

**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 Tieton

## Staff Report

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## 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 Tieton to improve accuracy and foster a collaborative approach, and to assist Tieton in meeting its responsibilities under these RCWs.

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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

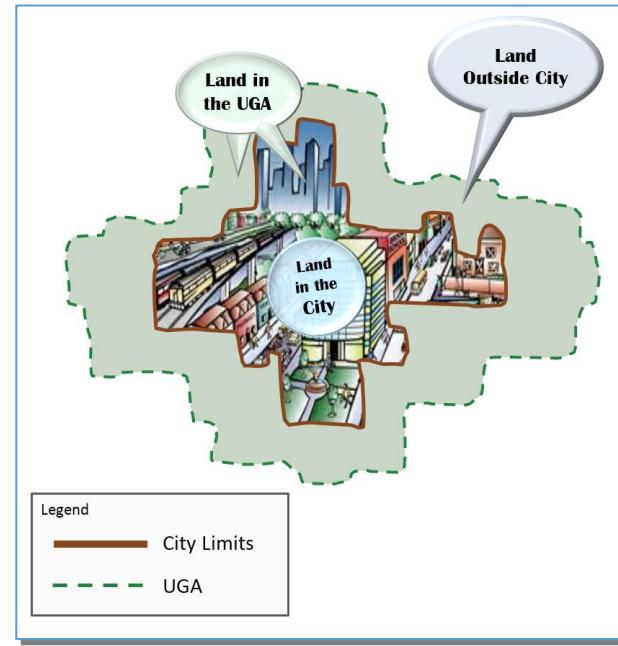
10     After reviewing OFM's most recent population projections for Yakima County, the Yakima County  
11    Planning Division prepared a draft report entitled *Yakima County – Draft 2046 Population  
12    Projections and Allocations* that allocated the projected population growth among the county's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

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

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

22  
23    Three terms will be used throughout this analysis.  
24    They will be used to describe potential growth as  
25    follows:

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



36  
37    The LCA quantifies the amount of land needed for Tieton's growth according to the analytical  
38    process outlined in the "Urban Lands" section in the Land Use Element of Yakima County's  
39    Comprehensive Plan (***Horizon 2046***). The general inputs and calculations<sup>1</sup> are outlined below:  
40

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

42  
43      Acres needed for future residential  
44      (plus) Acres needed for future commercial  
45      (plus) Acres needed for future community facilities  
46      (plus) Acres needed for future Streets

47  
48      <sup>1</sup> The spreadsheet in Attachment 1 provides expanded descriptions for assumptions and calculations. This section is explanatory  
49      and provides a synopsis of the methods and inputs used for UGA and LCA analysis.

1 (plus) Acres needed for future industrial  
2 **Subtotal:** the total acreage needed for UGA Growth  
3  
4 Acres of currently vacant residentially zoned land  
5 (plus) Acres of currently vacant commercially zoned land  
6 (plus) Acres of currently vacant community facilities land  
7 (plus) Acres of currently vacant industrially zoned land  
8 **Subtotal:** the vacant acreage available for growth within the current UGA  
9

10 **Subtotal:** total acreage needed for UGA growth  
11 **(minus) Subtotal:** the vacant acreage available for growth within the current UGA  
12  
13 **Total:** Net Acreage Available in the UGA for Future Growth.

14  
15 **Quantity of land calculations for non-industrial uses**

16  
17 Yakima County's Division of Geographic Information Services (GIS) calculated the current acreage  
18 of developed residential, commercial, retail, and community facilities; and the acreage of current  
19 vacant and partially vacant land in each zoning district to generate the figures in the "UGA Land  
20 Capacity Analysis" spreadsheet (Attachment 1)

21  
22 In summary, this analysis finds that Tieton's UGA has enough vacant lands to accommodate its non-  
23 industrial growth for 98 years. It has a surplus of 413 residentially zoned vacant acres, a surplus of 4  
24 commercially zoned vacant acres, and a deficit of 44 vacant acres owned by providers of community  
25 facilities to accommodate projected growth through 2046, as explained below:

26  
27 1. **Population and Households Analysis:** Based on Tieton's projected 2024-2046  
28 population growth, this analysis estimates 272 additional households will be added to the  
29 city's population by the year 2046.

30

2046 population forecast for City (City/County consensus)	2,755	people
2024 population in City (OFM's April 1 estimate)	1,600	people
Population change: 2024 – 2046	1,155	people
Average household size in City: 2020 <sup>2</sup>	4.24	people
<b>Future Households in the City 2024 – 2046</b>	<b>272</b>	<b>households</b>

31  
32 2. **Future Residential Land Need:** The acreage needed for future residential growth  
33 through 2046 was calculated by assuming an average future density of 5.1 dwelling units  
34 per acre (i.e., 8,500 sq. ft. for each household) and multiplying this by the number of  
35 projected future households:

36

$(8,500 \text{ sq. ft.} \times 272 \text{ households}) \div 43,560 \text{ households per acre} =$	<b>53 acres</b>
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37  
38 3. **Future Commercial & Retail Land Need:** The acreage needed for future commercial  
39 and retail growth through 2046 was calculated by multiplying the projected population  
40 increase by the current per person acreage of developed commercial lands within the city.

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1,600 people x .0025 acres per person =	<u>3 acres</u>
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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:

1,600 people x .0325 acres per person =	<u>38 acres</u>
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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%:

Residential acreage needed	53 acres
(plus) Commercial/retail acreage needed	3 acres
(plus) Community facilities acreage needed	38 acres
<b>Subtotal</b>	<b><u>94 acres</u></b>
<b>Total streets acreage needed (Subtotal x 0.15)</b>	<b><u>108 acres</u></b>

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

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

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

Currently vacant residentially zoned land in the city	197 acres
(minus) needed residential acreage, including associated streets	61 acres
<b>Subtotal: Surplus of vacant residentially zoned land within city</b>	<b><u>136 acres</u></b>
(plus) current vacant residentially zoned land outside the city	277 acres
<b>Equals: Surplus of vacant residentially zoned land in the UGA</b>	<b><u>413 acres</u></b>

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

Currently vacant commercial and retail zoned land in city	7 acres
(minus) needed commercial and retail acreage, including associated streets	3 acres
<b>Subtotal: Surplus of vacant commercially zoned land in city</b>	<b><u>4 acres</u></b>
(plus) current vacant commercially zoned land outside the city	0 acres
<b>Equals: Surplus of vacant commercially zoned land in the UGA</b>	<b><u>4 acres</u></b>

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

26  
<sup>3</sup> The spreadsheet in Attachment 1 provides the LCA steps and expanded descriptions for assumptions and calculations.

