

**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 Toppenish**

## Staff Report

November 25, 2025

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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 subsection... (5)\* of this section, 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. ”*

proceed to occur in the  
[RCW 36.70A.130(3)]

\*Subsection (5) of section RCW 36.70A.130 requires Yakima County and its cities to complete these UGA reviews and revisions by December 31, 2026. [RCW 36.70A.130(5)(c)]

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 Toppenish to improve accuracy and foster a collaborative approach, and to assist the City 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.

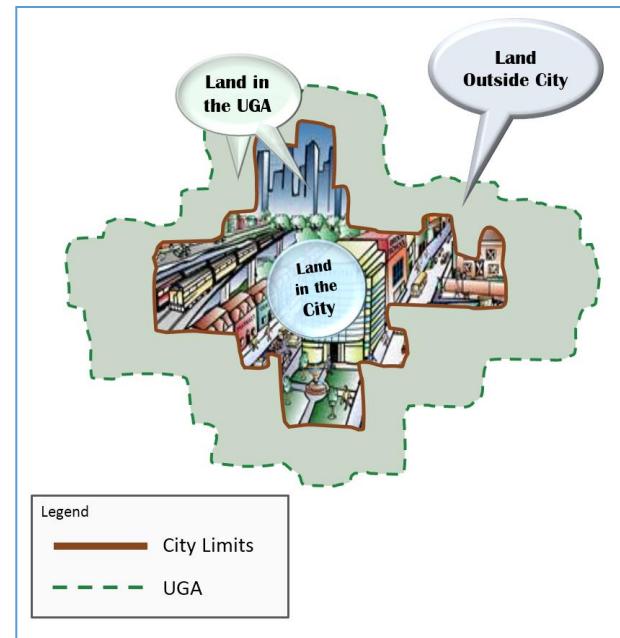
9  
10     After reviewing OFM's most recent population projections for Yakima County, the Yakima County  
11     Planning Division prepared a draft report entitled *Yakima County – Draft 2046 Population  
12     Projections and Allocations* that allocated the projected population growth among the county's 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  
27     1) **Land in city:** This is used to describe  
28     lands within the city limit.  
29     2) **Land outside city:** This is used to  
30     describe the land in the UGA over which  
31     the county has jurisdiction.  
32     3) **Land in UGA:** This term refers to the  
33     city's current area plus the areas the city  
34     plans to annex and develop over a 20-year  
35     period. The analysis combines terms 1  
36     and 2 to determine its size.



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

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

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

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

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.

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

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)

22 In summary, this analysis finds that Toppenish's UGA has enough vacant lands to accommodate its  
23 non-industrial growth for 329 years. It has a surplus of 385 residentially zoned vacant acres, a surplus  
24 of 65 commercially zoned vacant acres, and a surplus of 39 vacant acres owned by providers of  
25 community facilities to accommodate projected growth through 2046, as explained below:

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

2046 population forecast for City (City/County consensus)	9,254	people
2024 population in City (OFM's April 1 estimate)	8,915	people
Population change: 2024 – 2046	339	people
Average household size in City: 2020 <sup>2</sup>	3.66	people
<b>Future Households in the City 2024 – 2046</b>	<b>93</b>	<b>households</b>

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

$$(8,500 \text{ sq. ft.} \times 93 \text{ households}) \div 43,560 \text{ sq. ft. per acre} = \boxed{18 \text{ acres}}$$

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

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

339 people x .0.0157 acres per person =	<u>5 acres</u>
-----------------------------------------	----------------

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:

339 people x 0.0202 acres per person =	<u>7 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%:

Residential acreage needed	18 acres
(plus) Commercial/retail acreage needed	5 acres
(plus) Community facilities acreage needed	7 acres
<b>Subtotal</b>	30 acres
<b>Equals: Total streets acreage needed (Subtotal x 0.15)</b>	<b>5 acres</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	23 acres
(minus) needed residential acreage, including associated streets	21 acres
<b>Subtotal: Surplus of vacant residentially zoned land within city</b>	<b>2 acres</b>
(plus) current vacant residentially zoned land outside the city	383 acres
<b>Equals: Surplus of vacant residentially zoned land in the UGA</b>	<b>385 acres</b>

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

Currently vacant commercial and retail zoned land in city	57 acres
(minus) needed commercial and retail acreage, including associated streets	6 acres
<b>Subtotal: Surplus of vacant commercially zoned land in city</b>	<b>51 acres</b>
(plus) current vacant commercially zoned land outside the city	14 acres
<b>Equals: Surplus of vacant commercially zoned land in the UGA</b>	<b>65 acres</b>

25  
3 The spreadsheet in Attachment 1 provides the LCA steps and expanded descriptions for assumptions and calculations.

