comprehensive Plan. Electrical, telecommunications, and natural gas are regulated by the WUTC. Cable television is regulated by the FCC, in cooperation with local governments.

ELECTRICAL POWER

Union Gap is served by Pacific Power and Light. The electrical utility has a very well developed backbone transmission system. Existing facilities place no restrictions on normal residential, commercial or industrial growth, and major industries and institutions can be readily accommodated. The utility takes a proactive approach to system capacity, developing its system in anticipation of eventual growth. In general, Pacific Power is very supportive of economic growth and diversification, and tries to avoid being an impediment to the area's economic growth and vitality. The utility has an active "Power Quality Program," and works with industries that have high reliability requirements to accommodate their needs.

While the utility has an abundant supply of energy, its demand-side resource management policy encourages conservation to assure continued availability of power to accommodate new growth and keep the cost low.

Transmission for a 115,000 volt system can be accommodated on a single pole structure that uses the road right-of-way. A substation capable of serving 10,000 residential customers typically requires no more than 2 acres, and is compatible with many adjacent land uses.

In 2009, Pacific Power built a new substation between Sunnyside and Grandview, upgrading capacity for the entire Yakima Valley and improving reliability. Pacific Power also plans to construct a new 40-mile, 230-kilovolt line connecting the Bonneville Power Administration substation near Vantage with Pacific Power's Pomona Heights power substation near Selah. The goal of the new line is to enhance operating flexibility and security of the regional electricity transmission grid. Alternatives under consideration for the project include routing the line around the northern or southern boundaries of the Yakima Training Center Military Reservation. Pacific Power estimates that the line will be constructed in late 2016 to early 2017.

NATURAL GAS

Union Gap is served by Cascade Natural Gas. The City's natural gas supply system meets existing demands of residential, commercial, and public customers.

Cascade Natural Gas serves areas along I-82. Cascade can serve customers outside its service area if the customer assumes some of the cost of extending the lines. Such contributions may be partly reimbursed only if additional customers connect to the same main. When deciding to serve development outside current service areas, utilities must expand their service area by applying for a "certificate of convenience" from the WUTC.

As a private utility, Cascade Natural Gas is not bound by the level of service and concurrency requirements under the GMA.

TELECOMMUNICATION SYSTEM

The City of Union Gap is served by CenturyLink Communications. There are various facilities located throughout the County and the City. Many of the telecommunication facilities, including aerial and underground, are co-located with those of the electrical power provider.

CenturyLink Communications adequately meets existing demands of residential, commercial, and public customers at the present time. As a private utility, CenturyLink Communications is not bound by the level of service and concurrency requirements under the GMA.

Cellular Telephone

Various federally licensed cellular telephone communications companies serve Yakima County. These companies are regulated by FCC and the WUTC. The FCC regulates cellular telephones because radio signals are used for communications.

Table 6.1. Utility Service Providers, City of Union Gap/Urban Growth Area

Type of Service	City of Union Gap	Remainder of UGA
Cable Television	Charter	Charter
Telecommunications	Charter Communications; Century Link Communications	Charter Communications; Century Link Communications
Cellular Telephone	Various providers	Various providers
Electric Utility	Pacific Power	Pacific Power
Natural Gas	Cascade Natural Gas	Cascade Natural Gas, where available

III. GOALS AND POLICIES

GOAL U.1: ***To ensure that energy, gas, and communication facilities and services are provided in a cost-effective and efficient manner.***

Pol U.1.1: Adopt procedures that encourage private utility providers to use the Land Use Element of this Comprehensive Plan when planning future facilities.

Pol U.1.2: Discuss and exchange population forecasts, development plans, and technical data with the private utilities identified in this Utilities Element.

Pol U.1.3: Promote whenever feasible the co-location of new public and private utility distribution facilities in shared trenches, and coordinate construction timing to minimize construction-related disruptions and reduce the cost of utility delivery.

Pol U.1.4: For telecommunications, including telephone, cellular telephone and cable television, allow the development/maintenance of facilities necessary to provide services as needed to accommodate population growth and advancements in technology.

Pol U.1.5: New development shall be allowed only when and where utilities are adequate, and only when and where such development can be adequately served by essential public utilities without significantly degrading level of service elsewhere.

Pol U.1.6: Promote the joint use of transportation rights-of-way and utility corridors wherever possible.

Pol U.1.7: To facilitate coordination of public and private trenching activities, notify affected utilities of construction, as well as maintenance and upgrades to existing roads, in a timely and effective manner.

Pol U.1.8: Consider utility permits concurrent with proposals requesting service. Where possible, approve utility permits when the project to be served is approved.

Pol U.1.9: Coordinate with adjacent jurisdictions to ensure consistency with each jurisdiction's Utilities Element and regional utility plans, and develop a coordinated process for siting regional utility facilities in a timely manner.

GOAL U.2: ***Encourage resource conservation to delay the need for additional facilities for electrical utilities and improve the natural environment.***

Pol U.2.1: Adopt development standards for solar and wind energy systems to enable and encourage their development and use.

Pol U.2.2: Facilitate conversion to alternative energy technologies and renewable energy sources.

GOAL U.3: ***Minimize impacts associated with the siting, development, and operation of utility services and facilities on adjacent properties and the natural environment.***

Pol U.3.1: Site utility facilities away from critical areas, or site them in a manner that is compatible with critical areas. Address proper placement of utilities in Critical Areas Ordinance.

Pol U.3.2: Electric power substations, recycling drop-off boxes, electrical vehicle infrastructure, and similar facilities should be sited, designed and buffered as needed to fit in with their surroundings. When sited within or adjacent to residential areas, special attention should be given to minimizing noise, light and glare impacts. Visual and land use impacts resulting from electrical systems and other utility upgrades shall also be mitigated, as needed.

Pol U.3.3: Establish a process for identifying and siting essential public facilities, such as solid waste or recycling handling facilities. Cooperatively work with other agencies, surrounding municipalities and Yakima County during the siting and development of facilities of regional significance.

GOAL U.4: ***Develop an efficient utility system that supports the community vision (both public and private).***

Pol U.4.1: Develop adequate rights-of-way and infrastructure improvements for future development through the planning process, including, but not limited to, public and private utilities.

Pol U.4.2: Site electrical vehicle infrastructure in locations that promote the City's long-term economic development plans.

Pol U.4.3: Development within the unincorporated portion of the UGA should be encouraged to occur only on a limited scale to prevent the inefficient use and distribution of public facilities and services.

Pol U.4.4: Utility extensions should be designed to provide service to the maximum area possible with the least length of extension.

SECTION 8. NATURAL SYSTEM ELEMENT

NATURAL SYSTEM ELEMENT

Introduction

The Washington Growth Management Act (GMA) does not require a Natural Environment Element in the comprehensive plan, but does set a number of requirements with regard to natural systems:

Conservation of resource lands and fish and wildlife habitat

Protection of the environment and critical areas

Designation of resource lands and critical areas

Provisions for the protection of the quality and quantity of groundwater used for public water supplies

Where applicable, a review of drainage, flooding, and storm water run-off in the area covered by the plan and nearby jurisdictions, and guidance for corrective actions to mitigate or cleanse those discharges that pollute the waters of the state.

The latter two requirements will be addressed in the Land Use Element.

Applicable Countywide Planning Policies

The Yakima Countywide Planning Policies are not specifically required by the GMA to address the physical character of the land or natural resource and critical areas. Nonetheless, several of the Countywide Planning Policies do specifically address natural resource issues. The following Countywide Planning Policies apply to discussion of the Natural Environment Element.

1. When determining land requirements for urban growth areas (UGAs), allowances 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)] (Countywide Planning Policy: A.3.7.).
2. Encourage economic growth within the capacities of the region's natural resources, public services and public facilities.
    a. Identify current and potential physical and fiscal capacities for municipal and private water systems, wastewater treatment plants, roadways and other infrastructure systems.
    b. Identify economic opportunities that strengthen and diversify the county's

economy while maintaining the integrity of our natural environment (G.3.1.).

3. Special districts, adjacent counties, state agencies, the tribal government and federal agencies will be invited to participate in comprehensive planning and development activities that may affect them, including the establishment and revision of UGAs; allocation of forecasted population; regional transportation, capital facility, housing and utility plans; and policies that may affect natural resources (I.3.).

Relationship to Other Elements or Land Uses

Natural environments are closely tied to both economic development and land use. In an area where the economy is based on the productive use of land for agriculture, the land resource must be protected to assure continued economic viability of the area. At the same time, land is needed for housing and economic development, including sites suitable for industries related to agriculture. Prevailing winds, flood potential, and soil types make some areas more suitable than others for various land uses. Land use planning needs to allow for protection of critical areas such as wetlands and wildlife habitat.

Critical Areas

The GMA requires cities and counties to identify and protect critical areas including the following areas or ecosystems:

6. Wetlands
7. Areas with a critical recharging effect on aquifers used for potable water
8. Fish and wildlife habitat conservation areas
9. Frequently flooded areas
10. Geologically hazardous areas

This section inventories the type and potential location of critical areas in the Union Gap UGA. The purpose is to identify critical areas that require protection and areas that may be either hazardous to development, or may impose limitations which can only be overcome with costly engineering and building techniques. This analysis allows the City to identify where development would be less efficient and economical, as opposed to areas where development could occur that would be more compatible with the natural environment.

Maps are based on the best data currently available. Because no on-the-ground field inventories of critical areas were conducted in Union Gap, the maps should be considered as a guide for the City and permit seekers when applying the CAO during development review processes. When needed, experts at the appropriate State agencies may be consulted. The exception is the flood hazard data, which is provided by the Federal Emergency Management Agency (FEMA) and is considered legally binding.

Best Available Science

Union Gap adopted a Critical Areas Ordinance (CAO) on December 10, 2012. The Union Gap CAO includes standards and procedures for the protection of critical areas identified in this Natural Environment Element as falling within the City of Union Gap.

As required by the GMA (RCW 36.70A.172), protection of critical areas is based on the best available science (BAS), according to the criteria set forth in WAC 365-195-905. The City of Union Gap will weigh the most current scientific information from agencies, scientific consultants and published sources to determine the values and functions of natural systems existing in or near the City. The City will base protection of critical areas upon evaluation of the BAS along with scientific studies made available by proponents and opponents of projects in determining how best to protect natural and critical areas. The City of Union Gap adopts Yakima County's *Review of Best Available Science for Inclusion in Critical Areas Ordinance*, October 2006, as amended, as a basis for decisions to support protections required by the Critical Area Ordinance and the Shoreline Master Program.

Soils

Soil information is an important tool in both the design and evaluation of different types of development proposals and can aid in the identification of critical areas. Soil types react differently to different types of development. Consequently, proper soil information can save developers both time and money in the design stages of their proposals. For example, certain soils make septic tank design extremely costly because of poor drainage qualities.