Current vacant community facilities land in city	0 acres
(minus) need community facility acreage, including associated streets	44 acres
<b>Subtotal: (Deficit) of vacant community facilities in City</b>	<b>(44) acres</b>
(plus) Currently vacant community facilities land outside of the city	0 acres
<b>Equals: (Deficit) of vacant community facilities land in UGA</b>	<b>(44) acres</b>

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

Surplus of vacant residentially zoned land	413 acres
(plus) Surplus of vacant commercially zoned land	4 acres
(plus) (Deficit) of land needed for future community facilities	(44) acres
<b>Equals: Surplus of vacant land in non-industrially zoned UGA</b>	<b>373 acres</b>

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

Surplus of vacant land for residential, commercial, community facilities, and streets	96 acres
<b>Equals: Years of growth available in City in 2024</b>	<b>42 years</b>

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

<b>Equals: Years of growth available outside City in 2024</b>	<b>56 years</b>
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7                   g) Years of growth in UGA (excluding industrial growth)

Surplus of vacant land for residential, commercial, community facilities, & streets within UGA	373 acres
(computed) Market Choice Factor in UGA (MCF)	345%
<b>Equals: Years of growth available in UGA in 2024</b>	<b>98 years</b>

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

18                   $(481 \div 108) - 1 = 345\%$

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 =  $(345\% + 1) \times 22 = 98$  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)	61 acres
(plus) Acres needed for future commercial & retail uses (and associated streets)	3 acres
(plus) Acres needed for future community facilities (and associated streets)	44 acres
<b>Equals: Total vacant acres needed for future non-industrial growth</b>	<b>108 acres</b>
Total amount of currently vacant Non-Industrially Zoned Land in UGA: (vacant residential + vacant commercial/retail uses + vacant community)	481 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	74 acres
Currently developed industrially zoned land outside city	11 acres
Currently vacant industrially zoned land in city	13 acres
Currently vacant industrially zoned land outside city	19 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 Tieton'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 Tieton includes seven zoning districts within its limits: Single Family Residential (R1), High Density Residential (R2), Rural Residential (R3), Residential Retail (R4), Commercial (C1), and Light Industrial (L1).

Yakima County applies two of its zoning districts to lands in the unincorporated UGA: Single-Family Residential (R-1) 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 Tieton Zoning (Title 17 TMC Development Regulations)		
Zoning District	Minimum Lot Size	Density
R1 (Residential)	7,200 sq. ft. lot for single-family dwelling	6 dwelling units per acre
R2 (Residential)	6,200 sq. ft. lot for single-family dwelling 7,200 sq. ft. lot for two-family dwelling 9,000 sq. ft. lot for multi-family dwelling, and 1,800 sq. ft. of area for each additional	7 dwelling units per acre 12 dwelling units per acre 4 to 27 dwelling units per acre

	dwelling	
R3 (Residential)	21,780 sq. ft. lot for single-family dwelling	2 dwelling units per acre
R4 (Residential)	Same as R-2 Zoning District	Same as R-2 Zoning District
<b>Yakima County Zoning in the Urban Growth Area (Yakima County Code Title 19)</b>		
Zoning District	Minimum Lot Size	Density
R-1 (Single Family Residential)	4,000 – 10,000 sq. ft. (depending on use) 7,000 sq. ft. lot for single family residence	7 units per acre

### Conclusions of Above Tables

Portions of the City of Tieton and the unincorporated UGA are within FEMA mapped floodplains. This affects subdivision potential for residential lots within these areas. An impactful development standard for subdividing within the floodplain is that 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 residential land within the floodplain.

Within the city limits, Tieton has 195 vacant residential acres outside the floodplain and 9 vacant residential acres located within the floodplain, totaling 197 vacant residential acres (based on utilizing the formula in the paragraph above). If developed with single-family residences on 7,200 square foot lots within city limits, the area could accommodate 1,182 new homes. Developing any vacant R2 and R4 zoned property at its highest density would increase that number.

The unincorporated portion of Tieton's UGA has 272 vacant residential acres outside the floodplain and 25 vacant residential acres within the floodplain, totaling 277 vacant residential acres (based on utilizing the formula in the paragraph above). Utilizing a density of 5.1 dwelling units per acre, similar to that of calculating additional residential acreage needed to support future growth, the unincorporated UGA could accommodate 1,412 dwelling units. Yakima County Code allows a maximum density of 7 units per acre in the R-1 Zoning District. If the vacant residential lands were built out to that extent, more than 1,412 dwelling units could be accommodated. To support growth for the next 22 years, 272 additional homes are required, far lower than the current capacity of homes the Tieton UGA can support.

The first phase of Chinook Winds has been built out. The subdivision is located south of Rozenkranz Road and west of North Tieton Road. The second phase is in process. Just south of the property, a multifamily development has been approved with water and sewer stubbed out to necessary locations (or close to completion). These locations are where current development is focused. The other largely vacant properties in the city (the southwest quadrant) do have sewer and water readily available for potential subdivision and/or development.

## **Further Staff Findings on the Tieton UGA**

There is a unique aspect to Tieton's UGA for this periodic update. Yakima County zoning maps depicted Parcels 171418-44402 and -43405 (Area One) within the city limits of Tieton for roughly the last three decades. However, Area One was never legally annexed into the City of Tieton. In a 1987 court case, No. 87-2-00312-3, a judge nullified that part of an ordinance annexing Area One into the City of Tieton because due process violations. The Growth Management Act was not passed

1 at the time the case was decided. As the County's zoning maps have depicted Area One to be within  
2 the city limits of Tieton, the County has never legally changed the zoning of Area One since 1987,  
3 nor has Area One been designated as part of the UGA for the City of Tieton. Guidance from the  
4 Department of Commerce indicates the properties must be placed in a zoning district that best aligns  
5 with the zoning of the properties in 1987. The result was placing Area One in the Rural – 10/5 (R-  
6 10/5) Zoning District and the Rural Self-Sufficient (RSS) Designation. A current necessary action is  
7 to officially place Area One within Tieton's UGA and within the appropriate zoning/designation. The  
8 proposal is to place Area One within the Urban Industrial Designation and the Light-Industrial (M-1)  
9 Zoning District. The evaluation of the suitability for the zoning and designation is described in  
10 greater detail within the 'Major Rezone and Plan Amendment Review Criteria' section below.  
11

12 The deficit of community facilities stems from the lack of vacant land owned by the City and other  
13 governmental units/agencies for future development of new community organizations as the  
14 population increases. The deficit partially stems from the methodology for calculating the requisite  
15 additional land for community facilities. The calculations assume an outward expansion of growth as  
16 opposed to new development building up or within. An underutilized civic center has the capacity to  
17 provide further services before building an addition would be needed. Additionally, the calculations  
18 do not factor in any after-school programs offered by school districts and similar organizations.  
19 These qualitative aspects must be taken into consideration.  
20

## **Proposed Revised Plan Designations Within the Unincorporated UGA**

21 There are no changes to plan designations within the existing unincorporated UGA. There are  
22 changes to plan designations because of the proposal to add Area One to the UGA (see Attachments  
23 5, 7, and 8).  
24

## **City/County Collaboration**

25 County staff met with Tieton's representatives on May 29, 2024, to review the County's land  
26 capacity analysis process as a whole, discuss proposed future land use designations, evaluate  
27 permitted densities, and address Tieton's planning issues. Those planning issues are summarized  
28 below:  
29

- 30 • Beginning discussions towards reaching an agreement on a population growth percentage for  
31 the Periodic Update;
- 32 • Discussing current development patterns and where people desire to build within the UGA;  
33 and,
- 34 • Accounting for residential areas within the floodplain.