1      **c) Community facilities capacity:**

2      Current vacant community facilities land in city	47 acres
(minus) need community facility acreage, including associated streets	8 acres
<b>Subtotal: Surplus of vacant community facilities in City</b>	<b>39 acres</b>
(plus) Current vacant community facilities land outside of the city	0 acres
<b>Equals: Surplus of vacant community facilities land in UGA</b>	<b>39 acres</b>

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

4      Surplus of vacant residentially zoned land	385 acres
(plus) Surplus of vacant commercially zoned land	65 acres
(plus) Surplus of land needed for future community facilities	39 acres
<b>Equals: Surplus of vacant land in non-industrially zoned UGA</b>	<b>489 acres</b>

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

6      Surplus of vacant land for residential, commercial, community facilities, and streets	92 acres
<b>Equals: Years of growth available in City in 2046</b>	<b>80 years</b>

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

8 <b>Equals: Years of growth available outside City in 2046</b>	<b>249 years</b>
-----------------------------------------------------------------	------------------

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

10     Surplus of vacant land for residential, commercial, community facilities, & streets within UGA	489 acres
(computed) Market Choice Factor in UGA (MCF)	1397 %
<b>Equals: Years of growth available in UGA in 2046</b>	<b>329 years</b>

11     **Years of growth for non-industrially zoned UGA Calculation**

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

13     
$$[(\text{acres currently vacant}) \div (\text{acres needed for future growth})] - 1.00 = \text{MCF\%}$$
  
 14     Inserting Toppenish's numbers (from the table below) in the formula provides the  
 15     following percentage for Toppenish's MCF:

16     
$$(524 \div 35) - 1 = 1397\%$$

17     The MCF% is then utilized in the final calculations to result in the years of growth  
 18     available in the UGA (see below). The County's 2046 UGA Update calculated the  
 19

1 amount of vacant land needed for the next 22 years of growth through because Yakima  
2 County's land capacity analysis spans 2024–2046 (RCW 36.70A.130(b)).  
3

4 **MCF in Years = (1397% +1) x 22 = 329 years of growth**  
5

6 **Total amount of vacant land needed in UGA for Future Non-industrial Uses.** Adding the  
7 needed acres from the categories above calculates the total acreage below.  
8

Acres needed for future residential uses (and associated streets)	21 acres
(plus) Acres needed for future commercial & retail uses (and associated streets)	6 acres
(plus) Acres needed for future community facilities (and associated streets)	8 acres
<b>Equals: Total vacant acres needed for future non-industrial</b>	<b>35 acres</b>
<b>Total amount of currently vacant Non-Industrially Zoned Land in UGA:</b> (vacant residential + vacant commercial/retail uses + vacant community)	<b>524 acres</b>

9

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

11

12 As outlined in the "Urban Lands" section of the Land Use Element, the city determines the amount of  
13 land needed for future industrial use "based on its economic development strategy rather than future  
14 population projections." The County's GIS analysis provides current acreages of industrially zoned  
15 lands:  
16

Currently developed industrially zoned land in city	<u>117 acres</u>
Currently developed industrially zoned land outside city	<u>121 acres</u>
Currently vacant industrially zoned land in city	<u>131 acres</u>
Currently vacant industrially zoned land outside city	<u>236 acres</u>
Additionally vacant industrially zoned land in city	<u>0 acres</u>
Additionally vacant industrially zoned land outside city	<u>0 acres</u>

17

18 **Review of Patterns of Development and Densities Permitted in the UGA**  
19

20 The City reported is seeking to attract new businesses within existing industrial and commercial  
21 facilities that could then be annexed into the City. However, there are no formal or informal plans  
22 within the City department or Council, or discussions with industry ownership, that would warrant a  
23 change to the prospective planning and development future for the 2046 Periodic Update.  
24

25 In addition to reviewing Toppenish's UGA as shown above, Yakima County must also review the  
26 densities permitted within both the incorporated and unincorporated portions of the UGA, and the  
27 patterns of development occurring within the UGA, as required by RCW 36.70A.130(3)(a).  
28

29 The City of Toppenish includes 8 zoning districts within its limits: Residential District (R1),  
30 Residential District (R2), Public and Semipublic District (SP), Local Business District (B1), General  
31 Business District (B2), Professional Office District (B3), Light Industrial District (M1) and Heavy  
32 Industrial District (M2)  
33

34 Yakima County applies five of its zoning districts to lands in the unincorporated UGA: Single-  
35 Family Residential (R-1), Multi-Family Residential (R-3), General Commercial (GC),  
36 Highway/Tourist Commercial (HTC), and Light-Industrial (M-1).  
37

