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Ordinance No. 264

**BOARD OF COUNTY COMMISSIONERS
WALLA WALLA COUNTY, WASHINGTON**

An Ordinance Relating to Comprehensive Planning for Walla Walla County in accordance with the Washington State Growth Management Act (GMA), RCW Chapter 36.70A), and the State Environmental Policy Act (SEPA, RCW Chapter 43.21C), adopting Walla Walla County's Comprehensive Land Use Plan as required by the GMA and Final Environmental Impact Statement pursuant to SEPA, Adopting Final Urban Growth Areas, Addressing Orders and Directives of the Eastern Washington Growth Management Hearings Board, Issuing Further Instructions to Planning Staff, and Rescinding Conflicting Ordinances, Resolutions, Plans and Documents.

WHEREAS, in 1990 the Washington State Legislature passed and the Governor signed into law the Growth Management Act (GMA) as contained in SHB No. 2929 (Washington Laws, 1990 1st Ex. Sess., Ch. 17), which was subsequently codified as, among other chapters, Chapter 36.70A RCW; and

WHEREAS, the legislature found that uncoordinated and unplanned growth, together with a lack of common goals expressing the public's interest in the conservation and the wise use of our lands, could pose a threat to the environment, sustainable economic development, and the health, safety, and high quality of life enjoyed by residents of the state, in particular, urban growth along the I-5 corridor within the counties of King, Snohomish, Pierce and Thurston, among others; and

WHEREAS, on October 30, 1990, Walla Walla County opted to plan under the GMA as the Act was drafted and understood at the time; and

WHEREAS, the Washington State Growth Management Act requires all counties within the state to classify, designate, and conserve natural resource lands (forests, agricultural, and mineral) and protect critical areas (wetlands, geologically hazardous areas, fish and wildlife habitat conservation areas, aquifer recharge areas, and frequently flooded areas); and

WHEREAS, RCW Chapter 36.70A requires Walla Walla County to adopt a Comprehensive Land Use Plan that meets specified GMA goals and addresses the mandated GMA elements; and

WHEREAS, Walla Walla County, acting through its Responsible SEPA Official, conducted a thorough SEPA public review process, made a threshold determination, issued a Draft Environmental Impact Statement (DEIS) on May 3, 2000 relating to adoption of a GMA Comprehensive Plan, and prepared a Final Environmental Impact Statement (FEIS), all of which were reviewed and considered by the Walla Walla County Planning Commission; and

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WHEREAS, the DEIS was an integrated GMA document as specified by the SEPA rules (WAC 197-11-235); and

WHEREAS, the comments and correspondence provided by affected State, federal and local agencies and Tribes and citizens, has been considered during review of the Comprehensive Plan/Draft Environmental Impact Statement and in the preparation of attached changes to the Draft Plan; and

WHEREAS, the Walla Walla County Department of Planning have produced a Comprehensive Plan/Draft Environmental Impact Statement that meets the specified GMA goals and addresses the mandated GMA elements; and

WHEREAS, the Walla Walla County Planning Department relied upon best available data and science in specifying Comprehensive Plan/Draft Environmental Impact Statement content, goals, and policies; and

WHEREAS, on March 20, 2001, the Walla Walla County Board of County Commissioners released in draft form a document entitled "Walla Walla County Comprehensive Plan 2001-2021" and caused to be issued a Notice of Publication regarding this document on March 15, 2001 in the Waitsburg Times, a public newspaper, and its availability to the public, without charge, for review and comment; and

WHEREAS, the Walla Walla County Planning Commission completed an extensive public review process that meets or exceeds the requirements of the public participation requirement of the GMA upon public notice, including RCW 36.70A.020(11) and RCW 36.70A.140, including convening public hearings on March 20 and 28, 2001 to receive and consider public comment; and

WHEREAS, the Walla Walla County Planning Commission compiled an extensive public record, including studies, documents, and correspondence that was carefully considering during review of the Comprehensive Plan/Draft Environmental Impact Statement; and

WHEREAS on April 4, 2001, the Walla Walla Planning Commission submitted to the Walla Walla Board of Commissioners its proceedings relating to consideration of the Draft Comprehensive Plan and Draft Environmental Impact Statement, with recommendations; and

WHEREAS, upon public notice, the Board of Walla Walla County Commissioners conducted open record public hearings on April 17, 2001 and April 23, 2001, to consider the recommendations and record submitted by the Walla Walla County Planning Commission along with other public comments and also accepted written comments through April 27, 2001, all pertaining to the Draft Comprehensive Plan/Draft Environmental Impact Statement in

compliance with the public participation requirements of the Growth Management Act, RCW 36.70A.140; and

WHEREAS, upon public notice, the Board of Walla Walla County Commissioners deliberated during regularly scheduled office hours and sessions on the Draft Plan/Impact Statement, in the Commissioner's Public Hearings Room, including review and consideration of both the final recommendations and the complete record provided by the Walla Walla County Planning Commission, as well as the public testimony and written comment provided on the Comprehensive Plan/DEIS; and

WHEREAS, the Board of Walla Walla Commissioners held a joint meeting with the Walla Walla City Council and staff on April 23, 2001 to provide an additional forum to discuss Plan issues of mutual concern to the two jurisdictions, which forum was followed up by the County's written responses to City issues, copies of which are included by reference into the Final Plan document by reference; and

WHEREAS, the Board of Walla Walla County Commissioners considered the entire hearing record including the Planning Commission's recommendations, and written and oral testimony submitted during the Commissioner's hearings and through the April 27, 2001 deadline for written comments; and

WHEREAS, on January 22, 2001, the Eastern Washington Growth Management Hearing Board ordered Walla Walla County to adopt its Comprehensive Land Use Plan on or before May 2, 2001, but on May 1, 2001, revised the Plan adoption date to May 15, 2001; and

WHEREAS, the Board of County Commissioners has reviewed the draft Plan and Recommendations of the Planning Commission in light of the public comments offered at those public hearings and has concluded that certain changes should be made and incorporated into the final version of the Comprehensive Plan; and

WHEREAS, a number of pre-existing land use policies and plans that appear to conflict with the goals and policies in the GMA and may hinder achieving GMA compliance and the Comprehensive Plan should be rescinded or modified to avoid conflict or confusion; and

WHEREAS, the Comprehensive Plan as adopted will provide policy direction to ongoing and future planning efforts and drafting of future development regulations which, when adopted, will implement the Comprehensive Plan;

NOW, THEREFORE, BE IT ORDAINED that the Walla Walla County Board of County Commissioners ADOPTS the Walla Walla County Draft Comprehensive Plan 2001-2021, dated March 20, 2001, attached hereto as Exhibit A (including all maps and appendices referenced and included therein), except as modified or supplemented as directed herein; and

**BOARD OF COUNTY COMMISSIONERS
WALLA WALLA COUNTY, WASHINGTON**

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WHEREAS, the legislature found that uncoordinated and unplanned growth, together with a lack of common goals expressing the public's interest in the conservation and the wise use of our lands, could pose a threat to the environment, sustainable economic development, and the health, safety, and high quality of life enjoyed by residents of the state, in particular, urban growth along the I-5 corridor within the counties of King, Snohomish, Pierce and Thurston, among others; and

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BE IT FURTHER ORDAINED that the Board of County Commissioners directs staff to make the following changes to the draft Plan shown in Exhibit B hereto, by reference made part of this Ordinance, which together (Exhibits A and B) constitute the ADOPTED Walla Walla County Comprehensive Plan 2001-2021;

IT IS FURTHER ORDAINED that the Board of County Commissioners further ADOPTS Findings of Fact as shown in Exhibit C by reference made part of this Ordinance.

IT IS FURTHER ORDAINED that the Board of Walla Walla County Commissioners ADOPTS the Final Environmental Impact Statement for the Comprehensive Plan;

IT IS FURTHER ORDAINED that the Board of Walla Walla County Commissioners ADOPTS final Urban Growth Areas for the cities and towns of Walla Walla County designated in the maps included in the Comprehensive Plan as further specified in Ordinance Nos. 230 (College Place); 242 and 252 (City of Walla Walla); and ZA 206 (Zoning Amendment 206) (Waitsburg and Prescott);

IT IS FURTHER ORDAINED that the effective date of the Walla Walla County Comprehensive Plan is May 15, 2001;

IT IS FURTHER ORDAINED that the Board of Walla Walla County Commissioners rescinds and repeals in their entirety all existing resolutions, plans and/or studies which are/or may be found to conflict with the adopted Comprehensive Plan.

BE IT FURTHER ORDAINED that if any provision or provisions of this Ordinance or its application to any person or circumstance is held to be invalid, the remainder of this Ordinance or the application of the provision to other persons or circumstances shall not be affected;

BE IT FURTHER ORDAINED that all prior policies, ordinances, resolutions and/or regulations rescinded and/or repealed by the adoption of this Ordinance, including without limitation, Walla Walla County's Planning Enabling Act (1977) Comprehensive Plan and Zoning Ordinance, and Interim Growth Areas, are hereby expressly revived in the event that Walla Walla County's Growth Management Act Comprehensive Plan is at any time hereinafter declared in its entirety, or in relevant part, to be invalid or of no force or effect by a reviewing body with jurisdiction, pursuant to RCW 36.70A.302(4), or if it is later determined that Walla Walla County is not obligated to continue to plan pursuant to the Growth Management Act;

BE IT FURTHER ORDAINED that this Ordinance is applicable to development applications filed and determined by Walla Walla County to be complete on or after the effective date of this Ordinance;

BE IT FURTHER ORDAINED that the Board of County Commissioners directs staff to cause to be issued a Notice of Publication of adoption of the Final Comprehensive Land Use Plan and

Final Environmental Impact Statement that meets all requirements of the Growth Management Act, including sending a copy of the Plan and FEIS and appropriate notice to the Washington State Department of Community, Trade and Economic Development and to any other agencies as may be required by law; and

BE IT FURTHER ORDAINED that the Board of Walla Walla County Commissioners ADOPTS all recitals herein as findings of fact in support of this action.

PASSED by the Walla Walla Board of County Commissioners in regular session at Walla Walla, Washington, by the following vote, then signed by its membership and attested by its Clerk in authorization of such passage this 15th day of May, 2001.

Maiden

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Carey Three YEA; None NAY; None ABSTAIN; and

None ABSENT.

