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 Granger

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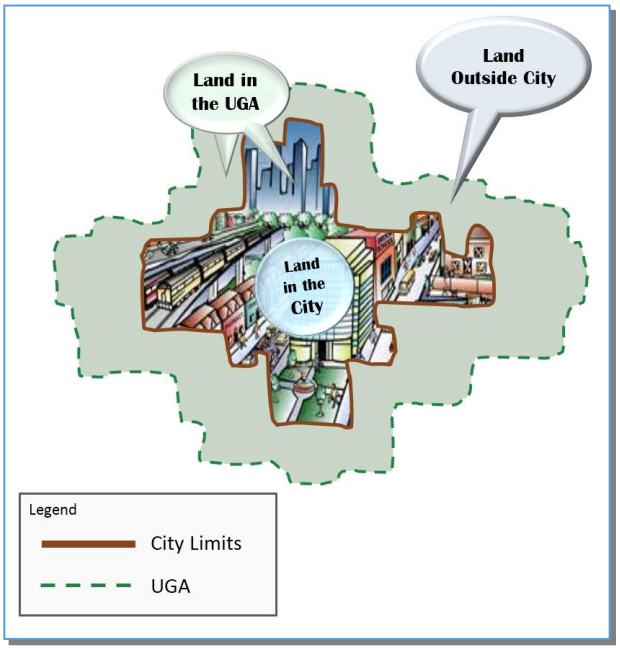
Review of Urban Growth Area (UGA): Land Capacity Analysis (LCA)

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

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

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

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



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

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

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

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

Acres needed for future residential
(plus) Acres needed for future commercial
(plus) Acres needed for future community facilities
(plus) Acres needed for future Streets

[1] 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.

(plus) Acres needed for future industrial
Subtotal: the total acreage needed for UGA Growth

Acres of currently vacant residentially zoned land
(plus) Acres of currently vacant commercially zoned land
(plus) Acres of currently vacant community facilities land
(plus) Acres of currently vacant industrially zoned land
Subtotal: the vacant acreage available for growth within the current UGA

Subtotal: total acreage needed for UGA growth
(minus) **Subtotal:** the vacant acreage available for growth within the current UGA

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

Quantity of land calculations for non-industrial uses

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

In summary, this analysis finds that Granger's UGA has enough vacant lands to accommodate its non-industrial growth for 77 years. It has a surplus of 208 residentially zoned vacant acres, a surplus of 65 commercially zoned vacant acres, and a deficit of 30 vacant acres owned by providers of community facilities to accommodate projected growth through 2046, as explained below:

1. **Population and Households Analysis:** Based on Granger's projected 2024-2046 population growth, this analysis estimates 252 additional households will be added to the city's population by the year 2046.

2046 population forecast for City (City/County consensus)	4,975	people
2024 population in City (OFM's April 1 estimate)	3,815	people
Population change: 2024 – 2046	1,160	people
Average household size in City: 2020[2]	**4.61**	people
Future Households in the City 2024 – 2046	**252**	**households**

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

(8,500 sq. ft. x 252 households) ÷ 43,560 households per acre =	**49 acres**

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

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

1,160 people x .0087 acres per person =	**10 acres**

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

1,160 people x .0228 acres per person =	**26 acres**

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

Residential acreage needed	49 acres
(plus) Commercial/retail acreage needed	10 acres
(plus) Community facilities acreage needed	26 acres
Subtotal	**85 acres**
Total streets acreage needed (Subtotal x 0.15)	**13 acres**

6. **Land Capacity Analysis (LCA)**[3]

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

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

a) Residentially zoned capacity calculation:

Currently vacant residentially zoned land in the city	204 acres
(minus) needed residential acreage, including associated streets	-56 acres
Subtotal: Surplus of vacant residentially zoned land within city	**148 acres**
(plus) current vacant residentially zoned land outside the city	60 acres
Equals: Surplus of vacant residentially zoned land in the UGA	**208 acres**

b) Commercially zoned capacity calculation:

Currently vacant commercial and retail zoned land in city	29 acres
(minus) needed commercial and retail acreage, including associated streets	-12 acres
Subtotal: Surplus of vacant commercially zoned land in city	**17 acres**
(plus) current vacant commercially zoned land outside the city	48 acres
Equals: Surplus of vacant commercially zoned land in the UGA	**65 acres**

c) Community facilities capacity calculation:

Current vacant community facilities land in city	0 acres

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

(minus) need community facility acreage, including associated streets	-30 acres
Subtotal: (Deficit) of vacant community facilities in City	**-30 acres**
(plus) Currently vacant community facilities land outside of the city	0 acres
Equals: (Deficit) of vacant community facilities land in UGA	**-30 acres**