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

<b>Toppenish Zoning – Ch. 17 Municipal Code</b>		
<b>Zoning District</b>	<b>Minimum Lot Size</b>	<b>Density</b>
R-1 (Residential)	7,200 sq. ft. lot for single-family dwelling 8,200 sq. ft. lot for two-family dwelling	6 dwelling units per acre 10 dwelling units per acre
R-2 (Residential)	7,200 sq. ft. lot for single-family dwelling 8,200 sq. ft. lot for two-family dwelling 9,200 sq. ft. lot for multi-family dwelling	6 dwelling units per acre 10 dwelling units per acre 12 dwelling units per acre
<b>Yakima County Zoning in the Urban Growth Area (Yakima County Code Title 19)</b>		
<b>Zoning District</b>	<b>Minimum Lot Size</b>	<b>Density</b>
R-1 (Single Family Residential)	4,000 – 10,000 sq. ft. (depending on use) 7,000 sq. ft. lot for single-family dwelling	7 dwelling units per acre
R-3 (Multi-Family Residential)	5,250 – 10,000 sq. ft. (depending on use) two-family/multi-family dwelling	12 to 24 dwelling units per acre

4  
5 **Conclusions of the Above Tables**  
6

7 Portions of the City of Toppenish and the unincorporated UGA are within FEMA mapped  
8 floodplains. This affects subdivision potential for residential lots within these areas. An impactful  
9 development standard for subdividing within the floodplain is that new lots within the floodplain  
10 must be a minimum of one acre (YCC 16C.3.27(3)(b)(iv)). To accommodate this, the total number of  
11 residential acres within the floodplain was divided by 5.1 (the same number used to calculate the  
12 amount of residential acreage needed for future growth). The number derived from this calculation  
13 was then added to the total vacant residential designated land. This process accurately factors in  
14 residential land within the floodplain.  
15

16 Within the city limits, Toppenish currently has 13 vacant residential acres outside the floodplain and  
17 49 vacant residential acres located within the floodplain, for a total of 23 vacant residential acres. If  
18 developed with single-family residences on 7,200 square foot lots within city limits, the area could  
19 accommodate 138 new homes. Developing any R2 zoned property at its highest density would  
20 increase that number.  
21

22 The unincorporated portion of Toppenish's UGA currently has 312 vacant residential acres outside  
23 the floodplain and 361 vacant residential acres within the floodplain, for a total of 383 vacant  
24 residential acres. Utilizing a density of 5.1 dwelling units per acre and using similar LCA processes  
25 that calculate additional residential acreage, the unincorporated UGA could accommodate 1,953  
26 dwelling units.  
27

28 Under Yakima County Code, the R-1 residential zone permits a maximum density of 7 units per acre,  
29 while properties in the R-3 zoning district allow between 12 and 24 dwelling units per acre. Based on  
30 these density standards, the existing vacant residential lands within Toppenish have adequate  
31 capacity to readily accommodate the additional dwelling units identified in the growth analysis.  
32

33 To support projected growth over the next 22 years, the analysis determined that 93 additional  
34 residential units will be needed to meet anticipated population increases. The current Urban Growth  
35 Area (UGA) has sufficient capacity to support this level of development.  
36  
37  
38

1      **City/County Collaboration**

2

3      On Wednesday, July 17, 2024, County staff met with Toppenish representatives to coordinate the  
4      City and County planning efforts required by the GMA's 10-year Periodic Update. The agenda  
5      included UGA) review with discussions on boundary adjustments and rezone opportunities. Staff  
6      presented draft population projections and discussed the Land Capacity Analysis process, including  
7      how the County produces maps for LCA model calculations. Additional discussions addressed water  
8      and sewer infrastructure planning and appropriate UGA sizing to accommodate projected growth.

9

10     On Tuesday, July 15, 2025, County and City staff reconvened to review the County's land capacity  
11    analysis based upon the final, agreed-upon population projections and existing conditions, discuss  
12    proposed future land use designations, evaluate and ground-truth zoning categories, and address  
13    relevant planning issues. County staff provided the City with access to the Toppenish UGA GIS  
14    Dashboard and discussed how this tool can support their ongoing internal discussions and  
15    deliberations as they complete their Comprehensive Plan and continue to participate in County  
16    Planning Commission and Board of County Commissioners work sessions and hearings.

17

18     County staff presented a comprehensive summary of the 2046 Horizon Periodic Update for the  
19    Growth Management Act, including current progress and the schedule for upcoming Planning  
20    Commission and Board of County Commissioners work sessions, meetings, and public hearings.  
21    Staff emphasized that all proceedings are open to the public and encouraged city participation and  
22    input throughout the process. The discussion reiterated coordination requirements between the  
23    County and its cities and towns, highlighting the County's commitment to transparency through  
24    detailed analytical tools, including the Land Capacity Analysis, Population Allocation and  
25    Projections, and city-specific projected growth rates.