35 County staff met with Tieton's representatives on April 17, 2025, to review the land capacity analysis  
36 conducted at that time. The following topics were discussed:  
37

- 38 • Going over the LCA results indicating a surplus of residential and commercial lands, but a  
39 deficit of community facilities;
- 40 • Start discussions on where and how the City would like to grow to target urban development  
41 towards those areas, partially by removing some residential land from the UGA;
- 42 • Issues regarding the split designation of a property in and outside of the UGA; and,
- 43 • Designations and zoning for the Area One properties, as it is intended for them to be brought  
44 into the UGA at this time (as industrial).

1 County staff met with Tieton's Planning Commission and City Council throughout the summer of  
2 2025, providing information regarding the process as a whole and different sandbox scenarios for the  
3 UGA for discussion.

4  
5 Some discussions regarding potential changes to Tieton's UGA revolved around addressing a split-  
6 designated lot (Parcel 171407-43009). The property has been split-designated at least since 2006.  
7 The split designation is between the Urban Residential and Agricultural Resource Designations. The  
8 conversation centered around bringing the property fully into the UGA. Pertinent, though, is that  
9 under WAC365-190-050(1), Yakima County must conduct a countywide analysis to de-designate  
10 any portion of agricultural resource lands. Tieton's UGA can accommodate the projected urban  
11 growth for the planning period based on the current LCA as well. As such, a land swap to include the  
12 remainder of Parcel 171407-43009 cannot occur because that portion of the property is designated as  
13 agricultural resource lands of long-term significance by Yakima County's comprehensive plan,  
14 **Horizon** 2040, making the addition not feasible under both RCW 36.70A.130(3)(c)(ii) and WAC365-  
15 190-050(1). A relevant issue is that the property cannot be annexed into the city of Tieton because  
16 the portion outside of the UGA cannot be annexed (RCW 35A.14.005). In some cases, property  
17 owners wish to go through the annexation phase before the land-use development phase.

18  
19 While these regulations appear reasonable when a jurisdiction has ample capacity, it creates a barrier  
20 for jurisdictions largely surrounded by agricultural lands such as Tieton. Over time, the inability to  
21 consider targeted swaps or correcting split-designations effectively prevents jurisdictions from  
22 expanding, even when expansion is critical to their economic stability, long-term viability, and  
23 continued development patterns. In Tieton's case, Parcel 171407-43009 is just opposite the most  
24 recent residential development of 81 new residential lots. Consequently, this regulation risks  
25 inadvertently limiting the growth and resilience, while preventing reasoned growth patterns that the  
26 GMA is intended to enable.

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

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

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

33  
34 (a) *The proposed amendment is consistent with the Growth Management Act and  
35 requirements, the Yakima County Comprehensive Plan, the Yakima Urban Area  
36 Comprehensive Plan and applicable sub-area plans, applicable city comprehensive  
37 plans, applicable capital facilities plans and official population growth forecasts and  
38 allocations;*  
39 (b) *The site is more consistent with the criteria for the proposed map designation than it  
40 is with the criteria for the existing map designation;*  
41 (c) *The map amendment or site is suitable for the proposed designation and there is a  
42 lack of appropriately designated alternative sites within the vicinity;*  
43 (d) *For a map amendment, substantial evidence or a special study has been furnished  
44 that compels a finding that the proposed designation is more consistent with  
45 comprehensive plan policies than the current designation;*  
46 (e) *To change a resource designation, the policy plan map amendment must be found to  
47 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 use subchapter of Yakima County Comprehensive Plan, Volume 1, Chapter I, shall be followed. If the result of the analysis shows that the applicable de-designation criteria has been met, then it will be considered conclusive evidence that one of the four criteria in paragraph (e) has been met. The de-designation criteria are not intended for and shall not be applicable when resource lands are proposed for re-designation to another Economic Resource land use designation;
- (f) A full range of necessary public facilities and services can be adequately provided in an efficient and timely manner to serve the proposed designation. Such services may include water, sewage, storm drainage, transportation, fire protection and schools;
- (g) The proposed policy plan map amendment will not prematurely cause the need for nor increase the pressure for additional policy plan map amendments in the surrounding area.

Findings: Placing Area One within the Light-Industrial Zoning District and the Urban Industrial Designation meets the criteria listed above for a few reasons. The area is surrounded by urban-level industrial and residential uses/density, and has urban governmental services readily available. The scope of the surrounding development is unfit for the properties' current rural zoning and land-use designation. The change in zoning will not cause an immediate need for additional zoning changes of surrounding properties because the majority of the surrounding properties are within industrial zoning. Also, the immediate surrounding properties are within the municipal limits of the City of Tieton; therefore, any rezoning/designation of such properties falls within Tieton's jurisdiction and its rezoning/designation criteria.

The City of Tieton has already designated the area for industrial purposes on its future land-use map. The purpose of Urban Industrial Designation is to make all industrially designated lands compatible with all industrial designations of the fourteen municipalities within Yakima County.<sup>4</sup> The RSS Designation provides for a “broad choice of areas within rural Yakima County where an independent and private lifestyle can be sustained on acreage homesites.”<sup>5</sup> Acreage homesites are not possible based on current lot sizes. Additionally, the location of Area One is past the entrance of town and does not meet the purpose for RSS lands to be “generally found at the periphery of Urban Growth Areas” because Area One is surrounded by Tieton’s UGA. The residential uses to the northwest lead to some incompatibility, but the incompatibility already exists, and any necessary mitigation measures will be addressed at the project development phase.

Though there are available vacant industrial lands in and outside of Tieton, the addition of Area One as industrial land continues the industrial development pattern of the immediate

<sup>4</sup> See the Urban Industrial Purpose statement on page 23 of the current Land-Use Element of **Horizon 2040**.

