



The City Of Zillah

THE HEART OF WINE COUNTRY

City of Zillah Planning & Community Development Staff Report

REVISED STAFF REPORT - Comprehensive Plan Update 2017-2040

DATE: June 1, 2017

TO: City of Zillah Planning Commission

FROM: Ardele Steele, AICP, CFM
Planning & Community Dev. Dir

SUBJECT: 2017 City of Zillah Comprehensive Plan Update

The Growth Management Act requires City of Zillah to review and update, if necessary, its Comprehensive Plan and associated development regulations by June 30, 2017.

NOTICE: Notices of the Planning Commission public hearings were published in the official City newspaper, Review Independent, on April 27, 2017, via electronic notification to interested parties via SEPA Register and the City of Zillah Comprehensive Plan website <http://www.cityofzillah.us/CompPlan.html>

SEPA:

- Draft Environmental Impact Statement for the Zillah Comprehensive Plan issued Aug, 1996
- Final Supplemental Environmental Impact Statement for City of Zillah Comprehensive Plan issued November, 1996
- SEPA DNS issued November, 2006 for 2007 Zillah Comprehensive Plan Update
- A Determination of Non-Significance was issued for this non-project action on May 12, 2017 for 2017 Zillah Comprehensive Plan Update.

RECOMMENDATION

Planning staff recommends approval of the updated Comprehensive Plan and amendments to development regulations as proposed subject to any corrections from the Department of Commerce. Further, staff finds the proposed updates to the Comprehensive Plan and development regulations effectively address requirements set forth in the Growth Management Act (GMA) and the County-wide Planning Policies.

TIMING/SCHEDULE OF PROPOSAL

- Public Participation Plan & Scope of Work Workshop- Nov. 2014 - June 2015
- Public Participation Plan & Scope of Work Public Hearing-Planning Commission: July 21st & Aug. 4th, 2015

- Council: Aug. 17, 2015 followed by Adoption
- Workshops on each element- Nov. 2014- April 2017
- Notice of Intent to Adopt send to Dept. of Commerce April 19, 2017
- Planning Commission- Public Hearings set for May 16th and June 6th, 2017
- Zillah City Council- Closed Record Hearing and Adoption on June 19th, 2017

PUBLIC OUTREACH/PARTICIPATION

Public participation is an essential component for updating the Comprehensive Plan. This is an opportunity to inform and educate residents, as well as other stakeholders about the update process and solicit feedback on planning issues. The City of Zillah established a Public Participation Plan early in the process to advise the public about how outreach would be achieved from November 2015 to June 2017. The City established the following goals through its outreach plan.

ACTION GOALS

- Explain to community members how officials and staff will receive, review and process comprehensive plan input from citizens and other stakeholders.
- Inform the community of the Growth Management Act and City of Zillah comprehensive plan update efforts.
- Identify community ideas, issues, and concerns early in the comprehensive plan update process.
- Ensure elected officials, appointed officials, and City staff understand community concerns.

OUTCOME GOALS

- Engage community of the ownership of local growth management challenges and solutions.
- Encourage public support and trust between community and government officials and staff.
- Planning coordination and consistency with Yakima County and nearby jurisdictions.
- Decrease likelihood of hearings board challenges.

The City of Zillah has worked toward these goals through various methods as identified in the Public Participation Plan. The City of Zillah has invested numerous hours preparing for and participating in outreach through public meetings, stakeholder meetings, and on-going work study sessions that are open to the public.

HIGHLIGHTS OF THE PUBLIC PARTICIPATION AND OUTREACH PROGRAM

The City of Zillah created a new web link dedicated to the Comprehensive Plan update. The webpage provides an opportunity for the public to stay current with emerging issues as well as providing comments.