26

27     The meeting concluded with a comprehensive review of the LCA/UGA Dashboard, where staff  
28    verified analysis totals and conducted mapping reviews to ensure data accuracy and currency. Staff  
29    explained and reviewed changes to zone groups within the 100-year floodplain—specifically, lands  
30    southwest of the BNSF rail line that were updated to either "residential floodplain constrained" or  
31    "environmentally constrained" for non-residential lands. These zoning updates do not preclude  
32    development; rather, they establish supplemental building code requirements and flood-resistant  
33    construction standards.

34

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

36

37     County staff will continue to have collaborative discussions with the City regarding any potential  
38    changes to future land use designations or zoning within the unincorporated UGA. Should rezones be  
39    proposed, the criteria outlined in this section would be used in joint and ongoing coordination.

40

41     Amendments to the zoning map that are contingent upon legislative approval of a comprehensive  
42    plan shall be considered major rezones that are subject to the procedures outlined in YCC Chapter  
43    16B.10. Amendments to the zoning map that are contingent upon legislative approval of a  
44    comprehensive plan amendment are deemed to be legislative and shall be considered major rezones  
45    that are subject to the procedures outlined in YCC Chapter [16B.10](#).

46

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

49

50       *(a) The proposed amendment is consistent with the Growth Management Act and  
51       requirements, the Yakima County Comprehensive Plan, the Yakima Urban Area*

1       Comprehensive Plan and applicable sub-area plans, applicable city comprehensive  
2       plans, applicable capital facilities plans and official population growth forecasts and  
3       allocations;

4       (b) The site is more consistent with the criteria for the proposed map designation than it is  
5       with the criteria for the existing map designation;

6       (c) The map amendment or site is suitable for the proposed designation and there is a lack of  
7       appropriately designated alternative sites within the vicinity;

8       (d) For a map amendment, substantial evidence or a special study has been furnished that  
9       compels a finding that the proposed designation is more consistent with comprehensive  
10      plan policies than the current designation;

11      (e) To change a resource designation, the policy plan map amendment must be found to do  
12      one of the following:

13       (i) Respond to a substantial change in conditions beyond the property owner's  
14       control applicable to the area within which the subject property lies; or

15       (ii) Better implement applicable comprehensive plan policies than the current map  
16       designation; or

17       (iii) Correct an obvious mapping error; or

18       (iv) Address an identified deficiency in the plan. In the case of Resource Lands, the  
19       applicable de-designation criteria in the mapping criteria portion of the land use  
20       subchapter of Yakima County Comprehensive Plan, Volume 1, Chapter I, shall be  
21       followed. If the result of the analysis shows that the applicable de-designation  
22       criteria has been met, then it will be considered conclusive evidence that one of  
23       the four criteria in paragraph (e) has been met. The de-designation criteria are  
24       not intended for and shall not be applicable when resource lands are proposed  
25       for re-designation to another Economic Resource land use designation;

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

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

32  
33       Findings: Any zoning map amendments will be processed as a major rezone in accordance with  
34       YCC Chapter 16B.10, and all applicable review criteria, including consistency with the Growth  
35       Management Act and the Comprehensive Plan, will be fully addressed during the amendment  
36       process.

37  
38       (2) The following criteria shall be considered in any review and approval of changes to Urban  
39       Growth Area (UGA) boundaries:

40       (a) Land Supply:

41       (i) The amount of buildable land suitable for residential and local commercial  
42       development within the incorporated and the unincorporated portions of the  
43       Urban Growth Areas will accommodate the adopted population allocation and  
44       density targets;

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

49       (iii) The Planning Division will use the definition of buildable land in YCC  
50       16B.02.045, the criteria established in RCW 36.70A.110 and .130 and applicable  
51       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 de-designation criteria set forth in the comprehensive plan.

Findings: Any proposal to amend the Urban Growth Area boundary will be reviewed in accordance with YCC Chapter 16B.10 and applicable state and local requirements. All criteria related to land supply, urban service provision, and resource land protections will be addressed to ensure consistency with the Growth Management Act, the County Comprehensive Plan, and supporting capital facility plans. In accordance with Countywide Planning Policy A.3.11, the County and City will identify capital improvement requirements to ensure urban services can be provided within the forecast period. Any expansion of the UGA will also trigger require necessary updates to the Capital Facilities, Utilities, and Transportation Elements of the Comprehensive Plan to demonstrate availability of services to the proposed area.

(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: Any land added to or removed from an Urban Growth Area as part of this amendment will be assigned appropriate Comprehensive Plan map designations and zoning consistent with Yakima County's adopted Comprehensive Plan and applicable city plans.

(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: This criterion is not applicable. Any modifications to Toppenish's Urban Growth Area would be addressed through map amendments rather than through changes to comprehensive plan policies or text.