<sup>5</sup> All quotations in this staff finding are taken from pages 45-46 of the current Land-Use Element of **Horizon 2040**.

1 area. It is crucial that, through this process, Area One is properly brought into Tieton's UGA,  
2 and the zoning/designation reflects the character of the area, and the historical mapping error  
3 is resolved. Due to the reasoning stated above, the change in designation would align with  
4 the goals of the GMA and Yakima County's comprehensive plan.

5  
6 (2) *The following criteria shall be considered in any review and approval of changes to Urban*  
7 *Growth Area (UGA) boundaries:*

8 (a) *Land Supply:*

9 (i) *The amount of buildable land suitable for residential and local commercial*  
10 *development within the incorporated and the unincorporated portions of the*  
11 *Urban Growth Areas will accommodate the adopted population allocation*  
12 *and density targets;*

13 (ii) *The amount of buildable land suitable for purposes other than residential and*  
14 *local commercial development within the incorporated and the*  
15 *unincorporated portions of the Urban Growth Areas will accommodate the*  
16 *adopted forecasted urban development density targets within the succeeding*  
17 *twenty-year period;*

18 (iii) *The Planning Division will use the definition of buildable land in YCC*  
19 *16B.02.045, the criteria established in RCW 36.70A.110 and .130 and*  
20 *applicable criteria in the Comprehensive Plan and development regulations;*

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

24 (b) *Utilities and services:*

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

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

33  
34 Findings: The addition of Area One to the UGA is beneficial for a few reasons. The area is  
35 already served by Tieton's water and sewer lines. The addition will remove an island from  
36 the UGA. An island is where land outside of the UGA is surrounded by land within the  
37 UGA. The addition of the land as industrial does not increase the capacity of the UGA, as  
38 homes are not allowed within industrial zoning. Lastly, the addition places an area in the  
39 UGA that was presumed to already accommodate urban-level development and services for  
40 roughly the last three decades to have such an ability. All of these elements align with the  
41 Countywide Planning Policy A.3.11, which requires the County and City to identify capital  
42 improvement requirements to ensure urban services can be provided within the forecast  
43 period for newly added areas.<sup>6</sup>

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

4

5       Findings: The addition of Area One land as industrial is in line with the City of Tieton's  
6       current comprehensive plan.

7

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

10

11       Findings: The cumulative impacts of the proposed amendment, along with those of previously  
12       approved plan amendments since the original adoption of the Comprehensive Plan, will be  
13       evaluated to ensure consistency with countywide planning goals and to avoid adverse impacts on  
14       land supply, public services, and infrastructure capacity. The cumulative impacts will be  
15       addressed in the Planning Commission's findings. A table showing the cumulative impacts of  
16       all proposed amendments being considered in 2025 will also be provided as part of the SEPA  
17       analysis.

18

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

22

23       Findings: Area One is considered in the City of Tieton's capital facilities element.

24

### **Conclusion(s)**

25

26

27       1. The County's LCA for Tieton calculates a surplus of 413 acres of vacant residentially zoned  
28       land, a surplus of 4 acres of vacant commercially zoned land, and a deficit of 44 acres of vacant  
29       land for community facilities and all associated streets within the current UGA for all non-  
30       industrial uses through 2046. Overall, this is a surplus of 373 acres over what is needed, which  
31       can accommodate Tieton's growth for the next 98 years (from 2024).

32

33       2. This Land Capacity Analysis finds that Tieton's current city limits would accommodate the  
34       City's growth for 42 years (from 2024) and that the UGA could accommodate the City's growth  
35       for 98 years (from 2024). Because the GMA requires the UGA to accommodate growth for only  
36       22 years (i.e., from 2024 to 2046), the UGA should not be expanded but could be reduced in size.  
37       One such area includes the properties north of Hatton Road, and north of the existing ridge and  
38       up to Parcel 171418-41401.

39

### **Recommendation(s)**

40

41

42       1. County Planning staff recommends additions in Attachment 4 to the City of Tieton's UGA at this  
43       time. Staff aims to continue examining and engaging with the City on areas to rezone, remove,  
44       and/or resize from the UGA when more time can be spent on public engagement and planning for  
45       water, sewers, and streets.

46

47       2. County Planning staff recommends the comprehensive plan designation and zoning district to  
48       Tieton's unincorporated UGA as depicted in Attachment 4.

1     Attachments:

2

3     1. UGA LCA (spreadsheet)

4     2. County's population projection for city

5     3. **Horizon 2040**'s description of the analytical process for the UGA LCA