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

Surplus of vacant residentially zoned land	208 acres
(plus) Surplus of vacant commercially zoned land	65 acres
(plus) (Deficit) of land needed for future community facilities	-30 acres
Equals: Surplus of vacant land in non-industrially zoned UGA	**243 acres**

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

Surplus of vacant land for residential, commercial, community facilities, and streets	135 acres
Equals: Years of growth available in City in 2024	**52 years**

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

Equals: Years of growth available outside City in 2024	**25 years**

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

Surplus of vacant land for residential, commercial, community facilities, & streets within UGA	243 acres
(computed) Market Choice Factor in UGA (MCF)	248%
Equals: Years of growth available in UGA in 2024	**77 years**

Years of growth for non-industrially zoned UGA calculation

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

[(acres currently vacant) ÷ (acres needed for future growth)] – 1.00 = MCF%

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

(341 ÷ 98) – 1 = 248%

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

MCF in Years = (248% + 1) x 22 = 77 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)	56 acres
(plus) Acres needed for future commercial & retail uses (and associated streets)	12 acres
(plus) Acres needed for future community facilities (and associated streets)	30 acres
Equals: Total vacant acres needed for future non-industrial growth	**98 acres**
Total amount of currently vacant Non-Industrially Zoned Land in UGA: (vacant residential + vacant commercial/retail uses + vacant community)	341 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	67 acres
Currently developed industrially zoned land outside city	12 acres
Currently vacant industrially zoned land in city	222 acres
Currently vacant industrially zoned land outside city	70 acres
Additionally vacant industrially zoned land need in city	0 acres
Additionally vacant industrially zoned land need outside city	0 acres

Review of Patterns of Development and Densities Permitted in the UGA

In addition to reviewing Granger'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 Granger includes seven zoning districts within its limits: Single Family Residential (R-1), Multifamily residential (R-2); Commercial (C-1) ; Manufacturing - light industrial (M-1)

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 Granger Zoning (Title 18 GMC Development Regulations)		
Zoning District	**Minimum Lot Size**	**Density**
Single Family Residential (R-1)	7,200 sq. ft	7 units per acre for a single-family residence
Multifamily residential (R-2)	Single-family structures: 7,200 sq. ft. Multifamily structures: 8,000 sq.	7 units per acre for a single-family residence
Yakima County Zoning in the Urban Growth Area (Yakima County Code Title 19)		
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

Within the city limits, Granger has 204 vacant residential acres. If developed with single-family residences on 7,200 square foot lots within city limits, the area could accommodate 1,234 new homes.

Outside city limits, Granger's UGA contains 60 vacant residential acres. Residential land within the unincorporated UGA is either within the County's R-1 or R-2 zones. Both zones allow a maximum density of seven units per acre for a single-family residence. If built out to this density of single-family detached units, the unincorporated UGA could support 420 new homes.

City/County Collaboration

County staff met with Granger's representatives on June 13, 2024, and September 30, 2025 to review the County's land capacity analysis process as a whole, discuss proposed future land use designations, evaluate permitted densities, and address Granger's planning issues. Those planning issues are summarized below:

- Beginning discussions towards reaching an agreement on a population growth percentage for the Periodic Update;
- Discussing current development patterns and where people desire to build within the UGA;
- Going over the LCA results, including the residential, commercial, community facilities, and the Industrial; and
- Start discussions on where and how the City would like to grow to target urban development towards those areas.

Major Rezone and Plan Amendment Review Criteria

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

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

(a) The proposed amendment is consistent with the Growth Management Act and requirements, the Yakima County Comprehensive Plan, the Yakima Urban Area Comprehensive Plan and applicable sub-area plans, applicable city comprehensive plans, applicable capital facilities plans and official population growth forecasts and allocations;

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

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

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

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

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

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

(iii) Correct an obvious mapping error; or

(iv) Address an identified deficiency in the plan. In the case of Resource Lands, the applicable de-designation criteria in the mapping criteria portion of the land 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: Any zoning map amendments will be processed as a major rezone in accordance with YCC Chapter 16B.10, and all applicable review criteria, including consistency with the Growth Management Act and the Comprehensive Plan, will be fully addressed during the amendment process.

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

(a) Land Supply:

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

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

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

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

(b) Utilities and services:

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

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

(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 the UGA would be addressed through map amendments rather than through changes to comprehensive plan policies or text.

Conclusion(s)

1. The County's LCA for Granger calculates a surplus of 208 acres of vacant residentially zoned land, a surplus of 65 acres of vacant commercially zoned land, and a deficit of 30 acres of vacant land for community facilities and all associated streets within the current UGA for all non-industrial uses through 2046. Overall, this is a surplus of 243 acres over what is needed, which can accommodate Granger's growth for the next 77 years (from 2024).