1            **Conclusion(s)**

2

3        1. The County's LCA for Toppenish calculates a surplus of 385 acres of vacant residentially  
4            zoned land, a surplus of 65 acres of vacant commercially zoned land, and a surplus of 39  
5            vacant land for community facilities and all associated streets in the current UGA for all  
6            non-industrial uses through 2046. Overall, this represents a surplus of 489 acres beyond  
7            what is needed to accommodate the City's projected growth through 2046, providing  
8            capacity for approximately 329 years of development (from 2024).

9

10        2. This Land Capacity Analysis finds that Toppenish's current city limits would  
11            accommodate the City's growth for 80 years (from 2024) and that the UGA could  
12            accommodate the City's growth for 329 years (from 2024).

13

14        3. Because the GMA requires the UGA to accommodate growth for only 22 years (i.e., from  
15            2024 to 2046), the UGA should not be expanded but could be reduced in size. Staff aim to  
16            continue examining and engaging with the City on areas to remove from the UGA when and  
17            where adequate can be spent on public engagement and planning for water, sewers, and  
18            streets.

19

20            **Recommendation(s)**

21

22        1. The Yakima County Planning Commission recommends no changes or alterations to and  
23            within Toppenish's UGA (as seen in Attachment 6).

24            **Attachments:**

25

26

27        1. Attachment 1 - UGA LCA (spreadsheet)  
28        2. Attachment 2 County's population projection for Toppenish  
29        3. Attachment 3 - *Horizon 2040*'s description of the analytical process for the UGA  
30        4. Attachment 4 – Toppenish UGA Current Zoning  
31        5. Attachment 5 – Toppenish UGA Land Use Designations  
32        6. Attachment 6 – Toppenish UGA Yakima County Planning Commission UGA  
33            Recommended Changes

34

35

36

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

A	B	C	Q
29		Units	Toppenish
30	<b>1 - Population and Households Analysis</b>		
31 a	2046 population for City (County's preferred alternative medium projection)	people	9,254
32 b	2024 population in City (OFM's April 1 estimate)	people	8,915
33 c	City's projected population increase, 2024-46 (a - b)	people	339
34 d	City's average household size (2020 Census - 5 Year Estimates) Table S1101	people per household	3.66
35 e	Additional households projected for City, 2024-46 (c + d)	households	93
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	18
40			
41	<b>3 - Future Commercial &amp; Retail Land Need</b>		
42 h	Current developed commercial & retail land in City (from GIS analysis)	acres	140
43 i	Current developed commercial & retail land in City per person (h ÷ b)	acres per person	0.0157
44 j	Land needed for future commercial & retail, 2024-46 (i • c)	acres	5
45			
46	<b>4 - Future Community Facilities* Land Need</b>		
47 k	Current developed community facilities land in City (from GIS analysis)	acres	180
48 m	Current developed community facilities land in City per person (k ÷ b)	acres per person	0.0202
49 n	Land needed for future community facilities, 2024-46 (m • c)	acres	7
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	30
53 q	Land needed for future streets (p • 15%)	acres	5
54			
55	<b>6 - Land Capacity Analysis</b>		
56	Residentially-zoned capacity		
57 r	Current vacant residentially-zoned land in City, excluding floodplains (from GIS analysis)	acres	13
58 s	(plus) Current vacant residentially-zoned land in City, only including floodplains (from GIS analysis)	acres	49
59 t	= Current vacant residentially-zoned land in City (r + (s/5.1))	acres	23
60 u	(minus) Land needed for future housing and associated streets, 2024-46 (-g • 115%)	acres	(21)
61 v	= <b>Surplus (Deficit) of vacant residentially-zoned land in City</b> (t + u)	acres	2
62 w	Current vacant residentially-zoned land outside City, excluding floodplains (from GIS analysis)	acres	312
63 x	(plus) Current vacant residentially-zoned land outside City, only in floodplains (from GIS analysis)	acres	361
64 y	= Current vacant residentially-zoned land outside City (w + (x/5.1))	acres	383
65 z	(plus) Surplus (Deficit) of vacant residentially-zoned land in City (v)	acres	2
66 aa	= <b>Surplus (Deficit) of vacant residentially-zoned land in UGA in 2046</b> (y + z)	acres	385
67			
68	Commercially-zoned capacity		
69 bb	Current vacant commercially-zoned land in City (from GIS analysis)	acres	57
70 cc	(minus) Land needed for future commercial & retail and associated streets, 2024-46 (-j • 115%)	acres	(6)
71 dd	= <b>Surplus (Deficit) of vacant commercially-zoned land in City</b> (bb + cc)	acres	51
72 ee	Current vacant commercially-zoned land outside City (from GIS analysis)	acres	14
73 ff	(plus) Surplus (Deficit) of vacant commercially-zoned land in City in 2046 (dd)	acres	51
74 gg	= <b>Surplus (Deficit) of vacant commercially-zoned land in UGA in 2046</b> (ee + ff)	acres	65
75			
76	Community Facilities capacity		
77 hh	Current vacant community facilities land in City (from GIS analysis)	acres	47
78 ii	(minus) Land needed for future community facilities and associated streets, 2024-46 (-n • 115%)	acres	(8)
79 jj	= <b>Surplus (Deficit) of vacant community facilities in City</b> (hh + ii)	acres	39
80 kk	Current vacant community facilities land outside City (from GIS analysis)	acres	0
81 mm	(plus) Surplus (Deficit) of vacant community facilities land in City in 2046 (jj)	acres	39
82 nn	= <b>Surplus (Deficit) of vacant community facilities land in UGA in 2046</b> (kk + mm)	acres	39
83			
84	<b>Capacity for growth in City (excluding Industrial growth)</b>		
85 pp	Surplus (Deficit) of vacant land for residential, commercial, community facilities, & streets (v + dd + jj)	acres	92
86 qq	Computed Market Choice Factor in City (MCF)**	%	263%
87 rr	Years of growth available in City in 2024 ((qq + 1) • 22)	years	80
88			
89	<b>Capacity for growth outside City (excluding Industrial growth)</b>		
90 ss	Years of growth available outside City in 2024 (vv - rr)	years	249
91			
92	<b>Capacity for growth in UGA (excluding Industrial growth)</b>		
93 tt	Surplus (Deficit) of vacant land for residential, commercial, community facilities, & streets (aa + gg + nn)	acres	489
94 uu	Computed Market Choice Factor in UGA (MCF)***	%	1397%
95 vv	Years of growth available in UGA in 2024 ((rr + 1) • 22)	years	329
96			
97	<b>7 - Future Industrial Land Need</b>		
98 ww	Current developed industrially-zoned land in City (from GIS analysis)	acres	117
99 xx	Current developed industrially-zoned land outside City (from GIS analysis)	acres	121
100 yy	Current vacant industrially-zoned land in City (from GIS analysis)	acres	131
101 zz	Current vacant industrially-zoned land outside City (from GIS analysis)	acres	236
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