Additionally, soil types may vary greatly over short distances. To know what the actual soil conditions are on a given property, it may be helpful to consult a Natural Resources Conservation Service (NRCS) soil survey, or have an on-site analysis performed by a soil scientist. Inclusion of soil information in development proposals can help public officials to evaluate whether the developer has considered soil conditions.

Major Soil Types in the Union Gap

Soil maps and information are developed by the NRCS. The NRCS maintains detailed descriptions of soils types, including agricultural rating and limitations for agriculture, septic, and buildings.

There are a great variety of soil types in the Union Gap, as illustrated in Figure NS-1. Some of the most predominant soils types include Umapine Silt Loam, Weirman-Asue, and Kittitas Silt Loam.

Wetlands

Wetlands provide a broad spectrum of natural and physical functions. Freshwater wetlands have flood storage capacity, serve as groundwater recharge areas, and tend to moderate flow regimes

of associated drainages. Wetlands also work to remove suspended solids from water, absorb and recycle mineral and organic constituents, and otherwise contribute to improved water quality. Biological functions include food chain production, general habitat, nesting, spawning, rearing, and resting sites for aquatic and land species.

In the Union Gap CAO adopted in 2012, wetlands are rated according to the Washington State Department of Ecology wetland rating system found in the Washington State Wetland Rating System documents Washington State Wetland Rating System for Eastern Washington – Revised (Publication No. 04-06-015, Hruby, T., 2004) or as revised.

Figure 3, illustrates wetland data for the Union Gap vicinity, which were mapped using the wetlands data set developed for the Yakima County Critical Areas Ordinance (CAO). The map includes information from the National Wetlands Inventory produced by the U.S. Fish and Wildlife Service and soil maps produced by the NRCS, which are useful in helping to identify potential wetland areas.

The Union Gap CAO provides standards and procedures for protection of wetlands.

Frequently Flooded Areas

Flooding is one of the most significant natural occurrences limiting development. Floodplains are legally delineated by the Federal Emergency Management Agency (FEMA) on Flood Insurance Rate Maps (FIRMs). A "regulatory floodway" means the channel of a river or other watercourse and the adjacent land areas that must be reserved in order to discharge the base flood without cumulatively increasing the water surface elevation more than a designated height. Communities must regulate development in these floodways to ensure that there are no increases in upstream flood elevations. "Special flood hazard areas," or floodplains, are high-risk flood areas that have special flood, mudflow, or flood-related erosion hazards.

Figure 4, illustrates Union Gap's flood hazard areas. As indicated by the Federal Emergency Management Agency FIRM, Community Panel Nos. 53077C1053D (effective 11/18/2009), 53077C1061F (effective 06/16/2016), 53077C1042F (effective 06/16/2016) and 53077C1034F (effective 06/16/2016) for the City of Union Gap, a Zone A floodway occurs within the eastern portion of the City along the Yakima River and, the areas along Ahtanum Creek. FEMA defines Zone A floodway as "a channel of a river or other watercourse and the adjacent land areas that must be reserved in order to discharge the base flood without cumulatively increasing the water surface elevation more than a designated height." Floodplain defined as "areas subject to inundation by the 1-percent-annual-chance flood event, generally determined using approximate methodologies." In other words, there is a 1% chance of these areas flooding annually. The 1-percent-annual-chance flood is also referred to as the base flood or flood plain.

The City of Union Gap regulate building in floodplain areas. These permits require all development to be floodproofed. For residential development, the first inhabited floor must be at or above the floodplain. In addition, the City of Union Gap and Yakima County also regulate

shoreline management along the Yakima River.

Critical Aquifer Recharge Areas

Areas of growing concern are the critical aquifer recharge areas (CARA), which store and recharge critical groundwater supplies, and where groundwater stands the greatest risk of contamination. The GMA requires that cities and counties identify and protect "areas with a critical recharging effect on aquifers used for potable water." Land uses and density of development in these areas can affect the quality of groundwater.

"Aquifers" are geologic materials that are able to store and transmit groundwater. In the lower Yakima Basin, aquifers are the main source of groundwater for residences using individual wells. The depth of wells using aquifers ranges from approximately 10 to 200 feet below ground surface.

Groundwater systems are replenished (recharged) by the addition of water to the aquifer through precipitation, runoff and infiltration from surface water bodies. A "recharge area" is an area in which water reaches an aquifer by surface infiltration, and where there is a downward component of hydraulic head (pressure head). "Recharge potential" is the likelihood that water will infiltrate and pass through the surface materials to recharge the underlying aquifer system. Recharge potential is dependent on a number of relatively static physical conditions, including soil permeability, geological materials at or near the Earth's surface, depth to water, and topography.

Potential for groundwater contamination in these shallow aquifers is high, especially near ditches, canals and the Yakima River. Care must be taken to avoid contamination of groundwater when shallow wells are used in conjunction with septic tanks, as it is possible for septic effluent to seep into the well water supply. This condition typically occurs during peak irrigation periods in areas with high water tables.

In general, the aquifers in the Yakima River Basin are recharged by precipitation, infiltration of surface water, irrigation water, seepage losses from ditches, canals and rivers, and upward migration of water from lower aquifers. Groundwater discharges into rivers, lakes and streams, or through evapotranspiration, pumping, and upward flow of water into the shallower aquifers.

Figure 5, shows the CARA in the City of Union Gap UGA, with estimated areas of moderate, high and extreme susceptibility to contamination, in addition to wellhead protection areas. The CARA data was developed by Yakima County.

Geologically Hazardous Areas

Figure **6**, shows geologically hazardous areas within the Union Gap UGA. Identified geologically hazardous areas in Union Gap and unincorporated UGA include Oversteepened Slopes, Landslide Risk, and Alluvial Fan/Flash Flooding, as defined below. These definitions are

taken from the January 1991 "*Yakima County Mineral Resources and Geologic Hazards Report*" by Newell Campbell, who mapped geologic hazards for Yakima County. This identification of geologic hazards was not based on actual site inventories conducted in the study area, but on general published sources of information and maps; therefore, these sites can only be considered potential geologic hazard areas.

- Landslide Hazard Areas (LS). These include places where landslides, debris flows, or slumps have already occurred. Where sliding is presumed to have occurred within ten thousand years or less is shown as High Risk (LS3) on the map. Slides thought to be older than ten thousand years but still capable of movement are shown as Intermediate Risk (LS2). Areas where slides are absent are unlabeled and combined with other Low Risk areas.

- Oversteepened Slope Hazard Areas (OS). These include areas with slopes steep enough to create potential problems. High Risk areas (OS3) have a high potential to fail, and include slopes greater than forty percent, and consist of areas of rock fall, creep, and places underlain with unstable materials. Intermediate Risk areas (OS2) are less likely to fail but are still potentially hazardous. This category also includes some slopes between fifteen and forty percent. Low Risk areas, unlikely to fail, are unlabeled and combined with other Low Risk categories.

- Alluvial Fan/Flash Flooding Hazard Areas (AF). These are areas where flash flooding can occur, and are often associated with inundation by debris from flooding. They include alluvial fans, canyons, gullies, and small streams where catastrophic flooding can occur. They do not include all areas where flash flooding may occur. Flooding may also occur in larger streams and rivers, but these are depicted in the "Flood Insurance Study for the Unincorporated Areas of Yakima County," dated March 2, 1998, with accompanying flood insurance rate maps (FIRMs) and flood boundary and floodway maps, and any amendments which may thereafter be made by the Federal Emergency Management Agency, rather than on the geologically hazardous areas map.

Steep slopes can limit development. Topography of an area limits development when the slope becomes too steep to safely accommodate structures. Generally, areas with slopes exceeding 15% should be avoided to reduce the likelihood of property damage due to soil slippage or erosion. Designations of steep sloped areas were based upon data from the NRCS soil maps. Limitations to development in the Union Gap UGA are predominately in the northwestern and southern portions of the UGA. These areas contain high-risk slopes.

Fish and Wildlife Habitat Conservation Areas

WAC 365-190-130 defines fish and wildlife habitat conservation areas as:

- Areas where endangered, threatened, and sensitive species have a primary association;
- Habitats and species of local importance, as determined locally;
- Commercial and recreational shellfish areas;
- Kelp and eelgrass beds; herring, smelt, and other forage fish spawning areas;

- Naturally occurring ponds under twenty acres and their submerged aquatic beds that provide fish or wildlife habitat;
- Waters of the state;
- Lakes, ponds, streams, and rivers planted with game fish by a governmental or tribal entity; and
- State natural area preserves, natural resource conservation areas, and state wildlife areas.

"Fish and wildlife habitat conservation areas" does not include such artificial features or constructs as irrigation delivery systems, irrigation infrastructure, irrigation canals, or drainage ditches that lie within the boundaries of and are maintained by a port district or an irrigation district or company (RCW 36.70A.030(5)).

The below inventory of flora, fauna, and habitats is used to identify fish and wildlife species and habitats that may require protection in Union Gap. The Union Gap CAO provides standards and procedures for protection of fish and wildlife habitat conservation areas.

Plants

The native vegetation found in the Union Gap area consists mainly of grasses, narrow-leaved forbs and shrubs. In addition to these plants, the following native vegetation may also be found as they are characteristic of the specific types of soils found within the City of Union Gap UGA.

The wetland vegetation provides habitat for food, cover, and breeding as well as a movement corridor for birds and mammals. Amphibians may find limited breeding sites within the streams and wetlands within the Union Gap UGA, though the runoff of agricultural chemicals may affect habitat quality.

Wildlife

Bird species that may be present in the Union Gap area are those species common in grasslands and open areas. Species frequenting these areas include: the American kestrel; western meadowlark; mourning dove; ruffed grouse; black-billed magpie; common snipe; California quail; killdeer, starlings; western kingbird; Brewer's blackbird; and ring-necked pheasant. Additionally, in the scrub/shrub habitat associated with the return flow ditches, yellow warblers and song sparrows can be found. Golden eagles, bald eagles, ferruginous hawks, and great blue herons have also been observed in the area.

Amphibians or reptiles may be present within the irrigation canals, supported on the food, cover, water, and marginal breeding habitat these areas provide. Small mammals such as mice and voles are abundant throughout the area. Ground squirrels may also occasionally be seen. Larger mammals make use of the canals and ditches, particularly the more vegetated edges, as a corridor leading to the more sheltered habitat found elsewhere. Signs of deer, coyote, and raccoons are found throughout the more rural portions of the area. Portions of the area are particularly valuable as a foraging area for raptors. Red-tailed hawks can be seen circling agricultural properties and other raptors including golden eagles may make use of the habitat.

Priority Habitat and Species Program concerning species of concern in the Union Gap vicinity. Table 1 lists threatened, candidate, species of concern, and monitored species that were identified in the Union Gap UGA.

