

# City of Toppenish Commute Trip Reduction Four-Year Plan Update: 2025–2029

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Washington State has adopted a State Commute Trip Reduction (CTR) Law intended to reduce traffic congestion on the state's busiest commute routes. The Washington State Department of Transportation (WSDOT) is responsible for administering the statewide CTR program requirements. The state has adopted regulations and developed transportation demand management strategies for employers and jurisdictions to help meet local performance targets. The following report has been developed based on state requirements, review of local plans and policies, and discussions with local staff and CTR affected employers.

The Yakima Valley Council of Governments (YVCOG) oversees, administers the CTR plan, and manages the reporting requirements for local agencies within the Yakima Valley. Enforcement of CTR requirements for employers are addressed by the local jurisdictions consistent with requirements outlined in the local codes and regulations.

## Benefits of CTR

### 1. Describe the local land use and transportation context and objectives.

#### *a) Describe the setting in the jurisdiction as it is today or will be in the near future.*

Toppenish is located in Yakima County, Washington. The City is located adjacent Yakama Nation which is directly to the southwest of the City. Residential development in the City is predominantly single family with multifamily developments concentrated on the east and south sides of the City. Commercial development similarly is also concentrated to the south and southeastern sides of the City.

SR 97 runs along the southwestern perimeter of the City connecting to Wapato and I-82 in Union Gap to the northwest. Additionally, SR 22 runs north-south through the center of the City, connecting to 97 to the south and I-82 to the north at Zillah. City roadways and infrastructure is generally below current standards with sidewalks missing in many locations throughout the City; however, the City does require frontage improvements to be constructed with new developments, including sidewalks and has a complete streets policy in place. The proposed Yakama Nation's Heritage Connectivity Trail is anticipated to provide connectivity between Yakama Nation, Toppenish, Zillah, Wapato, and eventually connect to Fullbright Park within Union Gap which will then provide connectivity proximate to the Greenway trail connecting to Yakima. The trails would provide non-motorized connectivity for both pedestrians and bicyclists.

Both People for People (PFP) and Pahto Public Passage currently provide fixed route service within Toppenish. PFP provides a route connecting Yakima and Prosser (Route 200) which stops in Toppenish. Pahto Public Passage provides connections between Toppenish, Wapato, Harrah, Union Gap, White Swan and Brownstone. Both transit providers also provide on-demand services serving Toppenish.

*b) Describe features of land use and transportation facilities and services that affect commuters.*

Work in the Yakima Valley region is driven by agriculture. Most residents of Toppenish commute outside of the City for work with many commuting to the Lower Valley region (e.g. Wapato and Zillah). Commute to/from Toppenish and the surrounding more rural region is affected by numerous factors.

- Availability and access to transit - Fixed route transit as identified above within the City limits is provided by PFP and Pahto Public Passage. Given the rural area, the limited fixed route service can be challenging to be able to specifically connect residents with their place of employment.
- Vanpool - transit services within the vicinity do not provide vanpool services due to high costs to maintain and low utilization.
- Non-motorized - Although there are some sidewalks within the City, there are currently no regional non-motorized trail connections; however, there are plans to construct the Yakama Nation's Heritage Connectivity Trail which would then provide connectivity regionally to Yakama Nation, Toppenish, Zillah, Wapato, and eventually connect to Fullbright Park within Union Gap which will then provide connectivity proximate to the Greenway trail connecting to Yakima.
- Telecommuting - Given the agricultural focus, many jobs require employees to be in person such that telecommuting is not feasible.

*c) Describe whether and how commuting patterns have changed in the past few years.*

Commuting patterns have been relatively consistent given the agricultural nature of employees and limitations to alternative modes of travel as described above.

*d) List the most important land use and transportation objectives from your city or county's plans that commute trip reduction most directly affects.*

To discourage sprawl while encouraging infill development, improve non-motorized facilities for all users, and encourage use of alternative modes. Additionally, the City of Toppenish has a Complete Streets Policy to create a comprehensive, integrated, connected transportation network that balances access, mobility, health, economy, and safety needs of pedestrians, bicyclists, transit users, motorists, emergency responders, freight and users of all ages and abilities.

*e) Describe critical aspects of land use and transportation that should be sustained and key changes that should be considered to improve commute trip reduction's contribution to the land use and transportation objectives you reference.*

The City has been successfully implementing its Complete Street Policy along with new development supporting multimodal infrastructure and looking to improve connectivity with the adjacent Yakama tribe. An element to continue to work toward to support and improve commute trip reduction is continuing to actively engage with neighboring transit services to increase regional connectivity.

