

**Yakima County
Public Services Department
Planning Division**

Yakima County's 2025 Review of its UGAs and Permitted Densities (as required by the Growth Management Act)

Urban Growth Area for City of Zillah

Staff Report

Staff contact: Aaron M. Cohen, Planner IV
Aaron.cohen@co.yakima.wa.us (509) 574-2300

Introduction

The Growth Management Act (GMA) provides:

“(a) Each county that designates urban growth areas under RCW 36.70A.110 shall review, according to the schedules established in [RCW 36.70A.130(5)(c)], its designated urban growth area or areas, patterns of development occurring within the urban growth area or areas, and the densities permitted within both the incorporated and unincorporated portions of each urban growth area. In conjunction with this review by the county, each city located within an urban growth area shall review the densities permitted within its boundaries, and the extent to which the urban growth occurring within the county has located within each city and the unincorporated portions of the urban growth areas.*

“(b) The county comprehensive plan designating urban growth areas, and the densities permitted in the urban growth areas by the comprehensive plans of the county and each city located within the urban growth areas, shall be revised to accommodate the urban growth projected to occur in the county for the succeeding 20-year period ...”

[RCW 36.70A.130(3)]

*The GMA requires Yakima County and its cities to complete the UGA reviews and revisions by December 31, 2026.

This report is part of Yakima County's efforts to meet its obligations under the RCWs cited above. It constitutes a recommendation to the County Planning Commission as well as the County's initial "show-your-work" exhibit as required by the GMA. A draft was shared with the City of Zillah to improve accuracy and foster a collaborative approach, and to assist Zillah in meeting its responsibilities under these RCWs.

Table of Contents

3	Yakima County's 2025 Review of its UGAs and Permitted Densities.....	1
4	Introduction.....	1
5	Review of Urban Growth Area (UGA): Land Capacity Analysis (LCA).....	3
6	Calculation of Net Acreage Available in the UGA for Future Growth:	3
7	Quantity of land calculations for non-industrial uses	4
8	1. Population and Households Analysis: Based on Zillah's projected 2024-2046 population growth, this analysis estimates 179 additional households will be added to the city's population by the year 2046.4	
9	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:	4
10	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.....	4
11	4. Future Community Facilities Land Need: The acreage needed for future community facilities growth through 2046 was calculated by multiplying the projected population increase by the current per person acreage of developed community facilities land within the city:	5
12	5. Future Streets Land Need: The acreage needed for future rights-of-way to accommodate streets and utilities through 2046 was calculated by multiplying the acreage needed for future residential, commercial and retail, and community facilities by 15%:	5
13	6. Land Capacity Analysis (LCA).....	5
14	a) Residentially zoned capacity calculation:	5
15	b) Commercially zoned capacity calculation:	5
16	c) Community facilities capacity calculation:.....	5
17	d) Net capacity of non-industrially zoned UGA calculation (total of a-c above):	6
18	e) Years of growth in city (excluding industrial growth).....	6
19	f) Years of growth outside city (excluding industrial growth)	6
20	g) Years of growth in UGA (excluding industrial growth)	6
21	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.....	7
22	7. Future industrial land needs:	7
23	Review of Patterns of Development and Densities Permitted in the UGA.....	7
24	Conclusions of Above Tables	8
25	City/County Collaboration.....	8
26	Major Rezone and Plan Amendment Review Criteria.....	9
27	Conclusion:	12
28	Recommendation:	12
29	Attachments:	12

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

2
3 A Land Capacity Analysis is an essential component in reviewing a UGA. An LCA is a quantitative
4 estimate of how much land a city will require as it grows over the succeeding 20-year period. It
5 begins with consultation between a county and its cities and towns to select a population growth
6 projection from a range of population growth projections provided by the state Office of Financial
7 Management (OFM). The population projection, together with a county employment growth forecast,
8 is then allocated primarily to UGAs, to assist in sizing UGAs to accommodate future urban growth.
9

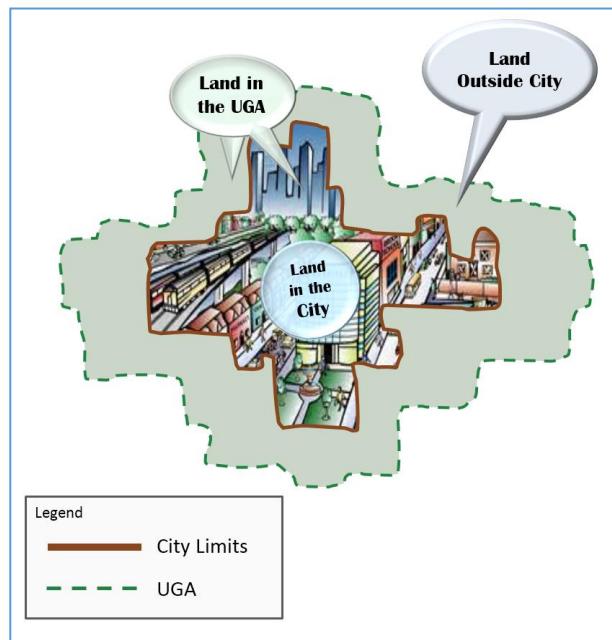
10 After reviewing OFM's most recent population projections for Yakima County, the Yakima County
11 Planning Division prepared a draft report entitled *Yakima County – Draft 2046 Population
12 Projections and Allocations* that allocated the projected population growth among the county's 14
13 cities.

