



City of Yakima Comprehensive Plan Update  
**Suggested Land Use Changes  
& Considerations**

Planning Commission Meeting • July 27, 2016



*We are Yakima*  
comprehensive plan 2040

# Agenda/Overview

1. Proposed land use designation changes and map updates (MAKERS)
2. Private land use map change requests (STAFF)

Reviewing private requests per current/proposed policies = Good exercise

## Proposed changes

- Provide better guidance on whether proposals are appropriate
- Updates to recognize updated conditions, goals, trends + public input

# A. Combine & Rename the following designations

## Yakima Future Land Use



## A. Combine & Rename the following designations

### Yakima Future Land Use



## Why?

- Current designations nearly mirror zoning – which creates need for frequent plan amendments
- Consolidation allows greater flexibility along with opportunity to refine designation purpose & implementing zoning direction
- Update names to place greater emphasis on mixed-use

# A. Adopt updated land use designation table (description and purpose of each designation)



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## LAND USE DESIGNATIONS

**Draft** | July 1, 2016

This table is recommended as a key element to link the land use designations with implementing zoning. The allowed uses and densities noted herein are intended as a summary of key provisions to guide implementing zoning codes.

Land Use Designation	Implementing Zoning Designation
<p><b>Low Density Residential</b></p> <p><u>Purpose:</u> designation provides for low density residential development in established low density residential communities and in other parts of the City that are inappropriate for more intensive urban development due to topography or other land suitability challenges and/or the desire to create a lower intensity transitional area between the city and the surrounding unincorporated rural pasture, foothills, and agricultural land.</p> <p><u>Principle uses &amp; density:</u> Single-family detached dwellings are the predominant dwelling type. Other dwelling types will be allowed under certain circumstances, such as accessory dwellings and cottage housing. The permitted base maximum density is up to four gross dwelling unit per acre. <u>Density bonuses allowing up to six gross dwelling units may be allowed on large sites subject to conformance with traditional neighborhood design concepts.</u></p>	SR, R-1
<p><b>Mixed Residential</b></p> <p><u>Purpose:</u> This designation provides for areas with a mixture of housing types. It is intended for areas now characterized by a mixture of housing types and/or appropriate for a mixture of housing types due to close proximity to commercial services, transit access, and/or employment opportunities. This designation is for areas...</p>	R-2, R-3

**Comment [b1]:** See preliminary zoning descriptions and concepts

**Comment [b2]:** This is intended to ID the primary uses – but not everything. For example –schools, parks and other public facilities will be allowed to some extent in nearly most zones.

**Comment [b3]:** R-1 now allows 6k sf lots = 7.26/acre net = about 5 units/acre gross. But lots as small as 4k sf are allowed with common wall/zero lot line – which equates to 10 du/acre net and 6-7 units/acre gross.

**Comment [b4]:** New proposal to encourage traditional neighborhood design concepts

# A. Adopt updated land use designation table (description and purpose of each designation)

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<p><b>Neighborhood Mixed-Use</b></p> <p><b>Purpose:</b> This designation is intended to allow for a mixture of neighborhood scaled retail, commercial service, office, and residential uses depending on the area's context. This includes neighborhood center areas, sites along key arterials, and transitional areas between residential areas and downtown or other mixed-use centers.</p>	B-1 B-2 SCC HB R-3

**Comments:**

- Comment [b1]:** See preliminary zoning descriptions and concepts
- Comment [b2]:** This is intended to ID the primary uses – but not everything. For example – schools, parks and other public facilities will be allowed to some extent in nearly most zones.
- Comment [b3]:** R-1 now allows 6k sq lots = 7.26/acre net = about 5 units/acre gross. But lots as small as 4k are allowed with common wall/zero lot line – which equates to 10 du/acre net and 6-7 units/acre gross.
- Comment [b4]:** New proposal to encourage traditional neighborhood design concepts (narrow streets, sidewalks with planting strips, porches and covered entries, deemphasized garages, some alleys, small blocks, and integration of neighborhood open space)
- Comment [b5]:** Again – very notable suggestions. Concept makes conformance with design standards optional – and opens up greater density potential. More details on applicable types of standards to follow in policies.

## Why?

- Provide greater clarity on the purpose of each designation
- Include locational criteria – which will be critical in evaluating future land use designation changes
- ID implementing zone(s)
- Provide direction on principle uses and density (enough information to provide guidance, but not too much that limit flexibility)

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## Low Density Res.

- For established low density res. areas; and
- Other areas less suitable for higher density res. development
- ID base max density of 4 gross du/acre (now about 5)
- Allow density bonus up to 6 gross du/acre

## Implementing zones:

SR & R-1 zones

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## Mixed Residential

- Allow for a greater mixture of housing types
- For established now containing mix of housing types; and
- Other areas appropriate for mixture of housing types
- ID base max density of 6-10 gross du/acre (now variable)
- No density limit for developments complying with new site & building design standards

**Implementing zones:**  
R-2 & R-3 zones

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## Neighborhood Mixed-Use

- Mix of neighborhood scaled retail, commercial service, office & residential
- For neighborhood center areas, some arterial corridors, and transitional areas
- ID base max density of 6-10 gross du/acre (now variable)
- No density limit for developments complying with new site & building design standards