STUDY SESSIONS

Staff began regular bi weekly work study sessions with the Zillah Planning Commissioners in August 2015. These meetings are open to the public. Key topics of study sessions include but are not limited to:

- a) Principles for the Plan update
- b) Scope of update
- c) Public Participation Plan
- d) Progress and timeline updates
- e) Coordination with Yakima County on Urban Growth Area Boundaries
- f) Review of draft documents
- g) Review of proposed future land use map reclassification

STAKEHOLDER MEETINGS/OUTREACH

Staff convened various meetings or outreach with stakeholder groups to describe and gain input on the plan update. The groups include, but are not limited to:

- ❖ Citizen Advisory Committees (Staff presented at regular advisory committee meetings as needed)
- ❖ Service providers (Examples: schools, fire protection, water, and sewer providers)
- ❖ Interested citizens (individual or group meetings as requested)

City of Zillah also convened a Comprehensive Plan “Internal Review Team”, consisting of both City Departments and external agency partners, to assist with the goal and policy review. Internal Review Team members reached out directly to their stakeholders for input on updated goals and policies.

PUBLIC MEETINGS- PLANNING COMMISSION

City of Zillah conducted a series of public workshops & study sessions through the process to provide background information on the general update process as well as specific topics. Comments sheets were also available for participants to provide feedback/opinions on the topics.

STUDY SESSIONS

Planning Commission work study sessions were scheduled as needed for information sharing early in the update process. Regularly scheduled sessions began in September 2015 to introduce and discuss the preliminary draft Plan. Sessions have been on-going to review draft documents, the preferred land use alternative, map reclassification within the UGA requests, and population projects. Final work studies and deliberations will occur during May/June 2017 in order to finalize the Planning Commission recommended Plan and development regulations.

UPDATING THE COMPREHENSIVE PLAN- GMA PERIODIC UPDATE REQUIREMENTS

The GMA requires City of Zillah to review and update, if necessary, its Comprehensive Plan and associated development regulations by June 30, 2017. City of Zillah convened staff from various City departments into an Internal Review Team to complete this review. The review focused on consistency with:

- Growth Management Act legislative and rules updates;
- Growth Management Hearing Board decisions;

- Associated court decisions, and;
- Yakima County and the Countywide Planning Policies (CPPs).

In completing this review, City of Zillah relied upon the Washington State Department of Commerce's Periodic Update checklist. As a result of the review, the proposed changes address:

- New or revised goals, policies and strategies;
- New or revised background information;
- New or revised regulatory language;
- New Elements- Economic Development & Parks and Recreation and
- Revised Comprehensive Plan and Future Land Use Map.

While some of these revisions are minor, others may be considered major policy issues. A list and summary of major policy issues follows.

COMPREHENSIVE PLAN

The City of Zillah Comprehensive Plan was originally adopted in 1997. Since that time, various updates have occurred to the Plan, including a recent 2012 update to address the General Sewer Plan and Capital Facilities Plan.

While the City is only obligated to update its policies if necessary to meet GMA provisions, the periodic update process provided an opportunity to review existing goals and policies, delete those that have been accomplished or are no longer relevant, and focus on action-oriented goals and policies.

MAJOR POLICY ISSUES

A review of the Comprehensive Plan identified a number of policy topics or map items that need to be modified to be consistent with GMA, the Yakima County CPPs, or Growth Management Hearing Board decisions. For example, the land Use element was updated for a hearings board decision that created the "partially vacant" land category. Additional adjustments are proposed to reflect variations in population or employment capacity since the prior update. Through this process, the following topics/issues emerge as major policy issues:

- Urban Growth Area (UGA)
- Growth Management Hearing Board decisions
- Reasonable Measures
- Consolidation/removal of existing zone designations

The proposed action is the adoption of updates to the City of Zillah Comprehensive Plan. The City's Comprehensive Plan was originally adopted in 1997. The last major update was in 2007 with partial updates in 2008 and 2012. The 2017 update is intended to achieve consistency with adopted state legislation as well as to recognize local changes. Goals and policies were evaluated to ensure that they contain GMA-required information and are consistent with one another and other local planning and regulatory documents. Goals and policies were thoroughly reviewed for redundancy, obsolete policies, and invaluable regulatory language through the update process. The City's Comprehensive Plan is designed to minimize environmental impacts to the natural and built environment that could result from

future growth and development. For example, environmental goals and policies are focused on protection of the natural environment.

