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## **Review of Urban Growth Area (UGA): Land Capacity Analysis (LCA)**

A Land Capacity Analysis is an essential component in reviewing a UGA. An LCA is a quantitative estimate of how much land a city will require as it grows over the succeeding 20-year period. It begins with consultation between a county and its cities and towns to select a population growth projection from a range of population growth projections provided by the state Office of Financial Management (OFM). The population projection, together with a county employment growth forecast, is then allocated primarily to UGAs, to assist in sizing UGAs to accommodate future urban growth.

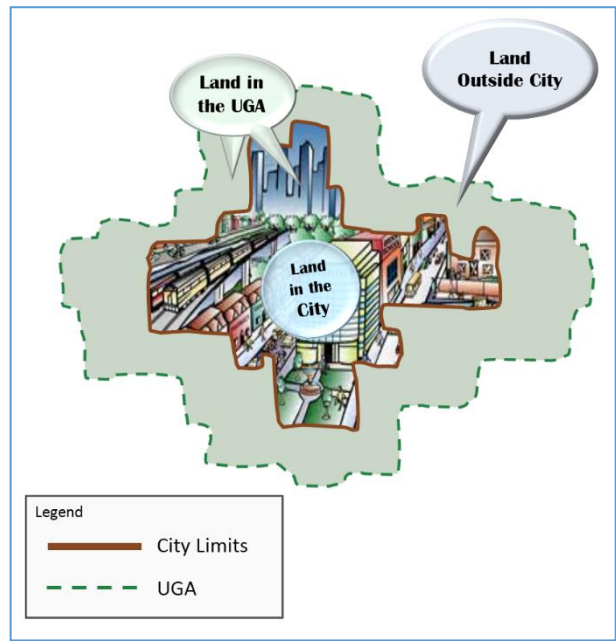
After reviewing OFM's most recent population projections for Yakima County, the Yakima County Planning Division prepared a draft report entitled *Yakima County – Draft 2046 Population Projections and Allocations* that allocated the projected population growth among the county's 14 cities.

The Planning Division shared the report with the County's cities on April 15, 2024, and met with each city during the subsequent summer to review the report and get their comments on the draft allocations.

Finally, staff reviewed all received comments and issued a final report on April 8, 2025. This LCA report reflects those final population allocations.

Three terms will be used throughout this analysis. They will be used to describe potential growth as follows:

- 1) **Land in city:** This is used to describe lands within the city limit.
- 2) **Land outside city:** This is used to describe the land in the UGA over which the county has jurisdiction.
- 3) **Land in UGA:** This term refers to the city's current area plus the areas the city plans to annex and develop over a 20-year period. The analysis combines terms 1 and 2 to determine its size.



The LCA quantifies the amount of land needed for Wapato's growth according to the analytical process outlined in the "Urban Lands" section in the Land Use Element of Yakima County's Comprehensive Plan (*Horizon 2046*). The general inputs and calculations<sup>1</sup> are outlined below:

### **Calculation of Net Acreage Available in the UGA for Future Growth:**

Acres needed for future residential  
(plus) Acres needed for future commercial  
(plus) Acres needed for future community facilities  
(plus) Acres needed for future Streets  
(plus) Acres needed for future industrial  
**Subtotal: the total acreage needed for UGA Growth**

<sup>1</sup> The spreadsheet in Attachment 1 provides expanded descriptions for assumptions and calculations. This section is explanatory and provides a synopsis of the methods and inputs used for UGA and LCA analysis.

Acres of currently vacant residentially zoned land  
 (plus) Acres of currently vacant commercially zoned land  
 (plus) Acres of currently vacant community facilities land  
 (plus) Acres of currently vacant industrially zoned land  
**Subtotal:** the vacant acreage available for growth within the current UGA  
  
**Subtotal:** total acreage needed for UGA growth  
(minus) **Subtotal:** the vacant acreage available for growth within the current UGA  
  
**Total:** Net Acreage Available in the UGA for Future Growth.

## **Quantity of land calculations for non-industrial uses**

Yakima County’s Division of Geographic Information Services (GIS) calculated the current acreage of developed residential, commercial, retail, and community facilities; and the acreage of current vacant and partially vacant land in each zoning district to generate the figures in the “UGA Land Capacity Analysis” spreadsheet (Attachment 1)

In summary, this analysis finds that Wapato’s UGA has enough vacant lands to accommodate its non-industrial growth for 296 years. It has a surplus of 244 residentially zoned vacant acres, a surplus of 55 commercially zoned vacant acres, and a surplus of 37 vacant acres owned by providers of community facilities to accommodate projected growth through 2046, as explained below:

- 1. Population and Households Analysis:** Based on the City’s projected 2024-2046 population growth, this analysis estimates 93 additional households will be added to the city’s population by the year 2046.

|                                                           |                      |
|-----------------------------------------------------------|----------------------|
| 2046 population forecast for City (City/County consensus) | 4,886 people         |
| 2024 population in City (OFM’s April 1 estimate)          | 4,625 people         |
| Population change: 2024 – 2046                            | 261 people           |
| Average household size in City: 2020 <sup>2</sup>         | 3.54 people          |
| <b>Future Households in the City 2024 – 2046</b>          | <b>74 households</b> |

- 2. Future Residential Land Need:** The acreage needed for future residential growth through 2046 was calculated by assuming an average future density of 5.1 dwelling units per acre (i.e., 8,500 sq. ft. for each household) and multiplying this by the number of projected future households:

|                                                     |                 |
|-----------------------------------------------------|-----------------|
| (8,500 sq. ft. x 74) ÷ 43,560 households per acre = | <b>14 acres</b> |
|-----------------------------------------------------|-----------------|

- 3. Future Commercial & Retail Land Need:** The acreage needed for future commercial and retail growth through 2046 was calculated by multiplying the projected population increase by the current per person acreage of developed commercial lands within the city.

|                                        |                |
|----------------------------------------|----------------|
| 261 people x 0.0089 acres per person = | <b>2 acres</b> |
|----------------------------------------|----------------|

<sup>2</sup> Taken from Table S1101 – 5-Year American Community Survey

- 1 **4. Future Community Facilities Land Need:** The acreage needed for future community  
2 facilities growth through 2046 was calculated by multiplying the projected population  
3 increase by the current per person acreage of developed community facilities land within  
4 the city:  
5

|                                        |                |
|----------------------------------------|----------------|
| 261 people x 0.0294 acres per person = | <b>8 acres</b> |
|----------------------------------------|----------------|

- 6  
7 **5. Future Streets Land Need:** The acreage needed for future rights-of-way to accommodate  
8 streets and utilities through 2046 was calculated by multiplying the acreage needed for  
9 future residential, commercial and retail, and community facilities by 15%:  
10

|                                                               |                 |
|---------------------------------------------------------------|-----------------|
| Residential acreage needed                                    | 14 acres        |
| (plus) Commercial/retail acreage needed                       | 2 acres         |
| (plus) Community facilities acreage needed                    | 8 acres         |
| <b>Subtotal</b>                                               | <b>24 acres</b> |
| <b>Equals: Total streets acreage needed (Subtotal x 0.15)</b> | <b>4 acres</b>  |

11  
12 **6. Land Capacity Analysis (LCA)**<sup>3</sup>  
13

14 For this analysis we compare the identified land needs to the amount of existing vacant land to  
15 determine whether the city and the unincorporated UGA have sufficient capacity to  
16 accommodate projected growth through 2046 or whether a land deficit remains.

17  
18 The current acreage of vacant non-industrially zoned land is compared to the calculated needs  
19 for future non-industrial land uses.

20 **a) Residentially zoned capacity calculation:**  
21

|                                                                               |                  |
|-------------------------------------------------------------------------------|------------------|
| Currently vacant residentially zoned land in the city (excluding floodplains) | 8 acres          |
| (minus) needed residential acreage, including associated streets              | 16 acres         |
| <b>Subtotal: Deficit of vacant residentially zoned land within city</b>       | <b>(8) acres</b> |
| (plus) current vacant residentially zoned land outside the city               | 252 acres        |
| <b>Equals: Surplus of vacant residentially zoned land in the UGA</b>          | <b>244 acres</b> |

22 **b) Commercially zoned capacity calculation:**  
23

|                                                                            |                 |
|----------------------------------------------------------------------------|-----------------|
| Currently vacant commercial and retail zoned land in city                  | 8 acres         |
| (minus) needed commercial and retail acreage, including associated streets | 2 acres         |
| <b>Subtotal: Surplus of vacant commercially zoned land in city</b>         | <b>6 acres</b>  |
| (plus) Surplus current vacant commercially zoned land outside the city     | 49 acres        |
| <b>Equals: Surplus of vacant commercially zoned land in the UGA</b>        | <b>55 acres</b> |

24 **c) Community facilities capacity:**  
25

|                                                                       |                 |
|-----------------------------------------------------------------------|-----------------|
| Current vacant community facilities land in city                      | 46 acres        |
| (minus) need community facility acreage, including associated streets | 9 acres         |
| <b>Subtotal: Surplus of vacant community facilities in City</b>       | <b>37 acres</b> |

<sup>3</sup> The spreadsheet in Attachment 1 provides the LCA steps and expanded descriptions for assumptions and calculations.

|                                                                       |                 |
|-----------------------------------------------------------------------|-----------------|
| (plus) Currently vacant community facilities land outside of the city | 0 acres         |
| <b>Equals: Surplus of vacant community facilities land in UGA</b>     | <b>37 acres</b> |

**d) Net capacity of non-industrially zoned UGA calculation (total of a-c above):**

|                                                                     |                  |
|---------------------------------------------------------------------|------------------|
| Surplus of vacant residentially zoned land                          | 244 acres        |
| (plus) Surplus of vacant commercially zoned land                    | 55 acres         |
| (plus) (Surplus) of land needed for future community facilities     | 37 acres         |
| <b>Equals: Surplus of vacant land in non-industrially zoned UGA</b> | <b>336 acres</b> |