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

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

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

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

#### 5.8.3.1 Urban Growth Area Designation Process

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

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

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

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

- **Population Allocation**

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

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

- **Land Capacity Analysis**

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

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

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

2. Determine the necessary residential acreage.

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

3. Determine the necessary commercial and retail acreage.

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

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

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

5. Identify areas needed for Industrial zoning.

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

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

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

7. Capital Facilities Plan.

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

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

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

#### 5.8.3.2 Urban Land Use Categories

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

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### **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
+Acres needed for future community facilities	28.75 Acres
=Total vacant acres needed for future non-industrial uses	77.05 Acres

7. **Current Vacant Land Analysis:**

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

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

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

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

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

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

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

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

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

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

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

Table 5.8.5.1-2 Example MCF and Years of Growth	
	Within the Current UGA
	Vacant: 116 acres
Market Choice Factor	51%
Years of Growth	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)
<b>Grandview</b>	2,289	2.97	794	155	19	245	63
<b>Granger</b>	1,923	4.14	464	87	10	62	24
<b>Harrah</b>	123	3.53	35	7	1	4	2
<b>Mabton</b>	339	4.31	79	15	2	7	4
<b>Moxee</b>	3,870	3.26	1,187	233	18	74	49
<b>Naches</b>	254	2.51	101	20	13	30	9
<b>Selah</b>	2,410	2.64	913	178	29	115	48
<b>Sunnyside</b>	3,117	3.60	866	169	82	107	54
<b>Tieton</b>	451	3.33	135	26	3	3	5
<b>Toppenish</b>	990	3.33	297	58	14	21	14
<b>Union Gap</b>	1,001	2.90	345	67	43	32	21
<b>Wapato</b>	677	3.88	174	36	6	23	10
<b>Yakima</b>	17,167	2.68	6,406	1,250	297	271	273
<b>Zillah</b>	1,876	2.87	654	128	32	93	38