2. This LCA finds that Granger's current city limits would accommodate the City's growth for 52 years (from 2024) and that the UGA could accommodate the City's growth for 77 years (from 2024). Because the GMA requires the UGA to accommodate growth for only 22 years (i.e., from 2024 to 2046), the UGA should not be expanded. A reduction is not being recommended at this time because doing so could further limit future flexibility. This is particularly important given

the prohibition on agricultural land swaps, which already restricts the ability of smaller, agriculture-constrained jurisdictions to make targeted adjustments when unique land use challenges arise.

3. RCW 36.70A.130(3)(c)(ii) prohibits jurisdictions from conducting agricultural land 'swaps' when there is sufficient capacity to accommodate growth within the existing UGA. While this regulation is intended to preserve agricultural lands of long-term significance, it creates practical challenges for smaller jurisdictions that are largely surrounded by agriculture. In such cases, the prohibition limits flexibility to adjust boundaries, even when targeted swaps could address issues such as market choice, floodplain constraints, or other land use barriers. Over time, the inability to consider such adjustments may effectively prevent these jurisdictions from expanding, even when expansion becomes critical to their economic stability, long-term viability, and the continuation of orderly growth patterns. As a result, this regulation risks unintentionally constraining the very growth management outcomes the GMA is intended to enable.

Recommendation(s)

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

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

3. The Planning Commission recommends no additions or removals to the City of Granger's UGA at this time. Commissioners agreed that further coordination with the City is needed to evaluate potential areas for removal once additional time can be devoted to public engagement and planning for infrastructure such as water, sewer, and streets.

4. The Planning Commission also recommends no changes to the comprehensive plan designations or zoning within Granger's unincorporated UGA.

Attachments:

1. UGA LCA (spreadsheet)
2. County's population projection for Granger
3. ***Horizon 2040***'s description of the analytical process for the UGA LCA
4. Granger UGA Granger Current Zoning YC Planning Commission
5. Granger UGA Granger Land Use YC Planning Commission
6. Granger UGA Granger Change YC Planning Commission

Attachment 1
"UGA Land Capacity Analysis"
BOCC Hearing

	A	B	C	D
29			Units	Granger
30		**1 - Population and Households Analysis**		
31	a	2046 population for City (County's preferred alternative medium projection)	people	4,975
32	b	2024 population in City (OFM's April 1 estimate)	people	3,815
33	c	City's projected population increase, 2024-46 (a - b)	people	1,160
34	d	City's average household size (2020 Census - 5 Year Estimates) Table S1101	people per household	4.61
35	e	Additional households projected for City, 2024-46 (c ÷ d)	households	252
36				
37		**2 - Future Residential Land Need**		
38	f	Desired average density of future housing, 2024-46 (5.1 dwelling units per acre)	sq. ft. per dwelling unit	8,500
39	g	Land needed for future housing, 2024-2046 (e ● f ÷ 43,560 sq. ft. per acre)	acres	49
40				
41		**3 - Future Commercial & Retail Land Need**		
42	h	Current developed commercial & retail land in City (from GIS analysis)	acres	33
43	i	Current developed commercial & retail land in City per person (h ÷ b)	acres per person	0.0087
44	j	Land needed for future commercial & retail, 2024-46 (i ● c)	acres	10
45				
46		**4 - Future Community Facilities* Land Need**		
47	k	Current developed community facilities land in City (from GIS analysis)	acres	87
48	m	Current developed community facilities land in City per person (k ÷ b)	acres per person	0.0228
49	n	Land needed for future community facilities, 2024-46 (m ● c)	acres	26
50				
51		**5 - Future Streets Land Need**		
52	p	Subtotal of land needed for future residential, commercial & retail, and community facilities 2024-46 (g + j + n)	acres	85
53	q	Land needed for future streets (p ● 15%)	acres	13
54				
55		**6 - Land Capacity Analysis**		
56		Residentially-zoned capacity		
57	r	Current vacant residentially-zoned land in City, excluding floodplains (from GIS analysis)	acres	198
58	s	(plus) Current vacant residentially-zoned land in City, only including floodplains (from GIS analysis)	acres	29
59	t	= Current vacant residentially-zoned land in City (r + (s/5.1))	acres	204
60	u	(minus) Land needed for future housing and associated streets, 2024-46 (-g ● 115%)	acres	(56)
61	v	**= Surplus (Deficit) of vacant residentially-zoned land in City (t + u)**	**acres**	**148**
62	w	Current vacant residentially-zoned land outside City, excluding floodplains (from GIS analysis)	acres	58
63	x	(plus) Current vacant residentially-zoned land outside City, only in floodplains (from GIS analysis)	acres	11
64	y	= Current vacant residentially-zoned land outside City (w + (x/5.1))	acres	60
65	z	(plus) Surplus (Deficit) of vacant residentially-zoned land in City (v)	acres	148
66	aa	**= Surplus (Deficit) of vacant residentially-zoned land in UGA in 2046 (y + z)**	**acres**	**208**
67				
68		Commercially-zoned capacity		
69	bb	Current vacant commercially-zoned land in City (from GIS analysis)	acres	29
70	cc	(minus) Land needed for future commercial & retail and associated streets, 2024-46 (-j ● 115%)	acres	(12)
71	dd	**= Surplus (Deficit) of vacant commercially-zoned land in City (bb + cc)**	**acres**	**17**
72	ee	Current vacant commercially-zoned land outside City (from GIS analysis)	acres	48
73	ff	(plus) Surplus (Deficit) of vacant commercially-zoned land in City in 2046 (dd)	acres	17
74	gg	**= Surplus (Deficit) of vacant commercially-zoned land in UGA in 2046 (ee + ff)**	**acres**	**65**
75				
76		Community Facilities capacity		
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	(30)
79	jj	**= Surplus (Deficit) of vacant community facilities in City (hh + ii)**	**acres**	**(30)**
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	(30)
82	nn	**= Surplus (Deficit) of vacant community facilities land in UGA in 2046 (kk + mm)**	**acres**	**(30)**
83				
84		**Capacity for growth in City (excluding Industrial growth)**		
85	pp	Surplus (Deficit) of vacant land for residential, commercial, community facilities, & streets (v + dd + jj)	acres	135
86	qq	Computed Market Choice Factor in City (MCF)**	%	138%
87	rr	Years of growth available in City in 2024 ((qq + 1) ● 22)	years	52
88				
89		**Capacity for growth outside City (excluding Industrial growth)**		
90	ss	Years of growth available outside City in 2024 (vv - rr)	years	25
91				
92		**Capacity for growth in UGA (excluding Industrial growth)**		
93	tt	Surplus (Deficit) of vacant land for residential, commercial, community facilities, & streets (aa + gg + nn)	acres	243
94	uu	Computed Market Choice Factor in UGA (MCF)***	%	248%
95	vv	Years of growth available in UGA in 2024 ((rr + 1) ● 22)	years	77
96				
97		**7 - Future Industrial Land Need**		
98	ww	Current developed industrially-zoned land in City (from GIS analysis)	acres	67
99	xx	Current developed industrially-zoned land outside City (from GIS analysis)	acres	12
100	yy	Current vacant industrially-zoned land in City (from GIS analysis)	acres	222
101	zz	Current vacant industrially-zoned land outside City (from GIS analysis)	acres	70
102	aaa	Industrial acres to add to UGA (based on City's economic development strategy) (from GIS analysis)	acres	0
103	bbb	Industrial acres to remove from UGA (based on City's economic development strategy) (from GIS analysis)	acres	0