**e) Years of growth in city (excluding industrial growth)**

|                                                                                       |                 |
|---------------------------------------------------------------------------------------|-----------------|
| Surplus of vacant land for residential, commercial, community facilities, and streets | 35 acres        |
| <b>Equals: Years of growth available in City in 2046</b>                              | <b>51 years</b> |

**f) Years of growth outside city (excluding industrial growth)**

|                                                               |                  |
|---------------------------------------------------------------|------------------|
| <b>Equals: Years of growth available outside City in 2046</b> | <b>245 years</b> |
|---------------------------------------------------------------|------------------|

**g) Years of growth in UGA (excluding industrial growth)**

|                                                                                                |                  |
|------------------------------------------------------------------------------------------------|------------------|
| Surplus of vacant land for residential, commercial, community facilities, & streets within UGA | 336 acres        |
| (computed) Market Choice Factor in UGA (MCF)                                                   | 1244 %           |
| <b>Equals: Years of growth available in UGA in 2046</b>                                        | <b>296 years</b> |

**Years of growth for non-industrially zoned UGA calculation**

To determine the years of growth available in the UGA for non-industrial zoned land, we first express the surplus (or deficit) of non-industrially zoned land MCF as a percentage. For example, as shown below, if a UGA has 125 vacant acres but only needs 100 acres for future growth, it has 25% more vacant land than required. This number 25% is the Market Choice Factor.

$$[(\text{acres currently vacant}) \div (\text{acres needed for future growth})] - 1.00 = \text{MCF\%}$$

Inserting Wapato's numbers (from the table below) in the formula provides the following percentage for Wapato's MCF:

$$(336 \div 27) - 1 = 1244\%$$

The MCF% is then utilized in the final calculations to result in the years of growth available in the UGA (see below). The County's 2046 UGA Update calculated the amount of vacant land needed for the next 22 years of growth as Yakima County's land capacity analysis spans 2024 to 2046 (RCW 36.70A.130(b)).

$$\text{MCF in Years} = (1244\% + 1) \times 22 = 296 \text{ years of growth}$$

**Total amount of vacant land needed in UGA for Future Non-industrial Uses.** Adding the needed acres from the categories above calculates the total acreage below.

|                                                                                                                                                               |                         |
|---------------------------------------------------------------------------------------------------------------------------------------------------------------|-------------------------|
| Acres needed for future residential uses (and associated streets)                                                                                             | 16 acres                |
| (plus) Acres needed for future commercial & retail uses (and associated streets)                                                                              | 2 acres                 |
| (plus) Acres needed for future community facilities (and associated streets)                                                                                  | 9 acres                 |
| <b>Equals: Total vacant acres needed for future non-industrial</b>                                                                                            | <b><u>27 acres</u></b>  |
| <b><u>Total amount of currently vacant Non-Industrially Zoned Land in UGA:</u></b><br>(vacant residential + vacant commercial/retail uses + vacant community) | <b><u>336 acres</u></b> |

## **7. Future industrial land needs:**

As outlined in the "Urban Lands" section of the Land Use Element, the city determines the amount of land needed for future industrial use "based on its economic development strategy rather than future population projections." The County's GIS analysis provides current acreages of industrially zoned lands:

|                                                               |           |
|---------------------------------------------------------------|-----------|
| Currently developed industrially zoned land in city           | 155 acres |
| Currently developed industrially zoned land outside city      | 12 acres  |
| Currently vacant industrially zoned land in city              | 7 acres   |
| Currently vacant industrially zoned land outside city         | 38 acres  |
| Additionally vacant industrially zoned land need in city      | 0 acres   |
| Additionally vacant industrially zoned land need outside city | 0 acres   |

## **Review of Patterns of Development and Densities Permitted in the UGA**

In addition to reviewing Wapato's UGA as shown above, Yakima County must also review the densities permitted within both the incorporated and unincorporated portions of the UGA, and the patterns of development occurring within the UGA, as required by RCW 36.70A.130(3)(a).

The City of Wapato includes 14 zoning districts within its limits: Residential Districts: Suburban Residential District (SR), Single-Family Residential District (R-1), Two-Family Residential District (R-2), and Multifamily Residential District (R-3). Commercial Districts: Professional Business District (B-1), Local Business District (B-2), Historical Business District (HB), Small Convenience Center District (SCC), Large Convenience Center District (LCC), Central Business District (CBD), CBD Support (CBDS). Industrial Districts; Light Industrial District (M-1), Heavy Industrial District (M-2), Overlay District, and Flood Plain Overlay District (FP)

The densities permitted in the residential zones (R-1, R-2 and R-3) are analyzed below. The residential zoning districts and their allowed densities are:

| <b>City of Wapato - Municipal Code, Chapter 17.03</b> |                            |                                                                         |                                                                                                                                       |
|-------------------------------------------------------|----------------------------|-------------------------------------------------------------------------|---------------------------------------------------------------------------------------------------------------------------------------|
| <b>Zoning District</b>                                | <b>Max. Dwelling Units</b> | <b>Minimum Lot Size</b>                                                 | <b>Notes</b>                                                                                                                          |
| SR (Suburban Residential District)                    | 7                          | 7,000 sq. ft <sup>(2)</sup> Detached single-family dwellings (per unit) | <i>(2) In residential districts, the minimums apply when the lots are served by a public or community water system and either the</i> |

| <b>City of Wapato - Municipal Code, Chapter 17.03</b>                              |                    |                                                                                                                                                                                                                                                                            |                                                                                                                                                                                               |
|------------------------------------------------------------------------------------|--------------------|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
|                                                                                    |                    | 5,000 sq. ft <sup>(2)</sup> Detached single-family dwellings (zero lot line) (per unit).<br><br>Attached single-family dwellings (common wall (per unit))<br><br>8,000 sq. ft Two-family dwellings (duplex)                                                                | <i>municipal or approved community sewer system.</i>                                                                                                                                          |
| R-1 (Single Family)                                                                | 7 <sup>(1)</sup>   | 5,000 sq. ft <sup>(2)</sup> Detached single-family dwellings (zero lot line) (per unit)<br><br>8,000 sq. ft Two-family dwellings (duplex)                                                                                                                                  | <i>(1) Multifamily or planned residential development exceeding the maximum number of dwelling units per net residential acre may be allowed in R-1 and R-2 districts as a Class (3) use.</i> |
| R-2 (Two Family)                                                                   | 12 <sup>(1)</sup>  | 6,000 sq. ft <sup>(1)</sup> Detached single-family dwellings (per unit)<br><br>4,000 sq. ft Detached single-family dwellings (zero lot line) (per unit)<br><br>Attached single-family dwellings (common wall (per unit))<br><br>7,000 sq. ft Two-family dwellings (duplex) | <i>As above</i>                                                                                                                                                                               |
| R-3 (Multi Family)                                                                 | 12+ <sup>(3)</sup> | 5,000 sq, ft Detached single-family dwellings (per unit)<br><br>In multifamily dwellings and planned residential development, density may not exceed the maximum number of dwelling units permitted per net residential acre (applies to SR, R1, R2 and R3)                | <i>(3) The subdivision requirements for the B-1 district shall also apply to multifamily and planned residential development permitted in the commercial districts.</i>                       |
| <b>Yakima County Zoning in the Urban Growth Area (Yakima County Code Title 19)</b> |                    |                                                                                                                                                                                                                                                                            |                                                                                                                                                                                               |
| <b>Zoning District</b>                                                             |                    | <b>Minimum Lot Size</b>                                                                                                                                                                                                                                                    | <b>Density</b>                                                                                                                                                                                |
| R-1 (Single Family Residential)                                                    |                    | 4,000 – 10,000 sq. ft. (depending on use) 7,000 sq. ft. for single family residence                                                                                                                                                                                        | 7 units per acre                                                                                                                                                                              |
| R-3 (Multi Family Residential)                                                     |                    | 5,250 – 10,000 sq. ft. (depending on use) two-family/multi-family dwelling                                                                                                                                                                                                 | 12 to 24 dwelling units per acre                                                                                                                                                              |

1  
2  
3

## **Conclusions of Above Tables**

Portions of the City of Wapato and the unincorporated UGA are within FEMA mapped floodplains. This affects subdivision potential for residential lots within these areas. The development standard for subdividing within the floodplain requires new lots within the floodplain must be a minimum of one acre (YCC 16C.3.27(3)(b)(iv)). To accommodate this, the total number of residential acres within the floodplain was divided by 5.1 (the same number used to calculate the amount of residential acreage needed for future growth). The number derived from this calculation was then added to the total vacant residential designated land. This process accurately factors in developable residential land within the floodplain.

Wapato currently has 8 acres of surplus vacant residential-zoned land. If developed with single-family homes on 7,000 square foot lots within city limits, the area could accommodate 50 new homes. Developing multi-family zoned land at its highest density would increase that number.

The unincorporated portion of Wapato's UGA currently has 244 vacant residential acres outside the floodplain and 37 vacant residential acres within the floodplain, for a total of 252 vacant residential acres. Utilizing a density of 5.1 dwelling units per acre, the same density that calculates additional residential acreage needed for development, the unincorporated UGA could accommodate 1,285 dwelling units.

Under Yakima County Code, the R-1 residential zone permits a maximum density of 7 units per acre, while properties in the R-3 zoning district allow between 12 and 24 dwelling units per acre. Based on these density standards, the existing vacant residential lands within Wapato have adequate capacity to readily accommodate the additional dwelling units identified in the growth analysis.

To support projected growth over the next 22 years, the analysis determined that 74 additional residential units will be needed to meet anticipated population increases. The current Urban Growth Area (UGA) has sufficient capacity to support this level of development. If built to capacity, the UGA could support 1,335 new homes—far exceeding the identified need of 74 homes for the entire area.

