



## **CHAPTER 1. ~~POLICY PLAN~~ INTRODUCTION**

### **1.1 ABOUT YAKIMA COUNTY**

Yakima County is located in south central Washington State among seven neighboring counties. The geography varies from densely timbered, mountainous terrain in the west, rolling foothills, broad valleys and arid regions to the east and fertile valleys in its central and southern parts. Yakima County's development was shaped largely by the Northern Pacific Railroad and the Yakima River. Most of the county's population is concentrated along this river, largely because irrigation was critical to the success of the communities and the farmers who settled in this area. Agriculture has been the staple of the economy as far back as 1880s when Yakima settlers developed the land into a commercial agricultural enterprise. With irrigation and railroads, commercial fruit production flourished. Yakima established wine grape vineyards in 1869 and hops acreage in 1872, which remain major parts of its agricultural industry today. Forestry and livestock, dairies and the growing, storage and shipping/processing of deciduous tree fruits (cherry, pears, apples, etc.), are bedrocks of Yakima County's agricultural industry. Yakima County has 558,000 irrigated acres of private land used for agriculture. The most recent federal decennial census for 2010 had Yakima County at a population of 243,231 and the Washington State Office of Financial Management (OFM) has the County at a 2015 population of 249,970. Yakima County is the second largest county by land area in Washington State at 4,296 square miles or 2.75 million acres and is the state's leading agricultural county (\$850 million per year).

### **1.2 GROWTH MANAGEMENT ACT**

The Washington State Growth Management Act (GMA), enacted in 1990, is a state law that requires local governments to manage growth by identifying and protecting critical areas, natural resources, designating urban and rural areas and preparing comprehensive plans and implementing them through development regulations and capital investments. The GMA was adopted because the Washington State Legislature found that uncoordinated and unplanned growth posed a threat to the environment, sustainable economic development and the quality of life in Washington. Rather than centralize planning and decision-making at the state level, the GMA focuses on local control. The GMA establishes state goals, set deadlines for compliance, offers direction on how to prepare local comprehensive plans and regulations and sets forth requirements for early and continuous public participation. Within the framework provided by the mandates of the Act, local governments have many choices regarding the specific content of comprehensive plans and implementing development regulations. The following 14 goals listed in Table

1.2-1 are adopted under GMA to guide the development and adoption of comprehensive plans and development regulations.

**Table 1.2-1 Growth Management Act Planning Goals**

<b>Goal</b>	<b>Description</b>
<b>Urban Growth</b>	Encourage development in urban areas where adequate public facilities and services exist or can be provided in an efficient manner.
<b>Reduce Sprawl</b>	Reduce the inappropriate conversion of undeveloped land into sprawling, low-density development.
<b>Transportation</b>	Encourage efficient multimodal transportation systems that are based on regional priorities and coordinated with county and city comprehensive plans.
<b>Housing</b>	Encourage the availability of affordable housing to all economic segments of the population of this state, promote a variety of residential densities and housing types, and encourage preservation of existing housing stock.
<b>Economic Development</b>	Encourage economic development throughout the state that is consistent with adopted comprehensive plans, promote economic opportunity for all citizens of this state, especially for unemployed and for disadvantaged persons, and encourage growth in areas experiencing insufficient economic growth, all within the capacities of the state's natural resources, public services and public facilities.
<b>Property Rights</b>	Private property shall not be taken for public use without just compensation having been made. The property rights of landowners shall be protected from arbitrary and discriminatory actions.
<b>Permits</b>	Applications for both state and local government permits should be processed in a timely and fair manner to ensure predictability.
<b>Natural Resources Industries</b>	Maintain and enhance natural resource-based industries, including productive timber, agricultural, and fisheries industries. Encourage the conservation of productive forestlands and productive agricultural lands, and discourage incompatible uses.
<b>Open Space and Recreation</b>	Encourage the retention of open space and development of recreational opportunities, conserve fish and wildlife habitat, increase access to natural resource lands and water, and develop parks.
<b>Environment</b>	Protect the environment and enhance the state's high quality of life, including air and water quality, and the availability of water.
<b>Citizen Participation and Coordination</b>	Encourage the involvement of citizens in the planning process and ensure coordination between communities and jurisdictions to reconcile conflicts.
<b>Public Facilities and Services</b>	Ensure that those public facilities and services necessary to support development shall be adequate to serve the development at the time the development is available for occupancy and use without decreasing current service levels below locally established minimum standards.

<b>Historic Preservation</b>	Identify and encourage the preservation of lands, sites, and structures that have historical or archaeological significance.
<b>Shoreline Management</b>	The goals and policies of a shoreline master program for a county shall be considered an element of the county or city's comprehensive plan.

Source: RCW 36.70A.020

The comprehensive plan of Yakima County is required to consist of a map or maps, and descriptive text covering objectives, principles, and standards used to develop the comprehensive plan. The plan shall be an internally consistent document and all elements shall be consistent with the future land use map. The comprehensive plan shall be adopted and amended with adequate public participation as required by the Act. The comprehensive plan shall include a plan, scheme, or design for each of the following elements: a land use element, a housing element, a capital facilities element, a utilities element, and, for counties, a rural element. Yakima County's Comprehensive Plan includes the required elements as well as optional elements addressing: natural environment, parks and open spaces, natural hazards, intergovernmental coordination, economic development and subarea planning.

The GMA has changed Washington planning law in several ways:

1. Local governments must develop comprehensive plans and adopt regulations that are consistent with the plan. This changes the historic position in this state that the plan is to serve only as a "guide" to decision-making;
2. Land use authorized by the plan must be supported by adequate public facilities and services;
3. Local plans must comply with state planning goals and regulations and countywide planning policies. Plans that are not consistent with these requirements may be appealed. Penalties, imposed by the state, may be applied to communities whose plans do not conform to the state and regional requirements;
4. Urban Growth Areas (UGAs) must be designated. The UGAs are intended to direct growth to areas with adequate facilities and services, to reduce sprawl and to provide a distinct boundary between urban and rural areas; and
5. A process is required to accommodate essential public facilities (e.g. prisons, wastewater plants, etc.).

**THE GROWTH MANAGEMENT ACT  
ESTABLISHES THE PRIMACY OF THE COMPREHENSIVE PLAN.  
THE COMPREHENSIVE PLAN IS THE STARTING POINT  
FOR ANY PLANNING PROCESS  
AND THE CENTERPIECE OF LOCAL PLANNING.**

## 1.3 THE COMPREHENSIVE PLAN – HORIZON 2040

The Yakima County Comprehensive Plan – **Horizon 2040** is not just a plan for County government. **Horizon 2040** ensures that Yakima County complies with requirements of the Growth Management Act including the fourteen planning goals and represents Yakima County's means for achieving compliance consistent with Central Washington values, customs and culture. Developed out of input from thousands of people in our community at different times over decades, **Horizon 2040** truly is the community's plan. Many goals and policies call for coordination and collaboration among individual citizens, neighborhoods and civic groups, and city government. As always, there will be challenges and change, but the intent is to build on the creativity and strength of our community to shape how we develop. **1 Purpose**  
Yakima County residents have expressed a vision for the future that includes a healthy environment, family wage jobs, convenient transportation, affordable housing, accessible health care, and a diversified economy~~ic development~~. Yakima County's Comprehensive Plan—**Horizon 2040** serves as the blueprint for making this vision a reality.



**Horizon 2040** is a set of goals, policies, maps, illustrations, and implementation strategies that state~~s~~ how the county should grow physically, socially, and economically. The plan emphasizes innovative and flexible

strategies to guide growth and development. One of the central themes of **Horizon 2040** is the promotion of economic development that occurs in harmony with environmental protection and preservation of natural resources. **Horizon 2040** recognizes the interest of the entire community and promotes cultural and ethnic diversity.

Yakima County Comprehensive Plan - **Horizon 2040** establishes a pattern of land uses to shape the future in desirable ways. Land use plan map designations include: residential, commercial, industrial, urban, rural, and resource areas. Identifying and defining these land use categories ensures compatibility among uses, protection of property values, and efficient provision of infrastructure and services. **Horizon 2040**'s land use plan map also identifies urban growth area (UGA) boundaries. UGAs are intended to reduce sprawl and provide a clear separation between urban and rural areas.

The benefits to Yakima County of developing and implementing a comprehensive plan include:

1. Identifying the major trends and issues that will affect the county's future form, livability and overall health;
2. Assuring the protection and enhancement of the county's natural resources, environmental systems and neighborhood and community character in the midst of anticipated growth and change;
3. Using capital improvements, regulatory programs and incentives to guide new development and encourage appropriate redevelopment; and
4. Acting strategically to improve the county's economic future and its ability to attract and retain well-paying jobs.

#### **1.3.1.1 Plan A—Overview/Organization**

~~It is no coincidence that the first page of **Plan 2015** begins with a quote from the last page of the Upper Yakima Valley Visioning Report. We are all, to some degree, active participants in a creative process, laying the groundwork for what will be. Just as citizens led the efforts to create a vision for our valley's future, **Plan 2015** is based on the ideas, concerns, judgment, and extensive efforts of a diverse group of citizen planners. Scores of people were asked by the Board of Commissioners to develop goals and policies that will address the many choices the next twenty years will pose, including:~~

~~"How should Yakima County grow and develop?"~~

~~"What services and facilities will be needed to support the growth?"~~

~~"How will the community pay for public improvements and services related to growth?"~~

~~"What kind of public/private partnerships and intergovernmental relationships can be forged to meet the challenges of growth?"~~

Answers to these kinds of questions will shape key public and private sector decisions into the next century.

**How is *Plan 2015* Organized?**

This Plan is divided into three parts for the ease of citizens, development interests, agencies, and decision makers who will be its primary users.

The first section is comprised of three chapters. The reader who understands this section knows the action program proposed in *Plan 2015*, the extensive citizen effort that created it, and the environmental analysis of the various alternative strategies for our valley's future. This section should be viewed as a user's manual: to work through the adoption and future plan amendment processes; to evaluate and effectively participate in specific land development proposals; to understand the service levels, deficiencies and budgetary implications of capital facility requirements and a host of other community development issues.

The heart of *Plan 2015* is found in Chapter I, the Policy Plan. It contains the goals and policies developed by the citizen groups, recommended by the Planning Commission, and adopted by the Board of Yakima County Commissioners. Each group of goals and policies is preceded by a background report that summarizes the major development issues contained in the individual plan chapters and evaluated in the Environmental Analysis, Chapter III.

Chapter II is entitled Plan Development. It documents the six year, citizen driven planning effort that formulated *Plan 2015*. Here the reader is given a context for the plan, and an appreciation for the considerable investment of time and thoughtful debate that went into the framing of the goals and policies.

Chapter III contains the Environmental Analysis required by statute and outlines the County's unique approach to integrating environmental considerations with plan development requirements of the Washington State Growth Management Act (GMA). Potential significant adverse environmental impacts of four separate alternatives are evaluated in this chapter. The reader is given a full synopsis of the relative advantages and disadvantages of the Plan's four primary alternative components according to the major issues identified in each plan element and the Environmental Impact Statement (EIS) scoping: Alternative A is the Existing Conditions scenario, a projection of current trends and patterns. Alternative B represents the citizen committee recommendations. Alternative C reflects a strict interpretation of GMA requirements, particularly for rural and resource areas of the County. Alternative D reflects the citizen committee recommendations as refined by the Planning Commission through public hearings and deliberations.

~~This chapter also describes Yakima County's pioneering efforts to achieve regulatory reform. By conducting more thorough environmental review at the Plan level, less rigorous review will be needed at the project level when a proposal is found to be consistent with the goals and policies of *Plan 2015*.~~

~~The second section contains Chapters IV through XIII, the plan elements that provide the details supporting the Policy Plan recommendations. While the Growth Management Act specifies six specific elements that must be included in a comprehensive plan, the County identified four others that were needed to cover important issues identified through the visioning efforts or local concerns. Each element is generally organized as follows:~~

Each Element of *Horizon 2040* is generally organized to include the following sections:

- **INTRODUCTION** and **PURPOSE** sections provide a brief overview of the specific context of the chapter.
- **GROWTH MANAGEMENT ACT (GMA) REQUIREMENTS** outlines the legal framework for the element, and the topics covered by *Plan 2015* *Horizon 2040* goals and policies. Table [t1.2-1](#) lists the state goals in RCW 36.70A.020 that form the basis for GMA.
- **MAJOR ISSUE OPPORTUNITIES** examines issues specific to Yakima County, the topics are also and which are addressed later in the goals, and policies section, and environmental analysis of *Plan 2015*.
- **EXISTING CONDITIONS** document the baseline situation addressed by each element.
- **ANALYSIS OF ASSETS, NEEDS AND OPPORTUNITIES** provides a narrative evaluation of the County's strengths and potential means for addressing major issues raised in the introduction and existing conditions sections.
- **GOALS AND POLICIES** contained in [Volume I](#) formulate strategies for resolving the major issues. The basis for these sources are found in the [Yakima County Visioning reports](#) originally published in 1992, and through a "check-in" process an addendum to the Visioning Reports was published on April 8, 2015, and the County-wide Planning Policies, described in the Intergovernmental Element, are the basis for the goals and policies in each Element, which are discussed in [chapter II](#). Where appropriate, the goals and policies are also categorized according to the geographic areas where they apply, such as urban, rural, and economic resource (agriculture, forest and mining) lands.