Table 1. Threatened, candidate, species of concern, and monitored species in the Union Gap UGA.

Species or Habitat	Status	Type of Occurrence Identified
Bald Eagle	Federal Species of Concern	Regular concentration in the Naches River floodplain
Ferruginous Hawk	State Threatened	Breeding area – nest
Golden Eagle	State Candidate	Breeding area – nest
Great Blue Heron	State Monitored	Breeding area – breeding occurrence; colony
Greater Sage Grouse	Federal Candidate; State Threatened	Biotic detection
Townsend's Ground Squirrel	State Candidate	Regular concentration – colony

Fish

Fish have different habitat needs based in part on their life history stages. "Anadromous fish" are fish that are born in fresh water, spend most of their life in the sea, and then return to fresh water to spawn. Anadromous fish migrate and have unique needs throughout the aquatic system which may be frustrated by the presence of dams or other barriers, low stream flow, and high temperatures during times of passage. Resident fish have year-round requirements as well as specific habitat needs during critical times such as spawning. Salmonids need colder temperatures than many non-game fish and require higher dissolved oxygen concentrations particularly over spawning gravels. Successful salmonid reproduction requires channel and substrate stability and adequate winter water flow to prevent freezing. Channels to accommodate fish moving between safe wintering areas and summer foraging areas are also necessary.

The WDFW maintains a database of the presence, spawning, and rearing locations of salmon species and other fish species of concern. Table 2 summarizes the salmon species, their location, and the type of presence identified by WDFW in the vicinity of the Union Gap UGA.

Table 2. Location and Presence of Fish Species of Concern, Union Gap UGA Vicinity

Species	Type of Presence	Water Body
Fall Chinook	Documented presence and spawning	Yakima River
Bull Trout	Documented presence	Yakima River and Ahtanum Creek
Coho	Documented presence and spawning	Yakima River, White Hollow Creek and Ahtanum Creek
Summer Steelhead	Documented presence	White Hollow Creek
Summer Steelhead	Documented presence and spawning	Yakima River and Ahtanum Creek

Surface Water

The Yakima River Basin occupies approximately 6,150 square miles. Its headwaters are situated along the crest of the Cascade Range. The mainstream Yakima River is joined by a number of tributaries and flows generally southeast until it joins the Columbia River.

Streams are an important source of prime wildlife habitat. WAC 222-16-031 establishes an "interim" water typing system to be used until a permanent typing system is established. Water typing is established based on the structure and function of waterways. There are several streams occurring in Union Gap (See Figure 3,).

The Yakima River which borders the Union Gap UGA is classified as a Type 1 Stream and is designated as a "Shoreline of the State," falling under the purview of the Washington State Shoreline Management Act (SMA). In compliance with the SMA, the Yakima County Regional Shoreline Master Program (SMP) was adopted December 18, 2007 and effective on February 25, 2010.

Priority Habitats

Priority habitats, such as those that provide breeding, roosting, foraging, or migration opportunities have been identified and mapped by the WDFW Priority Habitat and Species program. All of the priority habitats identified in the Union Gap UGA are wetlands, which are discussed in the Wetlands section above.

Natural Resource Lands

The GMA requires cities and counties to designate natural resource lands, including agricultural, forest, and mineral lands that have long-term commercial significance, and are not characterized

by urban growth. This section inventories resource lands in the Union Gap UGA.

Agricultural Lands

Agricultural lands were identified through the County Assessor's database of existing land use. There are 17 agricultural parcels (either fallow or in current agricultural use) totaling approximately 274.12 acres in the Union Gap City UGA. Most of this agricultural is characterized by the Umapine Silt Loam soil types, which are not considered prime farmland.

Existing agricultural lands in the Union Gap UGA are allowed to continue and have some protections. However, for the reasons stated as follows, the City has determined that it is not appropriate to designate these parcels of land as agricultural lands of long-term commercial significance.

Forest Lands

In the City of Union Gap, there are no lands (commercial or noncommercial) that are used to grow trees, including Christmas trees subject to the state excise tax that is imposed on harvesters of timber. Thus, no forest lands of long-term commercial significance have been designated within the City.

Mineral Lands

This resource is primarily found in the form of gravel deposits. Concrete grade gravel is found along the floodplain of the Yakima River. This type of gravel is round, clean and free from fractures and surface coatings.

No mineral resource lands of long-term commercial significance have been identified within the City of Union Gap; therefore, no designation is necessary.

City of Union Gap, WA
Soils (from NRCS Yakima Count and Yakama Nation Soil Surveys)

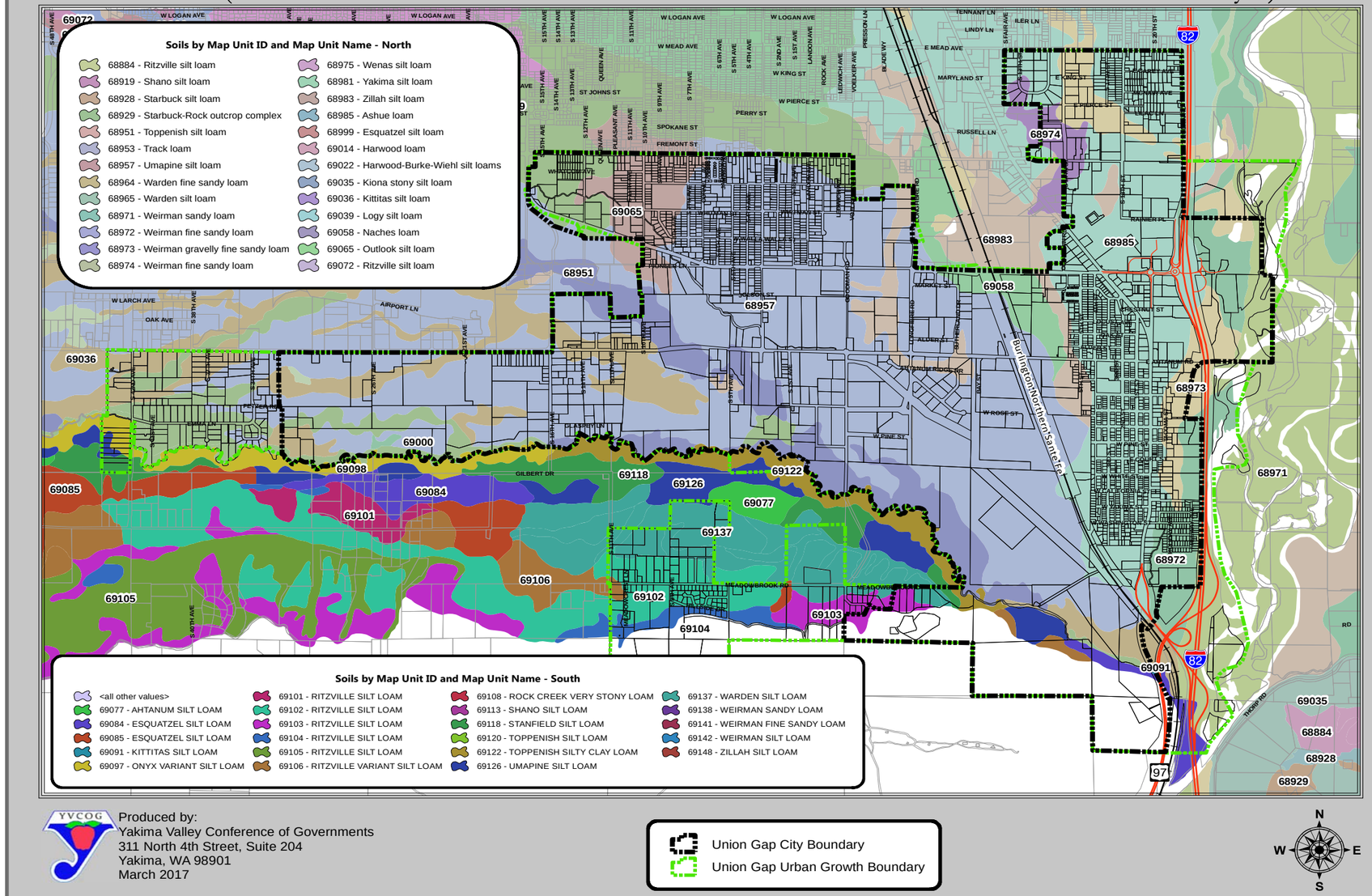
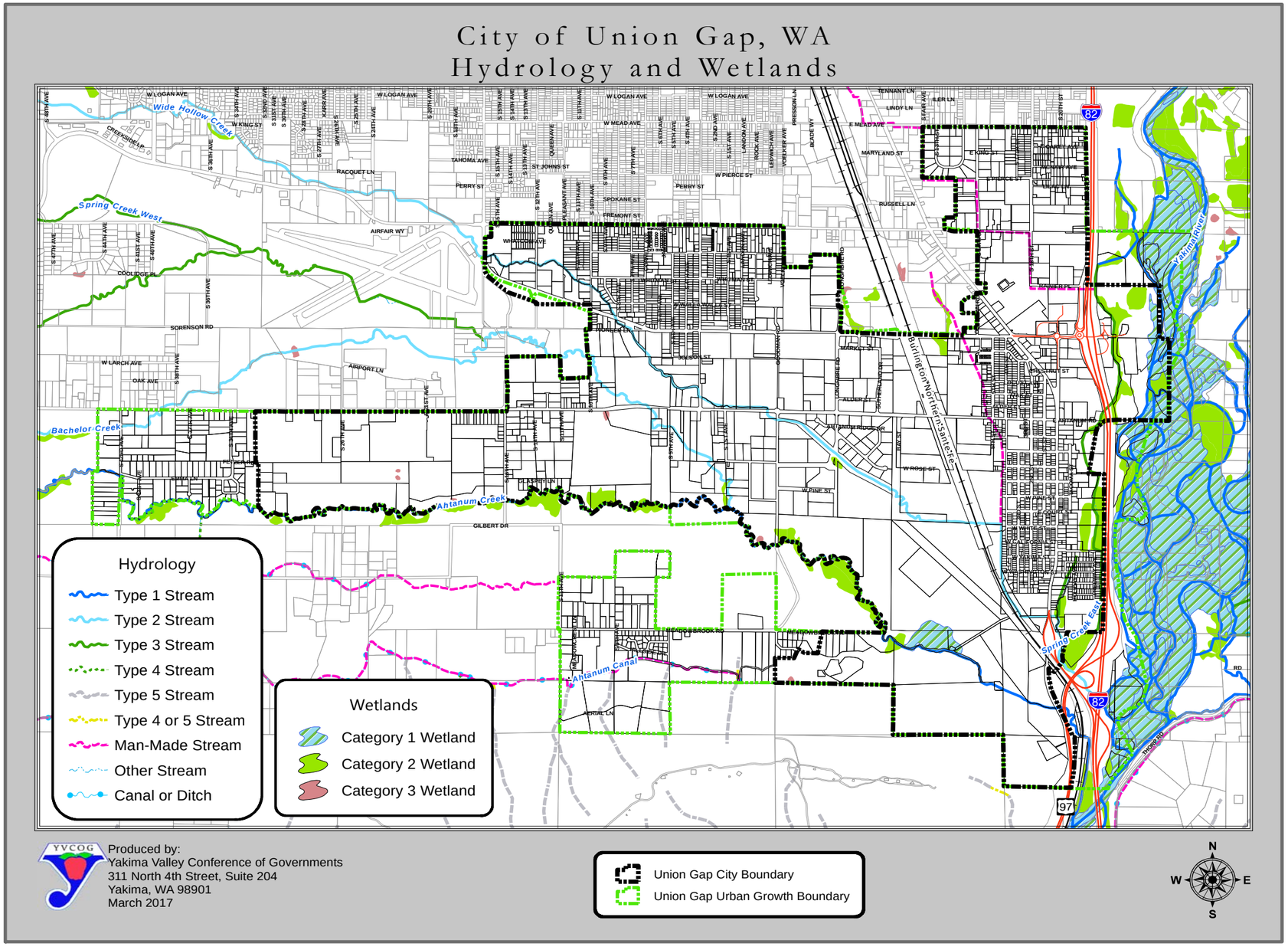