## **City/County Collaboration**

County staff met with Wapato's representatives on June 25, 2024, to review the County's land capacity analysis, discuss proposed future land use designations, evaluate permitted densities, and address planning issues. Population projections were discussed with some questioning by the City about methods and draft numbers.

Parcels comprising Catholic Charities holdings were discussed and reviewed for future development. One rezone in the City was reviewed. Yakima Valley Conference of Governments Organization (YVCOG) presented Wapato's housing action plan, and County staff laid out next steps in the LCA/UGA process. Eventually, a 0.25 growth rate was agreed upon based on further discussions and review of the projected population estimates.

While the City of Wapato does not face the immediate challenge of GMA restrictions on UGA expansion into adjacent agricultural lands of long-term significance—unlike the Town of Harrah, which cannot conduct swaps under RCW 36.70A.130(3)(c)(ii)—tribal trust lands constitute a significant portion of the Wapato UGA, both within and directly adjacent to the current boundary. Additionally, growth and development in the northeastern portion of the City and its UGA is significantly restricted by the 100-year FEMA floodway and floodplain.

## **Further Staff Findings on Wapato's UGA**

On August 5, 2025, County staff reconvened with the City Director, Fire Chief, and the Yakima Valley Conference of Governments. The discussion focused on three primary planning considerations:

First, the group identified and evaluated potential property annexations located west of State Highway 97, emphasizing the importance of coordination with the Yakama Nation throughout this process. Additional parcel tracts in this western corridor present a logical and coherent pattern for the City's future development expansion.

Second, participants addressed the lack of vacant properties within current City limits due to areas under tribal trust and Yakama Nation ownership, as well as floodplain and environmentally constrained parcels concentrated in the northeastern portion of the unincorporated Urban Growth Area (UGA).

Finally, the meeting examined the critical need for extending community services—particularly water and sewer infrastructure—to areas west of Highway 97. The presence of failing septic systems and the logical development pattern emerging in this section of the UGA underscores the urgent need for continued collaboration with the Yakama Nation and comprehensive analysis of both costs and opportunities of providing urban-level services.

## **Major Rezone and Plan Amendment Review Criteria**

Amendments to the zoning map that are contingent upon legislative approval of a comprehensive plan amendment are deemed to be legislative and shall be considered major rezones that are subject to the procedures outlined in YCC Chapter [16B.10](#).

*(1) The following criteria shall be considered in any review and approval of amendments to Yakima County Comprehensive Plan Policy Plan Maps:*

- (a) The proposed amendment is consistent with the Growth Management Act and requirements, the Yakima County Comprehensive Plan, the Yakima Urban Area Comprehensive Plan and applicable sub-area plans, applicable city comprehensive plans, applicable capital facilities plans and official population growth forecasts and allocations;*
- (b) The site is more consistent with the criteria for the proposed map designation than it is with the criteria for the existing map designation;*
- (c) The map amendment or site is suitable for the proposed designation and there is a lack of appropriately designated alternative sites within the vicinity;*
- (d) For a map amendment, substantial evidence or a special study has been furnished that compels a finding that the proposed designation is more consistent with comprehensive plan policies than the current designation;*
- (e) To change a resource designation, the policy plan map amendment must be found to do one of the following:*
  - (i) Respond to a substantial change in conditions beyond the property owner's control applicable to the area within which the subject property lies; or*
  - (ii) Better implement applicable comprehensive plan policies than the current map designation; or*
  - (iii) Correct an obvious mapping error; or*
  - (iv) Address an identified deficiency in the plan. In the case of Resource Lands, the applicable de-designation criteria in the mapping criteria portion of the land*

1 use subchapter of Yakima County Comprehensive Plan, Volume I, Chapter I,  
2 shall be followed. If the result of the analysis shows that the applicable de-  
3 designation criteria has been met, then it will be considered conclusive  
4 evidence that one of the four criteria in paragraph (e) has been met. The de-  
5 designation criteria are not intended for and shall not be applicable when  
6 resource lands are proposed for re-designation to another Economic Resource  
7 land use designation;

8 (f) A full range of necessary public facilities and services can be adequately provided in  
9 an efficient and timely manner to serve the proposed designation. Such services may  
10 include water, sewage, storm drainage, transportation, fire protection and schools;

11 (g) The proposed policy plan map amendment will not prematurely cause the need for nor  
12 increase the pressure for additional policy plan map amendments in the surrounding  
13 area.

14  
15 Findings: There are no additional findings to add as the staff's recommendation is to keep the  
16 UGA in its current form.

17  
18 (2) The following criteria shall be considered in any review and approval of changes to Urban  
19 Growth Area (UGA) boundaries:

20 (a) Land Supply:

21 (i) The amount of buildable land suitable for residential and local commercial  
22 development within the incorporated and the unincorporated portions of the  
23 Urban Growth Areas will accommodate the adopted population allocation and  
24 density targets;

25 (ii) The amount of buildable land suitable for purposes other than residential and  
26 local commercial development within the incorporated and the unincorporated  
27 portions of the Urban Growth Areas will accommodate the adopted forecasted  
28 urban development density targets within the succeeding twenty-year period;

29 (iii) The Planning Division will use the definition of buildable land in YCC  
30 [16B.02.045](#), the criteria established in RCW [36.70A.110](#) and .130 and  
31 applicable criteria in the Comprehensive Plan and development regulations;

32 (iv) The Urban Growth Area boundary incorporates the amount of land determined  
33 to be appropriate by the County to support the population density targets;

34 (b) Utilities and services:

35 (i) The provision of urban services for the Urban Growth Area is prescribed, and  
36 funding responsibilities delineated, in conformity with the comprehensive plan,  
37 including applicable capital facilities, utilities, and transportation elements, of  
38 the municipality;

39 (ii) Designated Ag. resource lands, except for mineral resource lands that will be  
40 reclaimed for urban uses, may not be included within the UGA unless it is  
41 shown that there are no practicable alternatives, and the lands meet the de-  
42 designation criteria set forth in the comprehensive plan.

43  
44 Findings: There are no additional findings to add as the staff's recommendation is to keep the  
45 UGA in its current form.

46  
47 (3) Land added to or removed from Urban Growth Areas shall be given appropriate policy plan  
48 map designation and zoning by Yakima County, consistent with adopted comprehensive  
49 plan(s).

Findings: There are no additional findings to add as the staff's recommendation is to keep the UGA in its current form.

*(4) Cumulative impacts of all plan amendments, including those approved since the original adoption of the plan, shall be considered in the evaluation of proposed plan amendments.*

Findings: A table showing the cumulative impacts of all proposed amendments being considered in 2025 will be provided as part of the SEPA analysis.

*(5) Plan policy and other text amendments including capital facilities plans must be consistent with the GMA, SMA, CWPP, other comprehensive plan goals and policies, and, where applicable, city comprehensive plans and adopted inter-local agreements.*

Findings: Not applicable, as the staff's recommendation is to keep the UGA in its current form.

### **Conclusion(s)**

1. The County's LCA for Wapato represents a surplus/deficit of 244 acres of vacant residentially zoned land and a surplus/deficit of 55 acres of vacant commercially zoned land within the current UGA for all non-industrial uses through 2046. These surpluses create a 1,244% MCF, warranting a potential reduction in the town's UGA.

### **Recommendation(s)**

1. County Planning staff recommends no additions or removals to the City of Wapato's UGA at this time, as staff aims to continue examining and engaging with the City on areas to remove from the UGA when more time can be spent on public engagement and planning for water, sewers, and streets.
2. County Planning staff recommends no changes to the comprehensive plan designations or zoning in Wapato's unincorporated UGA.

### **Attachments:**

1. UGA LCA (spreadsheet)
2. County's population projection for city
3. *Horizon 2040*'s description of the analytical process for the UGA LCA
4. LCA for City (map)