Attachment 2
County's Population Projections BOCC Hearing

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

[1] These annual growth rates are applied to the 2024 population figures and to each subsequent year.

Attachment 2
County's Population Projections BOCC Hearing

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

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

5.8.3.1 Urban Growth Area Designation Process

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

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

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

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

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

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

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

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

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

  2. Determine the necessary residential acreage.

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

  3. Determine the necessary commercial and retail acreage.

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

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

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

  5. Identify areas needed for Industrial zoning.

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

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

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

7. Capital Facilities Plan.

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

- **Mapping Criteria for New UGA areas:**
  1. Lands contiguous with other properties that are, or should be, included in an urban growth area.
  2. Lands that take advantage of physical features to help provide a clear separation between urban and rural areas. No physical barriers (e.g., rivers, railroads, irritation 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

Management Act (GMA) mandated Urban Growth Area and/or Comprehensive Plan update. The County's Urban land use categories or designations are categorized into six general land use categories that are intended to be consistent with the plan designations found in the respective city's comprehensive, subarea or neighborhood plan. Criteria have been developed and used to map the various land use categories. Each land use category is prefaced by Purpose and General Description Statements to help interpret ***Horizon 2040.*** Lands meeting a predominance of criteria from one category are generally placed into a specific land use category. Future changes in land use categories will be measured against the Purpose Statements, General Map Descriptions and Mapping Criteria, in concert with Plan Element Policies.

- ***Urban Residential***

  Purpose
  The intent of the Urban Residential land use category, adopted as part of the future land use map, is to provide for a full range of urban housing types, from single and multi - family development to high density family housing. The Urban Residential land use designation is a general designation intended to accommodate all the urban residential land use designations listed in each of the fourteen cities' and towns' future land use maps.

- ***Urban Commercial***

  Purpose
  The intent of the Urban Commercial land use category, adopted as part of the future land use map, is to provide for commercial areas where a wide range of retail activities and services are permitted. The Urban Commercial land use designation is a general designation intended to accommodate all the urban commercial land use designations listed in each of the fourteen cities' and towns' future land use maps.

