

- 1. Call to Order**
- 2. Roll Call**
- 3. Approve Agenda**
- 4. Public Comment**

The Planning Commission welcomes public attendance at Planning Commission meetings. With very few exceptions, RCW 42.17A.555 prohibits government agencies from allowing the use of public facilities, directly or indirectly, for campaign purposes. At this time, citizen comments and inquiries about agenda business are encouraged. If you wish to address the Planning Commission, please stand or raise a hand so you can be called upon. After you are recognized, please come forward to the lectern, state your name, and address for the public record. Your remarks must be limited to three minutes or less. Please use the microphone.

- 5. Approval of Minutes**

- a. Consider the Minutes of the April 15, 2026, Planning Commission Meeting

- 6. New Business**

- a. Review Comprehensive Plan Draft Transportation Element.

- 7. Adjournment**

**Next Planning Commission Meeting Will Be Held on June 17, 2026**

Planning Commission meetings are accessible to persons with disabilities. For individuals who may require special accommodations, please contact City Hall at (509) 865-6754, 24 hours in advance.

**TOPPENISH PLANNING COMMISSION**  
**Meeting Minutes**  
**April 15, 2026**

Chairperson Mayer called the meeting to order at 5:30 p.m.

**ROLL CALL AND ATTENDANCE**

Present: Commissioners Jesus M. Aguirre, Benita Polina and Gabriella Guel.

Absent: Chairperson Janet Mayer

Staff: Community Economic Development (CED) Director Andrew Hattori. Permit Coordinator Tamara Colley.

Permit Coordinator Colley conducted roll call for each Planning Commissioner to respond to their attendance at the meeting. Commissioners Aguirre, Polina, and Guel, responded to their attendance during roll call.

Commission Aguirre moved, seconded by Commissioner Guel, to excuse Chairperson Mayer's absence. Motion carried unanimously.

**APPROVAL OF AGENDA**

Commissioner Aguirre moved, seconded by Commissioner Guel, to approve the April 15, 2026, meeting agenda. Motion carried unanimously.

**PUBLIC COMMENT**

None.

**APPROVAL OF MINUTES**

Commissioner Aguirre moved, seconded by Commissioner Guel, to approve the minutes from the March 18, 2026, meeting. Motion carried unanimously.

**NEW BUSINESS**

Joseph Calhoun, Planning Supervisor for HLA Engineering, presented Comprehensive Plan Updated Utilities and Economic Development Element.

**OTHER BUISNESS**

None.

**ADJOURNMENT**

There being no further business, the meeting was adjourned at 6:32 p.m.

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Janet Mayer, Chairperson

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Andrew Hattori, Community Economic  
Development Director

CITY OF TOPPENISH

2018-2026 COMPREHENSIVE PLAN UPDATE

Chapter 5 TRANSPORTATION ELEMENT

**A. BACKGROUND**

**1. Purpose**

The Transportation Element considers the movement of people and goods in relation to existing land use and to the desired future development pattern as stated within the Land Use Element. The Transportation Element considers both motorized and non-motorized forms of transportation, and private and public means of transportation. The Transportation Element also coordinates the needs of the local transportation system within the transportation network of adjoining jurisdictions and the larger region.

**2. Growth Management Act (GMA) Requirements**

The goal of the Growth Management Act (GMA) is to encourage efficient multi-modal transportation systems that are based on regional priorities and coordinated with City and county comprehensive plans. The GMA requires communities to apply the concepts of consistency and concurrency when addressing transportation issues.

Consistency means no feature of a plan or regulation is incompatible with any other feature of a plan or regulation. Consistency allows orderly integration with other elements in a system. Consistent features and elements of the plan are compatible to the extent they can coexist and not preclude the accomplishment of other features or elements.

Concurrency means adequate capital facilities are available at the time the impacts of development occur, or within six years of such development. Within the GMA, concurrency is required for transportation actions, such as development projects, that affect transportation routes the Washington State Department of Transportation (WSDOT) has functionally classified as arterial streets or transit routes. Municipalities may optionally apply concurrency ordinances to other roadway classifications and to capital facilities.

The GMA requires the Transportation Element include discussion of the following topics:

- Land use assumptions used in estimating travel;
- Estimated impacts to state-owned transportation facilities and services;
- Facilities and service needs, including:

- An inventory of air, water, and land transportation facilities and services, including transit alignments to define existing capital facilities and travel levels as a basis for future planning;
- ~~Multimodal~~ Level of service (~~LOS~~) standards (~~LOS~~) for all arterials and transit routes to serve as a gauge to judge performance of the system consistent with environmental justice. These standards should be regionally coordinated
- Specific actions and requirements for bringing into compliance any facilities or services that are below established ~~LOS~~ standard;
- Forecasts of traffic for at least 10 years based on the adopted land use plan to provide information on the location, timing, and capacity needs of future growth;
- Identification of system expansion needs, and transportation system management needs to meet future demands;
- Intergovernmental coordination efforts, including an assessment of the impacts of the transportation plan and land assumptions on the transportation systems of adjacent jurisdictions;
- Demand Management strategies;
- Pedestrian and bicycle planning; and
- Finance, including:
  - An analysis of funding capability to judge needs against probable funding resources;
  - A multi-year financing plan based on the needs identified in the Comprehensive Plan, the appropriate parts of which shall serve as the basis for the six-year street, road, or transit program required by RCW 35.77.010 for cities, RCW 36.81.121 for counties, and RCW 35.58.2795 for public transportation systems; and
  - If probable funding falls short of meeting identified needs, a discussion of how additional funding will be raised or how to ensure that the land use element, capital facilities plan element, and financing plan within the capital facilities plan element are coordinated; and consistent to ensure that MMLOS standards will be met~~If probable funding falls short of meeting identified needs, a discussion of how additional funding will be raised or how land use assumptions will be reassessed to ensure LOS standards will be met.~~

Communities with adopted ~~LOS~~ standards must adopt and enforce ordinances which prohibit development approval if the development causes the ~~LOS~~ on a transportation facility to decline below the standards adopted in the Transportation Element of the

Comprehensive Plan, unless transportation improvements or strategies to accommodate the impacts of development are made concurrent with the development. These strategies may include increased public transportation service, ride sharing programs, demand management, and other transportation systems management strategies.

### **3. Transportation Element Certification**

The city of Toppenish's Transportation Element must be consistent with the Yakima Valley Metropolitan and Regional Transportation Plan [20162024-2040-2045](#) (M/RTP) established by the Yakima Valley Conference of Governments (YVCOG), and the Regional Transportation Planning Organization (RTPO) for Yakima County. The Transportation Element must also implement, and be consistent with, the City's Land Use Element, as well as the Yakima Countywide Planning Policies and State growth management goals. After review of the City of Toppenish's Transportation Element, it was determined it is consistent with the M/RTP and the GMA, as follows:

- The plan was submitted for consideration on **April 21, 2017** and reviewed by YVCOG Staff.
- The Transportation Technical Advisory Committee (TAC) reviewed the completed Transportation Element Review Checklist on **May 11, 2017**, and recommended approval to the Policy Board.
- The Transportation Policy Board considered the recommendation of the TAC on **May 15, 2017** and certified the City of Toppenish's Transportation Element.
- A formal Transportation Element Consistency Certification Report was signed by YVCOG's Executive Director on **May 15, 2017**.

### **4. Relationship to Other Elements**

The Transportation Element must be consistent with other elements of the Comprehensive Plan. It must support the desired development pattern and desired growth rates. In turn, the Transportation Element's goals and objectives must be consistent with and supported by the Land Use Element, Capital Facilities Element, [financing plan within the Capital Facilities Element](#), Housing Element, and other portions of the Comprehensive Plan. The Transportation Element must support the concurrent development of transportation facilities as growth occurs.

### **5. Applicable Countywide Planning Policies**

Countywide planning policies must be considered and incorporated into the Transportation Element for the plan to achieve "interjurisdictional consistency." The following Countywide Planning Policies apply to discussion of the Transportation Element:

1. *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.(.)70(3)(c)(d)] (Countywide Planning Policy: B.3.4.)*
2. *Major public capital facilities that generate substantial travel demand should be located along or near major transportation corridors and public transportation routes. (C.3.4.)*
3. *The multiple uses of corridors for major utilities, trails, and transportation rights-of-way is encouraged. (C.3.6.)*
4. *The transportation element for each jurisdiction will be consistent with and support the land use element of its comprehensive plan. [RCW 36.70A.070(6)] (D.3.1.)*
5. *Transportation improvements or strategies to accommodate the impacts resulting from new development will be implemented concurrent with new development. "Concurrent with new development" means that improvements or strategies are in place at the time of development, or that a financial commitment is in place to complete the improvements or strategies within six years. [RCW 36.70A.070(6)(e)]*
6. *Local jurisdictions will coordinate transportation planning efforts through YVCOG, which is designated as the RTP. This regional coordination will assure that an assessment of the impacts of each transportation plan and land use assumptions on the transportation systems of adjacent jurisdictions is conducted and conflicts prevented. (D.3.5.)*
7. *Each interlocal agreement will require that common and consistent development and construction standards be applied throughout the UGA. These may include, but not be limited to, standards for streets and roads, utilities, and other infrastructure components. (F.3.5.)*
6. *Major Transportation Considerations*
  - *The City has identified several projects on its Six Year Transportation Improvement Program. If these projects are not funded through state or federal programs, what other funding sources would be available?*
  - *The urban growth area defines where the City is financially capable of providing urban services and the areas it may ultimately annex. If these areas request annexation, how will the City bring these areas up to its standards for streets, lighting, sidewalks, etc.?*
  - *What improvements to the transportation network will support the City's goals in other areas, especially land use and economic development?*
  - *What are the present and future mobility needs in Toppenish and how can they be met?*

- *An alternate route for freight to move through Toppenish has been identified in cooperation with WSDOT as a Critical Rural Freight Corridor in the State Freight Plan. Close coordination with WSDOT during transportation planning is necessary to maintain consistency at the local, regional, and state level.*
- *Are additional sidewalks or other pathways needed for public safety, now or in the future? Is a sidewalk improvement program needed?*

## **B. EXISTING CONDITIONS – TRANSPORTATION SYSTEMS**

### **1. Roads and Streets**

The Toppenish area is served by a network of roadways and streets. All of these roadways and streets, both within the City of Toppenish and in unincorporated Yakima County, are categorized under the Federal Functional Classification System (FFC). Figure 24, on page 2246, shows the existing transportation network with associated federal functional classifications in and adjacent to the City of Toppenish.

The main roadways serving the City of Toppenish are: SR 97 connecting Toppenish with the cities of Yakima and Goldendale; and SR 22 connecting the City with the City of Granger and the City of Mabton. Other major streets and roadways serving Toppenish include: Fort Road and McDonald Road providing access from the west; North Track Road connecting Toppenish with the City of Wapato; Buena Way (SR 22) providing access from the north; and North Meyers Road providing access from the City of Zillah; and 1st Avenue providing access to the Confederated Tribes and Bands of the Yakama Nation's governmental complex.

Most of the City's local streets are paved. Unpaved streets account for ~~less than 3%~~~~about 2.8%~~ of Toppenish's linear feet devoted to streets, and include roughly 800 feet of King Lane, 200 feet of Rentschler Lane, ~~200 feet of Idaho Avenue~~, 600 feet of Berger Lane, 300 feet of Brooks Lane, and 200 feet of Adams Avenue Extension. The majority of the residential streets are paved curb to curb. Where there are no curbs, parking is found on one or both sides of the street on either dirt or gravel areas. Retail core area streets are paved curb to curb, with sidewalks and parallel parking on both sides of the street. Angle parking can be found on South Toppenish Avenue, Washington Avenue, and South Alder Street. Street rights-of-way vary throughout the City from 30 to 85 feet in width, with 60 feet being the most typical width. Approximately half the streets within City limits have full or partial sidewalks on at least one side of the street.

### **2. Rail Facilities and Locations**

There is currently no passenger rail service in Yakima County. The nearest passenger rail terminal is in Pasco, where Amtrak trains stop en-route from Portland to Spokane and points east.

The Toppenish area is served by rail via the Washington Central main line which runs from the Tri-Cities north through Yakima County into Kittitas County, where it eventually connects with the Burlington Northern line that goes to Seattle. The Toppenish area is served by rail via the BNSF Railway Mainline which runs from the Tri-Cities north through Yakima County into Kittitas County, crossing Stampede Pass then making connection for Tacoma and Seattle. Toppenish is also the starting point for a branch line which extends 22 miles due west through the Yakama Indian Nation to White Swan. This line is owned by Yakima County and leased to short line operator YCR Corp, a common carrier serving accounts such as AB Foods, Husch and Husch, Krainick Heifer, and Yakama Forest Products.

### **3. Airports**

Two commercial service airports are located within 70 minutes of the City of Toppenish, at Tri-Cities/ Pasco and Yakima. These airports serve as commercial nodes for passenger and cargo aircraft. Both airports have at least one runway over 7,000 feet long which can accommodate most types of aircraft. In addition to passenger service, they serve both corporate and general aviation activities.

#### **a. Yakima Air Terminal – McAllister Field (YKM)**

The Yakima Air Terminal - McAllister Field (YKM) is located within the city limits of Yakima, which is approximately twenty miles west of Toppenish or a 30-minute drive time. In addition to serving the Yakima Valley, the airport serves Yakima County and portions of Kittitas, Klickitat, and Lewis Counties. The Airport Manager and supporting staff oversees 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 8,847 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 6:00 a.m. till 10:00 p.m. 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 [2020 ALP Update](#) projects enplanements to be [92,600](#) by 2040. [According to the 2015 Airport Master Plan 2020 ALP Update, the number of enplaned passengers is expected to grow to approximately 385% between 2023 and 2040, from 24,044 in 2023 to 92,600 in 2040. The number of actual enplanements in 2016 was approximately 97.2% of this forecasted number at 73,378.](#)

b. Tri-Cities Airport (PSC)

The Tri-Cities Airport (PSC) is located within the city limits of Pasco, which is approximately sixty-seven miles east of Toppenish or a 70-minute drive time. PSC serves southeastern Washington and northeastern Oregon. The Tri-Cities Airport is the fourth largest airport in Washington with a passenger catchment area population exceeding 1 million people. The Airport Director and supporting staff oversee the day-to-day operations and maintenance in accordance with applicable local, state, and federal regulations.

The Tri-Cities Airport has one primary Runway (21R/3L) measuring a length of 7,711 feet, a secondary crosswind Runway (12/30) measuring 7,703 feet, and a general aviation Runway (21L/3R) measuring 4,423 feet. The 2012 Airport Master Plan included [extending Runway 12/30 from 7,703 feet to 9,203 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 airport conveniently has an Air Traffic Control Tower and a Terminal Radar Approach Control Facility to manage arriving, departing and enroute aircraft, and is operational from 6:00 a.m. till 10:00 p.m. seven days a week.](#)

In [2016](#), the Tri-Cities Airport handled approximately [494,829](#) passengers who boarded commercial aircraft. Currently, the airport provides six flights per day to Seattle (SEA) and one flight to Portland (PDX) on Alaska Airlines; Delta Airlines provides three flights per day to Salt Lake City (SLC), three flights to (SEA), two flights to Minneapolis, MN (MSP); United Airlines provides two flights a day to Denver (DEN) and one to San Francisco (SFO); and Allegiant provides weekly and seasonal service to

Phoenix Mesa (IWA), Las Vegas, NV (LAS), and Las Angeles, CA (LAX). Forecasting passenger demands is critical in the overall planning for the airport, of which the [Transition 2045 MTP2012 Airport Master Plan update](#) projects enplanements to be [868,552,393,824](#) by [204523](#).

#### **4. Public Transportation**

##### **a. Regional Bus Service**

Regional bus service is provided by Greyhound Bus Lines. Greyhound Bus Lines has terminals in Yakima, Wapato, Toppenish, and Sunnyside. Greyhound provides service to Seattle three times per day via 1-82, service to Pasco, Washington and Pendleton, Oregon, pointing south via 1-82 twice a day, and service to Portland via Goldendale on 1-82 and SR-97 once a day. Additionally, Greyhound Bus Lines operates two busses per day, each direction, between Yakima and Pasco.

##### **b. Local Bus Service**

The City of Toppenish does not operate a local bus service. The only cities in Yakima county that operate transit services are: Yakima, Selah, and Union Gap. People For People and the Confederated Tribes and Bands of the Yakama Nation are two organizations that provide public transportation in the region on limited routes; both provide fixed route service into the City of Toppenish. Yakima Transit does provide vanpool services for trips that either start or end in the City of Yakima.

##### **c. Demand Response Transportation Service**

Demand response transportation service allows users of this service to call ahead to arrange for transportation services at an agreed upon day and time. These transportation services are provided for elderly persons for trips involving nutrition, medical attention, and shopping. Trip requests are prioritized based on need, with trips involving nutrition or medical services given the highest priority.