- **ENVIRONMENTAL ANALYSIS** summarizes the probable significant environmental impacts according to the four alternatives and suggests mitigation measures. [A Supplemental Environmental Impact Statement has been issued with the 2017 Comprehensive Plan Update to address changes in goals and policies that may have a significant impact on the environment and mitigating factors to mitigate those impacts.](#)

Each element provides the information needed to understand how [Plan 2015 Horizon 2040 is intended will](#) to guide [the](#) growth and development [of](#) for Yakima County. [Each, but the chapters](#) element is also required [to be internally consistent so that goals and policies in one element do not conflict with goals and policies in a different element. An external consistency requirement provides for Horizon 2040 and all other plans, development regulations, and all other guidance documents to work together to take Yakima County in the same direction.](#) Table 1.23.1-1 below lists each of **Horizon 2040** Comprehensive Plan Elements.

**Table 1.3.1-1 Horizon 2040 Elements**

Chapter	Element
<b>Chapter 1</b>	Introduction
<b>Chapter 2</b>	Natural Setting
<b>Chapter 3</b>	Hazard Mitigation
<b>Chapter 4</b>	Economic Development
<b>Chapter 5</b>	Land Use*
<b>Chapter 6</b>	Capital Facilities*
<b>Chapter 7</b>	Housing*
<b>Chapter 8</b>	Parks and Open Space
<b>Chapter 9</b>	Utilities*
<b>Chapter 10</b>	Transportation*
<b>Chapter 11</b>	Intergovernmental Coordination

\* Asterisk denotes GMA required elements.

#### ~~IV Chapter V Demographics+~~

~~Urban Lands~~

~~Rural Lands\*~~

~~Resource Lands~~

~~+ This Element does not have goals and policies.~~

~~work in connection to one another as well. For example, to understand the local economy, the reader needs to know about our demographics (population trends): Who we are becoming, our income levels, age and other characteristics help determine land use needs, the location and type of housing that the market needs to provide, and so on~~ 1.3.21 E. Goals and Policies

#### **1.3.2.1 Goal Setting**

Much time and considerable effort by many people have been invested in developing goals and policies, as documented in Chapter 2. **Horizon 2040** takes into account the requirements of the Growth

Management Act, the Yakima County-wide Planning Policies, results of the visioning check-in process, comments received during the public during an extensive citizen involvement process, recommendations of the various citizens' committees, and the guidance of the County's Planning Commission, Board of County Commissioners and senior staff.

#### **1.3.2.2 Background/Major Opportunities or Summary**

Introduces the context for the goals and policies. The reader is given the key concepts and issues addressed in greater detail in the individual plan elements.

#### **1.3.2.3 Purpose Statements**

Purpose Statements describe the current conditions or considerations that make the goal and its associated policies necessary and explain how the goal and policy address the problem/condition.

#### **1.3.2.4 Goals**

Goals are broad statements of a community's aspirations. Goals tell us *where* we want to go. The language of a goal statement includes directives, such as "ensure," "provide," and "retain."

#### **1.3.2.5 Objectives**

Objectives are more specific and measurable than goals and are required by the GMA for the Housing Element only. By the end of the planning period, it should be possible to state whether or not a specific **objective** has been reached.

#### **1.3.2.6 Policies**

Policies express a commitment to a course of action in one of three ways:

1. The policies themselves, as they appear in an adopted comprehensive plan, provide clear guidance for decision making when a situation arises;
2. They form the basis for revised development regulations (e.g., zoning, subdivision, development/building codes); or
3. They provide the overall direction for implementation of a strategy or course of action.

### **1.4 PRINCIPAL HORIZON 2015-2040 CONCEPTS AND ASSUMPTIONS**

The following concepts, and the assumptions that underlie them, are basic to the approach in ***Horizon Plan 2040***:

1. Predictability is a primary tenet of the plan. Citizens, interest groups, agencies and decision-makers who are planning the use of land, making financial decisions, and trying to influence the course of a decision, need to understand how the Plan works and the standards for review.
2. Goals and policies will follow the shared vision of the future for improving and sustaining our quality of life advocated in the original *Focus 2010, Vision 2010 and in the Visioning "Check-In" in 2015*.

3. Goals and policies will also be consistent with the Planning Goals of the Growth Management Act, and with the Yakima County-wide Planning Policy.
4. Population growth should be focused toward urban centers where services and facilities are present.
5. Future land use within Urban Growth Areas (UGAs) is designated by both the cities and Yakima County. Land use planning is a shared responsibility within the unincorporated portions of the UGA, although the County retains land use jurisdiction. The County's objective within the UGA is to facilitate and manage the transition from rural to urban land use and minimize public costs and uses that could prevent development consistent with the adopted future land use plans.
6. Development choices consistent with rural character should be allowed in rural areas. At least 80 percent of the non-urban population increase should occur in rural areas. In descending order of preference:
  - Rural Settlements
  - Rural Transitional Areas
  - Rural Self-sufficient Areas
  - Rural Remote
7. To protect the County's resource-based economy, non-resource residential development should be discouraged in resource areas (agriculture, forestry and mining).
8. The Plan must be reasonably internally consistent, well integrated, financially feasible, and generally capable of implementation.
9. **Horizon 2040** will be implemented in various ways. These include the goals and policies in the plan itself, action strategies identified in the plan and various types of implementation measures consistent with the plan goals, objectives and policies. Implementation measures will be guided by the following principles:
  - A. Reduce the cost of governmental services by focusing development in areas where services, utilities, and access are appropriate, or can reasonably be upgraded.
  - B. Maintain flexibility, locational choice, and preferences as provided in Concepts 5 and 6 above; explicitly state service expectations and limitations for each of the development areas.
  - C. Streamline and integrate the regulatory process to achieve more predictable process and time frames.
  - D. Use incentive based planning, such as focused public investment, clustering, and density bonuses, transferable development rights and performance based development standards.
  - E. Emphasize a coordination or partnership approach to service provision and development finance between the public and private sectors as well as across jurisdictional lines.

## 1.5 HORIZON 2040 IMPLEMENTATION

### **C. IMPLEMENTATION**

**Horizon Plan 2015-2040** is designed to be a working document. Its adoption by the Board of Yakima County Commissioners is not the end of our community's long range planning effort but rather the means by which we will see growth occur. **Horizon 2015-2040** will be used by both County staff and private citizens as a dynamic tool to manage growth over the next twenty years to protect our high quality of life and foster a healthy economy.

Once **Horizon Plan 2015-2040** is adopted, several key implementing actions must take place. The County will develop specific measures to implement **Horizon 2040**. These measures start with development regulations. Development regulations implement our community's comprehensive plan. The GMA does not dictate where a community has to place these regulations in their municipal codes, so the locations vary. GMA regulations may be divided into separate municipal code titles including Zoning, Subdivision, Critical Area and Shoreline Management, or they may be consolidated in a unified development code. Yakima County currently has a unified land development code for zoning and subdivision. Central to the implementing process will be the re-evaluation of these existing development regulations, as well as other ordinances, County policies and procedures, to identify the changes needed to make them consistent with plan goals and policies and whether they reflect the philosophy of **Horizon 2040**. Where action is needed to implement the plan, specific strategies and schedules will be developed.

Before adopting any development regulation intended to carry out **Horizon 2015-2040**, the County will review its terms to make sure that it is consistent with and implements the comprehensive plan, and will make a finding to that effect. When the entire implementation strategy has been developed, the County will review it to make sure that it is consistent with the comprehensive plans of other Counties or cities with which it shares common borders or has related regional issues.

In addition, the Master Interlocal Agreement between Yakima County and the fourteen incorporated cities addresses urban growth policies for joint areas of planning concern. The Master Interlocal Agreement also implements the comprehensive plan by addressing land use regulations, service provision, and development and construction standards for the unincorporated portions of the urban growth areas. The Agreement specifies the process by which affected local governments may review and comment on comprehensive plan amendments, zone changes and development applications processed by another jurisdiction within urban growth areas (CWPP F.3.4). Sub-agreements may be negotiated for appropriate allocation of financial burdens resulting from the transition of land from county to city jurisdiction.

## **1.6 PLAN DEVELOPMENT**

Yakima County adopted its first GMA compliant comprehensive plan – **Plan 2015** on May 20, 1997. The development of that Plan was an extraordinary community effort and is well documented in the Policy Plan Element of **Plan 2015**. The Growth Management Act under RCW 36.70A.130, required Yakima County to review and evaluate its comprehensive plans and development regulations and take legislative action, if needed, to ensure the plan and regulations comply with the requirements of the Growth Management Act. The initial GMA compliant update deadline established for Yakima County was December 2007. Yakima County made changes to **Plan 2015** as part of its first GMA required comprehensive plan update, which was completed on December 18, 2007.

As of 2015, **Plan 2015** has outlived its initial twenty-year planning horizon. With a new GMA (RCW 36.70A.130) mandated update deadline of June 30, 2017, Yakima County made the decision to conduct a simplistic approach to the update of **Plan 2015**. After the initial plan review, Yakima County was unable to adopt a finding of GMA consistency without first making at least some revisions to **Plan 2015** and development regulations. This is because ensuring consistency requires: (1) a consideration of updated population projections; (2) changes in the community vision; (3) amendments to GMA statutes; and (4) Growth Management Hearing Board and court interpretations of GMA regulations.

### **1.6.1 Population Projections**

So, the first step Yakima County took was to extend the planning horizon out another twenty-years. Instead of using 2037, it was decided to use year 2040, which corresponded to the recent Washington State Office of Financial Management's population projections that went to 2040. Under RCW 43.62.035, the Office of Financial Management (OFM) must develop county population projections for growth management planning. State and county populations are provided at five-year and single year interval projections out to 2040 to accommodate the various GMA planning targets specified by counties. RCW 36.70A.115 requires Yakima County to ensure that comprehensive plans and development regulations provide sufficient capacity of land suitable for development within their jurisdictions to accommodate their projected and allocated employment growth consistent with the twenty-year population forecast from OFM. These projections and allocations of growth are foundational inputs that will inform many aspects of the comprehensive planning process over the next few years.

As mandated by the GMA, the OFM has developed low, medium, and high population forecasts for each county. The GMA requires Yakima County to select a 20-year GMA planning target that is within the high and low growth projections prepared by OFM. Projections are statements about the future based in a particular set of assumptions. The medium series is considered the most likely because it is the best foreseeable future based on assumptions that have been validated with past and current information. Yakima County choose the OFM's medium population projections as the baseline for the 20 year planning horizon (see Demographic section).

### **1.6.2 Visioning**

Now with the planning horizon and population projections determined, the next step in the process was to ensure that the original vision of **Plan 2015** was still appropriate for Yakima County's new comprehensive plan – **Horizon 2040**. Traditionally, comprehensive planning has been a community's

effort to understand where it has been and what direction it plans to take during the next 20 years. Citizen participation is at the heart of Yakima County's planning process. Recognizing that the comprehensive plan must reflect the people it serves, citizen input is necessary and required under GMA. To accomplish this, the community examines its needs, problems, and potentials and then prepares its vision for the future. From that vision, a comprehensive plan is developed: a working document stating the community's goals and policies and providing direction and vision for the future.

Visioning:

1. Emphasizes community assets rather than needs.
2. Assesses community options and opportunities on the basis of shared purposes and values.
3. Stresses early and continuous public involvement in the process.
4. Acts as a stand-alone process or part of a comprehensive planning process.

To ensure the appropriate development of Horizon 2040, Yakima County conducted a visioning "check in" to "validate" the goals from the original Vision/Focus 2010 process. The unqualified success of the two citizen participation efforts has resulted in state-wide recognition. Yakima County, the City of Yakima, and the Visioning Steering Committee; were jointly awarded the prestigious Honor Award by the Washington Chapter of the American Planning Association and the Planning Association of Washington in April 1992. The award recognized the outstanding effort, which combined urban and rural area citizens in a public deliberation, selection, and presentation process for a preferred future.

The "check in" process was conducted through a series of online surveys over a two month period in late 2014 in both English and Spanish. Over the course of 8 weeks the community had the opportunity to take the survey for the Upper Valley, Lower Valley, or both and to state if they still, (1) agreed with the goal, (2) thought the goal was already achieved, (3) thought the goal was no longer relevant, (4) if they neither disagree nor agree, (5) if they did not agree with the goal, or (5) if they wanted modification of an existing goal.

Inset 1. Horizon 2040 Visioning Goals

General Goals

Humanity and Family:

- A. Provide Quality Education.
- B. Provide Economic Opportunity.
- C. Ensure Cultural Diversity.
- D. Support Human Services.
- E. Enhance Transportation.

With 1,158 surveys completed, the results were compiled and provided to the Yakima County Planning Commission. The Planning Commission held numerous study sessions, paying close attention to comments submitted in the survey, the original intent of the **Vision/Focus 2010** process, and their own understanding of the desired future for Yakima County. The updated visioning goals were published simply as a “check in”. This “check in” document helped affirm the direction Yakima County Planning Division, the Planning Commission, and the public took in the development of the Yakima County Comprehensive Plan - **Horizon 2040**.