**2. Describe how the CTR program will help achieve the jurisdiction's land use and transportation objectives.**

- a) Describe how and to what extent your CTR program will help your city or county achieve the land use and transportation objectives referenced in question 1.*

The city's priority to discourage sprawl while encouraging infill development, improve non-motorized facilities for all users, and encourage use of alternative modes support the reduction in drive alone trips by providing alternatives for both employees and local trips in general. The CTR program mutually supports those goals by making higher density housing more desirable to employees when it is paired with access to multi-modal networks.

The CTR program will also encourage the continued coordination between local transit operators to provide improved transit options for commuters to travel between cities and not just locally within each City given the number of users commuting to neighboring jurisdictions.

**3. Describe how the CTR program will help achieve the jurisdiction's environmental objectives.**

- a) Describe how the CTR program will support jurisdiction greenhouse gas emission reduction efforts.*

Toppenish identifies establishing critical areas protection measures to protect environmentally sensitive areas, and protect people and property from hazards.

Each drive-alone trip that converts to an alternative mode (transit, rideshare or a non-motorized), eliminates the greenhouse gas emissions that would have been generated by that drive-alone trip. Additionally, Toppenish is eligible for both federal CMAQ and Carbon Reduction Programs that could support CTR activities.

- b) Describe how the CTR program will support jurisdiction environmental objectives in addition to greenhouse gas emission reductions.*

Each drive-alone trip that converts to an alternative mode (transit, rideshare or a non-motorized), supports the City's goal to protect and enhance the City's environmental quality. Additionally, Toppenish is eligible for both federal CMAQ and Carbon Reduction Programs that could support CTR activities.

**4. Describe how your CTR program will help achieve regional and state objectives.**

- a) Summarize the local, regional, and state benefits that would be gained if you achieve your CTR targets.*

The City's Goals as identified in the Comprehensive Plan which are supported by the CTR program include:

- Prioritize infill development, higher density zoning and small lot sizes should be encouraged where services have already been provided and sufficient capacity exists while discouraging sprawl.
- As feasible, Toppenish shall incorporate complete streets infrastructure into existing public streets to create a comprehensive, integrated, connected transportation network that balances access, mobility, health, economy, and safety needs of pedestrians, bicyclists, transit users, motorists, emergency responders, freight and users of all ages and abilities.
- Consider public and private transportation requirements for new and redeveloped housing, particularly in regards to affordable housing.

- Coordinate with adjacent jurisdictions including state, tribal, and federal governments on activities of mutual interest
- 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.
- Encourage alternative transportation modes.
- Support efforts to establish a regional and statewide trail system.
- Establish critical areas protection measures to protect environmentally sensitive areas, and protect people and property from hazards.

New outcomes as identified in WSDOT's 2023-2025 State CTR Draft Plan:

- Improve delivery of CTR programs.
- Expand CTR market to address equity.
- Produce more useful transportation behavior data.
- Expand investment and service to advance equity and environmental justice.
- Respond to shifting mobility patterns.
- Reduce greenhouse gas emissions.

These local and statewide goals are benefited through achieving the CTR goals by:

- The preparation of the CTR plans included coordination and conversations with the local jurisdiction, employers, and stakeholders as well as with the broader region and WSDOT providing an opportunity to discuss and improve delivery of the program.
- The state and region both have the goal of reducing environmental impacts. Each commute trip that is shifted to a non-drive alone mode through the city's CTR program reduces environmental impacts such as greenhouse gas emissions.

*b) List adjacent CTR-affected cities and counties.*

Yakima County. Although not adjacent, additional affected cities within the County include Yakima, Union Gap, Moxee, and Selah.

*c) Describe the top few cross-border and regional transportation issues that affect your jurisdiction.*

The Yakima Valley region is a generally rural area driven by agriculture with daily commute patterns extending outside the local jurisdictional boundary. Transit connectivity throughout the region is limited with routes through the County provided by People for People and Pahto Public Passage. This poses a challenge for commuting in non-drive alone options as most residents of Toppenish commute outside of the City for work with many commuting to the Lower Valley region and Yakima.

Additional cross-border and regional transportation issues related to alternative modes are identified below.

- Although there are some sidewalks within the City, there are currently no regional non-motorized trail connections; however, the proposed Yakama Nation's Heritage Connectivity Trail would provide connectivity regionally.
- The movement of freight traffic is critical for the region and relies on I-90 to connect to Western

Washington. It is anticipated that with improvements/expansions of the Yakima Airport that there will also be a growth in freight traffic associated with the airport which may result in a shift in travel patterns by providing an improved alternative mode.