BOARD OF WALLA WALLA COUNTY COMMISSIONERS,
WALLA WALLA COUNTY, WASHINGTON

Charles A. Maiden
Chairman

[Signature]
Commissioner

David S. Carey
Commissioner

Attest:

Connie R. Vinti
Clerk of the Board

Exhibit B

APPENDIX B – DOCUMENTS REFERENCED WITHIN THE
WALLA WALLA COUNTY COMPREHENSIVE PLAN

Chapter	Page	Document	Adoption Date
2	3	Resolution 90-449 – County opts in to plan under the Growth Management Act	1990
2	3	Resolution 91-423 – Resolution Adopting Draft Process for Development of the County Wide Planning Policies	1991
2	3	Resolution 93-498 – Development and Adoption of the County-wide Planning Policies	1993
2	4	Resolution 92-028 to Adopt Recommendations of the Resource Lands Technical Advisory Committee	1992
2	5	Zoning Amendment ZA-224, Development and Adoption of the Russell Creek Planning Area Exclusive Agriculture (AE) Zoning Designation	1992
2	6	Zoning Amendment ZA-205 & Resolution 93-475, Development and Adoption of Mill Creek Planning Area Recommendations Rural Floating 2 (RF-2) Zoning Designation	1993
2	7	Adoption of the Interim Urban Growth Areas for Cities of Walla Walla, College Place, Prescott, and Waitsburg, Zoning Amendment ZA-206	2/15/94
2 4	7 1	Resolution 95-220 – Adoption of Critical Areas Code	June, 1995
2	8	Ordinance 233- Adoption of Mineral Lands Ordinance; See also Resolution 95-339 – Authorizing Committee to recommend Mineral Lands Designations and Policies	1996
2	8	Ordinance 230 – Adoption of College Place Urban Area	1995
2	9	Ordinance 242 and 252 – Adoption of Walla Walla Urban Area & 1996-2015 Urban Area Comprehensive Plan and EIS; See also: Urban	1998; 1999

		Growth Management Agreement between Walla Walla County and City of Walla Walla, Resolution 99-039 and 00-082	
2	9	City of Waitsburg Comprehensive Plan and Development Regulations	1998
2	10	City of Prescott Comprehensive Plan and Development Regulations	1998-9
2	10	Agriculture Lands Survey	1998-9
2 3 4	10 7 7	Walla Walla County Comprehensive Flood Hazard Management Plan, Resolution 0-064	1998-2000 (2/2000)
2	11	Attalia Industrial Urban Growth Area & Attalia Moratorium	1999 2000
2	11	Burbank Sub-Area Committee Reports; See also Burbank Moratorium Ordinance 254	1999-2000; 9/1999
3	7	Coordinated Water System Plans of Walla Walla College Place and Burbank	
3	7	Comprehensive Plans for Walla Walla, College Place, Waitsburg and Prescott and development regulations	
3	15	Six Year Transportation Improvement Plan	
3	15	Capital Facilities Plan	
4	9/10	Aquifer Study(s) (17 studies)	
5	3	Walla Walla County Shoreline Inventory 1972	1972
6	5	Housing Needs Assessment and Comp. Housing Affordability Strategy	1993
6	6	Fair Housing Resolution	1994
6	6	Residential Anti-Displacement and Relocation Assistance Plan	1992
7	24	Agriculture Lands of Primary Significance, & Agriculture Lands of Unique Significance	1991

7	25	46 Designated Quarry Sites	Various
7	27	Urban Area Comprehensive Plan – Cities of Walla Walla and College Place, Ordinance 237	3/31/97
7	28	City/County Walla Walla Urban Area Comprehensive Plan	1998
7	36	Agriculture Lands Survey	1998
7	43	Mill Creek Planning Committee Policies	1992
7	65	Resource Lands Committee Recommendations	1992
7	67	Mineral Resource Lands Committee Policy, Ordinance 233 - Guides Designation of Mineral Resource Sites; See also Resolution 95-339 – Authorizing Committee to Recommend Mineral Lands Designations and Policies	1996
7	70	Forest Resource Lands Technical Advisory Committee Report	
7	141	Whitman Mission General Management Plan	
7	156	Adopting portions of the City Walla Walla Urban Area Comprehensive Plan, Ord. 242	4/1998
7	157	Resolution 99-039 and 99-082- Guides Development of Land Within the Urban Growth Area	1999
7	157	Resolutions 99-297-- Guides Development of land within the Urban Growth Area	1999
7	157	Resolution 99-252- Amends the Comprehensive Plan and UGA	1999
7	158	Ord. #230 – establishes the Urban Growth Area for the City of College Place	1999
7	158	City of College Place- Land Use Map	

7	158	Eastern Washington Growth Management Hearings Board Order – development of lands on the South side of SR 125	April 23, 1996
7	159	Waitsburg Land Use Plan	
7	162	Land Use Map – City of Prescott	
8	3	RTPO – Tri-County Regional Transportation Planning Organization	
8	8	Transportation Network Inventory	
8	18	Walla Walla County Rural Mobility Action Plan	
8	29	Transportation Equity Act for 21 st Century	
8	38	Valley Transit Development Plan	
8	38	Regional Bicycle & Pedestrian Plan [<u>not</u> adopted by reference]	
8	38	Walla Walla Regional Airport Master Plan	
9	11	Walla Walla /College Place Coordinated Water System Plan, Resolution 99-067	1999
9	12	Irrigation District System Plans	
10	3	Capital Facilities Planning Committee Policies	1999
10	25	Port of Walla Walla Capital Facilities Plan	
10	34	South Central Regional Emergency Medical Services Plan (SCRMP)	
10	42	Capital Improvement Plan for Fairgrounds	
11	9	Walla Walla County economic Development Plan	2000
12	1	Burbank Subarea Plan	
12	5	Burbank Values Survey	1996
12	7	Burbank/Burbank Heights Plan; See also Burbank Area Moratorium, Ordinance 254	1998; 9/1999

- I. **SUPPLEMENTAL STAFF REPORT: REQUEST FOR ADOPTION OF THE WALLA WALLA COUNTY FINAL COMPREHENSIVE PLAN 2001-2021**
- II. **SUBJECT:** Recommended changes to the Final Comprehensive Plan
- III. **DISCUSSION:**

Walla Walla County Regional Planning staff has been preparing a Final Comprehensive Plan with an extremely accelerated time schedule. The speed with which final revisions to the plan were prepared has led to a small degree of incompleteness within certain elements of the Final Comprehensive Plan. Staff is now introducing proposed changes/corrections into the County Commissioners' hearings on the Final Comprehensive Plan.

The proposed changes are as follows:

A. "Port Limited Industrial Areas:

These areas are designated on properties under current ownership of the Port of Walla Walla. These areas meet the statutory definition of 36.70A.070.5.d: Limited Areas of more Intensive Development. These are areas owned by the Port since the late 1960's, which do not fit the statutory provision of Major Industrial Developments. These properties are limited to their current boundaries and are intended for minor infill only, with their use limited to those uses that are compatible with the surrounding agricultural/industrial land uses currently existing in surrounding districts. Some of these properties currently lie under the waters of the Columbia River and will be designated for water specific industrial activity as determined compatible with the surrounding land uses and the Shorelines Management Act. This will be accomplished via creation of new zoning designations to be adopted subsequent to adoption of this plan. These areas are delineated on Chapter 7 Map Land Use-X as Port Limited Industrial Areas." *Text added*

B. Industrial UGA Sub-element--Chapter 7, page 165:
"The Attalia Industrial UGA, as proposed, meets the statutory definition of RCW 36.70A.365 Major Industrial Developments." *Text added*

C. Rural Lands Sub-element—Chapter 7, page 114:
"Limited Areas of more Intensive Development meet the requirements of 36.70A.070.5.(a)-(d) and all subsections therein. These areas shall hereafter be referred to as Rural Areas of more Intensive Development (RAIDs)." *Text added*

D. Rural Land Sub-element—Chapter 7, Page 109:
"Rural Remote: 20-40 Acre minimum lot size" *Text revised to reflect map*

E. Rural Lands Sub-element—Chapter 7, Page 116:
"Limited Areas of more Intensive Development meet the requirements of 36.70A.070.5.(a)-(d) and all subsections therein. These areas shall hereafter be referred to as Rural Activity Centers (RACs)." *Text added*

F. Rural Lands Sub-element—Chapter 7, Page 133:

1. Goal RL 31 (X)

"Recognize that rural activity centers (RACs), because of their sense of community, and possible induction of new services and infrastructure, will grow in a manner that is similar to that of incorporated areas. Seek to provide for a way to accommodate for this through a boundary amendment process." *Text added*

2. Policy RL 46 (X)

"Because RACs are essentially recognized communities with a logical existing boundary, if growth does occur within a RAC to a certain established degree, provide methodology for eventual adjustment of the boundaries. This methodology should theoretically be developed in a similar matter to that of Urban Growth Areas but should recognize that these areas are not under the statutory provisions that guide amendments to the UGA. This methodology should be developed with the development regulations that implement this plan." *Text added*

IV. FINDINGS

Planning staff has reviewed these suggested changes for compliance with RCW 36.70A and finds that all proposed changes meet the intent of the act as indicated in the original staff report. Staff asks that these changes be adopted and incorporated into the Walla Walla County Final Comprehensive Plan (2001-2021).