6     4. Tieton UGA Current Zoning

7     5. Tieton UGA Proposed Zoning

8     6. Tieton UGA Current Land-Use Designations

9     7. Tieton UGA Recommended Changes Land-Use Designations

10    8. Tieton UGA Recommended Changes

A	B	C	N
		Units	Tleton
29			
30	<b>1 - Population and Households Analysis</b>		
31 a	2046 population for City (County's preferred alternative medium projection)	people	2,755
32 b	2024 population in City (OFM's April 1 estimate)	people	1,600
33 c	City's projected population increase, 2024-46 (a - b)	people	1,155
34 d	City's average household size (2020 Census - 5 Year Estimates) Table S1101	people per household	4.24
35 e	Additional households projected for City, 2024-46 (c * d)	households	272
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	53
40			
41	<b>3 - Future Commercial &amp; Retail Land Need</b>		
42 h	Current developed commercial & retail land in City (from GIS analysis)	acres	4
43 i	Current developed commercial & retail land in City per person (h + b)	acres per person	0.0025
44 j	Land needed for future commercial & retail, 2024-46 (i * c)	acres	3
45			
46	<b>4 - Future Community Facilities* Land Need</b>		
47 k	Current developed community facilities land in City (from GIS analysis)	acres	52
48 m	Current developed community facilities land in City per person (k + b)	acres per person	0.0325
49 n	Land needed for future community facilities, 2024-46 (m * c)	acres	38
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	94
53 q	Land needed for future streets (p * 15%)	acres	14
54			
55	<b>6 - Land Capacity Analysis</b>		
56	<u>Residentially-zoned capacity</u>		
57 r	Current vacant residentially-zoned land in City, excluding floodplains (from GIS analysis)	acres	195
58 s	(plus) Current vacant residentially-zoned land in City, only including floodplains (from GIS analysis)	acres	9
59 t	= Current vacant residentially-zoned land in City (r + (s/5.1))	acres	197
60 u	(minus) Land needed for future housing and associated streets, 2024-46 (-g * 115%)	acres	(61)
61 v	= Surplus (Deficit) of vacant residentially-zoned land in City (t + u)	acres	136
62 w	Current vacant residentially-zoned land outside City, excluding floodplains (from GIS analysis)	acres	272
63 x	(plus) Current vacant residentially-zoned land outside City, only in floodplains (from GIS analysis)	acres	25
64 y	= Current vacant residentially-zoned land outside City (w + (x/5.1))	acres	277
65 z	(plus) Surplus (Deficit) of vacant residentially-zoned land in City (v)	acres	136
66 aa	= Surplus (Deficit) of vacant residentially-zoned land in UGA in 2046 (y + z)	acres	413
67			
68	<u>Commercially-zoned capacity</u>		
69 bb	Current vacant commercially-zoned land in City (from GIS analysis)	acres	7
70 cc	(minus) Land needed for future commercial & retail and associated streets, 2024-46 (-j * 115%)	acres	(3)
71 dd	= Surplus (Deficit) of vacant commercially-zoned land in City (bb + cc)	acres	4
72 ee	Current vacant commercially-zoned land outside City (from GIS analysis)	acres	0
73 ff	(plus) Surplus (Deficit) of vacant commercially-zoned land in City in 2046 (dd)	acres	4
74 gg	= Surplus (Deficit) of vacant commercially-zoned land in UGA in 2046 (ee + ff)	acres	4
75			
76	<u>Community Facilities capacity</u>		
77 hh	Current vacant community facilities land in City (from GIS analysis)	acres	0
78 ii	(minus) Land needed for future community facilities and associated streets, 2024-46 (-n * 115%)	acres	(44)
79 jj	= Surplus (Deficit) of vacant community facilities in City (hh + ii)	acres	(44)
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 (ii)	acres	(44)
82 nn	= Surplus (Deficit) of vacant community facilities land in UGA in 2046 (kk + mm)	acres	(44)
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 + ii)	acres	96
86 qq	Computed Market Choice Factor in City (MCF)**	%	89%
87 rr	Years of growth available in City in 2024 ((qq + 1) * 22)	years	42
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	56
91			
92	<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	373
94 uu	Computed Market Choice Factor in UGA (MCF)***	%	345%
95 vv	Years of growth available in UGA in 2024 ((rr + 1) * 22)	years	98
96			
97	<b>7 - Future Industrial Land Need</b>		
98 ww	Current developed industrially-zoned land in City (from GIS analysis)	acres	74
99 xx	Current developed industrially-zoned land outside City (from GIS analysis)	acres	11
100 yy	Current vacant industrially-zoned land in City (from GIS analysis)	acres	13
101 zz	Current vacant industrially-zoned land outside City (from GIS analysis)	acres	19
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) <sup>4</sup>	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
<b>Yakima County (Preferred Alt.)</b>	<b>256,728</b>	<b>0.56%</b>	<b>258,100</b>	<b>259,950</b>	<b>261,200</b>	<b>263,200</b>	<b>264,662</b>	<b>266,133</b>	<b>267,611</b>	<b>269,098</b>	<b>270,593</b>	<b>272,097</b>	<b>273,608</b>	<b>275,129</b>
<b>Unincorporated</b>	<b>88,147</b>		<b>88,240</b>	<b>88,955</b>	<b>89,155</b>	<b>89,635</b>	<b>89,742</b>	<b>89,840</b>	<b>89,931</b>	<b>90,013</b>	<b>90,087</b>	<b>90,153</b>	<b>90,209</b>	<b>90,257</b>
<b>Incorporated</b>	<b>168,581</b>		<b>169,860</b>	<b>170,995</b>	<b>172,045</b>	<b>173,565</b>	<b>174,921</b>	<b>176,293</b>	<b>177,680</b>	<b>179,085</b>	<b>180,506</b>	<b>181,944</b>	<b>183,399</b>	<b>184,872</b>
<b>Grandview</b>	<b>10,910</b>	<b>1.00%</b>	<b>10,960</b>	<b>11,020</b>	<b>11,250</b>	<b>11,680</b>	<b>11,797</b>	<b>11,915</b>	<b>12,034</b>	<b>12,154</b>	<b>12,276</b>	<b>12,399</b>	<b>12,523</b>	<b>12,648</b>
<b>Granger</b>	<b>3,624</b>	<b>1.21%</b>	<b>3,690</b>	<b>3,740</b>	<b>3,775</b>	<b>3,815</b>	<b>3,861</b>	<b>3,908</b>	<b>3,956</b>	<b>4,004</b>	<b>4,052</b>	<b>4,101</b>	<b>4,151</b>	<b>4,202</b>
<b>Harrah</b>	<b>585</b>	<b>0.25%</b>	<b>580</b>	<b>580</b>	<b>585</b>	<b>585</b>	<b>586</b>	<b>588</b>	<b>589</b>	<b>591</b>	<b>592</b>	<b>594</b>	<b>595</b>	<b>597</b>
<b>Mabton</b>	<b>1,959</b>	<b>-1.21%</b>	<b>1,975</b>	<b>1,975</b>	<b>1,965</b>	<b>1,965</b>	<b>1,941</b>	<b>1,918</b>	<b>1,895</b>	<b>1,872</b>	<b>1,849</b>	<b>1,827</b>	<b>1,805</b>	<b>1,783</b>
<b>Moxee</b>	<b>4,325</b>	<b>2.92%</b>	<b>4,405</b>	<b>4,665</b>	<b>4,785</b>	<b>4,820</b>	<b>4,961</b>	<b>5,105</b>	<b>5,254</b>	<b>5,408</b>	<b>5,566</b>	<b>5,728</b>	<b>5,895</b>	<b>6,067</b>
<b>Naches</b>	<b>1,084</b>	<b>1.98%</b>	<b>1,110</b>	<b>1,125</b>	<b>1,120</b>	<b>1,125</b>	<b>1,147</b>	<b>1,170</b>	<b>1,193</b>	<b>1,217</b>	<b>1,241</b>	<b>1,265</b>	<b>1,290</b>	<b>1,316</b>
<b>Selah</b>	<b>8,153</b>	<b>1.75%</b>	<b>8,235</b>	<b>8,365</b>	<b>8,450</b>	<b>8,620</b>	<b>8,771</b>	<b>8,924</b>	<b>9,081</b>	<b>9,239</b>	<b>9,401</b>	<b>9,566</b>	<b>9,733</b>	<b>9,903</b>
<b>Sunnyside</b>	<b>16,375</b>	<b>0.80%</b>	<b>16,400</b>	<b>16,500</b>	<b>16,530</b>	<b>16,570</b>	<b>16,703</b>	<b>16,836</b>	<b>16,971</b>	<b>17,107</b>	<b>17,243</b>	<b>17,381</b>	<b>17,520</b>	<b>17,661</b>
<b>Tieton</b>	<b>1,389</b>	<b>2.50%</b>	<b>1,430</b>	<b>1,505</b>	<b>1,545</b>	<b>1,600</b>	<b>1,640</b>	<b>1,681</b>	<b>1,723</b>	<b>1,766</b>	<b>1,810</b>	<b>1,856</b>	<b>1,902</b>	<b>1,949</b>
<b>Toppenish</b>	<b>8,854</b>	<b>0.17%</b>	<b>8,870</b>	<b>8,870</b>	<b>8,900</b>	<b>8,915</b>	<b>8,930</b>	<b>8,945</b>	<b>8,961</b>	<b>8,976</b>	<b>8,991</b>	<b>9,006</b>	<b>9,022</b>	<b>9,037</b>
<b>Union Gap</b>	<b>6,568</b>	<b>1.00%</b>	<b>6,595</b>	<b>6,640</b>	<b>6,660</b>	<b>6,660</b>	<b>6,727</b>	<b>6,794</b>	<b>6,862</b>	<b>6,930</b>	<b>7,000</b>	<b>7,070</b>	<b>7,140</b>	<b>7,212</b>
<b>Wapato</b>	<b>4,607</b>	<b>0.25%</b>	<b>4,610</b>	<b>4,615</b>	<b>4,620</b>	<b>4,625</b>	<b>4,637</b>	<b>4,648</b>	<b>4,660</b>	<b>4,671</b>	<b>4,683</b>	<b>4,695</b>	<b>4,707</b>	<b>4,718</b>
<b>Yakima</b>	<b>96,968</b>	<b>0.62%</b>	<b>97,810</b>	<b>98,200</b>	<b>98,650</b>	<b>99,370</b>	<b>99,985</b>	<b>100,604</b>	<b>101,227</b>	<b>101,853</b>	<b>102,484</b>	<b>103,118</b>	<b>103,756</b>	<b>104,398</b>
<b>Zillah</b>	<b>3,179</b>	<b>0.63%</b>	<b>3,190</b>	<b>3,195</b>	<b>3,215</b>	<b>3,235</b>	<b>3,256</b>	<b>3,276</b>	<b>3,297</b>	<b>3,318</b>	<b>3,339</b>	<b>3,360</b>	<b>3,381</b>	