Source: Yakima County GIS – UGA Analysis 2015-2016



## Toppenish UGA Current Zoning

- Current City Limits
- Current Urban Growth Boundary

### Development Potential

- Developed
- Vacant
- Partially Developed

### Current County Zoning

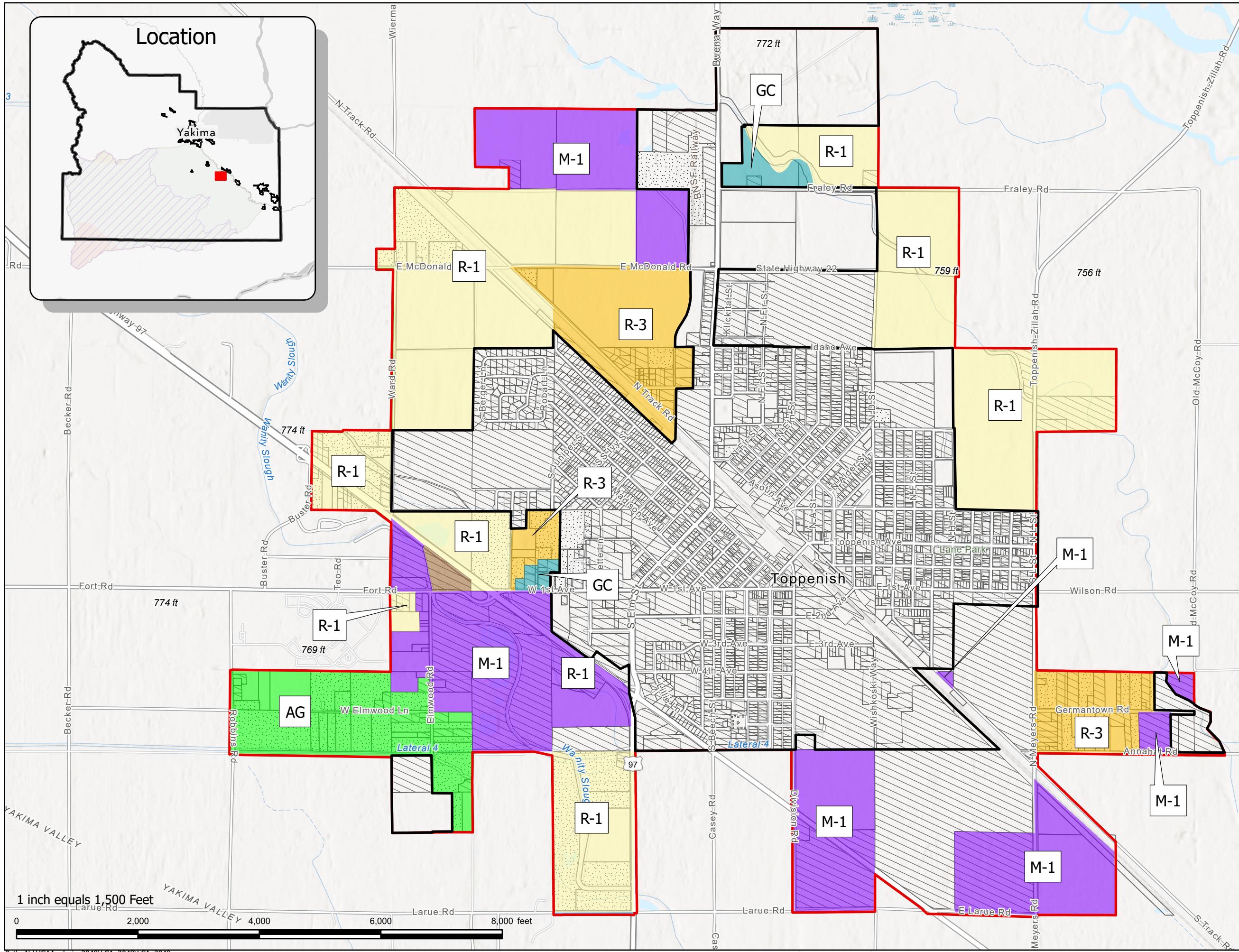
- (AG) Agriculture
- (RT) Rural Transitional
- (HTC) Highway/Tourist Commercial
- (R-1) Single-Family Residential
- (R-3) Multi-Family Residential
- (GC) General Commercial
- (M-1) Light Industrial