| A   | B                                                                                                                   | C                         | Q      |
|-----|---------------------------------------------------------------------------------------------------------------------|---------------------------|--------|
|     |                                                                                                                     | Units                     | Wapato |
| 29  |                                                                                                                     |                           |        |
| 30  | <b>1 - Population and Households Analysis</b>                                                                       |                           |        |
| 31  | a 2046 population for City (County's preferred alternative medium projection)                                       | people                    | 4,886  |
| 32  | b 2024 population in City (OFM's April 1 estimate)                                                                  | people                    | 4,625  |
| 33  | c City's projected population increase, 2024-46 (a - b)                                                             | people                    | 261    |
| 34  | d City's average household size (2020 Census - 5 Year Estimates) Table S1101                                        | people per household      | 3.54   |
| 35  | e Additional households projected for City, 2024-46 (c ÷ d)                                                         | households                | 74     |
| 36  |                                                                                                                     |                           |        |
| 37  | <b>2 - Future Residential Land Need</b>                                                                             |                           |        |
| 38  | f Desired average density of future housing, 2024-46 (5.1 dwelling units per acre)                                  | sq. ft. per dwelling unit | 8,500  |
| 39  | g Land needed for future housing, 2024-2046 (e ÷ f = 43,560 sq. ft. per acre)                                       | acres                     | 14     |
| 40  |                                                                                                                     |                           |        |
| 41  | <b>3 - Future Commercial &amp; Retail Land Need</b>                                                                 |                           |        |
| 42  | h Current developed commercial & retail land in City (from GIS analysis)                                            | acres                     | 41     |
| 43  | i Current developed commercial & retail land in City per person (h ÷ b)                                             | acres per person          | 0.0089 |
| 44  | j Land needed for future commercial & retail, 2024-46 (i ÷ c)                                                       | acres                     | 2      |
| 45  |                                                                                                                     |                           |        |
| 46  | <b>4 - Future Community Facilities Land Need</b>                                                                    |                           |        |
| 47  | k Current developed community facilities land in City (from GIS analysis)                                           | acres                     | 136    |
| 48  | m Current developed community facilities land in City per person (k ÷ b)                                            | acres per person          | 0.0294 |
| 49  | n Land needed for future community facilities, 2024-46 (m ÷ c)                                                      | acres                     | 8      |
| 50  |                                                                                                                     |                           |        |
| 51  | <b>5 - Future Streets Land Need</b>                                                                                 |                           |        |
| 52  | p Subtotal of land needed for future residential, commercial & retail, and community facilities 2024-46 (g + j + n) | acres                     | 24     |
| 53  | q Land needed for future streets (p ÷ 15%)                                                                          | acres                     | 4      |
| 54  |                                                                                                                     |                           |        |
| 55  | <b>6 - Land Capacity Analysis</b>                                                                                   |                           |        |
| 56  | <b>Residentially-zoned capacity</b>                                                                                 |                           |        |
| 57  | r Current vacant residentially-zoned land in City, excluding floodplains (from GIS analysis)                        | acres                     | 8      |
| 58  | s (plus) Current vacant residentially-zoned land in City, only including floodplains (from GIS analysis)            | acres                     | 2      |
| 59  | t = Current vacant residentially-zoned land in City (r + (s/5.1))                                                   | acres                     | 8      |
| 60  | u (minus) Land needed for future housing and associated streets, 2024-46 (-g ÷ 115%)                                | acres                     | (16)   |
| 61  | v = Surplus (Deficit) of vacant residentially-zoned land in City (t + u)                                            | acres                     | (8)    |
| 62  | w Current vacant residentially-zoned land outside City, excluding floodplains (from GIS analysis)                   | acres                     | 245    |
| 63  | x (plus) Current vacant residentially-zoned land outside City, only in floodplains (from GIS analysis)              | acres                     | 37     |
| 64  | y = Current vacant residentially-zoned land outside City (w + (x/5.1))                                              | acres                     | 252    |
| 65  | z (plus) Surplus (Deficit) of vacant residentially-zoned land in City (v)                                           | acres                     | (8)    |
| 66  | aa = Surplus (Deficit) of vacant residentially-zoned land in UGA in 2046 (y + z)                                    | acres                     | 244    |
| 67  |                                                                                                                     |                           |        |
| 68  | <b>Commercially-zoned capacity</b>                                                                                  |                           |        |
| 69  | bb Current vacant commercially-zoned land in City (from GIS analysis)                                               | acres                     | 8      |
| 70  | cc (minus) Land needed for future commercial & retail and associated streets, 2024-46 (-j ÷ 115%)                   | acres                     | (2)    |
| 71  | dd = Surplus (Deficit) of vacant commercially-zoned land in City (bb + cc)                                          | acres                     | 6      |
| 72  | ee Current vacant commercially-zoned land outside City (from GIS analysis)                                          | acres                     | 49     |
| 73  | ff (plus) Surplus (Deficit) of vacant commercially-zoned land in City in 2046 (dd)                                  | acres                     | 6      |
| 74  | gg = Surplus (Deficit) of vacant commercially-zoned land in UGA in 2046 (ee + ff)                                   | acres                     | 55     |
| 75  |                                                                                                                     |                           |        |
| 76  | <b>Community Facilities capacity</b>                                                                                |                           |        |
| 77  | hh Current vacant community facilities land in City (from GIS analysis)                                             | acres                     | 46     |
| 78  | ii (minus) Land needed for future community facilities and associated streets, 2024-46 (-n ÷ 115%)                  | acres                     | (9)    |
| 79  | j = Surplus (Deficit) of vacant community facilities in City (hh + ii)                                              | acres                     | 37     |
| 80  | kk Current vacant community facilities land outside City (from GIS analysis)                                        | acres                     | 0      |
| 81  | mm (plus) Surplus (Deficit) of vacant community facilities land in City in 2046 (jj)                                | acres                     | 37     |
| 82  | nn = Surplus (Deficit) of vacant community facilities land in UGA in 2046 (kk + mm)                                 | acres                     | 37     |
| 83  |                                                                                                                     |                           |        |
| 84  | <b>Capacity for growth in City (excluding industrial growth)</b>                                                    |                           |        |
| 85  | pp Surplus (Deficit) of vacant land for residential, commercial, community facilities, & streets (v + dd + jj)      | acres                     | 35     |
| 86  | qq Computed Market Choice Factor in City (MCF)**                                                                    | %                         | 130%   |
| 87  | rr Years of growth available in City in 2024 ((qq + 1) ÷ 22)                                                        | years                     | 51     |
| 88  |                                                                                                                     |                           |        |
| 89  | <b>Capacity for growth outside City (excluding industrial growth)</b>                                               |                           |        |
| 90  | ss Years of growth available outside City in 2024 (vv - rr)                                                         | years                     | 245    |
| 91  |                                                                                                                     |                           |        |
| 92  | <b>Capacity for growth in UGA (excluding industrial growth)</b>                                                     |                           |        |
| 93  | tt Surplus (Deficit) of vacant land for residential, commercial, community facilities, & streets (aa + gg + nn)     | acres                     | 336    |
| 94  | uu Computed Market Choice Factor in UGA (MCF)***                                                                    | %                         | 1244%  |
| 95  | vv Years of growth available in UGA in 2024 ((rr + 1) ÷ 22)                                                         | years                     | 296    |
| 96  |                                                                                                                     |                           |        |
| 97  | <b>7 - Future Industrial Land Need</b>                                                                              |                           |        |
| 98  | ww Current developed industrially-zoned land in City (from GIS analysis)                                            | acres                     | 155    |
| 99  | xx Current developed industrially-zoned land outside City (from GIS analysis)                                       | acres                     | 12     |
| 100 | yy Current vacant industrially-zoned land in City (from GIS analysis)                                               | acres                     | 7      |
| 101 | zz Current vacant industrially-zoned land outside City (from GIS analysis)                                          | acres                     | 38     |
| 102 | aaa Industrial acres to add to UGA (based on City's economic development strategy) (from GIS analysis)              | acres                     | 0      |
| 103 | bbb Industrial acres to remove from UGA (based on City's economic development strategy) (from GIS analysis)         | acres                     | 0      |
| 104 |                                                                                                                     |                           |        |
| 105 | *Community Facilities such as parks, schools, libraries, city halls, fire stations, churches                        |                           |        |
| 106 | **(vacant acres in City + needed acres) - 1 = (r + x + dd) + (-s - y - ee) - 1                                      |                           |        |
| 107 | *** (vacant acres in UGA + needed acres) - 1 = (r + u + x + aa + dd + gg) + (-s - y - ee) - 1                       |                           |        |
| 108 | Note: numbers in parentheses are negative                                                                           |                           |        |

Table 8. Cities, Towns, &amp; County Consensus Population Projections and Allocations, 2025-2046

|                                           | 2020<br>Census | Cities, Towns,<br>& County<br>Consensus<br>Annual<br>Growth Rates<br>(2025-2046) <sup>4</sup> | 2021<br>OFM<br>April 1<br>Estimate | 2022<br>OFM<br>April 1<br>Estimate | 2023<br>OFM<br>April 1<br>Estimate | 2024<br>OFM<br>April 1<br>Estimate | 2025    | 2026    | 2027    | 2028    | 2029    | 2030    | 2031    | 2032    |
|-------------------------------------------|----------------|-----------------------------------------------------------------------------------------------|------------------------------------|------------------------------------|------------------------------------|------------------------------------|---------|---------|---------|---------|---------|---------|---------|---------|
| <b>Yakima County<br/>(Preferred Alt.)</b> | 256,728        | 0.56%                                                                                         | 258,100                            | 259,950                            | 261,200                            | 263,200                            | 264,662 | 266,133 | 267,611 | 269,098 | 270,593 | 272,097 | 273,608 | 275,129 |
| <b>Unincorporated</b>                     | 88,147         |                                                                                               | 88,240                             | 88,955                             | 89,155                             | 89,635                             | 89,742  | 89,840  | 89,931  | 90,013  | 90,087  | 90,153  | 90,209  | 90,257  |
| <b>Incorporated</b>                       | 168,581        |                                                                                               | 169,860                            | 170,995                            | 172,045                            | 173,565                            | 174,921 | 176,293 | 177,680 | 179,085 | 180,506 | 181,944 | 183,399 | 184,872 |
| <b>Grandview</b>                          | 10,910         | 1.00%                                                                                         | 10,960                             | 11,020                             | 11,250                             | 11,680                             | 11,797  | 11,915  | 12,034  | 12,154  | 12,276  | 12,399  | 12,523  | 12,648  |
| <b>Granger</b>                            | 3,624          | 1.21%                                                                                         | 3,690                              | 3,740                              | 3,775                              | 3,815                              | 3,861   | 3,908   | 3,956   | 4,004   | 4,052   | 4,101   | 4,151   | 4,202   |
| <b>Harrah</b>                             | 585            | 0.25%                                                                                         | 580                                | 580                                | 580                                | 585                                | 586     | 588     | 589     | 591     | 592     | 594     | 595     | 597     |
| <b>Mabton</b>                             | 1,959          | -1.21%                                                                                        | 1,975                              | 1,975                              | 1,965                              | 1,965                              | 1,941   | 1,918   | 1,895   | 1,872   | 1,849   | 1,827   | 1,805   | 1,783   |
| <b>Moxee</b>                              | 4,326          | 2.92%                                                                                         | 4,405                              | 4,665                              | 4,785                              | 4,820                              | 4,961   | 5,105   | 5,254   | 5,408   | 5,566   | 5,728   | 5,895   | 6,067   |
| <b>Naches</b>                             | 1,084          | 1.98%                                                                                         | 1,110                              | 1,125                              | 1,120                              | 1,125                              | 1,147   | 1,170   | 1,193   | 1,217   | 1,241   | 1,265   | 1,290   | 1,316   |
| <b>Selah</b>                              | 8,153          | 1.75%                                                                                         | 8,235                              | 8,365                              | 8,450                              | 8,620                              | 8,771   | 8,924   | 9,081   | 9,239   | 9,401   | 9,566   | 9,733   | 9,903   |
| <b>Sunnyside</b>                          | 16,375         | 0.80%                                                                                         | 16,400                             | 16,500                             | 16,530                             | 16,570                             | 16,703  | 16,836  | 16,971  | 17,107  | 17,243  | 17,381  | 17,520  | 17,661  |
| <b>Tieton</b>                             | 1,389          | 2.50%                                                                                         | 1,430                              | 1,505                              | 1,545                              | 1,600                              | 1,640   | 1,681   | 1,723   | 1,766   | 1,810   | 1,856   | 1,902   | 1,949   |
| <b>Toppenish</b>                          | 8,854          | 0.17%                                                                                         | 8,870                              | 8,870                              | 8,900                              | 8,915                              | 8,930   | 8,945   | 8,961   | 8,976   | 8,991   | 9,006   | 9,022   | 9,037   |
| <b>Union Gap</b>                          | 6,568          | 1.00%                                                                                         | 6,595                              | 6,640                              | 6,660                              | 6,660                              | 6,727   | 6,794   | 6,862   | 6,930   | 7,000   | 7,070   | 7,140   | 7,212   |
| <b>Wapato</b>                             | 4,607          | 0.25%                                                                                         | 4,610                              | 4,615                              | 4,620                              | 4,625                              | 4,637   | 4,648   | 4,660   | 4,671   | 4,683   | 4,695   | 4,707   | 4,718   |
| <b>Yakima</b>                             | 96,968         | 0.62%                                                                                         | 97,810                             | 98,200                             | 98,650                             | 99,370                             | 99,985  | 100,604 | 101,227 | 101,853 | 102,484 | 103,118 | 103,756 | 104,398 |
| <b>Zillah</b>                             | 3,179          | 0.63%                                                                                         | 3,190                              | 3,195                              | 3,215                              | 3,215                              | 3,235   | 3,256   | 3,276   | 3,297   | 3,318   | 3,339   | 3,360   | 3,381   |