Figure 2. Major Soils Types, Union Gap UGA

Figure 3. Wetlands and Waterways, Union Gap UGA



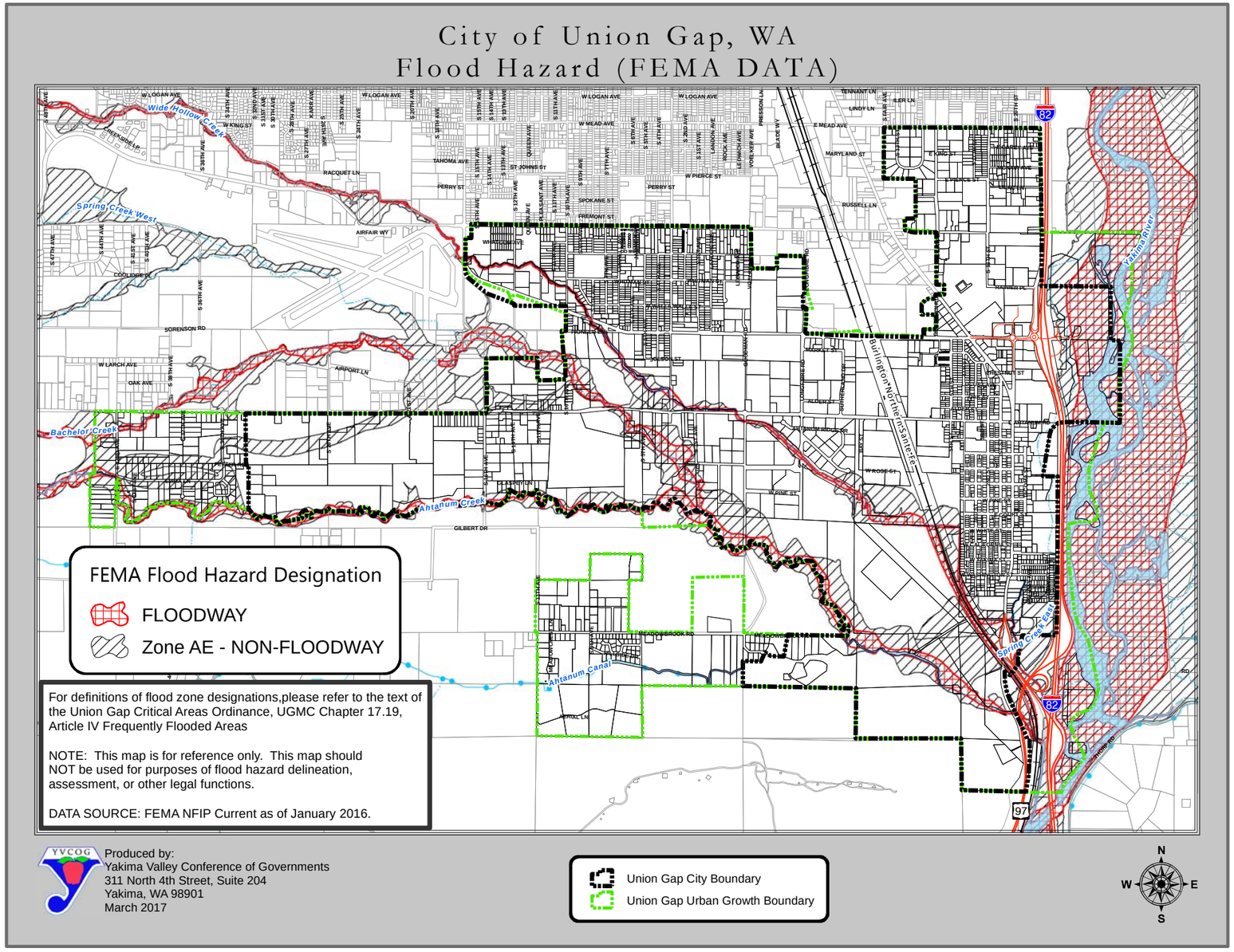
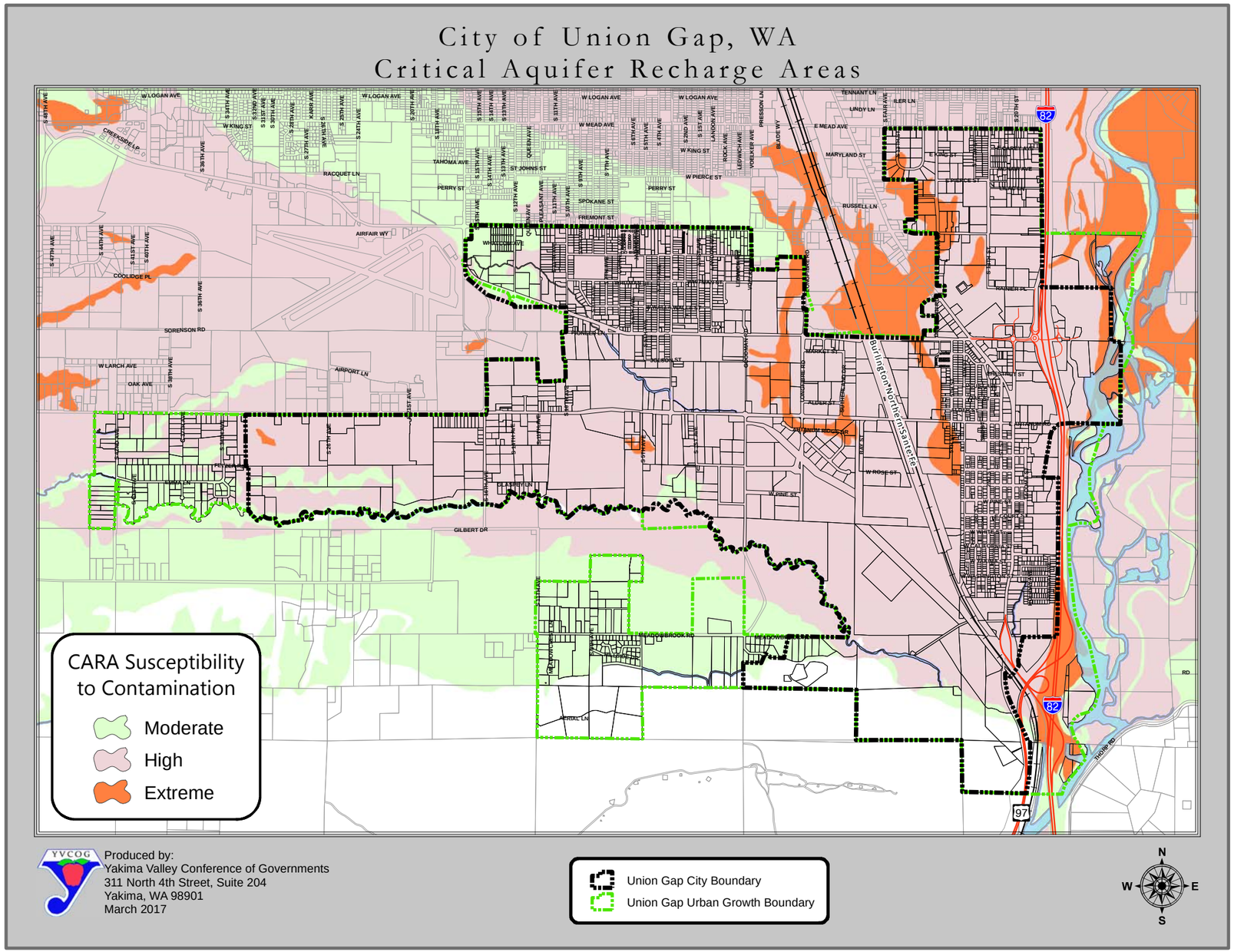