A variety of demand response transportation services are available in the Toppenish area. People For People, a private non-profit organization, provides demand response services for eligible elderly and handicapped citizens. People for People also acts as the broker for DSHS Medicaid eligible clients, and arranges the most appropriate and cost effective transportation service for clients attending covered Medicaid services. Arrangements may include; gas vouchers, mileage reimbursement, volunteer driver, taxi, lift equipped wheelchair vehicles, as well as Greyhound tickets for travel to out of area medical facilities.

The Confederated Tribes and Bands of the Yakama Nation (Yakama Nation) provide demand response services for tribal members living in the Toppenish area as well.

Other citizens of the Toppenish area do not have access to any form of public transportation other than private for-hire taxi service.

d. Coordinated Public Transit-Human Services Transportation Plan (HSTP)

Created by People For People on behalf of the Yakima Valley Conference of Governments (YVCOG), the HSTP was developed in response to the federal Moving Ahead for Progress in the 21st Century (MAP-21) Act, which required that communities develop a coordinated public transit and human services transportation plan to be eligible for certain Federal Transit Administration funding. The 2014 plan calls for the following:

- Preserve and expand transportation services for individuals with disabilities, older adults, youth, veterans, and individuals with low incomes.
- Promote safe and accessible transportation services for individuals with special needs by educating and advocating for special needs transportation.
- Coordinate transportation and human services for increased efficiencies and utilization of resources.

5. **Yakima Valley Metropolitan and Regional Transportation Plan 2016-2024-2040-2045(M/RTP)**

The M/RTP was updated by YVCOG in 2024<sup>16</sup>, in compliance with [MAP-21 FHWA requirements](#). The M/RTP includes strategies for expanding transit to meet future travel demands throughout the Yakima Valley region. The M/RTP recognizes a need to expand demand response service in this area and to coordinate with existing and expanded rural transit service to regional services and facilities. Strategies to reduce peak period travel demands also are included. The transit and transportation demand management strategies include:

- Expand People for People Community Connector service to directly serve medical and educational facilities.
- Promote alternative modes of transportation such as walking, biking, carpooling, and vanpooling.

6. **Non-motorized Transportation**

Non-motorized transportation, in general, refers to pedestrian and bicycle modes of travel. Walking and bicycling are integral parts of the transportation system. Every trip begins and ends as a pedestrian trip. People use bicycles to commute to work and school, for utilitarian trips such as visiting friends and shopping, and to make connections to transit or other intermodal facilities. A benchmark of making a community a desirable place to live is its pedestrian access and bicycle facilities.

a. [Pedestrian and Bicycle Pathways Facilities](#)

A linked system of sidewalks is the most obvious and economical pedestrian pathway network for the City of Toppenish. Approximately 67% of the streets in Toppenish have full or partial sidewalks on at least one side of the street. The retail core area encourages walking in order to fully appreciate the Mural art on many of the buildings. The City has published a mural route map which can be accessed at: <http://www.visityakima.com/travel-maps/muralMapFrBk-wcb.pdf>.

### Bicycle Pathways

A standard national classification for bikeways includes categories ranging from: Class I, bike paths, which are separate trails for the principle use of bicycles; Class II, bike lanes, in which a portion of the street is designated by sign and/or pavement markings for preferential bicycle use; Class III, bike routes, in which a street is designated with signs as a bicycle route and is shared with other transportation modes; and Class IV, shared street with no designation, in which a publicly maintained facility is not designated with signs and/or pavement markings as a bikeway, but is accessible to bicyclists. The ~~2016~~2024-2040-2045 M/RTP identifies that in the Toppenish area there are Class 1, Class II, and Class IV bicycle routes.

~~Toppenish has a number of non-motorized transportation projects planned as part of the 2017-2022 Transportation Improvement Program (TIP) on Table 4-10 (p 4-25). The highest profile project planned for Toppenish, the Lincoln Avenue/Dayton Avenue/Beech Street Improvements, is scheduled to begin construction in 2020.~~

~~In four of the the 2026-2031 six years of the TIP, the City of Toppenish is planning resurfacing projects, and each of these projects include installation of new pedestrian ramps. Between 2017 and 2018, two sidewalk improvement projects call for new or reconstructed sidewalks as well. planning for several projects that include new sidewalk, pedestrian crossing improvements, non-motorized facilities, ADA facilities, and other multimodal improvements.~~

Toppenish passed a Complete Streets Policy in 2015 with which to increase intermodal transportation and is consistent with the ~~2016~~2024-2040-2045 Yakima Valley Metropolitan and Regional Transportation Plan, the Coordinated Public Transit-Human Services Transportation Plan, Washington State's Bicycle

Facilities and Pedestrian Walkways Plan, and the Yakima County Trails Plan to name a few.

b. Yakima County Trails Plan

In 2014, Yakima County updated the Yakima County Trails Plan, which calls for development of a regional bicycle/pedestrian network that would function as a viable transportation option. The Plan has been developed with public participation in both the upper and lower valleys of Yakima County. Different special interest groups such as the Lower Valley Pathway Group, Single Track Alliance of Yakima, Cowiche Canyon Conservancy, DRYVE, and TRANS-Action, participated along with state and local government agencies to provide information during development. The non-motorized goals of the Yakima County Trails Plan include:

- Yakima County will strive to serve the public's current and future trail needs in a manner consistent with this plan.
- A countywide system of safe, efficient, and interconnected trails will be provided over time including on- and off-street facilities that link populated areas of the county with important travel destinations.
- The need for trails will be met through appropriate planning, design, construction, and maintenance of facilities, including single-use and shared use trails, roads, and road shoulders, sidewalks, bike lanes, and related improvements. Design will address the needs of both experienced and less experienced trail users, and users of all ages and abilities.
- Public safety, education, and law enforcement will be recognized as integral to the development of trail opportunities in Yakima County.
- Encourage alternative transportation modes.
- Support efforts to establish a regional and statewide trail system.
- Trail design and development will address issues related to neighboring property to ensure safety of the trail users, property owners, and residents.
- With the growing trend on outdoor recreation biking and hiking, greater emphasis should be placed on connecting with regional recreation trails.

The 2014 Plan identified a Lower Valley Trail (40.0 miles in length) which utilizes the abandoned Pacific Railroad right-of-way, on-street right-of-way, property easements, and outright land purchases. When completed, Lower

Valley Trail will provide a paved trail that connects the City of Naches to the north, through the Greater Yakima Valley, and into Benton County.

## 7. Transportation Demand Management

Transportation Demand Management (TDM) consists of strategies that seek to maximize the efficiency of the transportation system by reducing demand on the system. [TDM is based on at least 10-year outlook.](#) The results of successful TDM can include:

- Travelers switching from driving alone to high-occupancy vehicles modes such as transit, vanpools or carpools.
- Travelers switching from driving to non-motorized modes such as bicycling or walking.
- Travelers changing the time they make trips from more congested to less congested times of day.
- [Travelers eliminating trips altogether either through means such as compressed workweeks, consolidation of errands, or telecommuting.](#)
- [Collaboration with YVCOG to identify and designate planned improvements that encourage enhanced community access and promote healthy lifestyles.](#)
- [No denial of development proposal for causing the level of service on a locally owned or locally or regionally operated transportation facility to decline below the adopted standard where such impacts could be adequately mitigated through active transportation facility improvements, increased or enhanced public transportation service, ride-sharing programs, demand management, or other transportation systems management strategies funded by the development.](#)

## C. Roadway Characteristics

### 1. Functional Classification and Idealized Capacity

The streets and roadways in the Toppenish area do not function independently, but rather form a network through which traffic flows. Roads within the network serve two primary functions: 1) mobility to move traffic, goods, and people from one location to another quickly and efficiently; and 2) to provide access to parcels of land.

When planning roads, mobility and access considerations should be embedded in the considerations of context sensitivity and livability. Arterials provide mostly mobility, local streets provide mostly land access, and collectors provide both functions to some degree while linking arterials and local streets.

For each of the functional classifications of roadway there is a corresponding idealized capacity. These idealized capacities are based on recommendations in the Highway Capacity Manual developed by the Transportation Research Board. The actual capacity of any specific roadway is affected by the roadway's speed limit, the number of intersecting roadways, the number of stops or other delays, and other factors.

The types of functionally classified roadways present in Toppenish (summarized below and shown in Tables 5-1 and 5-2), are based on standards followed by the Washington State Department of Transportation:

a. Principal Arterial Including Freeways and Expressways

A roadway connecting major community centers and facilities, often constructed with partial limitations on access through intersections and common driveways. Principal arterials generally carry the highest amount of traffic volumes and provide the best mobility in the roadway network. Since most principal arterials are intra-county, they serve both urban and rural areas. Regional and inter-county bus routes are generally located on principal arterials with transfer centers and park-and-ride lots. A two-lane Principal Arterial typically carries 2,200 vehicles per hour unless it's an interstate.

b. Minor Arterial

A roadway connecting centers and facilities within the community, providing some access to abutting properties. The facility stresses mobility and circulation needs over providing specific access to properties. Minor arterials allow densely populated areas easy access to principal arterials, adjacent land uses (i.e. shopping, schools, etc.), and have lower traffic rates than principal arterials. Minor Arterials generally accommodate 2,000 vehicles per hour.

c. Collector

A roadway connecting two or more neighborhoods, carrying traffic within neighborhoods. Collectors channel traffic from local roads onto the minor and principal arterials. Typically, they carry moderate traffic volumes, are used for relatively shorter trips than arterials, and accommodate very little through traffic. Urban collectors and rural major collectors are the lowest categories of roadway classification eligible for federal funding. Depending on whether the collector is urban or rural, the customary range that a collector accommodates is between 1,800 and 2,400 vehicles per hour.

d. Local

This category comprises all roadways and streets not otherwise classified. Their main function is providing direct access to abutting properties, sometimes at the expense of traffic movement. Traffic generally moves slowly on these streets and delays are caused by turning vehicles. Local streets and roadways are typically rated for up to 1,600 vehicles per hour.

**TABLE 5-1. FUNCTIONALLY CLASSIFIED ROADS WITHIN TOPPENISH’S CITY LIMITS**

<u>Functional Class</u>	<u>Roadway Name</u>	<u>Start Location</u>	<u>End Location</u>
<u>Principal Arterial</u>	<u>SR 22</u>	<u>North City Limits</u>	<u>SR 97</u>
<u>Minor Arterial</u>	<u>SR 22</u>	<u>West City Limits</u>	<u>South City Limits</u>
	<u>W. 1st Avenue</u>	<u>West City Limits</u>	<u>S. Division Street</u>
	<u>E. Toppenish Avenue</u>	<u>Asotin Avenue</u>	<u>N. Meyers Road</u>
	<u>S. Toppenish Avenue</u>	<u>W. 1st Avenue</u>	<u>Asotin Avenue</u>
<u>Major Collector</u>	<u>Fraley Road</u>	<u>SR 22</u>	<u>East City Limits</u>
	<u>E. McDonald Road</u>	<u>West City Limits</u>	<u>SR 22</u>
	<u>Franklin Avenue</u>	<u>SR 22</u>	<u>N. Elm Street</u>
	<u>N. Elm Street</u>	<u>Franklin Avenue</u>	<u>Dayton Avenue</u>
	<u>Dayton Avenue</u>	<u>N. Elm Street</u>	<u>N. Beech Street</u>
	<u>N. Beech Street</u>	<u>Dayton Avenue</u>	<u>Zillah Avenue</u>
	<u>Zillah Avenue</u>	<u>N. Beech Street</u>	<u>N. “F” Street</u>
	<u>N. “F” Street</u>	<u>Zillah Avenue</u>	<u>Lincoln Avenue</u>
	<u>Lincoln Avenue</u>	<u>N. “F” Street</u>	<u>West City Limits</u>
	<u>W. 4th Avenue</u>	<u>SR 22</u>	<u>S. Division Street</u>
	<u>Jackson Street</u>	<u>Magnolia Street</u>	<u>S. Juniper Street</u>
	<u>N. Track Road</u>	<u>West City Limits</u>	<u>SR 22</u>
	<u>Asotin Avenue</u>	<u>SR 22</u>	<u>E. Toppenish Avenue</u>
	<u>Washington Avenue</u>	<u>North City Limits</u>	<u>SR 22</u>
	<u>Washington Avenue</u>	<u>SR 22</u>	<u>S. Toppenish Avenue</u>
	<u>Adams Avenue</u>	<u>Robart Lane</u>	<u>Jefferson Avenue</u>
	<u>Jefferson Avenue</u>	<u>S. Fir Street</u>	<u>SR 22</u>
	<u>Madison Avenue</u>	<u>S. Juniper Street</u>	<u>SR 22</u>

	<a href="#">S. Division Street</a>	<a href="#">South City Limits</a>	<a href="#">W. 4th Avenue</a>
	<a href="#">N. "G" Street</a>	<a href="#">Lincoln Avenue</a>	<a href="#">E. Toppenish Avenue</a>
	<a href="#">S. "G" Street</a>	<a href="#">E. Toppenish Avenue</a>	<a href="#">S. City Limits</a>
	<a href="#">S. "L" Street</a>	<a href="#">South City Limits</a>	<a href="#">Lincoln Avenue</a>
	<a href="#">Jackson Street</a>	<a href="#">Ward Road</a>	<a href="#">Magnolia Street</a>
	<a href="#">S. Juniper Street</a>	<a href="#">Jackson Street</a>	<a href="#">Washington Avenue</a>
Minor Collector	<a href="#">W. 2nd Avenue</a>	<a href="#">SR 22</a>	<a href="#">S. Division Street</a>
	<a href="#">E. 2nd Avenue</a>	<a href="#">S. Division Street</a>	<a href="#">Asotin Avenue</a>
	<a href="#">E. 1st Avenue</a>	<a href="#">Asotin Avenue</a>	<a href="#">East City Limits</a>
Local	<a href="#">All streets and roadways not listed above</a>		

Functional Class	Roadway Name	Start Location	End Location
Principal Arterial	SR 22	North City Limits	SR 97
Minor Arterial	SR 22	West City Limits	South City Limits
	W. 1 <sup>st</sup> Avenue	West City Limits	S. Division Street
	E. Toppenish Avenue	Asotin Avenue	N. Meyers Road
Major Collector	S. Toppenish Avenue	W. 1 <sup>st</sup> Avenue	Asotin Avenue
	Fraleley Road	SR 22	East City Limits
	E. McDonald Road	West City Limits	SR 22
	Franklin Avenue	SR 22	N. Elm Street
	N. Elm Street	Franklin Avenue	Dayton Avenue
	Dayton Avenue	N. Elm Street	N. Beech Street
	N. Beech Street	Dayton Avenue	Zillah Avenue
	Zillah Avenue	N. Beech Street	N. "F" Street
	N. "F" Street	Zillah Avenue	Lincoln Avenue
	Lincoln Avenue	N. "F" Street	West City Limits
	W. 4 <sup>th</sup> Avenue	SR 22	S. Division Street
	Jackson Street	Magnolia Street	S. Juniper Street
	<del>N. Track Road</del>	<del>West City Limits</del>	<del>SR 22</del>
	Asotin Avenue	SR 22	E. Toppenish Avenue
	Washington Avenue	North City Limits	SR 22
	Washington Avenue	SR 22	S. Toppenish Avenue
	Adams Avenue	Robart Lane	Jefferson Avenue
	Jefferson Avenue	S. Fir Street	SR 22
	Madison Avenue	S. Juniper Street	SR 22
	S. Division Street	South City Limits	W. 4 <sup>th</sup> Avenue
	N. "G" Street	Lincoln Avenue	E. Toppenish Avenue
	S. "G" Street	E. Toppenish Avenue	S. City Limits
	S. "L" Street	South City Limits	Lincoln Avenue
Jackson Street	Ward Road	Magnolia Street	
S. Juniper Street	Jackson Street	Washington Avenue	
Minor Collector	W. 2 <sup>nd</sup> Avenue	SR 22	S. Division Street
	E. 2 <sup>nd</sup> Avenue	S. Division Street	Asotin Avenue
	E. 1 <sup>st</sup> Avenue	Asotin Avenue	East City Limits
Local	All streets and roadways not listed above		

**TABLE 5-2. FUNCTIONALLY CLASSIFIED ROADS WITHING TOPPENISH'S UGA**

Functional Class	Roadway Name	Start Location	End Location
Principal Arterial	SR 97	SR 22	LaRue Road
Minor Arterial	W. 1st Avenue	SR 97	West City Limits
	Fort Road	Gunnyon Road	SR 97
	SR 97	East UGA Line	SR 22
Major Collector	Fraleley Road	East City Limits	East UGA Line