### **1.6.3 Consistency with New GMA Laws**

The Washington State Department of Commerce develops a checklist that is intended to help counties that are fully planning under the Growth Management Act (GMA) to conduct the “periodic review and update” of comprehensive plans and development regulations required by RCW 36.70A.130(4). Counties can use the checklist to identify components of their comprehensive plan and development regulations that may need to be updated to reflect the latest information, or to comply with changes to the GMA since their last update. Commerce’s checklist includes only components of the comprehensive plan and development regulations that are specifically required by the GMA. Yakima County utilized the checklist as part of the development of **Horizon 2040** to help identify new components of the GMA that may not have been addressed in previous annual updates or other amendments outside of the required periodic update process.

### **1.6.4 Growth Management Hearings Board and Court Decisions**

Yakima County utilized recent hearings board and court decisions throughout the development of **Horizon 2040**. It was important to ensure that the decisions being made on goal and policy development of **Horizon 2040** were adequately reviewed against all applicable hearings board and court cases. If a particular issue arose, planning staff, Planning Commission or the Board of Yakima County Commissioners consulted with Yakima County Corporate Counsel for proper legal advice. If Corporate Counsel deemed the issue potentially non-compliant a change was made to ensure the plan was GMA compliant.

## **1.7 HORIZON 2040 BIENNIAL AMENDMENTS AND MAINTENANCE**

As previously mentioned, the Growth Management Act requires local jurisdictions to update their comprehensive plan and development regulations on regular intervals to ensure the plan and regulations comply with any recent amendments to the Growth Management Act. A process for Plan amendments to ensure **Horizon Plan 2015-2040** remains current and consistent with state law sets the stage for full-scale reviews every eight years and annual check-ups to identify urgent problems and review proposed changes and opportunities.

### **1.7.1 Plan Amendments**

The Growth Management Act makes the comprehensive land use plan and development regulations subject to continuing evaluation and review by the County (RCW 36.70A.130). Yakima County Code 16B.10

provides procedures and criteria for adopting, amending and updating the Yakima County Comprehensive Plan, as well as their respective implementing development regulations. Plan amendments may involve changes in the written text or policies of the plan, to the comprehensive plan maps, or to supporting documents, including capital facilities plans. Plan amendments will be reviewed in accordance with Chapter 16B.10, the state Growth Management Act (GMA), the Yakima County-wide Planning Policy, the goals and policies of the Yakima County Comprehensive Plan, local city comprehensive plans, inter-local agreements, applicable capital facilities plans, official population growth forecasts and growth indicators.

### **1.7.2 Initiation**

**Horizon 2015-2040** Amendments may be initiated:

1. By request of the Board of Yakima County Commissioners or Planning Commission;
2. The Planning Commission may hold a meeting each year to report to the public on progress in implementing the comprehensive plan. At that time, the Planning Commission will accept oral and written public comments and suggestions from any interested party regarding changes needed in the comprehensive plan and development regulations. The Planning Commission will consider the proposed changes for docketing as set forth in YCC 16B.10;
3. By a property owner filing an application for a plan map amendment with the Planning Division on a standard form with a fee.

### **1.7.3 Timing**

~~T~~he Growth Management Act allows amendments to the comprehensive plan no more often than once a year, ~~except in an emergency (RCW 36.70A.130) or in the case of a neighborhood plan, as noted above. Proposals to amend the comprehensive plan map will be accepted at any time, and will be considered along with all other proposals as part of the annual comprehensive plan review and amendment process, except under the following circumstances:~~

1. The initial adoption of a subarea plan. Subarea plans adopted under this subsection (2)(a)(i) must clarify, supplement, or implement jurisdiction-wide comprehensive plan policies, and may only be adopted if the cumulative impacts of the proposed plan are addressed by appropriate environmental review under chapter 43.21C RCW;
2. The development of an initial subarea plan for economic development located outside of the one hundred year floodplain in a county that has completed a state-funded pilot project that is based on watershed characterization and local habitat assessment;
3. The adoption or amendment of a shoreline master program under the procedures set forth in chapter 90.58 RCW;
4. The amendment of the capital facilities element of a comprehensive plan that occurs concurrently with the adoption or amendment of a county or city budget; or

5. The adoption of comprehensive plan amendments necessary to enact a planned action under RCW 43.21C.031 (2), provided that amendments are considered in accordance with the public participation program established by the county and all persons who have requested notice of a comprehensive plan update are given notice of the amendments and an opportunity to comment.
6. Emergency situations that require amendments outside of the normal schedule must be based on findings that show that the amendment was needed to deal with an emergency situation affecting a neighborhood, community, or the County as a whole, and not a personal emergency of a particular applicant or property owner. Before they consider whether to allow an emergency amendment, the Board of County Commissioners must approve written findings that document the nature of the emergency.

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~~The Planning Commission will begin its annual review at a date, which will allow adequate time for review and recommendation to the Board of Yakima County Commissioners prior to December of each year. The review schedule will also allow the commission to make a timely recommendation to the Board during the annual budget cycle.~~ {Amended 12/98}

~~The Planning Commission will receive applications for amending, supplementing, or modifying maps of Plan 2015 up until 90 days prior to its annual review, to allow adequate time for processing the motion or application and allow for public notification of the proposals. Applications received after that date will need to wait until the next year's plan amendment cycle.~~ {Amended 12/98}

~~All proposals to amend the plan will be considered at the same time to evaluate their cumulative effects. Map amendments will be reviewed for consistency with the goals, objectives, and policies of Plan 2015, along with the map designation criteria found in Chapter 1. After the Planning Commission has reviewed applications, it will hold a public hearing to receive comments on the proposed modifications.~~ {Amended 12/98}

To make sure that **Plan 2015****Horizon 2040** stays consistent, the Planning DepartmentDivision will evaluate it for consistency internally, with the plans of other jurisdictions, and with the development regulations. The results of this review will be provided to the Planning Commission for their consideration (WAC 365-195-630) as part of its annual **Plan 2015****Horizon 2040** review.

~~{Amended 12/98}~~

~~Yakima County has adopted a biennial plan amendment cycle. This every other year cycle allows Yakima County time to effectively analyze and review the results of each plan amendment. Applications for plan amendments, with the exception of Urban Growth Area boundaries, will be considered on a biennial basis and must be submitted in writing, to the Planning Division, no later than the prescribed deadline in order to be considered for that biennium's amendment process. The plan amendment process may be suspended by the Board during a general plan or code update process.~~

~~At its first regularly scheduled meeting following the biennial plan amendment deadline, the Planning Commission will review the suggested plan changes for docketing and those development regulation changes for docketing consideration. When the Planning Commission has completed its review, it will set the docket of proposed amendments. The Planning Commission will begin its review at a date, which will~~

allow adequate time for review and recommendation to the Board of Yakima County Commissioners prior to December of each year.

The GMA requires Yakima County to review its designated Urban Growth Areas and the densities permitted within both the incorporated and unincorporated portions of each urban growth area the UGAs at least every ten years, and revise **Plan 2015-Horizon 2040** to accommodate the urban growth projected for the next 20 years (RCW 36.70A.130). Practically, that review should occur at each major update or completion of five of a six year Capital Facility Planning cycle.

#### **1.7.4 Approval Criteria**

Map amendments will be reviewed for consistency with the goals, objectives, and policies of **Horizon 2040**, along with the plan and development regulation amendment approval criteria found in YCC Title 16B and YCC Title 19 – Unified Land Development Code. To make sure that **Horizon 2040** stays consistent, the Planning Division will evaluate it for consistency internally, with the plans of other jurisdictions, and with the development regulations. All proposals to amend the plan are subject to environmental review under the State Environmental Protection Act (SEPA) and an evaluation of their cumulative effects on the plan. After the Yakima County Planning Division reviews the proposed amendments, a staff recommendation of approval, denial or modification will be submitted to the Yakima County Planning Commission for their consideration.

#### **1.7.5 Public Hearings**

After the Planning Commission has reviewed applications and staff's recommendation, it will hold a public hearing to receive comments on the proposed modifications. The Planning Commission will then deliberate and submit their recommendation and the record to the Board of Yakima County Commissioners for their consideration.

The record that accompanies any amendment to **Horizon 2040** or development regulations will be similar to the record for the adoption of the initial plan and regulations. This means that whenever a provision of the comprehensive plan or development regulations is based on factual data, that data or a clear reference of its source will become part of the record of adoption. In addition, the record will describe how public participation requirements were met. Public hearings will be recorded, and tape recordings of the proceedings will be kept (WAC 365-195-640).

After due notice and public hearing, the Board of Yakima County Commissioners may amend, supplement or modify the proposed amendments to **Horizon 2040**.

#### **1.7.6 Adoption and Submission to the State**

After Board adoption all amendments to **Horizon 2040** or development regulations will be submitted to the Washington State Department of Commerce in the same manner as the initial plan and development regulations. This Notice of Adoption starts the GMA required 60-day appeal period.

#### **1.7.7 Continuous Citizen Involvement**

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As required by the Growth Management Act, Yakima County established procedures for "early and continuous" public participation in the development and amendment of **Horizon 2040** and its implementing development regulations implementing those plans (RCW 36.70A.140). In developing **Horizon 2040**, the County undertook a major communication and information program. That program was designed to develop a shared vision of the future; assure consideration of a wide range of viewpoints and interests; develop a dialogue with the general public to identify and explore the problems and opportunities that would need to be addressed in developing **Horizon 2040**; present and get feedback on the proposals and alternatives that were being considered; provide opportunities for written comments; hold public meetings after giving effective notice; allow for open discussion in various locations and formats, and assure consideration of and response to public comments. Except for the visioning effort, a similar process will precede the adoption of development regulations.

The Planning Commission will monitor compliance with **Horizon 2040** and the development regulations. At least biennially, the Planning Commission will convene a public meeting to provide information on how implementation of the plan is progressing, and receive public input on any changes that may be needed (WAC 365-195-610). When amendments are proposed for adoption, the same public hearing procedure will be followed that was used for the initial adoption of **Horizon 2040** (RCW 36.70A.106; WAC 365-195-600).

## **1.8 D- DEMOGRAPHICS OVERVIEW**

### **1.8.1 Introduction**

~~This D~~demographics ~~Element~~section describes the people who live in Yakima County now, and the people who will live here during the next 20 years. It defines who we are: our ages, cultural heritage, education, and income. From that definition we can predict the challenges that face us and use that information to estimate the County's future land use, housing, capital facilities, utilities, transportation, and other requirements. Understanding who we are now and how we're changing provides the foundation for [Horizon Plan 2015-2040](#).

### **1.8.2 Purpose of the Element Section**

~~The Demographics Element~~ ~~is section~~ provides the statistical foundation to build the rest of the comprehensive plan. How many people will need to be housed? Who are they, and what will they need? Where is our population growth coming from, and will it continue? The answers to these questions will determine the answers to every other element in the comprehensive plan. Additional demographic information is also included in other elements.

### **1.8.3 Washington State's Growth Management Act (GMA) Requirements**

The Growth Management Act (GMA) does not specifically require a Demographics Element, however it does require that the Land Use, Housing, Capital Facilities Elements include population densities, building intensities, and estimates of future population growth.

### **1.1.3 Vision of the Future**

~~Vision 2010~~, the Upper Valley visioning report, identified retirees as a target user group in its economic called for promoting Yakima as a “retirement Mecca.” It noted that “The stunning diversity of the population of Yakima is both an asset and a challenge” It envisioned eradication of poverty through education and employment training, which would be provided without racial, cultural, handicapping or gender bias. It identified the need for cultural sensitivity and cross-cultural appreciation to ensure a stable society as the County becomes more diverse.

~~It also acknowledged that an aging population will require affordable housing, accessible health care, recreational opportunities, social services for independent living, transportation, and opportunities to continue to contribute to society.~~

~~Focus 2010~~, the Lower Valley visioning report, also called for vocational education, economic diversification and expansion, and full employment, with agricultural employees becoming a more respected, valued and integral part of the community.