### Implementing zones:

B-1 & B-2 zones, SCC, HB, R-3

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<p><b>Commercial Mixed-Use</b>  <b>Purpose:</b> This designation applies to Yakima's Central Business District as well as its existing and planned commercial centers and major corridors. This designation promotes the greater integration of mixed uses to offer greater development choices to property owners, increase housing options, strengthen commercial retail areas, and promote lively pedestrian-oriented development. Design standards apply to the gateway commercial and other strategic commercial mixed-use areas to reinforce the existing or desired pedestrian-oriented character.  <b>Allowed uses &amp; density:</b> A wide range of retail and general service uses plus residential uses on upper floors on key retail-focused streets and single purpose residential on other streets. This includes a mixture of apartments, townhouses, and assisted living facilities. New residential uses feature densities supportive to transit use.</p>	LCC GC	<p><b>Comment [b6]:</b> Same approach here on density and incentivizing design standards conformance.</p>
<p><b>CBD Commercial Core</b>  <b>Purpose:</b> This designation is applied to Yakima's Central Business District. The purpose of the district is to reinforce downtown as the center of commercial, civic, and cultural activities within the city. Downtown is expected to accommodate new development while reinforcing and enhancing its historic pedestrian-friendly character and scale.  <b>Allowed uses &amp; density:</b> A broad mix of commercial, retail, professional office, civic and cultural, and multifamily residential uses. Active uses are required on the ground floor along Yakima Avenue and key side streets. Multi-story buildings and a mixture of uses are encouraged. New residential uses must feature transit-supportive densities (at least 15 units/acre).</p>	CBD	<p><b>Comment [b7]:</b> Policy update.</p>
<p><b>Regional Commercial</b>  <b>Purpose:</b> This designation is intended to promote a medium to large scale mix of retail, service and business, and tourism/recreational establishments and complementary multifamily on high visibility sites near Interstate 82 and US Route 12. Coordinated infrastructure development and site and building design standards are critical elements to emphasize quality development that enhances the character, identity, and economic vitality of Yakima.  <b>Allowed uses &amp; density:</b> A wide range of retail, service and business, tourism, and recreational establishments. Multifamily and townhouses are allowed as a secondary use to complement and support other commercial and recreational uses and promote a healthy pedestrian friendly environment. New residential uses feature densities supportive to transit use (at least 12 units/acre).</p>	RD	<p><b>Comment [b10]:</b> This was added from current language.</p>
<p><b>Industrial</b>  <b>Purpose:</b> This designation provides for manufacturing and closely related uses in areas with existing industrial uses or other areas with suitable land and transportation access that are buffered from residential and other uses that are likely to complain about industrial activities.  <b>Allowed uses &amp; density:</b> Industrial, research and development, repair, construction business, warehouse, and distribution terminals that minimize external impacts to adjacent districts, and accessory uses.</p>	M1 M2	<p><b>Comment [b11]:</b> Again - if we allow residential - a minimum density is appropriate to make sure low density development doesn't take over these sites so critical to Yakima's long term economic future.</p>
<p><b>Institutional Overlay</b>  <b>Purpose:</b> This applies to existing and planned large scale institutional uses. This is an overlay designation applies in addition to the underlying land use designation. These institutions are likely to continue to grow and evolve over time, but since they reside within established in existing in residential and/or mixed-use neighborhood contexts, their expansion activities warrant special review that balance expansion needs with neighborhood mitigation.  <b>Allowed uses &amp; density:</b> Hospitals, educational facilities and their accessory uses are the</p>	(IO)	<p><b>Comment [b12]:</b> I debated whether or not we needed to have a row for this - since it is an overlay - but erred on the side of including it. I borrowed some terms/language from the current paragraph in the plan - but wrote it up to fit in with the new format.</p> <p><b>Comment [b13]:</b> I didn't want to touch the</p>

## Commercial Mixed-Use

- Allows a broad mix of retail and service commercial plus residential
- Existing and planned commercial centers (except for the CBD) and major corridors
- No max density, but integrate a minimum density supportive of transit use (generally > 12-15du/acre)
- Design standards for gateway commercial and other strategic areas

## Implementing zones:

LCC & GC

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<p>some areas to ensure a neighborhood-friendly scale of development.</p> <p><b>Commercial Mixed-Use</b>  <u>Purpose:</u> This designation applies to Yakima's Central Business District as well as its existing and planned commercial centers and major corridors. This designation promotes the greater integration of mixed uses to offer greater development choices to property owners, increase housing options, strengthen commercial retail areas, and promote lively pedestrian-oriented development. Design standards apply to the gateway commercial and other strategic commercial mixed-use areas to reinforce the existing or desired pedestrian-oriented character.  <u>Allowed uses &amp; density:</u> A wide range of retail and general service uses plus residential uses on upper floors on key retail-focused streets and single purpose residential on other streets.  <u>New residential uses feature densities supportive to transit use.</u></p>	LCC GC	<p><b>Comment [b6]:</b> Same approach here on density and incentivizing design standards conformance.</p> <p><b>Comment [b7]:</b> Policy update.</p> <p><b>Comment [b8]:</b> An assumption that they would be placed in CBD and key gateway oriented sites at minimum.</p> <p><b>Comment [b9]:</b> This equates to 12-15 min gross units per acre density – which seems appropriate in these areas.</p>
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## CBD

- Reinforce downtown as the center of commercial, civic & cultural activities
- Expected to accommodate new development while reinforcing & enhancing its historic pedestrian-friendly character & scale
- No max density, but integrate a minimum density supportive of transit use (generally > 12-15du/acre)
- Design standards are vital