	<a href="#">E. McDonald Road</a>	<a href="#">West City Limits</a>	<a href="#">Ward Road</a>
	<a href="#">LaRue Road</a>	<a href="#">West UGA Line</a>	<a href="#">SR 22</a>
	<a href="#">LaRue Road</a>	<a href="#">Division Road</a>	<a href="#">Pace Road</a>
	<a href="#">E. LaRue Road</a>	<a href="#">SR 22</a>	<a href="#">East UGA Line</a>
	<a href="#">N. Track Road</a>	<a href="#">North UGA Line</a>	<a href="#">West City Limits</a>
	<a href="#">Washington Avenue</a>	<a href="#">E. McDonald Road</a>	<a href="#">North City Limits</a>
	<a href="#">S. Track Road</a>	<a href="#">S. "G" Street</a>	<a href="#">N. Meyers Road</a>
	<a href="#">N. Meyers Road</a>	<a href="#">Idaho Avenue</a>	<a href="#">Zillah Avenue</a>
	<a href="#">N. Meyers Road</a>	<a href="#">Curlew Road</a>	<a href="#">E. LaRue Road</a>
	<a href="#">Division Road</a>	<a href="#">South City Limits</a>	<a href="#">LaRue Road</a>
<a href="#">Minor Collector</a>	<a href="#">S. Track Road</a>	<a href="#">N. Meyers Road</a>	<a href="#">East UGA Line</a>
<a href="#">Local</a>	<a href="#">All roadways not listed above</a>		

Functional Class	Roadway Name	Start Location	End Location
Principal Arterial	SR 97	SR 22	LaRue Road
Minor Arterial	W. 1 <sup>st</sup> Avenue	SR 97	West City Limits
	Fort Road	Gunnyon Road	SR 97
	SR 97	East UGA Line	SR 22

Major Collector	Fraley Road	East City Limits	East UGA Line
	E. McDonald Road	West City Limits	Ward Road
	LaRue Road	West UGA Line	SR 22
	LaRue Road	Division Road	Pace Road
	E. LaRue Road	SR 22	East UGA Line
	N. Track Road	North UGA Line	West City Limits
	Washington Avenue	E. McDonald Road	North City Limits
	S. Track Road	S. "G" Street	N. Meyers Road
	N. Meyers Road	Idaho Avenue	Zillah Avenue
	N. Meyers Road	Curlew Road	E. LaRue Road
	Division Road	South City Limits	LaRue Road
Minor Collector	S. Track Road	N. Meyers Road	East UGA Line
Local	All roadways not listed above		

## 2. Level of Service

The ease of traffic movement along a roadway is a function of the roadway's vehicular capacity, the number of vehicles actually using the roadway, the number of stops along the

roadway, and the time spent waiting at each stop. To characterize the ease of movement of traffic, transportation engineers have developed the concept of “level of service” (LOS). Levels of service have been categorized in a range from “A” to “F” and the descriptions in Table 4-3 are summarized from the Highway Capacity Manual 2022<sup>10</sup>. [LOS classifications and uses have been updated to include multimodal transportation aspects in coordination with RCW 36.70A.070\(6\)\(a\)\(iii\)\(B\) to support equitably implementing the multimodal network. The MMLOS is calculated based on qualitative aspects within the city’s control, summarized in 2. Level of Service, a. Multimodal Transportation below.](#)

Because travel time has not been customarily measured in the greater Yakima Valley region, instead of travel speeds and travel delay, a simpler method of observed or forecasted volume versus the idealized capacity is used and the resulting ratio Volume/Capacity is expressed in Table 5-6<sup>3</sup>.

Levels of service can be calculated in several ways for each mode of transportation such as vehicles, freight, transit, bicycle, or pedestrian. Other, more complex measures include interruptions to traffic flow such as signals, stop signs, and turning traffic. Because each project may vary in complexity, a project level LOS study is performed during the Preliminary Engineering of any new construction or reconstruction project which follows the methodologies outlined in the Highway Capacity Manual 2022<sup>10</sup>.

For screening purposes associated with planning and to be consistent with the standards set by the Regional Transportation Planning Organization, Toppenish reports LOS in the following Volume/Capacity manner.

Roadway capacity refers to the maximum amount of traffic that can be accommodated by a given roadway facility. Roadway capacity is based on an analysis of roadway conditions, including the number and width of lanes, pavement and shoulder types, the presence of controls at an intersection, and whether the roadway is in an urban or rural area.

Toppenish views “Levels of Service” for roadways other than arterial streets as advisory within its City limits. To maintain its historic and small city character, Toppenish adopts a level of service standard “C” for arterials within its jurisdiction. The Washington State Department of Transportation will mitigate congestion on urban highways in cooperation with local and regional jurisdictions when the peak period LOS falls below “D”. The City of Toppenish has two state highways passing through its boundaries: SR 22 and SR 97, both of which are classified as urban.

[Identification of transportation system needs necessary to meet current and future multimodal demand shall coordinate with the land use element. Levels of service impacts to state-owned multimodal transportation facilities shall be estimated to assist in](#)

monitoring the performance of state-owned transportation facilities, to plan for improvements of facilities, and to assess the impact of land-use decisions on state-owned transportation facilities.

**Commented [JE1]:** Transportation Element section b. (listed as section c. within the transportation checklist)

Current multi-modal level of service impacts on state-owned transportation facilities are estimated to decrease the LOS by increasing ridership via connecting existing facilities and increasing their viability under the ADA. This decrease is estimated to have a negligible impact on the LOS due to the increased mobility associated with the increased connectivity of multi-modal transportation systems. Multi-modal LOS within the City of Toppenish is based on the qualitative aspects within the city's control, further analysis shall be conducted to determine any quantitative impacts.

**Commented [JE2]:** State facility impact analysis - double check if sufficient

#### a. Multimodal Transportation

Multimodal Transportation is critical in providing adequate mobility for all people, necessary for achieving environmental justice as defined in RCW 36.70A.030. A qualitative multimodal level of service (MMLOS) standard consistent with the statewide multimodal transportation plan shall be implemented to support the goals identified within the Transportation Element Plan, Capital Facilities Plan Element, and Financing Plan within the Capital Facilities Plan Element. Remedies for failure to meet current or projected demand include but are not limited to: improving existing facilities to comply with ADA standards, or implement level of traffic stress reducing features which impact the failure, or other demand management strategies. Multimodal LOS only classifies transit routes and locally owned arterials, the City of Toppenish may further identify qualitative features to enhance mobility within city limits and UGA. Multimodal LOS indicates quality of flow measured by a scale of pedestrian, cyclist, rider, and driver satisfaction. The City of Toppenish will plan to maintain a MMLOS of "D" for locally owned arterials, transit routes serving urban growth areas, and active transportation facilities.

**Commented [JE3]:** Specific action recommended - Transportation Element c.

**Commented [JE4R3]:** (improvements, LTS reduction, other TDM)

Assessment of the impacts of the transportation plan and land use assumptions on the transportation system of adjacent jurisdictions and within the City of Toppenish shall be conducted through intergovernmental coordination efforts. Intergovernmental coordination will consist of but is not limited to; demand management strategies, pedestrian and bicycle improvements for pedestrian and bicycle facilities and corridors, six-year plan for public transportation systems, and 10-year plan for multimodal transportation.

**Commented [JE5]:** Transportation section L.

##### 1. Pedestrian Pathways

Level of service metrics used for indicating pedestrian mode standards considers; the presence of sidewalks, landscape buffers, accessibility, safety at intersections, pedestrian comfort, and level of traffic stress.

## 2. Bicycle Pathways

Bicycle mode metrics and guidelines for level of service are largely based on rider experience, not the number of riders who use a facility. This is the emerging best practice for cities that intend to promote multimodal transportation options. Level of service metrics used for indicating bicycle mode standards include; the presence of bicycle corridors, buffers or protected bike lanes, bike lane markings, adjacent traffic speeds and/or volume, and level of traffic stress.

**Table 5-3. Guideline to Achieve Intended Level of Service/Level of Traffic Stress**

Speed Limit (MPH)	Arterial Traffic Volume	No Marking	Sharrow Lane Marking	Striped Bike Lane	Buffered Bike Lane (Horizontal)	Protected Bike Lane (Vertical)	Physically Separated Bikeway
≤25	<3k	A	A	A	A	A	A
	3-7k	C	B	B	B	A	A
	≥7k	C	C	B	B	A	A
30	<15k	C	C	B	B	A	A
	15-25k	D	D	C	C	C	A
	≥25k	D	D	C	C	C	A
35	<25k	D	D	C	C	C	A
	≥25k	D	D	D	C	C	A
>35	Any	D	D	D	D	C	A

**Table 5-4. Bicycle Facility Components at an Intersection**

Bicycle LOS/LTS	Bike Signal	Street Crossing	Approach to Intersection	Approach to Intersection with Right Turn Lane
LOS A	Bike Signal	Green solid or skip-stripe	Green Bike Box	Curb Ramp to Wide Sidewalk, Dutch Intersection
LOS B	Bike Signal	Skip stripe	Bike Box	Green Bike Lane to Left of Turn Lane
LOS C	Green Cycle Period	Sharrow Lane Markings	Automatic Signal Actuation	Bike Lane to Left
LOS D	No specific design guideline for LTS/LOS D			
Trail or Mid-Block Crossing	Full signal or HAWK or RRFB	Green solid or skip-stripe	N/A	N/A

- *HAWK stands for High Intensity Activated CrossWalk beacon. A HAWK is a push-button activated signal that stops traffic to provide a protected pedestrian crossing at an otherwise unsignalized location.*
- *RRFB stands for Rectangular Rapidly Flashing Beacon. This beacon is actuated with a push button and the flashing lights advise drivers that a pedestrian intends to cross the street at the midblock location.*

### 3. Public Transit

Level of service metrics used for identifying public transit mode standards are based on qualitative aspects within the city’s control and includes; accessibility, transit speed/frequency of stops, network routes, the presence of bicycle parking, weather protection at stop/station, paved bus door passenger zone, and passenger amenities.

**Table 5-5. Transit Facility Components**

Context/Component	Local Transit Stop	Primary Transit Stop	Frequent Transit Network Stop / RapidRide Stop
Weather Protection	Yes, Priority with 25+ daily boardings	Yes	Yes
Seating	Yes, Near pedestrian destination	Yes	Yes
Paved Bus Door Passenger Zone	Zone length 25-30ft	Zone length 40ft	Zone length 60ft
Wayfinding	Optional	Yes	Yes
Bicycle Parking	Optional	Yes	Yes

### 4. Commercial Vehicles / Trucks

Level of service standards for commercial vehicles / trucks is identified in Table 5-7.

### 5. High Occupancy Vehicles

Level of service standards for high occupancy vehicles is identified in Table 5-7.

### 6. Single Occupancy Vehicles

Level of service standards for single occupancy vehicles is identified in Table 5-7.

**TABLE 5-6. MULTIMODAL LEVEL OF SERVICE CATEGORIES**

<u>Level of Service</u>	<u>Description</u>	<u>Quality of Experience</u>
A	Free-flow operation. Persons are completely unimpeded in their ability to maneuver within the traffic stream. The general level of comfort and convenience provided is excellent.	Excellent
B	Primarily free-flow operation. The ability to maneuver within the traffic stream is only slightly restricted. Delay at intersections is minimal. Quality of access or function is inferior relative LOS A.	Good
C	Stable flow. Speeds and maneuverability more restricted than LOS B. Longer queues at intersections is experienced. Quality of access or function is inferior relative to LOS B.	Fair
D	Less stable flow. Speeds and maneuverability considerably affected by small increases flow. Speeds nearing 40 – 50% of free-flow. Quality of access or function is inferior relative to LOS C.	Poor
E	Unstable operation, significant delay. Speeds approaching 30% of free-flow speed. Quality of access or function is inferior relative to LOS D.	Very Poor
F	Forced flow. Very low speeds, long delays and queues with stop-and-go traffic. Quality of function is inferior relative to LOS D or does not meet ADA accessibility standard.	Insufficient

**Commented [JE6]:** Pass/Fail criteria basis is determined by ADA accessibility standards, the city should adopt a level of service E to maintain current design obligations.

**TABLE 5-7.3 LEVEL OF SERVICE CATEGORIES**

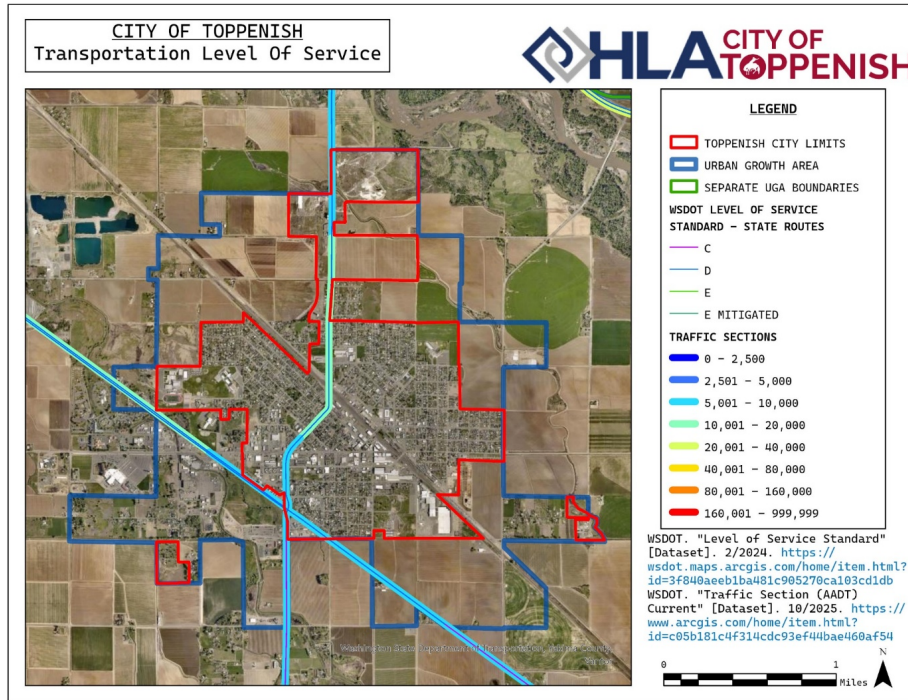
<u>Level of Service</u>	<u>Description</u>	<u>Volume / Capacity Ratio</u>
A	Free-flow operation. Persons are completely unimpeded in their ability to maneuver within the traffic stream. The general level of comfort and convenience provided is excellent.	Less than 0.60
B	Primarily free-flow operation. The ability to maneuver within the traffic stream is only slightly restricted. Delay at intersections is minimal. Quality of access or function is inferior relative LOS A.	0.61 to 0.70
C	Stable flow. Speeds and maneuverability more restricted than LOS B. Longer queues at intersections is experienced. Quality of access or function is inferior relative to LOS B.	0.71 to 0.80
D	Less stable flow. Speeds and maneuverability considerably affected by small increases flow. Speeds nearing 40 – 50% of free-flow. Quality of access or function is inferior relative to LOS C.	0.81 to 0.90
E	Unstable operation, significant delay. Speeds approaching 30% of free-flow speed. Quality of access or function is inferior relative to LOS D.	0.91 to 1.00
F	Forced flow. Very low speeds, long delays and queues with stop-and-go traffic. Quality of function is inferior relative to LOS E or does not meet ADA accessibility standard.	Over 1.0

**Commented [JE7]:** The section highlighted is the language to comply with Transportation Element b.

**Commented [JE8]:** Pass/Fail criteria basis is determined by ADA accessibility standards, the city should adopt a level of service E to maintain current design obligations.

Level of Service	Description	Volume/Capacity Ratio
A	Free-flow operation. Vehicles are completely unimpeded in their ability to maneuver within the traffic stream.	Less than 0.60
B	Primarily free-flow operation. The ability to maneuver within the traffic stream is only slightly restricted. Delay at intersections is minimal.	0.61 to 0.70
C	Stable flow. Speeds and maneuverability more restricted than LOS B because of higher volumes. Longer queues at intersections is experienced.	0.71 to 0.80
D	Less stable flow. Speeds and maneuverability considerably affected by small increases flow. Speeds nearing 40 – 50% of free-flow.	0.81 to 0.90
E	Unstable operation, significant delay. Speeds approaching 30% of free-flow speed.	0.91 to 1.00
F	Forced flow. Very low speeds, volumes exceed capacity, long delays and queues with stop-and-go traffic.	Over 1.00

Figure 1. State Transportation Facilities Level of Service



### 3. Traffic Volume History

Traffic volumes in the Toppenish area tend to be much lower than the capacities noted as idealized capacities. The City of Toppenish's traffic volumes are expressed in terms of "Average Annualized Daily Traffic" (AADT).

AADT is the average daily traffic that has been measured and adjusted to show expected volumes of vehicles throughout the year on each road segment. The AADTs were calculated using the "Average Weekday Traffic" (AWDT) gained from observed traffic counts. The AWDT is normalized to represent what the comparable traffic would be mid-week in the month of April. This method allows Toppenish to compare a "normal" day of traffic to other cities' or towns\* traffic in Yakima County.