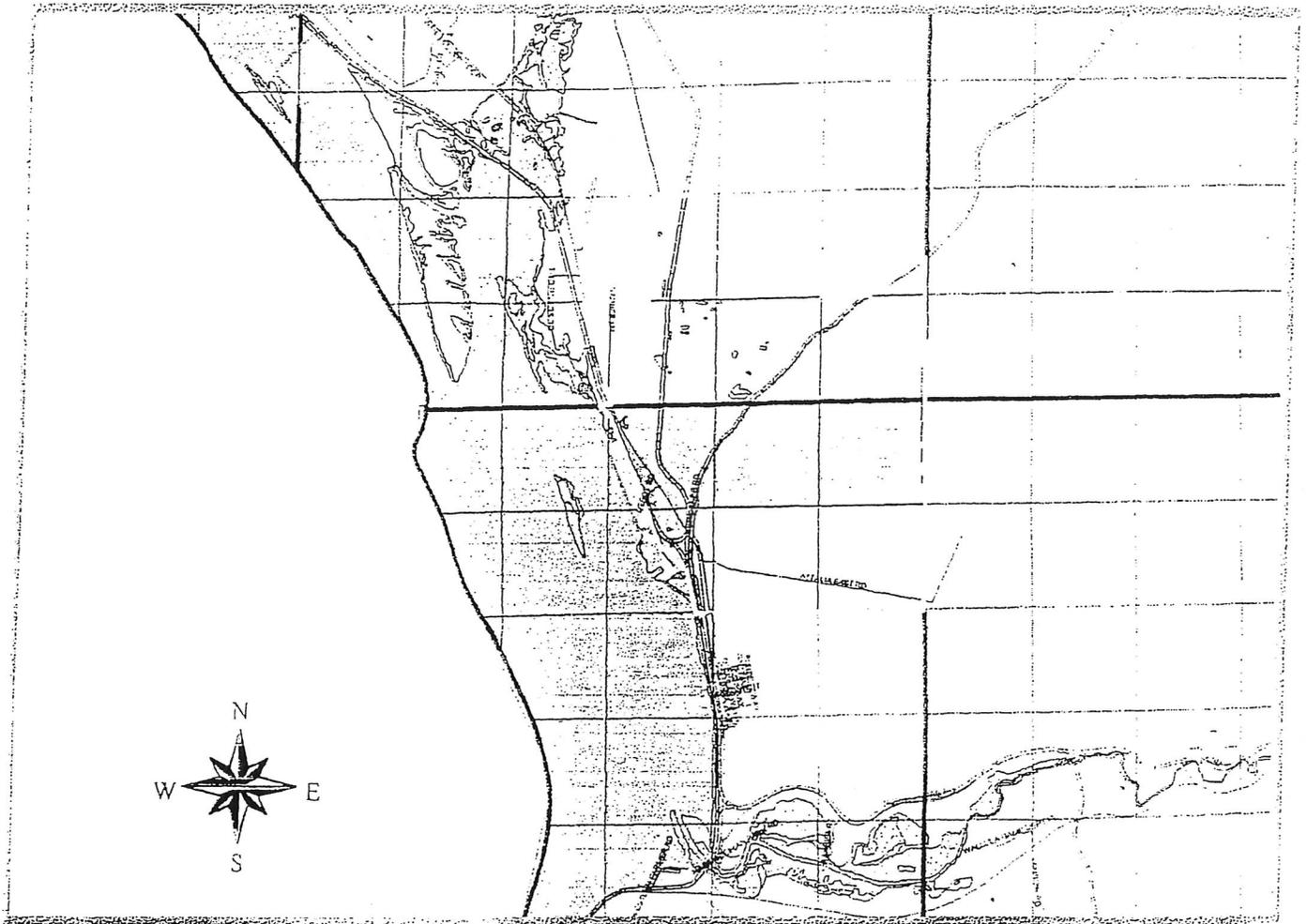
CHART OF PLAN DOCUMENT MODIFICATIONS
4/23/01 Public Hearing and 5/15/01 Adoption Date

Chapter	Page	Document
2	8	Add reference to Mineral Resource Lands Committee Policy, Ordinance 233 - Guides Designation of Mineral Resource Sites; See also Resolution 95-339 – Authorizing Committee to Recommend Mineral Lands Designations and Policies
2	9	Typo- 19996
5	3	Add Ordinance / Resolution number for Walla Walla County Shoreline Master Program
6	5	Add Ordinance / Resolution number for Housing Affordability Report
6	11	Add to text to Policy HS-7: Encourage infill in order to make efficient use of existing infrastructure, and to prevent premature conversion of resource lands, <u>and to create as few non-conforming lots as possible.</u>
6	11	Add new Policy HS-13: “Recognize historical platting patterns where such platting is (1) <u>consistent with historical investment in infrastructure,</u> (2) where the <u>continued availability of that infrastructure supports infill at the historical density level and is an economical use of limited resources</u> ”.
7	24	Add table of % of lands designated as AG here
7	24	Agricultural Lands of Primary and Unique Significance. Add Text: “See also Resolution 92-028 – County’s Adoption of the Resource Lands Technical Committee Report & Report – Ag Land”
7	25	References 26 designated Quarry sites – add reference to Mineral Resource Lands Committee Policy, Ordinance 233 - Guides Designation of Mineral Resource Sites; See also Resolution 95-339 – Authorizing Committee to Recommend Mineral Lands Designations and Policies; and reference Map LU-1 change Map title to match this reference.
7	67	Add reference to Mineral Resource Lands Committee Policy, Ordinance 233 - Guides Designation of Mineral Resource Sites; See also Resolution 95-339 – Authorizing Committee to Recommend Mineral Lands Designations and Policies and reference Map LU-1 change Map title to match this reference.
7	68	Add reference to Mineral Resource Lands Committee Policy, Ordinance 233 - Guides Designation of Mineral Resource Sites; See also Resolution 95-339 – Authorizing Committee to

		Recommend Mineral Lands Designations and Policies and reference Map LU-1 change Map title to match this reference.
7	69	Prior to sentence that begins "Because of this potential conflict.." Add text which references County's Mineral Lands Designation Protection Policy.
7	70	Forest Resource Lands Technical Advisory Committee Report – Add Text – "See also Resolution 92-029 – County's Adoption of the Resource Lands Technical Committee Report & Report- Forest Land"
7	108	Add "Within the boundaries defined in this Plan", prior to sentence beginning "Designating rural lands areas minimizes..."
7	110	Add "The current" prior to the two sentences which begin with "Examples of this area...."
7	111	After the first full paragraph add: "The Designation requires a review process, and the Floating Zone designation will be approved only if the criteria established in Walla Walla County Ordinance #205 (referenced in policy RL-22) is met; otherwise the underlying designation of Rural Remote (20 acre minimum lot size) shall apply."
7	111	Delete the word "an" and replace with "The current" to sentence as follows: " An <u>The current</u> example of a rural floating area..."
7	113	Delete and Replace third paragraph with: "The current examples of Rural Transition areas are the Orchard Blaylock area (See Map LU-3) and Sun Harbor Estates (See Map LU-4)."
7	114	Add text which addresses the underlying zone / comprehensive plan designation if the Rural Farm Worker Community designation is NOT approved, as follows: "New Areas proposed for the Rural Farm Worker Community Designation requires a Conditional Use Permit review process, and the designation will be approved only if the criteria referenced in policy RL-34-36) is met; otherwise the area's underlying designation shall apply."
7	116	Add text in the third paragraph to clarify that Rural Activity Centers are currently limited to the 5 areas listed (replace the word "include" with "are").
7	128	Add " <u>per Ordinance #205</u> " to the end of the sentence which currently reads "lots should be at least 3 acres."

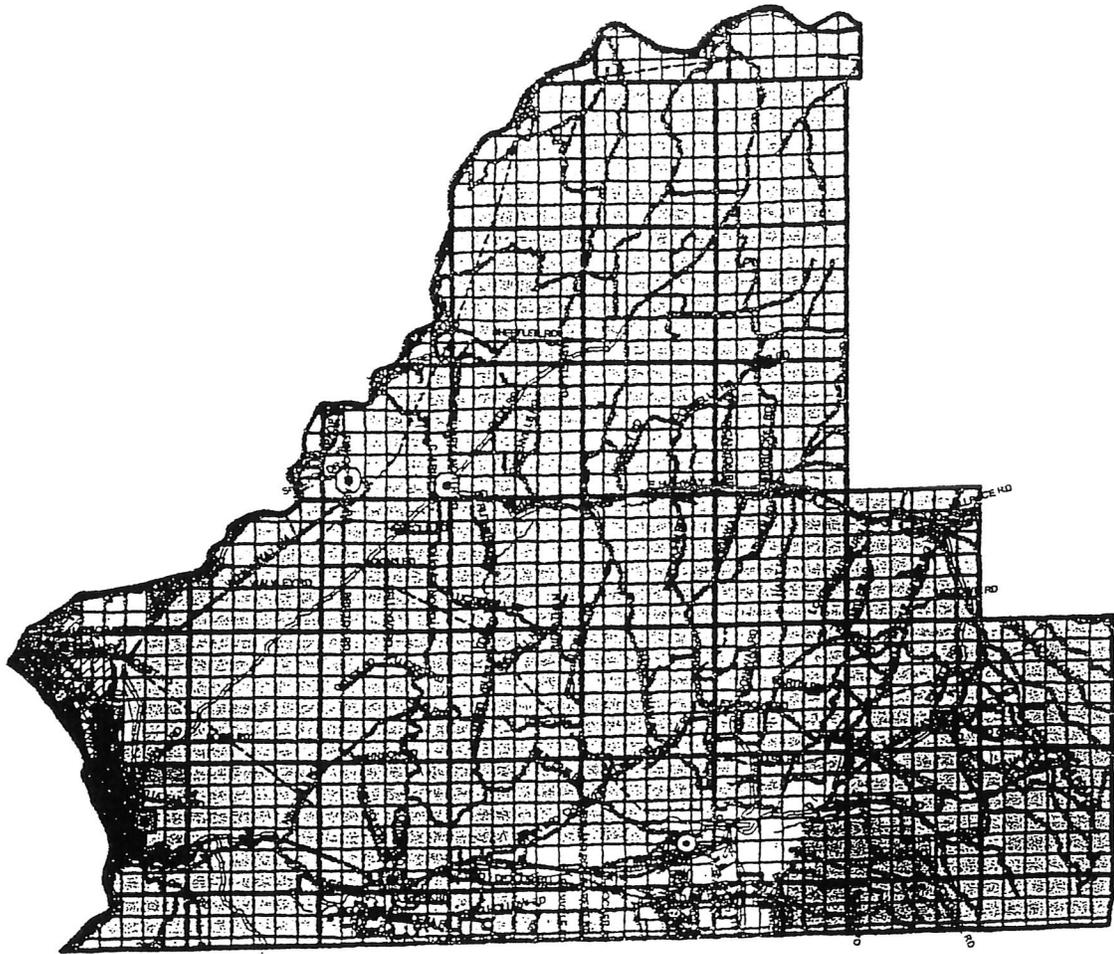
7	130	Modify text of RL-28 – as follows: " <u>The majority of the available buildable land already has been developed.</u> Additional u <u>Undeveloped land within the existing boundaries</u> may be included in these areas to allow for limited growth."
7	132	Modify text of RL-33 – as follows: " <u>The majority of the available buildable land already has been developed.</u> Additional u <u>Undeveloped land within the existing boundaries</u> may be included in these areas to allow for limited growth."
7	152	Delete sentence " It can include up to 50% excess land to avoid tightening of urban land supply and increased costs "; Add reference which clarifies that the remaining text is a quote from the CWPPs.
7	166	Insert text into last paragraph from page 7-172 as follows: "The Attilia Industrial boundary is shown on Map LU-13"; Delete the current first sentence.
8	4	Spell out RTPO (Tri-County Regional Transportation Planning Organization) – this is first reference to it in the Plan.
6	5	Housing Needs Assessment and Comp. Housing Affordability Strategy
7	67	Add reference to: Mineral Resource Lands Committee Policy, Ordinance 233 - Guides Designation of Mineral Resource Sites; See also Resolution 95-339 – Authorizing Committee to Recommend Mineral Lands Designations and Policies
Map		Re-map of property at the junction of Isaacs and Mill Creek to reflect a publicly owned industrial property
7		Revision to include the following language: "The current regional power shortage is a recognizable issue within the State of Washington. The County would like to maximize the potential of its physical location in possibly siting of future plants. The County may look at the existing gas and electric transmission lines/corridors and after study of all affected areas, may establish limited industrial areas with finite boundaries, that serve only the intended use. The County will work with the applicant to ensure that design criteria are followed which enhance the visual landscape and address environmental affects."
7		Modify the Rural Residential designation to have a 5 acre designation, and add the following policy: "At the time of adoption of the development regulations, the County shall recognize and zone currently developed and/or segregated portions of this area consistent with the area's existing lot size and density (i.e.: currently platted 1 acre will be zoned 1 acre.) Undeveloped and/or unplatted areas will be zoned at a density of 1 d/u per 5 acres."