#### **County wide Planning Policies**

~~The following County wide Planning Policies contain references to coordination and application of population projections. These policies have not been revised to address the legislative amendment regarding the 20 year population forecasts [i.e., RCW 43.62.035].~~

~~A.3.5. The baseline for twenty year County wide population forecasts shall be the official 1990 Census count (188,823) plus an estimated 5.2 percent estimated undercount. A process for allocating forecasted population will be cooperatively developed.~~

~~A.3.6. Sufficient area must be included in the urban growth areas to accommodate a minimum 20 year population forecast and to allow for market choice and location preferences.~~

**E.3.1. The County and the cities will inventory the existing housing stock and correlate with the current population and economic condition, past trends, and twenty year population and employment forecasts to determine short and long range affordable housing needs.**

**F.3.3. Joint financing ventures should be identified to provide services and facilities that will serve the population within the urban growth area.**

**I.3. Special districts, adjacent counties, state agencies, the tribal government and federal agencies will be invited to participate in comprehensive planning and development activities that may affect them, including the establishment and revision of urban growth areas; allocation of forecasted population; regional transportation, capital facility, housing and utility plans; and policies that may affect natural resources.**

#### **1.1.4 major issues**

##### **1.1.4.1 1990 census undercount**

~~The official 1990 census was challenged by a diverse group of states, local governments and advocacy organizations around the country in response to release of the official numbers, and yakima county was among them. Significant state shared revenues are based on per capita and certain social service agencies are funded according to formula based on census numbers. People who were most likely missed in the 1990 census were also most likely to need and place demands on services. The county received a grant from the state to evaluate the extent of the undercount with respect to migrant and seasonal farm workers. The possible undercount reported in the demographics element has potentially staggering implications for service delivery, because most major service providers to this population are substantially under funded, and our response to such issues as housing are likewise understated.~~

##### **1.1.4.2 changing population characteristics**

~~Up until the 1980s, yakima county's population characteristics were fairly static; little incremental changes were noted. The pace of change and growth quickened in the 1980s.~~

~~It is apparent that some fairly significant change in community demographics is underway. Age, sex, race, ethnic background, educational level and income of county residents is changing in ways that could have implications for how we plan for economic development, land use, housing, transportation, utilities and capital facilities. What our community is today will clearly be different in 2015.~~

### **1.2.8.4 EXISTING CONDITIONS**

#### **1.8.4.112 Historical Growth Trends**

~~Irrigation projects were the driving force in the County during the late 1800's, followed closely by the presence of the railroad. Water and rail service meant that the arid desert of the lower valley could be plowed and planted with crops or pasture land, and that produce or livestock could be shipped by rail to outside markets.~~

~~As the irrigation network of smaller ditches and canals expanded, more and more dry land acreage was put into crops and pasture. As additional farmers came to the area and cultivated more land, the flourishing agricultural economy attracted the interests of land speculators and business entrepreneurs. The County began to grow.~~

Table [V-11.78.4-1](#) shows the Census population by decade for Yakima County from 1910 through ~~1990~~[2010](#), and the change per decade. During the period from 1910 to 1940, the County's growth was dramatic and reflected the rapid advance of the agricultural industry. The introduction of rail transportation and extensive irrigation projects intensified agricultural development and the related industries which support agricultural activity. Regional influences during the 1940's and 1950's included establishment of Hanford Atomic Works during World War II, expansion of the land area under irrigation, growth of food processing industries, and access to new markets. Growth diminished during the 1950's as construction concluded on major irrigation projects and agricultural growth slowed.

During the 1960's, Washington State followed a nationwide rural to urban migration pattern. Population growth slowed. Agricultural employment in the Yakima Valley was decreasing, while many new jobs were being created on the west side of the Cascades. During the decade, the County population increased by only 100 persons, approximately 0.1 percent.

~~Between 1970 and 1990~~<sup>1990</sup>, Yakima Valley's agricultural patterns changed. Acreage in potatoes and irrigated pasture declined, while acreage in hops, alfalfa, wheat, apples, and grapes increased. ~~— Sugar beet production ceased during the 1970's when the area's last sugar beet factory closed.~~

~~Some of the County's growth during the 1980's has been attributed to the "settling out" of the largely Hispanic migrant farmworker population. The passage of the Immigration Reform and Control Act of 1986 encouraged this trend. However the County's growth during the 1980's is largely due to natural increase, with more than twice as many births as deaths. This more than compensated for the loss due~~

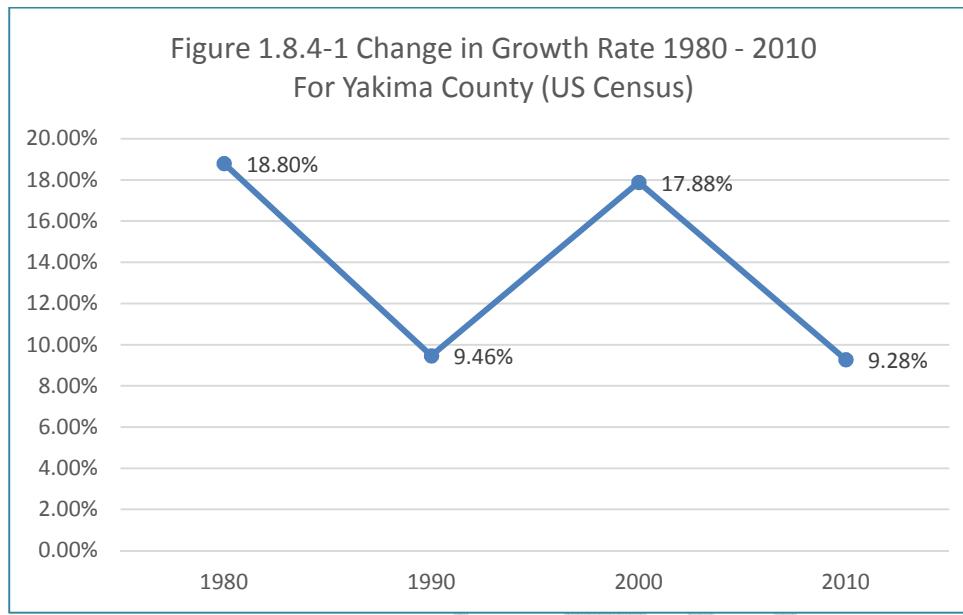
Table 1.2.4.1 Yakima County Historic Growth Trends

Year <del>1910</del>	Population <del>41,709</del>	<del>— Change from Previous Decade</del>	<del>% Change —</del>
<u>1910</u>	<u>41,709</u>	<u>--</u>	<u>--</u>
<u>1920</u>	<u>63,710</u>	<u>22,001</u>	<u>52.75%</u>
<u>1930</u>	<u>77,402</u>	<u>13,692</u>	<u>21.49%</u>
<u>1940</u>	<u>99,019</u>	<u>21,617</u>	<u>27.93%</u>
<u>1950</u>	<u>135,723</u>	<u>36,704</u>	<u>37.07%</u>
<u>1960</u>	<u>145,112</u>	<u>9,389</u>	<u>6.92%</u>
<u>1970</u>	<u>145,212</u>	<u>100</u>	<u>0.07%</u>
<u>1980</u>	<u>172,508</u>	<u>27,296</u>	<u>18.80%</u>
<u>1990</u>	<u>188,823</u>	<u>16,315</u>	<u>9.46%</u>
<u>2000</u>	<u>222,581</u>	<u>33,758</u>	<u>17.88%</u>
<u>2010</u>	<u>243,231</u>	<u>20,650</u>	<u>9.28%</u>

Source: US Census

Table 1.2.1 Yakima County Population Trends

Population growth between ~~1980 and 2010~~ has shown a consistent up and down by decade as shown in the figure ~~41.28.4-1~~.



Since 1987, the rate of population growth in eastern Washington has shown a generally steady increase, while the rate of change in western Washington peaked in 1990 and has been declining ever since. The County's average rate of change over the past 80 years has ranged from a high of 5.3 percent per year between 1910 and 1920 to virtually no growth between 1960 and 1970. Possible explanations for the historic pattern have been discussed.

### 1.8.5 Population Growth and Demographics

Yakima County has grown from a population of 41,709 in 1910 to a ~~1990-2010~~ population of ~~188,823~~<sup>243,231</sup> (~~1990~~<sup>2010</sup> US Census), and an estimated ~~1996-2015~~ population of ~~2249,970~~<sup>07,600</sup> according to the Washington State Office of Financial Management (OFM). [RCW 43.62.030 states that OFM shall annually determine the April 1 populations of all cities and towns of the state. OFM population estimates for cities and towns are used in state program administration and in the allocation of selected state revenues \(RCW 43.62.020\). Population estimates for counties are used to allocate revenues as specified in RCW 36.13.100 and RCW 43.62.030.](#)

Table [V-21.8.5-21](#) shows the OFM [population](#) estimates [from 2010 to 2015](#) for the County and indicates how the population is divided between the unincorporated and incorporated areas.

[The distribution of population in the unincorporated and incorporated areas has been generally consistent for the five year period between 2010 and 2015.](#)

#### 1.2.3 Present Situation

OFM estimates that the County population increased by 8.0 percent between 1990 and 1996 (Table V-2). However, many local officials and other knowledgeable residents believe that this substantially underestimates the County population.

**Table 1.2.2-1 Yakima County Population Estimates, 1990-1996**

	<b>1990</b>	<b>1991</b>	<b>1992</b>	<b>1993</b>	<b>1994</b>	<b>1995</b>
<b>Yakima County</b>	188,823	190,500	193,900	197,000	202,100	204,000
<b>Unincorporated</b>	88,214	86,854	88,790	90,328	94,248	94,425
<b>Incorporated</b>	100,609	103,646	105,110	106,672	107,852	109,575

**Table 1.2.2-1 Yakima County OFM Estimates, 2010-2015**

**Table 1.8.5-1 Yakima County OFM Estimates, 2010-2015**

<b>Jurisdiction</b>	<b>2010</b>	<b>2011</b>	<b>2012</b>	<b>2013</b>	<b>2014</b>	<b>2015</b>
<b>Yakima County</b>	243,231	244,700	246,000	247,250	248,800	249,970
<b>Unincorporated</b>	83,755	84,300	84,800	84,910	85,410	85,985
<b>Incorporated</b>	159,476	160,400	161,200	162,340	163,390	163,985

Source: WA. State Office of Financial Management (OFM)

Source: WA. State Office of Financial Management (OFM)

The distribution of population in the unincorporated and incorporated areas has been generally consistent for the five year period between 2010 and 2015. The County's overall population growth from 2010-2015 averaged roughly 1,347 persons per year (see Table 1.8.5-2), with an average annual growth rate of 0.54% per year (see Table 1.8.5-3).

**Table 1.8.5-2 Yakima County OFM Annual Change in Total Population, 2010-2015**

<b>Jurisdiction</b>	<b>Annual Change in Total Pop 2010-2011</b>	<b>Annual Change in Total Pop 2011-2012</b>	<b>Annual Change in Total Pop 2012-2013</b>	<b>Annual Change in Total Pop 2013-2014</b>	<b>Annual Change in Total Pop 2014-2015</b>	<b>Average Annual Change in Total Pop 2010-2015</b>
<b>Yakima County</b>	1,469	1,300	1,250	1,550	1,170	1,347

Source: WA. State Office of Financial Management (OFM)

**Table 1.8.5-3 Yakima County OFM Annual Change in Total Population, 2010-2015**

Jurisdiction	Annual % Change in Total Pop 2010-2011	Annual % Change in Total Pop 2011-2012	Annual % Change in Total Pop 2012-2013	Annual % Change in Total Pop 2013-2014	Annual % Change in Total Pop 2014-2015	Average Annual % Change in Total Pop 2010-2015
<b>Yakima County</b>	0.60%	0.53%	0.51%	0.63%	0.47%	0.54%

Source: WA. State Office of Financial Management (OFM)

Population increases since the last federal census are due to both natural increase and net migration.  
Natural increase (see Table 1.8.5-6) in population is the difference between the numbers of births per year (see Table 1.8.5-4) versus the number of deaths per year (see Table 1.8.5-5 Deaths).

**Table 1.8.5-4 Yakima County OFM Births Per Year, 2010-2015**

Jurisdiction	Births 2010-2011	Births 2011-2012	Births 2012-2013	Births 2013-2014	Births 2014-2015
<b>Yakima County</b>	4,401	4,212	4,008	4,034	4,066

Source: WA. State Office of Financial Management (OFM)

**Table 1.8.5-5 Yakima County OFM Deaths Per Year, 2010-2015**

Jurisdiction	Deaths 2010-2011	Deaths 2011-2012	Deaths 2012-2013	Deaths 2013-2014	Deaths 2014-2015
<b>Yakima County</b>	1,828	1,800	1,826	1,838	1,879

Population increases since the last federal census are due to both natural increase and net migration.  
Natural increase (see Table 1.2.2-6) in population is the difference between the number of births per year (see Table 1.2.2-4 Births) versus the number of deaths per year (see Table 1.2.2-5 Deaths).

**Table 1.8.5-6 Yakima County OFM Natural Increase Per Year, 2010-2015**

<b>Jurisdiction</b>	Natural Increase 2010-2011	Natural Increase 2011-2012	Natural Increase 2012-2013	Natural Increase 2013-2014	Natural Increase 2014-2015
<b>Yakima County</b>	2,573	2,412	2,182	2,196	2,187

Source: WA. State Office of Financial Management (OFM)

The residual net migration represents the adjusted number of Yakima County residents that moved into or moved out of Yakima County. A positive number would be an increase in residual net migration, while a negative number indicates a decrease in residual net migration (see Table 1.8.5-7).

**Table 1.8.5-7 Yakima County OFM Residual Net Migration Per Year, 2010-2015**

<b>Jurisdiction</b>	Residual Net Migration 2010-2011	Residual Net Migration 2011-2012	Residual Net Migration 2012-2013	Residual Net Migration 2013-2014	Residual Net Migration 2014-2015
<b>Yakima County</b>	-1,104	-1,112	-932	-646	-1,017

Source: WA. State Office of Financial Management (OFM)

The difference between the natural increase (Table 1.8.5-6) and residual net migration (Table 1.8.5-7) equates to the overall annual change in total population (see Table 1.8.5-2) for Yakima County.