- d) *Describe the strategies you, adjacent cities and counties, and your region have agreed to use to address the top issues described in the previous bullet.*

The local transit operators are cooperatively meeting and open to transit coordination improvements. Pathways, a non-profit organization, is leading the effort to facilitate the transit coordination between the operators.

The jurisdictions within Yakima County also participate in Transportation Technical Advisory Committee (TAC) and Mobilizing Public Access Countywide Transportation Advisory Committee (MPACT) meetings to facilitate coordination and work together as a region.

Additional strategies related to alternative modes are identified below.

- The proposed Yakama Nation's Heritage Connectivity Trail would provide connectivity regionally to Yakama Nation, Toppenish, Zillah, Wapato, and eventually connect to Fullbright Park within Union Gap which will then provide connectivity proximate to the Greenway trail connecting to Yakima.
- There is the potential return of scheduled passenger rail service as well as potential increase of WSDOT Intercity Transit and countywide transit services which would provide increased transit opportunities.
- Planned improvements/expansions of the Yakima Airport may result in increased commercial passenger and freight traffic which may result in a shift in travel patterns with possible increased air ridership and/or may result in increased employment and business growth.

## Performance targets

### 5. List your jurisdiction's CTR performance target(s).

- a) *List performance targets that reflect only CTR-affected worksites.*

Per the WSDOT CTR Guidelines Appendix B. The Drive Alone Rate (DAR) performance target for the City of Toppenish is 68%. (Aligns with performance targets Option 2).

- a) *List any additional performance targets.*  
None

### 6. List the base value you'll use for each performance target.

- a) *For each performance target, provide the number you'll use as the baseline (or starting number). You'll measure the difference between this number and your results to report performance.*

Performance targets will be tied to the CTR survey. We will establish a base value during the 2023-2025 survey cycle and measure progress using 2025-2027 survey results.

**7. Describe the method you used to determine the base value for each target.**

- a) *Provide the source for each base value listed.*

Performance targets will be tied to the CTR survey. Base values will be established during the 2023-2025 survey cycle and progress measured using 2025-2027 survey results.

**8. Describe how you'll measure progress toward each target.**

- a) *List the method you'll use to measure progress for each target.*

Progress will be measured using 2025-2027 survey results.

**9. List your jurisdiction's CTR-affected worksites.**

- a) *List all your CTR-affected sites.*

CTR affected sites within the City include:

- City of Toppenish
- Washington Beef
- Yakima Valley Farmworkers Clinic

**10. List a performance target for each CTR-affected worksite.**

- a) *For any performance targets tied to the CTR survey, indicate that you'll establish performance targets during the 2023-2025 survey cycle.*

Base year performance targets will be established during the 2023-2025 survey cycle.

**11. List the base value you'll use for each site.**

- a) *For any performance targets tied to the CTR survey, indicate that you'll establish a base value during the 2023-2025 survey cycle.*

Base values will be established during the 2023-2025 survey cycle

## **Services and strategies**

**12. Describe the services and strategies your jurisdiction will use to achieve CTR targets.**

In addition to the city's goal to discourage sprawl while encouraging infill development, improve non-motorized facilities for all users, and encourage use of alternative modes, the following strategies are anticipated to support the City achieving its CTR goal:

- The local transit operators are cooperatively meeting and open to transit coordination improvements. Pathways, a non-profit organization, is leading the effort to facilitate the transit coordination between the operators.
- The jurisdictions within Yakima County also participate in TAC and MPACT meetings to facilitate coordination and work together as a region.
- Supporting YVCOG's "Switch Your Trips" program, encouraging non drive alone trips.

**13. Describe how jurisdiction services and strategies will support CTR-affected employers.**

By improving transit as well as other alternative mode connections, employers' goals of lowering the drive alone rates are supported.

**14. Describe barriers your jurisdiction must address to achieve CTR targets.**

*a) Describe how you'll address these barriers.*

A barrier is the ability for an employee to get between where they live and where they work. Given the rural area, access to transit near a residence or job is limited.

- The local transit operators are cooperatively meeting and open to transit coordination improvements. Pathways, a non-profit organization, is leading the effort to facilitate the transit coordination between the operators.
- The jurisdictions within Yakima County also participate in TAC and MPACT meetings to facilitate coordination and work together as a region.

**15. Describe the transportation demand management technologies your jurisdiction plans to use to deliver CTR services and strategies.**

- Work with transit agencies to identify technology enhancements that can increase ridership (i.e. arrival times, etc.)
- Supporting YVCOG's "Switch Your Trips" program, encouraging non drive alone trips.