- ***Urban Industrial***

  Purpose
  The intent of the Urban Industrial land use category, adopted as part of the future land use map, is to provide for adequate and appropriate lands for the location of industrial land uses taking into consideration compatibility with adjacent land uses, availability of required infrastructure, accessibility of adequate transportation corridors and minimization of impacts to natural resources and critical areas. The Urban Industrial land use designation is a general designation intended to accommodate all the urban industrial land use designations listed in each of the fourteen cities' and towns' future land use maps.

- ***Urban Public***

  Purpose
  The intent of the Urban Public land use category, adopted as part of the future land use map, is to provide for adequate land for land uses that include, but not limited to, government buildings and service centers, public parks and recreational spaces, educational institutions, libraries, cemeteries, museums and churches. The Urban Public land use designation is a general designation intended to accommodate all the urban public land use designations listed in each of the fourteen cities' and towns' future land use maps.

- ***Urban Parks and Open Space***

  Purpose
  The intent of the Parks and Open Space land use category, adopted as part of the future land use map, is to provide adequate land for land uses that include, but not limited to, public parks and recreational spaces, environmentally constrained areas and shoreline areas. The Urban Parks and Open Space land use designation is a general designation intended to accommodate all the urban public land use designations listed in each of the fourteen cities' and towns' future land use maps.

- ***Urban Tribal***

  Purpose
  The intent of the Urban Tribal land use category, adopted as part of the future land use map, is to recognize lands within UGAs that are held in trust for, or owned by, the Yakama Nation. Yakima County has no jurisdiction to regulate land uses on these lands. However, the Urban Tribal land use designation is a general designation intended to accommodate all the urban tribal land use designations adopted in the future land use maps of the Yakima Nation, cities, and towns located within the Yakima Nation Reservation.

5.8.4 Urban Lands – Existing Conditions

5.8.4.1 Character of the Urban Growth Areas

At one time, most of the land in Yakima County's UGAs was used for agriculture. Irrigated agriculture brought settlers to the Yakima Valley. Railroads provided transportation for crops and goods, and the cities developed to serve the agricultural areas along the rail lines. Consequently, urban expansion has occurred, and is still occurring, on the lands early settlers found most desirable for agriculture. Generally, these are the areas with the deepest and best soils and where existing irrigation systems can carry water from great distances without the need for extensive pumping.

Maps 5.8.4.1-1 through 5.8.4.1-15 show the location of Yakima County's fourteen cities and UGAs. These areas take in most of the County's population, as well as the major commercial and employment centers. While each city and UGA share some common features, each one has a

very separate and distinct character. They range in size from tiny Harrah (OFM 2015 population of 650) to the county seat in Yakima (OFM 2015 population of 93,220). Some unincorporated UGAs are more residential in nature, while some are more industrial and commercial based. One common characteristic that all cities and UGAs in Yakima County share is that each have large agricultural economies.

Table 5.8.4.1-1 lists the estimated population for each city and its associated UGA according to the Washington State Office of Financial Management (OFM). The population listed represents population in both the unincorporated and incorporated areas of the UGA. The pattern illustrated in Table shows steady population growth within each of the fourteen urban growth areas. This is to be expected considering the vast majority of development occurs in UGAs and Yakima County is a GMA compliant county with adopted comprehensive plans and development regulations guiding growth inside UGAs.

Table 5.8.4.1-1 Urban Growth Area Population From 2010-2015

Urban Growth Area Name	Estimated Total Population 2010	Estimated Total Population 2011	Estimated Total Population 2012	Estimated Total Population 2013	Estimated Total Population 2014	Estimated Total Population 2015
Grandview	11,608	11,673	11,756	11,764	11,929	11,955
Granger	3,341	3,368	3,383	3,413	3,593	3,737
Harrah	663	668	688	683	683	688
Mabton	2,626	2,634	2,643	2,661	2,669	2,675
Moxee	4,035	4,145	4,236	4,313	4,372	4,407
Naches	938	951	951	950	963	978
Selah	8,734	8,800	8,869	8,922	8,974	8,854
Sunnyside	17,901	18,045	18,091	18,159	18,186	18,237
Tieton	1,364	1,372	1,371	1,411	1,431	1,431
Toppenish	9,890	9,895	9,900	9,899	9,904	9,916
Union Gap	6,845	6,855	6,912	6,911	6,945	6,957
Wapato	7,615	7,653	7,661	7,667	7,674	7,680
Yakima	102,408	102,851	103,246	103,950	104,535	105,293
Zillah	3,292	3,331	3,367	3,390	3,416	3,415

Source: Office of Financial Management (OFM)

OFM does not estimate population for the unincorporated areas of the UGA, however when the population estimates in Table 5.8.4.1-1 above are subtracted from the standard April 1st OFM city population estimates between 2010-2015, the results are population estimates for the unincorporated portions of the UGA, see Table 5.8.4.1-2 below.