Date: 10/30/2025

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

**Attachment 4**





# Toppenish UGA

## Current Land-Use Designations

- Current City Limits
- Current Urban Growth Boundary

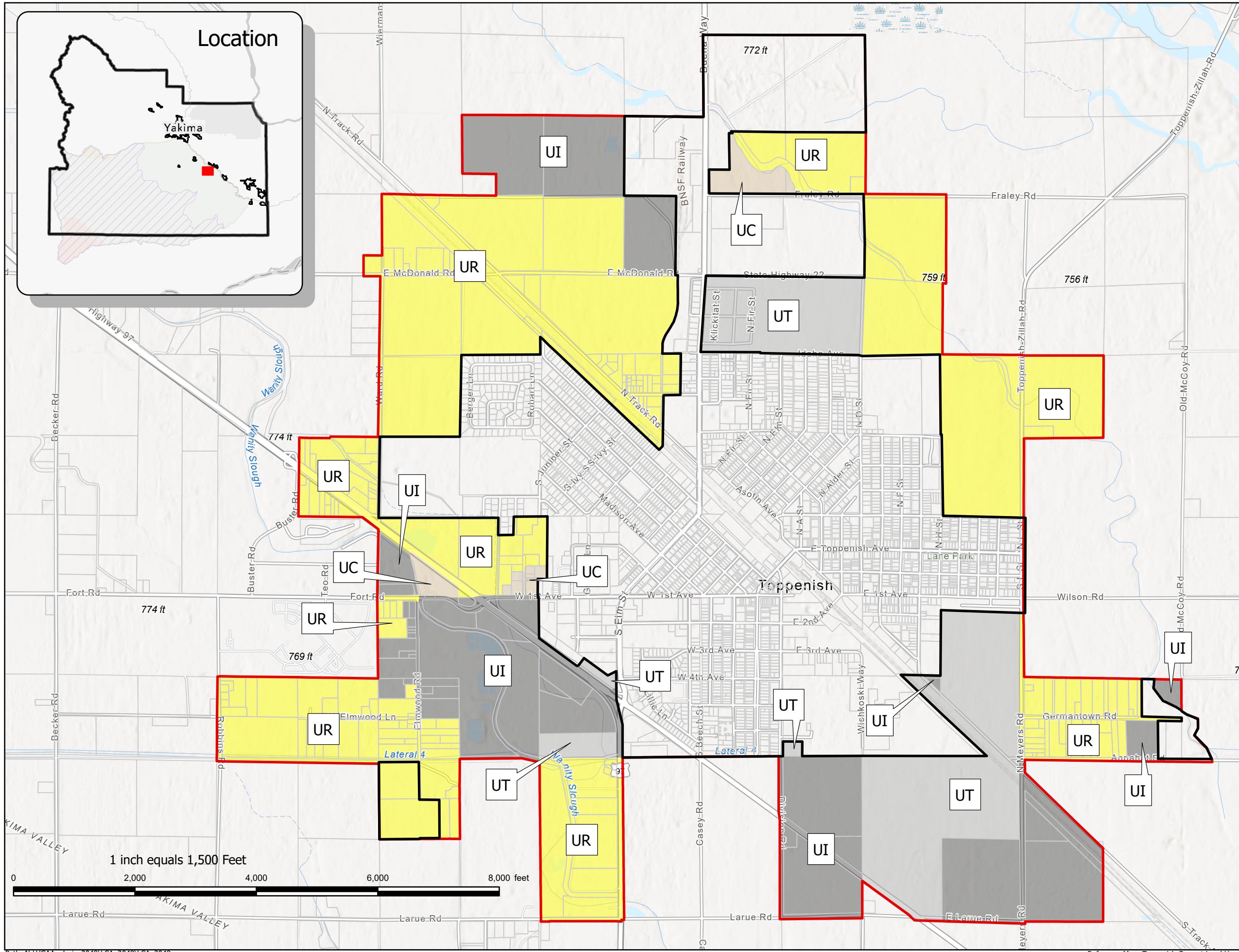
## County Comprehensive Plan Designations

- Urban Residential (UR)
- Urban Commercial (UC)
- Urban Industrial (UI)
- Urban Tribal (UT)



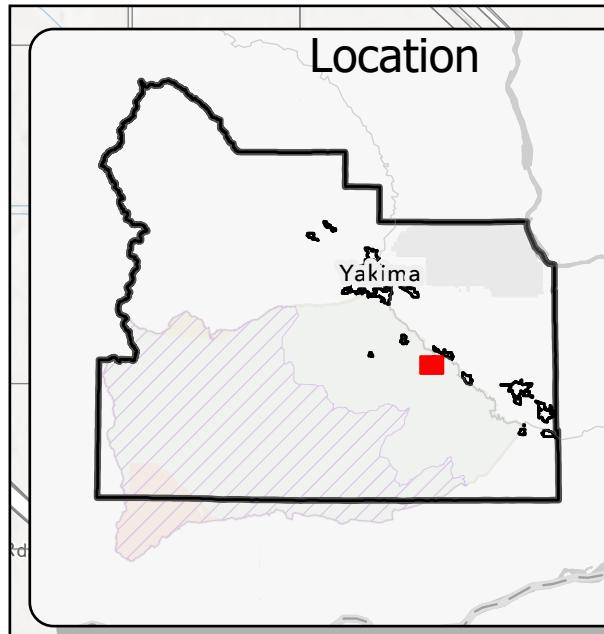
Date: 10/30/2025  
I Lot lines are for visual display  
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## Location



## Attachment 5

## Location



## Yakima County Planning Commission Recommendation

### Toppenish UGA

#### No Changes

■ Current City Limits  
■ Current Urban Growth Boundary



Date: 10/30/2025

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**Attachment 6**