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

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

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

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



33 The LCA quantifies the amount of land needed for Zillah's growth according to the analytical
34 process outlined in the "Urban Lands" section in the Land Use Element of Yakima County's
35 Comprehensive Plan (**Horizon 2046**). The general inputs and calculations¹ are outlined below:

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

37 Acres needed for future residential
38 (plus) Acres needed for future commercial
39 (plus) Acres needed for future community facilities
40 (plus) Acres needed for future streets
41 (plus) Acres needed for future industrial

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

1 **Subtotal:** the total acreage needed for UGA Growth

2 Acres of currently vacant residentially zoned land
3 (plus) Acres of currently vacant commercially zoned land
4 (plus) Acres of currently vacant community facilities land
5 (plus) Acres of currently vacant industrially zoned land

6 **Subtotal:** the vacant acreage available for growth within the current UGA

7 **Subtotal:** total acreage needed for UGA growth

8 (minus) Subtotal: the vacant acreage available for growth within the current UGA

9 **Total:** Net Acreage Available in the UGA for Future Growth.

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

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

15 In summary, this analysis finds that Zillah's UGA has enough vacant lands to accommodate its non-
16 industrial growth for 188 years. It has a surplus of 426 residentially zoned vacant acres, a surplus of
17 74 commercially zoned vacant acres, and a surplus of 37 vacant acres owned by providers of
18 community facilities to accommodate projected growth through 2046, as explained below:

19 1. **Population and Households Analysis:** Based on Zillah's projected 2024-2046
20 population growth, this analysis estimates 179 additional households will be added to the
21 city's population by the year 2046.

2046 population forecast for City (City/County consensus)	3,692	people
2024 population in City (OFM's April 1 estimate)	3,215	people
Population change: 2024 – 2046	477	people
Average household size in City: 2020 ²	2.67	people
Future Households in the City 2024 – 2046	179	households

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

$$(8,500 \text{ sq. ft.} \times 179 \text{ households}) \div 43,560 \text{ households per acre} = \boxed{35 \text{ acres}}$$

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

$$477 \text{ people} \times .0224 \text{ acres per person} = \boxed{11 \text{ acres}}$$

² Taken from Table S1101 – 5-Year American Community Survey

1

2 4. **Future Community Facilities Land Need:** The acreage needed for future community

3 facilities growth through 2046 was calculated by multiplying the projected population

4 increase by the current per person acreage of developed community facilities land within

5 the city:

6

477 people x .0333 acres per person =	<u>16 acres</u>
--	------------------------

7

8 5. **Future Streets Land Need:** The acreage needed for future rights-of-way to accommodate

9 streets and utilities through 2046 was calculated by multiplying the acreage needed for

10 future residential, commercial and retail, and community facilities by 15%:

11

Residential acreage needed	35 acres
(plus) Commercial/retail acreage needed	11 acres
(plus) Community facilities acreage needed	16 acres
Subtotal	<u>62 acres</u>
Equals: Total streets acreage needed (Subtotal x 0.15)	<u>71 acres</u>

12

13 6. **Land Capacity Analysis (LCA)³**

14

15 For this analysis we compare the identified land needs to the amount of existing vacant land

16 to determine whether the city and the unincorporated UGA have sufficient capacity to

17 accommodate projected growth through 2046 or whether a land deficit remains.

18 The current acreage of vacant non-industrially zoned land is compared to the calculated

19 needs for future non-industrial land uses.

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

22

Currently vacant residentially zoned land in the city	131 acres
(minus) needed residential acreage, including associated streets	40 acres
Subtotal: Surplus of vacant residentially zoned land within city	<u>91 acres</u>
(plus) current vacant residentially zoned land outside the city	335 acres
Equals: Surplus of vacant residentially zoned land in the UGA	<u>426 acres</u>

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

24

Currently vacant commercial and retail zoned land in city	62 acres
(minus) needed commercial & retail acreage, including associated streets	13 acres
Subtotal: Surplus of vacant commercially zoned land in city	<u>49 acres</u>
(plus) current vacant commercially zoned land outside the city	25 acres
Equals: Surplus of vacant commercially zoned land in the UGA	<u>74 acres</u>

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

26

27

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

Current vacant community facilities land in city	27 acres
(minus) need community facility acreage, including associated streets	18 acres
Subtotal: Surplus of vacant community facilities in City	9 acres
(plus) current vacant community facilities land outside of the city	28 acres
Equals: Surplus of vacant community facilities land in UGA	37 acres

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

Surplus of vacant residentially zoned land	426 acres
(plus) Surplus of vacant commercially zoned land	74 acres
(plus) Surplus of land needed for future community facilities	37 acres
Equals: Surplus of vacant land in non-industrially zoned UGA	537 acres

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

Surplus of vacant land for residential, commercial, community facilities, and streets	149 acres
Equals: Years of growth available in City in 2024	68 years

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

Equals: Years of growth available outside City in 2024	120 years
---	------------------

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

Surplus of vacant land for residential, commercial, community facilities, & streets within UGA	537 acres
(computed) Market Choice Factor in UGA (MCF)	756 percent
Equals: Years of growth available in UGA in 2024	188 years

9 Years of growth for non-industrially zoned UGA calculation

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

15
$$[(\text{acres currently vacant}) \div (\text{acres needed for future growth})] - 1.00 = \text{MCF\%}$$