Port Limited Industrial Areas



Proposed Land Use

Rural Activity Center	General Agriculture 20 Acres	Rural Transition 1/2 Acre
Industrial UGA Boundary	Rural Remote 20-40 Acres	Agriculture Industrial Light
Port Limited Industrial Areas	Agriculture Residential 10 Acres	Agriculture Industrial Heavy
Land Use Districts	Rural Agriculture 10 Acres	Burbank Planning Area (RAC)
Exclusive Agriculture 120 Acres	Rural Residential 2-5 Acres	
Primary Agriculture 40 Acres	Rural Floating 2-3 Acres	



Proposed Land Use

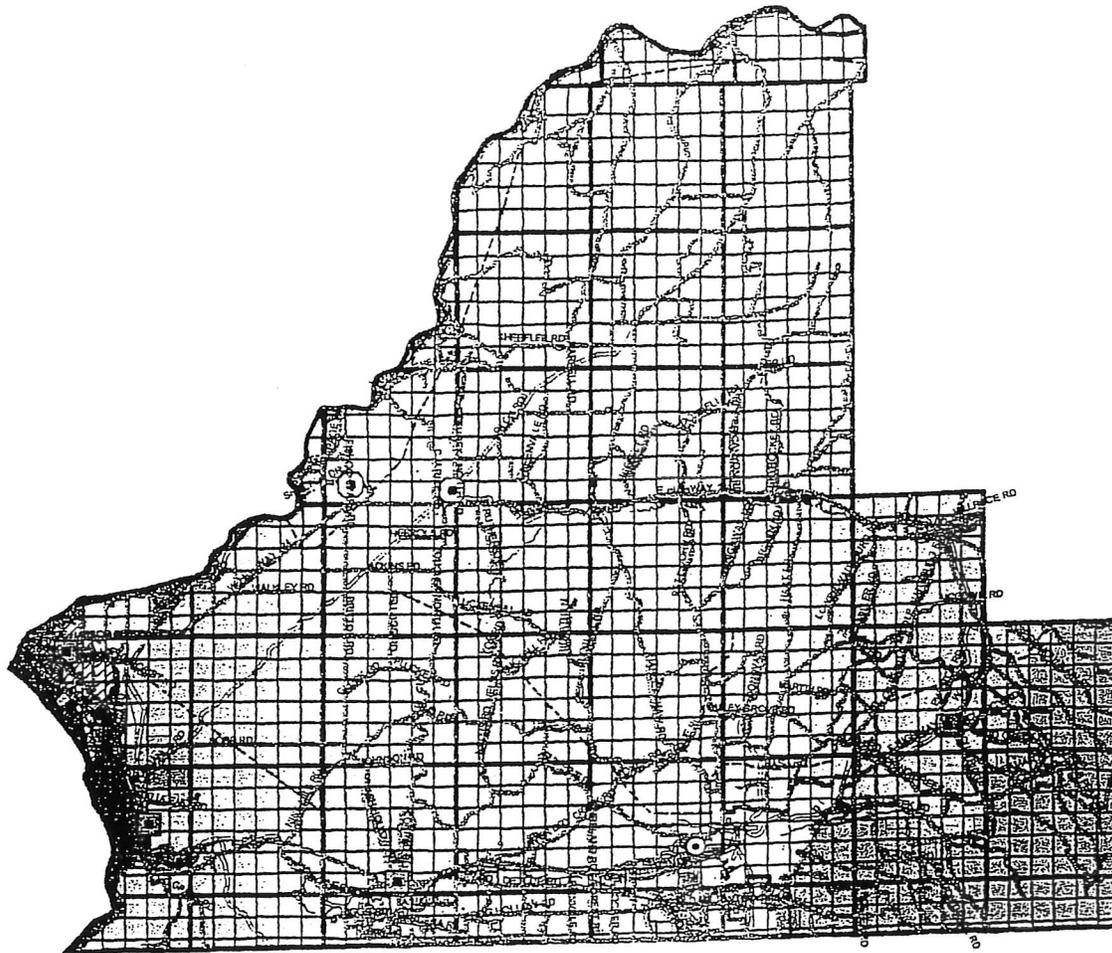
- Rural farmworker community (rfc).shp
- Rural activity center (rac).shp
- Rural Area/Intensive Development (raid).shp
- Limited Industrial Areas
- Railroads
- Electric Power Lines
- Natural Gas Lines
- Waka Waka UGA
- College Place UGA
- Land Use Districts

 - Primary Agriculture 40 Acres
 - Exclusive Agriculture 120 Acres
- Agriculture Residential 10 Acres
- Rural Remote 20-40 Acres
- Rural Agriculture 5-10 Acres
- Rural Floating 2-3 Acres
- Rural Residential 5 Acres
- Rural Transition 1/2-1 Acre
- Agriculture Industrial Light
- Agricultural Industrial Heavy
- Burbank Planning Area

Future Land Use Designation	Min. Lot Size (Acres)	Max. Lot Size (Acres)	Total Acreage (Gross Area)	Road Buffer Area (Acres)	Shoreline Areas/Critical Areas	Total Other (Acres)	# of Residential Structures	Buildable Area-- Assuming No Current Development (Net Acres)	Current Density (Acres/Home)	Total Projected # of Home Sites-- Assuming No Current Development (Acres)
Rural Floating-2	2	3	1480	0	629	370	142	481	3.387324	240.5
Rural Residential	5	5	4665	0	699.75	1166.25	1027	2799	2.725414	559.8
Rural Transition	0.5	1	1198	0	179.7	299.5	532	718.8	1.351128	1437.6

May 13, 2001

Total Projected # of Home Sites--			
Assuming No Current Development- Max. (Acres)	Home-site Development Potential-- Min.	Home-site Development Potential-- Max.	
160.3333333	98.5	18.33333333	
559.8	-467.2	-467.2	
718.8	905.6	186.8	



Proposed Land Use

- | | | | |
|---|---------------------------------|----------------------------------|-------------------------------|
| Rural farmworker community (rfc).shp | Natural Gas Lines | Agriculture Residential 10 Acres | Agriculture Industrial Light |
| Rural activity center (rac).shp | Walla Walla UGA | Rural Remote 20-40 Acres | Agricultural Industrial Heavy |
| Rural Area/Intensive Development (raid).shp | College Place UGA | Rural Agriculture 5-10 Acres | Burbank Planning Area |
| Limited Industrial Areas | Land Use Districts | Rural Floating 2-3 Acres | |
| Railroads | Primary Agriculture 40 Acres | Rural Residential 5 Acres | |
| Electric Power Lines | Exclusive Agriculture 120 Acres | Rural Transition 1/2-1 Acre | |

Attachment C
WALLA WALLA COUNTY COMPREHENSIVE PLAN
BOARD OF COUNTY COMMISSIONERS
FINDINGS OF FACT

Section 1 – General Findings

1.1 Pursuant to chapter RCW 36.70A, every County planning under the Growth Management Act (GMA) must adopt a comprehensive plan, containing the required elements, for their jurisdiction. A Comprehensive Plan may include, where appropriate, subarea plans, each which is consistent with the comprehensive plan.

1.2 The Final Walla Walla County Comprehensive Plan 2001-2021 meets all requirements of the Growth Management Act as detailed in the information below. All GMA prerequisites for adoption of the County's Comprehensive Land Use Plan entitled "Walla Walla County Comprehensive Plan 2001-2021 dated March 20, 2001 have been met, and the plan is in compliance with GMA, and includes all of the required elements: land use, housing, capital facilities, utilities, transportation, and open space. Critical areas and resource lands ordinances have also been adopted as a part of this process.

1.3 When considering application of GMA policies, and adopting a Final Comprehensive Land Use Plan, the County considered and utilized best available science as specified by RCW 36.70A.172 to ensure the proper preservation and protection of the functions and values of critical areas and preservation and enhancement of anadromous fisheries.

Section 2- Purpose of the Comprehensive Plan

2.1 The Walla Walla County Comprehensive Plan provides a legally recognized framework for making decisions about land use in Walla Walla County. Walla Walla County's Comprehensive Plan directs the County's future physical growth through several mechanisms. It provides guidance for development regulations, such as the zoning ordinance, and for other county-wide plans. Such plans must include the public facilities needed to accommodate the population growth anticipated in the Comprehensive Plan. They also must ensure that levels of service adopted within the Plan can be maintained.

2.2 The Comprehensive Plan will also be used when reviewing development applications, interlocal agreements, or various County programs, enabling County regulations to be developed to fulfill the goals and policies of this Comprehensive Plan.

2.3 The Comprehensive Plan:

- Guides the development of additional community plans and implementing regulations through its policy statements;
- Guides the provision of public facilities and services by integrating land use, infrastructure, and service delivery;
- Provides regional coordination and consistency with other jurisdictional planning efforts; and
- Allows for on-going citizen participation and involvement.