**16. Transcribe or link to your local CTR ordinance.**

Toppenish Municipal Code (TMC) 2.70

**17. Describe your financial plan.**

*a) Describe the estimated average annual costs of your plan.*

The CTR is managed by YVCOG on behalf of the City.

*b) Describe likely funding sources, public and private, to implement your plan.*

The CTR is managed by YVCOG on behalf of the City.

**18. Describe your implementation structure.**

*a) Describe who will conduct the activities listed in your plan.*

The CTR is managed by YVCOG on behalf of the City.

*b) Indicate who will monitor progress on your plan. List job title, department, and name.*

The CTR is managed by YVCOG on behalf of the City. Geoff Wagner (CTR Coordinator) at YVCOG manages the CTR process on behalf of the City. The Transportation Coordinator for the City of Toppenish's own CTR program will be managed by Shaun Burgess, the Public Works Interim Director.

**19. List your implementation schedule.**

*a) Provide the timeline for anticipated projects.*

The CTR is managed by YVCOG on behalf of the City. YVCOG has identified the following activities and anticipated frequency of those activities as summarized in the table below.

<b>YVCOG Activity</b>	<b>Frequency</b>
a. Identify Worksites and Employee Transportation Coordinators.	Annually
b. Engage and Train Employee Transportation Coordinators.	Annually
c. Support Distribution of Information About Transportation Options to Commuters	Annually (minimum), or as new local/state opportunities allow.
d. Enable Incentives, Subsidies, and Disincentives.	Annually
e. CTR Plans and support Code Updates	2025. <i>Anticipate next update in 2029</i>
f. Performance Reporting	Biennially

**20. Describe the CTR plan for jurisdiction employees.**

*a) Describe the services, programs, information, and other actions your city or county put in place to help its employees reduce their drive alone commute trips.*

As identified per TMC 2.70.050.B, required elements for affected employers and for the City’s CTR plan include:

1. Designate a transportation coordinator to administer the CTR program who will oversee all elements of the employer's CTR program and act as liaison between the employer and city.
2. Information about alternatives to SOV commuting shall be provided to employees at least once a year.
3. The CTR program must include an annual review of employee commuting and progress and good faith efforts toward meeting the SOV reduction goals. Affected employers shall file an annual progress report with the city in accordance with the format established by this chapter and consistent with the CTR task force guidelines. The report shall describe each of the CTR measures that were in effect for the previous year, the results of any commuter surveys undertaken during the year, and the number of employees participating in CTR programs. Within the report, the employer should evaluate the effectiveness of the CTR program and, if necessary, propose modifications to achieve the CTR goals.

**21. Describe how the CTR plan for jurisdiction employees contributes to the success of the overall plan.**

*a) Describe how the plan for jurisdiction employees reinforces the success of the jurisdiction plan?*

The City, consistent with affected employers within the City are participating in the program, which supports employers involvement in the program given the City is held to the same CTR goals. Also, the established transportation coordinators at the City and affected employers allows for additional coordination opportunities to help facilitate continued progress toward meeting the CTR goal.



## Alignment with plans

### 22. List the transit agencies that provide service in your jurisdiction.

- People for People
- Pahto Public Passage

### 23. List the transit plans you reviewed while developing this plan.

As noted above, transit agencies serving Toppenish include People for People and Pahto Public Passage. Neither of these transit agencies have transit plans; however, coordination with each agency was completed to inform the plan and is described in the engagement section below.

### 24. Describe how this CTR plan supports the transit plans.

Providing employees with incentives to take transit can increase ridership which in turn can raise the profile of and social support for public transit.

### 25. Describe any comprehensive plan updates that are needed and when they will be made.

Comprehensive plan updates have recently begun and specific changes have not yet been identified. The updated plan is anticipated to be completed in 2026.

## Engagement

### 26. Describe stakeholder engagement.

#### a) Who did you talk to?

Coordination meetings with City of Toppenish, adjacent jurisdictions, YVCOG, and local transit agencies. Additional meetings were held with the MPACT and YVCOG TAC groups. Additionally, surveys were conducted for MPACT members and employers of affected worksites.

Public outreach workshops were conducted at the Yakima Transit Center and the Valley Mall bus stop.