Several "Monthly Normalization Factors" (MNFs) are provided by WSDOT in their Annual Traffic Report and they provide a few options in Yakima County from which to choose. The calculation for AADT is:  $A\ WDT * MNF = AADT$ .

YVCOG conducted traffic counts within the City of Toppenish in May and June ~~2014~~2015. In addition, the Yakima County Public Works Department maintains a series of street and roadway locations from which counts are conducted every three to four years. Tables 5-94.4 and 5-104.5 report the [projections based on](#) results of the May/June counts as well as County counts for locations that fall in or near Toppenish's Urban Growth Area (UGA).

*Figure 1-2. Road Functional Classification* shows the existing transportation network with associated federal functional classifications in and adjacent to the City of Toppenish.

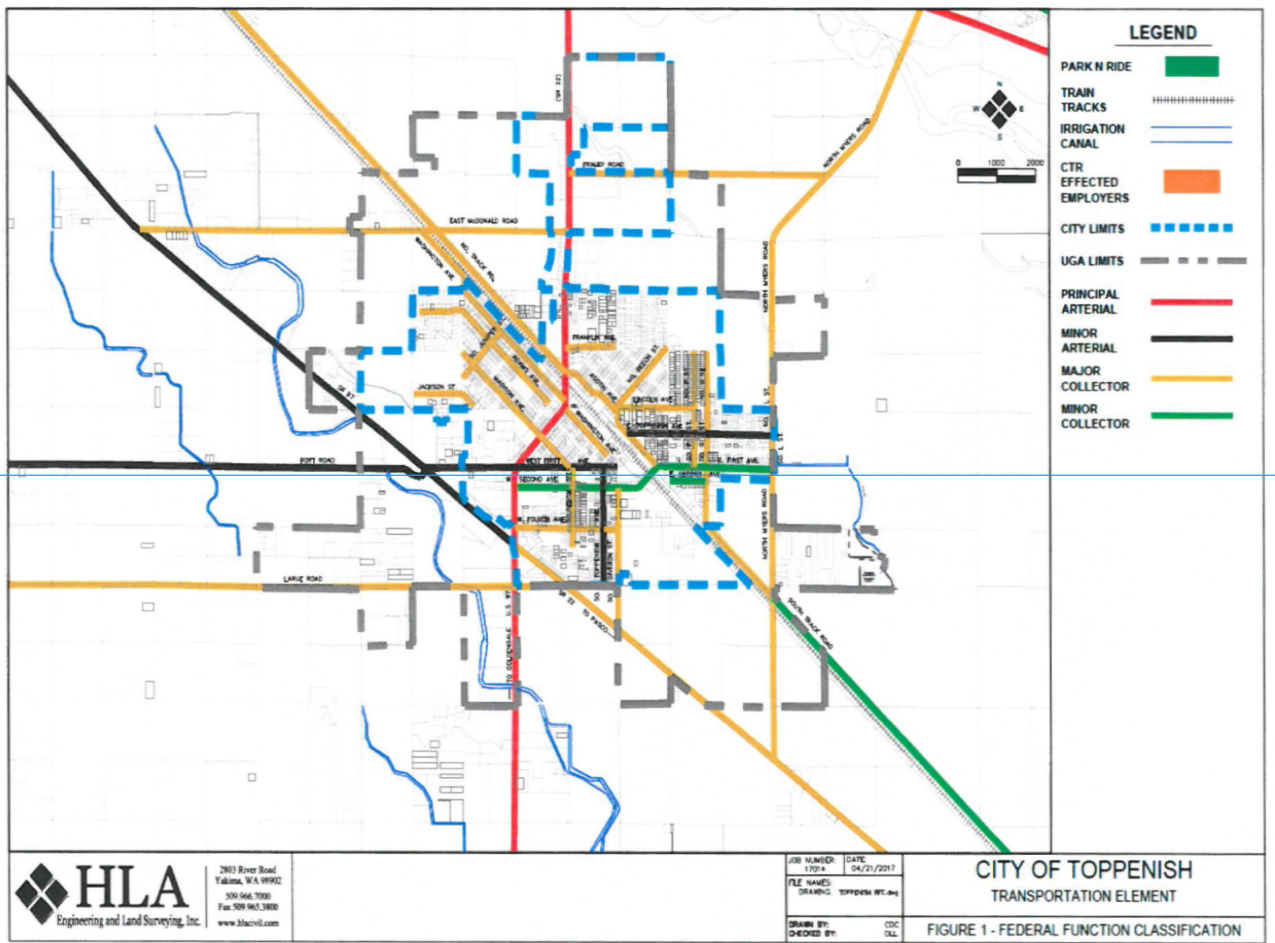
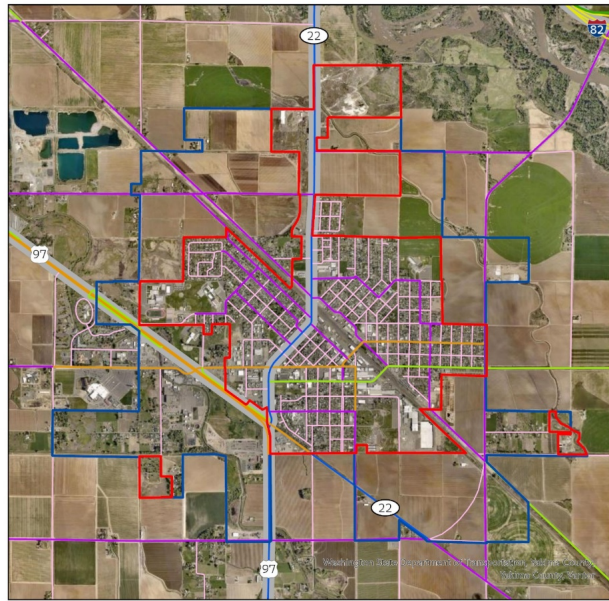


Figure 2. Road Functional Classification

CITY OF TOPPENISH  
Road Functional Classification



- LEGEND**
- TOPPENISH CITY LIMITS
  - URBAN GROWTH AREA
  - SEPARATE URBAN GROWTH AREA
  - ROAD FUNCTIONAL CLASS
    - INTERSTATE
    - PRINCIPAL ARTERIAL
    - MINOR ARTERIAL
    - MAJOR COLLECTOR
    - MINOR COLLECTOR
    - LOCAL ACCESS
    - HIGHWAYS OF STATE
    - SIGNIFICANCE

WSDOT. [Map] "WSDOT - Functional Class Data for Non-State Routes", [Map] "WSDOT - Functional Class Data for State Routes", [Map] "WSDOT - Local Agency Public Road Lines" <https://wsdot.maps.arcgis.com/home/index.html>



**TABLE 5-6. Roadways within Toppenish City Limits – Peak Hour Volume and Level of Service**

Functional Class	Road Name	Direction of (E/O, W/O, S/O, N/O)	Nearest Crossroad	Number of Lanes	AADT (2026) <sup>1</sup>	Peak Hour Volume (vph) <sup>2</sup>	Idealized Roadway Capacity (vph)	Peak Volume as a Ratio of Roadway Capacity	Level of Service (LOS)
Principal Arterial	SR 22	S/O	Fraleley Road	2	11,308	1,131	2,200	51%	A
	SR 22	N/O	SR 97	2	6,714	671	2,220	30%	A
Minor Arterial	SR 22	E/O	Casey Road	2	5,654	565	2,000	28%	A
	W. 1 <sup>st</sup> Avenue	E/O	SR 22 (Elm Street)	4	11,504	1,150	4,000	29%	A
	E. Toppenish Avenue	W/O	“I” Street	4	9,462	946	4,000	24%	A
	S. Toppenish Avenue	S/O	Asotin Avenue	4	13,005	1,300	4,000	33%	A
	SR 97	S/O	Asotin Avenue	4	13,005	1,300	4,000	33%	A
Major Collector	Fraleley Road	W/O	East City Limits	2	726	73	2,400	3%	A
	SR 22	E/O	SR 97	2	6,008	601	2,400	25%	A
	Franklin Avenue	W/O	North Fir Street	2	3,703	370	2,400	15%	A
	N. Beech Street	E/O	N. “D” Street	2	1,145	114	2,400	5%	A
	N. “F” Street	S/O	Zillah Avenue	2	695	69	2,400	3%	A
	Lincoln Avenue	W/O	S. “L” Street	2	688	69	2,400	3%	A

	W. 4 <sup>th</sup> Avenue	W/O	SR 22 (S. Elm Street)	2	3,689	369	2,400	15%	A
	Jackson Street	W/O	S. Juniper Street	2	2,416	242	2,400	10%	A
	Asotin Avenue	W/O	SR 22 (Buena Way)	2	2,743	274	2,400	11%	A
	Washington Avenue	W/O	SR 22 (Buena Way)	2	2,113	211	2,400	9%	A
	Washington Avenue	W/O	S. Toppenish Avenue	2	3,781	378	2,400	16%	A
	Adams Avenue	W/O	S. Fir Street	2	1,994	199	2,400	8%	A
	Madison Avenue	E/O	S. Juniper Street	2	2,452	245	2,400	10%	A
	S. Division Street	S/O	3 <sup>rd</sup> Avenue	2	2,537	254	2,400	11%	A
	N. "G" Street	S/O	Lincoln Avenue	2	2,452	245	2,400	10%	A
	S. "G" Street	S/O	E. Toppenish Avenue	2	3,786	379	2,400	16%	A
	S. "L" Street	S/O	E. Toppenish Avenue	2	859	86	2,400	4%	A
	S. "L" Street	S/O	Lincoln Avenue	2	2,290	229	2,400	10%	A
	S. Juniper Street	S/O	Washington Avenue	2	2,587	259	2,400	11%	A
Minor Collector	W. 2 <sup>nd</sup> Avenue	E/O	SR 22 (S. Elm Street)	2	1,644	164	2,000	8%	A
	E. 2 <sup>nd</sup> Avenue	E/O	S. Division Street	2	2,273	227	2,000	11%	A

	E. 1 <sup>st</sup> Avenue	W/O	N. Meyers Road	2	544	54	2,000	3%	A
Principal Arterial	SR 97	S/O	SR 22	2	5,772	577	4,400	13%	A
Minor Arterial	SR 97	W/O	Fort Road	2	12,957	1,296	4,000	32%	A
	SR 97	W/O	SR 22	2	8,246	825	4,000	21%	A
	Fort Road	W/O	Elmwood Road	2	10,658	1,066	2,000	53%	A
Major Collector	E. McDonald Road	E/O	N. Track Road	2	736	74	2,400	3%	A
	SR 22	E/O	Casey Road	2	5,654	565	2,400	24%	A
	Larue Road	W/O	SR 97	2	1,098	110	2,400	5%	A
	N. Track Road	N/O	E. McDonald Road	2	2,156	216	2,400	9%	A
	Washington Avenue	W/O	S. Juniper Street	2	2,212	221	2,400	9%	A
	S. Track Road	W/O	N. Meyers Road	2	1,243	124	2,400	5%	A
	N. Meyers Road	N/O	Lincoln Avenue	2	3,142	314	2,400	13%	A
	N. Meyers Road	S/O	Curlew Road	2	1,352	135	2,400	6%	A
	Division Road	N/O	SR 22	2	1,411	141	2,400	6%	A
	Division Road	N/O	Larue Road	2	312	31	2,400	1%	A
Minor Collector	S. Track Road	E/O	N. Meyers Road	2	1,110	111	2,000	6%	A

**TABLE 5.4. ROADWAYS WITHIN TOPPENISH CITY LIMITS – PEAK HOUR VOLUME AND LEVEL OF SERVICE**

Functional Class	Road Name	Direction of (E/O, W/O, S/O, N/O)	Nearest Crossroad	Number of Lanes	AADT (1999 - 2016)	Peak Hour Volume (vph)	Idealized Roadway Capacity (vph)	Percentage of Peak Volume vs. Roadway Capacity (V/C)	Level of Service (LOS)
Principal Arterial	SR 22	S/O	Fraley Road	2	9,600	960	2,200	0.44	A
	SR 22	N/O	SR 97	2	5,700	570	2,220	0.26	A
Minor Arterial	SR 22	E/O	Casey Road	2	4,800	480	2,000	0.24	A
	W. 1 <sup>st</sup> Avenue	E/O	SR 22 (Elm Street)	4	9,766	977	4,000	0.24	A
	E. Toppenish Avenue	W/O	"I" Street	4	8,033	803	4,000	0.20	A
	S. Toppenish Avenue	S/O	Asotin Avenue	4	11,040	1,104	4,000	0.28	A
	SR 97	S/O	Asotin Avenue	4	11,040	1,104	4,000	0.28	A
Major Collector	Fraley Road	W/O	East City Limits	2	616	105	2,400	4%	A
	SR 22	E/O	SR 97	2	5,100	510	2,400	0.21	A
	Franklin Avenue	W/O	North Fir Street	2	3,144	301	2,400	13%	A
	N. Beech Street	E/O	N. "D" Street	2	972		2,400	5%	A
	N. "F" Street	S/O	Zillah Avenue	2	590		2,400	4%	A
	Lincoln Avenue	W/O	S. "L" Street	2	584		2,400	3%	A
	W. 4 <sup>th</sup> Avenue	W/O	SR 22 (S. Elm Street)	2	3,132	313	2,400	0.13	A
	Jackson Street	W/O	S. Juniper Street	2	2,051		2,400	8%	A
	Asotin Avenue	W/O	SR 22 (Buena Way)	2	2,329	233	2,400	0.10	A
	Washington Avenue	W/O	SR 22 (Buena Way)	2	1,794	179	2,400	0.07	A
	Washington Avenue	W/O	S. Toppenish Avenue	2	3,210	321	2,400	0.13	A
	Adams Avenue	W/O	S. Fir Street	2	1,693	169	2,400	0.07	A
	Madison Avenue	E/O	S. Juniper Street	2	2,082	208	2,400	0.09	A
	S. Division Street	S/O	3 <sup>rd</sup> Avenue	2	2,154	215	2,400	0.09	A

<sup>1</sup>Calculated to 2015 using 1.49% growth rate.

<sup>2</sup>Estimated at 10% of AADT.

	N 17 <sup>th</sup> Street	SO	Lincoln Avenue	2	100	28	240	3%	±
	S 17 <sup>th</sup> Street	SO	E Tappan Avenue	2	124	31	240	6.5%	±
	S 17 <sup>th</sup> Street	SO	E Tappan Avenue	2	79	15	240	6.5%	±
	S 17 <sup>th</sup> Street	SO	Lincoln Avenue	2	194	14	240	6.8%	±
	S 18 <sup>th</sup> Street	SO	Washington Avenue	2	116	32	240	7%	±
Main Collector	N 1 <sup>st</sup> Avenue	EO	SR 22 (6 Elm Street)	2	156	16	200	9%	±
	E 1 <sup>st</sup> Avenue	EO	S Division Street	2	139	16	200	9%	±
	E 1 <sup>st</sup> Avenue	WO	N Myers Road	2	40	4	200	2%	±

**TABLE 5.5. ROADWAYS IN TOPPENISH'S URBAN GROWTH AREA – PEAK HOUR VOLUME AND LEVEL OF SERVICE**

Functional Class	Road Name	Direction of (E/O, W/O, S/O, N/O)	Nearest Crossroad	Number of Lanes	AADT (2010*)	Peak Hour Volume (vph)	Idealized Roadway Capacity (vph)	Percentage of Peak Volume vs. Roadway Capacity (V/C)	Level of Service
Principal Arterial	SR 97	S/O	SR 22	4	4,900	490	4,400	0.11	A
Minor Arterial	SR 97	W/O	Fort Road	4	11,000	1,100	4,000	0.28	A
	SR 97	W/O	SR 22	4	7,000	700	4,000	0.18	A
	Fort Road	W/O	Elmwood Road	2	9,048	905	2,000	0.45	A
Major Collector	E. McDonald Road	E/O	N. Track Road	2	625	63	2,400	0.03	A
	SR 22	E/O	Casey Road	2	4,800	480	2,400	0.20	A
	LaRue Road	W/O	SR 97	2	932	93	2,400	0.04	A
	N. Track Road	N/O	E. McDonald Road	2	1,830	183	2,400	0.08	A
	Washington Avenue	W/O	S. Juniper Street	2	1,878	252	2,400	11%	A
	S Track Road	W/O	N. Meyers Road	2	1,055	106	2,400	0.04	A
	N. Meyers Road	N/O	Lincoln Avenue	2	2,667	267	2,400	0.11	A
	N. Meyers Road	S/O	Curlew Road	2	1,148	115	2,400	0.05	A
	Division Road	N/O	SR 22	2	1,198	120	2,400	0.05	A
	Division Road	N/O	Larue Road	2	265	27	2,400	0.01	A
Minor Collector	S.Track Road	E/O	N. Meyers Road	2	942	94	2,000	0.05	A

\* Estimated based on 2007 Yakima County count. \*\*Estimated based on 2008 count. \*\*\*Peak Hour calculated as 10% of AADT

#### 4. Freight and Goods Transportation System

The Washington State Freight and Goods Transportation System (FGTS) is a classification system for roadways, railways, and waterways based on freight volume. The FGTS is used to establish funding eligibility for Freight Mobility Strategic Investment Board grants, support transportation planning process, and plan for future pavement needs. The data is used to designate freight economic corridors in the Freight Mobility Plan (FMP), which was last updated in 2015.