Figure 4. Flood Hazard Areas, Union Gap UGA

Figure 5. Critical Aquifer Recharge Areas, Union Gap UGA



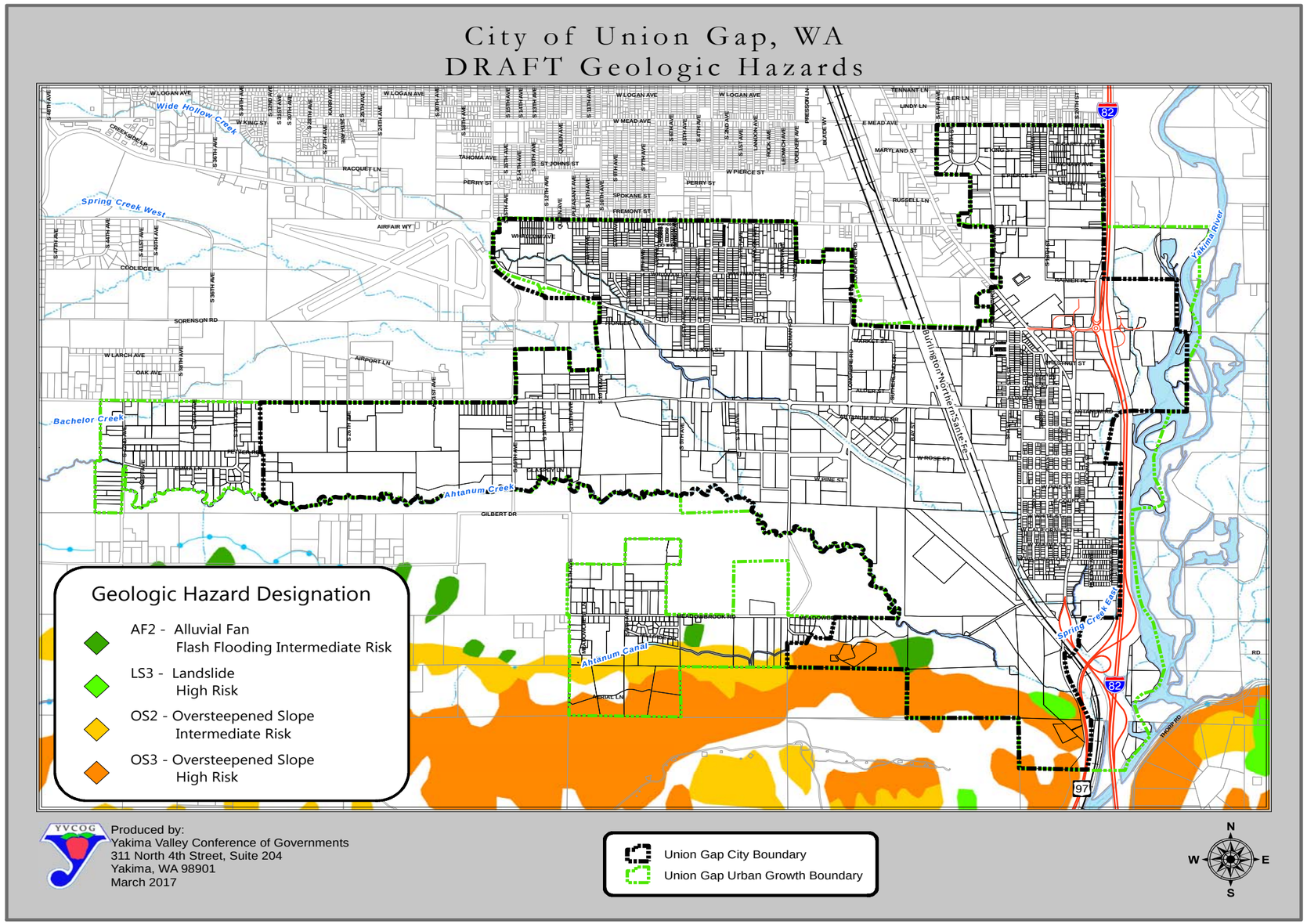


Figure 6. Geologically Hazardous Areas Union Gap UGA

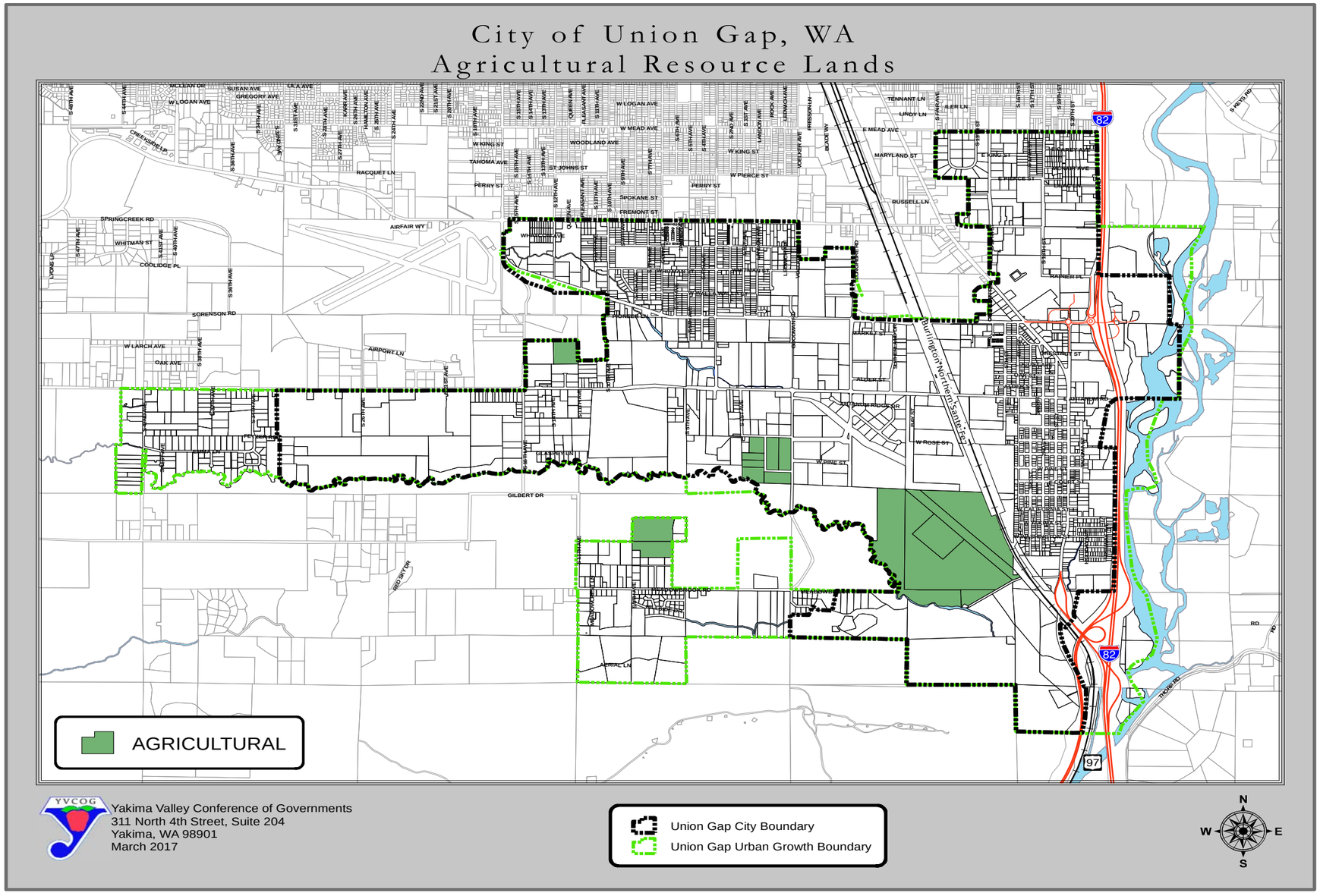


Figure 7. Agricultural Lands, Union Gap UGA

GOALS AND POLICIES

GOAL NS 1: Protect and enhance Union Gap's environmental quality, including surface water, wetlands, floodplain, groundwater, and wildlife habitat resources.

POLICIES:

Pol. NS 1.1 Use the best available science in a reasonable manner to develop policies and regulations to protect the functions and values of critical areas. (WAC 365-195-900)

Pol. NS 1.2 Ensure proposed subdivisions other development and associated infrastructure are designed at a density, level of coverage, and occupancy to preserve the structure, values and functions of the natural environment and to protect the public from hazards to health and safety.

Pol. NS 1.3 The density and lot size limits stipulated in other policies may be adjusted or exceeded to achieve critical area protection and restoration and to accomplish clustering and bonus provisions of the critical areas ordinance.

Pol. NS 1.4 Define and protect critical areas from adverse impacts by restricting inappropriate development.

Pol. NS 1.5 Implement a Mitigation Sequencing rule consistent with state guidelines. (WAC 197-11-768)

WATER QUALITY AND QUANTITY

GROUNDWATER AND CRITICAL AQUIFER RECHARGE AREAS (CARAS)

GOAL NS 2: Maintain and manage the quality of the regions groundwater resources in compliance with state water quality standards and in a state as near as possible to natural conditions.

POLICIES:

Pol. NS2.1 Identify and map important aquifers, critical aquifer recharge areas, and surface waters.

Pol. NS 2.2 Develop performance standards and regulate uses for activities which adversely impact water quantity and quality in aquifers, wetlands, watersheds and surface waters.

Pol. NS 2.3 Evaluate the potential impact of development proposals on groundwater quality, and
require alternative site designs to reduce contaminant loading where site conditions

indicate that the proposed action will measurably degrade the groundwater quality.

Pol. NS 2.4 Continue data collection and evaluation efforts to better understand the region's groundwater system and its vulnerability to contamination.

Pol. NS 2.5 Encourage the retention of natural open spaces in development proposals overlying areas highly susceptible for contaminating groundwater resources.

Pol. NS 2.6 Ensure that abandoned wells are closed properly.

Pol. NS 2.7 Ensure sufficient water quantity exists to support land use activities.

SURFACE WATER

GOAL NS 3: Enhance the quantity and quality of surface water.

POLICIES:

Pol. NS 3.1 Improve the water conservation through education and incentives.

Pol. NS 3.2 Protect water quality from the adverse impacts associated with erosion and sedimentation.

Pol. NS 3.3 Encourage the use of drainage, erosion and sediment control practices for all construction or development activities.

1. STORMWATER

GOAL NS 4: Prevent increased flooding from stormwater runoff.

POLICIES:

Pol. NS 4.1 Require on-site retention of stormwater.

Pol. NS 4.2 Preserve natural drainage courses.

Pol. NS 4.3 Minimize adverse stormwater impacts generated by the removal of vegetation and alteration of land forms.

Pol. NS 4.4 Improve water quality through improved stormwater management.

GOAL NS 5: Improve water quality through improved stormwater management.

POLICIES:

Pol. NS 5.1 Review the recommendations of the locally adopted stormwater management plan, and develop a realistic implementation schedule.

Pol. NS 5.2 Control stormwater in a manner that has positive or neutral impacts on the quality of both surface and groundwater, and does not sacrifice one for the other.

Pol. NS 5.3 Implement surface water management systems which protect natural features and drainage courses whenever possible.

2. FISH AND WILDLIFE HABITAT

GOAL NS 6: Provide for the maintenance and protection of habitat areas for fish and wildlife.

POLICIES:

Pol. NS 6.1 Encourage the protection of fish and wildlife habitat from a regional perspective to ensure that the best representation and distribution of habitats remains to protect the natural values and functions of those habitats. Fish and wildlife habitat protection considerations should include:

a. They physical and hydrological connections between different habitat types to prevent isolation of those habitats;
b. Diversity of habitat types both on a local and regional scale;
c. Large tracts of fish and wildlife habitat;
d. Areas of high species diversity;
e. Locally or regionally unique and rare habitats; and
f. Winter range and migratory bird habitat of seasonal importance.

Pol. NS 6.2 Direct development away from areas containing significant fish and wildlife habitat
areas.

Pol. NS 6.3 Coordinate fish and wildlife protection efforts with state and federal agencies and the
Yakama Nation to:

a. Avoid duplication of effort;
b. Ensure consistency in protecting fish and wildlife habitat which crosses political boundaries;
c. Facilitate information exchanges concerning development proposals which may impact fish and wildlife habitat; and
d. Take advantage of any available financial, technical, and protect review assistance.