Urban growth areas by their design are intended to be evolving from year to year with population fluctuations from annexations and/or UGA boundary changes. The unincorporated UGA population listed in the Table below is useful for planning purposes. For example, identified trends in a city's UGA population can be compared to that city's incorporated population growth over the same time period and an analysis could be done to determine whether population growth is from new development or annexations. The data is also be a great indicator of how cities and the county are meeting their own comprehensive plan density goals.

Table 5.8.4.1-2 Unincorporated Urban Growth Area Population From 2010-2015						
Urban Growth Area Name	**Estimated Total Population 2010**	**Estimated Total Population 2011**	**Estimated Total Population 2012**	**Estimated Total Population 2013**	**Estimated Total Population 2014**	**Estimated Total Population 2015**
Grandview	746	752	756	754	759	755
Granger	95	98	98	98	98	97
Harrah	33	38	38	38	38	38
Mabton	340	344	353	356	359	365
Moxee	727	730	731	658	652	597
Naches	143	146	146	145	148	148
Selah	1,587	1,595	1,579	1,582	1,579	1,359
Sunnyside	2,043	2,036	1,961	1,959	1,956	1,957
Tieton	173	177	176	176	176	176
Toppenish	941	945	950	949	949	951
Union Gap	798	800	807	801	805	807
Wapato	2,618	2,628	2,632	2,632	2,634	2,640
Yakima	11,212	11,220	11,315	11,331	11,455	12,073
Zillah	328	331	332	275	276	275
Source: Yakima County and Office of Financial Management (OFM) UGA Data						

During the original Visioning process conducted for the Yakima County comprehensive plan, a citizen preference for population distribution throughout the County was identified. The distribution was 75 percent of the total population will be living in the cities or their surrounding UGA, while the remaining 25 percent of the total will locate in the rural and resource lands. Based on the 2015 OFM population estimates for Yakima County, the UGAs and the incorporated cities and towns in the County the overall population distribution between urban and rural population is on target with the original vision (see Table 5.8.4.1-3 below).

Table 5.8.4.1-3 OFM 2015 Population Distribution of Yakima County (Urban vs. Rural)			
	2015 OFM Population Estimate	**2015 OFM Urban Vs. Rural Population Estimates**	**Population Distribution (Urban/Rural)**
Yakima County Total Population	249,970	249,970	100%
Unincorporated Population	85,985	63,747 (Total Unincorporated Pop of 85,985 minus Total UGA Pop of 22,238)	26%
Incorporated Population	163,985	186,223 (Total Incorporated Pop of 163,985 plus Total Unincorporated UGA Pop of 22,238)	74%
Source: Office of Financial Management (OFM)			

5.8.4.2 – Urban Growth Areas - Annexations

Consistent with this goal of controlling the spread of urban growth, the GMA limits the territory that a city may annex to that which lies within its UGA. The annexation issue facing cities in GMA counties will not be so much whether to annex as when to annex. Ultimately, a city will annex to the limits of its UGA, assuming that the population projections prove accurate. The timing of that

expansion will depend on a number of factors, including population growth within the urban growth area and the city's ability to provide urban-type services in that area.

Annexations play an important role in the population changes of both the unincorporated and incorporated areas of an UGA. Almost overnight, an annexation can result in a significant increase in population for a city while conversely decreasing a County's population. Table 5.8.4.1-3 shows that over a ten year period between 1990 and 2000 almost 11,000 unincorporated County residents were annexed into a city. The Table shows that the bulk of that population went into the cities of Union Gap and Yakima.

Table 5.8.4.1-3 Annexations by Jurisdiction From 1990 - 2000

Jurisdiction	Annexation Parcels	Annexation Area (sq mi)	Annexation Housing Units	Annexation Occupied Housing Units	Annexation Population
Yakima County	120	12.04	4,899	4,533	10,937
Grandview	7	0.61	36	30	87
Granger	3	0.16	7	7	16
Harrah	1	0.01	0	0	0
Mabton	5	0.07	3	3	10
Moxee	5	0.64	9	8	17
Naches	.	.	.	.	.
Selah	12	1.63	48	42	131
Sunnyside	15	2.08	80	76	240
Tieton	12	0.26	16	16	57
Toppenish	3	0.09	1	1	3
Union Gap	3	1.13	772	740	2,031
Wapato	2	0.05	0	0	0
Yakima	51	5.27	3,927	3,610	8,345
Zillah	1	0.05	0	0	0

Source: Office of Financial Management (OFM)

Table 5.8.4.1-4 below shows that over a ten year period between 2000 and 2010 roughly 12,000 unincorporated County residents were annexed into a city. The Table shows that the bulk of that population went into the city of Yakima.