WSDOT used criteria based on the level of annual freight tonnage carried by a particular segment of road to identify road segments which play a significant role in the movement of freight and other goods throughout the state (Table 5-67). Through the FMP, WSDOT estimates truck traffic on highways and roads used most heavily by trucks. Truck traffic count data is converted into average weights by truck type. The five truck route classes based on annual tonnage are listed below. Category T-5 accounts for roads subject to heavy use on a seasonal basis.

**TABLE 5-76. TRUCK ROUTE CLASSES BASED ON ANNUAL TONNAGE**

Truck Route Class	Annual Tonnage
T-1	10,000,000+
T-2	4,000,000 – 10,000,000
T-3	300,000 – 4,000,000
T-4	100,000 – 300,000
T-5	At least 20,000 in 60 Days

Truck Route Class	Annual Tonnage
T-1	10,000,000 +
T-2	4,000,000 - 10,000,000
T-3	300,000 - 4,000,000
T-4	100,000 - 300,000
T-5	At least 20,000 in 60 Days

Table 5-7 lists the City of Toppenish and UGA freight classified streets and roads and Figure 2, displays that information on the map. Toppenish in cooperation with WSDOT has identified a Critical Freight Rural Corridor in the Toppenish area which

connects SR 97 with I-82 on a route that separates the local motorist and pedestrian traffic from the freight corridor to be included in the WSDOT Freight Plan.

The project has local support and has been identified on the Driving Rural Yakima Valley's Economy (DRYVE) public-private transportation coalition prioritized list and is currently in the Unfunded Needs section of YVCOG's SFY 2018 Unified Planning Work Program. Cooperation and coordination will be required from the Confederated Tribes and Bands of the Yakama Nation, Yakima County, the City of Toppenish, YVCOG, WSDOT, other agencies, and the community will be necessary to move the project from concept to a planned project.

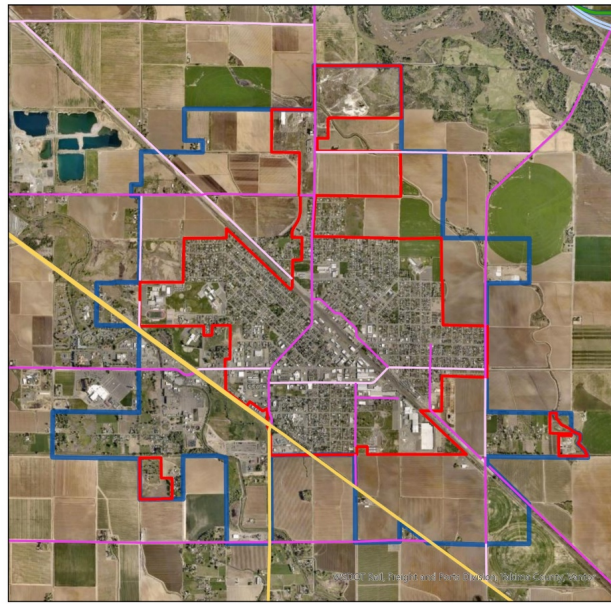
**TABLE 5-87. CITY OF TOPPENISH AND URBAN GROWTH AREA – FREIGHT AND GOODS TRANSPORTATION SYSTEM CLASSIFIED ROADS**

Route Name	Start Location	End Location	FGTS Class
SR 97	West UGA Line	SR 22	T-2 Corridor
SR 22	North City Limits	LaRue Road	T-2 Corridor
E. McDonald Road	SR 97	SR 22	T-3 Corridor
Fort Rd	West UGA Line	SR 97	T-3 Corridor
E. 3 <sup>rd</sup> Avenue	S. Division Street	Wishkoski Way	T-3 Corridor
S. Division Street	W. 2 <sup>nd</sup> Avenue	South City Limits	T-3 Corridor
N. Meyers Road	North UGA Line	South UGA Line	T-3 Corridor
W. 1 <sup>st</sup> Avenue	Linden Street	SR 22	T-4 Corridor
W. 2 <sup>nd</sup> Avenue	SR 22	E. 1 <sup>st</sup> Avenue	T-4 Corridor
E. 1 <sup>st</sup> Avenue	Asotin Avenue	N. Meyers Road	T-4 Corridor
Asotin Avenue	SR 22	E. 1 <sup>st</sup> Avenue	T-4 Corridor
S. Track Rd	N. "G" Street	N. Meyers Road	T-4 Corridor
N. "G" Street	Lincoln Avenue	S. Track Road	T-4 Corridor

Route Name	Start Location	End Location	FGTS Class
SR 97	West UGA Line	SR 22	T-2 Corridor
SR 22	North City Limits	LaRue Road	T-2 Corridor
E. McDonald Road	SR 97	SR 22	T-3 Corridor
Fort Rd	West UGA Line	SR 97	T-3 Corridor
E. 3 <sup>rd</sup> Avenue	S. Division Street	Wishkoski Way	T-3 Corridor
S. Division Street	W. 2 <sup>nd</sup> Avenue	South City Limits	T-3 Corridor
N. Meyers Road	North UGA Line	South UGA Line	T-4 Corridor
W. 1 <sup>st</sup> Avenue	Linden Street	SR 22	T-4 Corridor
W. 2 <sup>nd</sup> Avenue	SR 22	E. 1 <sup>st</sup> Avenue	T-4 Corridor
E. 1 <sup>st</sup> Avenue	Asotin Avenue	N. Meyers Road	T-4 Corridor
Asotin Avenue	SR 22	E. 1 <sup>st</sup> Avenue	T-4 Corridor
S. Track Rd	N. "G" Street	N. Meyers Road	T-4 Corridor
N. "G" Street	Lincoln Avenue	S. Track Road	T-4 Corridor

[Figure 3. Freight and Goods Transportation System](#)

CITY OF TOPPENISH  
Freight and Goods Transportation System



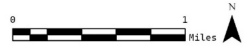
**LEGEND**

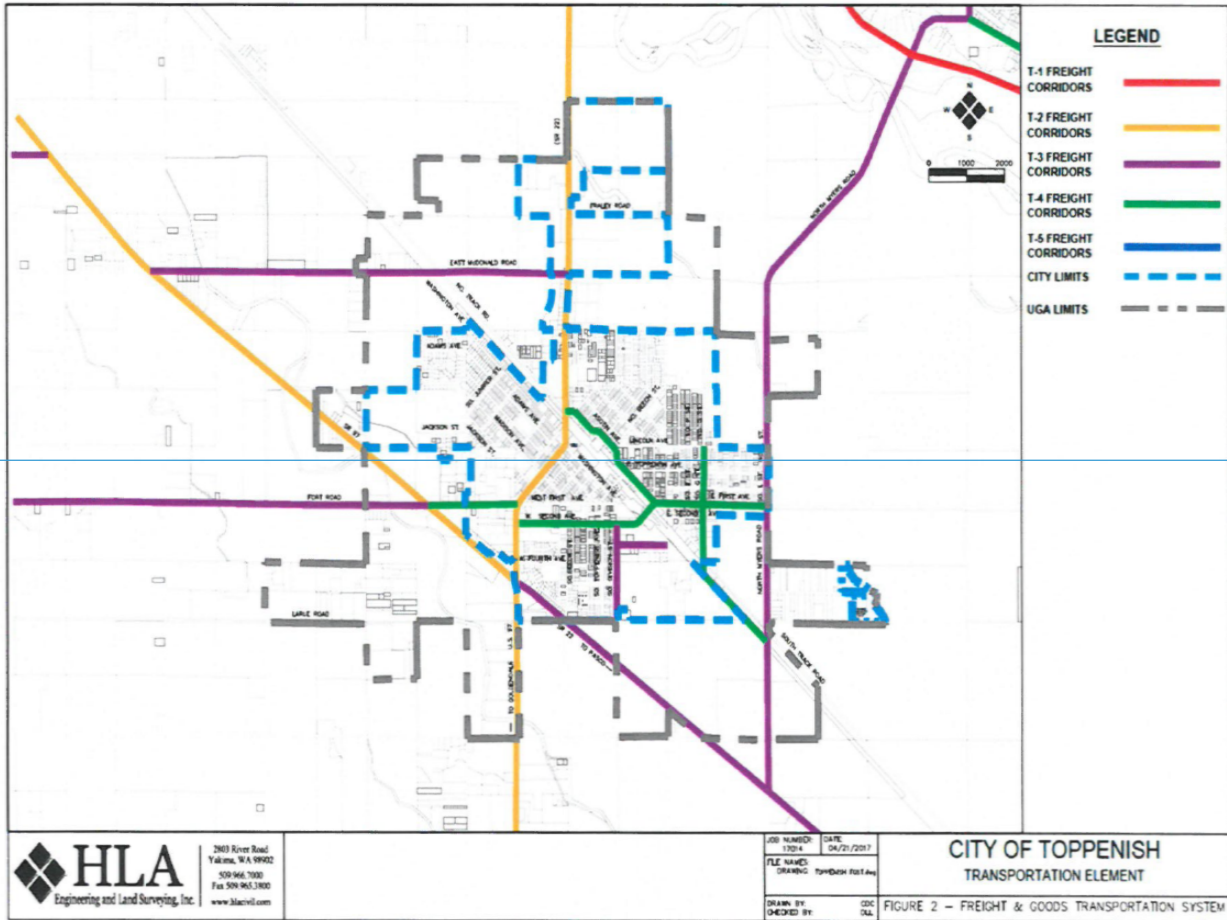
- TOPPENISH CITY LIMITS
- URBAN GROWTH AREA
- SEPARATE UGA BOUNDARIES

**FREIGHT AND GOODS TRANSPORTATION SYSTEM - TRUCK CORRIDORS**

- T-1
- T-2
- T-3
- T-4

WSDOT. "Freight Data Freight and Goods Transportation System - Truck Corridors" [Dataset]. 2/2024.  
<https://wsdot.maps.arcgis.com/home/item.html?id=d44be40f45af247c29a4ee8841000b539>





## D. TRAFFIC FORECASTS

### 1. Population and Demographic Projections

In September 2016, the Washington State Office of Financial Management (OFM) estimated the population for Toppenish as 8,965 persons. In its 2025-17 Review of UGAs and Permitted Densities for the City of Toppenish – May 11, 2016, Staff Report Yakima County 2046 Population Projections and Allocations, Yakima County forecasts estimated a City of Toppenish population as of 8,945 persons in 2026 and forecasts 9,2549,955 persons by year 20460.

The 202010 Census indicated that 37.532.4% of Toppenish’s population was age 187 or younger. An additional 6.711% were age 65 or older. According to the 2011–2015 American Community Survey (ACS) 5-year estimates, 1837.4% of Toppenish’s individuals were considered below the poverty level. These populations are all particularly in need of transportation options in Toppenish.

### 2. Land Use Patterns and Population Distribution

The area surrounding the Toppenish UGA is expected to remain agricultural in nature over the 20-year forecast period. Within the UGA, additional annexations will gradually increase the size of the community. In the November 25, 2025May 11, 2016, Yakima County UGA staff report, the calculated land needs inside the UGA were:

- An additional 58-18 acres of residential,
- 724 acres of future community facilities,
- 514 acres of future commercial and retail needed,
- Resulting in 514 acres of future rights of way to cover needs for streets and utilities by 20402046, needed for population allocation.

There are a couple different methods to express whether there is a surplus or deficiency in the amount of vacant land in the City of Toppenish to accommodate the land needs reported above. If future needs are consistent with and kept at the current level of need, Toppenish has enough land in the City to provide for 8038 years of growth and enough land in the current Urban Growth Area to provide for 249222 years of growth.

No change is proposed to the Toppenish UGA at this time; no land is proposed to be added or removed from the UGA.

### 3. Forecasted Traffic Volumes

Traffic forecasts for Yakima County area roadways are being developed as part of the Countywide YVCOG Travel Demand Model set. The model set is using 202515 as the base

year, includes a 20260 forecast for Metropolitan and Regional Transportation Improvement Program evaluation, and includes a 20450 forecast to align with the Regional Transportation Plan and the local comprehensive plan updates. The Countywide YVCOG Travel Demand Model set covers the metropolitan and regional planning areas and is administered by YVCOG. When development of the model set is completed, travel forecasts will predict growth in traffic volume on the basis of anticipated regional changes in land use and employment patterns.

To develop the land use assumptions, YVCOG worked in an iterative process with each jurisdiction to best represent the household inventory by type, employee information by business type and location, student and employee information for schools, and amount of available agricultural land. Toppenish and each jurisdiction was asked to provide actual land use information for the year 202015 and forecasts for each of the described land use inputs for 20220 and 20460 according to their comprehensive planning assumptions. In this way, not only could YVCOG provide forecasted traffic volumes for Toppenish, transportation system changes could be evaluated for potential impacts before they are ever constructed or implemented.

To provide an estimation of future traffic demand the observed traffic counts have been compounded annually with a 1.495% flat rate growth. Tables 5-94-8 and 5-104-9 reflect estimated volumes for the 2040 timeframe on the roadway segments previously identified. This section may be amended when the M/RTP is updated with volumes produced by the 2040 VISUM travel demand model.

**TABLE 5-98. ROADWAYS WITHIN TOPPENISH CITY LIMIT – FORECASTED AADT**

Functional Class	Road Name	Direction of (E/O, W/O, S/O, N/O)	Nearest Crossroad	AADT (2026)	AADT (2031)	AADT (2036)	AADT (2041)	AADT (2046)
Principal Arterial	SR 22	S/O	Fraleley Road	11,308	12,182	13,124	14,138	15,231
	SR 22	N/O	SR 97	6,714	7,233	7,792	8,394	9,043
Minor Arterial	SR 22	E/O	Casey Road	5,654	6,091	6,562	7,069	7,615
	W. 1 <sup>st</sup> Avenue	E/O	SR 22 (Elm Street)	11,504	12,393	13,351	14,382	15,494
	E. Toppenish Avenue	W/O	“I” Street	9,462	10,194	10,982	11,830	12,745
	S. Toppenish Avenue	S/O	Asotin Avenue	13,005	14,010	15,092	16,259	17,515
	SR 97	S/O	Asotin Avenue	13,005	14,010	15,092	16,259	17,515
Major Collector	Fraleley Road	W/O	East City Limits	726	782	842	907	977
	SR 22	E/O	SR 97	6,008	6,472	6,972	7,511	8,091
	Franklin Avenue	W/O	North Fir Street	3,703	3,990	4,298	4,630	4,988
	N. Beech Street	E/O	N. “D” Street	1,145	1,233	1,329	1,431	1,542
	N. “F” Street	S/O	Zillah Avenue	695	749	807	869	936
	Lincoln Avenue	W/O	S. “L” Street	688	741	798	860	927
	W. 4 <sup>th</sup> Avenue	W/O	SR 22 (S. Elm Street)	3,689	3,974	4,282	4,613	4,969
	Jackson Street	W/O	S. Juniper Street	2,416	2,603	2,804	3,021	3,254
Asotin Avenue	W/O	SR 22 (Buena Way)	2,743	2,955	3,184	3,430	3,695	

	Washington Avenue	W/O	SR 22 (Buena Way)	2,113	2,277	2,453	2,642	2,846
	Washington Avenue	W/O	S. Toppenish Avenue	3,781	4,073	4,388	4,727	5,093
	Adams Avenue	W/O	S. Fir Street	1,994	2,148	2,314	2,493	2,686
	Madison Avenue	E/O	S. Juniper Street	2,452	2,642	2,846	3,066	3,303
	S. Division Street	S/O	3 <sup>rd</sup> Avenue	2,537	2,733	2,945	3,172	3,417
	N. "G" Street	S/O	Lincoln Avenue	2,452	2,642	2,846	3,066	3,303
	S. "G" Street	S/O	E. Toppenish Avenue	3,786	4,079	4,394	4,733	5,099
	S. "L" Street	S/O	E. Toppenish Avenue	859	925	997	1,074	1,157
	S. "L" Street	S/O	Lincoln Avenue	2,290	2,467	2,658	2,863	3,084
	S. Juniper Street	S/O	Washington Avenue	2,587	2,787	3,002	3,234	3,484
Minor Collector	W. 2 <sup>nd</sup> Avenue	E/O	SR 22 (S. Elm Street)	1,644	1,772	1,908	2,056	2,215
	E. 2 <sup>nd</sup> Avenue	E/O	S. Division Street	2,273	2,449	2,638	2,842	3,062
	E. 1 <sup>st</sup> Avenue	W/O	N. Meyers Road	544	586	632	680	733
Principal Arterial	SR 97	S/O	SR 22	5,772	6,218	6,699	7,216	7,774
Minor Arterial	SR 97	W/O	Fort Road	12,957	13,959	15,038	16,200	17,452
	SR 97	W/O	SR 22	8,246	8,883	9,569	10,309	11,106
	Fort Road	W/O	Elmwood Road	10,658	11,482	12,369	13,325	14,355
Major Collector	E. McDonald Road	E/O	N. Track Road	736	793	854	920	992