## Implementing zones: CBD

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## Regional Commercial

- Med+ large scale mix of retail, service & business, and tourism/ recreational establishments and complementary multifamily
- High visibility sites near Interstate 82 and US Route 12
- No max density, but integrate a minimum density supportive of transit use (generally > 12-15du/acre)
- Coordinated infrastructure development & design standards are vital

## Implementing zones: CBD

# A. Adopt updated land use designation table (description and purpose of each designation)

<p><b>Commercial Mixed-Use</b>  <b>Purpose:</b> This designation applies to Yakima's Central Business District as well as its existing and planned commercial centers and major corridors. This designation promotes the greater integration of mixed uses to offer greater development choices to property owners, increase housing options, strengthen commercial retail areas, and promote lively pedestrian-oriented development. Design standards apply to the gateway commercial and other strategic commercial mixed-use areas to reinforce the existing or desired pedestrian-oriented character.  <b>Allowed uses &amp; density:</b> A wide range of retail and general service uses plus residential uses on upper floors on key retail-focused streets and single purpose residential on other streets. This includes a mixture of apartments, townhouses, and assisted living facilities. New residential uses feature densities supportive to transit use.</p>	LCC GC	<p><b>Comment [b6]:</b> Same approach here on density and incentivizing design standards conformance.</p> <p><b>Comment [b7]:</b> Policy update.</p> <p><b>Comment [b8]:</b> An assumption that they would be placed in CBD and key gateway oriented sites at minimum.</p> <p><b>Comment [b9]:</b> This equates to 12-15 min gross units per acre density – which seems appropriate in these areas.</p>
<p><b>CBD Commercial Core</b>  <b>Purpose:</b> This designation is applied to Yakima's Central Business District. The purpose of the district is to reinforce downtown as the center of commercial, civic, and cultural activities within the city. Downtown is expected to accommodate new development while reinforcing and enhancing its historic pedestrian-friendly character and scale.  <b>Allowed uses &amp; density:</b> A broad mix of commercial, retail, professional office, civic and cultural, and multifamily residential uses. Active uses are required on the ground floor along Yakima Avenue and key side streets. Multi-story buildings and a mixture of uses are encouraged. New residential uses must feature transit-supportive densities (at least 15 units/acre).</p>	CBD	
<p><b>Regional Commercial</b>  <b>Purpose:</b> This designation is intended to promote a medium to large scale mix of retail, service and business, and tourism/recreational establishments and complementary multifamily on high visibility sites near Interstate 82 and US Route 12. Coordinated infrastructure development and site and building design standards are critical elements to emphasize quality development that enhances the character, identity, and economic vitality of Yakima.  <b>Allowed uses &amp; density:</b> A wide range of retail, service and business, tourism, and recreational establishments. Multifamily and townhouses are allowed as a secondary use to complement and support other commercial and recreational uses and promote a health and diverse neighborhood development. New residential uses feature densities supportive to transit use (at least 12 units/acre).</p>	RD	<p><b>Comment [b10]:</b> This was added from current language.</p>
<p><b>Industrial</b>  <b>Purpose:</b> This designation provides for manufacturing and closely related uses in areas with existing industrial uses or other areas with suitable land and transportation access that are buffered from residential and other uses that are likely to complain about industrial activities.  <b>Allowed uses &amp; density:</b> Industrial, research and development, repair, construction business, warehouse, and distribution terminals that minimize external impacts to adjacent districts, and accessory uses.</p>	M1 M2	<p><b>Comment [b11]:</b> Again – if we allow residential – a minimum density is appropriate to make sure low density development doesn't take over these sites so critical to Yakima's long term economic future.</p>
<p><b>Institutional Overlay</b>  <b>Purpose:</b> This applies to existing and planned large scale institutional uses. This is an overlay designation applies in addition to the underlying land use designation. These institutions are likely to continue to grow and evolve over time, but since they reside within established in existing in residential and/or mixed-use neighborhood contexts, their expansion activities warrant special review that balance expansion needs with neighborhood mitigation.  <b>Allowed uses &amp; density:</b> Hospitals, educational facilities and their accessory uses are the</p>	(IO)	<p><b>Comment [b12]:</b> I debated whether or not we needed to have a row for this – since it is an overlay – but erred on the side of including it. I borrowed some terms/language from the current paragraph in the plan – but wrote it up to fit in with the new format.</p> <p><b>Comment [b13]:</b> I didn't want to touch the</p>

## Industrial

- Manufacturing and closely related uses
- Areas with existing industrial uses or other areas with suitable land and transportation access that are buffered from residential and other uses that are likely to complain about industrial activities.