Table 5.8.4.1-4 Annexations by Jurisdiction From 2000 - 2010					
Jurisdiction	**Annexation Parcels**	**Annexation Area (sq mi)**	**Annexation Housing Units**	**Annexation Occupied Housing Units**	**Annexation Population**
Yakima County	106	11.39	5,115	4,785	12,112
Grandview	14	0.80	22	20	49
Granger	8	0.42	11	10	29
Harrah	1	-0.07	0	0	0
Mabton	1	0.31	20	18	72
Moxee	6	0.54	25	24	72
Naches	11	0.27	12	12	27
Selah	3	0.09	13	12	31
Sunnyside	18	0.67	58	57	183
Tieton	2	0.07	0	0	0
Toppenish	3	0.19	10	10	47
Union Gap	1	-0.01	0	0	0
Wapato	2	0.20	3	3	9
Yakima	28	7.41	4,927	4,605	11,556
Zillah	8	0.52	14	14	37
Source: WA. State Office of Financial Management (OFM)					

In Table 5.8.4.1-5 below, OFMs data on newly annexed housing units and population gained by each city is listed from 2010 through 2015.

Table 5.8.4.1-5 Annexations by Jurisdiction From 2010 - 2015					
Jurisdiction	**Annexation Parcels**	**Annexation Area (sq mi)**	**Annexation Housing Units**	**Annexation Occupied Housing Units**	**Annexation Population**
Yakima County	34	569.407	166	146	398
Grandview	4	64.376	3	3	5
Granger	1	0.009	0	0	0
Harrah	0	0	0	0	0
Mabton	1	0.021	0	0	0
Moxee	4	0.502	34	31	90
Naches	0	0	0	0	0
Selah	3	0.129	51	44	113
Sunnyside	7	123.725	22	22	72
Tieton	2	1.565	6	1	1
Toppenish	1	0.012	0	0	0
Union Gap	1	260.000	16	15	47
Wapato	2	0.008	0	0	0
Yakima	4	118.988	10	7	14
Zillah	4	0.071	24	23	56
Source: Office of Financial Management (OFM)					

Though Table 5.8.4.1-5 only shows the annexations by jurisdiction over a five-year period. Compared to the two Tables above that are for a ten year period, it clearly illustrates a dramatic decline in the number of annexations in Yakima County. If the 2010 to 2015 five year trend continues out to 2020 there will be less than 900 people annexed into cities. That is roughly 10,000 people less than what occurred during each of the two previous decades. Of course all that could change with one large annexation, which is precisely why Yakima County relies on land capacity along with population projections to accurately identify future urban land needs.

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
Average household size in city (2010 Census)	Example 2.87 people
Additional households in city 2015-2040 (500 ÷ 2.87)	Example 174 households

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

   8,500 sq. ft. x 174 households = 1,479,000 sq. ft. / 43,560 sq. ft. (1 acre) = 34 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	25 Acres +	3.75 Acres for streets
= 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:

Table 5.8.5.1-1 Example Land Capacity Analyses (LCA) Summary – Excluding Industrially-zoned Land

Zoning Group	Total Acres Within City Limits	Outside City Limits & Within Current UGA	Total: Within City Limits and Within Current UGA	Total Acres needed from Step 6 above	*Determination of Surplus or Deficit*
Residential	Vacant: 13 acres	Vacant: 51 acres	Vacant: 64 Acres	39.1 acres	*Surplus: 24.9 acres*
Commercial	Vacant: 18 acres	Vacant: 34 acres	Vacant: 52 Acres	9.2 acres	*Surplus: 42.8 acres*
Community Facilities	Vacant: 0 acres	Vacant: 0 acres	Vacant: 0 Acres	28.75 acres	*Deficit: 28.75 acres*
Total of above Zoning Groups	Vacant: 31 acres	Vacant: 85 acres	Vacant: 116 Acres	77.05 acres	*Surplus: 38.95 acres*

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

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

   [(acres currently vacant) ÷ (acres needed for future growth)] – 1.00 = Computed MCF %
   Example: [116 acres ÷ 77.05 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.

   (Computed MCF + 1) x 25 years = years of growth available
   Example 1: (51% MCF + 1) x 25 years = 37.75 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."