**Yakima County**

- ~~Yakima County~~ The developed the twenty-year population ~~se~~ projection allocations using OFM's middle range as the baseline and ~~were~~ provided them to each city as part of the GMA mandated comprehensive plan and Urban Growth Area update process in May 1995, and areas shown below in Table V-41.8.5-8. Using this technique, the population of the County in the year 2015 was estimated to be 236,484 persons.
- ~~addition to the base projections made by the County, there is a high range projection which includes a 25 percent increase of the urban base. This percentage was selected as a reasonable choice in the marketplace~~

**Table 1.8.5-8 Yakima County Twenty-year Population Projection and Allocations**

	2015	2020	2025	2030	2035	2040
<b>Yakima County*</b>	256,341	269,347	282,057	294,445	306,636	318,494
<b>Unincorporated Total</b>	91,460	97,047	102,478	107,784	112,977	117,983
<b>Incorporated Total</b>	164,881	172,300	179,579	186,661	193,659	200,511
<b>Grandview</b>	11,269	11,762	12,239	12,695	13,137	13,558
<b>Granger</b>	3,561	3,905	4,269	4,652	5,057	5,484
<b>Harrah</b>	650	677	703	727	751	773
<b>Mabton</b>	2,325	2,401	2,471	2,535	2,595	2,649
<b>Moxee</b>	3,831	4,430	5,108	5,871	6,733	7,701
<b>Naches</b>	830	881	931	982	1,033	1,084
<b>Selah</b>	7,489	7,965	8,445	8,926	9,412	9,899
<b>Sunnyside</b>	16,365	17,030	17,668	18,271	18,850	19,397
<b>Tieton</b>	1,272	1,357	1,443	1,529	1,617	1,706
<b>Toppenish</b>	9,004	9,241	9,454	9,642	9,810	9,955
<b>Union Gap</b>	6,185	6,404	6,611	6,803	6,984	7,151
<b>Wapato</b>	5,073	5,232	5,380	5,514	5,638	5,750
<b>Yakima</b>	93,825	97,493	100,993	104,288	107,433	110,387
<b>Zillah</b>	3,202	3,523	3,864	4,226	4,610	5,016

Source: Office of Financial Management (OFM)\* and Yakima County Planning

~~Since the projections for individual cities could not be reconciled with the 1992 OFM County wide projection without significantly reducing rural population below current levels, the County chose to provide a range of projections using both the minimum allocation originally provided by OFM and an upper range projection that could be defended since it reflected more recent growth trends.~~ The County's population ~~projections~~allocations in Table 1.8.5-8 are based on the following assumptions:

- The population projections were completed mid-2014 prior to OFM issuing 2015 population estimates, therefore there may be slight differences between Yakima County's 2015 population projection and OFM's 2015 population estimates.
- The Yakima County economy is on a slow path of recovery from the depressed economic years of 2009 and 2010.
- In general, future growth rates for cities, unincorporated urban areas, and rural areas will be similar to historic and currently documentable OFM growth rates.
- The timing and rate of annexation will be governed by individual city annexation policies. Therefore, estimating the unincorporated UGA population over the twenty-year planning period is difficult.
- With less frequent annexations and relatively slow population growth the current If recent trends of population distribution between incorporated, unincorporated UGA and rural/resource areas should continue for the foreseeable future.
- Previous population projections and allocations used OFM's high projections and have shown to be too high and are more in-line with OFM's medium projections.
- On-going population allocations should be more consistent due to the County conducting the UGA update and population allocations every five years, as per Yakima County Code.

**Table 1.8.5-9 Urban Growth Area Population Estimates 2010-2015**

	2010 US Census	2011 OFM Pop Est.	2012 OFM Pop Est.	2013 OFM Pop Est.	2014 OFM Pop Est.	2015 OFM Pop Est.
<b>Total Urban Growth Area Population</b>	21,784	21,840	21,873	21,756	21,884	22,238
<b>Grandview UGA</b>	746	752	756	754	759	755
<b>Granger UGA</b>	95	98	98	98	98	97
<b>Harrah UGA</b>	33	38	38	38	38	38
<b>Mabton UGA</b>	340	344	353	356	359	365
<b>Moxee UGA</b>	727	730	731	658	652	597
<b>Naches UGA</b>	143	146	146	145	148	148
<b>Selah UGA</b>	1,587	1,595	1,579	1,582	1,579	1,359
<b>Sunnyside UGA</b>	2,043	2,036	1,961	1,959	1,956	1,957
<b>Tieton UGA</b>	173	177	176	176	176	176
<b>Toppenish UGA</b>	941	945	950	949	949	951
<b>Union Gap UGA</b>	798	800	807	801	805	807
<b>Wapato UGA</b>	2,618	2,628	2,632	2,632	2,634	2,640

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*Introduction Element*

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<b>Yakima UGA</b>	11,212	11,220	11,315	11,331	11,455	12,073
<b>Zillah UGA</b>	328	331	332	275	276	275

Source: Office of Financial Management (OFM)

Table 1.8.5-9 below provides a breakdown of the overall population estimates for the County's fourteen urban growth areas. These estimates make up both the incorporated population of the fourteen cities and towns and the population of the unincorporated portions of the urban growth area.

When Yakima County conducted the original Visioning process for the comprehensive plan in the mid-1990's, 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 Urban Growth Areas, while the remaining 25 percent of the total will locate in the rural and resource lands. This population distribution is not required by the Growth Management Act. Yakima County however, has used the same 75% urban and 25% rural population distribution as the County's benchmark since adoption of the comprehensive plan in 1997.

Using the 2015 OFM population estimates for the County, the urban growth areas and the incorporated cities and towns, a population distribution between urban and rural population can be calculated, as shown in Table 1.8.5-10. The table shows a population distribution of 74% urban and 26% rural.

**Table 1.8.5-10 2015 OFM Population Distribution of Yakima County (Urban vs. Rural)**

	<b>2015 OFM Population Estimate</b>	<b>2015 OFM Urban Vs. Rural Population Estimates</b>	<b>Population Distribution (Urban/Rural)</b>
<b>Yakima County Total Population</b>	249,970	249,970	100%
<b>Unincorporated Population</b>	85,985	63,747 (Total Unincorporated Pop of 85,985 minus Total UGA Pop of 22,238)	26%
<b>Incorporated Population</b>	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)

~~approximately 55 percent of the County's population will be living in cities or towns by the year 2015. Another 20 percent will be living within the unincorporated urban growth areas. The remaining 25 percent of the total population will reside in rural and resource areas.~~

#### **1.2.4 Estimated Undercount**

~~Yakima County, the City of Yakima and the Yakima Valley Conference of Governments suspected an undercount when the U.S. Census Bureau placed the County's 1990 population at 188,823. This figure was 2,777 less than OFM's 1990 population projection of 191,600. When Yakima County staff analyzed recent building permits, County assessor and rural addressing records, it appeared that the Census had undercounted the County's population by at least 6,000 to 8,000 persons.~~

~~The County formally protested the 1990 Census, but the Bureau of the Census did not agree to a statistical adjustment. The OFM adjusted its figures downward to match the 1990 Census. In December, 1991, the OFM's preliminary 20 year forecast showed an annual growth rate of approximately 0.9 percent. Although local officials questioned OFM's methodology and data, OFM declined to change its preliminary forecast, either in the base population or the future migration component. This decision was made in part because the national, state and local counts must balance. If Yakima County's population were to increase under OFM methodology, population must be "lost" elsewhere in the State to reconcile the totals with the Census.~~

~~A key issue in the undercount is the effect of the migration and settling out of seasonal farmworkers, who are primarily Hispanic. Historically, the U.S. Census has had a difficult time counting this portion of the population.~~

#### **1.2.5 Migrant and Seasonal Farm workers**

~~Migrant and seasonal farmworkers in Yakima County are inadequately represented in the Census data for a variety of reasons. First of all, the Census figures for Yakima County did not include any migrant farmworkers who are not permanent residents of the County. Second, there is no occupational code for "seasonal agricultural labor." Third, work-related questions asked, what did you do the week preceding April 1? a time most seasonal farmworkers are not employed.~~

~~In order to plan adequately for the future, Yakima County required additional information about farmworkers. Larson & Colleagues conducted a study to estimate both the number of farmworkers in the County and the unmet need for farmworker housing. A demand for labor model was used to estimate the number of agricultural jobs requiring seasonal hand labor. It was estimated that approximately 58,500 persons are required at the peak of the harvest season in Yakima County & that approximately 85 percent of them are now permanent residents in the County. These numbers for farmworkers translate into approximately 30,000 farmworker households, of which 26,000 to 28,000 are permanent residents.~~

~~While the Larson & Colleagues study estimated 26,000 to 28,000 permanent farmworker households, the 1990 Census reports only 9,816 Hispanic households in Yakima County, a difference of 16,184 to 18,184 households. This undercount is compounded when considering that Census data show only 5,454 Hispanics (out of a reported Hispanic workforce of 14,525) are employed in the "farming, forestry and fisheries" occupation.~~

~~Although most Hispanics are not farmworkers, sources indicate that most farmworkers are Hispanic. Of all persons employed in agricultural & related occupations, excluding farm operators and managers, 72.2 percent are Hispanic. Social service databases in the County show that 96 percent of farmworker~~

~~clients are Hispanic. Employment Security records from July 1, 1992 – June 30, 1993 indicate that 87 percent of job applicants registered in the category “Agriculture, Forestry and Fishing” were Hispanic.~~

~~It is difficult to forecast the growth of the farmworker population because of the lack of data. Nevertheless, as part of the Larson study, the demand for farm labor was discussed as well as the elements which drove that demand: amount of land in production of crops which require manual labor, availability of water and irrigation rights, new technology which reduces the need for manual labor and new consumer markets which require more hand labor. Given these issues, it was not anticipated that there would be any dramatic changes in the demand for manual farm labor in Yakima County. However, there will be growth in the families of farmworkers as a result of natural increase and immigration.~~

#### **1.8.6-6 Race and Ethnicity**

Table 1.8.6-1 presents race and ethnicity data for Yakima County using 2010 Census population data. Based on that data, 63.7 percent of the County's population is white, 1.0 percent is black, 4.3 percent is American Indian, Eskimo or Aleut, 1.1 percent is Asian, 26.1 percent is classified as some other race, 3.7 as two or more races, 45.0 percent as Hispanic or Latino (of any race).

**Table 1.8.6-1 Yakima County, Race and Ethnicity, 1990-2010**

Race	1990		2000		2010	
	Number	Percent	Number	Percent	Number	Percent
<b>Total population</b>	188,823	100%	222,581	100%	243,231	100%
<b>One race</b>			214,830	96.5%	234,122	96.3%
<b>White</b>	139,514		146,005	65.6%	155,056	63.7%
<b>Black or African American</b>	1,938		2,157	1.0%	2,320	1.0%
<b>American Indian and Alaska Native</b>	8,405		9,966	4.5%	10,568	4.3%
<b>American Indian, specified [1]</b>					8,682	3.6%
<b>Alaska Native, specified [1]</b>					128	0.1%
<b>Both American Indian and Alaska Native, specified [1]</b>					11	0.0%
<b>American Indian or Alaska Native, not specified</b>					1,747	0.7%
<b>Asian</b>	1,922		2,124	1.0%	2,560	1.1%
<b>Native Hawaiian and Other Pacific Islander</b>			203	0.1%	204	0.1%
<b>Some Other Race</b>	37,044		54,375	24.4%	63,414	26.1%
<b>Two or More Races</b>			7,751	3.5%	9,109	3.7%
<b>Two races with Some Other Race</b>					3,979	1.6%
<b>Two races without Some Other Race</b>					4,543	1.9%
<b>Three or more races with Some Other Race</b>					206	0.1%
<b>Three or more races without Some Other Race</b>					381	0.2%
<b>HISPANIC OR LATINO</b>						
<b>Total population</b>		222,581	100%	243,231	100%	
<b>Hispanic or Latino (of any race)</b>		79,905	35.9%	109,470	45%	
<b>Mexican</b>		69,413	31.2%	102,047	42%	
<b>Puerto Rican</b>		345	0.2%	432	0.2%	
<b>Cuban</b>		93	0.0%	113	0.0%	
<b>Other Hispanic or Latino [2]</b>		10,054	4.5%	6,878	2.8%	

<b>Not Hispanic or Latino</b>			142,676	64.1%	133,761	55%
<b>RACE AND HISPANIC OR LATINO</b>						
<b>Total population</b>					243,231	100%
<b>One race</b>					234,122	96.3%
<b>Hispanic or Latino</b>					104,451	42.9%
<b>Not Hispanic or Latino</b>					129,671	53.3%
<b>Two or More Races</b>					9,109	3.7%
<b>Hispanic or Latino</b>					5,019	2.1%
<b>Not Hispanic or Latino</b>					4,090	1.7%

Source: 1990, 2000 and 2010 US Census Data. Data gaps due to lack of enumerated category during that specific census count.