Section 3 - Planning Concepts and Principles

3.1 Several concepts, and their underlying principles, are basic to the planning approach embodied in this Comprehensive Plan. The Plan has these characteristics:

3.1.1 **Long Range** The Plan is based on a 20-year vision of the County, as defined by the community and State GMA regulations through an extensive public participation process.

3.1.2 **Predictable.** Citizens, interest groups, agencies, and decision-makers should understand the plan and the standards for its application and review.

3.1.3 **Consistent.** The Plan should be internally consistent and coordinate where possible, with neighboring jurisdictions in an attempt to be consistent on the physical landscape.

3.1.4 **Comprehensive.** The Plan should interrelate people, land, resources, natural systems, and public facilities in such a way as to protect the future health, safety and welfare of our citizens.

3.1.5 **Flexible.** After its adoption, the Plan will continue to evolve to reflect our actual experience of growth and citizen concerns over how to adequately manage growth. Through annual updates and substantive periodic reviews, the

Plan will be adjusted to changing needs, unforeseen circumstances, or new local and regional trends.

3.1.6 Goal-oriented. Goals and policies of the Plan will trace the vision for the future for sustaining and improving the quality of life advocated by our citizens. Goals and policies will also be consistent with and balance the planning goals of the GMA with the ever-evolving needs of the public.

3.1.7 Financially Feasible. The Plan should be financially feasible and must be capable of being implemented.

3.2 Framework

The Plan provides a legally recognized framework for making decisions about land use and other planning and policy decisions. However, it is fundamentally a policy document. The policies are required by the GMA to be implemented through the use of such regulatory tools as zoning and subdivision ordinances, as well as other innovative techniques. These regulations must be developed and maintained in accordance with the goals and policies of this Comprehensive Plan.

3.3 Legal Document

The Plan is a legal document with a map or series of maps and accompanying text, goals and policies that is adopted by the Board of County Commissioners to guide public and private land use decisions. The Plan strives to balance the community's financial ability to support development against its projected growth in population, employment, and housing with the need for environmental protection.

3.3 Consistency Tool

The Plan directs the County's future physical growth through several mechanisms. It provides guidance for development regulations, such as a zoning ordinance, and for other county-wide plans. Such plans must include the public facilities needed to accommodate anticipated population growth and they also must ensure that levels of service adopted within the plan can be maintained.

3.4 Reference Guide

The Plan will be available to the public as a reference guide and is intended to notify citizens, the development community, and government agencies of how the

County is directing its energies and resources to manage growth. It seeks to establish a clear intent and policy base, which can be used to develop and interpret future regulations and will provide a measure of predictability to landowners and developers.

3.5 Funding Mechanism

The Plan will also help Walla Walla County in its attempts to secure funding for development and capital improvement projects. This plan will provide this information as well as details on how individual projects fit into and support the County's overall vision for its future.

Section 4 - GMA Requirements

4.1 Passage of the GMA significantly changed the requirements for local planning. The law requires that each county, in consultation with its cities and towns:

- Plan for a 20-year population forecast as provided by the State Office of Financial Management (OFM) and distribute this forecast equitably and realistically throughout the County;
- Collectively identify urban growth areas for each city and town using service standards and land development suitability as measures; and
- Draft plans that, at a minimum, include land use, transportation, housing, utilities, capital facilities, shorelines, and rural elements.

4.2 The GMA requires Washington's fastest growing counties, the cities within them, and other jurisdictions "opting in" to the process to plan extensively in accordance with the following goals:

4.2.1 **Urban Growth.** Encourage development in urban growth areas where adequate public facilities and services exist or can be provided in an efficient manner.

4.2.2 **Sprawl.** Reduce the inappropriate conversion of undeveloped land into sprawling, low-density development.

4.2.3 **Transportation.** Encourage efficient multi-modal transportation systems that are based on regional priorities and coordinated with county and city comprehensive plans.

4.2.4 **Housing.** 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.

4.2.5 **Economic Development.** 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, all within the capacities of the state's natural resources, public services, and public facilities.

4.2.6 **Property Rights**

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.

4.2.7 **Permits**

Applications for both state and local government permits should be processed in a timely and fair manner to ensure predictability.

4.2.8 **Natural Resource Industries**

Maintain and enhance natural resource-based industries, including productive timber, agricultural and fisheries industries.

4.2.9 **Open Space and Recreation**

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.

4.2.10 **Environment**

Protect the environment and enhance the state's high quality of life, including air, water quality, and the availability of water.

4.2.11 **Citizen Participation**

Encourage the involvement of citizens in the planning process and ensure coordination between communities and jurisdictions to reconcile conflicts.

4.2.12 Public Facilities and Services

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.

4.2.13 Historic Preservation

Identify and encourage the preservation of lands, sites, and structures that have historical or archaeological significance.

Section 5 - Relationship to other Plans and Regulations

5.1 County-wide Planning Policies

5.1.1 Growth management planning is a cooperative process that must occur between counties and cities. In order to effectively balance land use, infrastructure, and finance throughout a region, the GMA requires that an overall vision for growth, plus general county-wide planning policies to implement this vision established via a collaborative process between counties and cities.

5.1.2 The GMA requires that the comprehensive plan of each county or city shall be coordinated with, and consistent with, one another. To guide such consistency, the GMA requires that each county planning under RCW 36.70A.040 adopt a county-wide planning policy in cooperation with cities. The cities of Prescott, Waitsburg, College Place and Walla Walla County entered into an Agreement approved by the Board of County Commissioners under Resolution 91-423 which established a process for developing the County Wide Planning Policies (CWPPs) in 1991, which were subsequently adopted by the Board of County Commissioners in 1993 by Resolution 93-499.

5.1.3 County-wide policies serve as a framework for the development of each jurisdiction's comprehensive plan, ensuring consistency between plans, and compliance with the requirements of the GMA. RCW 36.70A.210 defines a 'county-wide planning policy' as a "written policy statement or statements used solely for establishing a county-wide framework from which county and city comprehensive plans are developed and adopted pursuant to this chapter." Indeed, the CWPPs themselves recognize that flexibility in applying the policies is essential. Policy 14 states that "these policies are meant as general

framework guidelines for the county and each municipality, however flexibility must be maintained in order to adapt to different needs and conditions.”

5.1.4 Since adoption of the CWPPs in 1993, the Washington State Legislature has revised the Growth Management Act during every legislative session. Significant revisions to the GMA since the CWPPs were developed include provisions for (1) limited areas of more intensive rural development (ESB 6094) and (2) two master planned locations for major industrial development outside of UGAs. During the preparation of the Comprehensive Plan, Walla Walla County staff have coordinated with the municipalities such that each was informed and allowed opportunity to comment on the Plan and the CWPPs.

5.1.5 The Board of County Commissioners finds that the Comprehensive Plan is consistent with and has been coordinated with the planning documents of regional planning bodies and local jurisdictions within Walla Walla County. The Comprehensive Plan: (1) is internally consistent and (2) is consistent with the County-wide Planning Policies.

5.2 Comprehensive Plans of Incorporated Cities.

This Comprehensive Plan serves as the plan for the unincorporated areas outside the urban growth boundaries of cities and towns. The individual cities' comprehensive plans serve as the plans for the unincorporated areas within the urban growth boundaries. These plans work functionally with this Plan, although they appear in separate documents, those plans are also discussed and adopted by reference in Chapter 7 of this plan. The goal of such cooperation is to achieve compatibility along jurisdictional boundaries and also to give more stability to planning and zoning as County lands are annexed into the cities.

5.3 Development Regulations

5.3.1 Under the GMA, “development regulations” means “the controls placed on development or land use activities by a county, including, but not limited to, zoning ordinances, critical areas ordinances, shoreline master programs, official controls, planned unit development ordinances, subdivision ordinances, and binding site plan ordinances.”

5.3.2 “Official controls” are “legislatively defined and enacted policies, standards, precise detailed maps and other criteria, all of which control the physical development of a county or any part thereof or any detail thereof,

and are the means of translating into regulations and ordinances all or any part of the general objectives of the Comprehensive Plan.”

5.3.3 Simply put, a zoning ordinance and similar development regulations are intended to implement the comprehensive plan. Under the GMA, zoning maps and other official controls may be adopted only for areas covered by a comprehensive plan. Upon adoption of the Plan, Walla Walla County will take measures to effectuate the plan and to conform the zoning ordinance, development regulations, and other official controls with the plan.

Section 6 - Implementation/Development Regulations

6.1 Following the adoption of this Plan, the County will develop specific measures for implementation. This will require review of existing ordinances, policies, and procedures, to identify the changes needed to make them consistent with the plan’s goals and policies. To be consistent with the plan, GMA requirements, and the requirements of the State’s regulatory reform requirements, the permit processes will be streamlined and consolidated where possible. Implementing regulations which will be reviewed and updated as needed include:

- Zoning (Title 17); which includes zoning districts, permitted uses and densities, bulk and dimension requirements;
- Subdivision (Title 16); which includes standards and design requirements for the creation of new lots;
- Environment (Title 18); which includes State Environmental Policy Act procedures, Critical Areas requirements, flood damage prevention and Shoreline Master Program; and
- Permit Processing (Title 14); which includes timelines and procedures for processing permits.

6.2 Along with being updated, these existing ordinances will be integrated to the extent possible to provide clarity and reduce duplication and inconsistencies between ordinances.

6.3 Other plans and documents will be reviewed to ensure that action steps of previously adopted policies are incorporated into development regulations as needed. These plans include:

- Comprehensive Flood Hazard Management Plan;
- Coordinated Water System Plans -- Walla Walla/College Place area and Burbank area; and
- Comprehensive plans for the UGA's of various cities such as Waitsburg and Prescott and their development regulations.

6.4 Finally, as future legislative requirements unfold, new ordinances will be adopted with this Plan in mind. At this time, regulations that are anticipated to be reviewed or adopted in the future, beyond the initial implementing development regulations, include:

- Concurrency Management System;
- Shoreline Master Program;
- Critical Areas; and
- Forest Practices Conversion Rules.

Section 7 - Amendments

7.1 The Growth Management Act requires that the Comprehensive Plan and development regulations be subject to continuing evaluation and review. However, the plan shall be amended only one time per year unless an emergency is declared in accordance with RCW 36.70A.130. Amendments to Urban Growth Area boundaries shall be considered only once every five years (with year 1 being the date of original adoption of each respective city's plan).