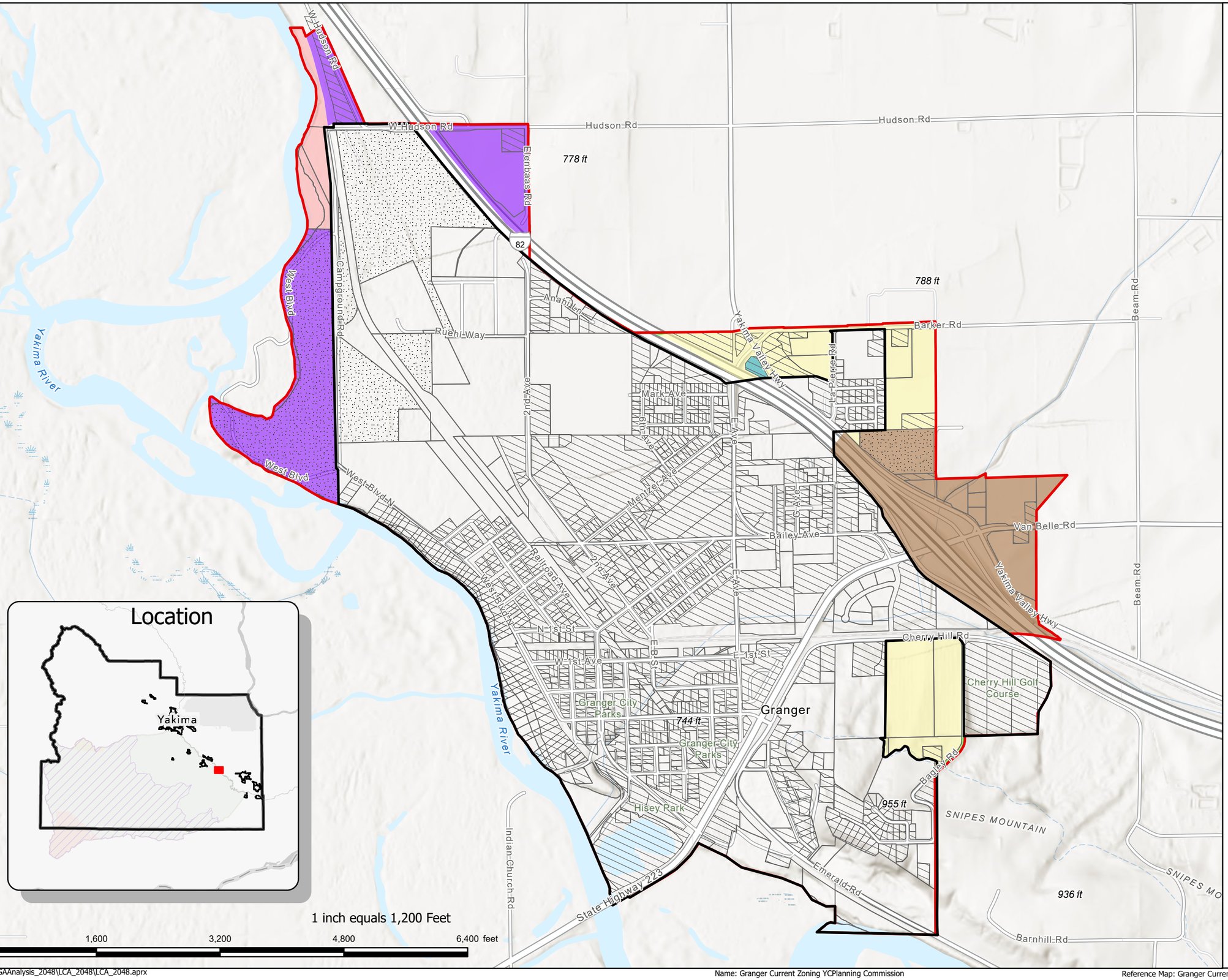
5.8.5.2 Countywide Urban Growth Area Land Capacity Analysis Results

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)**
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							

Granger UGA

Current Zoning



Current City Limits

Current Urban Growth Boundary

Development Potential

- Developed
- Vacant
- Partially Developed

Current County Zoning

- (GC)General Commercial
- (HTC)Highway/Tourist Commercial
- (RLDP)Remote Extremely Limited
- (M-1)Light Industrial
- (R-1)Single-Family Residential

N W E S

Date: 10/30/2025

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

Attachment 4

Path: N:\UGAAnalysis_2048\LCA_2048\LCA_2048.aprx

Name: Granger Current Zoning YCPlanning Commission

Reference Map: Granger Current Zoning

HORIZON 2046

Granger 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)

N

W E

S

Date: 10/30/2025

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

Attachment 5

Location

Yakima

1 inch equals 1,200 Feet

0 1,600 3,200 4,800 6,400 feet

Path: N:\UGAAnalysis_2048\LCA_2048\LCA_2048.aprx

Name: Granger Land Use YCPlanning Commission

Reference Map: Granger Land Use

Yakima County Planning Commission Recommendation

Granger UGA

No Changes

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

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

Date: 10/30/2025
Parcel Lot lines are for visual display only. Do not use for legal purposes.

Attachment 6

Location

1 inch equals 1,200 Feet

0 0.25 0.5 0.75 1 Miles

Path: N:\UGAAnalysis_2048\LCA_2048\LCA_2048.aprx

Name: Granger Change YCPlanniong Commission

Reference Map: Granger Changes