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

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
<b>Total of above Zoning Groups</b>	<b>Vacant: 31 acres</b>	<b>Vacant: 85 acres</b>	<b>Vacant: 116 Acres</b>	<b>77.05 acres</b>	<b>Surplus: 38.95 acres</b>

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	
	<b>Within the Current UGA</b>
<b>Market Choice Factor</b>	Vacant: 116 acres
<b>Years of Growth</b>	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.

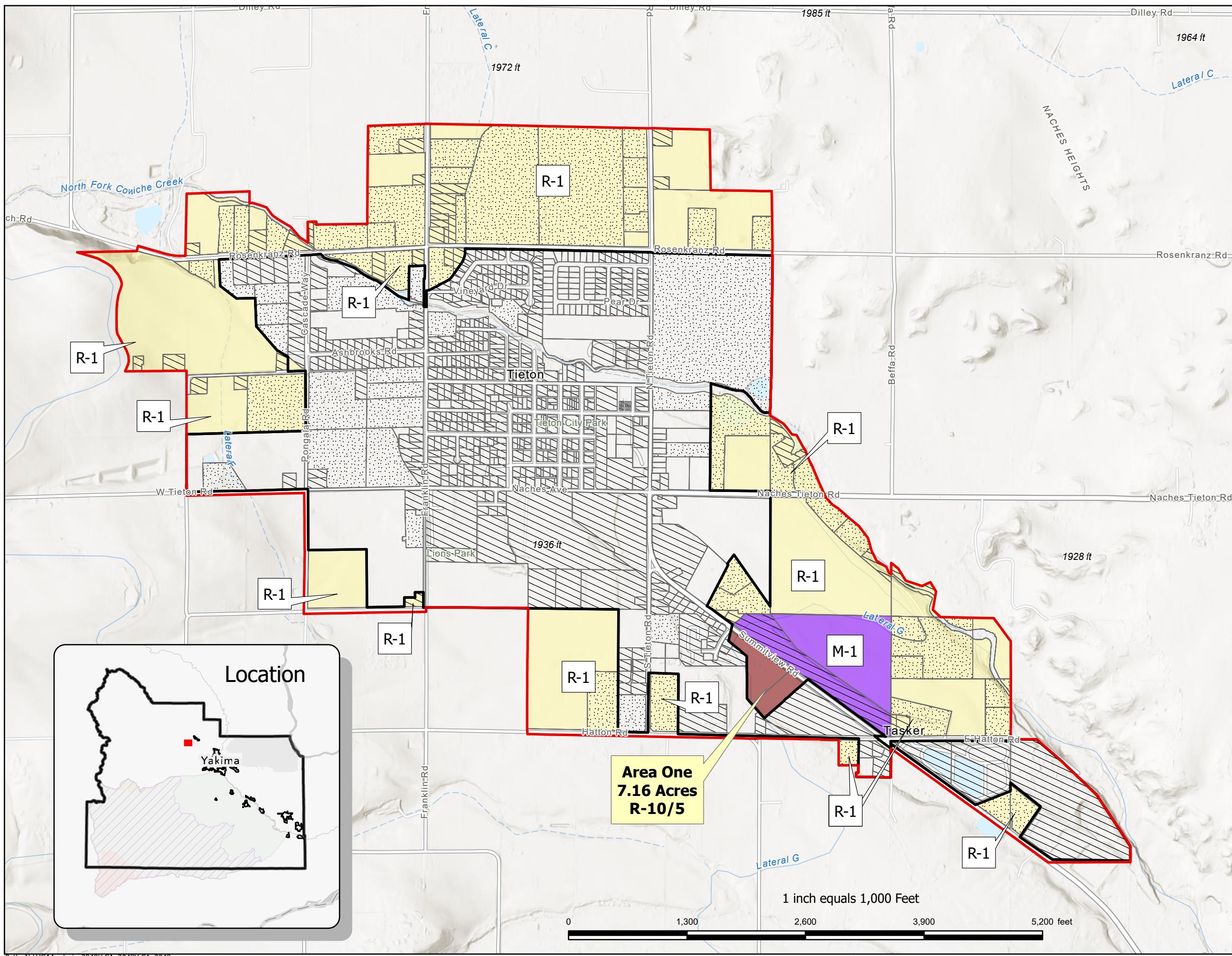
**Table 5.8.5.2-1 Land Capacity Analysis (LCA) – Land Needed For Future Growth**