~~From 1980 to 1990, all segments of the County's population grew except for the number of white, non-Hispanic residents. The number of Blacks, American Indians, Asians & Hispanics all grew but there was a loss of 5,187 non-Hispanic whites.~~

~~Changes in the County's population since the 1990 Census are shown in Table V-3. The decrease in the number of white, non-Hispanic residents has continued into the 1990's.~~

~~Although the Asian population has the greatest rate of growth, 46.9 percent between 1990 and 1994, the Hispanic population is also growing quite rapidly and, in raw numbers, is by far the area's largest minority.~~

~~Many Hispanics first came to the Yakima Valley to harvest crops. For decades, thousands of Hispanic migrant workers followed the crop harvest into Central Washington, beginning with the asparagus harvest in April and ending with apples in October, and leaving by early winter. Many families, particularly from Texas began to settle in the area early on. Over time, these families were no longer employed in farm labor but became land owners, managers and professionals. However, the need for manual labor remained and a continual stream of farm workers came into the Valley.~~

~~By the mid 1980's, increasing numbers of these new migrant farm workers had started "settling out," creating a large, resident population of uneducated, unskilled, poorly housed, seasonally unemployed individuals. With the passage of the Immigration Reform and Control Act of 1986, many migrant workers filed for permanent citizenship, giving Yakima County an increasing percentage of minority residents. Statewide, 80 percent of these were of Hispanic origin, and Yakima County led the state in these filings. In Yakima County, the Hispanic population went from 25,387 (14.7 percent) in 1980 to 45,114 (23.9 percent) in 1990. In 1990, Yakima County surpassed King County to have the highest concentration of Hispanics in the state. However, as stated before, there is concern that the Hispanic population may be undercounted in the 1990 Census, especially those employed in farm labor.~~

#### **1.2.6.1 Yakima County, Race and Ethnicity, 1990-94-2010**

	<b>1990</b>	<b>1991</b>	<b>1992</b>	<b>1993</b>	<b>1994</b>	<b>% Increase 1990-1994</b>
<b>White</b>	<b>139,514</b>	<b>137,843</b>	<b>137,445</b>	<b>137,351</b>	<b>136,074</b>	<b>-2.5%</b>
<b>Black</b>	<b>1,938</b>	<b>1,987</b>	<b>2,059</b>	<b>2,154</b>	<b>2,360</b>	<b>21.8%</b>
<b>Indian</b>	<b>8,405</b>	<b>8,585</b>	<b>8,846</b>	<b>9,064</b>	<b>9,467</b>	<b>12.6%</b>
<b>Asian</b>	<b>1,922</b>	<b>2,057</b>	<b>2,210</b>	<b>2,383</b>	<b>2,823</b>	<b>46.9%</b>
<b>Other</b>	<b>37,044</b>	<b>40,028</b>	<b>43,340</b>	<b>46,048</b>	<b>51,376</b>	<b>38.7%</b>
<b>Total</b>	<b>188,823</b>	<b>190,500</b>	<b>193,900</b>	<b>197,000</b>	<b>202,100</b>	<b>7.0%</b>
<b>% Increase</b>	<b>—</b>	<b>0.9%</b>	<b>1.8%</b>	<b>1.6%</b>	<b>2.6%</b>	<b>—</b>
<b>Hispanic Origin</b>	<b>45,114</b>	<b>48,572</b>	<b>52,496</b>	<b>55,527</b>	<b>62,462</b>	<b>38.5%</b>
<b>% Increase</b>	<b>—</b>	<b>7.7%</b>	<b>8.1%</b>	<b>5.8%</b>	<b>12.5%</b>	<b>—</b>

Source: 1990 U.S. Census; Larson & Colleagues; 3/24/95.

Additionally, the 1990 Census for the County (sample data) showed a foreign born population of 20,400 (10.8 percent of the population), of which 10,861 had entered the United States between 1980 and 1990. Most of these persons, 9,810, came from Mexico, Central America and the Caribbean.

#### **1.8.7-7 Age and Sex-Gender Structure**

Age, gender and population trends play an important role in community planning. As the demographic makeup of an area changes, the demand for housing, utilities, economic development and County services shifts. Yakima County must consider many options available to it to meet the needs of a shift in population and demographics. Table 1.8.7-1 outlines the age and gender breakdown in five year increments for Yakima County, while Figure 1.8.7-1 shows the same population breakdown in a population pyramid for a more graphic representation.

**Table 1.8.7-1 Yakima County, Age and Gender, 2010**

<b>AGE AND GENDER</b>	<b>Male Number</b>	<b>Female Number</b>
<b>Total population</b>	121,676	121,555
<b>Under 5 years</b>	10,950	10,459
<b>5 to 9 years</b>	10,399	10,057
<b>10 to 14 years</b>	10,196	9,663
<b>15 to 19 years</b>	10,454	9,510
<b>20 to 24 years</b>	8,593	7,937
<b>25 to 29 years</b>	8,156	8,161
<b>30 to 34 years</b>	7,855	7,746
<b>35 to 39 years</b>	7,500	7,447
<b>40 to 44 years</b>	7,345	7,139
<b>45 to 49 years</b>	7,729	7,646
<b>50 to 54 years</b>	7,574	7,394
<b>55 to 59 years</b>	6,607	7,049

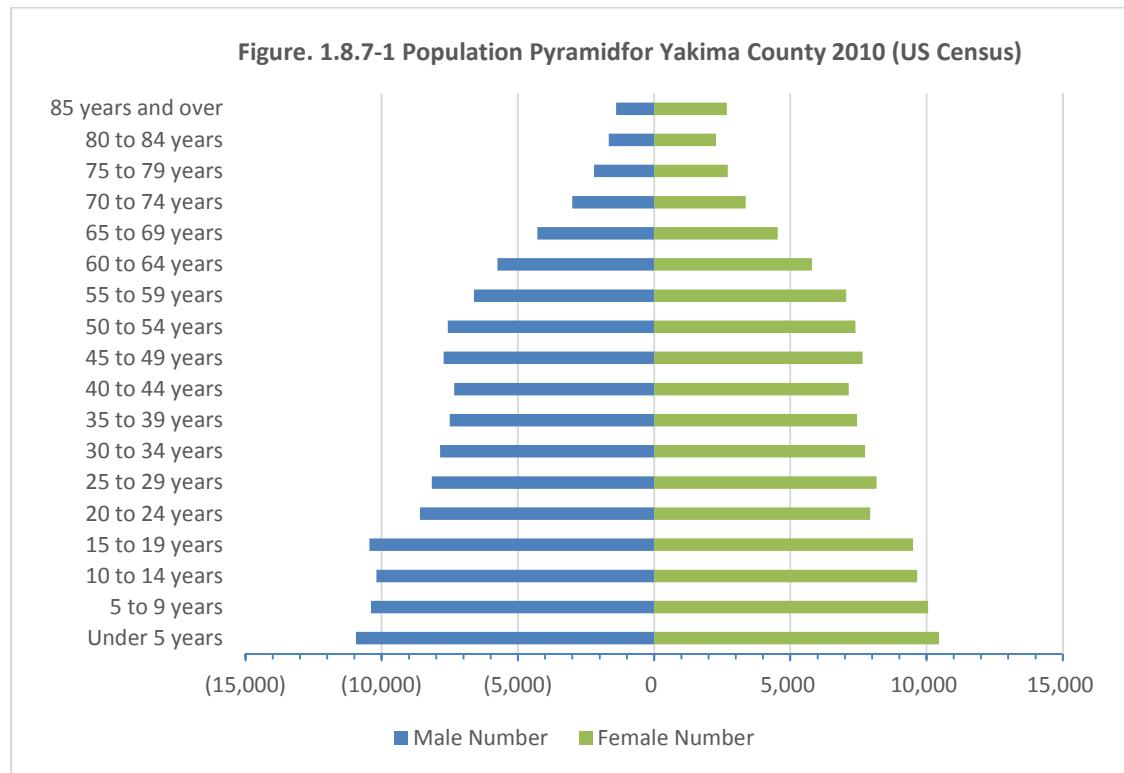
<b>60 to 64 years</b>	5,750	5,793
<b>65 to 69 years</b>	4,287	4,541
<b>70 to 74 years</b>	3,007	3,364
<b>75 to 79 years</b>	2,211	2,707
<b>80 to 84 years</b>	1,666	2,272
<b>85 years and over</b>	1,397	2,670

Source: 2010 US Census

The Table shows that males outnumber females in total population throughout the County, however the distribution by age and gender shows that females from the age of 55 and over dramatically outnumber males of the same age. This distribution is common throughout the county and state, and is primarily due to life expectancy between males and females. As mentioned above, these age and gender breakdowns can be a valuable tool in forecasting future facility and infrastructure needs. For example, identifying the age groups between 5 and 19 years can be beneficial for forecasting primary and secondary school enrollments. The Table also shows that there is a significant population drop off in the 20 to 24 year old increment for both males and females; this out migration of young adults could be attributed to college enrollment, military enlistment or out of County employment. Obviously the age distribution for those 20 years old or older have a significant relationship with forecasting future housing needs.

The population pyramid in Figure V-3 shows the ages of the general population in 1980 and 1990. Yakima County has one of the youngest populations in the state with a median age of 31.5 years. This is due to the young Hispanic (Figure V-4) and American Indian populations which have median ages of 20.3 years and 23.7 years respectively. Blacks are also younger than the population as a whole with a median age of 26.1 years. With more people in the childbearing years, continued growth due to new births is expected.

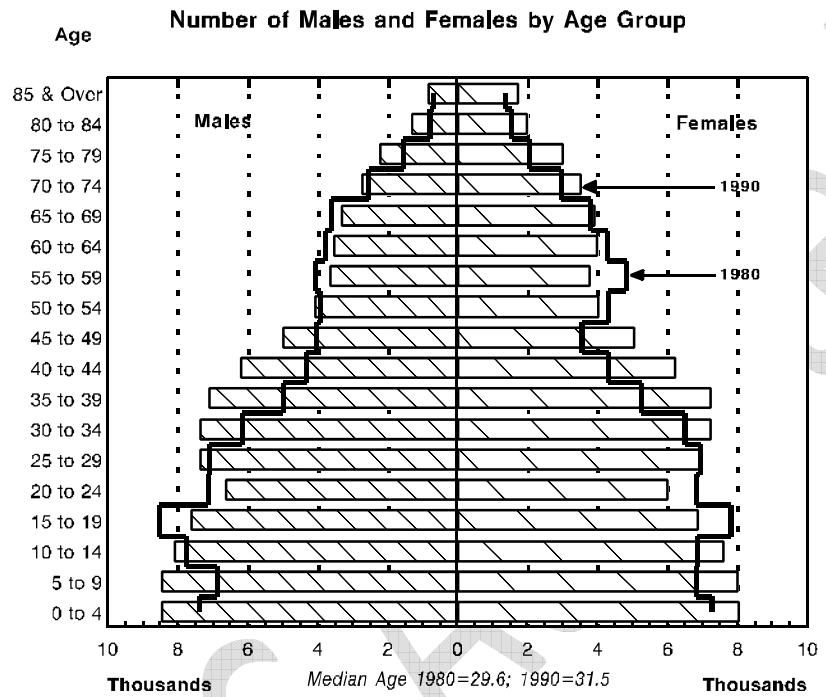
As a result of the age distribution of the County's population, schools are expected to see a continued increase in student enrollment, particularly minority students. For Blacks in the County, the number of children four years old and younger in 1990 was high compared to other age groups. This means that more babies were born in the late 1980's than in most previous decades and they are now entering the school system. Since the 1990 Census, there has been a 46 percent increase in Hispanic student enrollment in Yakima County schools. This reflects larger family size on average for Hispanics and may indicate additional growth due to in-migration.