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

18
$$(608 \div 71) - 1 = 756\%$$

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

MCF in Years = $(756\% + 1) \times 22 = 188$ 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)	40 acres
(plus) Acres needed for future commercial & retail uses (and associated streets)	13 acres
(plus) Acres needed for future community facilities (and associated streets)	18 acres
Equals: Total vacant acres needed for future non-industrial growth	71 acres
Total amount of currently vacant Non-Industrially Zoned Land in UGA: (vacant residential + vacant commercial/retail uses + vacant community)	608 acres

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	49 acres
Currently developed industrially zoned land outside city	36 acres
Currently vacant industrially zoned land in city	21 acres
Currently vacant industrially zoned land outside city	70 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 Zillah'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 Zillah includes eight zoning districts within its limits: Low Density Residential (R-1), Moderate Density Residential (R-2), High Density Residential (R-3), Suburban Residential (SR), Commercial (C-1), Commercial-Tourist (C-T), Light Manufacturing Zone (M-1), and Public Land/Church Zone (PIC).

Yakima County applies six of its zoning districts to the lands in the unincorporated: Suburban Residential (SR), Single-Family Residential (R-1), Two-Family Residential (R-2), Multi-Family Residential (R-3), General Commercial (GC), and Light-Industrial (M-1).

The densities permitted in the residential zones are analyzed below. The residential zoning districts and their allowed densities are:

City of Zillah Zoning (Title 17)		
Zoning District	Minimum Lot Size	Density
SR (Residential)	43,560 sq. ft. for single-family dwelling	1 dwelling unit per acre
R-1 (Residential)	7,000 sq. ft. for single-family dwelling	6 dwelling units per acre
R-2 (Residential)	7,000 sq. ft. for single-family dwelling	6 dwelling units per acre

	8,000 sq. ft. for two-family dwelling	10 dwelling units per acre
R-3 (Residential)	7,000 sq. ft. for single-family dwelling 8,000 sq. ft. for two-family dwelling	6 dwelling units per acre 6 dwelling units per acre
Yakima County Zoning in the Urban Growth Area (Yakima County Code Title 19)		
Zoning District	Minimum Lot Size	Density
R-1 (Residential)	4,000 – 10,000 sq. ft. (depending on use) 7,000 sq. ft. for single family residence	7 dwelling units per acre
R-2 (Residential)	5,250 – 10,000 sq. ft. (depending on use) two-family/multi-family dwelling	12 to 24 dwelling units per acre
R-3 (Residential)	5,250 – 10,000 sq. ft. (depending on use) two-family/multi-family dwelling	12 to 24 dwelling units per acre

1

2 Conclusions of Above Tables

3

4 Portions of the City of Zillah are within FEMA mapped floodplains. This affects subdivision
 5 potential for residential lots within these areas. An impactful development standard for subdividing
 6 within the floodplain is that new lots within the floodplain must be a minimum of one acre (YCC
 7 16C.3.27(3)(b)(iv)). To accommodate this, the total number of residential acres within the floodplain
 8 was divided by 5.1 (the same number used to calculate the amount of residential acreage needed for
 9 future growth). The number derived from this calculation was then added to the total vacant
 10 residential designated land. This process accurately factors in residential land within the floodplain.

11

12 Within the city limits, Zillah currently has 129 vacant residential acres outside the floodplain and 8
 13 vacant residential acres located within the floodplain, for a total of 131 vacant residential acres. If
 14 developed with single-family residences on 7,000 square foot lots within city limits, the area could
 15 accommodate 786 new homes. Developing any R-2 and R-3 zoned property at its highest density
 16 would increase that number.

17

18 The unincorporated portion of Zillah's UGA currently has 335 vacant residential acres outside the
 19 floodplain and 0 vacant residential acres within the floodplain, totaling 335 vacant residential acres.
 20 Utilizing a density of 5.1 dwelling units per acre, similar to that used in calculating additional
 21 residential acreage needed to support future growth, the unincorporated UGA could accommodate
 22 1,708 dwelling units. Under Yakima County Code, the R-1 residential zone permits a maximum
 23 density of 7 units per acre, while properties in the R-2 and R-3 zoning districts allow between 12 and
 24 dwelling units per acre. Developing areas to those density levels would increase the additional
 25 household capacity of the UGA.

26

27 Based on these density standards, the existing vacant residential lands within Zillah's UGA have
 28 adequate capacity to readily accommodate the 179 additional dwelling units identified as needed in
 29 the growth analysis. Existing residential development continues within Zillah Lakes, while new
 30 residential development centers around a couple of small subdivisions and a large multi-family
 31 complex in the center of town. Commercial development continues along Vintage Valley Parkway
 32 with select infill development in other places in the city.

33

34 City/County Collaboration

35

36 County staff met with Zillah's representatives on June 13, 2024, to review the County's land capacity
 37 analysis process as a whole, discuss proposed future land use designations, evaluate permitted
 38 densities, and address Zillah's planning issues. Those planning issues are summarized below:

- Beginning discussions towards reaching an agreement on a population growth percentage for the Periodic Update;
- Discussing current development patterns and where people desire to build within the UGA; and,
- Going over the periodic update process.

County staff met with Zillah's representatives on July 17, 2025, to review the land capacity analysis conducted at that time. The following topics were discussed:

- Going over the LCA results indicating a surplus of residential, commercial, and community lands and what that means for the UGA;
- Start discussions on where and how the City would like to grow to target urban development towards those areas, partially by removing some residential land from the UGA; and,
- Issues regarding the split designation of multiple properties outside of the UGA.