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 Tieton UGA Current Zoning



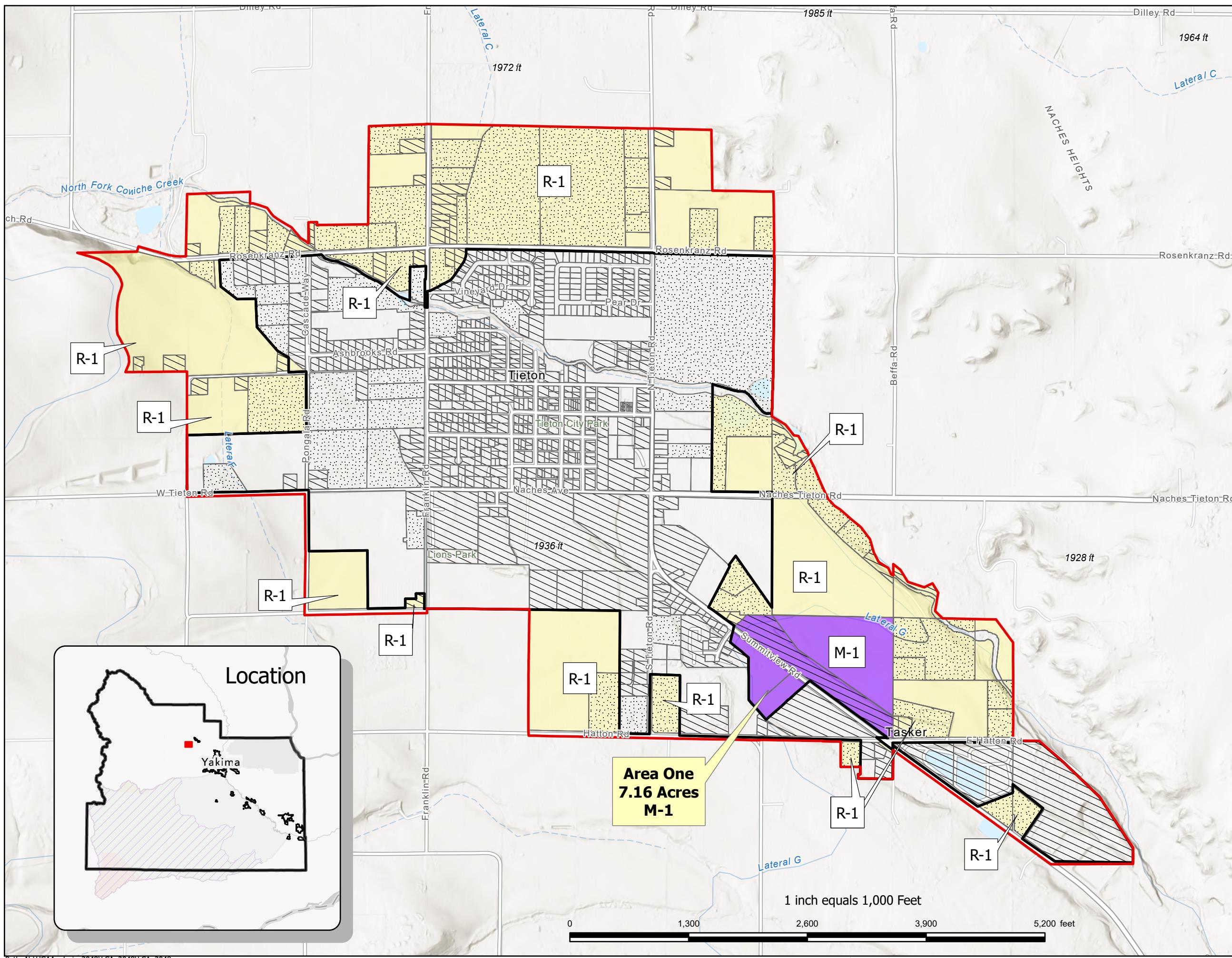
Date: 10/5/2025

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

**Attachment 4**



## Staff Recommendation Tieton UGA Proposed Zoning



Date: 10/5/2025

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

**Attachment 5**



## Staff Recommendation – Tieton UGA Current Land-Use Designations

Current Urban Growth Boundary  
Current City Limits

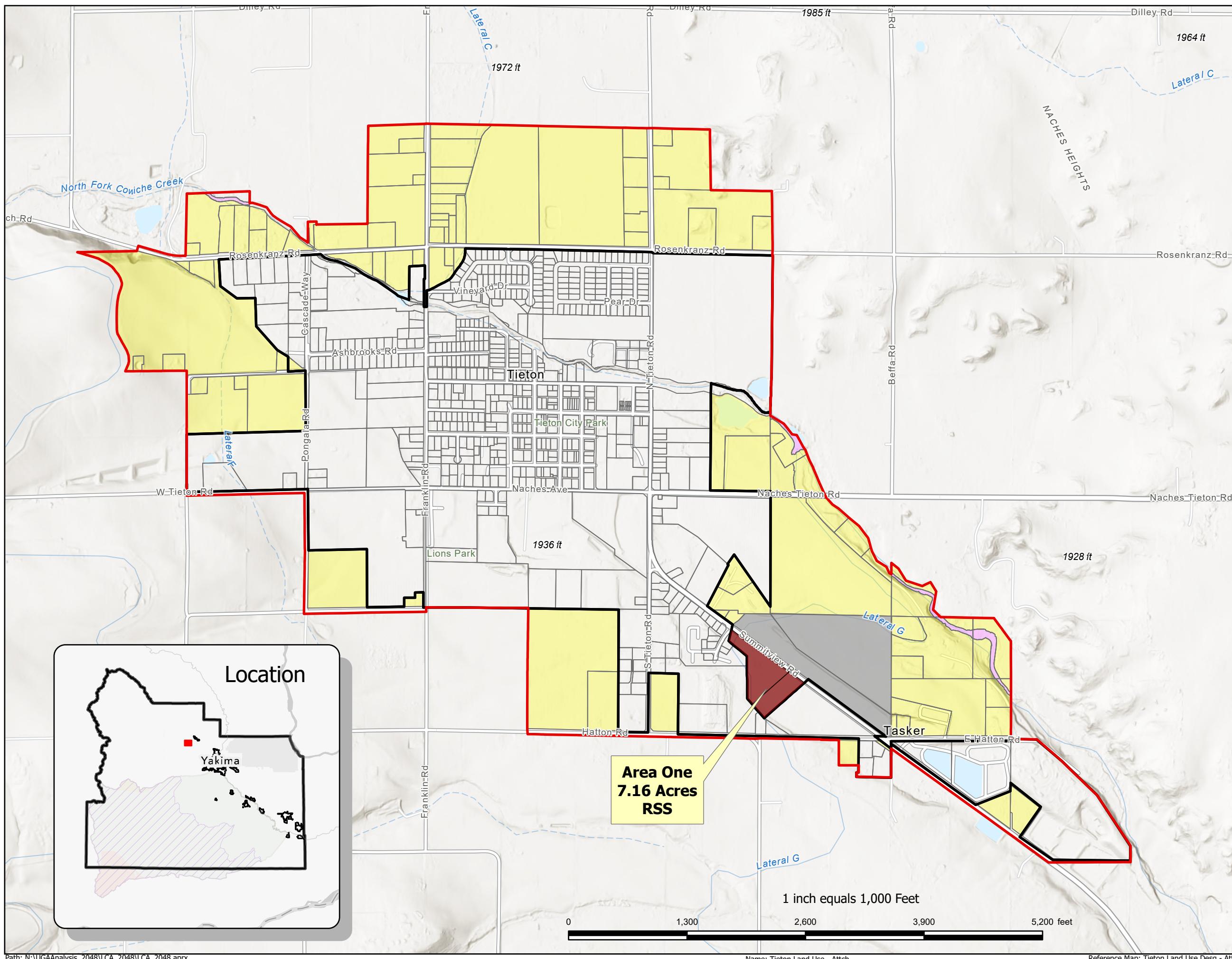
### County Comprehensive Plan Designations