Pol. NS 6.4 Protect the habitat of Washington State Listed Species of Concern and Priority Habitats and Species in order to maintain their population.

Pol. NS 6.5 Work with the resource agencies to prioritize habitats and provide appropriate measures to protect them according to their relative values.

GOAL ES 7: Conserve protect and enhance the functions and values of stream corridors to

provide for natural functions and protect hydrologic connections between features (WAC 173-26-221(2)(c)(iv)b)).

POLICIES:

Pol. NS 7.1 Development projects should not be authorized if they obstruct fish passage or result in a net loss or damage of fish and wildlife resources.

Pol. NS 7.2 Encourage and support the retention of natural open spaces or land uses that maintain hydrologic functions and are at a low risk to property damage from floodwaters within frequently flooded areas.

Pol. NS 7.3 Limit inappropriate development within hazardous areas of the stream corridor.

Pol. NS 7.4 Give special consideration to conservation and protection measures necessary to preserve or enhance anadromous fisheries.

Pol. NS 7.5 Maintain the City's rivers, creeks, and intermittent stream courses in their natural state whenever feasible.

Pol. NS 7.6 Develop land use controls that establish setbacks and vegetative buffers along all waterways and lakes to retain and enhance the natural vegetation and undisturbed soils for infiltration, maintenance of wildlife habitat, and retardation of runoff and erosion.

3. FREQUENTLY FLOODED AREAS

GOAL NS 8: Prevent the loss of life or property and minimize public and private costs associated with repairing or preventing flood damages from development in frequently flooded areas.

POLICIES:

Pol. NS 8.1 Support comprehensive flood control planning.

Pol. NS 8.2 Work through the Yakima County Flood Control Zone District to develop comprehensive flood management plans for the Yakima River, Ahtanum, Bachelor, and Wide Hollow Creeks.

Pol. ES 8.3 Direct new critical facility development away from areas subject to catastrophic, life-threatening flood hazards where the hazards cannot be mitigated.

Pol. NS 8.4 Where the effects of flood hazards can be mitigated; require appropriate standards for subdivisions, parcel reconfigurations, site developments and site design of structures.

Pol. NS 8.5 Prohibit construction of permanent structures in floodways due to risks associated

with deep and fast-flowing water. Limit development in the 100-year floodplain to that which is not harmed by flooding. Occupied levels of structures should be located at or above the 100-year flood level.

Pol. NS 8.6 Plan for and facilitate returning shoreline rivers to more natural hydrological conditions and recognize that seasonal flooding is an essential natural process.

Pol. NS 8.7 When evaluating alternative flood control measures on shoreline rivers consider the following:

a. Removal or relocation of structures in the FEMA 100-year floodplain;
b. Where feasible, give preference to nonstructural flood hazard reduction measures over structural measures; and
c. Structural flood hazard reduction measures should be consistent with applicable flood hazard management plans. (WAC 173-26-221(3)(b)).

WETLANDS

GOAL NS 9: Provide for long-term protection and no net loss of wetland functions and values.

POLICIES:

Pol. NS 9.1 Preserve, protect, manage, and regulate wetlands to promote public health, safety and general welfare by:

a. Conserving fish, wildlife, and other natural resources of the region;
b. Regulating property use and development to maintain the natural and economic benefits provided by wetlands consistent with the general welfare of the region;
c. Protecting private property rights consistent with the public interest; and
d. Requiring wetland buffers and building setbacks around regulated wetlands to preserve vital wetland functions and values.

Pol. NS 9.2 Adopt a clear definition of a regulated wetland and a method for delineating regulatory wetland boundaries.

Pol. NS 9.3 Classify regulated wetland areas to reflect their function, value and uniqueness.

Pol. NS 9.4 Develop a wetlands database.

Pol. NS 9.5 Manage and mitigate human activities or actions which would have probable adverse impacts on regulated wetlands or their buffers.

Pol. NS 9.6 Require mitigation for any regulated activity which alters regulated wetlands and their buffers. Develop ratios, performance standards, monitoring, and long-term protection (WAC 173-26-221(2)(c)(i)(F))

Pol. NS 24.7 When development occurs within the vicinity of a wetland or its buffer, the

following hierarchy shall be followed when establishing the appropriate course of action:

a. Avoid impacts to the wetland; or
b. Minimize impacts to the wetland and restore the impacted area; or
c. Recreate the wetland functions and value at a ratio, which provides increased functions, and values.

4. SLOPES

GOAL NS 10: Protect the public from personal injury, loss of life or property damage from geologic hazards.

POLICIES:

Pol. NS 10.1 Ensure that land use practices in geologically hazardous areas do not endanger lives, property, or resources.

Pol. NS 10.2 Development should be located within the most environmentally suitable and naturally stable portions of the site.

Pol. NS 10.3 Classify and designate areas within which development should be prohibited, conditioned, or otherwise controlled because of danger from geological hazards.

Pol. NS 10.4 Land use on steep slopes should be designed to prevent property damage and environmental degradation. As slope increases, development intensity, site coverage, and vegetation removal should decrease to mitigate problems of erosion, drainage, siltation, and landslides.

Pol. NS 10.5 Stormwater runoff from new development shall be routed to avoid gully erosion or landslides in ravines and steep hillsides.

SHORELINES

PURPOSE STATEMENT

The goals and policies of the Shoreline Master Program are directed towards land and water uses and their impact on the environment. As the population continues to increase, the pressures upon our shorelines will also increase. The goal of the Shoreline Master Program is to protect the shorelines of the state. These goals and policies apply exclusively to lands subject to the Union Gap Shoreline Master Program.

GOAL NS 11: Implement the general policy goals of the Shoreline Management Act as listed below (WAC 173-26-176(3)):

a. Utilize Shorelines for economically productive uses that are particularly dependent on Shoreline location or use.
b. Utilize Shorelines and the waters they encompass for public access and recreation.
c. Protect and restore the ecological functions of Shorelines.

d. Protect the public right of navigation and corollary uses of waters of the state.
e. Protect and restore buildings and sites having historic, cultural, and educational value.
f. Plan for public facilities and uses correlated with other shoreline uses.
g. Prevent and minimize flood damages.
h. Recognize and protect private property rights.
i. Preferentially accommodate single-family uses.
j. Coordinate shoreline management with other relevant local, state, and federal programs.

GOAL NS 12: Protection measures for local Shorelines should use the following Shoreline Management Act principles in order of preference as listed below (RCW 90.58.020):

1. Recognize and protect the state-wide interest over local interest;
2. Preserve the natural character of the shoreline;
3. Result in long term over short term benefit;
4. Protect the resource and ecology of the shoreline;
5. Increase public access to publicly owned areas of the shorelines;
6. Increase recreational opportunities for the public in the shoreline;
7. Provide for any other element as defined in RCW 90.58.100 deemed appropriate or necessary.

GOAL NS 13: Maintain, restore and where necessary improve the shoreline terrestrial and aquatic ecosystems so that they maintain viable, reproducing populations of plants and animals while providing the maximum public benefit of limited amounts of shoreline areas. Accomplish this through the policies in the required shoreline elements listed below.

SHORELINE ENVIRONMENTS

GOAL NS 14: Shorelines areas should be classified into specific environmental designations. The designation system should be based on the existing and future land use pattern as well as the biological and physical character of the shoreline. These environments should include the Urban, Rural, Conservancy, Urban Conservancy, Natural and Floodway / Channel Migration Zone (CMZ) environments. Land uses and activities should be limited to those that are consistent with the character of the environment designation.

URBAN ENVIRONMENT POLICIES:

Pol. NS 14.1 The Urban environment is to be used for the most intensely developed areas or areas where intensive development is desirable or tolerable. The basic principle in an Urban Environment is oriented toward quality of development in harmony with the shoreline. The Urban Environment should insure optimum utilization of shorelines occurring within urbanized areas by

providing for public access and by managing development so that it enhances and maintains the shorelines for a multiplicity of uses.

Pol. NS 14.2 The following criteria should be used for the designation of Urban Environments:

1. Areas presently supporting high intensity land use including residential, commercial, industrial, and recreational uses.
2. Areas which are planned to accommodate urban expansion of residential, commercial, industrial, and recreational uses.
3. High land values.
4. Major public or private capital investments.
5. Close proximity to services and utilities.
6. Few biophysical limitations to development.
7. Potentially low flood hazard.

Pol. NS 14.3 Water-oriented commercial, industrial, and recreation uses should be given high priority in the Urban Environment, and may be accompanied by non-water oriented uses in mixed-use developments. Residential uses should be discouraged. Recreational uses are preferred uses within the urban environments

RURAL ENVIRONMENT POLICIES:

Pol. NS 14.4 The Rural Environment should restrict intensive development along undeveloped shoreline areas that might interfere with the normal operations or economic viability of an agricultural activity located on adjacent associated shoreline areas. The Rural Environment maintains open spaces and provides opportunities for recreational uses compatible with agricultural activities.

Pol. NS 14.5 The following criteria should be used for the designation of Rural Environments:

1. Intensive agricultural or recreational uses.
2. Those areas with potential for agricultural use.
3. Those undeveloped natural areas that lie between agricultural areas.
4. Low-density residential development.
5. Moderate land values.
6. Potential low demand for services.

Pol. NS 14.6 Generally, allowed uses in the Rural environment should focus on resource and recreation uses. Commercial and industrial uses should be carefully limited. Residential uses should sustain shoreline functions.

CONSERVANCY ENVIRONMENT POLICIES:

Pol. NS 14.7 The Conservancy Environment classification should be used for areas where maintenance of the existing character of the area is desirable. This does not necessarily mean preservation, but rather a use of natural resources on a sustained

yield basis. Thus, the harvesting of timber as well as recreational activities are to be the primary uses permitted. Also, areas that are isolated from services, have poor drainage, high flood danger, poor ground for septic tanks, unstable earth, or steep slopes should be designated Conservancy.

Pol. NS 14.8 The following criteria should be used for the designation of Conservancy Environments:

1. Very low intensity land uses; primarily sustained-yield activities or pasture-range land.
2. Larger acreages.
3. Relatively low land values.
4. Relatively minor public or private capital investment.
5. Considerable biophysical limitations, making commercial, industrial, or medium to high-density residential development unsuitable.

Pol. NS 14.9 Generally, commercial and industrial uses should not be allowed in the Conservancy Environment, except when they are water oriented. Resource uses should be of low enough intensity to sustain shoreline functions with preference for non-permanent structures. Low-density residential development should sustain the character of the shoreline. Diffuse recreational uses are preferred use. Uses should avoid hazardous areas.