County and city staff continued to collaborate outside of these meetings on the items listed above and on other issues as they arose. Throughout the UGA review process, there were letters exchanged between the City of Zillah and the Washington State Department of Transportation regarding improvements to the Schooley Road and Zillah Heights Road bridges. The Schooley Bridge does allow for vehicles, while the Zillah Heights Bridge is pedestrian only. The letters concerned which bridge should/would receive state funding for necessary improvements. The State granted funding for improvements to the Zillah Heights Bridge as opposed to the Schooley Bridge, which the City prioritizes. The series of events is relevant to the UGA review process, as all the lands on the northern side of the Zillah Heights Bridge are designated as agricultural resource lands of long-term significance by Yakima County's comprehensive plan **Horizon 2040**. If the Zillah Heights Bridge were improved to include vehicle traffic, the desire was to conduct a swap to add the area northeast up to Yakima Valley Highway to Zillah's UGA.⁴ Conducting a swap with agriculturally designated land of long-term significance when the UGA has sufficient capacity to accommodate urban growth within the planning period, which Zillah's UGA does have, is not allowed under RCW 36.70A.130(3)(c)(ii). Therefore, County staff communicated that such a proposal was not feasible.

While this prohibition may appear reasonable when a jurisdiction has ample capacity, it creates a barrier for jurisdictions largely surrounded by agricultural lands. Over time, the inability to consider targeted swaps could effectively prevent jurisdictions from expanding, even when expansion is critical to their economic stability, long-term viability, and continued development patterns. In Zillah's case, when public funds do become available for improvements that were previously not there. Consequently, this regulation risks inadvertently limiting the growth and resilience, while preventing reasoned growth patterns that the GMA is intended to enable.

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:

⁴ Ultimately, Yakima County took jurisdiction over the Zillah Heights Bridge.

1
2 (a) *The proposed amendment is consistent with the Growth Management Act and*
3 *requirements, the Yakima County Comprehensive Plan, the Yakima Urban Area*
4 *Comprehensive Plan and applicable sub-area plans, applicable city comprehensive*
5 *plans, applicable capital facilities plans and official population growth forecasts and*
6 *allocations;*
7 (b) *The site is more consistent with the criteria for the proposed map designation than it*
8 *is with the criteria for the existing map designation;*
9 (c) *The map amendment or site is suitable for the proposed designation and there is a*
10 *lack of appropriately designated alternative sites within the vicinity;*
11 (d) *For a map amendment, substantial evidence or a special study has been furnished*
12 *that compels a finding that the proposed designation is more consistent with*
13 *comprehensive plan policies than the current designation;*
14 (e) *To change a resource designation, the policy plan map amendment must be found to*
15 *do one of the following:*
16 (i) *Respond to a substantial change in conditions beyond the property owner's*
17 *control applicable to the area within which the subject property lies; or*
18 (ii) *Better implement applicable comprehensive plan policies than the current*
19 *map designation; or*
20 (iii) *Correct an obvious mapping error; or*
21 (iv) *Address an identified deficiency in the plan. In the case of Resource Lands,*
22 *the applicable de-designation criteria in the mapping criteria portion of the*
23 *land use subchapter of Yakima County Comprehensive Plan, Volume 1,*
24 *Chapter I, shall be followed. If the result of the analysis shows that the*
25 *applicable de-designation criteria has been met, then it will be considered*
26 *conclusive evidence that one of the four criteria in paragraph (e) has been*
27 *met. The de-designation criteria are not intended for and shall not be*
28 *applicable when resource lands are proposed for re-designation to another*
29 *Economic Resource land use designation;*
30 (f) *A full range of necessary public facilities and services can be adequately provided in*
31 *an efficient and timely manner to serve the proposed designation. Such services may*
32 *include water, sewage, storm drainage, transportation, fire protection and schools;*
33 (g) *The proposed policy plan map amendment will not prematurely cause the need for*
34 *nor increase the pressure for additional policy plan map amendments in the*
35 *surrounding area.*

36
37 Findings: There are no additional findings to add as the staff's recommendation is to keep the
38 UGA in its current form.

39
40 (2) *The following criteria shall be considered in any review and approval of changes to Urban*
41 *Growth Area (UGA) boundaries:*
42 (a) *Land Supply:*
43 (i) *The amount of buildable land suitable for residential and local commercial*
44 *development within the incorporated and the unincorporated portions of the*
45 *Urban Growth Areas will accommodate the adopted population allocation*
46 *and density targets;*
47 (ii) *The amount of buildable land suitable for purposes other than residential and*
48 *local commercial development within the incorporated and the*
49 *unincorporated portions of the Urban Growth Areas will accommodate the*

adopted forecasted urban development density targets within the succeeding twenty-year period;

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

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

(b) Utilities and services:

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

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

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

(3) Land added to or removed from Urban Growth Areas shall be given appropriate policy plan map designation and zoning by Yakima County, consistent with adopted comprehensive 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: The cumulative impacts of the proposed amendment, along with those of previously approved plan amendments since the original adoption of the Comprehensive Plan, will be evaluated to ensure consistency with countywide planning goals and to avoid adverse impacts on land supply, public services, and infrastructure capacity. The cumulative impacts will be addressed in the Planning Commission's findings. A table showing the cumulative impacts of all proposed amendments being considered in 2025 will also 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. Any changes to Zillah's UGA are map amendments rather than policy or text amendments.