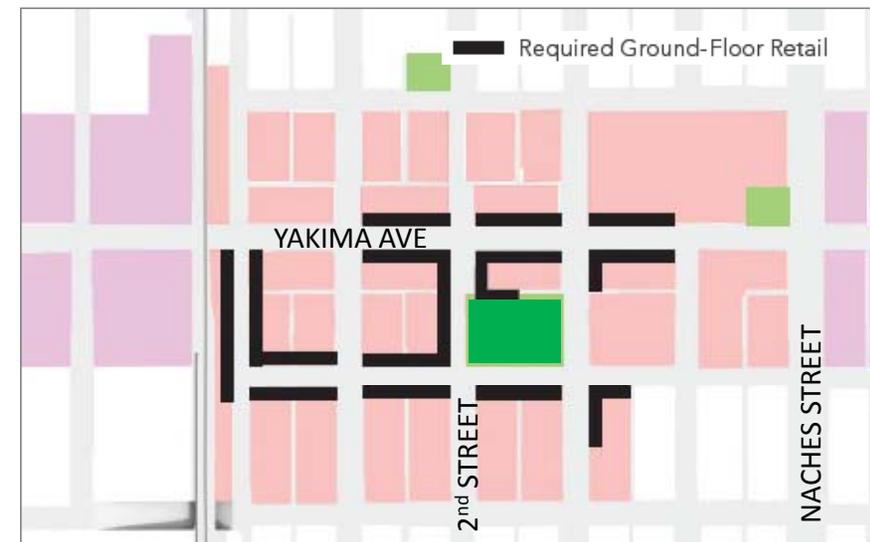
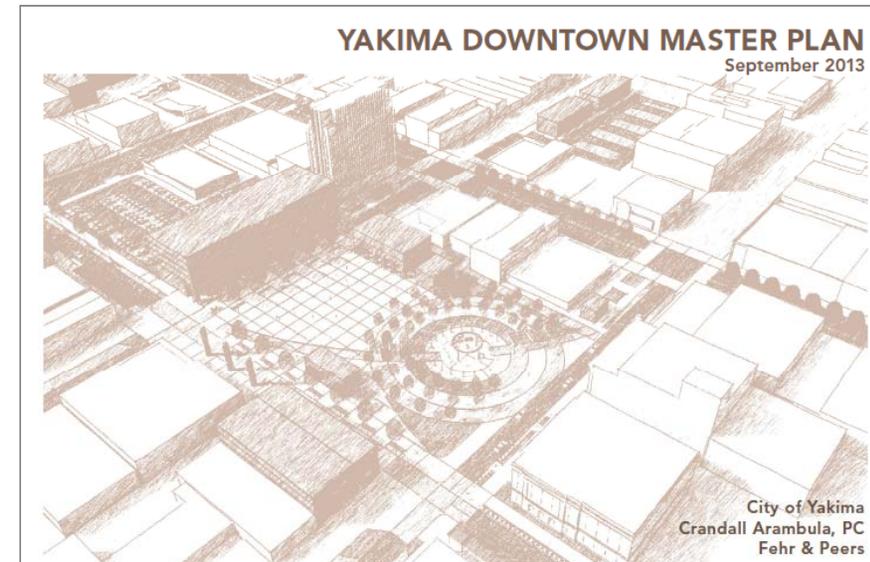
## Implementing zones:

M1 & M2

## B. Land Use Designation Changes & Discussion Items

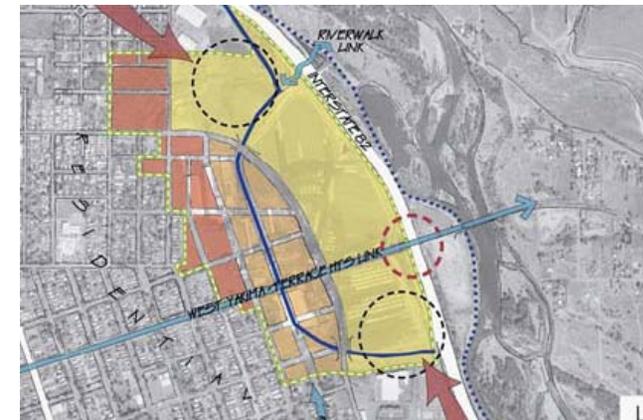
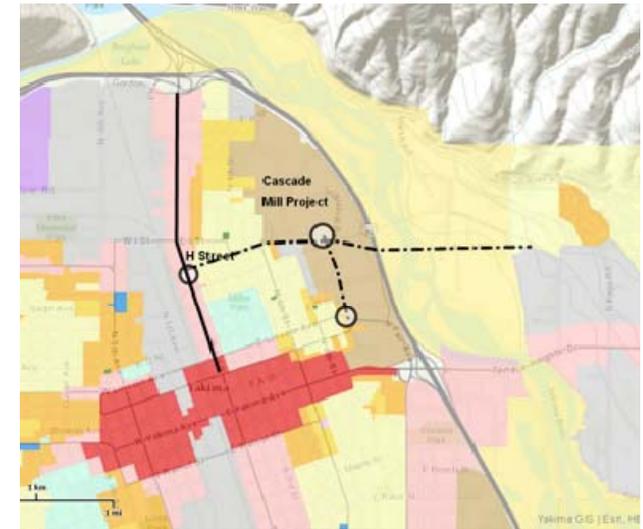
## B1. DOWNTOWN

- Retain existing zoning boundaries
- Strategic permitted use list updates
  - Retail streets
  - Residential uses on upper floors & all floors for non-retail streets
- Design standards are vital
  - Reinforce desired pedestrian-oriented character
  - Balance predictability with flexibility



# B2 MILL SITE REDEVELOPMENT

- Integrate policy language to support ongoing infrastructure development & planning efforts
- Continue to accommodate flexibility on uses – but emphasize importance of character & design
- Integrate with & support surrounding NE Yakima Neighborhood