NATURAL ENVIRONMENT POLICIES:

Pol. NS 14.10 The Natural Environment should protect those shoreline areas which are considered unique by virtue of their existence and valuable only to the extent that the natural integrity is preserved for the benefit of future, as well as, present generations. Prime targets for classification into the Natural Environment will be certain shore lands owned or controlled by the various Federal and Tribal wildlife management agencies with limited access and certain private lands which are seen to be proper for Natural classification, and the owner of which will be interested in the promise of very low taxation.

Pol. NS 14.11 The following criteria should be used for the designation of Natural Environments:

1. The presence of a natural, historical, cultural, scientific, or educational feature considered valuable by virtue of its existence in a natural or original state and thereby warranting preservation for the benefit of present and future generations.
2. Those areas generally intolerant of intensive human use.
3. Areas with severe biophysical limitations.
4. Natural areas with strong limits on access.

Pol. NS 14.12 Generally, commercial, industrial, mining, non-water oriented recreation, roads, utilities, and parking areas should not be located in Natural Environment. Other uses, including residential, should be carefully limited in the Natural environment. Restrict activities that may degrade the actual or potential value of this environment, and severely restrict development in hazardous areas.

FLOODWAY/CHANNEL MIGRATION ZONE (CMZ) ENVIRONMENT POLICIES:

Pol. NS 14.13 The Floodway/Channel Migration Zone environment should protect the water areas; islands, associated overflow channels, and channel migration areas. This environment acknowledges the river's need to move within parts of its floodplain, and emphasizes the preservation of the natural hydraulic, geologic, and biological functions of shorelines that are constrained by severe biophysical limitations.

Pol. NS 14.14 A Floodway/Channel Migration Zone designation should be assigned to shoreline areas that are within mapped Channel Migration Zones and/or within a designated FEMA Floodway. The extent of the Floodway/Channel Migration Zone should never extend beyond the 100-year flood plain.

Pol. NS 14.15 Generally, commercial, industrial, mining, non-water oriented recreation, roads, utilities, parking areas, and residences should not be located in the Floodway/Channel Migration Zone Environment. Other uses (recreation, resource uses, etc.) should be carefully limited to protect shoreline functions. Restrict activities that may degrade the actual or potential value of this environment, and severely restrict development in hazardous areas. Modifications that harden or fix stream banks and channels should be discouraged.

URBAN CONSERVANCY ENVIRONMENT POLICIES:

Pol. NS 14.16 The Urban Conservancy environment should protect and restore ecological functions of open space, floodplain and other sensitive lands where they exist in urban and developed settings, while allowing a variety of compatible uses.

Pol. NS 14.17 The following criteria should be used for the designation of Urban Conservancy Environments:

1. Areas that lie in incorporated municipalities and urban growth areas.
2. Areas appropriate and planned for development that is compatible with maintaining or restoring of the ecological functions of the area.
3. Areas that are suitable for water-enjoyment uses.
4. Areas that are open space or floodplain, or that retain important ecological functions that should not be more intensively developed.

Pol. NS 14.18 Generally, allowed uses should focus on recreational uses. Commercial, industrial and residential uses should be carefully limited, and when allowed should result in restoration of ecological functions. Uses that preserve the natural character of the area or promote the preservation of open space, floodplain, or sensitive lands (either directly or over the long term) should be the primary allowed uses. Public access and public recreation objectives should be implemented whenever feasible and significant ecological impacts can be mitigated.

GENERAL SHORELINE POLICIES:

Critical Areas, Restoration, and Vegetation Conservation Policies:

Pol. NS 14.19 New development or new uses, including the subdivision of land, should not be established when it would be reasonably foreseeable that the development or use would require structural flood hazard reduction measures within the channel migration zone or floodway.

Pol. NS 14.20 Only allow new structural flood hazard reduction measures in shoreline jurisdiction when it can be demonstrated that they are necessary to protect existing development, that nonstructural measures are not feasible, that impacts on ecological functions and priority species and habitats can be successfully mitigated so as to assure no net loss, and that appropriate vegetation conservation actions are undertaken.

Pol. NS 14.21 Protect all shorelines of the state so that there is no net loss of ecological functions from both individual permitted development and individual exempt development.

Pol. NS 14.22 In development of the Shoreline Master Program evaluate and consider cumulative impacts of reasonably foreseeable future development on shoreline ecological functions and other shoreline functions to ensure no net loss of ecological function. Develop a means to allocate the burden of addressing cumulative effects.

Pol. NS 14.23 Provide, where feasible and desirable, restoration of degraded areas along shorelines of the state.

Pol. NS 14.2 Critical areas within shoreline jurisdiction should be protected with the critical area policies and standards protecting all critical areas, including those for CMZ's and Flood Control.

Pol. NS 14.24 Protect shoreline streams, lakes, ponds, and wetlands with a vegetative buffer as described in the Critical Areas Ordinance.

Pol. NS 14.25 For existing agriculture encourage through a variety of voluntary means the maintenance of a permanent vegetative buffer between tilled areas and associated water bodies to reduce bank erosion, retard surface runoff, reduce siltation, improve water quality and provide habitat for fish and wildlife. For new agriculture, buffer requirements should be applied.

Pol. NS 14.26 Natural vegetation within shoreline jurisdiction should be retained to the greatest extent feasible. This should be accomplished by applying the stream corridor and wetland buffer requirements. Activities covered by the State Forest Practices Act should not be subject to vegetation conservation standards, but should be subject to buffer requirements when under County or City jurisdiction. Require developers to indicate how they plan to preserve shore vegetation and control erosion.

Pol. NS 14.27 Selective pruning of trees for safety and view protection, and the removal of noxious weeds should be allowed.

Pol. NS 14.2 Upon completion of construction/maintenance projects on shorelines, disturbed areas should at a minimum be restored to pre-project configuration wherever possible, replanted with native species and provided maintenance care until the newly planted vegetation is established.

PUBLIC ACCESS POLICIES – PHYSICAL AND VISUAL:

Pol. NS 14.28 Protect navigation of waters of the state, the space needed for water-dependent uses, and views of the water through development standards.

Pol. NS 14.29 Transportation and parking plans within Shoreline jurisdiction shall include systems for public access, including pedestrian, bicycle, and public transportation where appropriate.

Pol. NS 14.30 To provide public access planning in conformance with WAC 173-26-221(4), utilize the following approach to provide public access to Shoreline areas:

1. Yakima County has a very high proportion of federal, state and other publicly owned or conservancy owned lands in Shoreline areas. These publicly owned Shoreline areas constitute a large portion of the total shoreline area. Emphasize the use of those public lands to provide public access.
2. Many of the above lands have improved sites and locations to promote physical access to shorelines. Rely on these agencies to develop new public access facilities as they deem appropriate.
3. Many of the above lands are open to unimproved public access, as well.
4. Many Shoreline areas are also along transportation corridors; which provide visual access to much of the shoreline area.
5. Due to the nature of shorelines, commercial water oriented uses, existing and new, tend to be highly related to water enjoyment uses and recreation.
6. Due to the nature of shorelines, recreational uses, existing and new, tend to be highly oriented toward the water, thereby providing access to shoreline areas.
7. Rely on the development of commercial water oriented uses and recreational uses to provide additional public access opportunities.
8. Development standards for dedicated and improved public access to the shoreline and visual quality should be required for public developments, with few exceptions. Public projects should provide public access, except where it is demonstrated to be infeasible due to reasons of safety, security, or impact to the shoreline environment. Private projects should provide public access in limited situations.

Pol. NS 14.31 Promote and enhance diversified types of public access to shorelines which may accommodate intensified use without significantly impacting fragile natural areas intolerant of human use and without infringing on rights of private ownership.

Pol. NS 14.32 Access to recreational areas should emphasize both a real and linear access (parking areas and trails or bicycle paths, for example) to prevent concentrations of use at a few points. Linkage of shoreline parks and public access points by means of linear access should be encouraged.

Pol. NS 14.33 Development standards should be established to assure preservation of unique, fragile, and scenic elements and to protect existing views from public property or large numbers of residences. Where aesthetic impacts are not avoidable, provide mitigation.

Pol. NS 14.34 Where there exists a conflict between public access or a water-dependent use, and the maintenance of an existing view from adjacent properties, the physical public access or water dependent use should have priority unless there is a compelling reason to the contrary.

Pol. NS 14.35 Proper design, location, and construction of road and railroad facilities should be exercised to provide to the degree practical, scenic corridors, rest areas, viewpoints, and other public oriented facilities in public shoreline areas.

Pol. NS 14.36 Wherever feasible, utility facilities should be placed underground.

Signs and Billboards

Pol. NS 14.2.37 Outdoor sign size, spacing and lighting should conform to the Scenic Vistas Act (RCW 47.42) and standards in the Zoning Ordinance.

5. ARCHAEOLOGICAL AND HISTORIC RESOURCES

POLICIES:

Pol. NS 14.38 Encourage the protection and restoration of areas and sites having historic, archaeological, cultural, educational, or scientific value. Wherever possible, sites should be permanently preserved for scientific study and public observation.

Pol. NS 14.39 Development along shorelines should include consultation with professional archaeologists, historians, and biologists to identify areas containing potentially valuable data, and to establish procedures for salvaging the data or maintaining the area in an undisturbed condition.

Pol. NS 14.40 Shoreline permits should contain special provisions which require developers to immediately stop work and notify local governments, the Office of Archeological and Historic Preservation, and affected tribes, if any possible archaeological or historic resources are uncovered during excavations.

Pol. NS 14.41 Development which would destroy archaeological or historical sites or data may be delayed for a reasonable time to allow the appropriate agency or organization to purchase the site or to recover the data.

WATER QUALITY, STORMWATER, AND POLLUTION:

POLICIES:

Pol. NS 14.42 Shoreline water quality should be protected as follows:

1. Rely on a stormwater program meeting state and federal stormwater control requirements where possible.
2. Use Critical Aquifer Recharge Area protection measures in the Critical Areas Ordinance;
3. Control drainage and surface runoff from all non-agricultural facilities requiring large quantities of fertilizers and pesticides (such as golf courses and play fields) to prevent contamination of water areas.
4. All developments shall comply with health regulations, when applicable.
5. Handle and dispose of pesticides in accordance with provisions of the Washington Pesticide Application Act (RCW 17.21) and the Washington Pesticide Act (RCW 14.47);
6. Proper design, location, and construction of all facilities should be exercised to prevent the entry of pollutants or waste materials into the water body.
7. When earthen materials are moved within shoreline areas, measures to adequately protect water quality should be provided.
8. Water quality protection measures should not impact recreation opportunities.

Pol. NS 14.43 Agricultural erosion control measures should conform to rules and standards established by the Conservation Districts of Yakima County.