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Figure 1.2.7.1 Population Pyramid for Yakima County, 1990

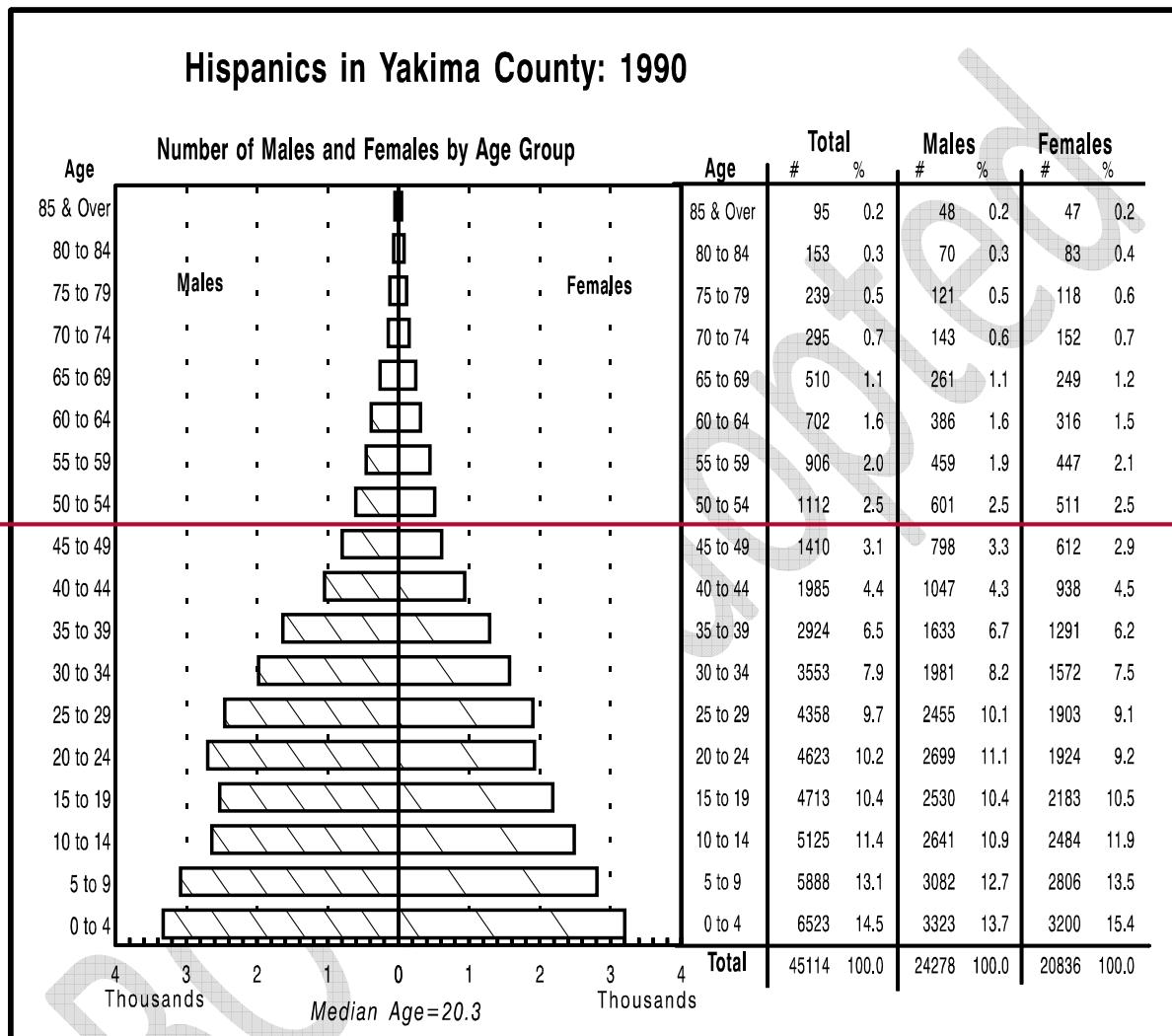
Population Pyramids for Yakima County: 1980 and 1990



Population Change for Total, Male and Female Populations

Age	Total Population				Males				Females					
	Number	1980	1990	#	Change	Number	1980	1990	#	Change	Number	1980	1990	#
85 & Over	2028	2522	494	24.4		676	804	128	18.9		1352	1718	366	27.1
80 to 84	2345	3294	949	40.5		798	1307	509	63.8		1547	1987	440	26.4
75 to 79	3612	5234	1622	44.9		1550	2219	669	43.2		2062	3015	953	46.2
70 to 74	5492	6243	751	13.7		2526	2723	197	7.8		2966	3520	554	18.7
65 to 69	7397	7212	-185	-2.5		3599	3310	-289	-8.0		3798	3902	104	2.7
60 to 64	8039	7520	-519	-6.5		3762	3539	-223	-5.9		4277	3981	-296	-6.9
55 to 59	8875	7385	-1490	-16.8		4061	3629	-432	-10.6		4814	3756	-1058	-22.0
50 to 54	8239	8110	-129	-1.6		3910	4081	171	4.4		4329	4029	-300	-6.9
45 to 49	7581	10028	2445	32.3		1028	4985	957	23.8		3553	5041	1488	11.9
40 to 44	8640	12385	3745	43.3		4318	6187	1869	43.3		4322	6198	1876	43.4
35 to 39	10254	14313	4059	39.6		4978	7093	2115	42.5		5276	7220	1944	36.8
30 to 34	12649	14601	1952	15.4		6131	7356	1227	20.0		6518	7243	725	11.1
25 to 29	14051	14293	242	1.7		7104	7359	255	3.6		6947	6934	-13	-0.2
20 to 24	13983	12828	-1137	-8.6		7121	6834	-187	-4.8		6842	5992	-860	-12.1
15 to 19	16313	14483	-1830	-11.2		8506	7618	-888	-10.4		7807	6865	-942	-12.1
10 to 14	14647	15678	1031	7.0		7765	8071	306	3.9		6882	7607	725	10.5
5 to 9	13702	16420	2718	19.8		6859	8429	1570	22.9		6843	7991	1148	16.8
0 to 4	14681	16478	1797	12.2		7397	8439	1042	14.1		7284	8039	755	10.4
<b>Total</b>	172508	188823	18315	9.5		85089	93785	8698	10.2		87419	95036	7619	8.7

**Figure 1.2.7.1 Yakima County Hispanic Population Pyramid**



**This school-age population is anticipated to grow based on the youthfulness of the Hispanic population as well as other minority groups.**

**Overall, approximately 30 percent of the County's population is under the age of 18, and 13 percent of the population is 65 and older. In looking at the population pyramid for Yakima County, there is an indentation at the 20 to 24 year olds. This indicates that young adults leave the area in search of jobs and educational opportunities elsewhere. Population pyramids for racial and ethnic groups in the County showed the same indentation, except for Hispanics (see Figure V-4). This may indicate a**

tendency for Hispanic, young adults to remain near one's family and may also reflect the Hispanics in the farm labor market.

There were slightly more Hispanic males ages 20 to 39 than females in 1990, as illustrated in Figure V-4. This is most likely due to labor in-migration. It is expected that these numbers will even out as families become established and settled.

The number of persons 65 to 79 years of age in 1990 was smaller than expected considering the number of persons aged 55 to 69 in 1980. Thus, in addition to mortality for that age group, there was probably out-migration. The increase in the number of persons over 70 was due primarily to the aging of younger and slightly larger age groups. In many of the cities in the Lower Valley, the number of elderly, non-Hispanic whites is much larger than any other age group. There are more older women than men in Yakima County. This reflects the fact that women live seven years longer than men on average.

### 1.8.8 Economic Status of the Population

In 1989, The US Census (5-Year American Community Survey for the years 2009-2013), has Yakima County's median household income was at \$43,506, \$23,612, well below the \$59,478, \$31,183 median for Washington State. The County's per capita income was \$19,433, compared to \$30,742 for the State \$10,735. These figures are lower in many of the cities and towns. Moreover, the median household incomes for Hispanics and American Indians in 1989 were \$17,856 and \$16,083 respectively. OFM estimates are slightly lower for the County and the State. OFM has Yakima County's 1994-2014 median household income to be at \$43,307, \$336 further behind the 1994-2014 state median income of \$58,686, \$40,398.

OFM uses a combination of Census money income and the Bureau of Economic Analysis (BEA) personal income data, which is available annually, for their estimates. Since different sources for income are used, especially between Census years, it is important to note some differences. The BEA reported per capita income at \$14,296 for Yakima County in 1989, notably higher than Census figures. However, the BEA includes more items in its definition of money income than does the Census, such as employer paid pension and medical benefits.

When comparing income information from one Census to the other it is important to consider the effects of inflation over that same time period. Although income may appear to have grown substantially, when adjusted for inflation, the median income in 1979 in Yakima County (in 1989 dollars) was \$24,766, indicating a 4.7 percent loss in real income over the ten year period. However, the median income for the entire state saw a 1.3 percent increase in real income in 1990.

According to the 1990 U.S. Census (5-Year American Community Survey for the years 2009-2013) of Population and Housing (sample data), 20.2.6 percent of the population of Yakima County was living below the poverty level in 1989, an increase of 43.42.4 percent since 1979-1990. In comparison, only 13.4-0.9 percent of all persons in the state of Washington State live below the poverty level. Not unexpectedly, the percentage of households in the County receiving public assistance increased between 1979 and 1989 from 9.6 percent to 11.7 percent. At the state level, the percentage of households with public assistance increased only slightly during the same period, from 6.4 percent to 6.7 percent.

~~According to the Office of Rural and Farmworker Housing, most migrant and seasonal farmworker households have very low annual incomes. Median household income for these households range from \$7,050 to \$12,350.~~

~~Additional information on economic conditions is located in the Housing and Economic Development Elements.~~

### **1.8.9 Education**

Educational attainment is a good indicator of the earnings potential of an individual. It also reveals the quality of our labor force. The [US Census 1990 Census \(5-Year American Community Survey over the years 2009 to 2013\)](#), shows that in Yakima County, ~~16.8~~<sup>7.3</sup> percent of all persons aged 25 years and over have less than a 9th grade education, while ~~13.7~~<sup>15.5</sup> percent of the same age group had four or more years of college education. In comparison, at the state level, ~~5.5~~<sup>4.0</sup> percent have less than 9 years and ~~22.9~~<sup>31.6</sup> percent have four or more years of college. Census data for the educational status for ~~16~~ to ~~19~~ ~~18~~ to ~~24~~ year-olds indicates that ~~31.2 percent of Yakima County have less than high school diploma~~ and a drop-out rate of ~~20.0 percent~~ as compared to ~~10.5~~<sup>16.4</sup> percent for the state.

~~Other issues in education include the increasing number of students and the additional costs associated with bilingual classrooms and migrant education services. The reasons for the growth in the number of students have already been discussed and minority enrollments for all school districts in Yakima County have increased. Hispanics are the largest part of this population. The majority of migrant students and students in bilingual classrooms are Hispanic. Migrant education statistics for Yakima County school districts show an increase in student enrollments from the 1989-90 school year of 9,618 students to 15,909 students in the 1993-94 school year. A dramatic increases occurred between the 1991-92 school year and the 1993-94 school year when the migrant student population grew by 52 percent. Population Projections, Methodology and Application~~

~~In 1992, OFM issued a year 2013 population forecast for each County, reconciled with its overall State of Washington total. Each County planning under GMA is required to allocate population growth to urban areas (cities and UGAs) and rural areas. To address the suspected Census undercount, Yakima County and its cities developed a population forecast in March, 1994. Subsequently, the Growth Management Hearings Boards ruled in a number of cases that the cities and counties must use the official OFM projections as the minimum target population they must address in their comprehensive plans.~~

~~1.2.11 Yakima County In cooperation with the cities, Yakima County provided population allocations. This was done using the original County wide OFM projection, extended through 2015, as the minimum planning population to be allocated among Yakima County cities, their interim Urban Growth Areas (UGAs), and unincorporated rural areas.~~

**Table 1.2.11-1 Yakima County Population Projections and Allocations by Jurisdiction; 1993-2015**

City/UGA	1993	2000	2001	2005	2010	2015 [low range]	UGA 25% [high range]
Grandview	8,257	9,253	9,405	10,037	10,887	11,810	14,763

Granger	2,152	2,307	2,330	2,425	2,549	2,679	3,349
Harrah	467	501	506	526	553	581	726
Mabton	1,898	2,035	2,055	2,139	2,248	2,362	2,953
Moxee	1,455	1,560	1,576	1,640	1,723	1,811	2,264
Naches	710	761	769	800	841	884	1,105
Selah	7,840	8,406	8,490	8,834	9,285	9,759	12,199
Sunnyside	13,474	14,446	14,590	15,183	15,957	16,771	20,964
Tieton	1,053	1,129	1,140	1,187	1,247	1,311	1,639
Toppenish	7,794	8,310	8,386	8,699	9,107	9,534	11,918
Union Gap	6,362	6,821	6,889	7,169	7,535	7,919	9,899
Wapato	5,734	5,963	5,996	6,131	6,305	6,484	8,105
Yakima	80,716	86,239	87,058	90,414	94,791	99,380	124,225
Zillah	2,216	2,475	2,514	2,678	2,898	3,135	3,919
<b>TOTAL</b>	<b>140,128</b>	<b>150,205</b>	<b>151,704</b>	<b>157,861</b>	<b>165,925</b>	<b>174,419</b>	<b>218,024</b>
<b>URBAN</b>							
<b>RURAL</b>	<b>56,872</b>	<b>58,475</b>	<b>58,708</b>	<b>59,648</b>	<b>60,845</b>	<b>62,065</b>	<b>74,479</b>
<b>TOTAL</b>	<b>197,000</b>	<b>208,681</b>	<b>210,412</b>	<b>217,510</b>	<b>226,770</b>	<b>236,484</b>	<b>283,781</b>

Source: Yakima County Planning Department.

#### 1.2.13 OFM Revised Forecasts

Many county growth rates, including Yakima's, have exceeded the OFM original twenty-year projection. In response, the 1995 legislature enacted ESB 5876 [RCW 43.62.035] which directed OFM to develop population projections using a "reasonable" range. As stated earlier, and prior to passage of this legislation, the County and cities had established their population allocations in May, 1995 (see Table V-5).

The revised OFM projections include a low, middle, and high range. The middle projection is considered to be the main, most likely scenario, while the low and high projections represent greater uncertainty as a forecast.

Yakima County's base projections are slightly below the most recent low OFM projection (3,453 persons over twenty years) and considerably less than the most likely middle range scenario. There is a substantial gap between the County's and OFM's high range projections, however, this figure narrows over the twenty year time frame. For purposes of comparison, Table V-5 shows the Yakima County population projections along with the revised OFM projections.