1 **Conclusion:**

2

3 1. The County's LCA for Zillah's calculates a surplus of 426 acres of vacant residentially zoned
4 land, a surplus of 74 acres of vacant commercially zoned land, and a surplus of 37 acres of vacant
5 land for community facilities and all associated streets within the current UGA for all non-
6 industrial uses through 2046. Overall, this is a surplus of 537 acres over what is needed, which
7 can accommodate Zillah's growth for the next 188 years (from 2024).

8

9 2. This Land Capacity Analysis finds that Zillah's current city limits would accommodate the City's
10 growth for 68 years (from 2024) and that the UGA could accommodate the City's growth for 188
11 years (from 2024). Because the GMA requires the UGA to accommodate growth for only 22
12 years (i.e., from 2024 to 2046), the UGA should not be expanded but could be reduced in size.
13 The areas seen as the most appropriate for examination of removing and/or rezoning from the
14 UGA are between Cheyne Road/Roza Road and Cutler Way/Yakima Valley Highway.

15

16 **Recommendation:**

17

18 1. County Planning staff recommends no additions or removals to the City of Zillah's UGA at this
19 time, as staff aims to continue examining and engaging with the City on areas to resize, rezone,
20 and/or remove from the UGA when more time can be spent on public engagement and planning
21 for water, sewers, and streets.

22

23 2. County Planning staff recommends no changes to the comprehensive plan designations or zoning
24 in Zillah's unincorporated UGA.

25

26 **Attachments:**

27

28 1. UGA LCA (spreadsheet)
29 2. County's population projection for city
30 3. ***Horizon 2040***'s description of the analytical process for the UGA LCA
31 4. Zillah UGA Current and Proposed Zoning
32 5. Zillah UGA Current and Proposed Land-Use Designations
33 6. Zillah UGA Recommended Changes

"UGA Land Capacity Analysis"
 Yakima County Department of Public Services - Planning Division
 October 2025 Staff Report

A	B	C	X
		Units	Zillah 8/4/2025
29			
30	1 - Population and Households Analysis		
31 a	2046 population for City (County's preferred alternative medium projection)	people	3,692
32 b	2024 population in City (OFM's April 1 estimate)	people	3,215
33 c	City's projected population increase, 2024-46 (a - b)	people	477
34 d	City's average household size (2020 Census - 5 Year Estimates) Table S1101	people per household	2.67
35 e	Additional households projected for City, 2024-46 (c + d)	households	179
36			
37	2 - Future Residential Land Need		
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	35
40			
41	3 - Future Commercial & Retail Land Need		
42 h	Current developed commercial & retail land in City (from GIS analysis)	acres	72
43 i	Current developed commercial & retail land in City per person (h + b)	acres per person	0.0224
44 j	Land needed for future commercial & retail, 2024-46 (i • c)	acres	11
45			
46	4 - Future Community Facilities* Land Need		
47 k	Current developed community facilities land in City (from GIS analysis)	acres	107
48 m	Current developed community facilities land in City per person (k + b)	acres per person	0.0333
49 n	Land needed for future community facilities, 2024-46 (m • c)	acres	16
50			
51	5 - Future Streets Land Need		
52 p	Subtotal of land needed for future residential, commercial & retail, and community facilities 2024-46 (g + j + n)	acres	62
53 q	Land needed for future streets (p • 15%)	acres	9
54			
55	6 - Land Capacity Analysis		
56	<u>Residentially-zoned capacity</u>		
57 r	Current vacant residentially-zoned land in City, excluding floodplains (from GIS analysis)	acres	129
58 s	(plus) Current vacant residentially-zoned land in City, only including floodplains (from GIS analysis)	acres	8
59 t	= Current vacant residentially-zoned land in City (r + (s/5.1))	acres	131
60 u	(minus) Land needed for future housing and associated streets, 2024-46 (-g • 115%)	acres	(40)
61 v	= Surplus (Deficit) of vacant residentially-zoned land in City (t + u)	acres	91
62 w	Current vacant residentially-zoned land outside City, excluding floodplains (from GIS analysis)	acres	335
63 x	(plus) Current vacant residentially-zoned land outside City, only in floodplains (from GIS analysis)	acres	0
64 y	= Current vacant residentially-zoned land outside City (w + (x/5.1))	acres	335
65 z	(plus) Surplus (Deficit) of vacant residentially-zoned land in City (v)	acres	91
66 aa	= Surplus (Deficit) of vacant residentially-zoned land in UGA in 2046 (y + z)	acres	426
67			
68	<u>Commercially-zoned capacity</u>		
69 bb	Current vacant commercially-zoned land in City (from GIS analysis)	acres	62
70 cc	(minus) Land needed for future commercial & retail and associated streets, 2024-46 (-j • 115%)	acres	(13)
71 dd	= Surplus (Deficit) of vacant commercially-zoned land in City (bb + cc)	acres	49
72 ee	Current vacant commercially-zoned land outside City (from GIS analysis)	acres	25
73 ff	(plus) Surplus (Deficit) of vacant commercially-zoned land in City in 2046 (dd)	acres	49
74 gg	= Surplus (Deficit) of vacant commercially-zoned land in UGA in 2046 (ee + ff)	acres	74
75			
76	<u>Community Facilities capacity</u>		
77 hh	Current vacant community facilities land in City (from GIS analysis)	acres	27
78 ii	(minus) Land needed for future community facilities and associated streets, 2024-46 (-n • 115%)	acres	(18)
79 jj	= Surplus (Deficit) of vacant community facilities in City (hh + ii)	acres	9
80 kk	Current vacant community facilities land outside City (from GIS analysis)	acres	28
81 mm	(plus) Surplus (Deficit) of vacant community facilities land in City in 2046 (jj)	acres	9
82 nn	= Surplus (Deficit) of vacant community facilities land in UGA in 2046 (kk + mm)	acres	37
83			
84	<u>Capacity for growth in City (excluding Industrial growth)</u>		
85 pp	Surplus (Deficit) of vacant land for residential, commercial, community facilities, & streets (v + dd + jj)	acres	149
86 qq	Computed Market Choice Factor in City (MCF)**	%	210%
87 rr	Years of growth available in City in 2024 ((qq + 1) • 22)	years	68
88			
89 ss	<u>Capacity for growth outside City (excluding Industrial growth)</u>		
90 ss	Years of growth available outside City in 2024 (vv - rr)	years	120
91			
92 tt	<u>Capacity for growth in UGA (excluding Industrial growth)</u>		
93 tt	Surplus (Deficit) of vacant land for residential, commercial, community facilities, & streets (aa + gg + nn)	acres	537
94 uu	Computed Market Choice Factor in UGA (MCF)***	%	756%
95 vv	Years of growth available in UGA in 2024 ((rr + 1) • 22)	years	188
96			
97	7 - Future Industrial Land Need		
98 ww	Current developed industrially-zoned land in City (from GIS analysis)	acres	49
99 xx	Current developed industrially-zoned land outside City (from GIS analysis)	acres	36
100 yy	Current vacant industrially-zoned land in City (from GIS analysis)	acres	21
101 zz	Current vacant industrially-zoned land outside City (from GIS analysis)	acres	70
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