#### b) When did you talk to them?

Meetings were conducted as follows:

- |                                            |                                                   |
|--------------------------------------------|---------------------------------------------------|
| - MPACT members - 9/25/2024                | 10/3/2024                                         |
| - City of Union Gap - 10/7/2024            | - Pahto Public Passage - 7/13/2022 and 10/30/2024 |
| - YVCOG TAC Group - 10/10/2024             | - Medstar - 7/20/2022                             |
| - Yakima Transit - 8/22/2022 and 10/3/2024 | - Protran East - 6/29/2022                        |
| - Selah Transit - 7/20/2022                | - Entrust Community Services - 7/27/2022          |
| - People for People - 6/28/2022 and        |                                                   |

September 26, 2024 and October 2, 2024 surveys were sent to MPACT members and employers, respectively and a reminder to complete the surveys was completed on October 14, 2024.

Public engagement workshops were held on 9/1/2022 and 11/15/2022

*c) What did they have to say?*

The meetings allowed for discussion of the existing conditions, transportation and land use conditions, use and barriers of the CTR program, and what is planned.

The employer surveys allowed for input regarding what is working well for their worksite and employees as well as identify barriers they have relative to employees using the program.

The MPACT survey identified their target population/focus group, identify programs that are effective, programs that not effective, barriers to non drive alone trips, and recommendations on what programs could be added to provide reductions to drive alone rates.

The 2 public engagement events were as follows:

- The first event was to introduce the project to residents and gain insight from passengers on how transit is used today and how transit can be improved in the future. Feedback identified interest in extended service hours and more frequent service, more benches and amenities at bus stops, and challenges related to transfers and infrequent service.
- The second event was to share the findings and recommendations of the Yakima Valley Transit Study and get any additional feedback. Those who attended were generally in agreement with the findings and supportive of the study recommendations that are outlined within this report.

*d) How did what they said influence the plan?*

The feedback from the engagement meetings and surveys is incorporated above particularly in identifying the barriers and ideas to continue improve access for employees to use the program.

**27. Describe vulnerable populations considered.**

- Entrust Community Services - People with disabilities
- People for people - Individuals with special transportation needs
- Protran East/VGA Professional Services, Inc. - Non Emergent Medical Transportation, those who have no access to long distance medical transportation services. Low income, Veterans and Seniors.
- Asian Pacific Islander Coalition of Yakima - BIPOC and Asian communities
- Yakama Nation and Pahto Public Passage
- Medstar

**28. Describe engagement focused on vulnerable populations.**

*a) Who did you talk to?*

Entrust Community Services, People for people, Protran East/VGA Professional Services, Inc., Asian Pacific Islander Coalition of Yakima, Yakama Nation and Pahto Public Passage, and Medstar

*b) When did you talk to them?*

Responses to the MPACT surveys, meetings, and public engagement. See response to 26b above.

c) *What did they have to say?*

The groups generally consistently identified the following:

- Effective programs - Shared rides, long distance shuttle services, work from home options, and public transportation such as bus, shuttle, etc. People For People provides these services and also specifically includes Community Connector and paratransit services. Also, specifically fixed bus routes that run both directions on route and have intervals 1/2 hour or less.
- Not effective services: Single one way routes that do not serve all adjoining communities equally, Carpooling as there is a lack of common schedule and destination/origin.
- Barriers to non-drive alone trips: the lack of coverage area outside of fixed route systems, Lack of safe pedestrian access with rural roads without shoulders and sidewalks or for individuals who cannot walk long distances to reach transit, Length of routes and long time duration between buses that prohibit people from actually reaching destinations without exhausting planning
- Opportunities for improvements: expanding bus routes, Safe pedestrian access, Locate high population resident area to business areas and include large companies that have over 100 employees requiring access regardless of being located in city or non incorporated city areas where employers have moved out of cities have majority single occupant vehicles due to complete lack of service to all industrial exporting employers
- Additional feedback received from Asian Pacific Islander Coalition of Yakima was that all areas should have equal access to DSHS and unemployment services for all of city of Yakima

d) *How did what they said influence the plan?*

The feedback received was incorporated into the identified barriers and recommended changes above.

**29. List employers' suggestions to make CTR more effective.**

Employers indicated there are numerous barriers to employees using non-drive alone options, including:

- Need car for family obligations on the way to/from work
- Lack of transit service
- Alternative commute options take too much time
- Personal safety
- Need my car during the day
- Need my car to get home in case of emergency

However, methods used at sites to promote the CTR program have included promoting the alternative mode options and providing preferred parking for carpoolers.

**30. Describe results of engagement focused on vulnerable populations that will be provided for use in comprehensive plan and transit plan updates.**

The updates to the plans are beginning at this time and this feedback will be considered and incorporated as possible such as identifying a new or revision to goals or policies.

## **Regional transportation planning organization CTR plan review**

### **RTPO comments**

The CTR plan was developed by the YVCOG in coordination with the City of Toppenish staff. As such, this local jurisdictional plan is consistent with the regional CTR plan.