Section 8 - Six-year Transportation Improvement Plan

8.1 During the annual amendment process, the County shall update the Transportation Element to reflect any changes made to the Six-year Transportation Improvement Plan.

Section 9 - Capital Improvements Program (CIP)

9.1 Amendments to the CIP will be considered during the County's annual budget process and are not subject to the timetable for amendments noted above. However, changes made to the CIP should be included in the Plan during the annual amendment process, as should any changes to other portions of the comprehensive plan which result from changes to the CIP.

Section 10 -Maintenance

10.1 The Walla Walla County Board of Commissioners recognizes that adoption of this Comprehensive Plan is only the first phase in implementing growth management strategies throughout Walla Walla County. The Walla Walla County Board of Commissioners is committed to implementing the goals and policies of the Plan as expeditiously as possible, subject to staff resources and funding availability.

10.2 The Planning Commission will monitor compliance with the comprehensive plan and the development regulations.

10.3 In addition to the annual amendment process, the County shall conduct a complete review of its Comprehensive Plan at least once every five years.

10.4 Following the conclusion of the annual Plan amendment process, staff will present to the Planning Commission a summary of implementation measures that have been completed and that are proposed. At this time, public input relating to any changes that may be needed may also be received. When amendments to regulations and other implementing measures are proposed, the same public hearing procedure will be used that was used for the adoption of the Plan and initial regulations.

Section 11 -Public Participation.

11.1 Public participation in the development of this Plan was facilitated via a variety of methods including, newsletters, surveys, workshops, open-houses, citizen committees, neighborhood meetings, county-wide meetings, Planning Commission public hearings, and County Commissioners public hearings. The Plan results from broad public input. The Plan expresses the community desire to

shape a desirable living environment, and encompasses the general health, safety, and welfare of the County and its residents, consistent with the requirements of the GMA.

11.2 From the time Walla Walla County chose to plan under the guidelines of the Growth Management Act, there has been consistent and documented advancement towards creation of a *truly comprehensive* final document. Adhering to the guidelines of the GMA regarding early and continuous public participation; steering committees, other private groups and the general public have helped to review and comment throughout the planning process.

11.3 The following is a list of all the advisory committees involved with the development of this Plan:

- Resource Lands Technical Advisory Committee
- Critical Areas Technical Advisory Committee
- Russell Creek Planning Area Committee
- Mill Creek Planning Area Committee
- Mineral Lands Technical Advisory Committee
- Comprehensive Flood Hazard Management Committee
- Burbank Planning Sub-Area Committee
- Attalia Industrial Planning Committee
- Capital Facilities Planning Committee
-

Section 12 – History of Plan Development

12.1 The following is a timeline and brief synopsis of the development of components of this Plan, with explanations of the processes involved in its development:

12.1.1. Resolution to “Opt In” to planning under the Growth Management Act (1990) (90-449)

12.1.2. Joined the Regional Transportation Planning Organization (1991)
Purpose/Details: This organization exists to prioritize and establish funding for regional transportation projects.

12.1.3. Resolution to Adopt Draft Process Agreement for Development of County-wide Planning Policies (1991) (91-423)

Purpose/Details: A resolution adopting a policy-development process that had been reviewed and signed by mayors of all incorporated cities.

12.1.4. Development and Adoption of the County-wide Planning Policies (1991-1993) (93-498)

Purpose/Details: The County-wide Planning Policies represent over 150 goals to be used in development of the County and its cities comprehensive plans. These goals cover the following topics:

- Urban Growth Areas (UGAs)
- Joint City-County Planning within UGAs
- Contiguous and Orderly Development
- Siting Public Capital Facilities (of a County-wide/Statewide Nature)
- Transportation
- Affordable Housing
- Economic Development
- Rural Lands
- Resource and Critical Lands
- Planning Standards
- Fiscal Impact
- Public Education and Participation
- Process for Review and Amendment

12.1.5. Resolution to Adopt Recommendations of the Resource Lands Technical Advisory Committee (1991-1992) (92-028) Purpose/Details: This committee drafted policies for land use management per “Resource Lands” guidelines as defined by the Growth Management Act.

12.1.6. Development and Adoption of Russell Creek Planning Area Exclusive Agriculture (AE) Zoning Designation (1991-1992), Zoning Amendment #197 (92-224)

Purpose/Details: The Russell Creek area was designated as a 120 minimum lot size in order to protect the significant agricultural resources and prime soils in this area of the County. A factor that played a into induction of this rezone was bordering farm properties in Oregon that are zoned at a 160 acre minimum lot size. This increased lot size also agreed with recommendations of the Resource Lands Advisory Committee to protect the County’s prime agricultural lands.

12.1.7. Development and Adoption of Mill Creek Planning Area Recommendations Rural Floating 2 (RF-2) Zoning Designation (1991-1993) (93-475 and #205)

Purpose/Details: The RF-2 zone was added to as the new zoning designation for the Mill Creek Area. The RF-2 zone allows for the development of smaller parcels of land than the previous 10 acre requirements; however, development is contingent on the amount of available space once floodway, floodplain, and percentage of slope have been taken into consideration. To be able to utilize the RF-2 zoning, an applicant must apply for administrative approval of the zoning designation and notification is sent to property owners within 1000 feet of the site. This amendment also resulted in a prohibition on single-wide mobile homes on the properties abutting Blue Creek Road.

12.1.8. Adoption of Zoning Amendment ZA-206, Interim Urban Growth Areas for the cities of Walla Walla, College Place, Prescott and Waitsburg.

Purpose/Details: This action allowed for an urban growth area to be placed around the respective cities in order to fulfill GMA requirements. The Commissioners adopt by reference the findings contained Ordinance Number 230, as if set out fully herein.

12.1.9. 1995 Adoption of Critical Areas Ordinance (1993-1995) (95-220)

Purpose/Details: The Critical Areas ordinance serves to protect wildlife habitat, vegetation, aquifer recharge areas, steep slopes, floodplains, etc. from the impacts of incompatible land use or land use practices that would impair the function of these natural areas or result in increased natural hazard incidents.

12.1.10. Adoption of Mineral Lands Designations (1995-1996)

Purpose/Details: This action resulted in adoption of an ordinance that serves to protect mineral extract aggregate. It allows for more timely processing of permits in affected areas and serves to protect existing sites from land use conflicts. The Mineral Lands Committee meets yearly to provide updates to the ordinance and include new properties that meet designation criteria.

12.1.11 Adoption of College Place Urban Area (1994-1995) (Ord #230)

Purpose/Details: This action allowed for an urban growth area to be placed

around the City of College Place in order to fulfill GMA requirements. The Commissioners adopt by reference the findings contained Ordinance Number 230, as if set out fully herein.

12.1.12. Walla Walla Urban Area (1997-1998) (Ord#242 and Ord#252)

Purpose/Details: This action allowed for an urban growth area to be placed around the City in order to fulfill GMA requirements. The action also resulted in adoption of the 1996-2015 Urban Area Comprehensive Plan and EIS. This is a joint-policy document that establishes land use theory and process for unincorporated lands within the City of Walla Walla's UGA. The Commissioners adopt by reference the findings contained Ordinance Numbers 242 and 253, as if set out fully herein.

12.1.13. City of Waitsburg Comprehensive Plan and Development Regulations (1997-1998)

Purpose/Details: This plan was written by County Planning staff for the City of Waitsburg. A great deal of coordination took place between the City staff, elected officials and the authors of the Plan. The Plan brings the City into compliance with GMA and has special provisions for flood prone areas, capital facilities, and historical preservation. This plan also recognized the tremendous amount of impact that the 1996 and 1997 flood had on Waitsburg and recognized recent rehabilitative work as well as potential mitigation measures for the City.

12.1.14. City of Prescott Comprehensive Plan and Development Regulations (1998-1999)

Purpose/Details: This plan was written by County Planning staff for the City of Prescott. A great deal of coordination took place between the City staff, elected officials and the authors of the Plan. The Plan brings the City into compliance with GMA and has special provisions for flood prone areas, capital facilities, and utilities.

12.1.15. Ag Lands Survey (1998-1999)

Purpose/Details: Further details about this extensive survey are detailed in Chapter 7-Land Use-Resource Lands.

12.1.16. Walla Walla County Comprehensive Flood Hazard Management Plan (1998-2000)

Purpose/Details: This extremely comprehensive document provides an analysis of flood hazard within Walla Walla County and provides a prioritized mitigation/management strategy. Walla Walla County Planning, Public Works, and Project Impact continue to implement projects within the plan whenever financial assistance becomes available.

12.1.17. Attalia Industrial Urban Growth Area (1999-2000)\

Purpose/Details: The Attalia Industrial Urban Growth Area was established in 1999. In 2000, the County Commissioners placed a six month moratorium on this 10 square mile area to preclude development that was incompatible with the Comprehensive Plan for this area. This plan is detailed in Chapter 7–Land Use–Industrial UGA.

12.1.18. Burbank Planning Sub-Area Committee (1999-2000)

Purpose/Details: This committee met in 1999-2000 to formulate and review a special sub-area plan for the Burbank/Burbank Heights area. At the Planning Commission hearing held in May of 2000, the Sub-area plan was well received by the residents of Burbank and the greater Burbank area. This plan is represented as Part 3 of the Walla Walla County Comprehensive Plan 2001-2021.

In addition to the work of the advisory committees, other means of informing the public have been undertaken. This community involvement program included:

- Newspaper inserts introducing GMA, the process and committee structure and accompanying mail-in survey.
- Newsletters sent to the County's GMA mailing list (over 900 households and agencies) reporting on the Plan's progress and informing residents of upcoming opportunities for involvement.
- A speakers bureau of staff planners went to organizations or groups requesting a presentation on the growth management planning program.

- Mail in surveys for specific planning areas and special subjects such as agricultural lands protection.
- News releases to all media to explain the issues and process.
- Informational meetings throughout the County to explain the planning process and the alternatives.
- A major effort to have staff meet with concerned citizens regarding their specific requests and other growth management related issues.
- An extensive series of meetings held in 1999 to preview the results of the Agricultural Survey.
- An extensive series of public workshops held in Fall of 2000, to review the Draft Comprehensive Plan/DEIS.
- A series of public hearings before the County Planning Commission and Board of County Commissioners before adoption of each the Plan.

In addition, numerous local, state and Federal agencies were included in this process.