Land use goals promote the overall quality of life, emphasize community character and promote land use compatibility, among other goals. In the 2017 Comprehensive Plan update, amended goals and policies continue to focus on measures that eliminate or minimize the potential impacts of growth on the natural and built environments. The City has reviewed and updated all Comprehensive Plan Elements, including Land Use, Natural Systems, Housing, Capital Facilities, Transportation, Utilities. Two new Elements were added: Economic Development and Parks & Recreation. The Proposal includes the following updates to the existing Comprehensive Plan: The Introduction includes a discussion of why a comprehensive plan is needed and the functions of a comprehensive plan and a discussion of the how and when the Plan is implemented and amended, and policies that will guide that amendment. The Land Use Element includes goals and policies that direct the general pattern of growth and development in the City.

Specific topics include: land use pattern, community character, and compatibility with the natural environment. A key part of the Land Use Element is the Comprehensive Plan Land Use Map, which indicates the proposed future land uses for the City. The Land Use Element recognizes a 2040 housing target of 654 additional units for the City based on the housing target allocation from the Yakima County. The City currently has the land capacity in its vacant and redevelopable land to meet this target.

The Natural Systems Element includes goals and policies that address key environmental features within Zillah including sensitive areas (such as wetlands, streams, and critical areas) and other environmental resources. Specific topics addressed in the Natural Systems Element includes: Protecting the natural environment and city shoreline through zoning and land use decisions. Improving water quality by protecting and monitoring water from natural sources and through effective storm water management.

The Housing Element includes goals and policies regarding the City's role assuring adequate housing for the members of the community. This Element has been updated to reflect changes to the City's housing stock, ownership rates, household size and type, age distribution and housing values. The Housing Element includes policies addressing affordability and meeting diverse housing needs.

The New Economic Development Element updates currently adopted goals and policies to contribute to a strong tax base, employment opportunities, and availability of goods and services to residents and businesses.

The New Parks and Recreation Element focus on public physical activity parks system and pedestrian trails (sidewalk connections). This chapter provides an overview of existing open space resources in Zillah and surrounding the community, and compares our existing resources to national guidelines. The goals and policies for this chapter support the City's commitment to addressing the needs of all populations and creating and maintaining effective partnerships that improve security, public safety and provide for quality of life.

The Capital Facilities Element includes an inventory of current capital facilities owned by the City of Zillah and other public entities and forecasts the future needs for such capital facilities. A major issue

addressed in this Element is the implementation of the concurrency requirement of the Growth Management Act where adequate public facilities must be in place concurrent with the impacts of new development.

The Utilities Element analyzes the utilities available to Zillah residents including water, sewer, electricity, natural gas, telecommunications, and solid waste management. These analyses review the current and future levels of service. The future needs analysis also identifies that the physical impacts associated with installation of new utilities should be minimized to ensure compatibility with their surroundings.

The Transportation Element includes goals and policies that are intended to ensure that transportation is managed effectively by increasing use of non-motorized travel, such as bicycling and walking and increasing the use of travel demand mitigation efforts. Transportation Policies include those specifically about: Supporting expansion of intermodal connections and an adaptive multi-modal transportation system. Advocating for transit service that meets the community's needs.

PROPOSED CHANGES TO UGA BOUNDARIES

After review of the Urban Growth area the city submitted a proposal to leave the boundaries the same however to re-zone of several areas within the boundaries. The Policies in the existing Comprehensive Plan directed that certain areas be reviewed during the current update cycle, primarily due to significant City expansion over the past 10 years. Yakima County and City Staff reviewed the data and took into account the 2008 Growth Hearings Board Decision ***(City of Zillah v. Yakima County, EWGMHB Case No. 08-1-0001)*** which created “the practically vacant land category” stating that the record needed to show whether the County’s analysis adequately reflected the developable status of vacant lands within the existing UGA base.

REMOVAL AND CONSOLIDATION OF EXISTING ZONES

The proposed future land map reflects several changes to unincorporated land, including the rezone of areas, and consolidation of others.

WHAT PROMPTED THE CHANGES?

The effectiveness of various zones implemented during prior Comprehensive Plan updates varies. The periodic update process provides an opportunity to adjust, remove or add zones as needed. Since the last update the changes that were occurring are a reflection of the existing uses on the land and the intensified use of those lands.

DEVELOPMENT REGULATION AMENDMENTS

A review of the Critical Areas Ordinance was performed however city staff is not recommending any changes. No other development regulation updates have been proposed as a function of this update.