<sup>4</sup> These annual growth rates are applied to the 2024 population figures and to each subsequent year.

| Table 8 (cont.). Cities, Towns, & County Consensus Population Projections and Allocations, 2025-2046 |         |         |         |         |         |         |         |         |         |         |         |         |         |         |
|------------------------------------------------------------------------------------------------------|---------|---------|---------|---------|---------|---------|---------|---------|---------|---------|---------|---------|---------|---------|
|                                                                                                      | 2033    | 2034    | 2035    | 2036    | 2037    | 2038    | 2039    | 2040    | 2041    | 2042    | 2043    | 2044    | 2045    | 2046    |
| <b>Yakima County (Preferred Alt.)</b>                                                                | 276,657 | 278,194 | 279,740 | 281,294 | 282,857 | 284,428 | 286,009 | 287,598 | 289,196 | 290,802 | 292,418 | 294,043 | 295,676 | 297,319 |
| <b>Unincorporated</b>                                                                                | 90,295  | 90,323  | 90,341  | 90,350  | 90,348  | 90,335  | 90,311  | 90,276  | 90,229  | 90,171  | 90,100  | 90,017  | 89,921  | 89,812  |
| <b>Incorporated</b>                                                                                  | 186,363 | 187,871 | 189,398 | 190,944 | 192,509 | 194,094 | 195,698 | 197,322 | 198,966 | 200,632 | 202,318 | 204,026 | 205,756 | 207,508 |
| <b>Grandview</b>                                                                                     | 12,774  | 12,902  | 13,031  | 13,161  | 13,293  | 13,426  | 13,560  | 13,696  | 13,833  | 13,971  | 14,111  | 14,252  | 14,394  | 14,538  |
| <b>Granger</b>                                                                                       | 4,253   | 4,304   | 4,356   | 4,409   | 4,463   | 4,517   | 4,572   | 4,627   | 4,684   | 4,740   | 4,798   | 4,856   | 4,915   | 4,975   |
| <b>Harrah</b>                                                                                        | 598     | 600     | 601     | 603     | 604     | 606     | 607     | 609     | 610     | 612     | 613     | 615     | 616     | 618     |
| <b>Mabton</b>                                                                                        | 1,761   | 1,740   | 1,719   | 1,698   | 1,678   | 1,657   | 1,637   | 1,618   | 1,598   | 1,579   | 1,560   | 1,541   | 1,522   | 1,504   |
| <b>Moxee</b>                                                                                         | 6,244   | 6,426   | 6,614   | 6,807   | 7,006   | 7,210   | 7,420   | 7,637   | 7,860   | 8,089   | 8,325   | 8,568   | 8,818   | 9,076   |
| <b>Naches</b>                                                                                        | 1,342   | 1,369   | 1,396   | 1,423   | 1,452   | 1,480   | 1,510   | 1,540   | 1,570   | 1,601   | 1,633   | 1,665   | 1,698   | 1,732   |
| <b>Selah</b>                                                                                         | 10,077  | 10,253  | 10,432  | 10,615  | 10,801  | 10,990  | 11,182  | 11,378  | 11,577  | 11,779  | 11,986  | 12,195  | 12,409  | 12,626  |
| <b>Sunnyside</b>                                                                                     | 17,802  | 17,944  | 18,088  | 18,233  | 18,378  | 18,526  | 18,674  | 18,823  | 18,974  | 19,125  | 19,278  | 19,433  | 19,588  | 19,745  |
| <b>Tieton</b>                                                                                        | 1,998   | 2,048   | 2,099   | 2,152   | 2,206   | 2,261   | 2,317   | 2,375   | 2,435   | 2,495   | 2,558   | 2,622   | 2,687   | 2,755   |
| <b>Toppenish</b>                                                                                     | 9,052   | 9,068   | 9,083   | 9,099   | 9,114   | 9,130   | 9,145   | 9,161   | 9,176   | 9,192   | 9,207   | 9,223   | 9,239   | 9,254   |
| <b>Union Gap</b>                                                                                     | 7,284   | 7,357   | 7,430   | 7,505   | 7,580   | 7,655   | 7,732   | 7,809   | 7,887   | 7,966   | 8,046   | 8,126   | 8,208   | 8,290   |
| <b>Wapato</b>                                                                                        | 4,730   | 4,742   | 4,754   | 4,766   | 4,778   | 4,790   | 4,802   | 4,814   | 4,826   | 4,838   | 4,850   | 4,862   | 4,874   | 4,886   |
| <b>Yakima</b>                                                                                        | 105,044 | 105,695 | 106,349 | 107,007 | 107,669 | 108,336 | 109,006 | 109,681 | 110,360 | 111,043 | 111,730 | 112,422 | 113,118 | 113,818 |
| <b>Zillah</b>                                                                                        | 3,402   | 3,424   | 3,445   | 3,467   | 3,489   | 3,511   | 3,533   | 3,555   | 3,577   | 3,600   | 3,623   | 3,646   | 3,669   | 3,692   |

are either available, or could be provided without excessive public cost. Urban governmental services typically include water and sewer systems, street cleaning services, fire and police protection services, and public transit services. Based on their respective comprehensive, subarea or neighborhood plans, cities and other service providers must be able to demonstrate both ability and willingness to supply designated urban areas with these services within the twenty-year planning period. The Growth Management Act, RCW 58.17

#### **5.8.3.1 Urban Growth Area Designation Process**

GMA requires counties to designate Urban Growth Areas (UGA) where development is encouraged and outside which growth can occur only if it is not urban in nature. At a minimum, each city within the County must be included within a UGA. Additionally, a UGA may include land outside of a city but only if it is already characterized by urban growth. Lands not characterized by, or next to, urban growth may be included within a UGA only if the need for it is shown based on projected growth. Perhaps the most important aspect of designating UGA boundaries is the demonstration by cities and towns that they may feasibly serve these lands with urban level services over a twenty-year period.

As required by the GMA, and consistent with desired future settlement patterns, most new housing and jobs will be created within Yakima County's fourteen UGAs. Likewise, most investment in public facilities and services will occur here to ensure the most cost-efficient use and operation of necessary utility systems.

In unincorporated areas within UGA boundaries, **Horizon 2040** establishes several urban land use designations to implement the Growth Management Act's Planning Goal 1: "Encourage development in urban areas where adequate public facilities and services exist or can be provided in an efficient manner." In determining areas to be set aside for future urbanization, the County and cities mutually endorsed a County-Wide Planning Policy. It states that areas designated for urban growth should be determined by preferred development patterns, residential densities, and the capacity and willingness of the community to provide urban governmental services.

UGAs are intended to include land that is characterized by urban growth or will be needed for urbanization, consistent with forecasted population growth and the ability to extend urban services. UGA boundaries are intended to establish the areas within which incorporated cities and towns may grow and annex over the next twenty years. Yakima County's UGAs are also intended to implement Washington Administrative Code, which states that "the physical area within which that jurisdiction's vision of urban development can be realized over the next twenty years." The process for which Urban Growth Areas are designated is outlined below:

- **Population Allocation**

Development of population projections for the Growth Management Act (GMA) is a shared responsibility. As directed by state statute, the Washington State Office of Financial Management (OFM) prepares a reasonable range of possible population growth for Washington counties participating in GMA. Yakima County, also by law, is responsible for selecting a 20-year GMA planning target from within the range of high and low

prepared by OFM. The County must select the county planning target; then the population planning targets for each city or town, and unincorporated areas. Once the population is allocated the projections are used by each jurisdiction as part of the GMA comprehensive planning update and in conjunction with the Land Capacity Analysis.