Urbanadd conceptual illustration

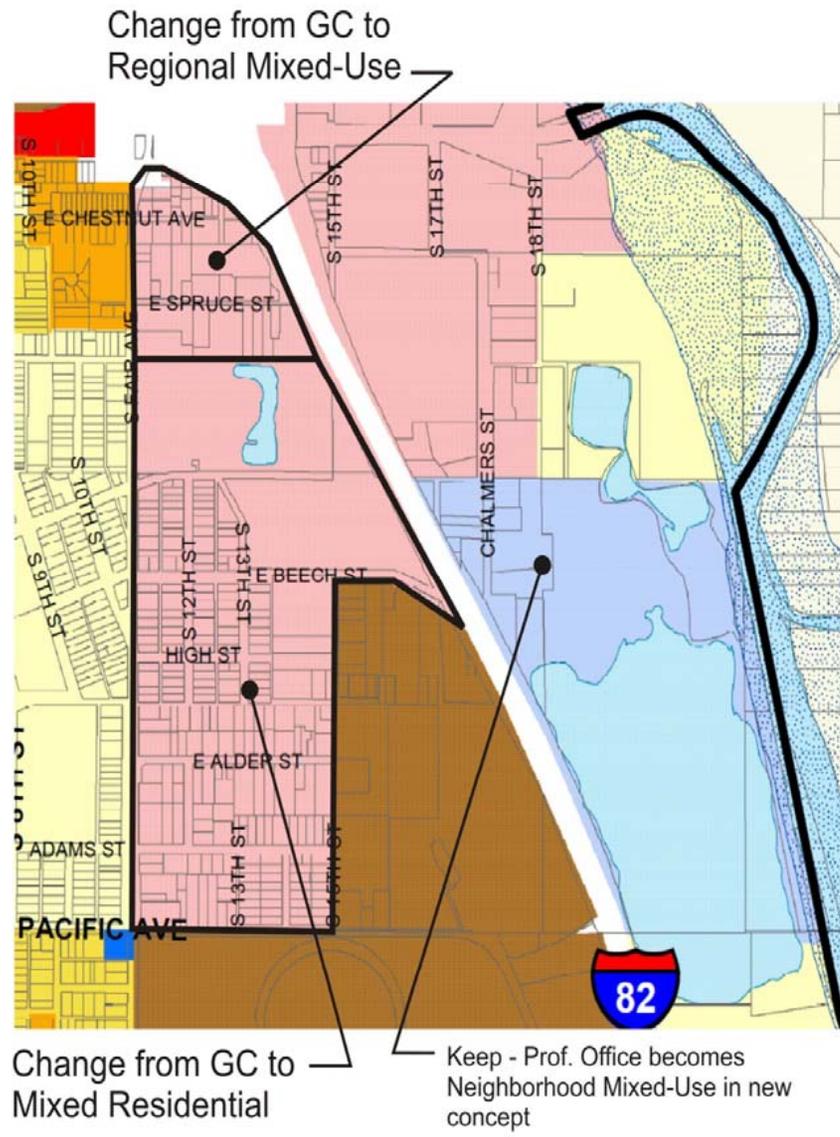
# B3 NORTH FIRST REVITALIZATION

- City making streetscape improvement investments
- Suggest some minimum design standards to complement city's investment and enhance character of high visibility corridor
- No zoning boundary changes (generally)



# B4 NORTH OF FAIRGROUNDS AREA

- Change from GC to Regional Mixed Use and Mixed-Residential



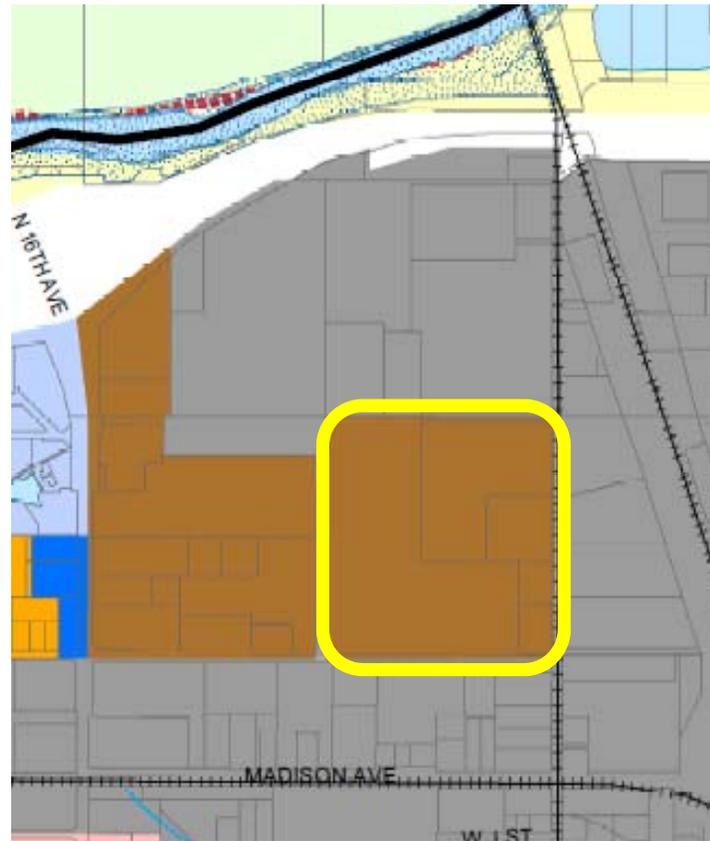
# Why?

- Regional Mixed-Use designation is more appropriate for highly visible interchange/gateway sites such as area north of Kiwanis Park
- South of Kiwanis Park – GC is a poor match for the established residential area with small lots. Area has poor visibility ill suited to commercial and hasn't resulted in economic growth since rezone. GC may also be discouraging investment in existing residential properties. Mixed Residential is a better match given current use and allows for much needed multifamily redevelopment, where desired/possible.