2046 Population Projections and Allocations • Final Report April 4, 2025

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

	2020 Census	Cities, Towns, & County Consensus Annual Growth Rates (2025-2046) ⁴	2021 OFM April 1 Estimate	2022 OFM April 1 Estimate	2023 OFM April 1 Estimate	2024 OFM April 1 Estimate	2025	2026	2027	2028	2029	2030	2031	2032
Yakima County (Preferred Alt.)	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
Unincorporated	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
Incorporated	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
Grandview	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
Granger	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
Harrah	585	0.25%	580	580	585	585	586	588	589	591	592	594	595	597
Mabton	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
Moxee	4,325	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
Naches	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
Selah	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
Sunnyside	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
Tieton	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
Toppenish	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
Union Gap	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
Wapato	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
Yakima	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
Zillah	3,179	0.63%	3,190	3,195	3,215	3,235	3,256	3,276	3,297	3,318	3,339	3,360	3,381	

⁴ 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
Yakima County (Preferred Alt.)	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
Unincorporated	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
Incorporated	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
Grandview	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
Granger	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
Harrah	598	600	601	603	604	606	607	609	610	612	613	615	616	618
Mabton	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
Moxee	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
Naches	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
Selah	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
Sunnyside	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
Tieton	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
Toppenish	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
Union Gap	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
Wapato	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
Yakima	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
Zillah	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 ($500 \div 2.87$)	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 people x 0.0169 acres per capita = 8 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 people x 0.0494 acres per capita = 25 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
+ <u>Acres needed for future community facilities</u>	<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:

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

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.

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

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

Table 5.8.5.1-2 Example MCF and Years of Growth	
	Within the Current UGA
Market Choice Factor	Vacant: 116 acres
Years of Growth	51% 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