	SR 22	E/O	Casey Road	5,654	6,091	6,562	7,069	7,615
	Larue Road	W/O	SR 97	1,098	1,183	1,274	1,373	1,479
	N. Track Road	N/O	E. McDonald Road	2,156	2,322	2,502	2,695	2,903
	Washington Avenue	W/O	S. Juniper Street	2,212	2,383	2,567	2,766	2,979
	S. Track Road	W/O	N. Meyers Road	1,243	1,339	1,442	1,554	1,674
	N. Meyers Road	N/O	Lincoln Avenue	3,142	3,384	3,646	3,928	4,231
	N. Meyers Road	S/O	Curlaw Road	1,352	1,457	1,569	1,691	1,821
	Division Road	N/O	SR 22	1,411	1,520	1,638	1,764	1,901
	Division Road	N/O	Larue Road	312	336	362	390	420
Minor Collector	S. Track Road	E/O	N. Meyers Road	1,110	1,195	1,288	1,387	1,495

Functional Class	Road Name	Direction of (E/O, W/O, S/O, N/O)	Nearest Crossroad	AADT (2015)	AADT (2020)	AADT (2030)	AADT (2040)
Principal Arterial	SR 22	S/O	Fraley Road	9,600	10,342	12,002	13,929
	SR 22	N/O	SR 97	5,700	6,141	7,126	8,270
Minor Arterial	SR 22	E/O	Casey Road	4,800	5,171	6,001	6,965
	W. 1 <sup>st</sup> Avenue	E/O	SR 22 (Elm Street)	9,766	10,521	12,210	14,170
	E. Toppenish Avenue	W/O	"I" Street	8,033	8,654	10,043	11,655
	S. Toppenish Avenue	S/O	Asotin Avenue	11,040	10,816	12,552	14,567
	SR 97	S/O	Asotin Avenue	11,040	10,816	12,552	14,567
Major Collector	Fraley Road	W/O	East City Limits	616	663	770	894
	SR 22	E/O	SR 97	5,100	5,494	6,376	7,400
	Franklin Avenue	W/O	North Fir Street	3,144	3,387	3,931	4,562
	<del>N. Beech Street</del>	<del>E/O</del>	<del>N. "D" Street</del>	<del>972</del>	<del>1,047</del>	<del>1,215</del>	<del>1,410</del>
	N. "F" Street	S/O	Zillah Avenue	590	636	738	856
	Lincoln Avenue	W/O	S. "L" Street	584	629	730	847
	W. 4 <sup>th</sup> Avenue	W/O	SR 22 (S. Elm Street)	3,132	3,374	3,916	4,544
	Jackson Street	W/O	S. Juniper Street	1,860	2,004	2,325	2,699
	Asotin Avenue	W/O	SR 22 (Buena Way)	2,329	2,509	2,912	3,379
	Washington Avenue	W/O	SR 22 (Buena Way)	1,794	1,933	2,243	2,603
	Washington Avenue	W/O	S. Toppenish Avenue	3,210	3,458	4,013	4,658
	Adams Avenue	W/O	S. Fir Street	1,693	1,824	2,117	2,456
	Madison Avenue	E/O	S. Juniper Street	2,082	2,243	2,603	3,021
	S. Division Street	S/O	3 <sup>rd</sup> Avenue	2,154	2,320	2,693	3,125
	N. "G" Street	S/O	Lincoln Avenue	632	681	790	917
	S. "G" Street	S/O	E. Toppenish Avenue	3,214	3,462	4,018	4,663

	S 1 <sup>st</sup> Street	SO	E Tappan Street	75	75	90	158
	S 1 <sup>st</sup> Street	SO	Lincoln Street	154	154	250	251
	S Jasper Street	SO	Washington Avenue	236	236	276	336
Main Collector	N 2 <sup>nd</sup> Avenue	EO	SR 216 (E 4 <sup>th</sup> Street)	136	134	175	205
	E 2 <sup>nd</sup> Avenue	EO	S Division Street	150	179	243	240
	E 2 <sup>nd</sup> Avenue	WO	N Meyer Road	42	48	58	60

Estimated in 2015-2016 costs adjusted to 2017 and the growth to 1.5% annual growth rate to be consistent with the methodology in the 2015-2040 Yakima Valley Metropolitan and Regional Transportation Plan.

**TABLE 5-109. ROADWAYS IN AND NEAR TOPPENISH’S URBAN GROWTH AREA – FORECASTED AADT**

Functional Class	Road Name	Direction of (E/O, W/O, S/O, N/O)	Nearest Crossroad	AADT (2026)	AADT (2031)	AADT (2036)	AADT (2041)	AADT (2046)
Principal	SR 97	S/O	SR 22	5,772	6,218	6,699	7,216	7,774
Minor Arterial	SR 97	W/O	Fort Road	12,957	13,959	15,038	16,200	17,452
	SR 97	W/O	SR 22	8,246	8,883	9,569	10,309	11,106
	Fort Road	W/O	SR 22	10,658	11,482	12,369	13,325	14,355
	E. McDonald Road	E/O	N. Track Road	736	793	854	920	992
Major Collector	SR 22	E/O	Casey Road	5,654	6,091	6,562	7,069	7,615
	LaRue Road	W/O	SR 97	1,098	1,183	1,274	1,373	1,479
	N. Track Road	N/O	E. McDonald Road	2,156	2,322	2,502	2,695	2,903
	Washington Avenue	W/O	S. Juniper Street	2,212	2,383	2,567	2,766	2,979
	S. Track Road	W/O	N. Meyers Road	1,243	1,339	1,442	1,554	1,674
	N. Meyers Road	N/O	Lincoln Avenue	3,142	3,384	3,646	3,928	4,231
	N. Meyers Road	S/O	Curlew Road	1,352	1,457	1,569	1,691	1,821
	Division Road	N/O	SR 22	1,411	1,520	1,638	1,764	1,901
	Division Road	N/O	Larue Rd	312	336	362	390	420
Minor Collector	S. Track Road	E/O	N. Meyers Road	1,110	1,195	1,288	1,387	1,495

<sup>1</sup>Calculated to 2026 using 1.49% growth rate.

<sup>2</sup>Estimated at 10% of AADT.

Functional Class	Road Name	Direction of (E/O, W/O, S/O, N/O)	Nearest Crossroad	AADT (2015)	AADT (2020)	AADT (2030)	AADT (2040)
Principal	SR 97	S/O	SR 22	4,900	5,279	6,126	7,110
Minor Arterial	SR 97	W/O	Fort Road	11,000	11,850	13,753	15,960
	SR 97	W/O	SR 22	7,000	7,541	8,752	10,157
	Fort Road	W/O	Elmwood Road	9,048	9,747	11,312	13,128
	E. McDonald Road	E/O	N. Track Road	625	673	781	907
Major Collector	SR 22	E/O	Casey Road	4,800	5,171	6,001	6,965
	LaRue Road	W/O	SR 97	932	1,004	1,165	1,352
	N. Track Road	N/O	E. McDonald Road	1,830	1,971	2,288	2,655
	Washington Avenue	W/O	S. Juniper Street	1,878	2,023	2,348	2,725
	S. Track Road	W/O	N. Meyers Road	1,055	1,137	1,319	1,531
	N. Meyers Road	N/O	Lincoln Avenue	2,667	2,873	3,334	3,870
	N. Meyers Road	S/O	Curlew Road	1,148	1,237	1,435	1,666
	Division Road	N/O	SR 22	1,198	1,291	1,498	1,738
Minor Collector	Division Road	N/O	Larue Rd	265	285	331	385
	S. Track Road	E/O	N. Meyers Road	942	1,015	1,178	1,367

Estimated based on 2007-2016 counts all assumed to be 2015 and then grown at a 1.5% annual growth rate to be consistent with the method used in the 2016-2040 Yakima Valley Metropolitan and Regional Transportation Plan

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## E. EXISTING DEFICIENCIES, FUTURE NEEDS AND ALTERNATIVES

The City of Toppenish's roadway needs in the past have been mainly centered around maintenance, safety and design concerns rather than capacity problems. Some roadways in Toppenish are experiencing heavier traffic volumes and forecasted volumes show the need to concentrate on travel demand strategies.

The City of Toppenish and YVCOG with the cooperation of WSDOT, placed a long-term DRYVE freight corridor concept in the latest update of the State of Washington Freight Plan. This corridor is currently identified in the DRYVE prioritized project list, in YVCOG's Unfunded Needs list of the Unified Planning Work Program and identified in the Yakima Valley Metropolitan and Regional Transportation Plan 202416-20450. The two-fold primary purposes of planning for and building this Critical Rural Freight corridor is 1) providing a freight link between I-82 and SR 97, and 2) moving a freight route currently running through central Toppenish to an outer alignment thereby separating freight trucks from lighter vehicle traffic. The City will be tracking the implementation of the State's freight route funding opportunities.

~~In 2013, YVCOG awarded Surface Transportation Program (STP) funding to the City of Toppenish's Lincoln/Dayton/Beech Improvement project. The STP funding is available to Toppenish beginning in 2020. This substantial, fully-funded project is reflected in the City of Toppenish's 2017 to 2022 Transportation Improvement Program (TIP).~~

~~In 2015, All Aboard Washington held a number of meetings throughout the greater Yakima Valley. To understand more about the magnitude of effort it would take to bring passenger rail back through the Yakima Valley, DRYVE and specifically the City of Toppenish held an opinion poll during the 2015 Central Washington State Fair. Other stakeholders were invited to address the jurisdictions and agencies in Yakima County at YVCOG meetings, TRANS-Action meetings, and DRYVE meetings regarding potential processes to assess the demand for passenger rail. Although the concept is not fully vetted through any one agency or coalition, a beginning passenger rail interest group has formed and is continuing the discussion in meetings and via correspondence.~~

Table 5-110 is a summary of the projects from Toppenish's 2026-2031 6-year TIP. [Analysis of capability to fund projects identified within the 6-year TIP is present within Table 5-11;](#) Any entry that is displayed as light gray is not fully funded and requires additional funding to move into an active status. Other, more customary transportation maintenance projects are also included such as resurfacing of roadways, roadway widening, sidewalk, illumination, and drainage improvements as funding is cyclical and considered reasonably available.

Within the unincorporated portion of Toppenish's UGA, Yakima County is responsible for the identification and scheduling of roadway improvements. Identified needs and improvements will be reflected in Yakima County's 202617 to 203122 TIP. The types of improvements are expected to be similar to those identified in the City of Toppenish.

The County's 202617-203122 TIP is available at

<https://www.yakimacounty.us/DocumentCenter/View/33070/2026---2031-Six-Year-6-year-Transportation-Improvement-Program-TIP->

[?bidId=http://www.yakimacounty.us/1680/6-Year-Transportation-Improvement-Program](http://www.yakimacounty.us/1680/6-Year-Transportation-Improvement-Program)

~~To locate individual projects in Toppenish or Yakima County that have complete funding, please visit the Statewide Transportation Improvement Program (STIP) at <http://www.wsdot.wa.gov/LocalPrograms/ProgramMgmt/STIPDoc.htm>~~



TABLE 5-4011. TRANSPORTATION IMPROVEMENT PROGRAM, CITY OF TOPPENISH 202619 TO 203124

Priority Number	Project Title	Street	Functional Class	Length (miles)	Start Year	Improvements Needed	Estimated Cost	Funding Source
1	Lincoln Ave/ Dayton Ave/ Beech St Improvements	Lincoln Ave, Dayton Ave, Beech Street	Major Collector	0.84	2020	Lincoln Ave: Construct new sidewalk, curb and gutter, and illumination. Dayton Ave and Beech St: Widen and construct new 40-44 ft wide roadway section, new curb and gutter, sidewalk, storm drainage, and illumination.	\$1,936,301	STP(US)
4	Mural Attraction Sidewalk Improvements	Various Locations	Minor Collector	.22	2019	Sidewalk improvement at various locations including ADA ramps, and curb and gutter along walking routes	\$235,539	TIB
5	W. 1 <sup>st</sup> Ave. Sidewalk Improvements	W. 1 <sup>st</sup> Ave. from Elm St to west city limits.	Minor Collector	0.10	2019	New sidewalks, curb and gutter, and ADA ramps to fill existing gaps.	\$182,775	TAP(US)
2	Jackson Street Extension	Jackson Street (proposed)	Major Collector	0.55	2024	Reconstruct Jackson Street from Juniper Street west approximately 1,000 feet, then extend Jackson Street west approximately 2,000 ft to Ward Road. Construct the extended section with three lanes (minimum) hot mix asphalt, curb and gutter, sidewalks, storm drainage, and street lighting.	\$1,750,416	STP(U)*
3	S. Juniper Street and Jackson Street Improvements	S. Juniper Street, Jackson Street	Major Collector	0.27	2022	Reconstruct both streets including planning and re-use of grindings, grading, install missing segments of curb, gutter, and sidewalk, new hot mix asphalt, street lights, and storm drainage improvements.	\$934,000	TIB*
6	Second Avenue Improvements	From Division to S. G Streets	Collector	.48	2019	Reconstruct roadway new curbs, gutters, sidewalks, pavement, storm drainage and street lighting	\$2,502,500	TIB
7	Asetin Avenue Improvements	From Elm St. to E. 1 <sup>st</sup> Ave	Collector	.63	2020	Reconstruct roadway new curbs, gutters, sidewalks, pavement, storm drainage and street lighting.	\$3,323,320	TIB
8	S. Toppenish Ave. Improvements	From Asetin to 2 <sup>nd</sup> Avenae.	Minor Arterial	.28	2021	Reconstruct roadway new curbs, gutters, sidewalks, pavement, storm drainage and street lighting. Reconstruct Roadway	\$1,456,450	TIB
9	2010 Sidewalk Improvements	Various Locations	Varies	.27	2019	Install new curb gutter and sidewalks, drainage improvements, ADA Ramps and crosswalk markings.	\$472,130	STRTS
10	Idaho Street Extension	From SR 22 to N. Elm St	Not assigned	.26	2023	Construct new roadway including clearing grubbing, excavation, curb and gutter, sidewalks, storm drainage, pavement street lighting and pavement markings.	\$1,300,000	TIB

Priority Number	Project Title	Improvements Needed	Estimated Cost	Start Year	Funding Source	Length (miles)	Federal Funds	State Funds	Local Funds
1	Jackson Street Extension	Reconstruct Jackson Street from Juniper Street west approximately 1,000 feet, then extend Jackson Street west approximately 2,000 feet to Ward Road. Construct the extended section with three lane (minimum) hot mix asphalt, curb and gutter, sidewalks, storm drainage, and street lighting.	1,456,311	2026	STBG(US)	0.55	1,259,709		196,602
2	LPG Street Sweeper Equipment Procurement	Carbon Reduction Program (CRP) Funded for purchasing a LPG street sweeper. Project is fully funded with federal funds utilizing Toll Credits as local match.	400,000	2026	CRP				400,000
3	W. First Avenue Pedestrian Safety Improvements	Road diet, pedestrian crossing improvements, non-motorized facilities, and signal modifications.	1,422,400	2027	HSIP	0.42	1,422,400		
4	Washington Avenue Safety Improvements	Construct new bulb-out curb extensions, ADA ramps, and traffic signal improvements.	1,640,000	2028		0.06		1,418,600	221,400
5	South Toppenish Avenue Improvements	Reconstruct roadway including excavation, new curb and gutter, sidewalk, crushed surfacing, hot mix asphalt, storm drainage improvements, and street lighting.	1,630,000	2028	TIB	0.15		1,467,000	163,000
6	Asotin Avenue Roundabout	Construct a new roundabout with new curb and gutter, sidewalk, and lighting	2,100,800	2030	TIB	0.1		1,890,720	2,100,800
7	East Toppenish Avenue Improvements Phase 1	Reconstruct roadway including excavation, new curb and gutter, sidewalk, crushed surfacing, hot mix asphalt, storm drainage improvements, and street lighting.	3,404,100	2029	TIB	0.4		3,063,690	340,410
8	East Toppenish Avenue Improvements Phase 2	Reconstruct roadway including excavation, new curb and gutter, sidewalk, crushed surfacing, hot mix asphalt, storm drainage improvements, and street lighting.	2,887,500	2031	TIB	0.31		2,598,750	288,750
9	Buena Way Dafety Improvements	Reconstruct sidewalks to include bulb outs, ADA curb ramps, and street lights	552,000	2027	SRTS	0.1		477,520	74,520
10	Asotin Avenue and SR 22 Intersection Improvements	Curb extensions, channelization, ADA improvements, storm drainage improvements, and street lighting.	735,000	2030	SRTS			635,775	99,225
11	Second and First Avenue Improvements	Reconstruct roadway including excavation, new curb and gutter, sidewalk, crushed surfacing, hot mix asphalt, storm drainage improvements, and street lighting.	3,740,100	2030	TIB	0.48		3,366,090	3,740,100
12	1st Avenue Improvements	Reconstruct roadway including excavation, new curb and gutter, sidewalk, crushed surfacing, hot mix asphalt, storm drainage improvements, and street lighting.	2,484,300	2029	TIB	0.32		2,235,870	248,430

13	Asotin Avenue Improvements	Reconstruct roadway including excavation, new curb and gutter, sidewalk, crushed surfacing, hot mix asphalt, storm drainage improvements, and street lighting.	5,215,000	2031	STBG	0.63	4,510,975		704,025
14	G' Street Improvements	Reconstruct roadway including excavation, new curb and gutter, sidewalk, crushed surfacing, hot mix asphalt, storm drainage improvements, and street lighting.	3,185,000	2030	TIB	0.4		2,866,500	3,185,000
15	Fraleigh Road Improvements	Reconstruct roadway including excavation, new curb and gutter, sidewalk, crushed surfacing, hot mix asphalt, storm drainage improvements, and street lighting.	2,632,000	2031		0.5			2,632,000
16	King and Rentschler Lane Local Improvement District (LID)	Construct new roadway to include aggregate base, asphalt, curb and gutter, and storm drainage improvements.	1,300,000	2031		0.2			1,300,000
17	Berger Lane Local Improvement District (LID)	Construct new roadway to include aggregate base, asphalt, curb and gutter, and storm drainage improvements.	3,025,311	2031					269,000

## F. RECOMMENDATIONS

- Street maintenance in Toppenish has been and will continue to be based upon the greatest need. Budget constraints limit available funding for these projects, and maintenance needs should be identified and prioritized on a continual basis.
- All new streets and existing streets needing reconstruction shall be built to the City's street standards where possible.
- All the streets in Toppenish need seal coating on a regular basis in order to maintain their good quality. A five-year maintenance schedule should be developed for this purpose and should be followed.