# B5 WASHINGTON FRUIT & PRODUCE PACKING PLANT

- Change designation to match the current use



# Why?

Current Regional Commercial designation is ill suited to current use and though it is adjacent to other RC designated land, it is surrounded by Industrial lands, has poor visibility, and would require a significant amount of infrastructure and context changes that appear unlikely to happen soon (Mill site is a much better candidate with better visibility, site availability and momentum)



# On the Other Hand.....

If the long term viability of packing plant operations here and to the north are in doubt and property owners are in collaboration about alternative futures, a switch to Regional Mixed Use in the future might be a reasonable consideration.



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### **Advantages** (if consolidated)

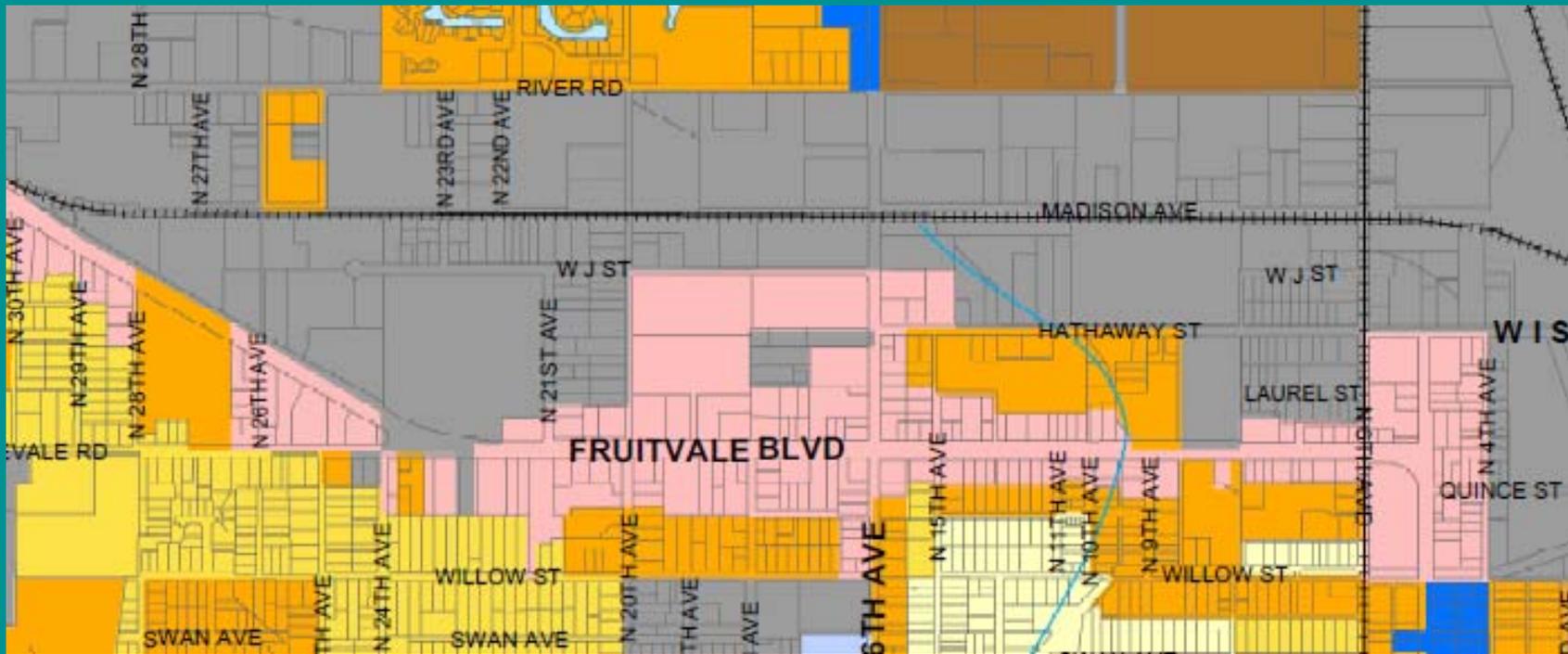
- Large consolidated property with freeway visibility and access
- Property nearly an open slate – provides a rare opportunity to master plan to create high amenity environment if done right.