- **Land Capacity Analysis**

The purpose of the Land Capacity Analysis is to determine how much land, if any, is needed beyond the incorporated limits of each city and town to accommodate the urban growth and development that is projected to occur during the 20-year planning horizon. It begins with determining the existing supply of existing vacant and partially vacant lands zoned for future development that can accommodate additional growth. In evaluating the quantity of land necessary for urban growth, the following analytical process should be followed:

1. Determine how much housing is necessary for 20 years of growth.

Subtract the City's current year population from the projected 20 year population figure to determine the additional number that represents 20 years of growth. Based on a city's average household size, calculate the number of additional dwelling units to allow for.

2. Determine the necessary residential acreage.

Determine the desired and appropriate housing densities in collaboration with the cities. Calculate how many acres are needed to accommodate the number of new dwelling units based on the desired and appropriate densities. A percentage can be added to allow for market choice and location preference.

3. Determine the necessary commercial and retail acreage.

Divide the existing commercial and retail acreage by the current population to arrive at a commercial/retail acreage per capita figure. Multiply this per capita number by the additional population identified in Step #1. This will give you the amount of additional commercial/retail acreage needed. A percentage can be added to allow for market choice and location preference.

4. Determine the net amount of total additional acreage needed for non-industrial uses.

Determine the currently available undeveloped acreage within the existing UGA for both residential and commercial/retail. Subtract these figures from the acreage identified in Steps # 2 and #3 to determine if acreage is needed for UGA expansion for residential or commercial/retail. Factor in additional acreage needed for open space, critical areas, parks, and other public facilities such as schools and libraries based on appropriate level of service standards. Add appropriate acreage to allow for streets.

5. Identify areas needed for Industrial zoning.

Industrial zoning is based on the city's economic development strategy and is not contingent on future population.

6. Identify areas that are desired and appropriate for expansion.

Identify the areas desired for UGA expansion based on the amount of acreage needed as identified in Steps #4 and #5. Ensure the requisite acreage is accurately allocated to residential, commercial/retail, and industrial. Areas desired for expansion should avoid Agricultural and Mineral Resource areas if possible. If Resource areas are unavoidable, justification for encroaching into the Resource area will be required.

7. Capital Facilities Plan.

Approval of any UGA expansion by Yakima County will be subject to adoption of an adequate and appropriate Capital Facilities Plan by the respective elected legislative body to ensure necessary facilities and services will be provided to the entire expanded UGA within the 20 year period. All capital and public facilities needed for future growth must be included in the Capital Facilities Plan. These needed facilities may be identified in comprehensive plan elements, in the jurisdiction's functional plans, or in the plans of other entities that provide services or facilities.

• **Mapping Criteria for New UGA areas:**

1. Lands contiguous with other properties that are, or should be, included in an urban growth area.
2. Lands that take advantage of physical features to help provide a clear separation between urban and rural areas. No physical barriers (e.g., rivers, railroads, irrigation ditches, freeways) are present that would make the area difficult to serve at an adopted level of service standard.
3. The County and the respective city or town have mutually determined that urban services will be present within the 20-year time frame of the plan, as illustrated within the city's capital facilities plan.
4. Lands with ready access to urban services (e.g., major roads, schools, public safety, water or sewer utilities), or lands needed to achieve local economic development goals / plan policies and where there is a plan and financial strategy for putting these services in place in accordance with the jurisdiction's comprehensive, subarea or neighborhood plan.
5. Lands needed for public capital facilities and utilities.
6. Lands that do not have long term commercial significance for commercial agricultural or mineral production and should be able to develop without having a detrimental effect on nearby resource lands outside the Urban Growth Area; or, lands needed for urban growth and it has been conclusively demonstrated that significantly better alternatives to the development of productive resource lands are not available.

### 5.8.3.2 Urban Land Use Categories

The Urban land use categories for the unincorporated UGAs are determined in a coordinated process between the County and each of the fourteen cities and towns during the Growth

### **5.8.5 Urban Land Lands – Future Land Use Needs**

To ensure Yakima County has not restricted the supply of urban land through its population allocations, the OFM 2040 medium projection of 318,494 is used throughout the entire Land Use Element to calculate the adequacy of the available land supply. If recent trends continue, approximately 63 percent of this figure, or 200,511 people, will be living in the cities or towns by the year 2040. Based on these same trends, approximately 11 percent of the population in the year 2040, or 38,359 people, will be living within the unincorporated UGAs. If these figures hold, the total urban population in 2040 will equal 238,870. Once the population has been projected the Growth Management Act requires Yakima County to determine the necessary amount of land needed for future growth. The Land Capacity Analysis (LCA), is the tool for which Yakima County sizes UGA boundaries.

#### **5.8.5.1 Countywide Urban Growth Area Land Capacity Analysis**

The Land Capacity Analysis (LCA), as outlined in subsection 5.8.3.1 above, is a quantitative estimate of how much vacant land (i.e., land available for future urban development) a city (and unincorporated UGA) currently has and will require as it grows over the succeeding 20-year period. It begins with consultation between Yakima County and each of its cities and towns to select a population growth projection from a range of population growth projections provided by OFM. The population projection, together with a county employment growth forecast, is then allocated primarily to UGAs, to assist in sizing UGAs to accommodate future urban growth. The LCA quantifies the amount of vacant land needed for each city and town's growth then compares those results to the amount of vacant land currently within the UGA. This will determine if there is a surplus or a deficit of vacant land for future growth to year 2040. A more detailed description of the LCA is outlined in the example below:

- **Quantity of Land Calculations for Non-Industrial Uses**

1. **Population and Households Analysis:** Using a city's projected 2015-2040 population growth, this analysis estimates the number of additional households that will be added to the city's population by the year 2040. An example city is described below:

|                                                      |                            |
|------------------------------------------------------|----------------------------|
| 2040 population forecast for city (County Planning)  | Example 1000 people        |
| 2015 population in city (OFM's April 1 estimate)     | Example 500 people         |
| Population increase in city 2015-2040                | Example 500 people         |
| <u>Average household size in city (2010 Census)</u>  | <u>Example 2.87 people</u> |
| Additional households in city 2015-2040 (500 ÷ 2.87) | Example 174 households     |

2. **Future Residential Land Need:** The acreage needed for future residential growth through 2040 is calculated by assuming an average future density of 8,500 sq. ft. of land for each household (i.e., 5.1 dwelling units per acre) and multiplying this amount by the number of projected new future households:

$$8,500 \text{ sq. ft.} \times 174 \text{ households} = 1,479,000 \text{ sq. ft.} / 43,560 \text{ sq. ft. (1 acre)} = 34 \text{ acres}$$

3. Future Commercial & Retail Land Need: The acreage needed for future commercial and retail growth through 2040 is calculated by multiplying the projected population increase by the current per capita acreage of developed commercially-zoned lands within the city after subtracting the acreage classified for community facilities (as determined by GIS analysis):

$$500 \text{ people} \times 0.0169 \text{ acres per capita} = 8 \text{ Acres}$$

4. Future Community Facilities Land Need: The acreage needed for future community facilities growth through 2040 is calculated by multiplying the projected population increase by the current per capita acreage of developed community facilities land within the city (as determined by GIS analysis):

$$500 \text{ people} \times 0.0494 \text{ acres per capita} = 25 \text{ Acres}$$

5. Future Streets Land Need: The acreage needed for future rights-of-way to accommodate streets and utilities through 2040 is calculated by multiplying the acreage needed for future residential, commercial & retail, and community facilities by 15%:

|                                       |                                             |                               |
|---------------------------------------|---------------------------------------------|-------------------------------|
| Residential acreage needed            | 34 Acres +                                  | 5.1 Acres for streets         |
| + Commercial/retail acreage needed    | 8 Acres +                                   | 1.2 Acres for streets         |
| + Community facilities acreage needed | <u>25 Acres +</u>                           | <u>3.75 Acres for streets</u> |
| = Subtotal of total streets acreage   | (67 Acres x 0.15) = 10.05 Acres for streets |                               |

6. Land Capacity Analysis for Non-Industrial Uses: Next, the needs for land identified above are compared with the amount of existing vacant land to determine if there is currently a surplus or a deficit of vacant land within the City and the UGA to accommodate projected growth through 2040.

Total amount of vacant land needed in UGA for future growth (excluding industrial growth): Adding the needed acres from the categories above results (including streets) in the total acreage calculated below:

|                                                           |                    |
|-----------------------------------------------------------|--------------------|
| Acres needed for future residential uses                  | 39.1 Acres         |
| +Acres needed for future commercial & retail uses         | 9.2 Acres          |
| +Acres needed for future community facilities             | <u>28.75 Acres</u> |
| =Total vacant acres needed for future non-industrial uses | 77.05 Acres        |

7. Current Vacant Land Analysis:

Yakima County's Division of Geographic Information Services (GIS) determines the current acreage of developed residential, commercial & retail, and community facilities. GIS also determines the acreage of current vacant land and partially vacant land in each zoning district. In this example city, summaries of whether each zoning

group has a surplus or a deficit of vacant land to accommodate the projected growth through 2040 are listed in Table below:

| <b>Table 5.8.5.1-1 Example Land Capacity Analyses (LCA) Summary – Excluding Industrially-zoned Land</b> |                                       |                                                     |                                                         |                                             |                                            |
|---------------------------------------------------------------------------------------------------------|---------------------------------------|-----------------------------------------------------|---------------------------------------------------------|---------------------------------------------|--------------------------------------------|
| <b>Zoning Group</b>                                                                                     | <b>Total Acres Within City Limits</b> | <b>Outside City Limits &amp; Within Current UGA</b> | <b>Total: Within City Limits and Within Current UGA</b> | <b>Total Acres needed from Step 6 above</b> | <b>Determination of Surplus or Deficit</b> |
| <b>Residential</b>                                                                                      | Vacant: 13 acres                      | Vacant: 51 acres                                    | Vacant: 64 Acres                                        | 39.1 acres                                  | <i>Surplus: 24.9 acres</i>                 |
| <b>Commercial</b>                                                                                       | Vacant: 18 acres                      | Vacant: 34 acres                                    | Vacant: 52 Acres                                        | 9.2 acres                                   | <i>Surplus: 42.8 acres</i>                 |
| <b>Community Facilities</b>                                                                             | Vacant: 0 acres                       | Vacant: 0 acres                                     | Vacant: 0 Acres                                         | 28.75 acres                                 | <i>Deficit: 28.75 acres</i>                |
| <b>Total of above Zoning Groups</b>                                                                     | Vacant: 31 acres                      | Vacant: 85 acres                                    | Vacant: 116 Acres                                       | 77.05 acres                                 | <i>Surplus: 38.95 acres</i>                |

Based on the example shown in the Table above, there is roughly a total of 116 vacant acres inside the UGA and based on the LCA in steps 1 through 6 the example city needed roughly 77.05 acres for next twenty plus years of growth, which means there is a surplus of 38.95 acres available in the current UGA to accommodate growth through 2040.