## G. FINANCING

### 1. State and Federal Funding Sources

Transportation is typically funded by some type of “user fees.” Initially, that funding came from a dedicated portion of the property tax, because property owners were the prime beneficiaries of the transportation system. The major state tax sources to fund transportation improvements are the gas tax and vehicle registration fees. The gas tax is imposed at the federal and state level and is devoted primarily to highway purposes. The Washington State gas tax rate is \$0.554,494 cents per gallon (2026+6). The collected tax is distributed in accordance with RCW 46.68.090.

For larger projects, Toppenish may seek funding assistance from the Washington State Transportation Improvement Board (TIB), as well as some other sources. Toppenish is included in a state-designated regional planning area. Because of this distinction, there are ~~four~~three state-funded grant programs that the City can pursue through the TIB:

- Urban Arterial Program (UAP),
- Arterial Preservation Program (APP), and
- Urban Sidewalk Program (SP),
- [Complete Streets Award \(CS\)](#).

Other Washington State grant opportunities Toppenish includes in their funding strategy include but are not limited to Safe Routes to School Program and the Bicycle and Pedestrian Program.

There are federal grant programs that the City can pursue through the authorization of [FAST Act](#), the federal transportation legislation. Two funding sources that WSDOT allocates to YVCOG for RTPO processes include:

- Surface Transportation Block Grant (STBG), and
- Surface Transportation Block Grant Set-aside (STBG Set-aside)

Commented [JC9]: New act?

YVCOG, facilitates and approves the awards to member jurisdictions and agencies upon completion of a prioritized, competitive basis.

The FAST Act has created other new federal grant opportunities that require applicants to compete at the national level. The list of national grant opportunities can be accessed through the Grants.Gov website located at <https://www.grants.gov/>.

## **2. Local Funding Sources**

In 1987, the Legislature created Transportation Benefit Districts (TBD) as an option for local governments to fund transportation improvements. Since 2005, the Legislature has amended the TBD statute to expand its uses and revenue authority. Most recently in 2015, the Legislature amended the TBD statute to authorize TBDs to impose vehicle license fees of up to \$50 without a public vote, and also made it possible for cities to absorb the TBD in cases where the TBD has the same boundaries as the city.

A TBD is a quasi-municipal corporation and independent taxing district created for the sole purpose of constructing, improving and funding transportation improvements within the district. The legislative authority of a county or city may create a TBD by ordinance following the procedures set forth in RCW 36.73. The county or city proposing to create the TBD may include other counties, cities, or transit districts through interlocal agreements.

A TBD can fund any transportation improvement contained in any existing state or regional transportation plan that is necessitated by existing or reasonably foreseeable congestion levels. TBD funds can be used for maintenance, preservation and reconstruction improvements to city streets and county roads. Funds can also be used for public transportation and transportation demand management strategies. TBDs have several revenue options that are subject to voter approval, and other revenue options that can be imposed without voter approval. However, to impose fees that are not subject to voter approval, the TBD boundaries must be countywide or citywide, or if applicable, unincorporated countywide.

In 2012, the City of Toppenish created a Transportation Benefit District (TBD). This taxing district allows Toppenish to collect an additional vehicle fee to be used specifically to maintain, operate, and/or improve the existing transportation infrastructure in the City.

## **3. Local Improvement District**

Property owners in a particular area in need of infrastructure upgrades can also create a Local Improvement District (LID). A LID is a financial instrument that allows the

property owners to share the costs of infrastructure improvements, including improving streets and constructing sidewalks.

#### 4. Finance Plan

Proposed funding of the recommended roadway projects is the continued use of a combination of tax monies, the State TIB programs, and the regionally allocated federal funding. Toppenish will continue to explore and apply for other state and federal grant funding.

Toppenish’s Six Year Transportation Improvement Program (TIP) on page 4-10 shows the fully funded and planned roadway projects and their associated financing or potential funding sources for each improvement project. [Funded projects are highlighted in grey.](#)

#### H. GOALS AND POLICIES

This section presents the transportation goals and policies for the City of Toppenish. These goals and policies are consistent with the Revised Code of Washington (RCW), Yakima County-wide Planning Policy (CWPP), and Metropolitan and Regional Transportation Plan (M/RTP.)

**Goal I-1:** *To develop, maintain, and operate a balanced, safe, and efficient multimodal transportation system to serve all people, special needs populations and activities in the community.*

Policy I-1.1 Develop a future transportation system which encourages flexible, adaptive and multiple uses of transportation facilities and services.

Policy I-1.2 Implement measures that will relieve pressures on the existing transportation infrastructure by approaches that include, but are not limited to:

- a. Multimodal transportation alternatives
- b. Land use coordination
- c. Prioritized improvements

Policy I-1.3 Integrate, coordinate and link the connections and transfer points between all modes of transportation.

Policy I-1.4 Work with the Washington State Department of Transportation, Yakima County, the Public Transit Benefit District (PTBA) authority, and other local jurisdictions in adequately siting park and ride lots in the Toppenish area.

- Policy I-1.5 Minimize potential conflicts between bicycle and automobile traffic by providing signage at intersections of bike trails with roadways.
- Policy I-1.6 Encourage the location of bicycle racks at appropriate destination points, such as outside of downtown commercial businesses, parks, and schools.
- Policy I-1.7 Provide and promote the development of pedestrian and bicycle paths to schools, parks, and activity centers, as well as linkages between these paths.
- Policy I-1.8 The City shall encourage safely accommodating bicycles in its management and design of the city street network, including designating bicycle routes where appropriate.
- Goal I-2:** *To ensure the transportation facilities and services needed to support development are available concurrent with the impacts of such development, which protects investments in existing transportation facilities and services, maximizes the use of these facilities and services, and promotes orderly compact growth.*
- Policy I-2.1 To maintain its historic and small city character, Toppenish adopts a level of service standard C for arterials within its jurisdiction. It also concurs with the state's level of service standard D for state highways passing through the city and urban growth area.
- Policy I-2.2 For all other roadways within the City, level of service standards shall be strictly advisory and shall only be used as guidelines.
- Policy I-2.3 The City shall not issue development permits where the project requires transportation improvements that exceed the City's ability to provide these in accordance with the adopted level of service standards. However, these necessary improvements in transportation facilities and services, or development of strategies to accommodate the impacts of development may be provided by the developer.
- Policy I-2.4 The City shall produce a financially feasible plan for capital improvements which are needed to maintain levels of service.
- Policy I-2.5 The design and improvements to Toppenish's transportation system should accommodate not only existing conditions, but projected growth based on realistic evaluation of the impact of national, state, regional, and local planning policies.

- Policy I-2.6 New development shall be allowed only when and where all transportation facilities are adequate at the time of development, or unless a financial commitment is in place to complete the necessary improvements or strategies which will accommodate the impacts within six years; and only when and where such development can be adequately served by essential transportation facilities without reducing level of service elsewhere.
- Policy I-2.7 The City should actively solicit action by the State and Yakima County to program and construct those improvements to State and County arterial systems which are needed to maintain the adopted level of service for arterials within Toppenish.
- Policy I-2.8 The City shall require developers to construct streets directly serving new development, and pay a fair-share fee for specific off-site improvements needed to mitigate the impacts of development. The City shall also explore with developers ways that new development can encourage vanpooling, carpooling, public transit use and other alternatives and strategies to reduce single occupant vehicle travel.
- Policy I-2.9 The City should coordinate land use and public works planning activities with an ongoing program of long-range financial planning, in order to conserve fiscal resources available to implement the Transportation Improvement Program (TIP).
- Policy I-2.10 The timing of implementing actions under the Comprehensive Plan and elements shall be based in part on the financial resources available to fund the necessary public facilities.
- Policy I-2.11 High Priority for funding shall be granted to projects which are consistent with goals and objectives adopted by the City Council.
- Policy I-2.12 Projects shall be funded only when incorporated into the City budget, as adopted by the City Council.
- Policy I-2.13 The City will encourage the maintenance and safety improvements of existing roads as a priority over the creation of new roads, wherever such use is consistent with other objectives.
- Goal I-3: *To recognize pedestrian movement as a basic means of circulation and to assure adequate accommodation of pedestrian and handicapped persons needs in all transportation policies and facilities.***

- Policy [I-3.1](#) The City will require that developers provide sidewalks along all new streets in new plats.
- Policy [I-3.2](#) Toppenish will promote the creation of a pedestrian-oriented downtown commercial area by creating an environment where development of pedestrian facilities is encouraged and automobile use is optional;
  - a. Modifying the placement of new buildings in ways that encourage pedestrian activities by making streets more attractive routes for walking.
  - b. Encouraging side and rear yard parking areas by restricting parking lots in front of commercial businesses
- Policy [I-3.3](#) The City will improve pedestrian access through public improvements, sign regulations, and development standards. The maintenance of public and private improvements should be given priority commensurate with downtown's role as the focal point of the community.
- Policy [I-3.4](#) Toppenish will work to develop mechanisms to increase public safety and enhance local mobility, yet maintain ease of movement of traffic through the City.
- Policy [I-3.5](#) The design and management of the street network shall seek to improve the appearance of existing street corridors and shall incorporate high standards of design when developing new streets, including construction of sidewalks. Where appropriate, landscaping measures should be implemented to enhance the appearance of city street corridors. To the extent feasible without impairing street capacity, safety, or structural integrity, trees along street right-of-way should be encouraged.
- Policy [I-3.6](#) Whenever the City contemplates reconstruction or major maintenance work on a City street not having sidewalks, the ability to provide sidewalks at that time should be fully explored. This may include the identification of potential funding sources; aggressive promotion of a LID to finance the sidewalk portion of the work; and including sidewalks as an "alternate" in construction bid documents.

[Policy I-3.7](#) Transportation facilities and services that provide the greatest multimodal safety benefit shall be prioritized against minor safety improvements.

**Goal [I-4](#):** *To ensure adequate parking in the downtown commercial area which supports economic growth and is consistent with downtown design and pedestrian circulation goals.*

Policy I-4.1 On-street parking should be allowed in the downtown area to form a buffer between pedestrians and street traffic, reduce the speed of traffic, and provide for short-term parking needs.

Policy I-4.2 Toppenish will explore alternative methods of ensuring the adequate provision of parking for new and existing commercial and residential development in the downtown commercial area, while reducing the amount of parking provided by individual developments and influencing the location and type of parking in ways that promote pedestrian mobility and minimize pedestrian/vehicular conflicts. This includes, but is not limited to;

- a. Installing directional signage to public parking areas.
- b. Encouraging the use of joint-use parking opportunities utilizing existing parking for churches, public buildings, and stores. Separating short (less than 2 hrs), intermediate (2-5 hrs) and longterm (greater than 5 hrs) parking uses; on street parking reserved for short-term, and long-term parking provided in lots on the periphery on the downtown commercial area; and
- c. Adding public parking as part of the downtown development, which will serve both shoppers and visitors to downtown.

**Goal I-5:** *To manage, conserve and protect Toppenish's natural resources through a balance of development activities complemented with sound environmental practices.*

Policy I-5.1 New transportation facilities should be designed in a manner which minimizes impacts on natural drainage patterns and soil profiles.

Policy I-5.2 Promote the use and development of routes and methods of alternative modes of transportation, such as transit, bicycling, and walking, which reduce Toppenish's consumption of non-renewable energy sources.

Policy I-5.3 Based on current federal and state policies aimed at reducing auto-related air pollution, employers affected by these policies must implement programs to reduce the number of employees commuting by single-occupancy vehicles through such transportation demand strategies as: preferential parking for carpools/vanpools; alternative work hours; bicycle parking; and distribution of transit and ridesharing information.

Policy I-5.4 Transportation facilities and services should be sited, designed, and buffered (through screening and/or landscaping) to fit in harmoniously with their surroundings. When sited within or adjacent to residential areas,

special attention should be given to minimizing noise, light, and glare impacts.

**Goal I-6:** *To actively influence the future character of the City by managing land use change and by developing City facilities and services in a manner that directs and controls land use patterns and intensities.*

Policy I-6.1 Coordinate land use planning with the facility/utility planning activities of agencies and utilities identified in this Comprehensive Plan element. Adopt procedures that encourage providers of public services and private utilities to utilize the Land Use Element of this Plan in planning future facilities.

Policy I-6.2 The cities and counties in the region should coordinate transportation planning and infrastructure development in order to:

- a. Ensure a supply of buildable land sufficient in area and services to meet the region's housing, commercial, and employment needs; located so as to be efficiently provided with public facilities and services;
- b. Ensure protection of important natural resources;
- c. Avoid unnecessary duplication of services; and
- d. Avoid overbuilding of public infrastructure in relation to future needs.

Policy I-6.3 Recognize the important role that public facilities and programs such as sidewalks and street lights play in providing a healthy family environment within the community.

Policy I-6.4 Work with local, regional, and state jurisdictions to develop land use development strategies that will support public transportation.

Policy I-6.5 Consider the impacts of land use decisions on adjacent roads. Likewise, road improvements should be consistent with proposed land use densities.

Policy I-6.6 Work closely with the Washington State Department of Transportation to remedy land use conflicts in regard to State Routes 22 and 97.

**Goal I-7:** *To provide a comprehensive system of parks and open spaces that responds to the recreational, cultural, environmental, and aesthetic needs, and desires of the City's residents.*

Policy I-7.1 Recognize the important recreational transportation roles played by regional bicycle/trail systems, and support efforts to develop trails where appropriate through Toppenish as part of a regional trail system.

Policy I-7.2 Support the development of paths and marked roadways which link any pedestrian/bicycle trails with Toppenish's other resources.

# Transportation Element Consistency Review Process

## Yakima Valley Conference of Governments

### INTRODUCTION

This document describes a process that allows Yakima Valley Conference of Governments (YVCOG), acting as Yakima Valley's Regional Transportation Planning Organization (RTPO), to certify that transportation elements of local comprehensive plans are consistent with state, regional, and local goals for the development of transportation systems are met. This certification is based on the Growth Management Act (GMA) requirements adopted in the Revised Code of Washington (RCW) and the Washington Administrative Code (WAC).

### BACKGROUND

RCW 47.80.026 requires all transportation elements of local comprehensive plans undergo a consistency review to ensure that they conform to the requirements of the GMA. The GMA states that this process is to be developed and administered by Regional Transportation Planning Organizations (RTPOs). Yakima Valley Conference of Governments (YVCOG) is the designated lead planning agency for the RTPO.

The WAC's procedural criteria for adopting comprehensive plans. Chapter 365-196 WAC reiterates sections of the RCWs and recommends further steps to meet the requirements.

### CONFORMITY WITH THE GROWTH MANAGEMENT ACT

The GMA conformity requirement directs RTPOs to certify that the transportation elements of comprehensive plans conform to the appropriate requirements of RCW 36.70A.070 and recommends steps to meet the RCW requirements in WAC 365-196-430.