### **Challenges**

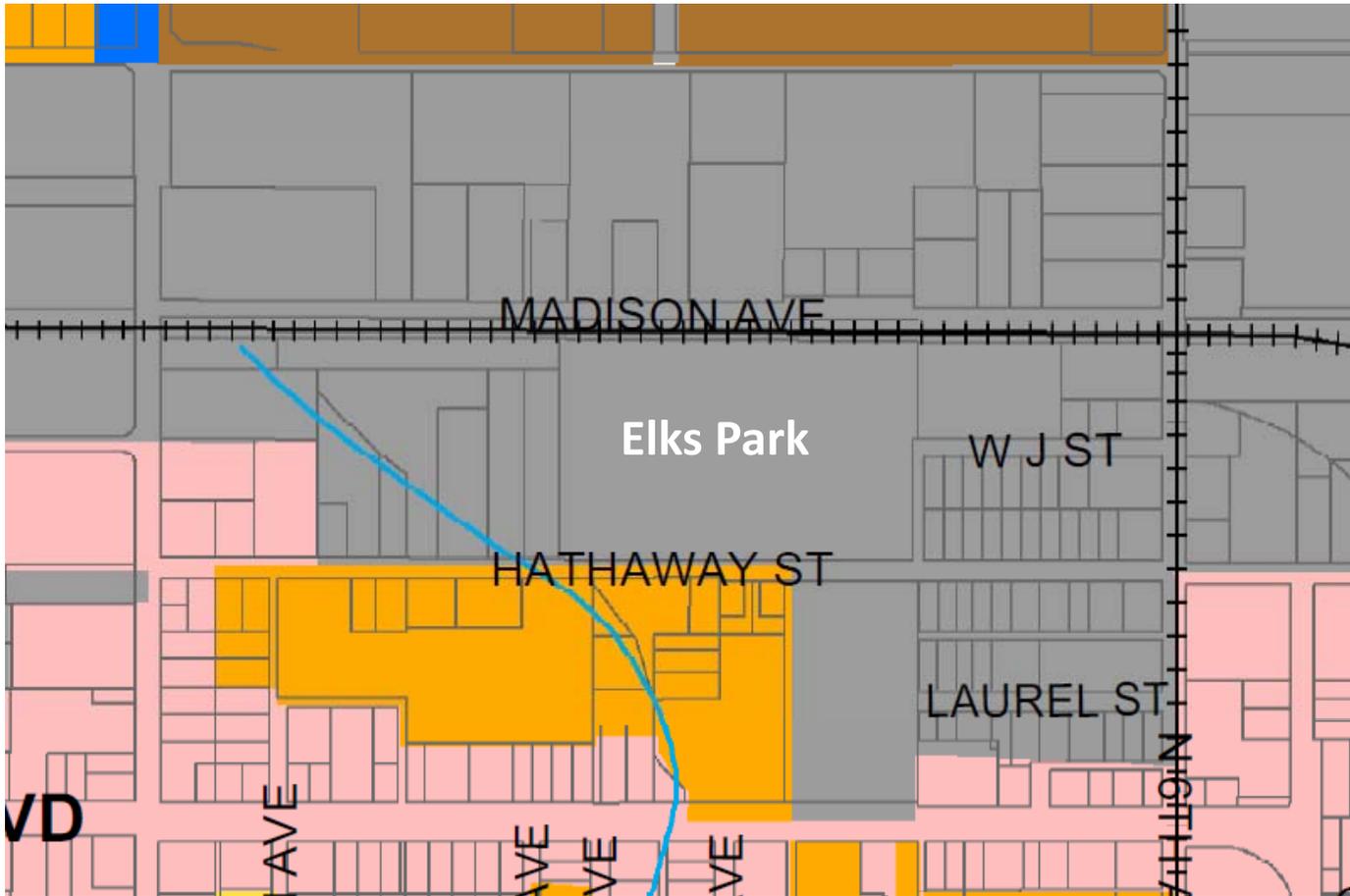
- Consolidation of land between Highway 12, 6<sup>th</sup>, River & 16<sup>th</sup> appears essential to make it work
- Requires substantial infrastructure investment
- Are there any site remediation needs?
- Surrounding industrial context is likely to continue to be a visual liability
- With nearby mill-site redevelopment, it's reasonable to question if there is enough market demand and private/public capability to both plan, prepare (the site for redevelopment), and finance such a massive redevelopment

## C. Other Land Use Considerations

There are a number of areas north and south of Fruitvale Boulevard with a conflicting mix of uses that warrant some attention



# C1 ELKS PARK AREA



Industrial



Industrial



# Elks Park Area

- Park and environs are designated and zoned Industrial
- Considerable legacy residential uses – now (legal) non-conforming



## Elks Park Area - Issues/Challenges

- More residential development surrounding the park would be complementary – in terms of safety and access to recreational amenity

However.....