8. Computed Market Choice Factor (MCF) and “Years of Growth” (excluding Industrial growth):

One way of quantifying the surplus (or deficit) of vacant land in a city and within its UGA is to express the surplus (or deficit) as a percentage of the amount of vacant land that is needed for growth over the 25-year period from 2015 to 2040. In our example above, the city has 116 vacant acres and needs 77.05 vacant acres for future growth, it has 51% more vacant land than needed for growth. So the Computed MCF is 51%, as calculated below:

$$[(\text{acres currently vacant}) \div (\text{acres needed for future growth})] - 1.00 = \text{Computed MCF \%}$$

Example:  $[116 \text{ acres} \div 77.05 \text{ acres}] - 1.00 = 0.51 = 51\%$

The example city has a 51% MCF, which means that there is 51% more vacant land than needed for growth over the twenty-five year period from 2015 to 2040. In Yakima County, the MCF is set by policy within **Horizon 2040** at 10%. An additional way of quantifying the surplus (or deficit) of vacant land available for future growth is to express the surplus (or deficit) as the number of years it would take to develop all the vacant land at the projected future growth rate. The calculation below outlines how to determine the years of growth for our example city.

$$(\text{Computed MCF} + 1) \times 25 \text{ years} = \text{years of growth available}$$

Example 1:  $(51\% \text{ MCF} + 1) \times 25 \text{ years} = 37.75 \text{ years of growth available}$

| Table 5.8.5.1-2 Example MCF and Years of Growth |                               |
|-------------------------------------------------|-------------------------------|
|                                                 | <b>Within the Current UGA</b> |
|                                                 | Vacant: 116 acres             |
| <b>Market Choice Factor</b>                     | 51%                           |
| <b>Years of Growth</b>                          | 37.75 years                   |

The figures for both the “MCF” and “years of growth” metrics for the example city show that the MCF of 51% exceeds the plan policy standard of 10% and the years of growth of 37.75 also exceed the GMA mandate of twenty years. Thus, the example city does not need to have its UGA boundary expanded and more importantly, the current UGA appears large enough to accommodate the next twenty plus years of growth.

**9. Future Industrial Land Needs:**

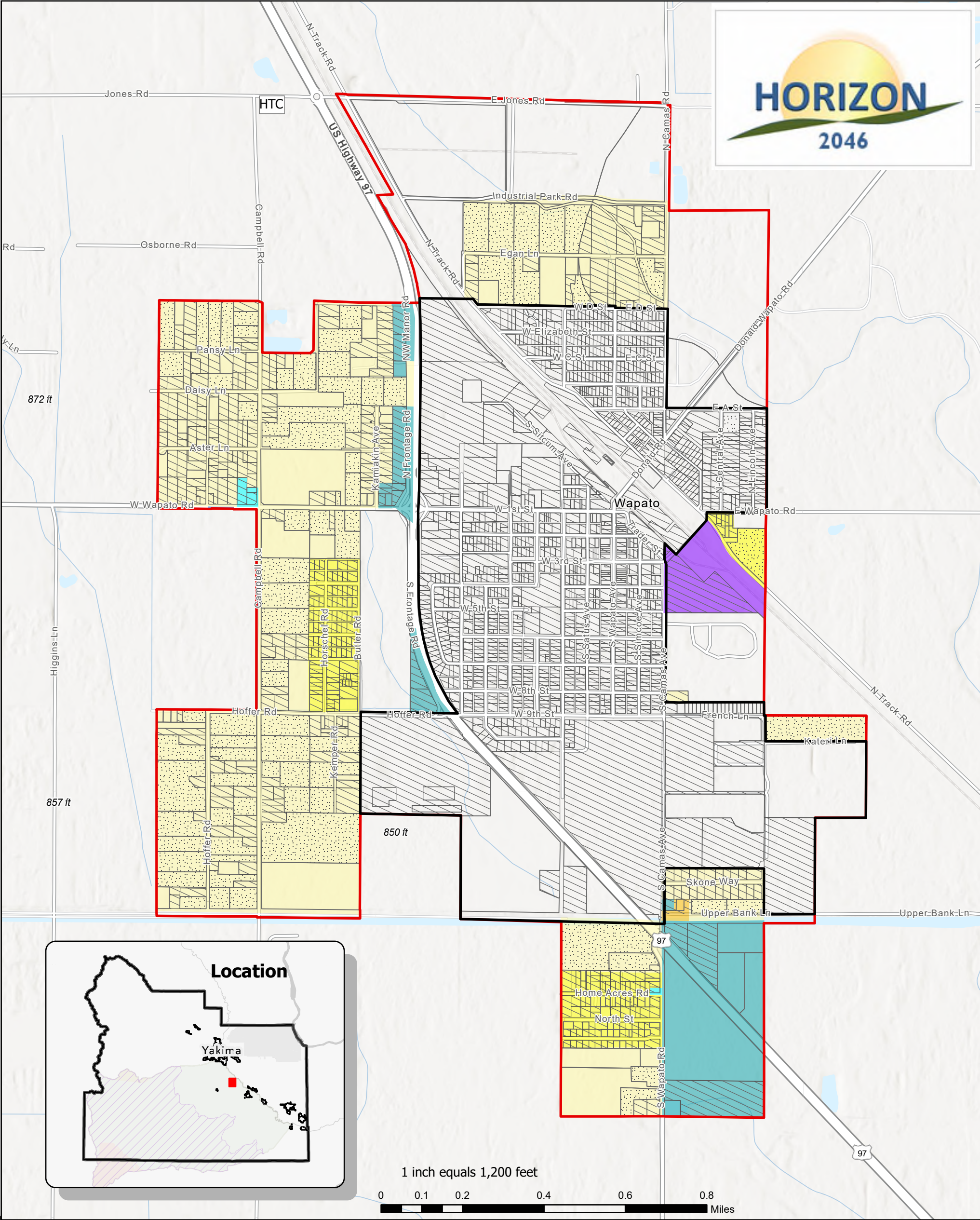
As provided by the analytical process outlined in the “Urban Lands” section in the Land Use Element of Yakima County’s Comprehensive Plan - **Horizon 2040** the amount of land needed for future industrial uses “is based on the city’s economic development strategy and is not contingent on future population.”

### 5.8.5.2 Countywide Urban Growth Area Land Capacity Analysis Results

The Growth Management Act (GMA) requires Yakima County to review the UGAs of each of the County’s fourteen cities and towns as part of the 2017 period comprehensive plan update. GMA requires this update once every eight years. In coordination with those cities and towns, the County conducted a Land Capacity Analysis (LCA) to determine the amount of urban lands needed for twenty years of growth. The land needed to accommodate that growth is broken down into four categories: Residential, Commercial/Retail, Community Facilities and Streets. The estimated amount of land needed to accommodate future growth is outlined in Table 5.8.5.2-1 below.

| Table 5.8.5.2-1 Land Capacity Analysis (LCA) – Land Needed For Future Growth |                                       |                               |                          |                                     |                                             |                                              |                                 |
|------------------------------------------------------------------------------|---------------------------------------|-------------------------------|--------------------------|-------------------------------------|---------------------------------------------|----------------------------------------------|---------------------------------|
| Yakima Cities                                                                | Projected Pop Increase From 2015-2040 | Person Per Household (Census) | Number Households needed | Land Needed For Residential (Acres) | Land Needed For Commercial & Retail (Acres) | Land Needed For Community Facilities (Acres) | Land Needed For Streets (Acres) |
| Grandview                                                                    | 2,289                                 | 2.97                          | 794                      | 155                                 | 19                                          | 245                                          | 63                              |
| Granger                                                                      | 1,923                                 | 4.14                          | 464                      | 87                                  | 10                                          | 62                                           | 24                              |
| Harrah                                                                       | 123                                   | 3.53                          | 35                       | 7                                   | 1                                           | 4                                            | 2                               |
| Mabton                                                                       | 339                                   | 4.31                          | 79                       | 15                                  | 2                                           | 7                                            | 4                               |
| Moxee                                                                        | 3,870                                 | 3.26                          | 1,187                    | 233                                 | 18                                          | 74                                           | 49                              |
| Naches                                                                       | 254                                   | 2.51                          | 101                      | 20                                  | 13                                          | 30                                           | 9                               |
| Selah                                                                        | 2,410                                 | 2.64                          | 913                      | 178                                 | 29                                          | 115                                          | 48                              |
| Sunnyside                                                                    | 3,117                                 | 3.60                          | 866                      | 169                                 | 82                                          | 107                                          | 54                              |
| Tieton                                                                       | 451                                   | 3.33                          | 135                      | 26                                  | 3                                           | 3                                            | 5                               |
| Toppenish                                                                    | 990                                   | 3.33                          | 297                      | 58                                  | 14                                          | 21                                           | 14                              |
| Union Gap                                                                    | 1,001                                 | 2.90                          | 345                      | 67                                  | 43                                          | 32                                           | 21                              |
| Wapato                                                                       | 677                                   | 3.88                          | 174                      | 36                                  | 6                                           | 23                                           | 10                              |
| Yakima                                                                       | 17,167                                | 2.68                          | 6,406                    | 1,250                               | 297                                         | 271                                          | 273                             |
| Zillah                                                                       | 1,876                                 | 2.87                          | 654                      | 128                                 | 32                                          | 93                                           | 38                              |