Zillah UGA

Current and Proposed Zoning

- Current City Limits
- Current Urban Growth Boundary

Development Potential

	Developed
	Vacant
	Partially Developed

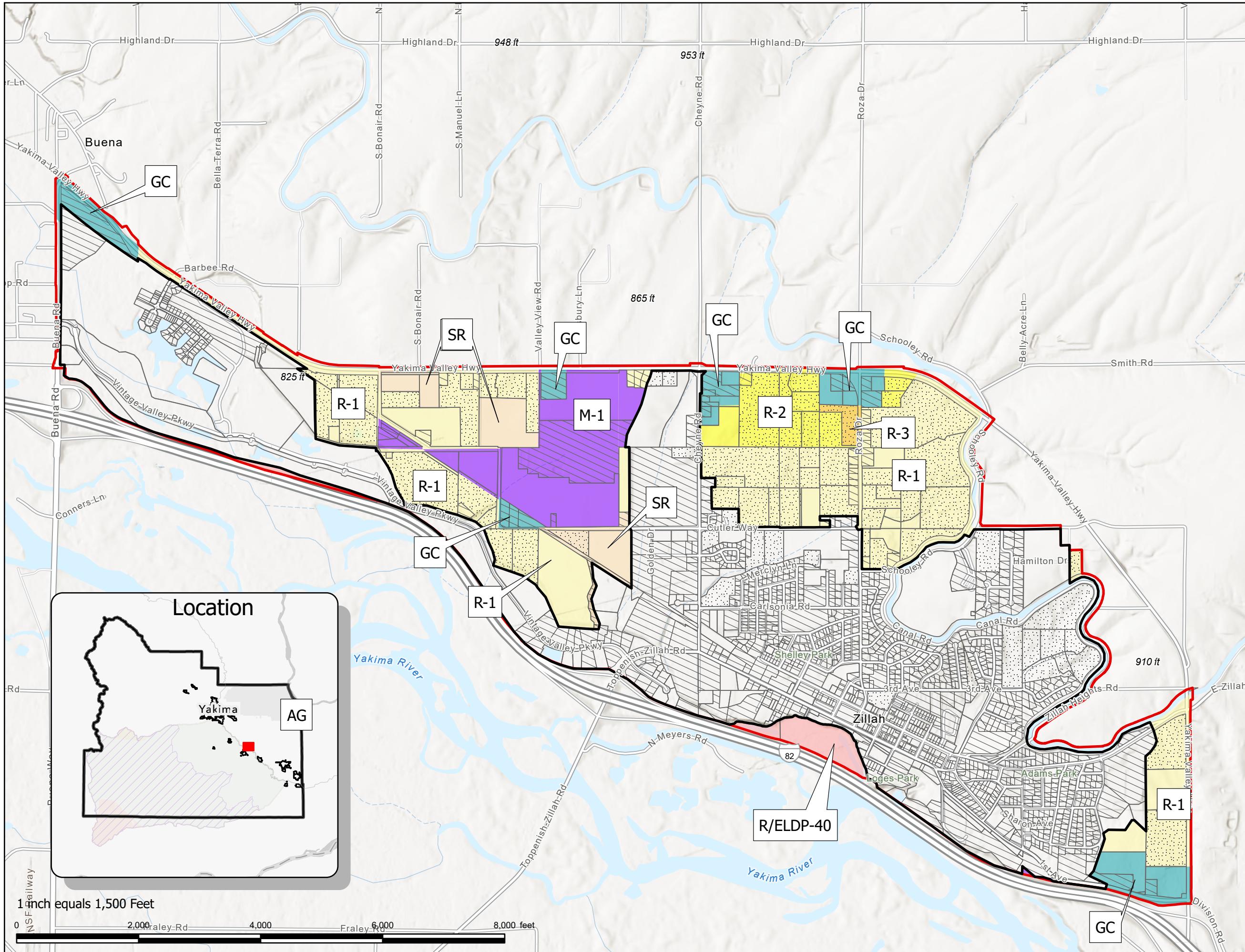
Current County Zoning	
	(GC)General Commercial
	(M-1)Light Industrial
	(R-1)Single-Family Residential
	(R-2)Two-Family Residential
	(R-3)Multi-Family Residential
	(R/ELDP-40)Remote/Extremely Lin
	(SR)Suburban Residential