### THE REVISED CODE OF WASHINGTON

Required transportation-related sub-elements listed in RCW 36.70A.070(6) are:

1. Land use assumptions used in estimating travel;
2. Estimated multimodal level of service impacts to state-owned transportation facilities resulting from land use assumptions to assist in monitoring the performance of state facilities, to plan improvements for the facilities, and to assess the impact of land-use decisions on state-owned transportation facilities;
3. Facilities and services needs, including:

- a. An inventory of air, water, and ground transportation facilities and services, including transit alignments, active transportation facilities, and general aviation airport facilities, to define existing capital facilities and travel levels to inform future planning. This inventory must include state-owned transportation facilities within the city or county's jurisdictional boundaries; Level of service standards;
- b. Multimodal level of service standards for all locally owned arterials, locally and regionally operated transit routes that serve urban growth areas, state-owned or operated transit routes that serve urban areas if the Department of Transportation has prepared such standards, and active transportation facilities to serve as a gauge to judge performance of the system and success in helping to achieve the goals of this chapter consistent with environmental justice. These standards should be regionally coordinated; Specific actions and requirements for bringing into compliance locally owned transportation facilities or services that are below an established LOS standard;
- c. For state-owned transportation facilities, multimodal level of service standards for highways, as prescribed in chapters 47.06 and 47.80 RCW, to gauge the performance of the system. The purposes of reflecting multimodal level of service standards for state highways in the local comprehensive plan are to monitor the performance of the system, to evaluate improvement strategies, and to facilitate coordination between the county's or city's six-year street, road, active transportation, or transit program and the office of financial management's ten-year investment program. The concurrency requirements of (b) of this subsection do not apply to transportation facilities and services of statewide significance except for counties consisting of islands whose only connection to the mainland are state highways or ferry routes. In these island counties, state highways and ferry route capacity must be a factor in meeting the concurrency requirements in (b) of this subsection;
- d. Specific actions and requirements for bringing into compliance transportation facilities or services that are below an established multimodal level of service standard;
- e. Forecasts of multimodal transportation demand and needs within cities and urban growth areas, and forecasts of multimodal transportation demand and needs outside of cities and urban growth areas, for at least ten years based on the adopted land use plan to inform the development of a transportation element that balances transportation system safety and convenience to accommodate all users of the transportation system to safely, reliably, and efficiently provide access and mobility to people and goods. Priority must be given to inclusion of transportation facilities and services providing the greatest multimodal safety benefit to each category of roadway users for the context and speed of the facility;

- f. Identification of state and local system needs to equitably meet current and future demands. Identified needs on state-owned transportation facilities must be consistent with the statewide multimodal transportation plan required under chapter 47.06 RCW. Local system needs should reflect the regional transportation system and local goals, and strive to equitably implement the multimodal network;
  - g. A transition plan for transportation as required in Title II of the Americans with disabilities act of 1990 (ADA). As a necessary step to a program access plan to provide accessibility under the ADA, state and local government, public entities, and public agencies are required to perform self-evaluations of their current facilities, relative to accessibility requirements of the ADA. The agencies are then required to develop a program access plan, which can be called a transition plan, to address any deficiencies. The plan is intended to achieve the following:
    - i. Identify physical obstacles that limit the accessibility of facilities to individuals with disabilities;
    - ii. Describe the methods to be used to make the facilities accessible;
    - iii. Provide a schedule for making the access modifications; and
    - iv. Identify the public officials responsible for implementation of the transition plan;
4. Finance:
- a. An analysis of funding capability to judge needs against probable funding resources;
  - b. A multiyear financing plan based on the needs identified in the comprehensive plan, the appropriate parts of which shall serve as the basis for the six-year street, road, or transit program required by RCW 35.77.010 for cities, RCW 36.81.121 for counties, and RCW 35.58.2795 for public transportation systems. The multiyear financing plan should be coordinated with the ten-year investment program developed by the office of financial management as required by RCW 47.05.030;
  - c. If probable funding falls short of meeting the identified needs of the transportation system, including state transportation facilities, a discussion of how additional funding will be raised, or how land use assumptions will be reassessed to ensure that level of service standards will be met;
5. Intergovernmental coordination efforts, including an assessment of the impacts of the transportation plan and land use assumptions on the transportation systems of adjacent jurisdictions;
6. Demand-management strategies; and,

7. Active transportation component to include collaborative efforts to identify and designate planned improvements for active transportation facilities and corridors that address and encourage enhanced community access and promote healthy lifestyles.

## **WASHINGTON ADMINISTRATIVE CODE RECOMMENDATIONS**

WAC 365-196-430 recommends further steps to meet the above requirements:

1. Incorporate a discussion concerning regional development strategies which promote the regional transportation plan and an efficient transportation system.
2. Jurisdictions should assess the impacts of their transportation and land use decisions on adjacent jurisdictions. Impacts of those decisions should be identified and discussion of strategies to address inconsistencies should be included.
3. Traffic forecasts should be based on adopted regional growth strategies, the regional transportation plan, and comprehensive plans within the region to ensure consistency between jurisdictions. The forecast of at least ten years of travel demand should include vehicular, transit and non-motorized modes of transportation.

## **PROCESS FOR CERTIFICATION**

The consistency review will be completed by YVCOG staff and representatives of member jurisdictions through the Transportation Technical Advisory Committees (TAC). The TAC will recommend approval of certification to the YVCOG Transportation Policy Board. If the plan is consistent, a certification letter from the Policy Board Chair will be sent to the local jurisdiction.

A checklist will be used to determine where there is consistency and where there is not. There is a comment section for each checklist item to help clarify what is inconsistent or to provide positive feedback about supportive efforts.

A four-step certification review of local transportation elements is proposed:

1. Preliminary review will be performed by YVCOG staff. The checklist will be used as an aid in conducting the preliminary certification review. Any inconsistencies or potential problems across jurisdictional boundaries would be noted at this time.
2. YVCOG staff will prepare an overall certification report that addresses all of the individual elements from a checklist. The staff certification report will then be reviewed by the Transportation TAC.
3. Following the review by the TAC, the final report will be sent to the YVCOG Transportation Policy Board, and a recommendation will be presented for action.
4. After action by the Transportation Policy Board, a copy of the final report will be forwarded to the jurisdiction.

If inconsistencies and/or problems are identified, discussions will first occur between YVCOG staff and the jurisdiction's staff. If issues cannot be resolved at this level, the discussion will next take place with the Transportation TAC. Any unresolved issues from the TAC level will then be discussed by the YVCOG Transportation Policy Board for consideration about certification.

The review process will be accomplished within sixty days of receipt of the Transportation Element as proposed by the jurisdiction's staff. Once the local transportation elements are certified, they remain certified until they are amended or updated. Revised transportation elements would require recertification.

## TRANSPORTATION ELEMENT CONSISTENCY REVIEW CHECKLIST

The following checklist is used to evaluate local plans' transportation elements for conformity with state law. It is based primarily on requirements of the GMA, as described in RCW 36.70A.070. Additional appropriate factors have been drawn from the Washington State Department of Transportation checklist, and the WAC Procedural Criteria.

### 1. Land Use Assumptions

Does the element clearly identify the land use assumptions used in estimating travel?

*Toppenish Response: Land Use Patterns are located in Section D. Traffic Forecasts, Subsections 1 – Population and Demographic Projections and 2 – Land Use Patterns and Population Distribution (Pages 28-2940-41). The Land Use Element also contains more information related to future land use designations.*

~~C. Roadway Characteristics, 2 Level of Service, A. Multimodal Transportation Assessment of the impacts of the transportation plan and land use assumptions on the transportation system of adjacent jurisdictions and within the City of Toppenish shall be conducted through intergovernmental coordination efforts. Intergovernmental coordination will consist of but is not limited to; demand management strategies, pedestrian and bicycle improvements for pedestrian and bicycle facilities and corridors, six-year plan for public transportation systems, and 10-year plan for multimodal transportation.~~

### 2. State Facility Impact Analysis

Does the plan estimate multimodal level of service impacts to state-owned transportation facilities?

Are those estimates used to assist in monitoring performance, planning improvements, and assessing the impact of land-use decisions on state facilities?

*Toppenish Response: Impacts to state-owned transportation facilities are located in the section C. Roadway Characteristics, subsection 2. Level of Service (Pages 12-13).*

### 3. Facilities and Services – Inventory

Does the plan include an inventory of air, water, and ground transportation facilities and services, including transit alignments, active transportation facilities, and general aviation airports?

Does the inventory define existing capital facilities and travel levels to inform future planning?

**Are state-owned transportation facilities within the jurisdiction included in the inventory?**

[Toppenish Response: A narrative inventory of; roads and streets; rail facilities and locations; airports; public transit; and non-motorized transportation are located in section B. Existing Conditions – Transportation Systems \(Pages 5-10\). Current travel levels are located in section D. Traffic Forecasts, subsection 3. Forecasted Traffic Volume as well as Figure 1. State Transportation Facilities Level of Service; Figure 2. Road Functional Classification; and Figure 3. Freight and Goods Transportation System \(Pages 21, 22, 28-34\).](#)

### **Facilities and Services – Level of Service Standards**

**Does the plan establish multimodal level of service (LOS) standards for locally owned arterials, transit routes serving urban growth areas, and active transportation facilities?**

**Are LOS standards designed to judge system performance and success in meeting Growth Management Act goals consistent with environmental justice?**

**Have the standards been regionally coordinated?**

[Toppenish Response: MMLOS standards are located in section C. Roadway Characteristics, subsection 2. Level of service as well as section a. Multimodal Transportation. Table 5.6 describes the LOS “D” adopted by the City of Toppenish \(Pages 16, 19-20\). System Performance measurements are located on Pages \(18-19\). Regional coordination is outlined in section C. Roadway Characteristics, subsection 2. Level of service, a. Multimodal Transportation \(Pages 17\).](#)

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### **Facilities and Services – Compliance Actions**

**Does the plan identify specific actions and requirements for bringing locally owned facilities or services into compliance when they fall below established LOS standards?**

[Toppenish Response: Compliance actions are located in section C. Roadway Characteristics, subsection 2. Level of Service, a. Multimodal Transportation as well as specific changes for mode type in Tables 5-3 and 5-4 \(Pages 17-18\).](#)

### **Facilities and Services – State-Owned Facilities**

Does the plan reflect multimodal LOS standards for state-owned highways as prescribed in RCW 47.06 and 47.80?

Are these standards used to monitor performance, evaluate improvement strategies, and coordinate local six-year programs with the state ten-year investment program?

[Toppenish Response: Identification of state-owned highway MMLOS as well as performance monitoring coordination is located in \*section C. Roadway Characteristics, subsection 2. Level of Service\* as well as \*Figure 1 State Transportation Facilities Level of Service\* and \*Table 5-11 Transportation Improvement Program, City of Toppenish 2026-2031 \(Pages 12-16, 36-37\)\*.](#)

### **Facilities and Services – Demand Forecasting**

Does the plan include forecasts of multimodal transportation demand and needs for at least ten years within cities and urban growth areas?

Are forecasts based on the adopted land use plan?

Does the plan prioritize transportation facilities and services that provide the greatest multimodal safety benefit?

[Toppenish Response: The demand on multimodal transportation for the next 10-years has been outlined in \*section C. Roadway Characteristics, subsection 2. Level of Service \(Page 15-16\)\* as well as \*section H. Goals and Policies, Policy 3.7 \(Page 43\)\*.](#)

### **Facilities and Services – System Needs Identification**

Does the plan identify state and local system needs to equitably meet current and future demands?

Are needs on state-owned facilities consistent **with the statewide multimodal transportation plan**?

[Toppenish Response: The guidance and strategies to equitably meet current and future demands on state and local systems as well as MMLOS statewide consistency are located in \*section C. Roadway Characteristics, subsection 2. Level of Service, Table 5-3. Guideline to Achieve Intended Level of Service/Level of Traffic Stress\* and \*5-4. Bicycle Facility Components at an Intersection \(Pages 17-19\)\*.](#)

### **Facilities and Services – ADA Transition Plan**

Does the plan include a transition plan as required by Title II of the Americans with Disabilities Act?

Does the plan identify physical obstacles, methods for correction, schedules, and responsible officials?

- *Toppenish Response: The Transportation Element does not include an ADA Transition Plan. [Title II of the ADA, § 35.150\(d\)\(1\)](#) requires that a public entity that employs 50 or more persons shall develop an ADA Transition Plan. [Toppenish's 2026 adopted budget](#) includes 49 FTE's. As a result, an ADA Transition Plan is not required for Toppenish. Given how close the city is to 50 employees, Toppenish will identify potential funding sources to assist with the development of an ADA Transition Plan in the future.*

#### 4. Finance

Does the plan include an analysis of funding capability to judge needs against probable funding resources?

Is there a multiyear financing plan based on identified needs that supports the required six-year transportation program?

If probable funding falls short, does the plan discuss how additional funding will be raised or how land use assumptions will be reassessed?

[Toppenish Response: Funding capabilities and financial planning are located in sections E. Existing Deficiencies, Future Needs and Alternatives, Funding shortfalls and their impact on land use assumption are located in section 4. Relationship to Other Elements as well as Table 5-11 Transportation Improvement Program, City of Toppenish 2026 to 2031 \(Pages 3, 35-37\).](#)

#### 5. Intergovernmental Coordination

Does the plan describe intergovernmental coordination efforts?

Does it assess impacts of the transportation plan and land use assumptions on adjacent jurisdictions?

[Toppenish Response: The intergovernmental coordination efforts are located in section C. Roadway Characteristics, subsection 2. Level of Service, a. Multimodal Transportation and section D. Traffic Forecasts subsection 3. Forecasted Traffic Volumes \(Pages 17, 29-30\).](#)

#### 6. Demand-Management Strategies

Does the plan include transportation demand-management strategies?

[Toppenish Response: Transportation demand-management strategies are located in section B. Existing Conditions – Transportation Systems, subsections 5. Yakima Valley](#)

**7.6. Active Transportation Component**

**Does the plan include an active transportation component that identifies planned improvements and promotes community access and healthy lifestyles?**

[Toppenish Response: The active transportation component and planned improvements are located in section C. Roadway Characteristics, subsection a. Multimodal Level of Service as well as section B. Existing Conditions – Transportation Systems, subsection Transportation Demand Management \(Pages 11-12, 17-19\).](#) **B. Existing Conditions – Transportation Systems, 7. Transportation Demand Management**

~~No denial of development proposal for causing the level of service on a locally owned or locally or regionally operated transportation facility to decline below the adopted standard where such impacts could be adequately mitigated through active transportation facility improvements, increased or enhanced public transportation service, ride-sharing programs, demand management, or other transportation systems management strategies funded by the development.~~

**Transportation TAC Motion for Recommendation of Consistency Review Checklist**

*THE YVCOG TRANSPORTATION TECHNICAL ADVISORY COMMITTEE FINDS THAT THE CITY/TOWN OF XXXXX'S TRANSPORTATION ELEMENT IS IN SUBSTANTIAL COMPLIANCE WITH THE CONSISTENCY REQUIREMENTS OF THE GROWTH MANAGEMENT ACT. IT IS RECOGNIZED THAT ANY PARTICULAR PART OF THE PLAN THAT HAS BEEN IDENTIFIED TO NOT BE IN COMPLIANCE WILL BE ADDRESSED IN THE NEXT UPDATE OF THE PLAN.*

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Transportation TAC Chair

Date

**Transportation Policy Board Motion for Approval of Consistency Review Checklist**

*THE YVCOG TRANSPORTATION POLICY BOARD FINDS THAT THE CITY/TOWN OF XXXXX'S TRANSPORTATION ELEMENT IS IN SUBSTANTIAL COMPLIANCE WITH THE CONSISTENCY REQUIREMENTS OF THE GROWTH MANAGEMENT ACT. IT IS RECOGNIZED THAT ANY PARTICULAR PART OF THE PLAN THAT HAS BEEN IDENTIFIED TO NOT BE IN COMPLIANCE WILL BE ADDRESSED IN THE NEXT UPDATE OF THE PLAN.*

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Transportation Polley Board Chair

Date

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YVCOG Executive Director

Date

# Transportation Element Consistency Certification Report

## Yakima Valley Conference of Governments

Date: XXXXXXXX, 2026

Jurisdiction: City/Town of XXXXX

The YVCOG staff has reviewed the CITY/TOWN OF XXXXX'S draft Transportation Element, for consistency with the Washington State Growth Management Act (GMA), in accordance with RCW 36.70A.070. The draft plan is consistent with 7 out of 7 elements of the consistency review checklist (attached).

YVCOG Transportation Policy Board certifies that the CITY/TOWN OF XXXXX'S Transportation Element conforms to the requirements of the GMA.

Sincerely,

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YVCOG Executive Director

Date

cc: Kate Tollefson, WSDOT HQ