Urban Residential - UR  
Urban Industrial - UI  
Rural Self-Sufficient - RSS

Location

**Area One  
7.16 Acres  
RSS**

1 inch equals 1,000 Feet



Date: 10/5/2025  
Parcel Lot lines are for visual display only. Do not use for legal purposes.

**Attachment 6**



## Staff Recommendation – Tieton UGA Proposed Land-Use Designations

Current Urban Growth Boundary  
Current City Limits

### Proposed County Comprehensive Plan Designations

UI - Urban Industrial  
UR - Urban Residential

Location

**Area One**  
**7.16 Acres**  
**RSS To M-1**

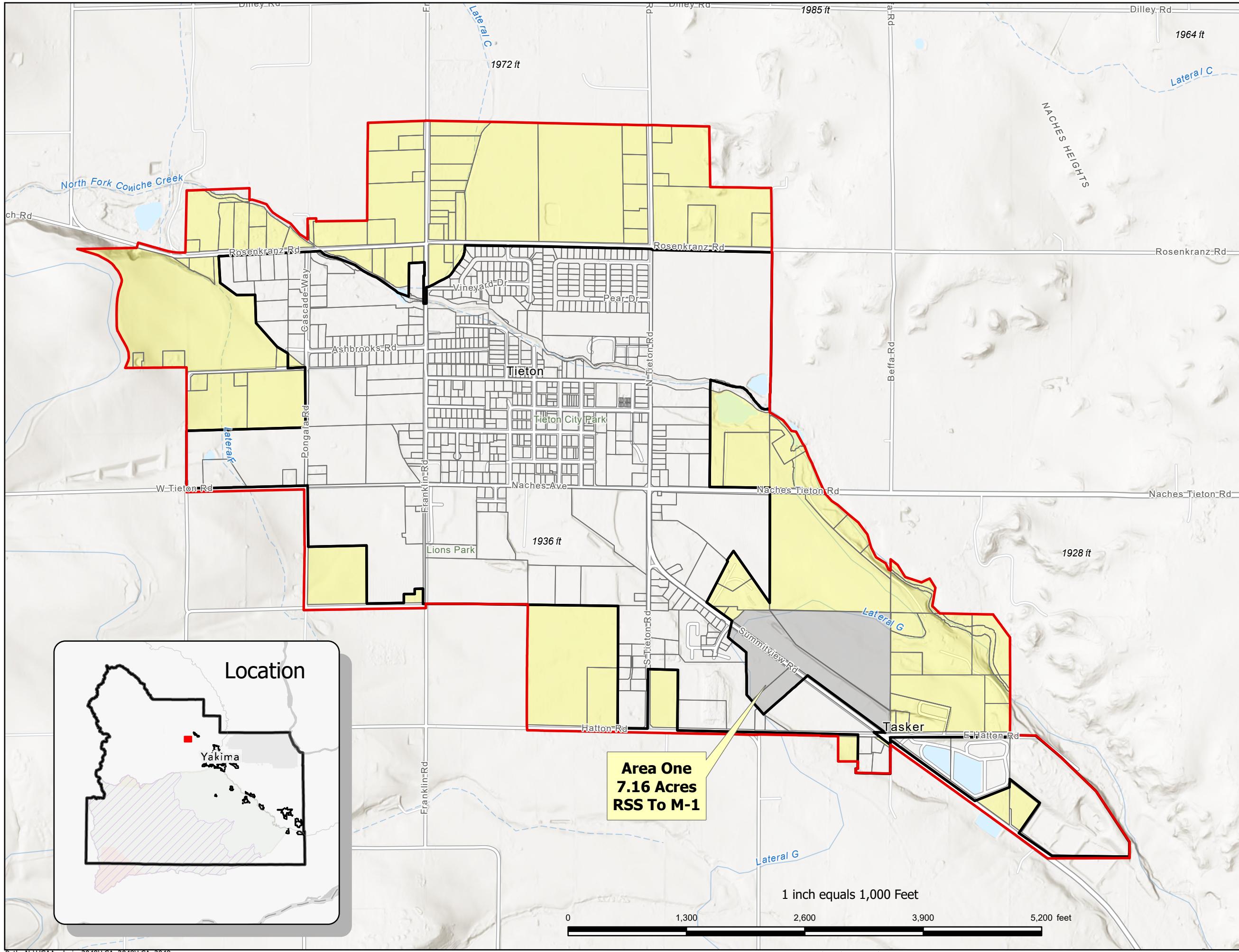
1 inch equals 1,000 Feet

0 1,300 2,600 3,900 5,200 feet



Date: 10/5/2025  
Parcel Lot lines are for visual display only. Do not use for legal purposes.

**Attachment 7**





## Staff Recommendation Tieton UGA Recommended Changes

Note: The changes are to the UGA boundary, to comp plan designations and to zoning.

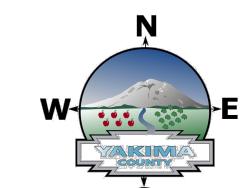
- Recommended Changes to Urban Growth Boundary
- Current Urban Growth Boundary
- Current City Limits

### 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: 10/5/2025  
Parcel Lot lines are for visual display only. Do not use for legal purposes.

**Area One**  
**Add 7.16 Acres**  
**RSS to UI (Zone M-1)**

1 inch equals 1,000 Feet

**Location**