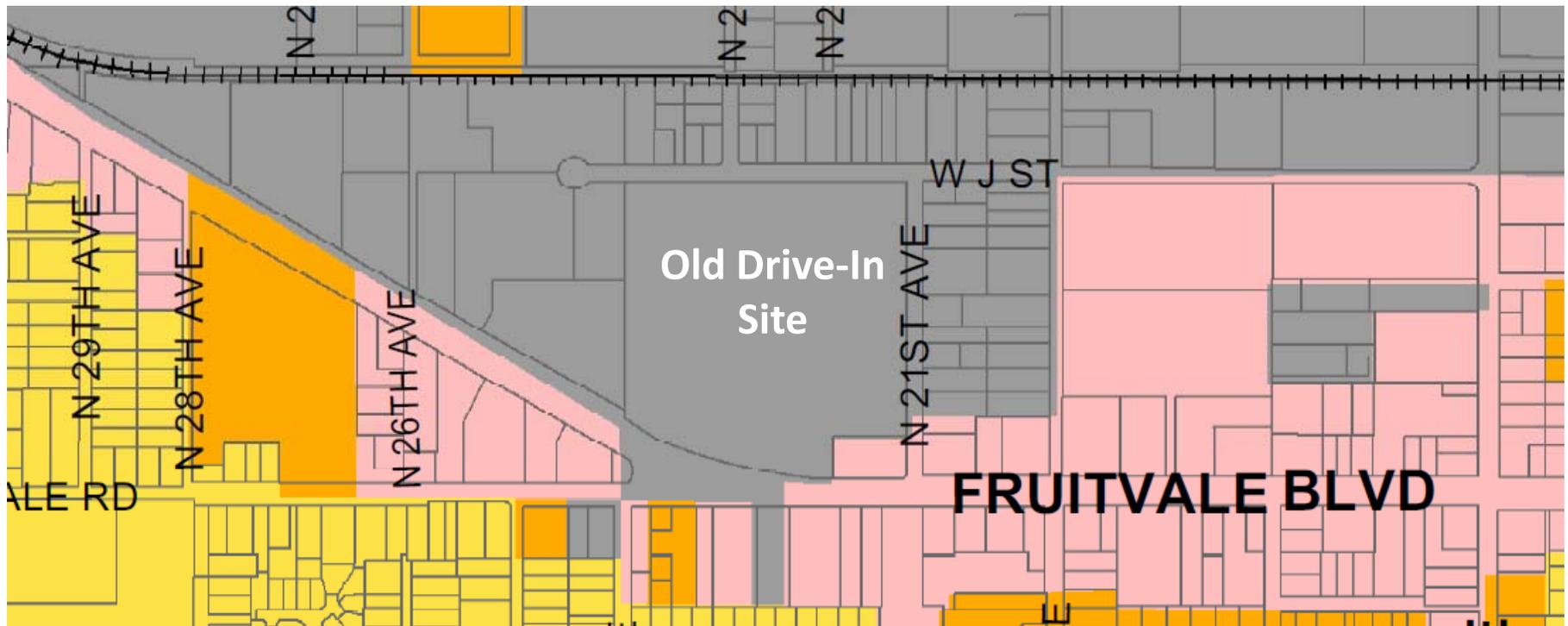
- Though some industrial properties appear under utilized or vacant, active industrial uses complicate any changes that encourage new residential development
- Industrial activities create a poor visual and physical context that discourage residential development
- Railroad is somewhat of a barrier between park and residential properties to north
- Limited street and sidewalk connectivity in area is a big safety challenge for new residential
- Any changes that allow new residential development could negatively impact industrial activities in the area

## Elks Park Area - Conclusions

- Staying the course is probably the most logical action in the near term.
- Conversations with applicable property owners in area would be helpful – to discuss issues and hear about their situation – current and long term.
- If land use/zoning changes to allow more housing are desired:
  - Conduct more intensive outreach to applicable property owners
  - Consider a new mixed-use zone or overlay that allows industrial uses to stay/expand if needed *(Bozeman MT has a notable mixed use zone that allows industrial and residential: [https://www2.municode.com/library/mt/bozeman/codes/code\\_of\\_ordinances?nodeId=PTIICOOR\\_CH38UNDECO\\_ART14NOHIMIEDI](https://www2.municode.com/library/mt/bozeman/codes/code_of_ordinances?nodeId=PTIICOOR_CH38UNDECO_ART14NOHIMIEDI))*
  - Add design standards to address property edges (along streets and adjacent residential development)
  - Make area a high priority for new sidewalks and street connectivity improvements

## C2. OLD FRUITVALE DRIVE IN SITE/AREA

- Similar context and situation as the Elks Park – but a transition to allow residential (if desired) would be less problematic than Elks Park area







Old Drive-In Site

© 2016 Google

Google earth

# Old Fruitvale Drive in Site/Area - Conclusions

- Again - conversations with property owners in area would be helpful
- If land use/zoning changes to allow more housing are desired:
  - Conduct more intensive outreach to applicable property owners
  - Consider the Neighborhood Mixed-Use designations At least for Drive-In site and existing residential properties - Consider a new mixed-use zone or overlay that allows industrial uses to stay/expand if needed
  - Add design standards to address property edges (along streets and adjacent residential development)
  - Make area a high priority for new sidewalks and street connectivity improvements

## C3. EXCESS INDUSTRIAL & COMMERCIAL AREAS

- Yakima has a significant amount of vacant and underutilized commercial and industrial land – most of which is scattered along the First Avenue/Railroad and other arterial corridors.
- Similar to the Fruitvale corridor areas, these zones often bleed into former residential areas and thus feature conflicting mixes of uses.
- They also often have poor roadway and sidewalk infrastructure and lack visual and physical amenities that might otherwise encourage investment
- Some of these areas were pointed out at the May 25, 2016 Planning Commission workshop (Infrastructure Poor Neighborhoods) – 3 slides from that workshop are copied below.

# Excess Industrial & Commercial Areas:

## Conclusions

- No other specific map changes are proposed at this time.
- Focus on updating descriptions, purpose statements, locational criteria, and use/density/design parameters of Yakima's land use designations.
- Encourage corresponding update of zoning code and development of strategic design standards for key areas (most notably downtown, high visibility areas, and multifamily development)
- If other map changes are sought – outreach to applicable property owners and area residents and consider whether other actions (such as public investments) may be needed to coincide with map changes.



# Infrastructure Poor Neighborhoods

## Considerations

- Identify priorities
- Strategic public investment
- Land use changes to promote stabilization & investment
- Add strategic design standards:
  - Compatible zone edges
  - Screening outdoor storage
  - New multifamily & commercial development
- Neighborhood upkeep efforts

## 2. Privately Initiated Land Use Designation Changes

### Criteria

- **Compatibility** – proposal needs to conform to the new locational criteria in the land use designation descriptions
  - Surrounding uses
  - Land suitability
  - Infrastructure
- **Implementing Zone** – is the desired zone one of the implementing zones of the land use designation?
- **Stability & Predictability** –
  - Is it a spot zone?
  - Will it create instability with surrounding lands?