Pol. NS 14.44 In planning for marina location and design, special water quality considerations should be given to:

1. Fuel handling and storage facilities to minimize accidental spillage.
2. Proper water depth and flushing action for any area considered for overnight or long-term moorage facilities.
3. Adequate facilities to properly handle wastes from holding tanks.

Pol. NS 14.45 Prohibit sanitary landfills along shoreline areas. Otherwise the disposal of all solid wastes should proceed in accordance with applicable Solid Waste Management Plans.

SHORELINE USE POLICIES:

General Use Policies:

Pol. NS 14.46 Establish a system of shoreline uses that:

1. Gives preference to uses with minimal impacts and that are dependent on the proximity to the water.
2. Protects the public's health, safety, and welfare; ecological functions; and property rights.
3. Establishes conditional uses to provide extra protection for the shoreline.

Pol. NS 14.47 Assure that new shoreline development is consistent with a viable pattern of use suitable to the character and physical limitations of the land and water.

Pol. NS 14.48 Encourage sound management of renewable and nonrenewable natural resources.

Recreation

Pol. NS 14.49 Assure the preservation and expansion of diverse, convenient recreational opportunities along the public shorelines for public use, consistent with the capacity of the land to accommodate such activity. Accomplish this by ensuring that shoreline recreational development is given priority and is primarily related to access, enjoyment, and use of the water and Shorelines of the State.

Pol. NS 14.50 Where the uses designated for a specific recreational area are planned to satisfy a diversity of demands, these uses must be compatible with each other and the environment of the area.

Pol. NS 14.51 Where feasible and desirable, encourage the use of public lands for recreational facilities as a more economical alternative to new acquisitions by local agencies.

Pol. NS 14.52 Locate, design, construct and operate recreational facilities to prevent undue adverse impacts on natural resources of an area and on adjacent or nearby private properties.

Transportation and Parking

Pol. NS 14.53 Encourage a transportation network capable of delivering people, goods, and services, and resulting in minimal disruption of the shorelines' natural system.

Pol. NS 14.54 When it is necessary to locate major highways, freeways and railways along stream drainages or lake shores, such facilities should be sufficiently set back so that a useable shoreline area remains. Care should also be taken to ensure that a minimum land area is consumed.

Pol. NS 14.55 To avoid wasteful use of the limited supply of shore land, locate access roads and parking areas upland, away from the shoreline whenever such options are available. Access to the water should be provided by pathways or other methods. Parking facilities in shorelines are not a preferred use and should be allowed only as necessary to support an authorized use.

Pol. NS 14.56 Proper design, location, and construction of road and railroad facilities should be exercised to:

1. Minimize erosion and permit the natural movement of water.
2. Use existing topography to maximum advantage and preserve natural conditions to the greatest practical extent.

Pol. NS 14.57 Extensive loops or spurs of old highways with high aesthetic quality or bicycle route potential should be kept in service as pleasure bypass routes.

Agriculture

Pol. NS 14.58 Allow lawfully established agricultural activities occurring on agricultural lands to continue as they historically have. New agricultural activities on land not currently used for agriculture, conversion of agricultural lands to other uses, and other development on agricultural land that does not meet the definition of agricultural activities (including any agricultural development not specifically exempted by the provisions of RCW 90.58.030(3)(e)(iv)) should meet shoreline requirements.

Pol. NS 14.59 Encourage animal feedlot operations to locate away from shorelines.

Aquaculture

Pol. NS 14.60 Consider aquaculture a preferred shoreline use when consistent with the control of pollution and prevention of damage to the environment.

Pol. NS 14.61 Ensure that aquacultural uses do not conflict with other water-dependent uses or navigation, spread disease, establish non-native species that cause significant ecological impact, or significantly impact the aesthetic qualities of the shoreline. Protect spawning areas designated by the Department of Fish and Wildlife from conflicting uses.

Boating Facilities and Marinas

Pol. NS 14.62 Ensure that boating facilities are located only at sites with suitable environmental conditions, shoreline configuration, access, and neighboring uses. All marinas should be developed and operated in accordance with all state and local requirements.

Pol. NS 14.63 In planning for marina location and design, special consideration should be given to necessary facilities such as adequate access, parking, and restroom facilities for the public. Such facilities should be located away from the immediate water's edge.

Forest Practices

Pol. NS 14.64 Shoreline areas having well-known scenic qualities (such as those providing a diversity of views, unique landscape contrasts, or landscape panoramas) should be maintained as scenic views in timber harvesting areas. Timber harvesting practices, including road construction and debris removal, should be closely regulated so that the quality of the view and viewpoints along shorelines of statewide significance in the region are not degraded.

Pol. NS 14.65 Forest management shall proceed in accordance with regulations established by

the Washington State Forest Practices Act, including coordination concerning forest practice conversions and other Class IV-forest practices where there is a likelihood of conversion to non-forest uses.

Pol. NS 14.66 Ensure that timber harvesting on shorelines of statewide significance does not exceed the limitations established in RCW 90.058.150 (regarding selective harvest requirements), except as provided in cases where selective logging is rendered ecologically detrimental or is inadequate for preparation of land for other uses.

Mining

Pol. NS 14.67 Remove sand, gravel, and minerals from only the least sensitive shoreline areas. Due to the risk of avulsion and mine pit capture by the river, mining within the stream channel and channel migration zone should not be allowed. In special cases where it is allowed, it should be a conditional use. Restoration or enhancement of ecological function is encouraged.

Pol. NS 14.68 Require land reclamation plans of any mining venture proposed within a shoreline. Mining reclamation shall be done in conformance with the Washington State Surface Mining Act (RCW 78.44).

Pol. NS 14.69 Ensure that mining and associated activities are designed and conducted consistent with the applicable environment designation and the applicable critical areas ordinance.

Pol. NS 14.70 Ensure that proposed subsequent use of mined property and the reclamation of disturbed shoreline areas is consistent with the applicable environment designation and that appropriate ecological functions are provided consistent with the setting.

Residential Development

Pol. NS 14.71 Design subdivisions at a density, level of site coverage, and occupancy compatible with the physical capabilities of the shoreline and water, and locate them to prevent the need for new shore stabilization or flood hazard reduction measures.

Pol. NS 14.72 Restrict subdivisions in areas subject to flooding.

Pol. NS 14.73 Encourage cluster development wherever feasible to maximize use of the shorelines by residents, maximize both on-site and off-site aesthetic appeal, and minimize disruption of the natural shorelines.

Commercial Development

Pol. NS 14.74 Limit commercial development to those activities that are particularly dependent upon a shoreline location. Other commercial uses should be encouraged to locate upland. Give first preference to water-dependent commercial uses over non-water-

dependent commercial uses; and give second preference to water-related and water-enjoyment commercial uses over non-water-oriented commercial uses. Allow non-water-oriented commercial uses in limited situations.

Utilities

Pol. NS 14.75 New utility production and processing facilities, such as power plants and sewage treatment plants, or parts of those facilities that are non-water-oriented should not be allowed in shoreline areas unless it can be demonstrated that no other feasible option is available. Expansion, updating, and maintenance of existing facilities is allowed but should be designed to minimize the impacts as much as possible.

Pol. NS 14.76 Wherever possible, transmission facilities for the conveyance of services, such as power lines, cables, and pipelines, should be located outside of the shoreline area. If location within the shoreline cannot be prevented, confine utilities in a single corridor or within an existing right-of-way.

Pol. NS 14.77 Locate new sewage treatment, water reclamation, and power plants where they do not interfere with and are compatible with recreational, residential or other public uses of water and shore lands. New waste treatment ponds for industrial waste should be located upland when feasible.

Industry

Pol. NS 14.78 Allocate sufficient quantities of suitable land for water related industry. Give preference to water-dependent industrial uses over non-water-dependent industrial uses; and second, give preference to water-related industrial uses over non-water-oriented industrial uses. Allow non-water-oriented industrial development in limited situations.

Pol. NS 14.79 Discourage industries which have proven to be environmentally hazardous from locating along the shorelines.

In-stream Structural Uses

Pol. NS 14.80 The location and planning of in-stream structures should give due consideration to the full range of public interests, watershed functions and processes, and environmental concerns, with special emphasis on protecting and restoring priority habitats and species.

Pol. NS 14.81 All in-stream structures should provide for the protection and preservation of ecosystem-wide processes, ecological functions, and cultural resources, including, but not limited to, fish and fish passage, wildlife and water resources, shoreline critical areas, hydro geological processes, and natural scenic vistas.

SHORELINE MODIFICATION POLICIES:

General Shoreline Modification Policies:

Pol. NS 14.82 Allow shoreline modifications only where they are shown to be necessary to support or protect an allowed primary structure or a legally existing shoreline use that is in danger of loss or substantial damage, or they are necessary for mitigation or enhancement work.

Pol. NS 14.83 Limit shoreline modifications to the minimum necessary to accomplish the objective, while still protecting ecological functions. Give preference to shoreline modifications that have a lesser impact on ecological functions.

Shore Stabilization

Pol. NS 14.84 New structural stabilization measures should only be allowed for the following instances, and then only when meeting specific criteria:

1. When necessary to protect an existing primary structures;
2. In support of new and existing development;
3. To protect projects for the restoration of ecological functions or hazardous substance remediation projects.

Pol. NS 14.85 Avoid flood protection and stabilization measures which result in or tend toward channelization of streams such as, hardening of stream banks, or fixing channel locations.

Pol. NS 14.86 All shore stabilization activities must be designed and constructed to accepted engineering standards.

Landfill

Pol. NS 14.87 Allow normal and reasonable land grading and filling where necessary to develop a land area for a permitted use. There should be no substantial changes made in the natural drainage patterns and no reduction of flood water storage capacity that might endanger other areas. Allow fill within the ordinary high water mark only when necessary to support water dependent uses, public access, transportation facilities, mitigation, restoration, enhancement, and certain special situations listed in WAC 173-26-231(3)(c).

Pol. NS 14.88 In evaluating fill projects, such factors as total water surface reduction, navigation restriction, impediment to water flow and circulation, impediment to irrigation systems, reduction of water quality, and destruction of fish and wildlife habitat should be examined.

Pol. NS 14.89 Locate and design shoreline fills or cuts to avoid creating a hazard to adjacent life, property, and natural resources systems, and to provide all perimeters of fills with vegetation, retaining walls, or other mechanisms for erosion prevention.

Dredging

Pol. NS 14.90 Dredging should only be permitted for maintaining existing navigation uses, not for obtaining fill material or mining.

Pol. NS 14.91 Permit deposit of spoils in water areas only to improve habitat or when the alternative is more detrimental than depositing in water areas.

Piers and Docks

Pol. NS 14.92 Piers and docks should only be allowed for water dependent uses and public access, except that water enjoyment and water related uses may sometimes be included as part of a mixed use development. New piers and docks must have a specific need and must be the minimum size necessary. Encourage the cooperative use of shared docks.