Section 13 – SEPA

13.1 Per State Environmental Policy Act requirements, the plan was released for review. Comments made on the plan have been incorporated into the text of the final recommended plan.

Section 14 – Land Use

14.1 Boundaries and identification of land use boundaries established under this Comprehensive Plan are shown on the Land Use Maps included within the Plan. Land use designations are generally shown using colored shading superimposed on lighter lines designating platted lot lines, streets, and other physically identifiable ground features. In some cases, specific distances or other references to a boundary line are specified. When the exact location of a land use designation boundary line is not clear, it shall be determined by the County Planning Director, with due consideration given to the location as indicated on the Land Use Map, Urban Growth Area (UGA) mapping, parcel mapping and other data contained in the County's Geographic Information System (GIS).

14.2 To the greatest extent possible, boundaries of land use designations were drawn so as not to bisect parcels. Except for parcels divided by UGA or Resource Land designation boundaries, where a land use designation boundary shown on a Land Use Map divides a lot of record at the time of adoption of this Comprehensive Plan, the property owner shall have the option of choosing either of the two designations to apply to the entire parcel area, or may subdivide the lot to retain both designations as mapped, provided that all of the standards and requirements, including relevant density and dimensional requirements, and performance standards can be met.

14.3 Where a UGA boundary divides a lot of record at the time of adoption of this Comprehensive Plan, the entire parcel area shall be deemed to lie within the UGA boundary. At the next annual updates of the Comprehensive Plans of the County and the affected city or town, the property owner may petition for removal of the entire parcel from the UGA in accordance with the plan amendment process. Alternately, the property owner may subdivide the lot to retain both designations as mapped, provided that all of the standards and requirements, including relevant density and dimensional requirements, and performance standards can be met.

Section 15 – Resource Lands

15.1 Over 90% of the land in Walla Walla County is designated as Agricultural Lands of Long-term Commercial Significance, representing approximately 764,000 acres.

15.2 The value of the County's agricultural production in 1992 was in excess of \$197,000,000.00.

15.3 The County ranks #4 in the nation for production of wheat.

15.4 Agricultural Lands Of Long Term Significance.

15.4.1 In 1992 the Walla Walla Board of County Commissioners formed the Resource Lands Advisory Committee to aid in the identification, designation, and protection of Agricultural Lands of Long-Term Significance.

15.4.2 The areas to which this designation attaches were chosen following intense public process and participation, which resulted in the County's

adoption of Resolution 92-028 – Resource Lands Technical Committee Report- Agricultural Lands.

15.4.3 The Report included findings that:

- Agricultural use is the largest single use of land in Walla Walla County.
- Irrigated agriculture has expanded steadily to be approximately 111,000 acres as of 1992.
- There are approximately 105,187 acre in the Conservation Reserve Program.

15.4.4 The Report resulted in 23,000 acres in the County designated as Prime and Unique Soils.

15.5 Where a Resource Land boundary divides a lot of record at the time of adoption of this Comprehensive Plan, the entire parcel area shall be deemed to lie within the Resource Land designation. At the next annual updates of the County Comprehensive Plan, the County Planning Director shall review the parcel designation by applying the resource land classification criteria contained in the Resource Lands Sub-element of the Comprehensive Plan. The entire parcel shall be appropriately designated by the Director based on application of the classification criteria. Alternately, the property owner may subdivide the lot to retain both designations as mapped, provided that all of the standards and requirements, including relevant density and dimensional requirements, and performance standards can be met.

15.6 Land use and other provisions of the Comprehensive Plan accommodate “resource based industries.” For the purpose of the Comprehensive Plan, a resource based industry shall be defined as “one that is dependent on agriculture, forestry, fisheries or mining.”

Section 16 – Urban Growth Areas

16.1 In 1998, the County and the City of Walla Walla jointly adopted the Walla Walla Urban Growth Area Comprehensive Plan, which replaced a joint urban area plan which had been adopted in 1988.

16.2 The Board finds that the Final Walla Walla County Comprehensive Plan will supercede the 1988 Urban Area Plan for those areas not covered by the 1998 Walla Walla Urban Area Comprehensive Plan.

Section 17 – Rural Lands

17.1 Walla Walla County is primarily an agriculture-based county located in southeastern Washington, with 89.60% of County land zoned Agricultural. The minimum densities range from 120 to 5 acres, with 83.79% at 40 acres, but with some clustering possible, with limitations. The AG zone make up 748,231 acres out of the County’s total acreage of 806,400. The County’s acreage per zone designation is as follows:

ZONE	MINIMUM LOT SIZE	# OF ACRES	%
Exclusive Agriculture	120 acres	21,094	2.60%
Primary Agriculture	40 acres	679,491	83.79%
General Agriculture	20 acres	837	00.01%
Agriculture Residential	10 acres	25,617	00.04%
Rural Agricultural	5 acres	21,192	03.16%
Rural Remote	20	55,394	06.83%
Rural Transitional	.5	1198	00.01%
Rural Floating	2 acres	1480	00.02%
Rural Residential	5 acres	4,665	00.06%

17.2 Although not experiencing the rapid urban sprawl development pressuring other counties across the state, at the end of 1990, Walla Walla County opted to participate in the Growth Management Act. At that time, slightly over 97% of the County’s unincorporated area was zoned in various agriculture categories, with minimum lot sizes ranging from one dwelling unit per 120 acres (IDU/120A) to one dwelling unit per 10 acres (IDU/10A) to one dwelling unit per five acres (IDU/5A). This situation remains the same today with the exception of the 1992 rezone of the Russell Creek area, which protected a large area of prime agricultural land (as defined by the Resource Lands Technical Advisory Committee) and effectively rezoned approximately 21, 000 acres into a 120 acre zone.

17.3 According to the County's planning department, there has been no sharp increase in applications for building permits this past decade. The County's 1999 Planning Department Annual Report reveals that from the period between 1994-1999, Walla Walla County processed and approved less than five subdivisions per year in the rural area. Only four subdivisions were created in all of 1999; and only 56 total lots were created in the rural area throughout 1999 using the short plat process. For the year 2000, non-agricultural development activity was even more depressed. Only two subdivisions were processed County-wide for a total of 20 lots. In addition, during the last year, the County's population has declined by 400 persons and has grown only a net of 200 persons between 1997 and 2000.

17.4 Clustering.

17.4.1 The Board of County Commissioners find that protection of Rural Lands will be served by allowing clustering, with limitations. Clustering will be allowed only on the Agricultural Lands that are not as productive based on the varying soil quality and local rainfall patterns.

17.4.2 The clustering policy is intended to provide an incentive to place residential use on the least productive lands, while at the same time allowing limited growth in a manner compatible with rural family living patterns, where commonly multiple generations may reside and work on the large family-owned tracts, and is consistent with the economies of farming, the cost of production, the uncertainties of fluctuating consumer demands, and the preservation of private property rights. Clustering makes it possible to concentrate dwellings and support infrastructure, while still farming the excess acreage not used for the residences.

17.4.3 A farmer's most important resource is their land. Farmers manage this resource to optimize continued agricultural uses; but sometimes economies require using land to manage the debt associated with farming, including selling off small tracts. Clustering enhances a farmer's ability to survive in down markets, thus this policy supports the ultimate preservation of long-term agricultural use.

17.5 Rural Residential.

17.5.1 The public record compiled by the Walla Walla County Board of Commissioners includes testimony related to the inappropriateness of the Rural Residential zone south of Walla Walla. The Planning Commission

recommended the Rural Residential zone, consisting of 2-5 acre lot size, for an area south and east of Walla Walla and south of College Place.

17.5.2. Specifically, the City of Walla Walla had concerns with this designation, as it had expended over \$1 million on extension of utilities into the UGA at the request of and by agreement with the County Commissioners. This investment is to be paid back by those who build residential developments in the UGA. The City feared that development inside the UGA (with city utility costs) would be discouraged or at a disadvantage when over 4,500 acres (by best available estimate) is zoned for rural development of 5 acres or less directly adjacent to the UGA.

17.5.3 As a result, the Board of County Commissioners finds it appropriate to modify this Rural Residential designation to have a 5 acre designation, and to add a policy that at the time of adoption of the development regulations, the county shall recognize and zone currently developed and/or segregated portions of this area consistent with the area's existing lot size and density (i.e.: currently platted 1 acre will be zoned 1 acre.) Undeveloped and/or unplatted areas will be zoned at a density of 1 d/u per 5 acres.

17.6 - Rural Floating Zone

17.6.1 The Rural Floating zone consists of 2-3 acre lot size along Mill Creek from Walla Walla Community College on up. The City of Walla Walla expressed concerns with the Rural Floating Zone based on their belief that allowing further rural residential development along Mill Creek will impact the City's water system either through demands for direct service from the transmission line, or through drilling of individual wells which will reduce in-stream flows necessary for fish management. The City did not or was unable to quantify the basis for this concern.

17.6.2 The area proposed to be designated Rural Floating, with a potential for 2-3 acre minimum lot size, consists of one discreet area, the Mill Creek Canyon area, depicted on Plan Map LU-3. The Mill Creek area has had the benefit of extensive public comment and public participation in long term planning efforts, which supports and directly led to this proposed designation.

17.6.3 The Mill Creek area designated as Rural Floating is characterized by unique topographical constraints. These lands fall within corridors defined

by steep slopes. Creeks and streams are present and the flood plain and soil types affect available buildable area. Existing lot sizes are generally 1-10 acres in size, although larger parcels in agricultural use are not uncommon. Existing development is served by on-site sewage disposal and individual domestic wells. Public roads are improved and provide easy access to cities.

17.6.4 The Mill Creek Area lies north and east of the Russell Creek Area. The current area zoning for Mill Creek is AG (10), RF-2 (2-3), IL. Its boundaries follow the natural topography of the Mill Creek Drainage Basin. This area is mainly a steep sided riverene valley populated with a mix of shrub-steppe vegetation, evergreen forest (upland areas), with cottonwood, alder, and willow in the floor of the creek valley. Mill Creek is the most populated canyon within the County, containing a mix of residences, cabins, wineries, and recreational uses. Its popularity is most likely because of its proximity to the City of Walla Walla, well-maintained county roads, scenic and natural attractions, and the availability of building spaces. Many canyon areas in other portions of the County are so steep sided and narrow that they do not have sufficient buildable sites.