Source: Yakima County GIS – UGA Analysis 2015-2016



Staff Recommendation

Wapato UGA - Current and Proposed County Zoning

- County Zoning**

  - (R-1)Single-Family Residential
  - (R-2)Two-Family Residential
  - (R-3)Multi-Family Residential
  - (B-2)Local Business
  - (GC)General Commercial
  - (M-1)Light Industrial
- Potential Development**

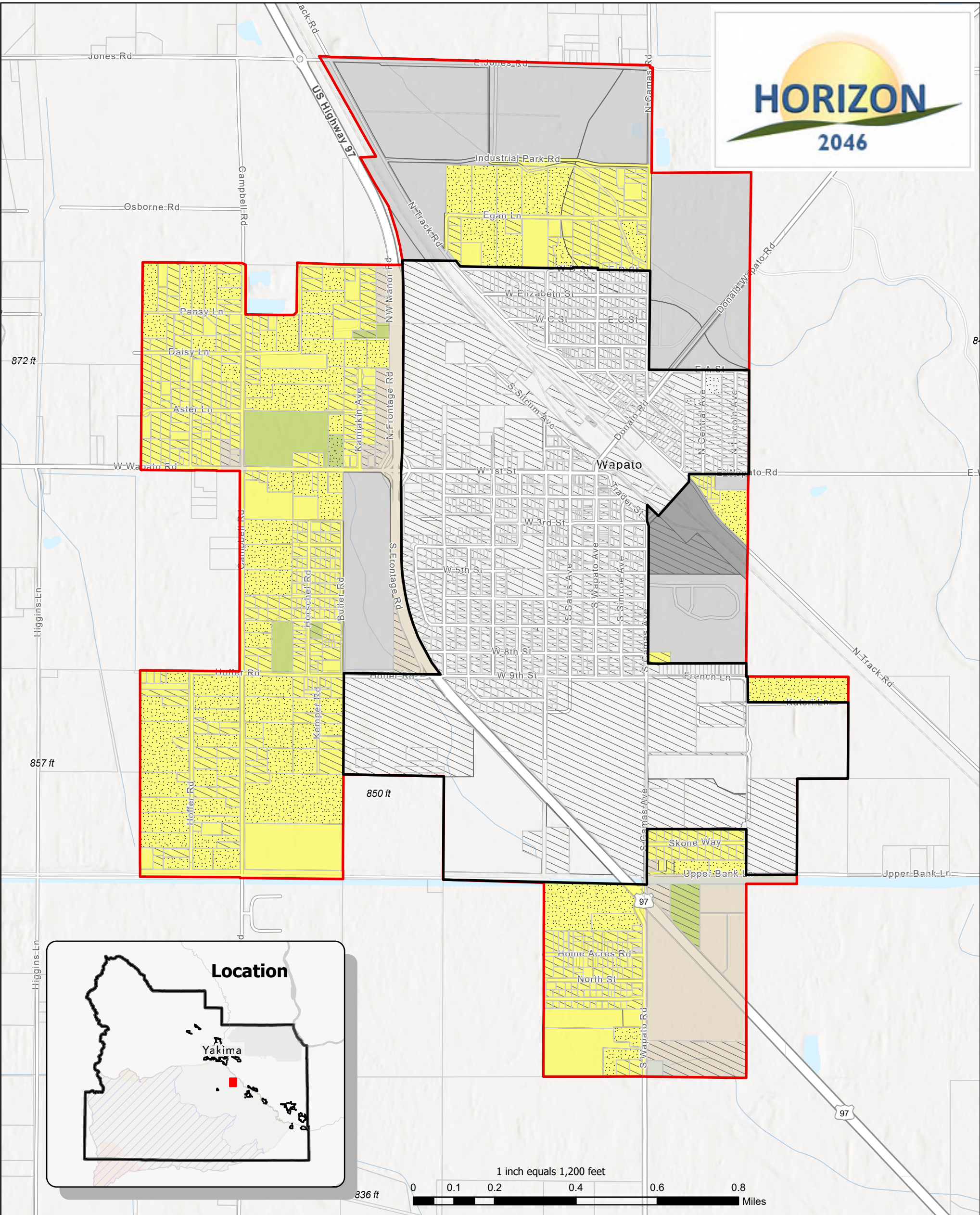
  - Developed
  - Vacant
  - Partially Developed
- Current City Limits**

**Current Urban Growth Boundary**



Date: 10/2/2025

Parcel Lot lines are for visual display only. Do not use for legal purposes.



Staff Recommendation  
Wapato UGA Proposed Land Use Designations

- Current City Limits
- Current Urban Growth Boundary

Land Use Designations

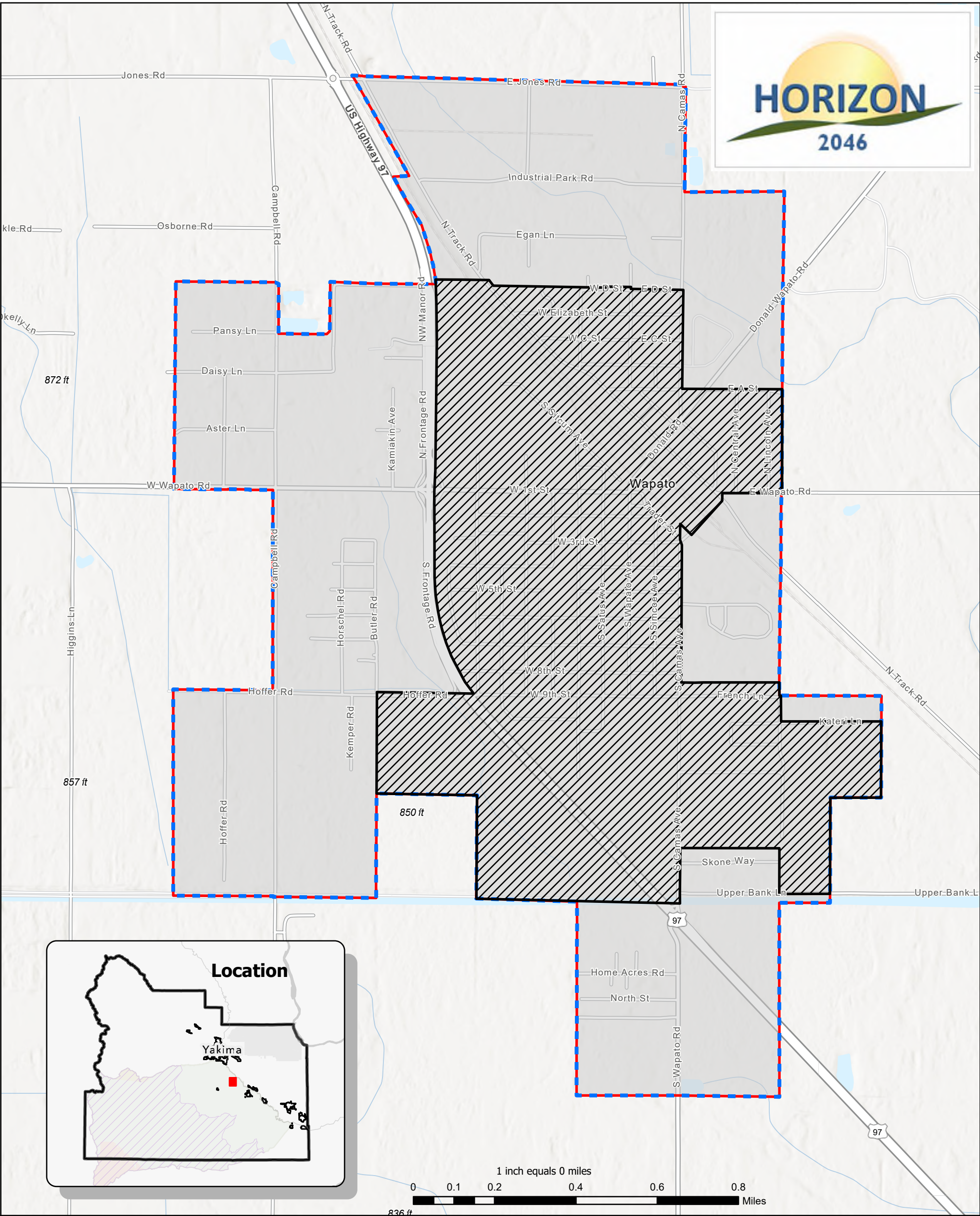
- Urban Residential
- Urban Commercial
- Urban Industrial
- Urban Public
- Urban Tribal

Potential Development

- Developed
- Vacant
- Partially Developed



Date: 10/2/2025  
Parcel Lot lines are for visual display only. Do not use for legal purposes.



Staff Recommendation  
Wapato UGA Changes

- Taxlots
- Current City Limits
- Proposed Urban Growth Boundary Change
- Current Urban Growth Boundary

County Zoning

- R-1 - Single Family Residential
- AG - Agricultural
- GC - General Commercial
- M-1 - Light Industrial
- R-10/5 - Rural -10/5

County Comprehensive  
Plan Designations

- U - Urban
- UR - Urban Residential
- UP - Urban Public
- UC - Urban Commercial
- UI - Urban Industrial
- UT - Urban Tribal
- AR - Agricultural Resource
- RSS - Rural Self-Sufficient



Date: 10/2/2025  
Parcel Lot lines are for visual display only. Do not use for legal purposes.