RCW 43.62.035 states, "A comprehensive plan adopted or amended before December 31, 1995, shall not be considered to be in noncompliance with the twenty year growth management planning projection if the projection used in the comprehensive plan is in compliance with the range later adopted under this section."

Some of the cities within the County have adopted their comprehensive plans prior to the deadline established in RCW 43.62.035. As stated above, this enables the jurisdictions to utilize previous population projections, and does not create noncompliance with the statute.

Those jurisdictions may have to amend their comprehensive plans to ensure consistency between these population figures, especially within urban growth areas.

Although Yakima County did not adopt Plan 2015 prior to the deadline, it does not anticipate the methodology established for its projections will endanger the overall growth strategy established. In accordance with the statute, the County will assess whether these population projections figures should be reconciled during the annual amendment cycle.

Listed below is an explanation of how Yakima County has integrated these population figures into several population sensitive elements of Plan 2015.

**Table 1.2.13-1 Office of Financial Management and Yakima County Population Projections**

Source	2000	2005	2010	2015
Yakima Co. Low Base	208,680	217,510	226,770	236,484
OFM Low Range	212,328	220,687	228,579	239,937
OFM Middle Range	215,637	227,623	239,435	255,253
OFM High Range	219,316	235,457	251,898	273,122
Yakima Co. High Range	250,416	261,012	272,124	283,781

### **1.8.11-10 Capital Facilities & Transportation Elements**

The locally generated base figure of 236,484 was used in developing the Level of Service (LOS) standards found in the Capital Facilities and Transportation Elements was developed using Yakima County's 20-year population projections, which were based on OFM's middle population projection of 318,494.

Yakima County does not anticipate in Policy CF 3.2 that the Level of Service standards will be diminished despite the slight difference between the County and OFM figures. As part of each annual amendment to **Horizon 2040**, the County will assess the LOS standards and reconcile any LOS calculations based on the revised OFM population forecasts.

### **1.8.12-11 Land Use Element**

The Land Use Element applies the Yakima County's 20-year population projections middle OFM range figure of 255,253 of 318,494 people (County-wide), which was based on OFM's middle population projection for the year 2040. and generally uses the same assumptions found in the May, 1995 population allocations.

### **1.8.13-12 Housing Element**

The Housing Element examines current population trends from the US Census, both the OFM range and Yakima County's population forecast with respect to the future demand for additional housing.

## 1.9 ANALYSIS OF ASSETS, NEEDS, AND OPPORTUNITIES

Who we are and who we are becoming will influence the land use policies we choose and, in turn, those land use policies will affect us. As ~~Plan Horizon 201540~~ is developed, adopted, and then reviewed annually, it will continue to consider the unique, diverse and dynamic characteristics of Yakima County's population. ~~In general, the demographic data presented here indicate that major demographic shifts are taking place.~~ Overall our population is young, [as shown in Figure 1.78.7-1 Population Pyramid for Yakima County 2010](#), but the senior population is growing. [As indicated in Table 1.78.6-1 Yakima County, Race and Ethnicity, 1990-2010](#), ~~C~~culturally we are becoming more diverse.

These changes will affect future housing needs, recreational preferences, economic development opportunities, income levels, and a variety of other needs. Growing populations will require particular consideration. They include school-age youth, minorities, the elderly, the poor, and persons with limited English proficiency.

Another challenge for County residents is to address the effects of poverty and to prevent poverty at its source. Residents must understand and be sensitive to the relationships between the following: education and income, a trained workforce and economic development, births to teen mothers and poverty, limited English skills and poverty, lack of affordable housing and homelessness, as well as poverty and crime.

Some of these issues are given greater attention in other parts of **Plan Horizon 2040**. For example, affordable housing issues are explored in the Housing Element while the quality of the workforce and jobs are discussed in the Economic Development Element.

~~Other issues do not have a place in Plan Horizon 2040~~ but have important impacts on the lives of Yakima County residents. Crime and the perception of crime affect residents and people considering moving here. The fact that the County spends more than ~~70-80~~ percent of its [general fund budget](#) on law and justice indicates the significance of this issue.

~~The rising number of students entering the school systems is another critical issue. This issue is compounded by the number of students with limited English proficiency and Spanish monolingual parents. The 1990 Census revealed that 22 percent of the total County population speaks a language other than English, but 6.3 percent do not speak English well (a percentage which has almost doubled since 1980). This number is expected to increase and English as a Second Language classes around the County are already full.~~

Given this population was undercounted in the last Census, the full impact of these issues is still unknown. Having a bilingual population is a resource; having a non-English monolingual population with limited resources or educational opportunities is a challenge.

### **Introduction**

How many people will need to be housed over the next 20 years? Who are they, and what will they need? Where do people work, compared with where they live? Where is our population growth coming from, and will it continue? The answers to these questions will determine the answers to every other element in the comprehensive plan. This section summarizes the Demographics Element, which provides the statistical foundation for the rest of the **Plan 2015**.

The analyses contained in this Overview indicate that a major demographic shift has occurred or is occurring, with possible implications for future housing needs, recreational preferences, location and lifestyle preferences, economic development requirements, income levels, educational needs, requirements for emergency services, and so on.

### **MAJOR ISSUES**

#### **1990 Census Undercount**

The official 1990 Census was challenged by a diverse group of states, local governments and advocacy organizations around the Country in response to release of the official numbers, and Yakima County was among them. Significant state shared revenues are allocated per capita and certain social service agencies are funded according to formulas based on census numbers. People who were most likely missed in the 1990 Census were also most likely to need and place demands on services. The County received a grant from the State to evaluate the extent of the undercount with respect to migrant and seasonal farmworkers. The potential undercount reported in the Demographics Element has potentially staggering implications for service delivery, because most major service providers to this population are substantially underfunded, and our responses to such issues as housing are likewise understated.

#### **Changing Population Characteristics**

Up until the 1980s, Yakima County's population characteristics were fairly static; small incremental changes were noted. For a variety of reasons described in the Element, the pace of change and growth quickened in the 1980s. It is apparent that some fairly significant change in the County's demographics is underway. Age, sex, race, ethnic background, educational level, and income of County residents are changing in ways that could have implications for how we plan for economic development, land use, housing, transportation, utilities, and capital facilities. What our community is today will clearly be different in 2015.

### **Population Trends**

~~Yakima County has grown from a population of 41,709 in 1910 to 222,581 in 2000 (U.S. Census), and an estimated 2005 population of 229,300 according to the Washington State Office of Financial Management (OFM). Some of the growth that occurred in Yakima County during the 1980s has been attributed to the "settling out" of the largely Hispanic migrant farm worker population. This trend received additional impetus with the passage of the Immigration Reform and Control Act of 1986. The County's growth during the 1980s is largely attributable to natural increase, however, with more than twice as many births as deaths. This more than compensated for the loss due to net migration of -2,100. Since 1987, the rate of population growth in eastern Washington has shown a generally steady increase, while the rate of change in western Washington peaked in 1990 and has since declined. Statewide, growth has been moving toward rural and unincorporated areas of the state since 1990.~~

### **Historical Basis for Population Change**

~~The County's growth during the period 1910 to 1940 was dramatic and reflected the rapid advance of the agricultural industry. The introduction of rail transportation and extensive irrigation projects intensified agricultural development and the related industries, which support agricultural activity. Regional influences during the 1940s and 1950s included establishment of Hanford Atomic Works during World War II, expansion of the land area under irrigation, growth of food processing industries, and access to new markets. Growth slowed during the 1950s as construction concluded on major irrigation projects and agricultural activity slowed.~~

~~During the 1960s, Washington State was consistent with a nationwide rural to urban migration pattern. Agricultural employment in the Yakima Valley was decreasing, while many new jobs were being created on the west side of the Cascades. During the decade, the County population increased by only 100 persons, or 0.1 percent.~~

~~Agricultural patterns in the Yakima Valley changed significantly between 1970 and 1990, according to crop reports for the Yakima Project as a whole. Acreage in sugar beets, potatoes, and irrigated pasture declined, while acreage in hops, alfalfa, wheat, apples, and grapes increased. Sugar beet production ceased during the 1970s when the area's last sugar beet factory closed.~~

~~In the 1970s, growth in Yakima County followed a national trend toward decentralization of people and activities, to suburban and exurban areas, and to many small towns and rural areas.~~

### **Present Situation**

The Washington State Office of Financial Management (OFM) estimates that the County population increased by 4.1 percent between 2000 and 2006.

### **Population Forecasts and Their Use in *Plan 2015***

Cities and counties must use the official OFM projections as the minimum target population they must address in their comprehensive plans.

### **Yakima County Forecasts**

In cooperation with the cities, Yakima County provided population allocations in May 2002. This was done using the original County wide OFM projection, extended through 2025, as the *minimum* planning population to be allocated among Yakima County cities, and unincorporated rural areas. Using this technique, the population of the County in the year 2025 is estimated to be 326,254 persons. Since the projections for individual cities could not be reconciled with the earlier OFM County wide projections without significantly *reducing* rural population below *current* levels, the County chose to provide a range of projections using both the minimum allocation originally provided by OFM and an upper range projection that could be defended since it reflected more recent growth trends. The County's projections are based on assumptions, which are listed in the Demographics Element.

### **OFM Revised Forecasts**

Many County growth rates, including Yakima's, have exceeded the OFM original twenty year projection. In response, the 1995 legislature enacted ESB 5876 [RCW 43.62.035], which directed OFM to develop population projections using a "reasonable" range.

The revised OFM projections include a low, middle, and high range. Typically, the middle projection is considered to be the main, most likely scenario, while the low and high projections may represent greater uncertainty as a forecast. However, based upon current growth rates the high projection was utilized.

OFM's medium population projection for 2005 (225,622) was slightly lower than the OFM's population estimate (229,300), released for that year. In addition, current growth rates as of 2006 indicate that the high range is the most likely range reflecting the County's twenty year population projections.

Listed below is an explanation of how Yakima County has integrated these population figures into several population sensitive elements of *Plan 2015*.

### **Capital Facilities & Transportation Elements**

It should be noted that OFM provides estimates for the base year population and the County's high forecast line for the year 2013 population in developing the Level of Service (LOS) standards found in the Capital Facilities and Transportation Elements.

Yakima County does not anticipate that the Level of Service standards established through Capital Facilities Policies CF 3.1-3.2 will be diminished despite the slight difference between the County and OFM figures. As part of each annual amendment to *Plan 2015*, the County will reassess the LOS standards and reconcile any LOS calculations based on the revised OFM population forecasts.

#### **Land Use Element**

The Land Use Element applies the high OFM range figure of 326,254 people (County wide) and utilizes the same assumptions found in the May, 2002 population allocations.

#### **Population Characteristics**

##### **Race, Ethnicity, and Age**

Based on 2000 Census population data, 65.6 percent of the County's population is white, 1.0 percent is black, 4.5 percent is American Indian, Eskimo or Aleut, 1.0 percent is Asian, and the remainder, 27.9 percent, is included under the Census classification of "other." The County's population includes 79,905 people, or 35.9 percent of all residents, who consider themselves to be of Hispanic origin (of any race). Most of the Hispanic population is included in the "other race" classification.

For decades, thousands of Hispanic migrant workers followed the crop harvest into Central Washington, beginning with the asparagus harvest in April and ending with apples in October, and leaving by early winter. By the mid-1980s, increasing numbers of migrant farm workers had started "settling out," creating a large, resident population of uneducated, unskilled, poorly housed, seasonally unemployed individuals. With the passage of the Immigration Reform and Control Act of 1986, many migrant workers filed for permanent citizenship, giving Yakima County an increasing percentage of minority residents. Yakima County led the state in these filings, 80 percent of which were of Hispanic origin.

In Yakima County, the Hispanic population went from 25,387 (14.8 percent) in 1980 to 45,114 (23.9 percent) in 1990 to 79,905 (35.9 percent) in 2000. The 2000 Census for the County showed a foreign born population of 37,575 (16.9 percent of the population and a 6.1 percent increase from 1990), of which 17,212 had entered the United States between 1990 and 2000. Of the foreign born population, 91.5 percent or 34,379 came from Latin America.

Approximately 334.9 percent of the County's population is under the age of 18, and 11.2 percent of the population is 65 and older.

### **Economic Status of the Population**

According to the 2000 U.S. Census of Population and Housing (sample data), 19.6 percent of the population of Yakima County was living below the poverty level in 1999, an decrease of 5.8 percent since 1989. In comparison, only 10.6 percent of all persons in the state of Washington live below the poverty level.

In 1999, Yakima County's median household income was \$34,828, well below the \$45,776 median for Washington State. The County's median family income that year was \$27,507, and its per capita income was \$15,606. These figures are lower in many of the cities and towns. Moreover, the median household incomes for Hispanics and American Indians in 1999 were \$26,662 and \$31,217, respectively.

### **Education**

The educational status for 16 to 19 year olds in the 1990 Census indicates that Yakima County had a drop out rate of 20.0 percent as compared to 10.5 percent for the state. The Census also shows that in Yakima County, 17.3 percent of all persons aged 25 years and over have less than a 9th grade education while 13.7 percent of the same age group had four or more years of college education. In comparison, at the State level, 5.5 percent have less than 9 years and 22.9 percent have four or more years of college.