17.6.5 In 1992, the Mill Creek Planning Committee was formed and participants came together and formulated a set of policies for Mill Creek. Their work resulted in a rezone of the canyon area from the previously required ten acre minimum lot size to a 2-3 acre floating minimum lot size that takes critical area issues into account through a special RF-2 rezone application that must be approved by the County before the smaller lot size will apply. This rezone allowed for increased densities in this area. However, land division is fairly well controlled because of the existing floodplain, critical areas, and shorelines ordinance that apply to Mill Creek and its tributaries.

17.6.6 Though Mill Creek is suitable in many ways for residential development, flooding has been a problem in this area. The impact of this is controlled in part by the County's existing flood ordinances, but some of the homes that pre-date adoption of FEMA flood mapping standards are non-conforming and would not be allowed under current code. The lower portion of the Mill Creek canyon where it levels out and leads into the City of Walla Walla consists of a mix of agriculture, residential, agricultural-commercial, and light industrial land uses. This is located just southeast of the Walla Walla Regional Airport (Airport Survey Area) and is compatible

with the light industrial and airport development district uses that are allowed in the general area.¹

17.6.7 The Rural Floating land use designation for this area is intended to recognize the area's geographically distinct boundaries and topographic challenges to development. The designation requires an review process, with the floating zone approved only if established criteria is met per Plan policy RL-22 and County Ord 205. Otherwise, the designation of Rural Remote with a minimum land lot size of 20 acres shall apply.

17.6.8 The Board of County Commissioners also adopt the attached buildable lands analysis that reflects the true buildable area in Mill Creek.

17.7 Rural Transition.

17.7.1 The City of Walla Walla also expressed concerns with the Rural Transition Area. This designation permits ½ to 1 acre lot size west of Walla Walla and north of College Place, and is classified as a limited area of more intense development. The City expressed concerns that this area is directly adjacent to College Place and commented that the area should be within the Urban Growth Area of College Place, and that development in this area is proceeding at a density that requires urban utilities.

17.7.2 The Board of County Commissioners find that RCW 36.70A.070(5)(d) provides for limited areas of more intensive rural development outside of UGAs. RCW 36.70A.030(17) states that a pattern of more intensive rural development, as provided in RCW 36.70A.070(5)(d), is not urban growth. RCW 36.70A.070(5)(d) allows for limited commercial and industrial development as infill, development, or redevelopment in areas exhibiting a pattern of more intensive rural development. By providing for rural areas of more intensive development, the Comprehensive Plan is consistent with development patterns authorized under the GMA.

17.7.3 The Rural Transition area is the County's South Central area. The current Zoning is primarily AG (10), AO (20), AR-1 (5), AR (1), CG, CN,

¹ The zoning of properties along Blue Creek Road was not changed, with the exception that single wide mobile homes are no longer a permitted use along Blue Creek Road. Those lands that were a part of the Mill Creek Survey Area but were not rezoned to the RF-2 zone remained at a 10 acre minimum zone. The committee's intention was that those lands be reconsidered as apart of the overall county planning process, which is reflected in this plan. The lands not zoned RF-2 will, in this plan, be merged with other new proposed land use designations.

and CL . The area also has a mix of misc. residential zones under one acre. The proposed designation of Rural Transition allows for ½ acre to 1 acre minimum lot size.

17.7.4 There are two area of Rural Transition, depicted in the County’s Comprehensive Plan: LU-3 (Blalock Orchards) and Sun Harbor LU4. Blalock Orchards, the area of primary concern for the City, is an site with well defined boundaries as shown on the map. The area is the site of small lot platting (2 acres) which originated in the 1890’s. Many of these two acre lots in turn were subdivided further into one acre lots. The majority of the Blalock are is already developed consistent with this platting pattern. As the LU-3 Map depicts, the undeveloped land within the Blalock area consists of those lands immediately adjacent to the Mill Creek which bisects the site. The County Planning Staff prepared a Map which depicts existing residential development by a blue dot. The Map graphically illustrates the extent to which the area already has developed and how little are remains. The County finds, and the map supports this belief, that the remaining lands do not represent competition or a threat to development with the City’s UGA.

17.7.5 In addition, and perhaps as an early example of GMA’s direction to focus density where infastrucure exists, the historical platting of this area was based on the location of “natural” infastrucure – i.e., water supply. This area in addition to its proximity with Mill Creek, also has long been serviced by its own water District. The County Plan includes policies which recognize (1) “Recognize historical platting patterns where such platting is (1) consistent with historical investment in infastrucure, (2) where the continued availability of that infastrucure supports infill at the historical density level and is an economical use of limited resources”; (HS – 13) and (2) “Encourage infill in order to make efficient use of existing infastrucure, to prevent premature conversion of resource lands, and to create as few non-conforming lots as possible.” (HS- 7). The Blalock area designation of Rural Transitional is consistent with these policies.

17.7.6 The Blalock area of Rural Transition is characterized by land uses which include small-scale farms, single-family homes, limited commercial uses and open space. This Rural Transitional land use designation is intended to recognize that there area areas where some platting to smaller lots already exists in subdivisions and along arterials and where some services and infastrucure may be located. These are previously platted

neighborhoods where the development patterns are not consistent with a resource lands designation, yet the lands do not fit within the definition of “urban,” even though these areas may be adjacent to urban growth areas or there may be components of urban level services available to these lands, most frequently public water systems with fire hydrants. For all these reasons, the Blalock Orchards area falls under the statutory definition of “Limited areas of more intensive development.” This Plan designation provides for a pattern of more intensive rural development, as authorized in RCW 36.70A.070(5)(d). Such development is not urban growth as defined in RCW 36.70A.030(17).

17.8 Area South of Touchet.

17.8.1 Based on the record, the Board of County Commissioners finds that the area south of Touchet should be revised. As depicted on the attached revised Land Use Map, the area to the south of Touchet has been changed to 10 acres to reflect the historic Gardena plats. The area of the revised designation follows the boundaries of these historic plats exactly. This area is now shown in yellow (10 acre-south of Touchet).

17.8.2 The Board of County Commissioners also finds that the area directly to the east of this should be changed to 40 acres with clustering, as depicted on the revised Land Use Map.

17.8.3. These two changes eliminate the vast stretch of 20 acre General Agriculture that ran all the way out to Touchet and has replaced it with 40 and 10 d/u per acre.

17.9 Rural Activity Centers

17.9.1 The Board of Commissioners finds that this designation recognizes historic unincorporated rural communities and provides guidelines for future development. The County’s five designated Rural Activity Centers of Wallula, Touchet, Lawden, Ayer and Dixie feature lots that were platted as long ago as 80 years. These Centers often offer some pre-existing urban services such as community sewers, limited commercial and public uses, and fire protection.

17.9.2 The Centers are generally compact, isolated centers that offer services to the surrounding rural area, and have a unique sense of

community with defined boundaries. This designation allows for recognition of these pre-existing services and infrastructure, and allows infill within the defined boundaries.

17.9.3 The Board of County Commissioners find that these lands comply with GMA’s definition of “Limited Areas of More Intensive Development,” and pursuant to GMA, are allowed in rural areas, and are not considered urban.

Section 18 - Affordable Housing

18.1 The Comprehensive Plan includes a housing element as required by the GMA. The housing element provides a range of housing alternatives which takes into account price, tenure type, and density which meet the County’s housing needs. The housing element is consistent with the requirements of the GMA. The Plan provides sufficient availability and a variety of opportunities for safe, decent, and affordable housing to meet the needs of present and future resident of the County.

Section 19 - County-Wide Transportation Facilities And Strategies

19.1 The Comprehensive Plan includes a transportation element that meets the requirements of the GMA and is consistent with the Tri-County Regional Transportation Planning Organization (RTPO).

19.2 The transportation element is consistent with the land use element. It includes a finance plan designed to maintain levels of service that meet or exceed adopted standards. The element includes policies that require that improvements be within the County’s funding capacity, and be equitably distributed between users and the County in general. The element also includes a requirement for concurrency of transportation improvement with development.

19.3 The Comprehensive Plan provides for multi-modal transportation systems that will serve the community in a safe, efficient, cost effective, and aesthetic manner while minimizing adverse impacts to neighborhoods, business, and the natural environment.

Section 20 - County-Wide Economic Development And Employment

20.1 The Comprehensive Plan includes an economic development element, which is optional under the GMA. The economic development element provides a series

of strategies and policies to encourage, strengthen, sustain, and diversify the County's economic base.

20.2 The Board of County Commissioners find that the port of Walla Walla is and has been the lead agency for economic development in the county for the last 47 years. The Port, along with other affected agencies, adopts and updates the Walla Walla County Economic Development Plan.

20.3 The Board of County Commissioners adopts by reference the Walla Walla County Economic Development Plan 2000 as part of the Comprehensive Plan . Those economic policies enhance the agricultural economy of Walla Walla County and promote industrial, tourism and other businesses. The economic development element is consistent with the requirements of the GMA.

Section 21 - Capital Facilities

21.1 The Comprehensive Plan includes a capital facilities analysis in order to properly serve the community in a manner that enhances quality of life and economic opportunities, optimizes the use of and protection of existing facilities, and provides for future needs.

21.2 The capital facilities element is based on the findings of the County's Capital Facilities Plan Committee, which convened in 1999, and it includes provisions for focused public investment in facilities and infrastructure.

21.3 This element of the Plan includes a population forecast based on 1992 data and a growth and distribution model that calculates three population growth alternatives for the County. The population methodology included in the Comprehensive Plan is based on historic growth patterns, employment forecast, expectations regarding future growth, and GMA goals.

21.4 The element contains a capital improvement plan, including measures for funding such improvements, designed to maintain levels of service that meet or exceed adopted standards. The Plan assumes that the county's existing levels of service will be continued throughout the twenty year planning timeframe.

21.5 The element includes policies that require that improvements be within the County's funding capacity, and be equitably distributed between users and the County in general.

21.6 The element also includes a strategy for dealing with capital facility funding shortfalls. The capital facility element is consistent with the requirements of the GMA.

Section 22 - Open Space

22.1 The Comprehensive Plan provides a balanced quality system of open space and recreational opportunities to serve the current and future residents of Walla Walla County.

Section 23 - Utilities

The power shortage is a recognizable issue within the State and the County would like to maximize the potential of its physical location in possibly siting of future plants. The County may look at the existing gas and electric transmission lines/corridors and after study of all affected areas, may establish limited industrial areas with finite boundaries, that serve only the intended use. The County will work with the applicant to ensure that design criteria are followed which enhance the visual landscape and address environmental affects.