Date: 10/2/2025

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

Attachment 4





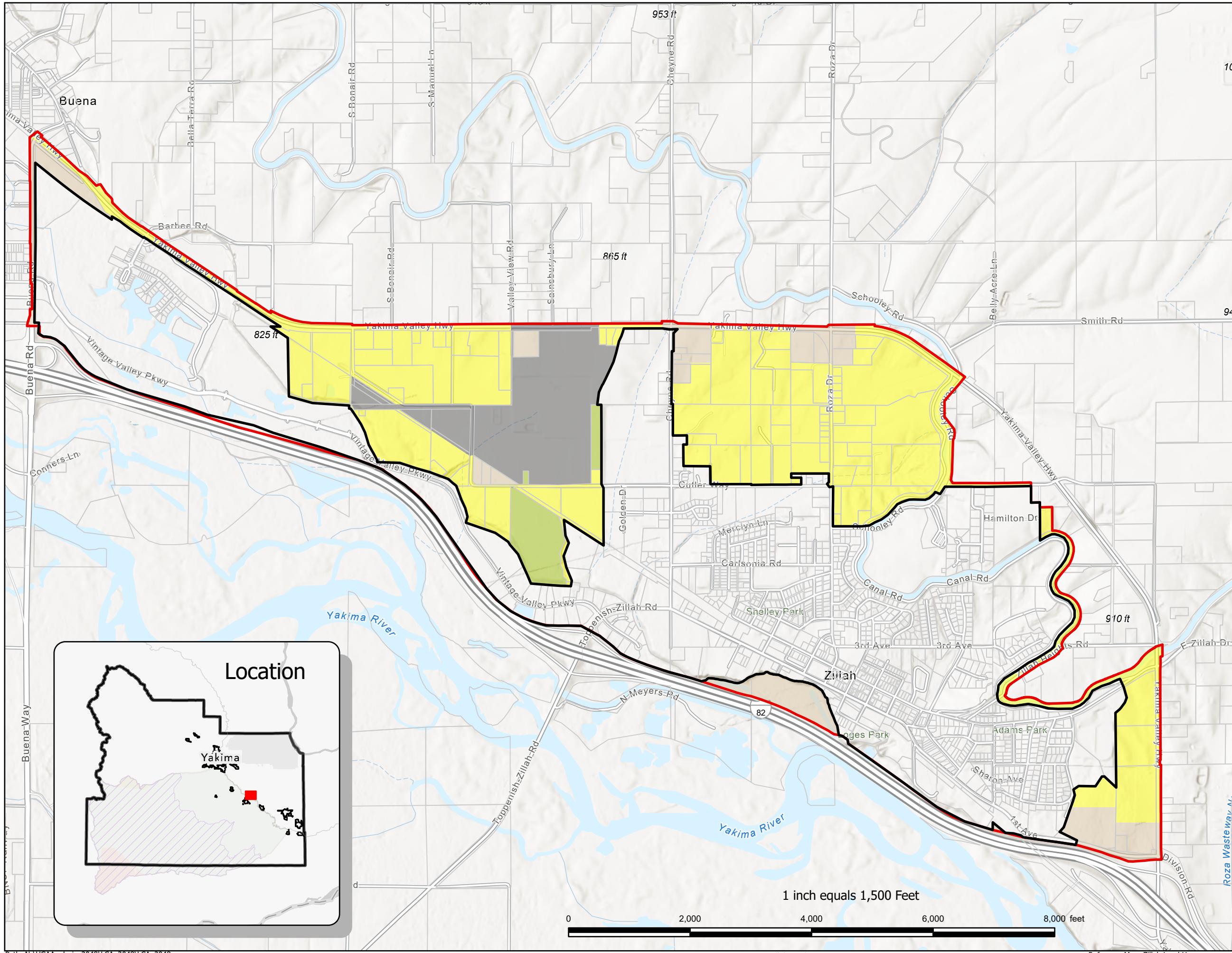
Staff Recommendation – Zillah UGA

Current and Proposed Land-Use Designations

- Current City Limits (Black line)
- Current Urban Growth Boundary (Red line)

County Comprehensive Plan Designations

- Urban Residential (UR)
- Urban Commercial (UC)
- Urban Industrial (UI)
- Urban Public (UP)



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

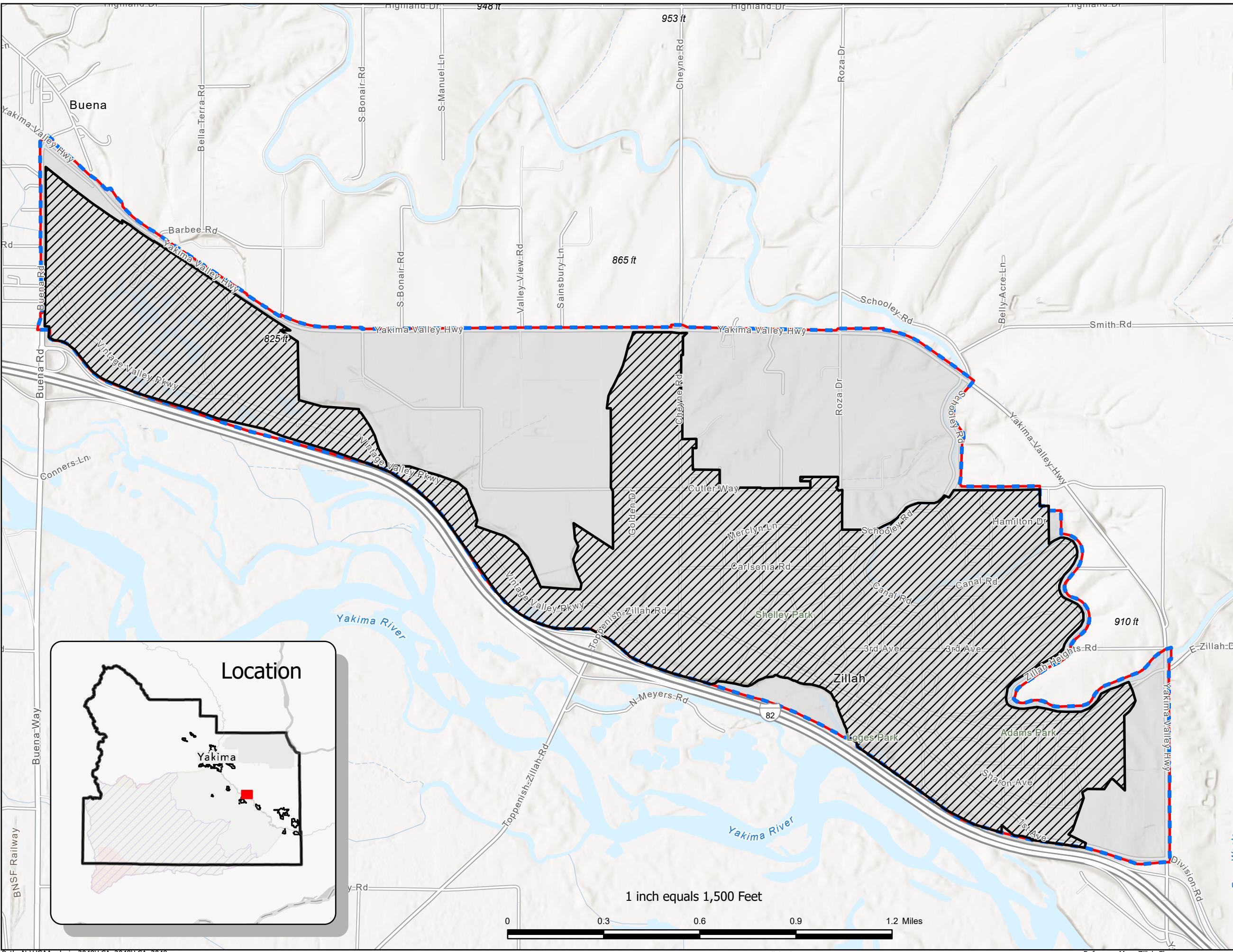
Attachment 5



Staff Recommendation

Zillah UGA

Recommended Changes No Changes



Attachment 6



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